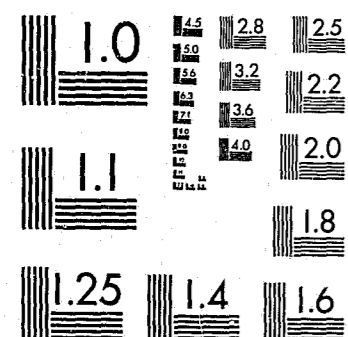


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~~X~~ SPECIAL STUDY REPORT
~~X~~ ON THE STATE-OF-THE-FIELD
~~X~~ OF RUNAWAY YOUTH PROGRAMMING

Prepared for:
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Youth Development Bureau
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Report #5: Special Study Report on the State-of-the-Field of Runaway Youth Programming

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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%.¹ Truancy and dropout rates in high schools climbed dramatically. Although there has been little talk of dropouts in the past few years, urban school districts estimate that as much as 10% of their enrollment² attend school only sporadically. Running away

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

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

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

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

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

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

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

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

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

²During 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.

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

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

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

I. SUMMARY OF EVALUATION PROCESS AND COMPONENTS

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

¹The 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.¹

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

C. Cost Analysis

A cost analysis 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

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

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

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

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

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

II. SUMMARY OF KEY FINDINGS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

¹All 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.

INTRODUCTION

The Youth Development Bureau¹ has administered the Runaway Youth Act since its passage in September 1974.² This Act authorizes the provision of grants, technical assistance, and short-term training to public and private non-profit agencies, located outside of the law enforcement structure and the juvenile justice system, for the development and/or strengthening of community-based programs of service which provide temporary shelter, counseling, and aftercare services to runaway or otherwise homeless youth and their families.³ These services are provided both directly by the projects and through linkages established with other service providers in the community. The goals of the Runaway Youth Act, as mandated by Section 315 of the legislation, are as follows:

- (1) to alleviate the needs of youth during the runaway episode;
- (2) to reunite youth with their families and to encourage the resolution of intrafamily problems;
- (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..

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

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

³During 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.

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 Services Form on each youth who is provided ongoing services from the Runaway Youth Act-funded projects. The data compiled through these Forms are used by both YDB and the projects to profile the types of clients being served and their service requirements, including changes in both over time.⁴ 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.⁵

Combined, these 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 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

⁴The 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.

⁵These research initiatives are described in Appendix A.

projects' costs and expenditures, including the allocation of these resources to specific services and activities. The purpose of this document is to provide YDB with the findings from the study's organizational goal assessment component.

Throughout the organizational goal assessment, several inter-related objectives have been pursued simultaneously. While we were most concerned with determining if, and in what specific ways, projects have operationalized the goals of the National Runaway Youth Program, we were also interested in obtaining a clearer understanding of the additional local program goals projects have developed, the relationship of these "local goals" to the nationally mandated goals, and the various ways projects have been internally designed to effectively meet the needs of their clients and their communities. These objectives can be restated in terms of the following analytical questions:

- Have the projects operationalized the four legislative goals?
- What additional goals have the projects developed?
- How do local goals and the legislative goals interrelate?
- What client, project, or community factors facilitate or hinder goal operationalization?
- What is the implication of these findings for the future of the National Runaway Youth Program?

The following section outlines the specific approaches used to answer these questions, including the selection of the study sample, our data collection procedures, and the analysis plan.

SAMPLE SELECTION

One of the first tasks in the conduct of the evaluation was to select a sample group of 20 projects for inclusion in the study which would ensure that the evaluation would yield information of relevance to policy development at the national level. It was considered important that the resulting sample represent the full range of projects funded by YDB and capture the "most common," as opposed to the most unusual, projects. In selecting the sites, we first identified key project factors which (1) were policy relevant, (2) could discriminate among projects, and (3) for which there was an adequate number of projects to permit comparative analysis. Based on the findings summarized in the Draft Proposal Review Report⁶ and discussions with the YDB Project Officers, three variables emerged as capturing the key differences among projects. These variables -- geographic location, affiliated or independent status, and length of time in operation -- which covered project-specific characteristics as well as several community factors, were used to identify different clusters of YDB-funded projects.

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

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

Following BPA's submission of tentative sample sites and discussions with YDB staff and Regional personnel, the evaluation sample was formally approved. Those projects that comprise our sample include the 20 projects

⁶Draft Proposal Review Analysis, Report #1 (Berkeley Planning Associates, Berkeley, California, November 1977).

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

DATA COLLECTION PROCEDURES

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 maintains its most important coordination and referral linkages were interviewed. In addition, interviews were conducted with at least one member of the project's advisory board or board of directors, and a representative of the project's affiliate or parent organization, if such an organization existed. These interview instruments, which have been included in Appendix F, were used to obtain information about the program's philosophy, its staffing and management policies, its organizational structure, and its service delivery system. Information collected during these interviews provided the basis for assessing the project's policy and service capacity to meet the legislative goals of the Runaway Youth Act as well as for identifying any local goals which the project might have developed. Much of the information pertaining to the project's working relationships with other youth service agencies in its community and information pertaining to the general community context was asked both of the project's staff and of representatives from other community agencies. Self-administered questionnaires were filled out by all volunteer and paid staff performing service-related functions to provide information regarding the individuals'

Table A

Project Sample, Showing Key Sample Dimensions

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

education, experience and training, and their attitudes and priorities regarding project goals.

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

Upon returning from the site visits, each BPA staff member completed a summary catalog designed to extract the key points from the various interview instruments and informal notes made during the site visit. This catalog included summaries of each service provided by the project and highlighted the project's perception of the legislative goals, the development of additional local program goals, and distinctive elements of the project's organizational and service delivery systems. In addition to this written summary of the site visit findings, each staff member developed a structured narrative for each project highlighting its unique organizational and community factors. Copies of these case studies have been included as Appendix G to this report.

BPA'S APPROACH TO THE ORGANIZATIONAL GOAL ASSESSMENT PHASE

The evaluation's "Comprehensive Study Design" submitted to the Youth Development Bureau in March⁷ outlines the specific rational and analytical approach to both the organizational goal assessment and the client impact phases of the study. In terms of the organizational goal assessment, the design report outlined a series of analytical stages which would identify the following:

⁷ A Comprehensive Study Design for the National Evaluation of Runaway Youth Projects Funded by the Youth Development Bureau, Report #2 (Berkeley Planning Associates, Berkeley, California, revised April 1978).

- a project's capacity to provide a number of specific services and service procedures considered essential to operationalizing each of the four legislative goals;
- the strength of a project's overall organizational structure; and
- a project's ability to respond to all particular needs and limitations presented by its clientele and community context.

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

In reviewing the data we obtained from projects in response to those questionnaires, certain areas emerged as identifying the key ways in which projects differed. These elements, which we have termed "construction variables," highlight the basic differences found among the 20 evaluation sites. In short, the construction variables glean from the vast amount of detail we have on each project those elements that are particularly useful for explaining the different approaches projects have taken in operationalizing their goals. The variables present, in a concise manner, the key organizational, community and client factors which shape and influence project functioning. The construction variables include:

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

Under each of these major headings, a number of individual program or service areas have been defined. Some of these areas, such as staff size, budget size, and community location, are purely descriptive, while other elements, such as staff communication mechanisms, planning and evaluation procedures, and service linkages with other agencies, are normative as well as descriptive. This second group of indicators identifies certain acceptable performance levels or procedures against which all 20 evaluation sites have been measured. The specific elements or areas identified within each of the seven construction variables have been incorporated into the three major stages of our analysis, which are:

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

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

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

In answering these questions, we developed a list of specific guidelines and indicators that relate to the specific services, procedures, and linkages that the projects must have developed to be considered as having the basic capacity to operationalize each of the legislative goals. Factors used in determining whether a project had an adequate capacity to provide a certain service included: the hours during which the service is available; the qualifications of the staff providing the service; the physical requirements necessary to provide the service; and a set of operating procedures that allow for the smooth delivery of the service.

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

- What types of management practices are necessary for smooth and efficient project functioning?
- Are there any specific organizational factors which increase the overall service capacity of a runaway youth project?
- 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 programs, including not only the goals of the Runaway Youth Act but also the wide range of local goals that each project has developed.

The division between the goal-specific and the generic guidelines is not an absolute one and, in fact, the capacity of one greatly depends on the capacity of the other. For example, a project that has successfully met all the criteria necessary for operationalizing the four legislative goals but has failed to achieve any of the generic guidelines would most likely be unable to survive any disruptions to its service system because it has no organizational supports. Likewise, a project that receives a

favorable rating in terms of the generic guidelines but which has failed to demonstrate a capacity to operationalize a number of the legislative goals would be lacking any specific direction for its activities. In making the division between those aspects of a project's operation which would be ascribed to the goal-specific portion of the analysis and those which would be dealt with in the generic portion of the analysis, elements were placed in the context in which they could best be developed. While one might make an argument, for example, that certain types of staff training could be related to certain goals, such fragmentation would fail to capture: (1) the project's overall commitment to providing staff training opportunities; and (2) the specific role that staff training can play in developing a better understanding among staff members regarding their individual and collective roles within the organization. In other words, it is more important from an analytical perspective to understand the project's overall approach to staff training than to note the specific topics covered by these training opportunities.

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

- Are all of the elements consistent in terms of the project's goals and objectives?
- Do some of the elements appear to work at cross purposes or 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 generic guidelines in terms of each project's stated philosophy and its perceptions 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 for pinpointing those areas in which projects have limited capacity or which, if left unattended, might develop into serious operational difficulties, as well as for identifying those key organization, client, and community factors that influence the extent to and the manner in which projects have operationalized their goals.

In reviewing the organizational goal assessment report, the reader must keep in mind a number of issues. First, the strengths and weaknesses identified throughout the course of this document are intended to indicate the strengths and weaknesses within the Runaway Youth Program. Nationally, the projects participating in the study represent the range of projects currently funded under the Runaway Youth Act. Therefore, weaknesses noted within a particular project or group of projects flag items of concern for the National Program as opposed to solely identifying an issue for an individual project. Second, the organizational goal assessment measures project performance in terms of a specific set of assessment guidelines and indicators which were developed by BPA in light of the existing definition of "best practice" present in the field as well as in our past work in evaluating social service programs. These practices are considered essential elements for improving not only project functioning but also the extent to which projects achieve positive client impact. Our goal operationalization "model," however, constitutes a first attempt to formally define the elements of a well-functioning runaway youth project relative to both the services considered essential in addressing each of the four legislative goals as well as those aspects of a project's service delivery system and organizational context which enhance positive client impact. Consequently, any variation from our model found among the sample projects does not necessarily indicate a less than optimal practice but, rather, may represent a different, but totally acceptable, approach to effective service delivery.

In fact, based on our comparative analysis between a project's performance on the organizational goal assessment and on the client impact phases of the evaluation study, certain changes in the model were suggested, as have been outlined in Chapter 5. On balance, however, the results of this analysis did find the model to be essentially sound.

Finally, the findings reported in this document reflect information collected by BPA personnel during a single site visit to each project conducted in the spring and early summer of 1978. Issues such as staff turnover or staff morale are concerns which are subject to change and, in fact, rarely stay constant for any length of time. Fluctuations in program capacity due to shifts in funding levels as well as to conscious capacity-building efforts may result in a very different picture for these same projects six months or a year from the time these site visits were conducted. Consequently, the long-term purpose as well as the value of the current evaluation rests not so much in identifying particular projects as being well-functioning or as lacking certain services but, rather, in identifying the primary strengths and weaknesses of the overall National Runaway Youth Program.

We begin the organizational goal assessment report by briefly discussing the definition of goals and the role program goals play in formulating a specific service strategy. Chapter 1 also explores the relative importance each of the projects placed on the various legislative goals and the extent to which each project has developed additional local goals in order to more comprehensively address the needs of its particular client population and community setting. The specific interaction of these two sets of program goals is also discussed in this chapter. In Chapter 2, we identify the variation found among our sample of the projects funded under the Runaway Youth Act, exploring differences in terms of their service philosophies, organizational structures, management plans, staffing patterns, service delivery systems, and youth participation programs. Chapters 3 and 4 present the specific findings of the goal operationalization analysis, listing the performance of the 20 projects in terms of both the goal-specific and generic guidelines. Chapter 5 addresses the overall consistency found among projects in terms of their stated goals and performance levels.

Chapter 6 compares the results of the organizational goal assessment findings to those obtained through the client impact analysis, exploring the relationship between a project's capacity to achieve the various goal-specific and generic guidelines and its capacity to achieve positive client impact in terms of the four legislative goals. As this chapter will indicate, the results of this comparative analysis suggest certain changes in both the goal specific and generic guidelines. The final chapter summarizes the key points of the analysis, highlighting the major implications of these findings for the future development of the National Runaway Youth Program.

CHAPTER 1
RUNAWAY PROJECTS:
THEIR GOALS AND OBJECTIVES

INTRODUCTION

The Runaway Youth Act, authorized under Title III of the Juvenile Justice and Delinquency Prevention Act of 1974, is designed to address the needs of runaway youth and their families. As of October 1978, the Youth Development Bureau (formerly the Office of Youth Development) had funded some 130 projects under the Runaway Youth Act to provide temporary shelter care, counseling and other support services to runaway youth and their families. While the methods of service delivery and the orientations to the issue of youth and families in crisis vary greatly, all of the YDB-funded projects are mandated to further the following four goals as stated in the legislation:

- Goal 1: to alleviate the needs of youth during the runaway episode;
- Goal 2: to reunite youth with their families and to encourage the resolution of intrafamily problems;
- Goal 3: to strengthen family relationships and to encourage stable living conditions for youth; and
- Goal 4: to help youth decide upon a future course of action.

While these four goals provide some insight into the purposes or mission of each of the YDB-funded projects, they are, at best, only a partial slice of the total picture. To limit the discussion of the projects solely to these four goals would be to ignore a good deal of the uniqueness of each of the funded projects and the specific ways they have molded their service delivery systems and organizational structures in order to meet the needs of their clients and their local communities. The following discussion,

therefore, describes the various perceptions projects have developed regarding the legislative goals as well as the specific local goals that the projects have developed and the reasons behind the formulation of these additional goals. Before delving into the specifics of our 20 evaluation sites, however, it is important to review the purpose goals play in the development of any social service program and the particular relevance of this type of discussion, given the program at hand.

GOALS: THEIR PURPOSE AND RELEVANCE

A project's stated goals are both an outwardly directed statement of its purpose to the general public and an inwardly directed statement of direction to staff members and clients. Ideally, a project's goals underlie the development of all its services and service procedures. A project's goals dictate the thrust of its outreach effort, identify its target population, and determine the service linkages it establishes with other service providers in the community. Carefully developed program goals address the real needs of the community and the intended client population, and do not merely reflect the preferences of the program's staff, board, or sponsors. On the other hand, goals should also be realistic and reflect the constraints imposed by the size of the project's budget and staff. While a project might well subscribe to a number of different and diverse goals, fiscal realities will require that a project narrow its focus and establish some sense of service priorities. Above all, a project's goals should be clearly stated so that everyone can readily understand what the project is setting out to achieve. Although a casual observer might not understand the full implications of a project's service focus or the full extent of what a project can provide to its clients from a simple review of a project's goals, such a review should indicate the project's general purpose and function.

Formulating specific goals is important for at least three reasons. First, goals provide a program with direction. Because it is usually impossible to do everything, a goals articulation process forces staff to choose among competing demands and assists in determining whether

resources are being allocated in accordance with the desired outcomes. Second, goals make the intent of a program clear to the community. In most cases, the staff, the residents in the community, and the funding source(s) each have their own perceptions of a project's function. The process of defining goals can make potential conflicts among the various interests apparent, and having a statement of goals can provide a project with a base from which to contend with the pressures of competing interests. For example, the process provides a method for the early identification of those individuals or agencies which have different perceptions of the project's primary functions, thereby allowing the staff to address these differences before they disrupt service delivery. Finally, continuously thinking and rethinking about goals and measures of those goals provides a standard of performance against which evaluation can take place. Because internal evaluation is critical if a program is interested in delivering effective services, measuring goal achievement can, and should, be a primary concern.

All of the projects funded under the Runaway Youth Act are required to respond to at least two forces in developing their goals: they are mandated to follow the legislative goals of the Act and, as community-based service agencies, they are responsible for responding to the needs of their local constituency. In short, each project is responding to one force which it shares with the other YDB-funded projects and one force which is unique to its particular setting. The exact manner in which the projects have responded to these forces and the manner in which these two forces interact at the local level can be observed from a number of different vantage points. For the purposes of this chapter, we have looked at this issue from the perspective of the projects themselves, asking such questions as the following:

- How have they responded to the legislative goals?
- Which of the four do they see as being most relevant to their program?
- What new additional local goals have they developed?
- How do the national and local goals interrelate?

While the answers to these questions most certainly will differ for each project, depending on the specific circumstances each must face, the process of reviewing, refining, and prioritizing goals is a common denominator present in all projects. Each project has, from the outset, been forced to develop a program that is responsive both to the national mandate and to the needs of its local community. In addition, a number of projects have needed to respond to demands placed on them by other funding sources and other governmental agencies at both state and county levels. Satisfying these diverse audiences and developing a program which meets the needs of its client population has required each project to weigh these various factors carefully and to develop a program which comes closest to meeting all expectations.

THE LEGISLATIVE GOALS: GENERAL PERCEPTIONS

We began our analysis by looking at the different ways project directors, staff, and board members perceived the legislative goals and the relative importance each goal plays in terms of a project's development. BPA field staff conducted in-depth discussions about the legislative goals with the project directors, staff members, and board members (if available) during our data collection site visits, probing for the relative importance of each goal as well as any specific problems that it posed. In reviewing the results of these discussions, it became clear that the projects operated with very different perceptions as to the breadth and depth of the legislative mandate. The four legislative goals are broadly stated and give way to a wide range of interpretations. Since the legislation was passed in 1974, YDB has issued revised goal statements (see Table 1.1) that clarify some of the ambiguity in the legislation. Despite this effort to create a common understanding of the intent and implications of the legislative mandate, it became apparent in the course of conducting the present evaluation that the projects did not necessarily interpret the goals in a similar manner. For example, both Project Contact in New York and Voyage House in Philadelphia are committed to assisting youth and families in achieving a long-term resolution to their problems, or at least in placing the youth in a context in which

Table 1.1

National Runaway Youth Program: Legislative Goals

Goals as Stated in 1974 Act	YDB's Revised Goal Statements
Goal 1 to alleviate the needs of youth during the runaway episode	to alleviate the immediate problems of youth during the runaway episode
Goal 2 to reunite youth with their families and to encourage the resolution of intrafamily problems	to reunite youth with their families, if this is determined to be in the youth's best interests, and to encourage the resolution of intrafamily problems
Goal 3 to strengthen family relationships and to encourage stable living conditions for youth	to strengthen family relationships and to encourage stable living conditions for youth, as appropriate, following the termination of the youth's stay at the project
Goal 4 to help youth decide upon a future course of action	to help youth decide upon a future course of action, including the identification of the appropriate actions to be taken in resolving the problems which precipitated the runaway episode

such resolution can ultimately be achieved. In interpreting this purpose in terms of the four legislative goals, Project Contact saw Goal 4, that of helping youth decide upon a future course of action, as best describing its intent, while Voyage House felt Goal 3, that of encouraging stable living conditions for youth, best captured the essence of its program. The difference in goal interpretation between these two projects seems to be more one of semantics than of substance. In explaining our conclusions, we have considered this issue carefully and have noted those instances where semantics seems to be a contributing factor in explaining differences in the ways projects rated their goals.

While the goals do lend themselves to a variety of interpretations, the projects did share some common opinions, which are reflected in their ratings of the relative importance of each goal. Basically, Goal 1 is seen as relating to a project's capacity to provide emergency services and to deal effectively with youth in crisis. All of the projects in the sample interpreted Goal 1 as mandating meeting a youth's immediate needs, while some projects also viewed this goal as relating to non-emergency needs. In rating the relative importance of this goal, therefore, projects considered whether they viewed themselves more as a crisis service center or as a long-term counseling center. Those projects that were more concerned with crisis intervention consistently placed a higher priority on Goal 1 than on the other legislative or local goals.

Goal 2 was most often viewed as being the "family goal" of the legislation. While the goal clearly states a broader service intent (i.e., resolving intrafamily problems), the projects consistently equated this goal with their ability to reunite a youth with his or her family. Because of this narrow interpretation, several of the projects expressed problems with this goal, repeatedly stressing that many of the youth they serve either have no families with which they can be reunited or that such reunification is not in the best interest of the youth or family. YDB's revised statement of Goal 2 does stipulate that reuniting a youth with his or her family should occur only when the action is in the youth's best interest. However, several of the 20 evaluation sites continue to interpret the goal as not being sufficiently flexible to accommodate the reality that a sizable percentage of the youth receiving services cannot be reunited with their families.

Goal 3 demonstrated the lowest visibility among the projects and is generally seen as being accomplished in conjunction with one of the other legislative goals. While one project (Voyage House in Philadelphia) viewed this goal as best summarizing the intent of its programs, the majority of projects saw this goal as being achieved in conjunction with either Goal 4 or Goal 2, depending upon whether the youth was being returned home. For youth not returning home, the projects related Goal 3 to their efforts in locating suitable, long-term living arrangements either with relatives or in group home settings.

Goal 4 tended to be viewed as the "long-range" goal of the legislation and as the specific directive which encouraged the projects to develop an aftercare program. The projects saw Goal 4 as being a mandate to deal with the longer-term problems of youth and to enter into working relationships with those community agencies that have the capacity to address these needs. Goal 4 was seen primarily as being a youth-related goal, with the family unit rarely being considered as the focus of this legislative mandate. It is under this goal that projects placed their work with youth on resolving non-family problems such as educational needs, job training, and the development of independent living skills.

Based upon the feedback we obtained from the projects and the interpretation of this feedback by BPA personnel, four typologies capturing the range of perceptions regarding the legislative goals were developed and are summarized below:

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

Tables 1.2 and 1.3, which summarize the classification by goal for each of the 20 evaluation sites, point to a number of conclusions. First, only three of the evaluation sites did not list either Goal 1 or Goal 4 as being one of their most essential program goals. Generally, those projects that placed a greater emphasis on Goal 1, which deals with the immediate needs of youth, placed a secondary emphasis on Goal 4, which tends to stress a longer-term involvement with clients and focuses on the resolutions of longer-term problems. For example, the evaluation site in Montpelier sees providing a linkage between the needs of youth in crisis and the service resources of the project and the local community as its most unique and essential function. Providing a youth's long-term counseling or assistance often becomes more the task of service agencies that anticipate a longer term relationship with the youth or family. A similar approach to rating the four legislative goals has been adopted by the project in Huntington, which sees Goal 1 as the vehicle through which youth become familiar with the program. Seven of the projects that saw Goal 1 as one of the most important goals of their program saw Goal 4 as being of secondary importance, and two of the projects that rated Goal 1 as an important goal placed no particular emphasis on Goal 4. When we look at the flip side of this relationship, or at those projects that placed the greatest emphasis on Goal 4, we find a similar pattern emerging. For example, Voyage House in Philadelphia views the first legislative goal as merely a means to an end, or as a way of introducing youth (and less frequently families) to a path that will eventually lead to the resolution of more complex problems. While Shelter House in Louisville sees their emergency crisis intervention services as filling a critical need in their community, the project director and staff indicated that the ultimate objective of their program is best captured by Goal 4. Seven of the projects that rated Goal 4 as one of their most important goals saw Goal 1 as being of secondary importance, with the eighth project placing no particular emphasis on Goal 1.

Second, the only legislative goal with which the projects had some difficulty was Goal 2. Opinions on this goal ranged from feelings that it had limited application given the types of youth the projects were serving, to feelings that this goal might be detrimental to the overall well-being of the youth. For example, staff at Country Roads in Montpelier

Table 1.2
Perceptions of Legislative Goals
National Runaway Program Evaluation Sites

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

Table 1.3
Goal Perception Typologies -- Summary
National Runaway Program Evaluation Sites

	GOAL 1	GOAL 2	GOAL 3	GOAL 4
	Alleviating Immediate Needs	Reuniting Youth With Family	Promoting Stable Living Arrangements	Future Course of Action
Type A -- Most Important	9	2	1	8
Type B -- Secondary Importance	7	7	5	8
Type C -- Not Relevant to All Clients	0	8	0	0
Type D -- Not Prioritized	4	3	14	4

indicated that the act of running away can be thought of as being a positive statement by youth and as an indication that they need to work out problems on their own, without the involvement of other family members. Reunification with the family in these cases could well be viewed as a setback to the youth or as limiting the youth's ability to deal with his or her immediate or longer-term problems. Staff at Shelter House in Louisville saw the goal as a good ideal, but pointed out that it is not always possible or appropriate. Staff at Project Contact in New York City, Safe Space Station in Cleveland, and The Greenhouse in New Orleans said the goal was simply not attainable with a number of the youth they see, as their clients often have a long history of foster home placements and, therefore, have no family with which to be reunited. In contrast, a number of other projects placed considerable emphasis on Goal 2, and viewed working with families as being one of their primary objectives. Second Mile in Hyattsville, for example, works to develop an environment in which both the parents and the youth can work together toward resolving their problems. Skagit Group Ranch Homes in

Burlington, WA, conducts the vast majority of its counseling with youth in the youth's home with the parents present. The project defines the client as the family unit, rather than the individual youth. Aunt Martha's, one of the eight projects participating in the Youth Network Council's program in Chicago, feels that returning a youth to his or her family is always the best possible choice except in instances of child abuse or neglect. The staff feel that public bureaucracies are a poor second choice to the youth's family.

Finally, as previously mentioned, Goal 3 was viewed as the least influential of the legislative goals. While all 20 of the projects studied felt that it was a goal of their project, only one project viewed it as being one of its most essential goals. In general, the projects felt that the directives implied in this goal were covered in one of the other legislative goals. Those projects that tend to work with a high percentage of families saw this goal as being realized in conjunction with Goal 2, while projects that find it necessary to arrange for a number of out-of-home placements tend to associate this goal more closely with Goal 4.

The preceding presentation has policy implications for the individual runaway youth projects as well as for YDB. First, the legislative goals lend themselves to a variety of interpretations. While this situation has certain benefits in terms of allowing responsive program development, it also presents some problems in terms of developing an internally consistent National Runaway Youth Program. At present, the individual projects have taken the very broadly stated legislative goals and have developed programs that best meet the specific needs of their clients and communities. In doing so, they have chosen from the range of "suitable" activities and policy directions implied in the national program those activities that are most needed by their clients and which fill the most pressing service gaps within their local communities.

While the impact of broadly stated goals and flexible management by YDB appears to be a positive one in terms of the individual projects, the collective impact on the National Runaway Youth Program becomes difficult to capture or define. When one attempts to define the scope of the national program,

one is faced with many different versions of the legislative goals and many different program directions. Given this fact, simple summary statements regarding a project's overall success in operationalizing the legislative goals or in addressing the service issues outlined in the legislation are not possible. Rather, such statements must be presented in a number of different ways in order to capture the very diverse ways in which the projects have interpreted the legislative goals. The performance measures and overall analysis plan utilized in this evaluation effort, therefore, have been sensitive to this concern.

Second, the analysis indicates that both Goals 2 and 3 would benefit from further clarification or change. As noted in Table 1.1, both goals, as stated in the legislation and in YDB's restatements, include aspects of services to families, although the projects tend to view the second legislative goal as being the "family goal." Consequently, the focus on the family clearly stipulated in Goal 3 tends to be missed, especially for those projects that need to make out-of-home placements for the majority of their clients. Confusion over the intent of these two goals might be reduced if (1) Goal 2 was defined to include all of the family-related outcomes, and (2) Goal 3 focused solely on promoting stable living arrangements, regardless of whether the youth returned home. Given the changing nature of the runaway youth population, such a dual focus under Goal 3 seems not only appropriate, but also unavoidable. The changing nature of the runaway youth population was one of the key factors in the amendments to the Act authorized by the Congress in 1977, which expanded the target population to include runaway as well as "otherwise homeless youth." Despite this change, as well as those adopted by YDB in its restatement of the legislative goals, it appears from the analysis that the projects still perceive the legislation as not yet being fully sensitive to the needs of a large segment of their client population. The redefinition outlined above might ease the concern projects expressed regarding Goal 2 as well as providing them with a clear mandate to work on out-of-home placements in those cases where reuniting the family is not appropriate or possible.

Before considering the local goals projects have developed, one additional comment regarding Goal 2 should be made. In order for this goal to

be more relevant to the types of runaway youth current being served by projects, it needs to be defined more carefully and with a greater sensitivity to the overall needs of family as well as youth development. Shoring up a family may not necessarily mean reuniting the youth with his or her parents. Such reunification will assist in developing strong bonds among family members only if it stems from an inner commitment on the part of all members to have the family function as a unit. This commitment is not easily nor quickly attained. Given the limited resources of the YDB-funded projects, and the fact that the vast majority identify themselves as "youth-serving" agencies, it is not likely that the projects can directly provide the type of in-depth assistance that is required to resolve longer-standing family problems. Projects can, however, continue to establish the necessary linkages with other community agencies that have the capacity to provide these services, serving, in effect, as an outreach component for local family counseling services such as community mental health agencies or private family support services.

LOCAL GOALS: CAPTURING THE UNIQUENESS OF THE PROJECTS

Virtually all of the 20 evaluation sites have developed local goals to better define the intent and purpose of their program. Generally, these goals are perceived as being complementary to the goals of the Runaway Youth Act. The specific local goals developed by each project are outlined in Table 1.4. While a number of local goals were stated by the various project directors, those most frequently cited included the following:

- youth advocacy: client specific (developed by ten projects);
- youth advocacy: youth as a class (developed by eleven projects);
- prevention and outreach efforts (developed by 12 projects); and
- community resource building and network participation (developed by 13 projects).

In addition to these four categories, the projects also cited local goals in such areas 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;

Table 1.4
Local Goals
National Runaway Program Evaluation Sites

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

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

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

helping youth develop a positive role model; and directing seriously disturbed families into longer-term counseling. The development of those local goals and the projects' perceptions of the four legislative goals did not follow any specific patterns or correlations. In general, project directors and staff related the development of their local goals to specific needs within their community or to the problems presented by their client population. Project staff indicated that the local goals addressed issues that were not directly mandated by the federal legislation but which were concerns that stemmed directly from their work with runaway youth and their families. Staff at the project in Huntington, NY, for example, said that the local goals of their program grew out of a general dissatisfaction with placing "band-aids" on their clients' problems. Aggressive prevention and outreach efforts were developed in order to intervene sooner in a youth's problem in order to have a more permanent impact. Other projects expressed similar dissatisfaction with focusing solely on the crisis situation and have responded by developing additional program goals. For example, in Montpelier, VT, the 'Country Roads' staff feels that more constructive problem-solving can occur when the youth is not in need of immediate crisis intervention. Consequently, they have also developed a prevention and outreach goal. Responding to the concern for developing a program that has a longer-term impact on youth, the staff at Amistad in Albuquerque focus their attention on providing in-depth assistance to their clients. According to the project director, it is "naive" to believe that the problems that precipitate a runaway episode can be resolved within three or four days. Therefore, Amistad tends to work with their young clients for a longer period of time than do the more crisis-oriented projects.

In addition to developing additional goals designed to expand the range of direct services they provide youth and families, several projects have developed goals directed towards improving the general condition of youth, improving the manner in which youth are treated by traditional service providers, or increasing the capacity of their community to collectively meet the needs of the local youth population. Movement along all three of these fronts stems from what project directors term a broader interpretation of the legislative goals. Many project directors and staff felt that the legislative mandates them not only to resolve the problems of those youth who come

to their projects for service, but also to serve as advocates for youth within the local service and political contexts. In order to accomplish this end, the projects have developed specific goals that address these concerns, focusing staff energies and resources toward such efforts as individual client advocacy, legislative action, and community networking. Projects that have articulated these specific goals consider them as being complementary to the legislative goals and, in fact, as a critical part of their ongoing work with individual clients. For example, the executive director of the Youth Network Council in Chicago explained that individual agencies in the metropolitan area have collectively joined forces not only to improve the quality and quantity of services to runaway youth, but also to improve the overall social and political environment in which the individual youth service agencies have to function and the youth have to live. He feels that the fundamental limitation in viewing the legislative mandate only in terms of providing direct services to those clients requesting assistance is reflected in the fact that only 1,900 of the estimated 25,000 runaway youth in the metropolitan area will be served by the eight agencies participating in the Council's YDB-funded project operating at full capacity. The intent of the YNC's legislative lobbying efforts and youth advocacy efforts is to improve conditions for the over 22,000 youth who will not enter any formal service program.

RELATIONSHIP BETWEEN THE LEGISLATIVE AND LOCAL GOALS

Discerning the most influential factors in the development of goals and services at each of the 20 evaluation sites was a difficult and complicated task. At a minimum, it required a careful review of the history of each project, the types of additional funding the projects rely on in order to maintain a stable fiscal base, and the individual pressures brought to bear upon the projects by local public policies and community service gaps. In short, each of the YDB-funded projects march to the beat of several drummers, and determining which drummer beats the loudest or carries the most influence is not a simple task. Not only are the messages mixed and simultaneously delivered, but they also vary in influence over the history of a project.

A relatively new project might well rely more on external forces in initially shaping its program simply because it has not had the time or the service experience to carve out its own specific niche in the local service network. In contrast, an established project may be operating under a set of locally tailored goals which have evolved over the years as a result of client influence and staff input. Likewise, a project that began as a runaway youth service center would be expected to have developed a program more closely reflective of legislative goals than those projects that have their historical roots in more varied youth service areas. Projects that have come to rely on funding sources which place very specific restrictions on service procedures or target populations might be expected to have a broader range of program goals than those projects that have relied solely on YDB funding.

The feedback obtained from the 20 evaluation sites regarding those goals that each project felt were most relevant to their program reflect a mixture of legislative and local goals. As the results outlined in Table 1.5 illustrate, 15 of the projects considered their two or three most essential goals to include at least one of the four legislative goals and one or more of their individual local goals. Only two of the projects (Charleston, SC, and Charleston, WV) felt that the legislative goals were sufficient to capture the major focus of their programs. On the other hand, only two projects (Hyattsville, MD, and New Orleans, LA) felt that their programs could be best identified solely in terms of their local goals. Thus, the vast majority of the 20 sites relied both on local goals and the mandated legislative goals to describe their major service mission. When we look at the frequency with which certain goals were mentioned, we find that the most commonly mentioned essential goals of the projects include the first and fourth legislative goals; some type of youth advocacy, either client-specific or class-oriented; and individualized goals from each of the sites. Of the 44 essential goals listed by the 20 evaluation sites, roughly 40% were one of the legislative goals. The remaining 60% were local goals that had been developed at the individual project level. In an effort to explain why certain projects place a particular emphasis on certain goals, the 20 evaluation sites were grouped and examined in terms of three variables:

Table 1.5
 Summary of Most Essential Goals
 National Runaway Program Evaluation Sites

Project	National Goals				Local Goals				
	Goal 1	Goal 2	Goal 3	Goal 4	Youth Advocacy Client	Youth Advocacy System	Prevention/ Outreach	Networking & Community Resource Building	Other
Montpelier	✓						✓	✓	
New York				✓					To intervene at the moment of crisis and then to get the youth to begin to resolve longer term issues
Huntington	✓						✓		
Hyattsville					✓	✓		✓	Aftercare
Philadelphia			✓					✓	
Charleston, WV				✓					
Louisville				✓			✓	✓	
Nashville				✓					Help youth develop responsible roles in their family and society
Charleston, SC				✓					
Cleveland	✓					✓		✓	
Chicago				✓		✓		✓	
Ann Arbor	✓				✓	✓			Be a place of "last resort" for youth
Milwaukee	(All goals rated equally)								
New Orleans					✓				Providing alternative services to youth
Albuquerque				✓					In-depth therapy
University City	✓								Educating youth as counselors
Denver		✓							Agency survival
Berkeley	✓				✓				
Tucson	✓				✓				
Burlington	✓	✓							Providing alternative to juvenile justice system
Frequency Count	8	2	1	7	5	4	3	6	9

historical roots, outside funding influence, and the length of time which the project had been operating.

One way of understanding what runaway youth projects are is to carefully look at where they came from. Social service programs, like cultures or societies, grow out of a specific history or heritage. In reviewing the historical roots of our 20 evaluation sites, we found that the projects had one of three distinct historical foundations. First, several runaway projects were developed by existing, multi-purpose, youth-oriented service agencies. These, some of which were public and others private, had an established history of youth service prior to the establishment of a specific program for runaway youth. In these cases, the existing agency developed a grant proposal, submitted it to YDB, and developed a project that became the agency's "runaway youth component." A second group of projects found their historical beginnings in the alternative service, store-front operations that began in the late 1960s and early 1970s. These projects, usually located in sections of the community which had a high percentage of youth living on the streets, were operated initially as drop-in centers or crash pads, and focused strictly on crisis intervention. Many of the youth coming to these early shelters were runaways, and the impetus behind the establishment of this group of projects was to provide safe, short-term housing for youth. While youth were provided counseling if they requested it, there were few, if any, restrictions on staying at the shelter, contacting parents, or entering into any formal service program. The final group of projects includes those that began as runaway youth projects either as free-standing agencies or as affiliates of non-youth serving organizations. This last group of projects initially organized their program to address the needs of runaway youth in response to specific needs within their communities, and sometimes in conjunction with obtaining YDB funding. These projects differ from our first group in that they were designed to be fairly autonomous programs with few, if any, formal service linkages to an existing public or private agency. The breakdown of the 20 projects according to these three categories is presented in Table 1.6.

When we consider the projects within each group, few similarities in the relative importance of specific goals emerge. While one of the projects that relies solely on local goals to explain its program began as a drop-in

Table 1.6

Sample Projects Grouped by Historical Background

<p><u>Group A:</u> Projects Established by Multi-Purpose Youth Agencies</p> <p>Albuquerque, NM Burlington, WA Charleston, SC Chicago, IL Cleveland, OH Huntington, NY Montpelier, VT</p>
<p><u>Group B:</u> Projects which Started as Drop-In Centers or Crash Pads</p> <p>Nashville, TN New Orleans, LA New York, NY Philadelphia, PA</p>
<p><u>Group C:</u> Projects which Started as Runaway Shelters and Counseling Centers</p> <p>Ann Arbor, MI Berkeley, CA Charleston, WV Denver, CO Hyattsville, MD Louisville, KY Milwaukee, WI Tucson, AZ University City, MO</p>

center or crash pad for street kids, the other project, Hyattsville, began its history as a runaway youth shelter. Both projects that placed the greatest emphasis solely on the legislative goals were projects which began as runaway youth shelters, but because only two projects did place major emphasis solely on legislative goals, it is not clear that this relationship has any particular significance. When one looks at the specific legislative or local goals identified as most essential by the individual projects within each group, few correlations emerge. While the majority of projects that were started by larger youth-serving agencies tend to focus more on the emergency needs of youth, projects with similar service objectives are also found in the other two historical categories. These findings have promoted the conclusion that, while the historical roots of each project may have had some influence on the relative importance the projects place on the legislative goals and on the development of specific local goals, it is not the single determining factor, nor can it be used reliably to explain differences in goal perception among projects.

Next, we clustered the projects into two groupings -- those that received funding from other public agencies or categorical grant programs and those that did not -- in an effort to determine if the demands of funding sources influenced the extent to which a project relied on the legislative goals or formulated certain local goals. As with the previous breakdown, no specific correlations were found. While a number of projects that receive LEAA funding, for example, consider diverting youth from the juvenile justice system as a high priority for their program, projects which do not receive such funding also list this goal as an important aspect of their service program. Likewise, projects that received reimbursements from local welfare or probation departments for providing emergency shelter to wards of the court or to youth awaiting out-of-home placements do not differ in terms of their essential goals from projects that do not receive such reimbursements.

Finally, we looked at the 20 projects in terms of the length of time they had served runaway youth, in order to test the hypothesis that the newer projects would have fewer well-defined local goals than the more established projects. Again, however, when the categories were developed, the interpretation of the legislative goals or the development of local goals

did not differ significantly according to the age of the project. While both of the projects which relied solely on the legislative goals when listing the most essential goals of their program were relatively new projects (i.e., under three years old), other new projects had developed a wide range of local goals that were considered essential descriptors of their service focus. Likewise, the most established projects included both projects that felt that the legislative goals were among the most essential goals of their program as well as projects that tended to place greater importance on their local goals.

The results of these reviews of the data leave us with the conclusion that the importance of the legislative goals relative to a project's local goals depends on a number of factors, many of which could not be clearly defined in the course of the current evaluation. Because we have taken a single snap-shot of the projects at a specific point in time, it is not possible to plot the changes in goal development which might have occurred or the reasons behind these changes. Understanding the importance of specific goals to a program's development is not well suited to a single observation; rather, such a study is best conducted over a period of time where local influences can be noted and impacts recorded. One conclusion to draw from our limited site visits, however, is that the interplay between the goals of the Runaway Youth Act and the local goals developed by each project is, to a large extent, unique to each site. Few generalities can, nor should, be made regarding which was the dominant influence. While we cannot say with any certainty whether one set of goals is more influential than the other, we can say that interaction does exist and takes place continuously over a project's lifetime. From reviewing the projects' perceptions of the legislative goals and the development of additional local goals at each of our 20 evaluation sites, it does not seem that the service thrust of these projects has been altered, or even shaped to any great extent, by the goals of the national program. There is no evidence to indicate that participation in the National Runaway Youth Program has directed projects into a service area they would not have pursued otherwise. On the other hand, it is equally clear that the legislative goals have provided a framework within which each

project has developed a service program that best responds to the demands placed on it by its local community and target population.

While the legislative goals may not have directed projects into service areas they would not have pursued otherwise, the existence of a National Runaway Youth Program, funded by the federal government, has helped legitimate runaway youth projects, and the types of crisis services they provide to youth and families, in the eyes of the general public and the more traditional social service providers. Prior to the passage of the Runaway Youth Act, these projects were often viewed as operating outside the mainstream of accepted social service practices. They were often viewed as being unorthodox, unprofessional programs, which appeared to condone deviant youth behavior. For many traditional service providers, especially local law enforcement officials, the runaway youth projects represented a threat to the institution of family life. As participants in a national program, the runaway shelters are increasingly being viewed not as instigators of a social problem but, rather, as an integral component in addressing a national service priority. The projects began to be viewed less as outsiders and more as partners with other service providers in resolving the immediate and long-term problems of runaway youth and their families. The national legislation, and its stated goals, provided a new context in which to view the activities of runaway youth projects.

Our research indicates that these former alternative social service projects are fast becoming ongoing and highly necessary parts of their community's service efforts for youth. Projects appear to be moving away from the earlier image of being non-traditional, segregated, storefront operations. Projects are currently sophisticated, often very professional, comprehensive service agencies in their own right. While projects are surely not at the stage of becoming bureaucratized institutions, as a whole they represent a stable and viable element of an overall strategy for dealing with youth in need. While these changes are in large part due to the natural evolution of the projects themselves, it is clear that the existence of a National Runaway Youth Program, and the projects' participation in such a program, has also influenced these changes.

CONCLUSIONS

Based on the previous analysis, a number of specific conclusions can be drawn regarding the goals and objectives of the National Runaway Youth Program.

(1) Although the projects do not share a common understanding regarding the depth and breadth of the goals of the Runaway Youth Act, certain common elements pertaining to the meaning of each goal do exist. On balance, projects tend to view Goal 1 as mandating them to meet emergency needs of youth; Goal 2 as directing them to reunite youth with families, if at all possible; Goal 3 as most often being accomplished in conjunction with one of the other legislative goals; and Goal 4 as directing them to become involved in resolving the youth's longer-term problems. Goal 2 was the only legislative directive with which the projects expressed some dissatisfaction, because it did not apply to a significant minority of project clients for whom reunification with the family was not a possible option.

(2) To a large extent, the flexibility of the legislative goals has created an environment that allows projects to choose among the range of "suitable" activities and policy directions implied in the national program those activities that are most relevant to their clients and that fill the most obvious service gaps within their communities. While the impact of broadly stated goals and flexible management by YDB appears to be a positive one in terms of the individual projects, the collective impact on the national program becomes difficult to capture or define. Simple summary statements regarding a project's overall success in operationalizing the legislative goals or in addressing the service issues outlined in the legislation are not always appropriate. In order to capture the very diverse ways in which projects have interpreted the legislative goals, one must be prepared to look at the projects from a number of perspectives.

(3) Virtually all of the 20 evaluation sites have developed a number of local goals that shape the structure and thrust of their programs. While a number of different individualized goals were mentioned by the projects, the most common goals included youth advocacy; prevention and outreach; and community resource building and network participation.

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

(5) When projects were asked to list the most essential goals of their programs, the first and fourth legislative goals, youth advocacy and various individualized local goals were most often cited. Of the 44 most essential goals listed by the evaluation projects, 40% were one of the legislative goals and 60% were local project goals.

(6) The review of project goals indicates that the relationship between the goals of the National Runaway Youth Program and the additional goals developed at the project level is an ongoing, interactive process, with the relative importance of various goals shifting over time. Influence occurs both ways, with legislative and local goals usually sharing dual importance in the development of a specific program.

(7) While it is highly unlikely that participation in the National Runaway Youth Program has directed projects into service areas they would not have otherwise pursued, the national program has provided a framework within which each project has developed a service program that best responds to the demands placed on it by its local community and target population.

(8) The existence of a National Runaway Youth Program has helped legitimate runaway youth projects, and the types of crisis services they provide to youth and families, in the eyes of the general public and the more traditional social service providers. Participation in the national program has also played a role in the transformation of runaway shelters from non-traditional, segregated, storefront operations to sophisticated, professional, comprehensive youth service agencies.

CHAPTER 2
RUNAWAY PROJECTS:
THEIR ORGANIZATIONAL FORM AND COMMUNITY CONTEXT

INTRODUCTION

As outlined in our introduction, the 20 evaluation sites were selected to reflect a number of key differences among the projects funded under the RYA. In selecting our sample, we were careful to include representation from projects that were located in urban, suburban, and rural settings; representation from projects that were affiliated and free-standing; and representation from projects that were established and new. The sample was also selected with an eye to capturing the existing variation among several secondary variables including public versus private agency affiliation, various methods of providing temporary shelter, the number of service sites used by projects, and Regional distribution. While each of these factors serves as a basis for distinguishing among projects, they are only the first cut at identifying 1) the wide range of projects participating in the National Runaway Youth Program, and 2) those factors that might account for differences in a project's ability to operationalize its goals and to have a positive impact on its clients. In our efforts to flesh out the measurable and significant factors of each project's operation, certain elements emerged as identifying the key ways in which projects differed. These elements, which we have termed "construction variables," highlight the basic differences found among the 20 evaluation sites. In short, the construction variables glean from the vast amount of detail we have on each project those elements which are particularly useful for explaining the different approaches projects have taken in operationalizing their goals. The variables present, in a concise manner, the key organizational, community and client factors which shape or influence project functioning.

The construction variables include the following:

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

Under each of these major headings, a number of individual program or service areas have been defined. Some of these areas, such as staff size, budget size, and community location are purely descriptive while other elements, such as staff communication mechanisms, planning and evaluation procedures, and service linkages with other agencies are normative as well as descriptive. This second group of indicators identifies certain acceptable performance levels or procedures against which all 20 evaluation sites have been measured. When coupled with the client impact analysis, these indicators may help explain differences in the impact projects have on clients.

While the individual indicators serve as the basis on which to judge a project's ability to operationalize its goals, collectively they represent a clear picture of the depth and breadth of the National Runaway Youth Program. Therefore, before presenting our findings regarding the success projects have had in operationalizing the goals of the national program as well as in achieving a well-functioning system, we will present an overview of the data. Such an overview establishes the parameters of the analysis and provides the reader with a clear indication of the various ways projects have organized themselves to effectively meet the needs of their clients and their individual communities. The description presented in this chapter is designed to highlight the poles of each category, or the highest and lowest values, as opposed to presenting in great detail the specific procedures adopted by each project in the evaluation sample. This more detailed discussion will be presented in the following analytical chapters.

Therefore, this chapter has not been used to make judgments about specific procedures or specific projects. Such judgments will, however, be made in the following four chapters, where we will address the issues of goal operationalization and internal consistency. Appendix B outlines the specific values and decision rules used in classifying projects under each subject

PHILOSOPHY

The idea of focusing on the philosophical orientation of a project is not usually considered a high priority in evaluating the effectiveness of social service programs. In traditional social service programs, the orientation of staff and the procedures adopted in delivering services have usually been dictated by a source external to the project. However, philosophical factors have historically played a central role in the development of runaway youth programs. A number of the projects currently funded by YDB grew out of the alternative service movement of the late 1960s, and although they are far more organized and sophisticated today than they were five or six years ago, the projects continue to describe themselves in terms which reflect a definite "alternative" service philosophy. This philosophy grew out of the commitment by projects to provide youth with an alternative to the existing, traditional service providers. The individuals who started the early runaway shelters recognized that local school counselors, social workers, and traditional youth recreational programs did not begin to address the needs of many youth for emotional support in dealing with the problems they faced both within and outside their families. Many of the shelters were founded on the premise that all youth have a right to certain support services and that these services should be provided in a manner that is comfortable to the youth as opposed to the service provider. In the early days of these projects, the staff operated with a far greater amount of philosophical resources than financial resources. Although the YDB-funded projects have greatly increased their operating budgets, they have been able to retain most of their alternative attributes within an increasingly complex organizational structure.

In pinpointing the range of philosophical approaches under which projects operate, we have dichotomized projects along four dimensions:

- crisis versus expanded focus;
- youth versus family focus;
- clinical versus support service focus; and
- shelter versus non-shelter focus.

These four elements were selected because they represent the key points of referenc

philosophy. Table 2.1 summarizes our findings for each project in terms of these indicators.

Of the 20 projects, 15 consider their primary focus to be of a crisis nature. Projects that fall into this category emphasized meeting the emergency needs of their clients and dealt almost exclusively with youth in need of immediate assistance. In contrast, the other five projects in our evaluation sample define their service focus as covering a broader time frame than simply a crisis period. Projects in this category range from those having extensive outreach and community education activities (such as Huntington and Louisville) to those concerned with providing youth and their families with long-term therapy (such as Albuquerque). Projects on both sides of this dichotomy attributed their position to a number of internal as well as external factors. For example, some projects which classified themselves as having more of a crisis orientation cited staff qualifications or limited resources as reasons for narrowing their focus to the crisis period. Others in this category felt they could best complement the youth service system in their local community by serving as a crisis intervention unit and by making careful referrals to those agencies in the community that had more experience and better facilities to meet the longer term needs of youth and their families. In contrast, some of the projects that have adopted a more expanded focus explained that this situation resulted from staff frustration in working with clients for only a short period of time. In other cases, projects found themselves providing a wider range of services than they would have ideally selected simply because there was no other resource in the community to fill the longer-range needs of youth and families.

In terms of the second dimension tapped under this variable, 11 of the 20 projects were classified as basically support agencies, with the remaining eight projects demonstrating a clear, clinical approach to service provision. Those projects classified as "clinical" tended to develop a more formal treatment plan for each client, relying heavily on formal counseling as the central service. In contrast, those projects rated as "support" tended to be less concerned with formal therapy and more concerned with providing clients with basic social support mechanisms such as job training, educational assistance, or advocacy. As with the previous dichotomy, projects

Table 2.1
Philosophy Guidelines

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

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

at both poles of this dimension listed a number of reasons for the stance that had been adopted. The more clinical projects felt that a rigorous treatment plan and a structured approach to service delivery provided the most help to their clients. In contrast, the "support" projects tended to feel that the clinical model "put kids off" because of its similarity to the procedures employed by traditional service providers such as mental health clinics or local welfare departments.

The third philosophy indicator looked at whom the projects perceived as being their primary clients. Only one of the 20 projects in the sample qualified as strictly having a "family focus" in terms of the indicators we developed. This project, Skagit Group Ranch Homes in Burlington, WA, does virtually all of its counseling at the youth's home with both the youth and parents present. The objective of this project is to improve family functioning so that both the youth and parents can work on their problems in a supportive environment. In contrast, the other 19 projects in the sample range from focusing totally on the youth to various degrees of involvement with the parents. The majority of the projects (11 out of the 20) perceived both the youth and family as constituting their clients, and provide individual services to both the youth and parents as well as work with the total family unit. While these projects are supportive of youth and do provide some advocacy either on a client specific or class basis, on balance they serve primarily as mediators between youth and their parents, working with both sides to reach a mutually acceptable course of action. The eight projects that were found to have strictly a "youth" focus targeted virtually all of their services to the youth. Several of these projects (such as New York and Cleveland) see a large number of youth who, for all intents and purposes, have no families with which to be reunited. The main objective for these projects, therefore, has become one of assisting the youth in obtaining the best possible out-of-home placement and to become enrolled in some sort of ongoing program (i.e., job training program, independent living program). Youth advocacy becomes much more of a concern for these projects because they cannot rely on the youth's family to provide support for the youth.

The final indicator for this construction variable, the extent of reliance on temporary shelter, tapped a slightly different dimension of a project's philosophy. The three projects which do not rely heavily on shelter in working with their clients basically share a similar commitment: that the best place for the youth is at home and shelter should be used only as a "last resort." This philosophy was most clearly articulated by Chicago's Youth Network Council, which houses less than 25% of the youth it serves. All eight of the projects participating in the network's Temporary Housing Project feel that the use of temporary shelter is often a "cop-out," and that housing is often used to avoid dealing with the youth's problems at home. In contrast, the 17 projects that consider temporary shelter to be one of the essential services they provide feel just as strongly that providing a way for youth and parents to temporarily live apart is, in the long run, healthier for both parties. The separation allows for tempers to cool off so that the counseling sessions can be held with a minimum of tension.

Overall, the four indicators demonstrate a wide range in the philosophical orientation of the 20 evaluation sites. These philosophies did not tend to interact in any specific pattern, but rather reflect the individual attributes and contextual issues at each site. Basically, the qualifications and interests of staff, the availability of resources within the project, and the availability of resources within the project's community tend to interact in various ways, determining the structure and focus of each project's philosophical approach to service delivery. While no one "right" philosophy exists for runaway youth projects, it is important that a project's philosophical orientation matches the skills of its staff and the service package it offers clients. In other words, a project which utilizes a core of volunteer counselors would be ill advised to promote itself as being a professional, clinical program. Likewise, a project that promotes itself as a family counseling center but which has no staff with experience in family counseling would be developing unrealistic and unfair expectations for both its clients and other local service providers. This issue of internal program consistency, which will be more fully addressed in Chapter 5, is raised here as a way of emphasizing the fact that the diversity of the National Runaway Youth Program, reflected

in the previous discussion regarding the projects' goals, also applies to the range of service philosophies adopted by the projects.

Although demonstrating specific differences in several aspects of their philosophy, all 20 projects in the evaluation sample share a common commitment to a deeper "alternative" service philosophy. This philosophy, which transcends the four other dimensions explored under this variable, is firmly rooted not only in those projects that developed out of the alternative service movement of the late 1960s but also in those projects that are relatively new. All projects have 24-hour accessibility, have strong feelings regarding client confidentiality, offer their services free of charge, and feel youth have a right to determine the services they will receive. More importantly, each of the 20 projects shares a common commitment to offering youth a considerably more individualistic service package than that provided by the traditional youth service system. As mentioned earlier, all share the belief that youth have a right to services delivered in a manner and environment comfortable and accessible to youth as opposed to being merely convenient for the service provider.

ORGANIZATIONAL STRUCTURE AND PARAMETERS

In comparing projects under this construction variable, we considered various aspects of each project's organizational structure, including questions of affiliation, board composition and authority, physical facilities, and budget considerations. The basic concern was to look at the various structures under which the projects operate and the range and sources of the resources available to them. We hypothesized that the sample would find projects operating with budgets in the range of \$100,000 and a small core staff of four to six counselors. The "typical" image of a runaway youth shelter has been that of a free-standing organization that provides shelter and limited counseling to youth in crisis. As the following review of our findings will illustrate, a number of these attributes and images are not supported by the projects we studied and generally reflect more of a nostalgic picture of what most runaway projects used to be rather than an accurate description of the current state of affairs.

The specific elements considered under this variable included the following:

- the tenure of the project;
- its affiliation, if any;
- the degree of support the project receives from its affiliate;
- the type of board the project operates under and the board's authority;
- the size of the project, including the number of beds, number of paid staff, and the number of volunteers; and
- the project's total operating budget and additional (non-YDB) sources of income.

Table 2.2 summarizes the information for each project along these dimensions. In general, projects tend to have a more complicated organizational structure than first anticipated, with the vast majority of the sample (16 out of the 20 projects) either being affiliated with a larger youth or non-youth agency or operating as a component within a multi-purpose, community-based, youth-oriented agency. All but one of the 20 projects operated with a policy or advisory board, with 15 of the 19 boards having policy-making authority. Interestingly, the degree of influence which a board exercised over its project did not correlate with its official role. Actual influence related more closely to the degree of board member participation than to the body's "paper authorization." Projects with board members who regularly attend meetings, are active in the project's operations, and are well aware of the project's goals and objectives had boards which exercise substantial influence over project development. Projects with board members who meet infrequently, rarely participate in project activities, and have a limited understanding of the project's goals have limited influence over project policy.

One of the most interesting findings of this review of the projects' organizational characteristics and parameters was the projects' average budget and staff size. In contrast to the rather small projects we expected to find, the majority of the sample had operating budgets in excess of \$100,000, with eight of the 20 projects having budgets over \$150,000. In terms of staff size, only two of the projects employed under five individuals,

Table 2.2
Organizational Structure and Project Parameter Guidelines

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

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

Table 2.2 (continued)

Variable Project	Staff			Budget*		
	Paid	Volunteers	Available from Affiliate	Runaway Component	YDB-Grant	Major Non-YDB Funding
Montpelier	3	20	10	\$ 51,980	\$ 46,500	In-kind services
New York City	9	4	7	\$163,000	\$ 73,000	Private donations
Huntington	6	34	8	\$ 97,000	\$ 67,000	Youth Bureau (i.e., the affiliate)
Hyattsville	7-1/2	15-20	--	\$100,000	\$ 68,100	United Way
Philadelphia	7	10-20	--	\$ 81,000	\$ 73,000	CETA/private donations
Charleston, WV	7-1/2	17	--	\$102,400	\$ 71,400	Donations/manpower funds
Louisville	9	14	37	\$119,750	\$ 75,000	Dept. Human Serv./ private donations
Nashville	10	10	--	\$143,000 & Vista Vol.	\$ 85,000	Title XX/VISTA
Charleston, SC	8	12	1	\$103,000	\$ 73,000	Affiliate: State Dept. Youth Serv.
Cleveland	13	10	--	\$170,000	\$ 85,000	Cleveland Foundation
Chicago	10	varies by site	8	\$231,073**	\$133,600	Private donations
Ann Arbor	9	40	--	\$ 89,700	\$ 70,000	Catholic Social Services
Milwaukee	11	25	--	\$137,000	\$ 80,000	County reimburse- ment/United Way
New Orleans	14	30	--	\$188,000	\$ 79,000	School lunch pro- gram/Title XX
Albuquerque	9	3 professionals	--	\$118,000	\$ 73,000	State Dept. of Human Services/LEAA
University City	13	65	--	\$161,000	\$ 66,000	United Way
Denver	14	2-5	--	\$190,000	\$ 67,000	Department of Social Services
Berkeley	9	5	--	\$182,208	\$ 70,104	CETA/Alameda County Probation Dept.
Tucson	13	9	--	\$151,100	\$ 64,800	LEAA/City of Tucson
Burlington	4	--	6	\$ 75,000	\$ 26,000	LEAA

* All budget figures are Fiscal Year 1978.

** Figure is estimate based on the actual resources (i.e., staff time and donations) agencies participating in the THP spend on providing the program.

with the majority employing between six and ten individuals. The number of volunteers regularly utilized by the projects ranged from a high of 65 in the University City, MO, project to the absence of any volunteers at the project in Burlington, WA. Despite the relatively large average budget and number of paid staff, the shelter capacity of those projects that continue to maintain a temporary shelter facility was generally ten beds or less. One implication to draw from the increased budget but stable shelter capacity is that these projects are either devoting resources to non-housed clients through the provision of outreach or longer-term counseling activities or are providing a greater range of services to the clients they house. Based on the findings of the previous chapter regarding the relative importance projects place on the various legislative goals and the range of local goals they have developed, the projects seem to be pursuing both of these options to various degrees, depending on the specific needs of their clients.

Although the budgets of most of the individual projects have grown rapidly over the past few years, this growth has not, in most cases, been due to substantial increases in the size of the YDB grants. Rather, these increases are the result of projects obtaining sizable grants from other funding sources. The most common funding sources tapped by the 20 projects include Title XX, LEAA, private foundations, and local reimbursements from welfare and probation departments. This last source of funding, that of reimbursements for shelter, has the potential for dramatically altering the access of runaway youth to the projects. For example, in Denver, eleven of the project's 14 beds are reserved for social service referrals, a practice which reduces the capacity of the project to house those youth who come to the project directly or who are referred by friends. In contrast, the project in Louisville, KY, which also accepts reimbursements for sheltering social service department (DSS) referrals, will house no more than eight DSS youth at any one time in their 16-bed facility. This ceiling was imposed to specifically avoid the problem of Shelter House being unable to accept walk-ins. This issue, as well as the entire question of referral linkages and the appropriate relationships between runaway projects and local service providers, will be more fully discussed in the two following chapters. The purpose of raising

the issue in this chapter is only to highlight the different sources projects have utilized in expanding their resources.

MANAGEMENT

As found within the organizational and parameter construction variable, runaway youth projects also have very different management practices and methods for communicating policies among their staff members. Under this variable, we explored the internal management of the 20 evaluation sites from both the administrative and case management perspectives. We were concerned with identifying the extent to which projects

- have clear, written policy procedures;
- communicate these procedures to their staff;
- supervise staff performance; and
- plan for future program development.

A number of these items, specifically the development of written policy procedures and regular staff performance reviews, are included in the YDB Program Performance Standards, which all projects theoretically should be following. As the summary of data items presented in Table 2.3 illustrates, the majority of projects have indeed fulfilled the two requirements as stipulated in the standards. Of the 20 evaluation sites, only one did not have written policy procedures and only four were not conducting regular staff performance reviews. A number of the projects which do not conduct performance reviews, such as Skagit Group Ranch Homes in Burlington, WA, felt that their small staff size and the ongoing exchange of roles and responsibilities that frequently occurs within smaller projects serves as a substitute for the formal review of staff performance, negating the need for any formal review process.

The other three indicators developed under this construction variable -- the level of overall staff communication, the extent of staff supervision, and the extent and form of planning and program development activities -- showed that projects incorporate a number of different procedures, with varying degrees of success. In general, half of the evaluation sites were rated as having excellent systems of staff communication, while only three projects were found to have any specific problems in this area. Those

Table 2.3
Project Management Guidelines

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

projects where communication was found to be excellent provided all new staff members with a complete orientation to the project's overall operation, placed a high priority on informing staff members of any changes occurring in the project's goals or service objectives, and developed formal, as well as informal, mechanisms for early detection of problems before such problems could have a detrimental impact on staff morale. Also, regular staff meetings at these projects provided staff with an opportunity to have direct input into the project's decision-making process. In contrast, the three projects in which BPA field staff detected communication difficulties failed to maintain this level of clarity in relating project policies to staff roles and responsibilities. Sometimes this confusion was found to be internal to the project (i.e., Denver) and sometimes the difficulty was confusion over the role and responsibility of the affiliate agency (i.e., South Carolina). The impact of poor staff communication on project operations will be more fully developed in Chapter 4.

In terms of staff supervision, all but two of the projects studied provided for continuous monitoring and regular review of a client's progress and the counselor's handling of each individual case. These procedures ranged from daily briefings for all staff on the status of each youth currently in the project's active caseload, to individual daily reviews with each staff member by the project director or counseling supervisor regarding the progress of each youth or family. Projects with a more limited review and supervision of individual cases have staff who operate fairly autonomously and make decisions which they feel are appropriate for each case. The impact of regular supervision will be more fully discussed in Chapter 4.

The final item reviewed in this section was the planning or program development process utilized at each of the sites. Basically, projects were clustered into three categories: those which tended to rely on a responsive method of planning; those which followed a more deliberate planning process; and those which had a limited capacity to do any extensive structured planning. The key difference between those seven projects operating under a responsive planning system and the nine operating under a deliberate planning

system is the way in which their planning activities are initiated. Generally, those projects which have a responsive approach to planning tend to maintain a more flexible structure and are consequently able to quickly mobilize their resources into a different service area in order to respond to a new funding source or a shift in their client population. In contrast, those projects following a more deliberate planning approach tend to operate a more structured planning system and attempt to determine client or community service needs before responding to specific new funding being offered by various state or federal agencies. Another way of expressing the differences with these two approaches is that the responsive projects tend, on balance, to "go after" identified sources of income, while the deliberate projects tend first to identify the most important needs in their communities and then seek out funding for those purposes. In terms of the organizational goal assessment, no value judgment has been made regarding the appropriateness of one planning approach versus the other because it is quite likely that the "appropriate" approach will vary by project depending on the existence of other local resources, the interests of the staff, and the needs of the client population. It is, however, considered preferable to have some type of planning mechanism as opposed to no planning mechanism. In Chapter 4, we will more fully explore the relationship between a project's planning processes and its overall success in operationalizing its program to determine whether, in fact, an effective planning process is being incorporated at each project.

STAFF CHARACTERISTICS

In addition to capturing the range of organizational structures and management styles utilized by the 20 evaluation sites, it was also considered essential to look at the qualifications and types of individuals who staff the projects. Under this variable, we considered such issues as the following:

- the key attribute the project looks for when hiring new staff;
- the average educational level of the counseling staff;

- the project's capacity to provide training opportunities for its staff;
- the degree of staff turnover;
- an assessment of overall staff morale; and
- the project's use of volunteers.

The results of this review, which are summarized in Table 2.4, indicate that, on balance, projects tend to be staffed by more professional, better educated individuals than had been true in earlier stereotypes of runaway projects.¹ Although projects still consider an individual's value system and attitude toward youth when filling vacant positions, projects also consider an individual's educational qualifications. A sizable number of projects (eight of the 20) have at least some individuals with master's level training on their counseling staffs and only two projects had a majority of their counseling staff with less than a bachelor's degree.

The capacity of projects to provide in-house training opportunities to their staff varied greatly within the sample. For example, Project Contact in New York City conducts bi-weekly training seminars which are outlined nine months in advance, providing ample time for staff input into the content and development of each session. When topics raised by the staff cannot be accommodated within the planned training program, additional sessions are scheduled to cover the issues. Second Mile in Hyattsville also demonstrated a strong commitment to providing staff training opportunities but does so by allocating each staff member \$200 a year to attend outside training seminars and conferences. Each staff member then shares the skills or information obtained at these seminars with other staff, thereby increasing the group's collective training opportunities. In contrast, Crossroads, in Charleston, SC, provides very few in-house training opportunities for its staff and those opportunities that are available are either free sessions provided by other community agencies or are paid for by the individual staff members. No funds are budgeted at the project level for staff training. The relative merits and disadvantages of providing training opportunities for staff will be discussed more fully in Chapter 4.

¹A common, stereotyped image of the "typical" runaway youth project is that it is staffed by volunteers or recent college graduates working for very low pay. This image is understandable given the number of projects, such as Ann Arbor and University City, that were started by volunteers.

Table 2.4
Staff Characteristics Guidelines

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

In general, excellent staff morale and low staff turnover were found at the individual sites, with the few problems voiced by staff centering on such issues as their relative low pay and long hours. With the exception of two projects, the staff operating the runaway projects have a clear understanding of their roles and functions and often make a conscious effort to support each other. For example, at Pathfinders in Milwaukee, staff members have collectively accepted the responsibility for avoiding staff "burnout" and are quick to offer assistance to each other when one member seems to be overworked or under higher-than-normal pressure. In Ann Arbor, the paid staff, along with the volunteers and other members of the collective, participate fully in all decisions affecting the project, providing each staff member with a clear role in shaping his or her work environment. This sense of control and participation in project decision-making was clearly absent in those projects where BPA field staff found low staff morale. In most projects, however, staff were very enthusiastic about their jobs and optimistic about the assistance their program is able to offer to youth in crisis.

The use of volunteers at each of the 20 evaluation sites varied greatly. Volunteers are most commonly used by the 20 evaluation sites in

- providing temporary shelter through foster home networks;
- expanding the project's capacity to provide such services as group counseling and recreation;
- serving as relief workers for the paid staff, especially the house parents; and
- serving on the project's board of directors or advisory board.

Factors which tended to influence the project's use of volunteers included the willingness of staff to train and supervise volunteers, the effort the project put into recruiting volunteers, the project's philosophy regarding the necessary qualifications of those having direct contact with the youth, and outside regulations limiting the project's use of "non-professional" staff. A number of projects placed a high priority on identifying, training, and using volunteers in their direct service delivery system. YES in University City, MO, for example, relies almost exclusively on the use of youth volunteers as counselors and, in fact, considers the training

of these youth as counselors to be one of the most essential goals of its program. The role of volunteers is also essential to the operation of projects like Ozone House in Ann Arbor, MI, which, although more formalized than when it began, still relies heavily on volunteers to provide a number of services. All paid staff members are, in fact, first required to be volunteers. In contrast, the staff at Amistad in Albuquerque feel that volunteers take a great deal of time to train properly and tend to have a higher turnover rate than paid staff. Project Contact in New York City also uses volunteers to a limited extent not, however, because they do not wish to train individuals but, rather, because the use of volunteers is limited by union regulations. All of the counselors and child care workers employed by Project Contact belong to the local social workers union, which does not allow direct client counseling or services to be provided by non-union employees or volunteers.

DIRECT SERVICE PROCEDURES

While the various services and operating procedures will be described in greater detail in the following chapter, several general statements regarding the types of procedures most frequently employed by the projects as well as those procedures which present the most difficulty for the projects can be outlined here. Although projects engage in a vast number of case management practices, the elements explored under this variable include the following:

- outreach efforts, including street work and community education efforts;
- the key sources of client referrals;
- intake procedures;
- procedures for contacting parents;
- the percentage of parents receiving services from the project;
- the maximum and average lengths of stay in temporary shelter;
- the extent of the project's involvement in making out-of-home placements;

- follow-up procedures; and
- aftercare procedures.

These indicators, all of which have been related to a project's capacity to meet one of the four legislative goals, help highlight the range of emphases projects place on certain services or procedures. Taken collectively, the results, summarized in Table 2.5, indicate that the projects, in general, place only a moderate emphasis on direct client outreach and place more of an emphasis on developing placement and aftercare programs.

Basically, projects utilized two major vehicles for making youth and the general community aware of their activities: street work and community education efforts. Of the 20 projects, only four designate staff members as "street workers" or have developed an ongoing program of direct client outreach and only six of the projects maintain an aggressive, active community education effort. The types of outreach efforts conducted by the projects include accepting frequent public speaking engagements, working to increase project visibility among other youth-serving agencies in the community, holding open houses, and distributing general informational literature designed to make youth and the general public aware of the project and its services. Projects have established various types of service components to provide outreach. For example, Montpelier, VT, operates the "Roadrunners," a group of youth trained as peer counselors who frequent places where youth tend to congregate. Project Contact maintains a team of professional counselors who patrol the entry points into New York City, such as the bus depot and train stations, in an effort to identify runaways before they roam the streets of New York. Huntington, through its affiliate, has a number of neighborhood youth centers that serve as outreach units for the agency's YDB-funded counseling project. Voyage House in Philadelphia operates a summer youth program under which groups of youth work in their neighborhoods doing general community organizing and providing direct services to youth in crisis. Checkpoint, another component agency operated by the parent organization of Patchwork in Charleston, WV, is located in the largest public housing project in Charleston and serves as an outpost for identifying those youth who would benefit from Patchwork's program. At West Town Community Services, a member of

Table 2.5
Direct Service Procedure Guidelines

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

Table 2.5 (continued)

Project	Variable Percent of Clients Whose Families Receive Services	Maximum Stay Allowed for Shelter	Average Length of Stay in Shelter	Project Involvement in Placement Process	Project's* Follow-Up Procedures	Project's* Aftercare Program
Montpelier	80-90%	90 days	14-21 days	Moderate	Formal	In-house
New York	Less than 1/3	30 days	30 days	Extensive	No Formal Procedures	In-house
Huntington	50%	14 days	5-6 days	Moderate	Formal	In-house
Hyattsville	65-75%	30 days	8-10 days	Moderate	No Formal Procedures	Both
Philadelphia	70%	14 days	2-3 days	Extensive	Formal	Referral
Charleston, W.V.	80%	14 days	4 days	Moderate	Formal	In-house
Louisville	60-70%	14 days	4 days	Moderate	Formal	Referral
Nashville	95%	30 days	11 days	Moderate	Formal	In-house
Charleston, S.C.	50%	7 days	3-4 days	Moderate	Formal	In-house
Cleveland	50%	14 days	7 days	Extensive	Formal	In-house
Chicago	90%	30 days	3-4 days	Extensive	Formal	In-house
Ann Arbor	75%	14 days	3 days	Moderate	Formal	Referral
Milwaukee	65-70%	14 days	5 days	Moderate	Formal	In-house
New Orleans	50%	30 days	10 days	Extensive	No Formal Procedures	Limited Program
Albuquerque	40%	30 days	16 days	Extensive	Formal	In-house
University City	50%	14 days	12 days	Extensive	Formal	Limited Program
Denver	50%	21 days	14 days	Limited	No Formal Procedures	Limited Program
Berkeley	80%	30 days	14 days	Extensive	Formal	Referral
Tucson	50%	7 days	3-4 days	Moderate	Formal	Limited Program
Burlington	90%	30 days	7 days	Extensive	No Formal Procedures	In-house

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

Chicago's Youth Network Council, the staff conducts all of its counseling outside of the project at locations most often frequented by the youth.

Not all projects, however, have extensive outreach programs and, in fact, a number place a very low priority on the service. In some cases, such as the evaluation sites in Hyattsville and Albuquerque, project staff saw little need for extended community education efforts, stating that the project had, through previous efforts, established sufficient ties with key community agencies to ensure that appropriate referrals would be made or that formal outreach efforts were not needed to inform potential clients. In other cases, such as the evaluation sites in Nashville and Charleston, SC, the project's ability to engage in extensive outreach activities is severely limited by the attitudes and policies of the local community. In both of these localities, local public opinion regarding runaway youth is not positive and the projects are viewed by certain segments in the community as encouraging youth to run and as providing a haven for juvenile delinquents. Given these attitudes, extensive outreach or community education efforts are seen as complicating an already tenuous relationship between the project and its environment.

In terms of key client referral sources, most of the projects receive the majority of their clients through self-referrals or through informal "youth information networks." At eight of the projects studied, however, the majority of clients are referred by public service providers such as the police, probation, or social service departments. In some cases, as was discussed earlier, projects are reimbursed on a per capita basis for providing housing to these referrals. In other cases, such as Charleston, SC, where the project does little formal outreach, the police and social service caseworkers serve as the project's client identification team. The advantages and disadvantages of relying on public agencies to provide the majority of client referrals will be discussed further in the following chapter.

Intake, as a formal service procedure, varied little on a project-by-project basis. In general, all of the projects tended to use the formal intake session as a means of identifying a client's immediate needs, informing

him or her of project rules, regulations, and services, obtaining background information on the youth, and completing a formal intake form and the initial sections of the YDB Intake and Service Summary Form. The one area in which projects varied was the time during which a formal, complete intake could be conducted. Although all projects have 24-hour accessibility, this access often consists of a telephone hotline or house parents being present at the shelter. At seven of the 20 projects, a youth arriving at or calling the project after formal "business hours" usually receives a different or varied intake procedure. If the case is not an emergency one, or if it is being referred by another agency, projects that operate with limited staff during certain hours might ask the referring agency to send the youth over the next day. In emergency cases, however, all 20 projects demonstrated the capacity to accept a youth, identify his or her immediate needs, and meet those needs within the first few hours the youth is at the project.

In terms of working with the parents, over half of the projects follow the practice of calling the youth's parents within the first ten hours after a youth arrives. While in most cases the time period within which parents are called reflects the preference of the project, in at least two instances state regulations place strict limits on how long the project can work with a youth before contacting his or her parents. Oasis House in Nashville is required by state law to contact the parents within the first hour, and under the "harboring laws" of Michigan, Ann Arbor is technically required to contact the parents before providing any counseling services.

In contrast to the Tennessee and Michigan laws that specify the time frame within which parents must be called, the laws in the state of New York are such that, if the youth is 16 years of age or older, the parents do not have to be contacted at all. Consequently, Project Contact in New York City and Sanctuary in Huntington will not contact the parents of their older clients unless the youth agrees. Eight of the evaluation sites operating under state laws requiring that parents be contacted within the first 24 to 72 hours following the youth's arrival will often allow the youth the full grace period in order to provide maximum flexibility to ensure that,

when the contact is made, it is because the youth has decided that this is in fact what he or she feels is best, not because it is a "house rule."

Although all of the projects are technically required to inform the parents that their son or daughter is staying at the project, there are no rules requiring that parents participate in a project's counseling program, and, at most projects, only about half of the parents contacted receive any direct services. This statistic, however, varies widely across the projects, from almost 100% in Burlington and Nashville, to less than 35% at New York and Albuquerque. The reasons behind this variation have been fully discussed in the context of the client impact component of the study. However, the initial feedback provided by the project directors during our site visits indicates that the range stems more from the nature of the project's client population than from any effort or lack of effort on the part of the individual projects to involve parents.

As the discussion under the philosophy section highlighted, the projects place varying emphasis on providing temporary shelter, ranging from considering it to be the most essential service they can provide a youth to avoiding its use if at all possible. A similar variation is found in terms of the formal project rules that have been established limiting the length of time during which the projects will provide a youth shelter and in the average actual length of stay. Although the average period of time which projects will allow youth to stay in temporary shelter is 23 days, the range across projects is seven to 90 days. The average actual length of stay across the 20 projects is nine days, with some projects "officially" retaining a youth for as many as 30 days, while several projects will house youth on average only three or four days.

Obtaining adequate long-term placements for project clients was a service area in which several projects indicated they were spending a substantial and increasing amount of staff time. For example, at Project Contact, where few clients have families to which they can be returned, the counseling staff spends considerable time on the telephone with the department of social services and the directors of various group homes "advocating" for their clients. For the staff at Contact, locating the youth in a positive environment is essential to operationalizing the third and fourth goals of the legislation. Because placement is something the staff almost always has to do, the procedures that Contact follows are clearly outlined

and very well defined. In contrast, a project that is returning almost all of its clients home tends to place less emphasis on this service procedure and, when out-of-home placements are made, the project relies heavily on the public agency legally responsible for making such placements. Of the 20 projects studied, nine were extensively involved in placement decisions regarding project clients, ten were moderately involved in the placement process, and only one had limited involvement in the process. Those projects that are extensively involved in the placement process investigate a number of long-term shelter options, maintain close contact with the appropriate public agency authorized to make out-of-home placements, and actively advocate for their client to ensure that the youth receives the best possible placement. Projects that are moderately involved in the placement process maintain close contact with the appropriate public agency authorized to make out-of-home placements, provide counseling to the youth regarding what he or she can expect from the new placement, and provide limited advocacy services regarding the selection of a specific placement. Projects that have limited involvement in the placement process basically rely primarily on the formal placement agency to make all necessary arrangements and provide only basic information to their clients.

Formal follow-up and aftercare procedures at the 20 projects exhibited the widest range of any of the direct service indicators. Of the 20 evaluation sites, 15 had incorporated formal procedures for contacting youth at some specified point in time following their official "termination" from the project's service program. Thirteen of the 15 projects phone the youth and families, while two projects mail short questionnaires to their clients. Among those projects that phone their previous clients, nine have adopted a schedule which requires two or three follow-up contacts. In these cases, youth (and parents if they have received services) are usually contacted within one month following termination and again three to six months later. The projects generally use these contacts to determine the youth's (and family's) general situation, the stability of the current living situation, and if any additional services might be required. These contacts, which are made by the counseling staff or by trained volunteers, are usually brief (under ten minutes), although

they can be longer if the client's situation has deteriorated since termination. Project staff generally perceive follow-up as expanding the support a project can provide its clients. The contacts are used to reemphasize the fact that the youth or family do not have to face problems on their own and that an external support system does exist.

Five of the 20 evaluation sites did not have formal follow-up procedures, citing such reasons as limited staff resources or a philosophical stance against structured, prolonged contact with their former clients. At the project in New Orleans, for example, the staff stated they generally have a post-termination contact with roughly 40% of their clients. This contact, however, is usually informal and involves the counselor and youth "happening" to see each other in the community. They feel that formal, pre-determined follow-up might build a dependency on the project which, in the long run, would diminish the clients' capacity to effectively deal with their problems. In other cases, such as Project Contact in New York City, the type of client the project generally serves (i.e., youth who cannot be reunited with their families) limits the appropriateness of a follow-up contact. As these youth are generally placed in group homes or independent living programs which have their own counseling and services philosophy, the staff of Project Contact feel that a follow-up contact to these youth might disrupt the service strategy of the new agency.

All 20 of the evaluation sites have developed at least a minimum capacity to provide aftercare services. This "minimum capacity" involves establishing solid linkages with various public and private counseling and service organizations within the local community, counseling clients about the various options that are available to them, and working with the clients (and often the staff of the other agencies) in selecting the most appropriate course of action. While not all the projects are able to provide this service as frequently as they would like, projects will try to provide it to those clients requesting additional assistance or who demonstrate a clear need for further counseling or support services. While aftercare can be misused by clients who develop dependency on the project for resolving their problems, most clients consider aftercare a

critical form of emotional support for dealing with their problems. The services most frequently requested by youth and parents following termination include counseling, both individual and family; advocacy; tutoring or educational programs; and job counseling or job training programs. Two of the projects provide aftercare only through referral to other agencies, five primarily provide aftercare services directly and through their parent organization or sister agency, and 13 provide aftercare through some combination of direct services and referrals.

COMMUNITY AND CLIENT CHARACTERISTICS

All runaway projects, regardless of their philosophy, service focus, or organizational structure, have one thing in common: for better or for worse, they are unavoidably tied to the resources and liabilities of their local communities. These resources and liabilities are found within the nature of the client population, the extent of other youth services within the community, the attitudes toward youth on the part of public officials and the general public, and the local laws governing the status of youth. Table 2.6 outlines these factors for each of the 20 evaluation sites under the following categories:

- client characteristics;
- project location;
- key community barriers;
- network affiliations and extent of network participation; and
- key service linkages established to increase service capacity.

Although the bulk of the discussion regarding client characteristics and the range of problems experienced by youth served by the projects is presented in the report on the evaluation's client impact component, BPA's week-long site visits to the projects did produce background information regarding the types of clients that the projects serve. The data presented in Table 2.6 represent the summaries projects had developed on their case-loads as well as general impressions of the staff regarding their client populations. Chapter 6 presents the actual client profile for each project based on our ten-week client impact data collection period. As the

Table 2.6

Community and Client Characteristics Guidelines

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

*These characteristics were reported by the project staff often based on profiles developed on last year's client population as well as the staff's impressions of their client population. As part of the impact analysis, we will compare these impressions with the client data collected during our ten-week study period.

Table 2.6 (cont.)

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

information presented in Table 2.6 indicates, the majority of projects (17 of the 20) most often return youth to their families or to their legal guardians following the resolution of the crisis episode. This reunification rate, however, varies from a high of 90% at West Town Community Services in Chicago, Skagit Group Ranch Homes in Burlington, and Ozone House in Ann Arbor, to slightly over 50% at the evaluation sites in University City, Tucson, Philadelphia, Louisville, and New Orleans. The three projects that are able to return less than half of their clients home include those located in New York City, where less than a third of the youth can be returned home; Albuquerque, where roughly 40% of their clients are returned home; and Cleveland, where roughly 44% of the youth are reunited with their families. It is important to keep in mind, however, that all three of these projects serve a substantial number of youth who have run from a group or foster home setting and who, for all practical purposes, do not have families to which they can be returned.

The problems youth present when seeking assistance from the projects range from a relatively simple communication problem with one or both of their parents to serious family and non-family concerns. Problem areas most frequently mentioned by the projects include child abuse and neglect (found in 25% of the cases at Pathfinders in Milwaukee, for example), push-outs or throwaways (considered to comprise 25% of the client population at Patchwork in Charleston, WV), youth who have a long history of prior placements in group or foster homes (about 40% of the youth seeking assistance at Project Contact in New York City), and youth who have a history of previous runaway episodes (80% of the youth seeking assistance from Amistad in Albuquerque). In addition to specific problem areas, the types of families youth run from include nuclear families, military families, families that recently moved to the community, single parent families, and families with a step-parent. The implications of these problem areas and family types for project services and functioning are more fully discussed in the client impact report.

As mentioned in the initial section of this chapter, the current evaluation sites were selected to provide representation from urban, suburban, and rural projects, reflecting the variation among the 130 projects funded

by YDB in 1977. Consequently, this distribution, in itself, did not provide any new insights. However, what was interesting was the range of barriers projects saw existing in their local communities, which limited their overall capacity to meet the needs of their clients and to operationalize their goals. While the specific complaints projects raised are listed in Table 2.6, the items can be clustered as follows:

- lack of local service and/or placement options;
- lack of adequate fiscal resources;
- adverse community attitudes;
- uncooperative public agencies; and
- problematic legislation.

In selecting the primary variables for guiding our sample selection, it was felt that being located in an urban community would be equivalent to being located in an area that had greater resources than rural areas for collectively meeting the needs of youth. However, when we look at the community problems articulated by the projects, they do not vary substantially between urban and non-urban projects. For 12 of the projects, including two rural, three suburban, and nine urban projects, one of the key barriers to effective service delivery is the lack of local resources, especially out-of-home placement options. In general, the projects felt that the lack of positive options for youth within their communities severely limited the choices they can offer those clients who cannot be reunited with their parents. The few placement options that do exist tend to be directed toward younger adolescents, with youth over 16 having virtually no alternatives. In some states, such as New York and South Carolina, youth over 16 do not qualify for placement assistance from the local social service agency. Although not yet "adults," these adolescents are no longer considered "children." In short, they have the worst status of all, being too old for the protection of childhood yet too young to have the rights of adults.

Projects also cited the limits of their program budgets as a key barrier to addressing all of the needs of their clients and to filling identified service gaps in their communities. Several projects stressed

that if their resources were expanded some of the highest items on their planning agenda would be the development of interim shelters (similar to the program already operating in Louisville) for those youth awaiting long-term out-of-home placements; independent living programs designed to assist older youth in making the transition to living on their own; and extended family counseling for those youth and families requiring such assistance.

Other community-related barriers cited by the projects include adverse public opinion toward their program and youth in general; uncooperative public agencies, especially the police departments and the schools; and problematic legislation that limited the program's operations. Adverse public opinion was most often cited as a barrier by those projects in the South, an understandable situation given that area's strong commitment to the family and its general mistrust of social service programs, especially those programs funded by the federal government. Uncooperative public officials, however, seemed most frequently mentioned by the northern, urban projects as presenting formidable barriers to effective service delivery. Of all the local agencies, the most frequently mentioned were the local social service or welfare departments, local police departments, local juvenile courts, and the schools. However, these agencies were also those most frequently mentioned by projects as being the most helpful to their overall operation, leaving one with the conclusion that these four agencies are the agencies with which the projects have the most ongoing contact and, therefore, the most negative as well as the most positive experiences.

Problems with local legislation were a result either of existing laws that were too strict or of the absence of any laws or regulations. Two examples of regulations which are seen as too strict have already been cited in terms of the requirements for contacting parents in Nashville and Ann Arbor. In addition to determining when parents are to be contacted, the Nashville regulations also place restrictions on where the project can be located, the condition of the physical structure, the hours staff must be on duty, and the qualifications of staff (i.e., all staff must have MSW degrees). In contrast, the Chicago project said it

would welcome some sort of clear regulations regarding the official status of short-term shelter facilities. At present, runaway shelters must comply with the same regulations that govern long-term group homes. These regulations make it extremely difficult for small community-based youth agencies to provide shelter because they cannot meet all of the administrative and technical requirements outlined in the Illinois state law.

Another area in which several states have failed to establish adequate legislation relates to the deinstitutionalization of status offenders. Although mandated to establish such legislation under the requirement of the Juvenile Justice and Delinquency Prevention Act or face the termination of their funding, none of the states in which our evaluation sites were located had fully operationalized the deinstitutionalization mandate. A number of states have passed legislation prohibiting the detention of status offenders in facilities used to house delinquents but few have constructed any new facilities for status offenders or have even established a plan for dealing with status offenders. The project directors at several of the sites said that this lack of clarity has resulted in some shifts in their client population. In some states, police are now ignoring status offenders (especially runaways), while in other states the police and courts are making increased referrals to the projects. While projects are willing to accept these new referrals, these youth differ from the youth who voluntarily come to the project for services. They are usually not highly motivated to do something about their problems and the parents are even less motivated. Also, this situation has the potential for overloading the project and limiting its capacity to work with walk-ins and self-referrals. Across the board, the projects felt that a clearly coordinated system for handling deinstitutionalization would increase the community's overall service capacity for adolescents.

Although each project raised specific concerns regarding certain public service providers or legislative policies within its particular community and state, projects often work closely with other local social service providers in order to meet the needs of their clients. These associations range from informal meetings with other public or private service providers in their city to formal, highly structured networks. At the local level, these

networks most frequently revolve around youth services or the general provision of social services. In some instances, the local networks were initiated by the project or by other alternative social service agencies, while in other cases the networks were initiated by the local public sector. While many of the 20 evaluation sites participate in various local and non-local networks, one site, the Youth Network Council in Chicago, is itself a confederation of community-based youth service agencies. The 60-some individual and group members of the YNC, representing both Chicago and a number of suburban communities within the metropolitan area, are involved either in providing direct services or are concerned about the quality and availability of local youth services. Through participation in the YNC, members share their professional expertise with each other in such service areas as crisis counseling, operating temporary housing facilities, and family counseling. Also, the network allows individual agencies to collectively advocate for changes in metropolitan and statewide youth service areas.

At the non-local level, projects most often participated in networks organized around the issue of runaway youth, status offenders, alternative services, or juvenile justice reform. While many of the runaway youth networks had been organized by the YDB-funded projects, and in one instance (Region IX) by the YDB Regional Representative, other state or regional efforts have developed independently of YDB influence. For example, the state network in Michigan is one of the oldest and perhaps best known of the statewide youth service networks; Shelter House in Louisville worked with other agencies in forming the Kentucky Youth Alternative Coalition, a watchdog agency for local and statewide policies; and Youth Emergency Services and Voyage House are organizing similar coalitions in Missouri and Pennsylvania, respectively.

The benefits cited by the projects participating in local and non-local networks include expanding the project's awareness of issues pertaining to youth, increasing its awareness of new program monies available in the youth service field, assisting in obtaining more responsive legislation in youth-related areas, improving the provision of services at the local level, and providing support to project directors and staff in working through organizational and staff problems.

Network participation tended to be a high priority for most of the projects. Half of the projects studied considered network participation a high program priority and had been involved in developing or participating actively in a number of such organizations. Another nine of the projects maintained at least a moderate level of involvement in networks. Crossroads in Charleston, SC, has been represented at the regional network by the project's monitor, an official with the State Department of Youth Services. The local project director has focused his energies on local service networks and has been instrumental in organizing a network of youth service providers in Charleston. Crossroad's involvement in this local network is seen by staff as beneficial to the project's overall service system.

In addition to working with other local service providers in establishing networks, each project within the evaluation sample has established ongoing working relationships with other agencies in order to shore up its capacity to meet each of the legislative goals of the national program. While these relationships varied in terms of how frequently they are used and their formality, all 20 projects were found to work extremely well with most of the service providers in their communities. While certain problems, as highlighted in the earlier section of this chapter, do exist, all projects demonstrated an understanding of what was needed to establish a solid working relationship and had all key service linkages in place. Projects have developed clear procedures for contacting agencies and for responding quickly to referrals. All projects indicated they often exchange information with other agencies when they are both serving the same youth or family, and they occasionally conduct joint "staffings" with personnel from other agencies. When referring a youth to another program or when making an out-of-home placement, all projects indicated that at least one phone call is made to see that the youth arrived safely.

As the results of Table 2.6 indicate, all projects are rated as having a "solid" linkage system. While the details of this will be further discussed in Chapter 4, this indicator tells us that, at the most basic level, all 20 projects have a system in place which should allow for effective and efficient referrals to and from other local service providers.

The client impact data, however, indicated that youth and parents receive relatively few formal referrals for services both while youth are in temporary shelter and on an aftercare basis. Youth did indicate, however, that they had been provided with a better understanding of the other services available in their communities by the project staff.

YOUTH PARTICIPATION

All of the projects in the evaluation sample have articulated, both in their YDB grant proposals and to the BPA field staff, a general commitment to the idea of youth participation. Despite this appearance of agreement, projects have operationalized this commitment to very different degrees and in very different ways. Three indicators under this variable look at slightly different aspects of youth involvement in the design and delivery of services:

- the youth's involvement in his or her own treatment plan;
- the use of youth as volunteers; and
- the placement of youth on the project's board of directors or advisory board.

In addition to these three indicators, we also looked at the project's overall commitment to youth participation, or the extent to which youth participation was considered a program goal. Table 2.7 summarizes the results of this review for each project.

In terms of the three specific indicators, projects within the sample generally involve the youth in determining their own service plan, use youth as volunteers, and have designated seats on their policy or advisory boards for youth. The level of this involvement, however, was found to vary substantially. For example, in Huntington, youth do in fact make all of the basic decisions regarding what options they wish to pursue, but the final determination is made by the staff. In contrast, youth at the projects in New Orleans and Berkeley are given major responsibility for drafting their own service plans and for monitoring their own conduct as well as that of their peers while in the shelter. In Charleston, WV, clients maintain a daily record of their progress, recording the specific ways they have moved closer to accomplishing their short- and long-term goals.

Table 2.7
Youth Participation Guidelines

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

While virtually all of the projects indicated that a youth should be involved in structuring his or her own service plan, there was far less agreement on the use of youth as volunteers or as board members. Eighteen of the 20 projects studied involved youth in their program operations either as volunteers or as board members or both. Two projects did not include youth in either of these capacities. As with the involvement of youth in developing their own service plans, the youth volunteer programs and the degree of youth involvement on boards varied substantially across the projects. Perhaps one of the most innovative and comprehensive youth volunteer programs is the system in University City. Youth Emergency Services has maintained a very strong commitment to youth involvement over the years, and its system of recruiting and training high school students as peer counselors is considered to be one of the project's most essential goals. Other programs, such as Project Contact in New York and Shelter House in Louisville, also involve youth in providing services but do so through the use of summer youth employment funds. Project directors at both of these locations felt that, while it is important to involve youth in project activities, it is equally important to pay them, if at all possible, for their services. In terms of youth involvement on project policy or advisory boards, the extent of involvement ranged from providing for one or two youth representatives to establishing firm quotas for youth involvement. Some projects, such as Louisville and Milwaukee, have or are developing separate youth advisory boards to complement the efforts of their general boards of directors.

The lack of youth volunteers or youth on policy or advisory boards can indicate a number of things. In some cases, projects feel they do not have the time to supervise the youth or to provide them with the training that would allow them to function fairly autonomously. Other projects have attempted to include youth, but found local adolescents to be generally unenthusiastic and difficult to involve for any length of time. Also, many of the same issues the projects raised in terms of using adult volunteers apply to incorporating youth volunteers into their program's service delivery system. While many projects see the idea as a good one in theory, they find it difficult, if not impossible, to fully implement in practice.

In determining a project's overall commitment to the concept of youth participation, our findings in terms of the three specific indicators played a central role. They were not, however, the sole determining factor. For example, not all projects which use youth volunteers and place youth on their boards can be said to have a substantial commitment to youth participation, nor can projects which fail to use youth in these two ways be considered automatically to have a limited commitment to youth participation. For most projects, youth participation is seen first and foremost as involving the youth in structuring his or her own treatment plan and assisting the youth in taking control over his or her life. Involvement in project activities is simply not seen by some projects as the most useful way to generate this sense of control. Also, for the smaller projects, the use of any volunteers, youth or adult, poses a number of management problems for a two- or three-person staff. In these cases, all staff members have direct service responsibilities such that if they spend time recruiting or training volunteers they are siphoned off from working with clients. Despite these drawbacks, however, a commitment to youth participation is considered by most projects as well as YDB as enhancing the effectiveness and responsiveness of runaway youth projects. The role youth participation plays in the overall capacity of projects to operationalize their programs will be more fully discussed in Chapter 4.

CONCLUSIONS

Based on the findings from our review of the 20 evaluation sites on each of the construction variables, the following profile of the "typical" runaway youth service project can be drawn.

Philosophy

The projects generally maintain a crisis orientation, providing temporary shelter, individual counseling and various other support services to those youth experiencing family as well as non-family problems. While several of the projects have expanded their service focus to include both prevention and longer-term counseling, the majority of projects work with

their clients for less than a one-month period. Although projects primarily aim at providing services to youth, a growing number of projects work as mediators between the youth and his or her family, providing direct counseling and support services to parents when necessary. Despite these differences, the projects share a common commitment to an "alternative" approach to youth services, providing free services on a 24-hour basis. All of the projects demonstrated a deep respect for their clients' rights to be involved in determining the services they would receive and in making decisions about their futures.

Organizational Structure

The "typical" runaway youth project is associated with either a multi-purpose youth service agency or a larger, non-youth-specific organization. The projects generally maintain a policy-making board that exerts substantial influence over program development and the relative importance given to specific program goals. The majority of the YDB grantees are agencies or are components within a broader organization which has a history in the youth service area. In terms of size, the projects operate shelter facilities with less than ten-bed capacities, maintain a paid staff of approximately ten persons, and have an operating budget of roughly \$150,000. In addition to its YDB grant, many projects receive as much as 50% of their total budget from other federal or state funding sources.

Management

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

Staff Characteristics

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

Direct Service Procedures

In general, the projects no longer use street workers or involve their staff in direct client outreach. Project outreach efforts at the "typical" project consist primarily of moderate to aggressive community education programs, including public speaking engagements, posters, and information sessions for other local youth service providers. Although the projects are accepting a number of referrals from public agencies, the majority of youth still enter these programs on their own or on the recommendation of a friend. The projects generally maintain a consistent 24-hour intake process during which the immediate needs of a youth are determined, emergency services are provided, and parents are contacted to obtain permission for the youth to receive shelter. Roughly 50% of the parents contacted by the runaway youth projects actually receive some sort of service from the project either through direct family counseling or through referral to another local agency. While the projects allow youth to stay in their temporary shelter facilities for two to four weeks, the average length of stay is less than one week. The most common placement for youth served by the projects is returning home, although an increasingly large number of youth are requiring out-of-home placements. In meeting this growing need on the

part of their client populations, the projects have developed specific procedures and service linkages for ensuring that youth receive the best placements possible. Follow-up and aftercare service procedures have been developed by the majority of the projects but often are not implemented at full capacity, especially if the project experiences staff or other resource shortages.

Community and Client Factors

As indicated by our initial review of the YDB grant proposals, the majority of projects are located in urban areas. Despite differences in location, however, all of the projects tend to express similar dissatisfaction with service conditions within their local communities, citing such issues as limited longer-term placement opportunities, uncooperative public officials, a lack of general community support, and problematic legislation as factors that limit their capacity to fully operationalize their program. The problems youth present when seeking assistance from the projects can range from relatively simple communication problems with one or both parents to serious family and non-family concerns. These issues include such problems as child abuse and neglect; push-outs or throwaway youth; youth with long histories of out-of-home placements; and youth with long histories of previous runaway episodes. While a number of runaway youth come from single-parent families or families with a step-parent present, a large number of the youth served by most of the projects run from traditional nuclear families. In general, the projects are moderately involved in various service networks at the local as well as at the state, regional, and national levels. These networks, which range from informal associations to highly structured organizations, are viewed by the participating projects as being useful as information and referral sources, in supporting the youth advocacy efforts of individual projects, and generally in promoting positive youth policies at the local, state, and federal levels.

Youth Participation

The sample indicates that the projects have a moderate to substantial commitment to youth participation and provide opportunities not only for

youth to develop their own service plans, but also to assist in the management and delivery of project services. The "typical" project maintains some type of youth volunteer program (usually a peer counseling program) and makes a conscious effort to include youth on its policy or advisory board. Projects use volunteers in a number of capacities and most feel that volunteers are essential to maintaining their overall service capacity.

CHAPTER 3
RUNAWAY PROJECTS:
THEIR PERFORMANCE ON THE GOAL-SPECIFIC GUIDELINES

INTRODUCTION

Having presented the profile of the "typical" runaway youth project and the variation found among our 20 evaluation sites in operating styles and community context, we can now proceed to identify those specific services and operating procedures that enhance a project's capacity to operationalize the goals and intent of the Runaway Youth Act. Our determination of the extent to which projects have operationalized the goals of the national program has proceeded from two different perspectives: first, the project's capacity to operationalize the specific services and service procedures considered essential for each goal of the Runaway Youth Act, and, second, the project's capacity to achieve an overall well-functioning system. By pursuing these two paths, we were able to adequately record not only the specific aspects of project functioning that projects generally agreed related directly to each of the four legislative goals, but also to document those broader aspects of a project's structure and operation which are unique to each individual project and cut across its capacity to operationalize all of the goals of its program. The first phase of this analysis is presented in the present chapter, while the second phase will be addressed in the following chapter.

In this chapter, we first identify those service elements that are essential for goal operationalization, and then describe the extent to which each of the 20 runaway projects included in the study has successfully set in place the key service elements for each goal. We also discuss the services and service methods that seem to be most difficult or potentially the most troublesome for the YDB-funded projects to provide and suggest which areas should receive the highest priority in any future efforts to refine, expand, or redesign local runaway programs.

In pointing out runaway projects that seem to be having difficulty in providing these key services and service procedures, our intent is not to identify a group of "good" projects and a group of "bad" projects. Rather, the purpose of this exercise is to assist the runaway projects in examining their programs in order to identify potential problems and weak points, and to suggest ways for improving the effectiveness of individual projects and of the Runaway Youth Program nationally. Each of the projects analyzed in this evaluation has been rated on its capacity to operationalize the national goals at a given point in time. Fluctuations in program capacity due to shifts in funding levels as well as to conscious capacity-building efforts may result in a very different picture for these same projects six months or a year from the time these site visits were conducted. However, whether or not these same projects continue to exhibit the same strengths and weaknesses, those services and procedures identified as being problematic to implement for runaway programs in general should still be valid areas of concern for the national program.

BPA'S APPROACH TO DEVELOPING GOAL-SPECIFIC GUIDELINES

For each of the national goals, the essential and supplemental services necessary to meet that goal were identified during working sessions that included BPA evaluation staff, YDB personnel, members of YDB's technical assistance Regional Advisory Panel, and the directors from the 20 projects included in the evaluation. Basically, we asked these "experts in the field" to rate the various services and procedures runaway projects currently incorporate into their service delivery system in order to determine which were essential for operationalizing each of the four legislative goals. Based on these discussions, the services were found to cluster into two major groups: those that at least 75% of those polled agreed were essential, and those that a smaller proportion of respondents viewed as being essential for a particular goal. For the purposes of this evaluation, we termed those services receiving 75% agreement as constituting "essential" services for a goal and those receiving between 60% and 75% agreement as being "supplementary" services.

Having identified the essential services for each goal, these then became the minimal requirements that the projects had to meet in order to be considered as having operationalized that legislative goal. In determining whether or not a project had the capacity to provide each service, BPA field staff probed several areas with the project director, counseling supervisor, counseling staff, and representatives from other community agencies during the site visits conducted at each of the projects. The project director was asked to state the hours during which the service could be provided, the approximate percentage of time each staff member spent in providing the service; if the service was available to all clients coming to the project; and if the service was provided directly by the project, by its affiliate, or through referral. The counseling supervisor was asked to outline the specific procedures the project followed in delivering the service; to highlight any occasions when the service could or would not be provided; to rate the relative importance of the service to the project's overall service plan; and to state whether or not the service was considered to be one of the "core" services provided by the project. Discussions with project staff and with representatives from various community agencies were used as a means of validating the information provided by the project director and the counseling supervisor.

Based on the data we received from the project staff and the observations of BPA field staff during the site visits, each project was rated for each service on a scale from 1 to 4. The general indicators used in making these judgments are outlined in Table 3.1, and the specific values for each individual service are presented in Appendix E. For the purposes of the analysis, the projects are considered as having met the minimum requirements for operationalizing each of the four legislative goals if they are rated a #1 or #2 on all of the essential services, and are considered as lacking the minimum requirements if they are rated as #3 or #4. Ratings on the presence or absence of the essential services and those additional service procedures identified as critical for each goal were made by the BPA staff member who visited the site, observed project operations, and conducted the intensive interviews with project staff about all aspects of project functioning and service delivery. After the individual BPA staff members provided the data

Table 3.1
Indicators Determining Service Capacity

- Service Rated #1: the service is provided to all clients (i.e., is a core service for the project)
 - the project director and staff perceived service as one of the three or four essential services it provides its clients;
 - the service was available to all clients either directly or through referral;
 - the staff demonstrated the qualifications necessary to provide the service;
 - the service was available during the appropriate time period; and
 - the project had the physical capacity to provide the service to all clients.

- Service Rated #2: the service is provided to clients only when needed
 - the service was available to all clients requiring the service either directly or through referral;
 - the staff demonstrated the qualifications necessary to provide the service;
 - the service was available during the appropriate time period; and
 - the project had the physical capacity to provide the service to all clients requiring it.

- Service Rated #3: the service could not always be provided to clients when needed
 - the project director and/or staff identified specific limitations in providing the service;
 - the project demonstrated a limited capacity to provide the service either directly or through referral;
 - the staff did not demonstrate the qualifications necessary to provide the service; and
 - the project did not have the physical capacity to provide the service.

- Service Rated #4: the service was not provided
 - the project director stated the service was not available; and
 - the project lacked the necessary staff and physical capacity to provide the service.

on which our final judgments were made, a single BPA staff member reviewed the data and made the final determination, thereby increasing the consistency of the ratings.

The service rating system utilized for this evaluation has been designed to determine (1) the extent to which projects have the capacity to provide those services and service procedures considered essential for each legislative goal, and (2) if a standardized "package" of services does exist among a majority of the 20 evaluation sites. This dual objective for the rating system is the reason for a four point, as opposed to a two point, rating scale. As mentioned above, a project is considered as having an adequate capacity to provide a specific service if it is rated as a #1 or #2 on that service. The distinction between the first two levels of the scale, therefore, does not differentiate in terms of capacity. This distinction identifies those services that a project considers as part of its "standardized package of services" which it provides to all of its clients. Likewise, a project is considered as having limited capacity to provide a specific service if it is rated a #3 or #4. Here, the difference in rating does reflect a very different capacity level, with a #3 indicating the project does, in fact, provide the service but cannot provide it to all clients in need and a #4 indicating that the project does not have the capacity to provide the service to any clients, or has chosen not to provide the service.

The service rating system utilized for this evaluation recognizes the importance of the variations in the style and content of runaway youth services, without prejudging whether some modes of service delivery are better than others. As reported in Chapter 6, the findings from the client impact study component suggest that certain of the services and service procedures identified here as necessary to operationalize each goal did not appear to influence the extent to which projects were successful with their clients.

THE EXISTENCE OF A STANDARDIZED SERVICE PACKAGE

The first two chapters of this report highlighted a number of the key differences found among the 20 evaluation sites. As these discussions illustrated, projects have developed unique interpretations of the legislative goals; a range of local goals particular to the needs of their individual clientele and community conditions; unique approaches to service philosophy; and a number of unique organizational structures and management styles. This tendency toward unique and diversified project functioning was also found in terms of the services and service procedures projects provide their clients. However, a certain degree of commonality in this area was also discovered. Despite the projects' unique interpretations of the legislative goals and their unique service delivery systems, a majority of the evaluation sites provide similar standardized service packages to a majority, if not all, of their clients. Table 3.2 outlines, for each project, the extent to which specific services were identified as being part of each project's "standardized package."

In reviewing the results of this table it is important to note that while projects may provide common services in their particular standardized package, the content of these services will often vary across the 20 projects. These variations will be fully discussed under each specific legislative goal and have been developed in the service catalog in Appendix E. Despite the variation in service delivery, however, it is clear that certain services emerge as most often formulating the core around which a project's overall service thrust is developed. Of the services mentioned by projects as being part of their "core" package, the most common services include:

- Individual Intake (listed by all 20 projects);
- Individual Counseling (listed by 18 of the projects);
- Information and Referral (listed by 16 of the projects);
- Outreach (listed by 12 of the projects);
- Temporary Shelter (listed by 12 of the projects);
- Follow-Up (listed by 11 of the projects);

Table 3.2
 Summary of Standardized Service Packages, by Project

Project	Intake	Individual Counseling	Information & Referral	Outreach	Follow-Up	Temporary Shelter	Group Counseling	Advocacy	Recreation	Financial Assistance	Family Counseling	Crisis Intervention	Peer Counseling	Aftercare	Medical
Montpelier	✓	✓		✓											
New York City	✓	✓	✓	✓		✓	✓	✓	✓	✓		✓			
Huntington	✓	✓	✓	✓	✓			✓			✓			✓	
Hyattsville	✓	✓	✓			✓	✓		✓						
Philadelphia	✓	✓	✓	✓	✓					✓					
Charleston, WV	✓	✓	✓	✓	✓	✓	✓								
Louisville	✓	✓	✓	✓	✓	✓	✓	✓	✓						
Nashville	✓	✓	✓			✓	✓				✓				
Charleston, SC	✓	✓	✓		✓	✓			✓					✓	
Cleveland	✓	✓	✓	✓	✓	✓		✓						✓	
Chicago*	✓	✓		✓	✓			✓						✓	
Ann Arbor	✓	✓	✓		✓			✓							
Milwaukee	✓	✓	✓	✓	✓	✓	✓	✓	✓						✓
New Orleans	✓	✓	✓			✓	✓	✓	✓						
Albuquerque	✓	✓	✓		✓	✓	✓		✓						
University City	✓	✓	✓	✓	✓	✓	✓						✓		✓
Denver	✓					✓			✓	✓					
Berkeley	✓	✓	✓						✓		✓				
Tucson	✓	✓	✓	✓								✓			
Burlington	✓			✓							✓				

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

- Group Counseling (listed by nine of the projects);
- Recreation (listed by nine of the projects); and
- Advocacy (listed by eight of the projects).

One conclusion to draw from this analysis is that, despite the very unique nature of the projects participating in the Runaway Youth Program, they do, in fact, share certain basic principles regarding the types of services that are most essential in meeting the needs of their client populations. The "typical" YDB-funded project, therefore, operates a temporary shelter facility in which residents will often receive individual intake, individual counseling, information and referral services, and advocacy services. Clients will usually be asked to participate in group counseling and recreation programs. The "typical" project continues to attract its clients through various outreach efforts and follows up on all youth at some specified point after termination. Having established the most "typical" package of services that the projects provide, we can proceed to look at the different ways projects have developed these services and have utilized them in fulfilling the legislative goals and intent of the Runaway Youth Act.

OPERATIONALIZATION OF GOAL 1: TO ALLEVIATE THE NEEDS OF YOUTH DURING THE RUNAWAY EPISODE

Service Requirements for the Operationalization of Goal 1

Essential Services. Five services have been identified as being the essential services that a project must have in place in order to operationalize Goal 1:

- outreach (including direct client outreach and/or general community education efforts);
- information and referral;
- individual intake;

- temporary shelter (including food); and
- individual counseling.

These are services that are necessary in order to bring a runaway youth into contact with the project, to identify his or her immediate service needs, to address the immediate needs for a "safe place" to stay while dealing with problems, and to provide assistance and support around the presenting crisis.

Supplementary Services. Four additional services have been rated as supplementary services under Goal 1:

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

Although these services may be crucial in order to respond to the immediate needs of some runaway youth, they were not considered by our "experts in the field" to be as important as the five essential services in operationalizing Goal 1. In addition, family counseling takes on a much larger role in the operationalization of Goals 2 and 3.

Necessary Service Procedures. We have identified two additional requirements that we believe are critical to the successful operationalization of Goal 1. These requirements describe aspects of the accessibility of and the community linkages established by runaway projects that are important for project visibility to runaway youth. Included are the following service delivery procedures:

- Procedure 1: the project maintains referral and coordination linkages with all of its key referral sources, including:
 - police,
 - juvenile courts/probation,
 - social services,
 - schools, and
 - other runaway centers/crisis intervention units.

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

Procedure 1 -- maintaining referral and coordination linkages with key referral sources -- is essential in order for the projects to reach potential runaways or youth with family crises who come into contact with other public and private agencies. In some cases these referral linkages will be used to notify the project about a youth whose immediate problems they can respond to more effectively than can other agencies. In other cases, referrals will be made in the reverse direction, to supplement project services with needed services that are provided by other agencies. While the general concept of a project integrating its services into the broader community youth service network will be discussed more fully in the following chapter, such functional working relationships are particularly relevant to achieving Goal 1. Procedure 2 -- receiving the majority of clients through self-referrals or other informal referral sources -- is designed to ensure the accessibility of the projects to runaway youth in need of immediate services. Although the youth placed at projects by public social service agencies may also be in need of the services offered by the projects, they are less likely to have immediate crisis needs than are runaway youth. This procedure becomes a concern only when projects are operating at full capacity, i.e., when accepting one youth for services means that another youth will have to be turned away. The intent of the national legislation was to fund temporary shelter facilities for runaway and otherwise homeless youth, not to fund agencies which serve primarily as holding shelters for local social service departments. While the housing needs of social service and police referrals are, in many communities, extremely acute, it is not clear that such a need should be filled by the YDB grantees if doing so limits their capacity to respond to the emergency needs of youth who are the target populations of the legislations.

Project Success in Operationalizing Goal 1

Essential Services. Table 3.3 summarizes the service ratings for all the evaluation sites on each of the requirements for the operationalization of Goal 1. As shown, 14 of the 20 evaluation sites had all five essential services for Goal 1 in place. The remaining six runaway projects were rated as having a limited capacity to provide outreach services, although each had the other four essential services in place. Table 3.4 summarizes the source of these services, illustrating that most are provided directly by the project.

Those projects that presently have a limited capacity to conduct outreach activities listed a number of pressures that make it difficult to justify expenditures in this area, including:

- the competition with direct service activities for limited funds;
- the feeling that an established runaway program already has a high degree of visibility in the community; and
- the local pressure for runaway projects to keep a low profile, particularly in politically conservative communities.

Projects in this group included both established projects, such as the projects in Hyattsville and Berkeley, which are well-known in their communities and have conducted extensive outreach efforts in the past, and relatively new projects, such as Albuquerque, which are focusing their limited resources on the delivery of direct services. In addition, several of the projects, such as Oasis House in Nashville and Crossroads in Charleston, SC, which have a limited outreach capability, have been discouraged from carrying out community outreach by their local law enforcement or juvenile justice agencies or by their affiliate agencies. For these reasons, outreach efforts are generally one of the first activities to be reduced when project budgets must be cut. However, based on the widespread agreement about the essential nature of community outreach activities to the operationalization of Goal 1, the YDB-funded runaway projects need to re-examine their efforts in this area to ensure that their present outreach

Table 3.3

Project Capacity to Operationalize Goal 1

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

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

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

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

Key: ✓ = Service capacity or procedure in place
0 = Service capacity or procedure limited or lacking

Table 3.4

Source of Project Capacity to Operationalize Goal 1

Evaluation Site	Essential Services					Supplementary Services			
	Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing
Montpelier, VT	D✓	D✓	D	D	D✓	D	R	D&R	D
New York City	D✓	D	D	D	D✓	D	R	D✓	D
Huntington, NY	D✓	D✓	D	D✓	D	D	R	R	0
Hyattsville, MD	0	D	D	D	D&R	D	R	R	D
Philadelphia, PA	D✓	D	D&R	D	D✓	D	R	R	D
Charleston, WV	D✓	D	D	D	D✓	D	R	R	D
Louisville, KY	D✓	D	D	D	D✓	D	R	R	R
Nashville, TN	0	D	D	D	D	D	R	R	D
Charleston, SC	0	D	D	D	D	D✓	R	0	D
Cleveland, OH	D✓	D	D	D	D✓	D	D✓	D	D
Chicago, IL*	D✓	D	D	D	D✓	D	R	D✓	D✓
Ann Arbor, MI	D	D	D	D	D	D&R	R	D&R	R
Milwaukee, WI	D	D	D	D	D	D	D&R	R	D
New Orleans, LA	D✓	D	D	D	D✓	D	R	D&R	R
Albuquerque, NM	0	D	D	D	D	D	R	D&R	D&R
University City	D	D	D	D	D	D	D&R	D&R	0
Denver, CO	D	D	D	D	D	D	R	R	D
Berkeley, CA	D	D	D	D	D	D	R	D	D
Tucson, AZ	D	D	D	D	D	D	R	R	D
Burlington, WA	D	D	D	D	D	D	R	R	D

Key: D = Offered directly by project
D✓ = Offered directly, with service capacity increased by affiliate or component program
R = Offered by referral
0 = Service not offered on a regular basis

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

efforts are sufficient to reach those runaway youth and their families who are in need of their assistance.

Of those projects that have an adequate capacity to provide outreach services, wide variation was found in the extent and manner in which the service was provided. Four of the projects maintain active street work efforts, with specific staff being designated as client outreach workers. In three of these cases (Huntington, New York City, and Montpelier), the outreach efforts are provided by a separate component of the project's parent organization, while in the fourth case (Chicago), counselors use various youth hang-outs as their unofficial offices and conduct most of their counseling in these settings. By far the more common approach taken by projects to inform their communities about their programs is through general community education efforts. These efforts range from sporadic and infrequent public speaking engagements to systematic and well-organized presentations to all key service agencies and youth-related organizations in the community. In at least three projects, the expansion of the project's outreach efforts is considered a high priority for any new funding. Voyage House in Philadelphia would like to establish storefront satellite offices which would increase the project's visibility in certain key neighborhoods throughout the city. At Patchwork in Charleston, WV, the staff would like to increase the use of printed materials advertising the range of services they can provide youth and their parents. At the evaluation site in University City, the project director would like to hire a full-time community education coordinator to organize the numerous requests for presentations and information that are received from various local agencies.

All 20 projects included in the evaluation sample were found to have an adequate capacity to provide the other four services listed as essential for the operationalization of Goal 1. As with outreach services, however, these services have been defined and delivered in a number of different ways. A brief discussion of the different ways projects have implemented these essential services is presented below.

• Information and Referral Services

While all 20 projects provided information and referral services, the target population of these efforts and the extent of options offered varied greatly across the 20 projects. Nine of the projects ran 24-hour hotline services and reported handling between 3,000 and 8,000 calls per year. Trained volunteers or counselors staff the telephone lines and answer various questions from youth and parents. While a high percentage of these calls involve runaways or potential runaways, youth and parents also call with requests for specific types of referrals (i.e., drug counseling, parent support groups, family counseling centers) or for general information such as: Can I see a doctor without telling my parents? and If I leave home, will I qualify for public assistance?

This concept of service providing a linkage between those in need and those who provide services was also found at the projects that do not maintain a 24-hour hotline. The remaining eleven projects all stated that they offer information and referral services to youth and parents who contact them during regular business hours. While providing this service to a lower number of clients than projects operating hotlines, these projects feel that their efforts in this area complement their overall service thrust.

In addition to answering telephone calls, all of the projects will provide information and referral services to youth and the relatively few parents who "drop in." Unlike the telephone contacts, which tend to be rather brief discussions, in-person contacts tend to develop into a more structured interaction. The procedures usually followed in these cases involve either a volunteer or counselor discussing the individual's problem, determining if the project is the appropriate service source, and, if the project cannot offer appropriate services, providing the individual with a referral to one or more agencies.

- Individual Intake

Most of the 20 projects considered intake to be the first service provided clients and an important link in identifying problems and determining service needs. In many instances, the intake session is considered the first individual counseling session. The individual intake session, which can last anywhere from 30 minutes to two hours, is provided by the projects to all youth they consider "clients" and includes housed as well as non-housed youth. While the intake is usually conducted by one counselor, at least two projects, those in Huntington and Ann Arbor, utilize a "team" approach, with two or more counselors initially meeting with the youth. In general, projects do not have specific staff members who are designated as intake workers, relying instead on the counseling staff and trained volunteers sharing responsibility for this service. Projects will most often have the counselor who conducts the intake session retain the ongoing responsibility for the youth's case. In at least one instance, however (Charleston, SC), the youth is not assigned a specific counselor and intake is provided by whichever counselor is on duty at the time the youth arrives. At this project, youth have regular contact with all counselors on staff, as opposed to working primarily with the counselor who conducted the intake session.

- Temporary Shelter

The 20 evaluation sites broke down into two basic categories in terms of the provision of temporary shelter: those projects that operate a shelter facility and those that provide temporary housing through a network of foster homes. Both styles of service delivery have certain advantages and implications for the project's overall service thrust and program development. Of the 20 evaluation sites, nine projects operate their own shelter facilities, five projects utilize a community network of volunteer foster homes, and one project provides temporary shelter through both mechanisms. Among the nine projects that operate shelter facilities, the bed capacity ranges from a high of 16 beds (in Louisville and New Orleans) to a low of seven beds (in Hyattsville). Among

the five projects which utilize foster homes, the capacity ranges from a high of 34 homes in Huntington to a single foster home (with a two-bed capacity) in Burlington. The Chicago Youth Network Council, whose YDB-funded program involves eight individual projects throughout the Chicago metropolitan area, has a total capacity of 87 foster homes and 12 beds within three different shelter facilities. Of the nine projects that operate shelter programs, roughly half have specific staff assigned to house management responsibilities (such as supervising meals, organizing group activities, etc.), while the remainder of the projects require their counseling staff to incorporate these activities into their regular "tour of duty."

In addition to projects differing in the way they provide temporary shelter, projects also differ in terms of their reasons for providing the service. Three of the 20 projects consider the provision of temporary shelter only as a last resort and always first explore the option of immediately returning the youth to their parents or legal guardians. These projects feel that the use of temporary shelter is often a "cop-out," adding that housing is often used to avoid dealing with the youth's problems at home. In contrast, the remaining 17 projects feel their housing service provides a way for youth and parents to temporarily live apart, allowing for tempers to cool off so that the eventual counseling sessions can be conducted in a less tense atmosphere.

- Individual Counseling

All of the 20 projects in the evaluation sample provided individual counseling to their clients with 18 of the projects considering this service an essential element of their "core" service package. The nature of the individual counseling sessions, however, varies widely among the sample projects. In a number of cases, individual counseling is an intense, formal discussion period between the counselor and the youth. Several projects, such as those in Charleston, WV, Huntington, NY, and Albuquerque, NM, have an established technique, such as reality therapy or goal attainment schedules, which all counselors incorporate into their work with clients. In other projects, however, the nature and style of the counseling will vary depending on the particular counselor. At such projects, individual counseling sessions are usually less formal and structured.

The frequency of these sessions was also found to vary greatly among projects, with some projects (such as those in University City, MO, and Milwaukee, WI, scheduling daily counseling sessions, while other projects (such as those in New York City and Berkeley, CA) plan sessions once or twice a week. All projects, however, indicated that individual counseling is always available for emergencies or if the youth wants to speak with a counselor. Individual counseling sessions range from 30 minutes to two hours, with the average session at most projects lasting about an hour. Individual counseling sessions are usually conducted at the project, although several projects will provide counseling at the youth's home or at a location (i.e., school, park, or gym) chosen by the youth.

The most common counselor-client relationship used at projects involves each client being assigned a specific counselor who in turn is responsible for providing individual counseling and seeing the youth and family receive other necessary services. In a number of projects, however, this is not the procedure followed. For example, in Huntington, NY, each youth is assigned a professional social worker and a youth worker (a paraprofessional trained in counseling), who work together in assisting the client in resolving his or her problems. In University City, MO, each youth is assigned a peer counselor and an adult counselor (often both are trained volunteers), who not only counsel the youth and their parents but also serve as role models, demonstrating how youth and adults can work out their differences. In Berkeley, CA, individual counseling is often provided by two counselors who together work with the youth in clarifying his or her problems and selecting appropriate courses of action for working on these problems.

Supplementary Services. Table 3.3 shows that the supplementary services for Goal 1 were adequately provided by 17 out of the 20 projects studied. The three remaining projects each lacked the capacity to provide a single supplementary service -- legal services in the case of one project, and clothing in the case of two projects. As with the essential services, a wide variation was found in terms of the extent and manner in

which these services were provided. Family counseling is discussed under Goal 2; brief summaries regarding the medical, legal, and clothing services that are provided are presented below.

- Medical Services

Medical care is most frequently provided by the projects through referrals to local hospitals or health clinics. Only four of the evaluation projects provided medical care directly or through their parent organizations. The most extensive project-provided medical care is available at the Safe Space Station in Cleveland. The project's parent organization, the Free Clinic, can provide clients with complete medical and dental care and usually provide at least a general physical examination to all clients. The Greenhouse in New Orleans also directly provides medical care to clients by employing a pediatrician. The Greenhouse provides the doctor with an apartment in the temporary shelter facility as well as a fixed retainer. The other two projects that provide direct medical care, Pathfinders in Milwaukee and YES in University City, each have a registered nurse who regularly visits the project. All youth who receive housing from YES are required by state law to have a general physical examination.

In terms of emergency medical care, staff at all projects have completed a general first aid course. In addition, all projects have access to the emergency rooms of local hospitals and several have established formal agreements with local physicians.

- Legal Aid

All but one of the 20 evaluation sites have developed specific linkages with local legal aid societies or have made formal arrangements with local attorneys to provide legal assistance to those clients requesting the service. Only one of the projects, Safe Space Station in Cleveland, however, has an attorney on staff. In this instance, the project director said that the presence of an attorney on staff is very useful not only in dealing with the juvenile court authorities and police but also in general advocacy work with other public agencies such as the department of social services and the schools in those cases where the youth's rights are

jeopardized. In general, the evaluation sites indicated that a youth or parent will rarely request formal legal assistance, although they added that when such a request is made they do have the resources to respond swiftly.

- Clothing

All but two of the 20 evaluation sites can provide emergency clothing to clients. Usually, this clothing has been donated by local charitable organizations or has been left at the project by former clients.

Necessary Service Procedures. All of the projects studied were rated as adequately maintaining the necessary referral and coordination linkages with other agencies (the first service procedure required for Goal 1). However, the ratings on the other service procedure -- the types of referrals -- point to potential problems for a number of projects. Seven projects receive less than half of their clients from self-referrals, referrals from other youth, or referrals from other community-based youth-serving agencies. In these seven cases, projects relied heavily on referrals from local police, juvenile court officials, and social service departments. Four of the seven projects also maintain limited outreach efforts which, to some degree, explains their reliance on referrals from public agencies. For example, in both Nashville, TN, and Charleston, SC, where community attitudes curtail the extent of the project's community education efforts, the projects would be expected to rely on other agencies to make their program known and available to youth in crisis. In other cases, such as Albuquerque and Denver, the projects are provided a stipend for housing clients referred by the local social service agency or juvenile courts. In still other cases, such as Tucson and University City, the projects are used by the local juvenile court as diversion programs for status offenders. In all cases, projects that rely on public agencies for a significant proportion of their client referrals feel that by doing so they are responding to the specific needs of youth in the community and are filling a gap in the local youth service network.

Each of the services and service procedures identified as necessary to operationalizing Goal 1 is intended to measure whether a runaway project

is visible and accessible to runaway youth in need of crisis services. However, a negative rating on any one of these procedures is a warning sign rather than a final answer about project success in operationalizing Goal 1. Those projects that do not meet two or more of these identified key services or service procedures need to reexamine their role in the community vis-a-vis the provision of crisis services to runaway youth and probably should consider shifting some staff time and money into the areas of outreach, community education, and increasing the accessibility of project services to runaway youth who have not been referred by another agency.¹

OPERATIONALIZATION OF GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Service Requirements for the Operationalization of Goal 2

Essential Services: Three services have been identified as being essential services that a project must have in place in order to operationalize Goal 2:

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

These are the services that are necessary in order to understand family problems, to involve the entire family in problem reduction, and to identify the resources that will be necessary to effect a long-term improvement in family functioning.

Supplementary Services. In addition to the three essential services for Goal 2, four supplementary services may be needed in order to effectively resolve family problems. These supplementary services are the following:

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

¹As discussed in Chapter 6, the client impact analysis found that the presence or absence of outreach services did not influence the extent to which projects achieved positive client impact in terms of the Goal 1 indicators.

Temporary shelter, although it may not be necessary in all cases, can provide a needed "cooling-off period" for both youth and other family members in a crisis situation. Advocacy, follow-up, and aftercare may greatly increase the ability of a runaway project to respond to family needs and to make sure that services are provided to maintain family functioning after the initial crisis has been resolved.

Necessary Service Procedures. In addition to offering essential and supplementary services, the successful operationalization of Goal 2 depends on the maintenance of certain referral linkages. Thus, a necessary service procedure for Goal 2 is that the project maintain referral and coordination linkages with those agencies that offer counseling or other support services to parents and families, including the following:

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

Project Success in Operationalizing Goal 2

Essential Services. Table 3.5 summarizes the service ratings for all the evaluation sites on each of the requirements for the operationalization of Goal 2. As Table 3.5 shows, all 20 projects have an adequate capacity to provide the three essential services for this goal: individual counseling, family counseling, and information and referral. The source of project capacity to provide these services is shown in Table 3.6. Each of these services is usually provided directly by the project, except for information and referral services, where affiliate or component agencies significantly increase project capacity.

As with the services outlined for Goal 1, there is a wide variation in the extent, service delivery mechanisms, and content of family counseling services offered by runaway projects. Although all 20 of the evaluation sites provide family counseling services, only four of the projects perceive this service as one of the most essential components of their program. Unlike individual counseling, which is provided to

Table 3.5
Project Capacity to Operationalize Goal 2

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

Key: ✓ = Service capacity or procedure in place
0 = Service capacity or procedure limited or lacking

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

Table 3.6
 Source of Project Capacity to Operationalize Goal 2

Evaluation Site	Essential Services			Supplementary Services			
	Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up
Montpelier, VT	D	D	D/	D	D	D&R	D
New York City	D	D	D/	D	D	R	0
Huntington, NY	D/	D	D	D	D/	D/	D
Hyattsville, MD	D	D	D&R	D	D	D&R	0
Philadelphia, PA	D	D	D/	D&R	D	D&R	D
Charleston, WV	D	D	D/	D	D	D/	D
Louisville, KY	D	D	D/	D	D/	R	D
Nashville, TN	D	D	D	D	D	D&R	D
Charleston, SC	D	D/	D	D	D	D&R	D
Cleveland, OH	D	D	D/	D	D	D&R	D
Chicago, IL*	D	D	D/	D	D/	D/	D
Ann Arbor, MI	D	D&R	D	D	D	D&R	D
Milwaukee, WI	D	D	D	D	D	D&R	D
New Orleans, LA	D	D	D/	D	D/	D&R	D
Albuquerque, NM	D	D	D	D	D&R	D&R	D
University City	D	D	D	D	D	D&R	D
Denver, CO	D	D	D	D	D	D	0
Berkeley, CA	D	D	D	D	D	D&R	D
Tucson, AZ	D	D	D	D	D	D	D
Burlington, WA	D	D	D	D	D	D&R	0

Key: D = Offered directly by project

D/ = Offered directly, with service capacity increased by affiliate or component program

R = Offered by referral

0 = Service not offered

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

virtually all youth considered "clients" by the project, the provision of family counseling is limited (1) by the youth having a family and (2) by the family's willingness to participate in project services. Among the 20 projects, the percentages of clients whose parents participated in family counseling was reported as being nearly 100% at the projects in Burlington and Nashville, and less than 50% at the projects in New York City and Albuquerque. With the exception of Burlington, which perceives itself as primarily a family-oriented program, projects consider family counseling to be an essential service for only a specific subgroup of their client population.

In general, family counseling sessions provided by the projects are used to discuss relationships among family members and to improve communication within the family unit. Roughly half of the projects use family counseling sessions to establish specific goals or agreements between the youth and parents aimed at gradually moving the parents and youth to some common understanding of their problems and the specific ways in which these problems can be resolved. Family counseling sessions are usually scheduled in advance, although all projects have the capacity to provide emergency counseling sessions if required. The initial family counseling session is usually held within the first few days of a youth's entrance into the project, but it is never scheduled if the project's staff feel that such a session would be detrimental to either the parents or youth. While several of the projects expressed the desire to develop a more intensive family therapy component, projects currently limit their family counseling efforts to two-to-ten sessions per client and focus on resolving the most pressing family conflicts. For those families requiring more intensive assistance, all of the projects have established referral linkages with other local facilities that specialize in family counseling and therapy. These include private family counseling services, community mental health agencies, and local protective service agencies.

The key limitations projects listed as reducing their ability to provide effective family counseling include the reluctance of parents to participate, the limited ability of staff to effectively provide

in-depth family counseling, and the general limitation imposed upon projects designed primarily to serve youth in crisis to engage in any long-term counseling efforts with families. While each project in the sample indicated that working with a youth's family is usually the ideal, best course of action, the reality is that many parents will not become involved in project services, feeling that the project is "anti-parent." While such attitudes are rarely based on specific facts, such an image does limit the attractiveness of the project as a family counseling center. Also, the nature of the project's client population has a significant impact on its provision of family counseling. Given limited resources and limited staff, a project will seek to develop a program that can best address the needs of its specific client population. In projects such as New York City and Cleveland, where the majority of their clients have virtually no families which can be involved in counseling, maintaining a staff with extensive experience in family counseling and maintaining linkages with numerous family counseling centers become lower priorities. In contrast, those projects where the majority of youth are returned home, such as Oasis House in Nashville and Skagit Group Ranch Homes in Burlington, one would expect to, and does, find a greater emphasis on family counseling skills and on numerous linkages with other family counseling centers.

Supplementary Services. Table 3.3 shows that 13 out of the 20 evaluation sites have an adequate capacity to provide the supplementary services for Goal 2. The remaining seven projects have a limited capacity to offer either follow-up services or aftercare services, or both. The reasons for limited capacity in these service areas will be fully discussed under Goals 3 and 4. In addition, the client impact component did provide further insights as to the importance of project follow-up and aftercare services for the successful resolution of family problems.

Necessary Service Procedures. All of the projects studied were rated as adequately maintaining referral and coordination linkages with other family counseling and family support agencies in the community and with public social service and welfare agencies. The additional community resources for family counseling and support services are extensive in some of the evaluation sites, such as Huntington, where sophisticated community mental health networks exist, but are extremely limited in others. In all sites, however, the projects demonstrated a clear commitment to identifying family support agencies within their communities and establishing solid working relationships with these agencies. Crossroads in Charleston, SC, for example, considers the identification of families needing in-depth counseling and the referral of these families to a six-week family counseling program offered by the local Youth Service Bureau as one of the key local goals of its program.

OPERATIONALIZATION OF GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Service Requirements for the Operationalization of Goal 3

Essential Services. In order to secure stable living conditions for youth following the termination of temporary shelter, the following five services are essential:

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

Individual counseling and family counseling are necessary in order to explore the severity of family problems, to discuss the available options for a future living situation for the youth, and to help the family members determine what living situation would be best for the youth and family. Information and referral, placement services, and project follow-up are needed in order to implement whatever decision is made by the youth and

family. For some projects, the most appropriate living situation for the clients they serve is back at home with their parents. For these projects, the operationalization of Goal 3 is closely linked with the operationalization of Goal 2 -- resolving family problems. For other projects, which serve clients with more severe family problems, a majority of these youth do not return home. For these projects, the operationalization of Goal 3 involves the identification of other living arrangements and involvement in whatever legal and bureaucratic actions are necessary to effect a change in the youth's residence. Regardless of the youth's ultimate placement, follow-up contact is essential in determining if the new placement is working out successfully.

Supplementary Services. In addition to these five essential services, two additional services may be necessary for ensuring stable, long-range living conditions. These services are

- advocacy, and
- aftercare.

Securing a stable long-term placement for a youth involves not only locating an appropriate living situation but also may involve assisting the youth in resolving difficulties with other public agencies. For example, a youth may be having problems in school which are resulting in increased tensions at home. In order to reduce the conflict between the youth and parents so the youth can remain home, the project staff may also need to work with local school officials in developing a solution to the problem. Consequently, advocacy services can serve as an important supplementary service for this goal. In addition, aftercare has also been identified as a supplementary service for Goal 3, as ongoing project contact with a youth may be necessary in order to determine whether a placement is actually the best place for the youth.

Necessary Service Procedures. We have identified one additional requirement that we believe is critical to the successful operationalization of Goal 3: the maintenance of referral and coordination

linkages with those community agencies involved in providing long-term, out-of-home placements for youth, including local alternative placement facilities, social service agencies, and probation departments and local juvenile court authorities. The maintenance of these linkages is especially important for the accomplishment of Goal 3 because runaway projects usually have only a very limited ability to directly make placement decisions. In most cases, the projects must try to intervene in social service department procedures to arrange the placements they believe will be best for the youth and family. Thus, the more extensive the working relationship with the agency actually responsible for making out-of-home placements, the greater the opportunity for actually influencing the ultimate placement decision.

Project Success in Operationalizing Goal 3

Essential Services. Table 3.7 summarizes the service ratings for the 20 evaluation sites on each of the requirements for the operationalization of Goal 3, and Table 3.8 identifies the source of these services. As Table 3.7 shows, 14 of the 20 programs have an adequate capacity to provide each of the essential services for Goal 3. The remaining six projects each lack formal follow-up procedures, with Denver also lacking placement services. Summaries of the extent and manner in which the projects provided both follow-up and placement services are outlined below.

Table 3.7

Project Capacity to Operationalize Goal 3

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

Key: ✓ = Service capacity or procedure in place
 0 = Service capacity or procedure limited or lacking

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

Table 3.8

Source of Project Capacity to Operationalize Goal 3

Evaluation Site	Essential Services					Supplemental Services	
	Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare
Montpelier, VT	D	D	D	D/	D&R	D	D&R
New York City	D	D	0	D/	D&R	D	R
Huntington, NY	D/	D	D	D	D&R	D/	D/
Hyattsville, MD	D	D	0	D&R	D&R	D	D&R
Philadelphia, PA	D	D	D	D/	D&R	D	D&R
Charleston, WV	D	D	D	D/	D&R	D	D/
Louisville, KY	D	D	D	D/	D&R	D/	R
Nashville, TN	D	D	D	D	D&R	D	D&R
Charleston, NC	D	D/	D	D	D&R	D	D&R
Cleveland, OH	D	D	D	D/	D&R	D	D&R
Chicago, IL*	D	D	D	D/	D&R	D/	D/
Ann Arbor, MI	D	D&R	D	D	D&R	D	D&R
Milwaukee, WI	D	D	D	D	D&R	D	D&R
New Orleans, LA	D	D	0	D/	D&R	D/	D&R
Albuquerque, NM	D	D	D	D	D&R	D&R	D&R
University City	D	D	D	D	D&R	D	D&R
Denver, CO	D	D	0	D	D&R	D	D
Berkeley, CA	D	D	D**	D	D&R	D	D&R
Tucson, AZ	D	D	D	D	R	D	D
Burlington, WA	D	D	0	D	D	D	D&R

Key: D = Offered directly by project

D/ = Offered directly, with service capacity increased by affiliate or component program

R = Offered by referral

0 = Service not offered

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

** Although Berkeley Youth Alternatives has developed a specific follow-up procedure, the project was not conducting regular follow-up calls at the time of the BPA site visit due to a staff shortage.

- Follow-Up

Under our definition, follow-up refers to a very specific procedure employed by the projects to maintain some degree of ongoing contact with the youth and families to whom they have provided services. Of the 20 evaluation sites, 14 had incorporated formal procedures for contacting youth at some specified point in time following their official "termination" from the project's service program. Twelve of the 14 projects telephone the youth and families, while two projects mail short questionnaires to their clients. Among those projects which telephone their former clients, nine have adopted a schedule which requires two or three follow-up contacts. In these cases, the youth (and parents if they have received services) are usually contacted within one month following termination and again three-to-six months later. Generally, these contacts are used to determine the youth's general situation, the stability of the current living arrangement, and any additional services the youth or family might require. These contacts, which are made by the counseling staff or by trained volunteers, are usually brief (under ten minutes) although they can be longer if the client's situation has deteriorated since termination. Project staff generally perceive follow-up as expanding the support a project can provide its clients. The contacts are used to re-emphasize the fact that the youth or family does not have to face problems on its own and that an external support system exists. In all cases, the results of these contacts are recorded in the client's case file.

Six of the 20 evaluation sites were not conducting formal follow-ups at the time of the BPA site visit, citing such reasons as limited staff resources or a philosophical stance against structured, prolonged contact with former clients. At the project in New Orleans, for example, the staff stated that they generally have a post-termination contact with roughly 40% of their clients. This contact, however, is usually informal and involves the counselor and youth "happening" to see each other in the community. They feel that formal, pre-determined follow-up might build a dependency on the project that would, in the long run, diminish the clients' capacity to effectively deal with their problems. In other cases, such as

Project Contact in New York City, the type of client the project generally serves (i.e., those youth who cannot be reunited with their families) limits the appropriateness of a follow-up contact. These youth are generally placed in group homes or independent living programs that have their own counseling and service philosophy. The staff of Project Contact feels a follow-up contact to these youth might disrupt the service strategy of the new agency.

In addition to these limitations, a number of projects, including those which provide follow-up, cited limited staff time as the single largest barrier to following up on former clients. Staff at the 20 evaluation sites are often drawn away from making follow-up contacts in order to deal with the immediate needs of current clients. While 14 projects were found to provide this service, it usually requires that either the counseling staff makes these calls when they are not officially on duty or that the project trains a core group of volunteers to provide the service.

- Placement

Obtaining adequate, stable, long-term placements for their clients is a primary goal for all of the 20 evaluation sites. While the majority of projects continue to place most of the clients back home with their families, there is a substantial minority of clients who cannot, for various reasons, be reunited with their families and, therefore, who require alternative placement options. Project involvement in identifying these options ranges from a simple referral to the public agency legally mandated to authorize out-of-home placements to extensive participation in identifying all of the housing options available to the youth and actually authorizing a specific placement. Of the 20 projects, only one (Skagit Group Ranch Homes) is licensed to make out-of-home placements based on its staff's assessment of a youth's situation. While the other 19 projects all must refer youth requiring placements to other agencies (such as the department of social services and juvenile court), the staff at several projects will remain involved in the case, often acting as an advocate for the youth to ensure that the most appropriate available placement is made. For example, at Project Contact in New York City, the staff estimate that they spend about

half of their time on the telephone with various long-term group homes in an effort to ensure their clients receive the "best possible" placement. The counselor and the youth often have several counseling sessions discussing the pros and cons of various group homes or independent living programs. Once the youth has prioritized his or her options, the counselor will then work with the Bureau of Child Welfare in trying to place the youth in the setting deemed most appropriate. The counselor will often write letters of recommendation or telephone the group home directly in order to ensure a favorable review of the youth's case.

In other projects, the staff will spend less energy in selecting the actual placement, choosing instead to focus their efforts on counseling youth regarding the idea of an out-of-home placement. Pathfinders in Milwaukee, for example, often provides counseling to both the youth and parents regarding the reasons for placing the youth in a group home or other non-family setting. The staff at Crossroads in Charleston, SC, also uses counseling as a way of helping the youth accept their eventual placements.

The key factors the projects listed as limiting their ability to offer a greater range of placement options to their clients include the reluctance of foster families to accept teenagers (especially those over 15); the shortage of non-delinquent group homes; the almost total lack of interim shelter (i.e., three-to-six month shelter facilities); and the bureaucracy and paperwork involved in securing out-of-home placements. In addition, two projects cited specific legal barriers that complicated their efforts: in New York, those youth 16 years or older cannot be placed through the Bureau of Child Welfare, while in West Virginia the parents must go to court and relinquish their rights as parents before the state will authorize a long-term placement. To overcome these barriers, several projects have established their own longer-term shelter programs (see "Long-Term Shelter" summary in Appendix E). In other projects, such as those in Montpelier, Chicago, and New Orleans, the staff will explore the youth's network of friends and extended family in an effort to find a suitable placement for the youth. The projects will, in these cases, attempt to obtain permission from the parents for these placements, thereby avoiding the need to go through the public bureaucracies.

Supplementary Services. The supplementary services for Goal 3 -- advocacy and aftercare -- are provided regularly by 16 of the 20 runaway projects. Advocacy services are not a problem for any of the 20 evaluation sites, while aftercare services cannot be provided to all clients who might need them at four projects. Fuller discussions of these two services are presented under Goal 4. The lack of aftercare services, while not as critical for Goal 3 as it is for Goal 4, probably makes it more difficult for these projects to ensure that placements are stable over the long run. As we discuss in Chapter 6, however, the client impact findings did indicate that projects with limited aftercare capacities were less successful in achieving certain of the Goal 3 client impact indicators than projects with a greater aftercare capacity.

Necessary Service Procedures. The service procedure necessary for successful operationalization of Goal 3 is in place at all 20 projects studied. While all projects have established these essential service linkages, it is clear from a review of the procedures projects follow in ensuring adequate long-term placements for clients that some projects have put more energy into this area than others.

OPERATIONALIZATION OF GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Requirements for the Operationalization of Goal 4

Essential Services. Four services have been identified as being essential services for the operationalization of Goal 4:

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

In combination, these services are necessary to give a youth insight into the nature of his or her problems, to help him or her understand the various options or courses of action that are possible, and to provide support and encouragement for making responsible decisions about the future.

Supplementary Services. In addition to the four essential services for Goal 4, three supplementary services have been identified:

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

Since future decisions for youth frequently involve decisions having to do with family relations, family counseling is an important service for this goal. Group counseling allows youth to see that their peers have similar problems and to explore possible decisions in a group setting. Finally, follow-up services allow a project to check up on whether a youth needs additional support after leaving temporary shelter.

Necessary Service Procedures. In addition to offering these essential and supplementary services, the successful operationalization of Goal 4 requires that the project maintain referral and coordination linkages with community agencies that can provide assistance to youth in resolving a wide range of problems, including:

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

Given limited resources and the diverse long-term needs of clients, such linkages are essential if a project hopes to sustain the capacity to operationalize Goal 4.

Project Success in Operationalizing Goal 4

Essential Services. As shown in Table 3.9, 16 of the 20 evaluation sites had an adequate capacity to provide each of the essential services for Goal 4. The remaining four projects each lacked an adequate capacity to provide aftercare services to clients, although they had the other three essential services in place. Table 3.10 presents the source of the essential and supplemental services for Goal 4. Discussions regarding the range and limitations in the way projects provide both aftercare and advocacy services are summarized below.

• Aftercare

Aftercare is one of the few services specifically mandated by the Runaway Youth Act. Among the 20 evaluation sites, all projects demonstrated an understanding of the requirement that they provide their clients with the option of receiving services on an aftercare basis. At least four projects, however, had not yet developed a formal aftercare program or a systematic procedure for making aftercare available to all clients. While these four projects, located in Denver, New Orleans, Tucson, and University City, provide some aftercare services, they are unable or unwilling to provide aftercare services to all clients requiring such assistance. In at least one instance, that of Progidal House in Denver, the project has adopted a stance that discourages youth from seeking ongoing assistance. In Denver, youth are asked not to contact the project for at least 30 days following termination in order to force the youth to begin making his or her own decisions regarding the future. In New Orleans, the project will not refuse to serve a former client in crisis, but it does encourage its former clients to first attempt to resolve their problems on their own. The project feels strongly that for certain clients continued unquestioned support tends to build up a dependency on the project which, in the long run, limits the youth's capacity to effectively deal with his or her own future. In University City and Tucson, the failure to develop an effective aftercare program stems less from philosophical reasons than from the reality of their limited funding and staff resources. Both projects

Table 3.10

Source of Project Capacity to Operationalize Goal 4

Evaluation Site	Essential Services				Supplementary Services		
	Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up
Montpelier, VT	D	D	D/	D&R	D	D	D
New York City	D	D	D/	R	D	D	0
Huntington, NY	D/	D/	D	D/	D	D	D
Hyattsville, MD	D	D	D&R	D&R	D	D	0
Philadelphia, PA	D	D	D/	D&R	D	0	D
Charleston, WV	D	D	D/	D/	D	D	D
Louisville, KY	D	D/	D/	R	D	D	D
Nashville, TN	D	D	D	D&R	D	D	D
Charleston, SC	D	D	D	D&R	D/	D	D
Cleveland, OH	D	D	D/	D&R	D	D	D
Chicago, IL*	D	D/	D/	D/	D	D	D
Ann Arbor, MI	D	D	D	D&R	D&R	0	D
Milwaukee, WI	D	D	D	D&R	D	D	D
New Orleans, LA	D	D/	D/	D&R	D	D	D
Albuquerque, NM	D	D&R	D	D&R	D	D	D
University City	D	D	D	D&R	D	D	D
Denver, CO	D	D	D	D	D	D	0
Berkeley, CA	D	D	D	D&R	D	D	D**
Tucson, AZ	D	D	D	D	D	D	D
Burlington, WA	D	D	D	D&R	D	R	0

Key: D = Offered directly by project

D/ = Offered directly with service capacity increased by affiliate or component program

R = Offered by referral

0 = Service not offered

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

** Although Berkeley Youth Alternatives has developed a specific follow-up procedure, the project was not conducting regular follow-up calls at the time of the BPA site visit due to a staff shortage.

provide crisis intervention services to large numbers of youth, and while both would like to do more in the area of aftercare, their current resources are utilized primarily in addressing the immediate and short-range needs of their clients. To the extent possible, both projects refer those clients who need further counseling or support services to other existing community resources. Even these referrals, however, are limited to the time a staff member can find to explore long-range options with the clients and to provide guidance in selecting the most appropriate service resources.

The remaining 16 of the 20 evaluation sites have developed at least a minimum capacity to provide aftercare services. This "minimum capacity" involves establishing solid linkages with various public and private counseling and service organizations within the local community, counseling clients about the various options available to them, and working with the clients (and often the staff of the other agencies) in selecting the most appropriate resources. While a project might not provide this service to all of its clients, it will provide it to those who either request the assistance or demonstrate a clear need for further counseling or support services. Rather than viewing aftercare as building a dependency on the project, these projects consider aftercare as being a critical form of emotional support for former clients. The services most frequently requested by youth and parents following termination include counseling, both individual and family; advocacy; tutoring or educational programs; and job counseling or job training programs. Of the 16 projects that regularly provide aftercare services, two provide aftercare only through referral to other agencies, three provide aftercare directly and through their parent organization or sister agency, and eleven provide aftercare through some combination of direct services and referrals.

The formality of the aftercare programs varied greatly among the evaluation sites. For example, all of the clients housed by Safe Space Station in Cleveland are scheduled for at least one additional individual counseling session at the time they are formally terminated, and at Pathfinders in Milwaukee, clients are provided with a minimum of five individual counseling sessions. Crossroads in Charleston, SC, combines individual

counseling sessions with its follow-up telephone calls, contacting all clients one week, one month, and three months following termination. Patchwork in Charleston, WV, relies on its sister agency, Checkpoint, to provide aftercare services to its former clients. While the specific number and types of services the clients receive from Checkpoint varies according to the particular circumstances of each youth, all clients willing to participate receive aftercare services for a period of 16 weeks following termination. For at least three of the projects, the provision of aftercare is considered an essential component of the project's overall program. In other words, clients are not officially "terminated" by the project until they receive a number of counseling sessions following the resolution of the immediate crisis. West Town Community Services in Chicago, Skagit Group Ranch Homes in Burlington, and Sanctuary in Huntington all share this approach to service delivery. All three projects focus their attention not only on resolving the immediate crisis episode but also continue to work with the youth and family until the situation has stabilized. While most projects maintain an active case file on their clients for two to three weeks, these projects work with clients for several months before "terminating" the case.

The factors projects listed as limiting their capacity to expand their aftercare programs include limited staff time and financial resources and the unwillingness of youth and parents to accept additional services after the immediate crisis has been resolved. Staff at BYA in Berkeley said that, while aftercare can be provided to the majority of their clients, those clients who are most in need of additional counseling are most often those who refuse it.

- Advocacy

In general, the 20 evaluation sites consider the provision of advocacy services as a way of helping a youth "through the bureaucratic maze" of such public agencies as the school system, welfare department, juvenile court, and probation department. Basically, the projects see

the service as a means of helping the youth (and, less frequently, his or her parents) cope with the system. In at least three cases (Voyage House in Philadelphia, Ozone House in Ann Arbor, and The Greenhouse in New Orleans), the provision of advocacy services is seen as fulfilling an essential part of the project's philosophy and has been a core service since their inception. In contrast, advocacy efforts have evolved slowly at Open Inn in Tucson, where the staff have found themselves increasingly involved in monitoring public agencies in order to ensure that their clients receive the services to which they are entitled.

Advocacy services most frequently involve staff contacting local school officials, departments of social services, or police and juvenile court officials. In resolving a youth's problem with these agencies, the staff may need to make a single telephone call or have a single meeting with the appropriate official. In other cases, however, the advocacy effort may involve numerous calls and several visits with and without the youth in order to untangle a particular bureaucratic pile of red tape or paperwork. Of the 20 evaluation sites, nine projects indicated that some advocacy services are provided to each client they see, while the remaining eleven projects indicated that at least half of the youth they serve require advocacy services.

In addition to providing client-specific advocacy, a number of the projects are involved in general advocacy efforts designed to improve the overall status of youth and youth services in their community. Twelve of the 20 evaluation sites listed this type of class advocacy as one of their specific program goals. These efforts range from establishing "watchdog committees" to oversee the provision of youth services at the local or state level, to advocating for specific legislative changes both in their respective State Assemblies and in the Congress. The project directors and staff at these projects feel that the Runaway Youth Act mandates them not only to resolve the problems of youth coming to their projects for services but also to serve as advocates for youth in general within their local service communities and political environments. The intent of legislative lobbying, increasing the visibility of the problems youth face, and building service networks with other youth

serving agencies is to improve the general social and political conditions in which agencies must operate and youth must live.

The key factors projects cited as limiting their capacity to effectively provide advocacy services included limited staff time and financial resources; the limited impact these efforts generally have on the system; the negative attitude of certain public service providers toward the youth and the project; the inflexible nature of traditional youth service programs; and the public's often punitive attitude toward youth, especially status offenders.

Supplementary Services. The provision of the supplementary services for Goal 4 are problematic at 12 of the 20 runaway projects studied. Six projects do not have an adequate capacity for group counseling, and an additional six projects do not provide formal follow-up services. Project difficulties in providing formal follow-up services have already been discussed under Goal 3. The limitations and range in providing group counseling services are outlined below.

- Group Counseling

Fourteen of the 20 evaluation sites provide regular group counseling sessions for their clients. These sessions are generally scheduled in the early evenings and limited to those youth receiving shelter from the project. However, those projects that do not operate temporary shelter facilities (such as the projects in Burlington and Montpelier) also provide group counseling sessions not only to those youth housed in one of their volunteer foster homes, but also to youth who are living at home but are participating in the project's counseling program. Also, youth who have previously been housed by a project may continue to attend regularly scheduled group counseling sessions if project policy allows it (group counseling at Project Contact in New York City, for example, is limited to those youth currently housed at the project's Crash Pad).

While general topics might or might not be predetermined for each group counseling session, the nature of the discussion and the specific problems addressed usually come from the youth participating in each session. The projects see group counseling as an opportunity for youth to discuss their problems with others experiencing similar difficulties

and as a way of improving a youth's social skills. In both Charleston, WV, and New Orleans, LA, for example, the projects feel that the sessions provide their clients with more support and assistance than can often be realized through individual counseling. In contrast, group sessions in Huntington are focused on specific topics (such as independent living skills) and are used to help youth realize the benefits and problems of living on their own.

The importance of group counseling varied greatly among the sample projects, ranging from being one of the most essential services offered to being considered as having limited utility. For example, group counseling is held twice daily at three projects; four times a week in one project; three times a week at three projects; and twice a week at three projects. Attendance at these sessions is generally mandatory for those youth currently considered active clients. In certain projects, however, such as those evaluation sites in Cleveland, Burlington, Chicago, and Denver, attendance is not mandatory and the service is given a relatively low priority in terms of staff time. In these projects, group counseling is not seen as the most effective use of scarce resources.

The key limitations to providing additional group counseling sessions cited by the projects included the need to have at least three youth either living in the house or available to attend the session; the lack of interest on the part of youth; and the need for staff time to develop more innovative approaches to the provision of group counseling. Some projects, such as the evaluation site in Nashville, feel that if additional staff time were available, a more structured comprehensive group counseling effort could be developed which would address the wider range of problems that youth face. Several projects, such as Patchwork in Charleston, WV, and Voyage House in Philadelphia, PA, also indicated that other responsibilities and the individual needs of youth often detract from efforts to develop a group counseling program.

Necessary Service Procedures. All of the projects were rated as adequately maintaining referral and coordination linkages with other agencies in the community that are relevant to decision-making by project clients.

These referral linkages frequently include working relationships with programs providing drug counseling, pregnancy counseling, job counseling, job training, job placement, legal assistance, educational assistance, and independent living programs, among others.

PROJECT PERFORMANCE ACROSS THE FOUR NATIONAL GOALS

In reviewing project performance across the four legislative goals, we consider a project to have met the minimum requirements for a goal if all of the essential services for that goal are in place. Table 3.11 summarizes project success in achieving the minimum requirements necessary for operationalizing each of the national goals. As Table 3.11 shows, nine projects have all the essential services in place for each of the four national goals, and seven of the 20 projects studied have an adequate capacity to provide all essential services for three of the goals, but have a limited capacity to operationalize one goal. For those projects that have difficulty in operationalizing Goal 1, the single missing service is outreach. For those projects rated as lacking an essential service for Goal 3, the problematic service is follow-up; and for projects rated as deficient on Goal 4, the service with limited capacity is aftercare.

Four of the runaway projects studied had difficulty operationalizing two or more national goals, according to the service rating scheme employed. Each of these projects has a limited capacity to provide follow-up and, in addition, was lacking an ability to provide either aftercare service or outreach services or both.

The validity of the service rating methodology utilized in this evaluation of goal operationalization has been checked by comparing these findings to the client impact data for each of the four goals. Although the "experts in the field" identified each of the essential services for a goal as being necessary for the successful operationalization of that goal, the comparative analysis found that not all the identified "essential" services influenced the extent to which positive client impact was achieved. These findings are discussed in Chapter 6.

Table 3.11

Project Performance Across the Four National Goals

	Goal 1	Goal 2	Goal 3	Goal 4
<u>Group A: Projects which have successfully met the minimum requirements for operationalizing all four goals</u>				
Ann Arbor, MI	✓	✓	✓	✓
Charleston, WV	✓	✓	✓	✓
Chicago, IL*	✓	✓	✓	✓
Cleveland, OH	✓	✓	✓	✓
Huntington, NY	✓	✓	✓	✓
Louisville, KY	✓	✓	✓	✓
Milwaukee, WI	✓	✓	✓	✓
Montpelier, VT	✓	✓	✓	✓
Philadelphia, PA	✓	✓	✓	✓
<u>Group B: Projects which demonstrated limited capacity in one goal</u>				
Albuquerque, NM	0	✓	✓	✓
Burlington, WA	✓	✓	0	✓
Charleston, SC	0	✓	✓	✓
Nashville, TN	0	✓	✓	✓
New York City	✓	✓	0	✓
Tucson, AZ	✓	✓	✓	0
University City, MO	✓	✓	✓	0
<u>Group C: Projects which demonstrated limited capacity in more than one goal</u>				
Berkeley, CA	0	✓	0	✓
Denver, CO	0	✓	0	0
Hyattsville, MD	0	✓	0	✓
New Orleans, LA	✓	✓	0	0

Key: ✓ = All essential services in place
0 = Some essential services lacking

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

CONCLUSION: PERFORMANCE ON THE GOAL-SPECIFIC GUIDELINES

The analysis of the capacity of each project to achieve the goal-specific guidelines as discussed in this chapter can be summarized as follows:

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

Fourteen of the 20 evaluation sites were found to have an adequate capacity to provide the five essential services outlined for Goal 1. These services include outreach, information and referral services, individual intake, temporary shelter, and individual counseling. The six projects that failed to demonstrate an adequate capacity to operationalize this goal were all rated as having a limited capacity to provide outreach services. In terms of the supplementary services outlined for Goal 1, including family counseling, medical services, legal services, and clothing, one of the evaluation sites failed to provide adequate legal services to its clients either directly or through referral, and two projects did not have adequate capacity to provide clothing. All 20 of the evaluation sites had established adequate service linkages with other local emergency service providers such as the police, juvenile courts, social services, local schools, hospitals, and other runaway centers and crisis intervention units. In terms of the second operating procedure identified under Goal 1, that of projects receiving the majority of their clients from non-public referral sources, seven projects receive less than half of their clients from self-referrals, referrals from other youth, or referrals from other community-based youth-serving agencies. In all cases, however, those projects that rely on public agencies for a number of their client referrals feel that by doing so they are responding to the specific needs of youth in their community and are filling a gap in the local youth service network.

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

All of the projects studied had an adequate capacity to provide the three essential services outlined for Goal 2. These services include individual counseling, family counseling, and information and referral services. Twelve of the 20 projects demonstrated an adequate capacity to provide all four supplementary services for Goal 2, including temporary shelter, advocacy, follow-up, and aftercare. The eight projects that did not demonstrate this capacity were found to be limited in the areas of follow-up and/or aftercare. All 20 projects in the sample, however, did demonstrate solid working relationships with those agencies in their communities which offer extended support to parents and families, including family counseling centers and social service and welfare agencies.

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

Six of the 20 projects in the evaluation sample were found to have a limited or no capacity to provide follow-up services, one of the five services considered essential for operationalizing this goal. In addition, one of the projects also indicated a limited capacity to provide placement services to those clients requiring alternative living arrangements. All 20 projects were found to have an adequate capacity to provide the three other essential services for this goal which include individual counseling, family counseling, and information and referral services. In terms of the two supplementary services identified for this goal, advocacy and aftercare, four of the projects demonstrated limited capacity to provide aftercare, while all 20 had an adequate capacity in terms of their advocacy services. All 20 projects also indicated that they had established sufficient working relationships with local alternative placement facilities, social service agencies,

probation departments, and local juvenile court authorities to ensure an adequate capacity to operationalize Goal 3.

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

Three of the four essential services for Goal 4, individual counseling, advocacy services, and information and referral services, are provided by each of the 20 projects studied. However, four projects have a limited capacity to provide aftercare, the fourth essential service for this goal. Three additional services, family counseling, group counseling, and follow-up services, were cited as being supplementary to successfully operationalizing Goal 4. Of these three services, all of the projects studied were found to have an adequate capacity to provide family counseling, while seven projects did not have an adequate capacity to provide follow-up services, and six projects failed to provide group counseling. All 20 projects studied demonstrated adequate working relationships with community agencies that can provide longer-term assistance to youth such as educational programs, job placement programs, job training programs, and ongoing counseling services.

Limitations to Achieving the Goal-Specific Guidelines

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

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

One of these four reasons was usually given by projects in explaining their limited capacity in certain service areas. Limited staff or financial resources was the barrier most frequently mentioned by the projects as limiting virtually all their services. The lack of community resources,

while also being cited in a number of service areas, had its most significant impact in terms of the placement options that the projects could offer youth and the longer-term counseling and support services (such as job programs and alternative schools) they could suggest to clients. The negative attitude of local residents was most frequently cited by projects that demonstrated limited client outreach and community education services.

The final category, that of project philosophy, was listed by a number of projects as the reason for their failure to develop outreach services, follow-up services, and extensive aftercare programs. For example, certain projects did not feel that continued outreach services, including both direct client outreach and community education efforts, was the most appropriate use of their limited resources, stating that the immediate needs of current clients had a higher priority. These projects saw outreach services as far more essential during the early years of a project's lifetime, diminishing in importance as the project became better established in the community. Some projects that demonstrated limited follow-up and aftercare services indicated that they did not focus on these areas because they did not wish to create an ongoing dependency relationship between themselves and their clients. These differences in philosophy will need to be carefully considered in any reassessment of the goals and key services mandated under the National Runaway Youth Program.

CHAPTER 4
RUNAWAY PROJECTS:
ACHIEVING A WELL-FUNCTIONING SYSTEM

INTRODUCTION

As we have previously discussed, certain important aspects of a runaway project's operation cannot be specifically linked to one of the legislative goals. Rather, these aspects of a project's performance speak to its overall capacity to operationalize its total program. In reviewing the various aspects of project functioning discussed under the seven construction variables, a number of practices have been identified as being key elements that must be established if the project is to be considered a well-functioning runaway youth service project. Many of these items have, in fact, been identified as key operating procedures of YDB in the past and are clearly articulated in the YDB-Program Performance Standards adopted in September 1976.. The remainder of these operating principles have emerged from BPA's work in evaluating other social service systems. In each case, research conducted in the runaway and other related fields suggests that the implementation of these elements will enhance a program's overall effectiveness. As with the goal-specific portion of our analysis, the ultimate objective is not solely to arrive at a group of "good" versus a group of "bad" projects but, rather, to isolate the elements of a project's operation that might limit its capacity to provide effective services and achieve its fullest potential.

KEY ELEMENTS OF A WELL-FUNCTIONING SYSTEM

While there is no single "right way" to meet the emergency and longer-range needs of runaway youth and their parents, certain program elements and community-wide operational policies have been found useful in developing

a well-functioning service system. These elements, when in place and functioning properly, provide a sound framework within which a project can then develop an effective, individualized program, tailored to meet the specific needs of its client population. In short, these elements cut across specific goals or program objectives and define a project's capacity to deliver needed services in an effective and appropriate manner, to maintain an efficient organization and management structure, and to develop in a manner that best reflects the changing needs of its target population and local community. While many projects utilized these structural and procedural aspects in similar ways or used them to increase their capacity to operationalize similar goals, such common usage was not always the case. Therefore, in order to compare performance across all 20 projects, we needed a set of common guidelines that could be fairly applied to the entire sample. We have identified 12 such essential elements as well as three additional procedures that, if implemented, do, in fact, enhance project functioning. The three additional procedures do not appear essential for a runaway youth project to meet the goals as defined in the national legislation. However, they can be extremely critical for some projects if they have articulated certain additional, local goals for their program. Because all projects do not share these local goals, we did not judge the performance of all projects in terms of these additional elements.

The 12 essential and three additional elements, presented according to our key construction variables, include:

Organizational Structure and Parameters:

- Degree of board influence.

Management:

- Written policy procedures,
- Regular performance reviews,
- Staff supervision,
- Staff communications,
- Planning.

Staff Characteristics:

- Staff training,
- Staff turnover,

- Staff morale,
- (Additional: Use of volunteers).

Client and Community Factors:

- Referral linkages,
- (Additional: Network participation).

Youth Participation:

- Youth participation in developing his or her own treatment plan,
- Project's overall commitment to youth participation,
- (Additional: Use of youth as board members and volunteers).

Before looking at the performance of the 20 projects in terms of these 12 guidelines, we will briefly outline each guideline and the rationale behind its classification as an essential element of a well-functioning service system. Appendix C further outlines the specific operating procedures required to adequately implement these 12 guidelines

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

(a) Projects rated as having an "influential" board have been given a "1".

(b) Projects rated as having a board with "minimal" influence have been given a "0".

Rationale: Under the conditions outlined in the YDB Program Performance Standards, projects are encouraged, but not required, to have a policy or advisory board.¹ However, with the exception of one project (Charleston, SC), all of the projects in the evaluation sample have developed local boards and use them to various degrees. We believe that an active board, either policy-making or advisory, can be an asset to a project, assisting with the mundane tasks of raising private donations, generating community support and, most importantly, serving as a sounding board for new project

¹YDB's Program Performance Standards strongly encourage the projects to establish active advisory or policy-making boards which are representative of a cross-section of the community. Section 314 of the Runaway Youth Act states that "the Federal Government cannot...control...the staffing and personnel decisions of facilities receiving Federal funds." Therefore

policies and program directions. While we have not stipulated the ideal composition for such a board, a board that includes representatives of the local public service sector, community leaders, and youth would be able to initiate the kind of coordination essential for a well-functioning community youth service system. In addition, it could serve as a vehicle for informing the general community and the public service sector about the project's services. A project that operates with an active, influential board will be more likely to be well-informed about community activities, more visible to the public, and more in touch with the service gaps and concerns of its community.

- Guideline 2:** The project shall have developed a set of written policy procedures covering administrative as well as service-related issues.
- (a) Projects that have written policy procedures have been rated a "1".
 - (b) Projects that do not have written policy procedures have been rated a "0".

Rationale: The development of clear, written policy procedures is an operational practice that the projects have been directed to incorporate into their service delivery system by the YDB Program Performance Standards. While written policies cannot ensure that a project will have sound operating procedures, a written policy manual does identify to the staff, as well as to other agencies, the project's approach to service delivery and its overall method of operating. Written policy procedures also eliminate confusion over practices and minimize disruption during periods of staff turnover or changes in project leadership. Consequently, a project without such written procedures is at a distinct disadvantage in the areas of staff communication and coordination.

- Guideline 3:** The project shall have formal procedures for regularly reviewing staff performance.
- (a) Projects that have formal staff reviews have been rated a "1".
 - (b) Projects that do not have formal staff reviews have been rated a "0".

Rationale: The benefits to be derived from at least annual reviews of each staff member's performance are substantial regardless of a project's size. The careful analysis of a staff member's understanding of the project's goals, objectives, and procedures, relationships to project clients, and working relationship with other project staff is a very basic first step in monitoring the quality of a project's service delivery system. In addition, annual reviews can provide each staff member with a reference point against which to judge his or her growth as a professional.

- Guideline 4:** The project shall have a system for the ongoing and careful supervision of all counseling staff.
- (a) Projects rated as having "continuous" supervision have been given a "1".
 - (b) Projects rated as having "limited" supervision have been given a "0".

Rationale: Regardless of a project's size or the qualifications of its staff, ongoing supervision of the counseling staff by either the project director or a designated counseling supervisor not only ensures the appropriateness of the services being provided to youth and families but also acts as a support mechanism for the staff. Many counselors can become frustrated by the lack of feedback regarding their case handling methods and the decisions they make regarding service suggestions and placement options for their clients. Case supervision can provide the support necessary to prevent such frustration.

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

- (a) Projects rated as having "excellent" staff communications have been given a "2".
- (b) Projects rated as having "adequate" staff communications have been given a "1".
- (c) Projects rated as having "problems" within their internal communication systems have been given a "0".

Rationale: As mentioned earlier, a well-functioning system must have in place mechanisms through which its policies and procedures can be communicated to all staff. This includes not only making new staff aware of project operations through organized and comprehensive orientation sessions, but also establishing an ongoing method for disseminating new policies or program changes to existing staff. Typically, these methods include such mechanisms as weekly staff meetings, maintaining a "log" in which all client contacts are recorded, maintaining clear case files on all clients, and distributing written memoranda when policy changes are suggested or approved. A project that fails to institute such procedures runs the risk of staff misinterpreting a policy or a client not being served in the most efficient manner. We have proposed a three-way rating under this indicator because we feel that the better a project's internal staff communication system, the better its overall operation will be.

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

- (a) Projects rated as having either a responsive or deliberate planning process have been given a "1".
- (b) Projects rated as having limited planning capacity have been given a "0".

Rationale: Planning may be defined as an effort to identify those areas in which a program falls short of what is desired, and then to develop and implement services that will reduce the gap between what is and what is desired. It is, simply stated, the process whereby a project sets a course for achieving its stated goals or objectives. Projects that attempt to proceed without some type of planning process run the risk of being pulled into unproductive program areas, of developing programs that operate at cross purposes, and of generally confusing staff, clients, and the local youth population. We have not rated one particular planning process as being more appropriate than another because, to a large extent, the planning process is a function of staff interests, community factors, and program design. Projects are rated only on the fact that a planning system has been put in place.

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

- (a) Projects rated as having an "extensive" training program have been given a "2".
- (b) Projects rated as having a "moderate" training program have been given a "1".
- (c) Projects rated as having a "limited" training program have been given a "0".

Rationale: Staff training opportunities, whether they are provided directly by the project or by outside sources, allow individual staff members to exchange ideas regarding service procedures and project policies. In addition, training sessions allow for project staff or other individuals who possess specific information or skills to pass on that expertise to other project staff. Such sessions provide an opportunity for counselors to share problems regarding working conditions or dealing with specific types of youth or families. For project directors

or supervisory staff, these sessions offer a chance to exchange ideas on how to deal with problematic organizational situations or various administrative responsibilities. Projects that do not provide these opportunities run a higher risk of worker "burnout" and frustration. Staff who do not have a constructive opportunity to discuss work problems or to develop ways of handling unique service issues are more likely to become frustrated and disenchanted with the project and their jobs.

- Guideline 8: The project shall experience low or moderate staff turnover in the past year.
- (a) Projects rated as having either low or moderate staff turnover have been given a "1".
 - (b) Projects rated as having high staff turnover have been given a "0".

Rationale: A project that experiences high turnover among its leadership and counselors runs a much higher risk of confusion over service delivery procedures, staffing patterns, and organizational direction. In addition, projects that continually have to orient new staff to their basic operating procedures have the energies of supervisory personnel diverted from monitoring ongoing service activities. Moreover, opportunities to develop unique ways to serve their client populations, to alter work patterns for the ongoing staff, or to develop more advanced training programs are minimized. While low or moderate staff turnover is not, in and of itself, an indicator of a well-functioning project, this situation does help create a more stable environment in which a project's program and its service delivery system can be further developed and improved.

- Guideline 9: The project shall maintain a working environment that produces positive staff morale.
- (a) Projects rated as having "excellent" staff morale have been given a "2".
 - (b) Projects rated as having "average" staff morale have been given a "1".
 - (c) Projects rated as having "low" staff morale have been given a "0".

Rationale: Maintaining a work environment in which staff feel comfortable and enthusiastic about their jobs is one of the best protections against worker "burnout." Because many of the projects are limited in the material benefits, such as salary and fringe benefits, they can offer to their staff, the presence of a creative, supportive, and interesting work environment becomes one of the key advantages of working at an alternative youth service agency. Given the demanding nature of crisis intervention work and the inherent frustrations of attempting to provide all the needed services to project clients with low program budgets and limited community resources, a project that is unable to establish a supportive work environment for its staff would be operating with a major handicap.

- Guideline 10: The project shall develop and implement a workable system for handling referrals both to and from its program.
- (a) Projects rated as having "solid" linkages have been given a "1".
 - (b) Projects rated as having "weak" linkages have been given a "0".

Rationale: No runaway youth project can operate in isolation from the other social service providers and youth-serving agencies within its community. In order to adequately meet the wide range of service demands placed on them by youth as well as parents, runaway youth projects need to have a systematic way for interacting with other local service providers. While the individual linkages relevant to each of the four legislative goals have been outlined in the previous chapter, the project's overall system of interacting within its community is one of the key elements for any well-functioning system. It is not sufficient for a project to simply relate well to certain service providers; it is also vital that a mechanism be established whereby the project can reach out to new agencies or be contacted by new agencies. Projects that have failed to make known to the public the range of services they offer and to develop linkages to provide the types of services that are required to address client needs through referrals have limited their capacity to effectively meet the present as well as possible future needs of their clients.

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

- (a) Projects rated as involving youth in the development of their own service program have been given a "1".
- (b) Projects rated as not involving the youth in the development of their own service program have been given a "0".

Rationale: One of the key ways in which the YDB-funded runaway youth projects differ from the more traditional social service providers is the importance they place on involving the youth in determining the services he or she will receive and selecting the specific option he or she wishes to pursue. While projects that do not provide their clients with this opportunity might well be operating an efficient system, they would not be honoring the spirit of the current legislation or the informal operating guidelines established by the majority of projects funded by YDB.

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

- (a) Projects rated as having a "substantial" commitment to youth participation have been given a "2".
- (b) Projects rated as having a "moderate" commitment to youth participation have been given a "1".
- (c) Projects rated as having a "limited" commitment to youth participation have been given a "0".

Rationale: Similar to involving youth in making decisions regarding their service plan, a project's overall commitment to youth participation is an element of a project's operations that speaks more to the spirit or intent of the Runaway Youth Program than to actual service requirements. Although youth participation guidelines are outlined in the YDB Program Performance Standards, the criteria and indicators under this heading address the areas in which youth should be involved rather than the project's actual commitment to the concept. Youth participation, like most citizen participation schemes, can often be fully developed on paper but fail to become operationalized because those responsible for implementing the plan either do not understand or have little commitment to realizing the objectives outlined in the plan. The intent of this guideline, therefore, is to obtain a clearer sense of the importance a project places on actively involving youth in overall program design and development relative to the other goals of the program.

Additional Guidelines

As mentioned previously, three additional elements have been identified as enhancing a project's overall service capacity to meet the needs of youth in crisis:

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

In reviewing the findings from our 20 evaluation sites, while these three items did seem to be positive features of the most developed and innovative projects we studied, they did not emerge as essential to attaining a well-functioning runaway youth project as defined by the four legislative goals. The first element -- the use of volunteers -- was found to be a positive influence on project functioning. However, those projects that lacked this element did not demonstrate any particular problems or difficulties that could be attributed to their failure to incorporate volunteers into their ongoing service program. While projects that had large numbers of volunteers had a greater capacity to provide many of the supplemental services discussed in Chapter 3, those projects without volunteers were not hindered in their ability to successfully provide the essential services for each goal. Consequently, while we would strongly suggest that the projects review their reasons for not incorporating volunteers into their service delivery systems, we do not feel that a volunteer program is critical to a project's overall operation.

The second item listed above, that of participation in local and non-local networks, also seemed to enhance a project's overall operation in those cases where this activity was energetically pursued. However, as with the use of volunteers, the presence or absence of network participation did not dramatically alter the capacity of projects to establish a sound program of direct service delivery. Efforts in the area of network participation tended to increase the visibility of the project among other youth service providers and served to shore up the project's capacity to successfully advocate for its clients. While the participation in local and non-local networks was perceived by the projects as generally being beneficial to their programs, those projects that place a secondary emphasis on this

activity do so because they feel that it detracts from their ability to provide direct services to youth and families in crisis. The effective use of a local or non-local network to achieve a project's specific local goals can be extremely time consuming. Staff (usually the project director) must be willing to attend numerous planning sessions and meetings. Projects with a small staff or projects that operate a fairly self-contained program are less likely to have the time for extensive network participation. Consequently, at this point in the analysis we are not including network participation as a required element for establishing a well-functioning system but would encourage projects to investigate the possibilities of such networks and to give serious consideration to the benefits they might derive from such an effort.

Finally, on the question of using youth on the project's policy or advisory board or establishing a youth volunteer program, we do not feel that either of these procedures, by themselves, enhances or detracts from a project's capacity to achieve a basic well-functioning system. Projects that do not use these specific vehicles for youth participation have cited staff limitations and the general unwillingness of youth to devote large amounts of time to these efforts as the reasons for not doing so. Projects that encourage the inclusion of youth on their boards or use youth as volunteers feel equally certain that the efforts are worth making and that youth are eager to participate. As we outlined under the youth participation element, we feel that the essential component for establishing a well-functioning system is not the specific vehicle through which youth are involved but rather the project's overall commitment and willingness to expend energy in the area of youth participation. The effective use of youth on policy or advisory boards or as volunteers requires careful training and supervision; the goal of youth participation is not achieved by simply having a suitable "quota" or the token "youth representative" in various project activities. While we would suggest that projects consider these two logical vehicles for involving youth in their program, we would first encourage them to reassess their commitment to youth participation and then to develop a program that best meets their dual needs of involving youth and meeting the service needs of youth and families.

PROJECT PERFORMANCE

Table 4.1 summarizes the performance of the 20 evaluation sites in terms of the essential guidelines for a well-functioning system. As the figure indicates, the projects range from a high rating on all 12 elements to lacking the capacity to realize as many as nine of the elements. Before clustering the projects in terms of their overall performance on all 12 of the guidelines, we will first discuss the specific ways projects have implemented each of these operating procedures. The discussion divides the 12 elements into the functional areas identified by our seven construction variables. A fuller description of each project's operating style is presented in the comprehensive case studies included in this report as Appendix G.

- Organizational Structure and Parameters

Only one of the 12 guidelines, that of operating with an influential policy or advisory board, fell under this category. It was also the only element that proved problematic for more than five projects. While seven projects indicated they did not have an influential policy or advisory board, it is important to note that only one of these seven projects, Charleston, S.C., does not have any form of local board. The 13 projects that have implemented this guideline operate with boards that are generally perceived by the staff as an essential component of the project's overall operation. Board members at these projects who were interviewed by BPA staff demonstrated a familiarity and understanding of their project's goals and service delivery systems. The boards at these projects meet regularly and demonstrated a clear history of making decisions that influenced project direction. Of the 13 boards found to be influential, eight included youth representatives and all included representatives from the local youth service community, local professionals (i.e., doctors, lawyers, and social workers), and the general public. Five of the 13 projects specifically mentioned that their boards also include representatives from the local business community. Several of the projects that were listed as having boards with limited influence, such as Cleveland and Albuquerque, use the board of their affiliate agency, whose members, on balance, tend to be less directly concerned about the specifics of the runaway

Table 4.1

Project Capacity To Achieve a Well-Functioning System

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

*Guidelines

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

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

youth component and to be more concerned about the direction of their overall agencies. Also, one of the projects, Patchwork in Charleston, W.V., indicated that the staff would rather that the board not be involved in day-to-day management decisions. Such involvement is seen as possibly being disruptive to project functioning, as opposed to being supportive.

- Project Management

Five of the generic guidelines are associated with this aspect of project functioning. Of the five, one project failed to provide adequate staff supervision; two projects failed to operate sufficient staff communication mechanisms; one project did not have clearly defined written policy procedures; four projects did not conduct regular staff performance reviews; and five projects did not have a sufficient planning process. Those projects that have written policy procedures either developed them specifically in response to the YDB Program Performance Standards or developed them over the course of their project's lifetime. The one project that currently does not have written documentation of its operating practices is in the process of developing such documentation. Of the 16 projects that conducted regular performance reviews, such reviews take place at least once a year. Some projects conduct these reviews more frequently. Staff at Shelter House in Louisville are evaluated every four months, and Safe Space Station in Cleveland conducts staff performance reviews every six months. During these performance reviews, which are usually conducted by the project director and/or the immediate supervisor, the staff are provided feedback on the quality and consistency of their work and are given an opportunity to provide feedback regarding the overall management of the project. Eighteen of the projects have developed sound practices for the supervision of their counseling staff. These practices include a regular, in most cases daily, review of the case files of all active clients and at least weekly meetings with the entire counseling staff to discuss the progress of individual clients. At Voyage House in Philadelphia, these procedures are enhanced by weekly,

individual meetings between each counselor and the project's counseling supervisor. In terms of staff communication, ten of the projects were found to have excellent internal mechanisms for ensuring that general project policies and information are accurately conveyed to all staff members. These projects provide a complete orientation to new staff regarding the project's goals and operating procedures; hold regular (at least weekly) staff meetings at which policy and service issues are discussed; and utilize a variety of formal and informal communication techniques to ensure staff understand the rationale behind all policies and procedures. Two of the ten, Ann Arbor and Hyattsville, operate as collectives and, therefore, rely heavily on staff meetings as a vehicle for arriving at a consensus on key policy changes or new program directions. The remaining eight projects found to have adequate staff communication systems also conduct regular staff meetings but place far less emphasis on developing mechanisms for staff to exchange ideas and share in the decision-making process.

The final guideline identified in this area relates to the project's planning and evaluation activities. Fifteen of the projects have established a planning process that includes assessing the needs of the local community, developing a program that best addresses those needs, and incorporating the feedback from clients and outside program evaluators into their on-going planning process. At all but two of the projects, the planning process involves some combination of input from both the staff and the board members. Usually, the staff is responsible for developing short-term implementation plans while the board, or a specific committee of the board, addresses long-range planning objectives and strategies. Six of the projects conduct yearly staff retreats during which they develop the project's plan for the upcoming year and review the progress achieved during the previous year. In at least three projects, however, planning is considered part of the staff's overall management responsibilities and is discussed several times during the year. For example, staff at Hyattsville hold bimonthly "brainstorming" sessions to review current project policies and to consider possible new program directions. In a similar fashion, staff at The Greenhouse in New Orleans meet every two weeks to discuss short-range planning concerns, and its board considers long-range planning issues at special meetings held three times a year.

- Staff Characteristics

Three guidelines, staff training, staff turnover, and staff morale, were developed under this specific aspect of project functioning. Of the 20 evaluation sites, three were found to have a limited capacity to provide staff training, three were found to have a high incidence of staff turnover, and two projects were found to have relatively low staff morale. Of the 17 projects that provide adequate training opportunities for their staff, five were found to have exceptional programs. These programs range from having nine months of weekly seminars conducted directly by the project to providing each staff member with a \$200 yearly allowance to purchase specific training from other agencies. The remaining 12 projects provide regular training opportunities to their staff but do so on a more limited scale. In these projects, regular training sessions are provided on bi-weekly or monthly basis as opposed to every week. The content of these training sessions is usually determined on an ad hoc basis, depending on the resources available to the project and the specific interests of the staff. Generally, staff turnover at 17 of the projects was relatively low, with limited staff changes occurring once a year. Most staff have worked at the projects for at least a year, with many having a tenure of three to five years. At three projects, however, staff turnover was found to be significantly higher, with staff changes occurring every six months. One of the three projects, Ozone House in Ann Arbor, MI plans for high staff turnover and, in fact, allows staff members to only serve two eight-month terms.

Perhaps one of the most interesting findings of the evaluation was the very high level of staff morale found within the 20 projects studied. Only two projects demonstrated any significant level of staff dissatisfaction and, in both cases, the projects were taking steps to improve staff morale through a reassessment of operating practices and project policies. Despite the relatively low pay and the few material benefits associated with the counseling jobs at these projects, the staff were generally pleased with their jobs and felt they participated in determining the overall direction of the project. Staff at 18 of these projects are frequently involved in planning committees and are encouraged to participate in the development of new service techniques and program directions.

Generally, staff at the projects exhibited a shared sense of responsibility and a deep sense of commitment to the ideals of serving youth and creating a service alternative for youth and families in crisis.

- Client and Community Factors

All 20 of the projects studied demonstrated a solid capacity to establish and maintain ongoing working relationships and service linkages with other youth and general social service providers within their community. In general, projects were found to have developed clear procedures for contacting or being contacted by such agencies as the local police, schools, juvenile courts, probation, social service departments, and other private, community-based, social-service providers. Projects had developed specific procedures to transport their clients to and from these referral agencies, either by taking the youth in project-owned vans or automobiles or providing bus fare or tokens for youth to take public transportation. When making referrals for youth currently in the project's temporary shelter facility, the staff routinely call the referral agencies to ensure that the youth has kept his or her appointment. In cases where the youth is receiving ongoing services from another agency, project staff frequently meet with staff from the other agency to discuss the client's progress and future service needs. During interviews with BPA personnel, the staff at all 20 projects demonstrated a familiarity with their local community, including a knowledge of the programs operated by other youth service providers, an understanding of the local legal requirements governing the status of youth, and an appreciation of their own community's general strengths and weaknesses.

- Youth Participation

Two of the 12 generic guidelines look at project performance in this particular area of project functioning. These guidelines include the extent to which projects provide for youth participation in the development of the youth's service plan, and the project's overall commitment to the concept of youth participation. All but one of the projects provide an opportunity for a youth to participate in the assessment of his or her

problems, to review his or her other service alternatives, and to select the options which he or she will pursue. For many projects, this participation is best developed during the intake session and the individual counseling sessions between the youth and his or her counselor. During these sessions, the counselor discusses with the youth the service options that are available and assists the youth in selecting the service alternatives that are best suited to his or her needs. While the staff offer assistance and may try to persuade the youth to select specific alternatives, the ultimate decision depends upon the youth. Outside of requiring the youth to contact their parents and to agree to work on their problems, the projects generally leave the development of the specific service strategy up to the individual youth and his or her counselor.

In terms of an overall commitment to youth participation, eight of the projects studied demonstrated a substantial commitment to this concept, while ten of the projects appeared moderately committed. Among the eight projects that demonstrated an extremely firm commitment to youth participation, three projects listed youth involvement as one of the "local" goals of their program or had a specific written policy that placed a high priority on the involvement of youth in all aspects of project functioning. Staff at these eight projects spend considerable time training and supervising youth volunteers and provide for the ongoing involvement of youth in the development of all new program activities. The ten projects that demonstrated a moderate commitment to youth participation shared many of the same characteristics found in these eight projects but devoted far less staff time and energy into developing and maintaining youth participation mechanisms. Several of the ten projects, while not yet achieving an effective method for ongoing youth involvement in their overall programs, were attempting to expand their youth participation efforts.

PROJECTS' OVERALL RATINGS ON THE GENERIC GUIDELINES

In summarizing the findings at this level of analysis, the projects can be grouped into three clusters:

- Group A: Those projects that received either "1" or "2" rating on each of the 12 guidelines.
- Group B: Those projects that received a "0" rating on one or two of the guidelines.
- Group C: Those projects that received a "0" rating on more than two of the guidelines.

Table 4.2 arrays the 20 evaluation sites according to these groupings. When one looks at the nine projects clustered in Group A, certain similarities emerge. All nine are established projects that operate with policy as opposed to advisory boards. In addition, all nine have a sizable number of volunteers involved in the delivery of direct services to clients, demonstrating that the use of volunteers does, in fact, enhance project performance. However, in terms of the other construction variables, such as philosophy or community context, the nine projects have no similarities. The nine include suburban and rural as well as urban projects; projects that are crisis oriented as well as those having a more expanded service focus; projects that have a clinical orientation and those having more of a support service orientation; and projects that focus solely on the youth, as well as those that provide direct services to both youth and families.

At the opposite end of the scale, projects clustered in Group C also shared certain similarities. All four of the projects are relatively new projects; all use a limited number of volunteers; none of the four uses street workers or provides any type of direct client outreach; and all receive a substantial portion, if not the majority, of their clients through referrals from public service providers. In terms of the four philosophy indicators, the projects in Group C demonstrated the same variation as projects classified in Group A.

Projects that clustered in Group B shared even fewer similarities than the projects clustering at the two extremes of the scale. The projects in this group represented a range of service philosophies (although all but one project was classified as being crisis oriented), management styles, organizational forms, and community and client characteristics. Part of this diversity, however, might well be partially attributed to the fact that the seven projects within this grouping failed to implement

Table 4.2

Project Performance Across the 12 Generic Guidelines

<p>Group A: All Key Elements Attained</p> <ul style="list-style-type: none">ChicagoHyattsvilleLouisvilleMilwaukeeMontpelierNew OrleansNew YorkPhiladelphiaUniversity City
<p>Group B: At Least Ten Key Elements Attained</p> <ul style="list-style-type: none">Ann ArborBerkeleyCharleston, WVClevelandHuntingtonNashvilleTucson
<p>Group C: Fewer Than Ten Key Elements Attained</p> <ul style="list-style-type: none">AlbuquerqueBurlingtonCharleston, SCDenver

different generic guidelines. For example, four of the projects do not operate with influential advisory boards, and for one of these projects (Charleston, WV), this represented the only guideline for which it did not receive either a "1" or "2" rating. In addition to the guidelines covering board influence, projects in this group failed to achieve a satisfactory rating on such diverse elements as regular performance reviews, staff communication, staff turnover, and planning procedures.

While the majority of the guidelines are designed with only two values indicating whether the project achieved or did not achieve the guideline, four of the guidelines have been rated on a three-value scale. Three of these four guidelines -- the level of staff communication, staff training opportunities, and staff morale -- are especially useful in identifying the different degrees to which projects have achieved an effective internal management system and have created a supportive work environment for their staff. While 15 projects received a positive rating on all three of these indicators, their degree of compliance was not the same. Because the projects were rated as to the level or degree to which they attained these specific guidelines, they can be clustered into the following four groups:

- Group A: These projects received the highest possible rating on all three guidelines.
- Group B: These projects received a mixture of high and average ratings on all three guidelines.
- Group C: These projects received an average rating on all three guidelines.
- Group D: These projects received an average or high rating on two or fewer guidelines.

Table 4.3 arrays the projects in terms of these groupings. Staff at projects in Group A demonstrated a uniformly high degree of consistency in understanding the goals and objectives of their program, enjoyed numerous opportunities for in-service training, and generally demonstrated a high level of morale. The projects in Group C, while meeting the minimum requirements to fulfill each of these guidelines, had very little depth to

Table 4.3

Project Performance on Internal Operational Guidelines

Group A: Highest Rating Attained On All Three Guidelines Charleston, WV Chicago Hyattsville Louisville
Group B: High or Average Ratings Attained on All Three Guidelines Ann Arbor Huntington Milwaukee Montpelier New Orleans New York Philadelphia Tucson
Group C: Average Ratings Attained On All Three Guidelines Cleveland Nashville University City
Group D: High or Average Rating Attained On Two or Less of the Guidelines Albuquerque Berkeley Burlington Charleston, SC Denver

their training programs or staff communication systems. Projects in Group D were found to have at least one of these key elements missing from their overall management systems. In one case, all three elements were absent, while in two cases the projects failed to provide adequate training opportunities for staff and to maintain sufficient mechanisms whereby project policies and procedures could be clearly communicated to all staff. While the absence of one of these guidelines should not be equated with a project's failure to operationalize an effective system, it does point to a possible weak spot in the project's overall organization. Failure to provide training opportunities or sound communication mechanisms can lead to frustration among staff members which, if ignored, can disrupt services to clients. We would suggest that the projects with moderate or low ratings on these guidelines consider their performance carefully and adjust their operations accordingly. While projects might consider expenditures on staff training programs and planning sessions on staff communication systems as diverting attention from their direct service responsibilities, the failure to maintain an effective internal communication system as well as sufficient staff training opportunities can, in the long run, prohibit a project from fully addressing the needs of its clients.

CONCLUSIONS

Based on our review of the performance of each project according to the 12 generic guidelines discussed in this chapter, the following summary statements can be made:

- (1) Project performance in terms of the 12 generic guidelines ranged from fully operationalizing all 12 guidelines (nine projects) to failing to achieve as many as nine of the guidelines (one project).
- (2) Of the 12 guidelines, only one, that of establishing an active and influential policy or advisory board, was not attained by at least 15 of the 20 projects. Although this guideline was problematic for seven of the 20 sites, we would still recommend that the establishment of a community-based policy or advisory board be carefully considered by all projects. Those projects that

operated with such boards did demonstrate a more solid capacity to address the present and emerging needs of their client populations.

- (3) The nine projects that had fully operationalized all 12 generic guidelines were found to have few similarities in terms of their service philosophy or community context. All nine, however, are established projects that utilize a large number of volunteers in the delivery of direct services to clients.
- (4) In terms of the three generic guidelines that specifically address the internal administration of the project, staff at four projects demonstrated a uniformly high degree of consistency in understanding the goals and objectives of their program, enjoyed numerous opportunities for in-service training, and generally demonstrated a high level of morale.

Limitations on Achieving the Generic Guidelines

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

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

As with the limitations projects faced in achieving the goal-specific guidelines, a number of these barriers, especially limited staff and financial resources, limit a project's ability to successfully implement several of the generic guidelines. Limited staff time and energy was cited as the reason behind the failure of projects to have active policy or advisory boards, to establish active youth participation programs, to develop extensive planning and evaluation programs, or to develop written policy procedures. Projects that operate with fewer than five full-time staff members listed their limited size as one reason they do not conduct

formal staff performance reviews, provide formal staff supervision, and have a formal staff communication system. The policy of the affiliate agency was listed by one project as accounting for its failure both to have a policy or advisory board and to provide an organized and well-developed staff training program. Projects that have not established specific mechanisms for youth to participate in all aspects of their program often cited the limited willingness of local youth to make a commitment to serve on the project's advisory board or to serve as volunteers.

Despite these limitations, the majority of the projects studied were successful in implementing the 12 generic guidelines within their overall operating procedures. This finding indicates that, overall, those projects currently funded under the Runaway Youth Act can be considered well-functioning runaway youth projects. While certain projects did not fully implement all 12 generic guidelines, it should be remembered that the guidelines utilized in this section are by necessity rigid and held all projects accountable to a single measurement. Consequently, an individual project's rating on this scale is secondary to the overall performance of the 20 evaluation sites. An individual project's performance on a number of these indicators will fluctuate over time; however, the collective rating of projects does provide clear insights into the general performance and operating procedures of the National Runaway Youth Program.

Table 5.1
Summary Rating Scale of Projects
On Both Goal-Specific and Generic Guidelines

Combined Rating	Ratings on Goal-Specific Guidelines	Ratings on Generic Guidelines
TYPE I	Group A	Group A
TYPE II	Group A	Group B
	or ----- Group B	Group A
TYPE III	Group A	Group C
	or ----- Group B	Group B
TYPE IV	Group B	Group C
	or ----- Group C	Group B
TYPE V	Group C	Group C

Table 5.2

Project Performance on Goal-Specific and Generic Guidelines

<p>Type I: Projects Fully Achieving All Guidelines</p> <p>Chicago Louisville Milwaukee Montpelier Philadelphia</p>
<p>Type II: Projects Fully Achieving Either All Generic Guidelines or All Goal-Specific Guidelines</p> <p>Ann Arbor Charleston, WV Cleveland Huntington New York</p>
<p>Type III: Projects Achieving Moderate Success on Both the Generic and Goal-Specific Guidelines</p> <p>Hyattsville¹ Nashville New Orleans Tucson University City</p>
<p>Type IV: Projects Achieving Moderate Success on Either the Generic or Goal-Specific Guidelines</p> <p>Albuquerque Berkeley Burlington Charleston, SC</p>
<p>Type V: Projects Achieving Limited Success on Both Generic and Goal-Specific Indicators</p> <p>Denver</p>

¹Hyattsville was the only project that successfully implemented the generic guidelines but failed to meet the minimum requirements for more than one goal. Because of its exceptionally high rating on the generic indicators, Hyattsville was placed in Type III.

the Denver project stem from a long history of conflict both within the organization and with its affiliate agency, the Episcopal Church. At the time the evaluation was conducted, the project was in the process of reconstructing its service delivery system, rebuilding contacts with other local service providers, and redefining its relationship to its affiliate. We would hope the project will consider its ratings on both the goal-specific and the generic guidelines articulated in this report in the course of determining its future direction.

In an effort to explain the differences in performance levels on these two measures among projects, we first turned our attention to the projects' perceptions of the most essential goals of their programs as reported in Chapter 1. Table 5.3 restates our findings regarding project performance on operationalizing the goal-specific¹ and generic guidelines. The table also includes a list of the goals that each project indicated were the most essential goals of its program. Each of the five projects clustering in our Type I group demonstrated a high degree of consistency between its most essential goal and its performance on the goal-specific and generic guidelines. All five projects -- Chicago, Louisville, Milwaukee, Montpelier, and Philadelphia -- are well-established youth service providers and are well-recognized in their respective communities. In terms of their goals, three of the five share a commitment to helping youth decide upon a future course of action and placing the youth in an environment where ultimate resolution of longer-term problems can occur. The local goals of the five projects also have certain similarities. They all include youth advocacy and community network building as local goals. In citing their most essential goals, the five projects tended to include at least one of the legislative goals and at least one local goal. Only one project, Milwaukee, did not prioritize its goals, indicating that the legislative and local goals are all intertwined and are all equally important.

The consistency or lack of consistency between the project's stated goals and its performance on the guidelines varies greatly among the

¹In determining the final rating for each project, in terms of the goal-specific guidelines, projects rated as either Group A or Group B on any specific goal were considered as having met the minimum requirements to operationalize that goal.

Table 5.3
 Summary of Performance Ratings and Key Goals by Projects

	Goal-Specific Rating				Overall Goal Rating	Generic Guidelines Rating	Project's Most Essential Goal
	1	2	3	4			
Type I							
Chicago	B	A	A	B	A	A	Goal 4, Advocacy, Networking
Louisville	A	A	A	A	A	A	Goal 4, Prevention, Networking
Milwaukee	A	A	A	A	A	A	All goals equally important
Montpelier	A	A	A	A	A	A	Goal 1, Prevention, Networking
Philadelphia	B	A	A	B	A	A	Goal 3, Networking
Type II							
Ann Arbor	A	A	A	B	A	B	Goal 1, Advocacy, Be a place of last resort
Charleston, WV	A	A	A	A	A	B	Goal 4
Cleveland	A	A	A	B	A	B	Goal 1, Advocacy, Networking
Huntington	B	A	A	B	A	B	Goal 1, Prevention
New York	B	B	C	B	B	A	Goal 4, To effectively use crisis period for the youth's development
Type III							
Hyattsville	C	B	C	B	C	A	Advocacy, Networking, Aftercare
Nashville	C	A	A	A	B	B	Goal 4, Help youth develop responsible roles in their family and society
New Orleans	A	B	C	C	C	A	Advocacy, Being an alternative agency
Tucson	B	B	B	C	B	B	Goal 1, Advocacy
University City	B	B	B	C	B	A	Goal 1, Educating youth as counselors
Type IV							
Albuquerque	C	A	A	A	B	C	Goal 4, In-depth therapy
Berkeley	C	A	C	B	C	B	Goal 1, Advocacy
Burlington	A	B	C	B	B	C	Goal 1,2, Providing an alternative to juvenile justice system
Charleston, SC	C	A	A	B	B	C	Goal 4
Type V							
Denver	C	B	C	C	C	C	Goal 2, Agency survival

Rating Code

Ratings on Individual Goals

Group A: Projects that meet all requirements for operationalizing Goal 1.

Group B: Projects that provide all essential services, but lack some other requirements.

Group C: Projects that lack some essential services.

Ratings on Overall Goal Quality

Group A: Projects that have successfully operationalized all four goals.

Group B: Projects that have problems with one goal.

Group C: Projects that have problems with more than one goal.

Ratings on Generic Guidelines

Group A: Achieved all generic guidelines.

Group B: Achieved at least ten generic guidelines.

Group C: Achieved fewer than ten generic guidelines.

14 projects that fall in Types II, III, and IV. If one compares a project's performance on the goal-specific guidelines and its perception of its most essential goals, one finds that only one of the projects (Berkeley) failed to fully operationalize the legislative goals that it listed as being among the most essential objectives of its program. In this case, the project was found to have a limited capacity to provide outreach services. While the YDB component within Berkeley Youth Alternatives does not provide outreach services or community education presentations, the agency as a whole is highly visible to the local youth population. Daily recreational programs as well as numerous special events continually expose the local youth population to BYA and its full array of services, including those provided by the YDB component.

In contrast to the Berkeley example, the remaining 13 projects that clustered in Types II through IV demonstrated a limited capacity in those goals that they had indicated were of lower priority in terms of their overall program thrust. Three of the projects that were found to have a limited capacity on one or two of the legislative goals (Hyattsville, Nashville and New Orleans) have organized their programs to address specific local goals unique to their communities. Consequently, the fact that these projects tend not to have in place all of the services and service procedures considered essential to operationalizing the four legislative goals becomes more understandable. While we would still advise each of these projects to carefully review those services and service procedures they have not fully implemented, their failure to have in place these goal-specific guidelines does not represent an internal inconsistency in the projects' overall structures and service delivery systems. Similarly, other projects that failed to operationalize a legislative goal that they indicated was of secondary importance to their overall operation should also be considered as demonstrating a consistent approach to service delivery. Included in this category are the projects in Albuquerque, Burlington, Charleston, SC, New York City, Tucson, and University City.

PROJECT CONSISTENCY

In both the goal-specific and the generic portions of the analysis, we measured all 20 projects in the evaluation sample against the same performance criteria. While we attempted to develop criteria that allow for the unique aspects of project functioning, the reality of any measurement system is that certain operating practices become more appropriate than others. For example, while we developed a rather broad interpretation of outreach services (i.e., included both direct client outreach and active community education programs), projects that do not offer any outreach services are considered as having a limited capacity to operationalize Goal 1. Likewise, while we considered a wide range of staff supervision techniques to qualify a project as achieving this generic guideline, projects that do not regularly supervise their counseling staff are seen as having a limited ability to achieve a well-functioning runaway youth project. In reporting project performance on both the goal-specific and the generic guidelines, we have been careful to report the general reasons projects gave for not providing certain key services or implementing certain key operating procedures. These limitations ranged from the lack of staff and/or financial resources to a conscious decision by a project's staff not to focus their energies in a certain service area. The ratings presented in Table 5.2, which stratify the projects in terms of their compliance with our goal-specific and generic guidelines, indicate those projects that we assume to have a greater capacity to operationalize the goals and intent of the National Runaway Youth Program. The purpose of this final section in the analysis is to review this rating scale in terms of the key functional areas described by our seven construction variables in order to determine the specific project, client and community factors that might account for different performance levels on our goal-specific and generic guidelines and, consequently, for the different capacities of projects to operationalize the goals of the National Runaway Youth Program. The review will also help identify those factors that seem to exercise the most influence over a project's ultimate service package and organizational form. Because the ratings given in Table 5.2 indicate differing levels of performance, the discussion will be presented in terms of these five typologies.

- Type I

The five projects clustering in Type I -- Chicago, Louisville, Milwaukee, Montpelier and Philadelphia -- demonstrated substantial capacity to operationalize the goals and intent of the National Runaway Youth Program. Not only do the five projects demonstrate the capacity to provide all of the essential services and most of the supplementary services associated with each legislative goal, all five were also found to have fully implemented all 12 of the generic guidelines. Because of their performance on these measures, we know that all five projects have certain key operating procedures and services in common. For example, all five operate with influential boards, have written policy procedures, conduct regular staff performance reviews, provide supervision to their counseling staff, have developed a specific planning process, have generally high staff morale, and share a firm commitment to the concept of youth participation. When we look at these five projects in terms of the areas developed under each of the seven construction variables (see Table 5.4), certain additional similarities emerge. All five have fairly formal procedures for making policy decisions, managing day-to-day project operations, and monitoring staff performance. While each of the five projects operates within slightly different organizational contexts, all have hierarchical management systems, which include a specific project director and policy-making board of directors. Also, all five projects are either composed of, or affiliated with, an agency that addresses a wide range of youth-related issues and service needs.

In terms of their philosophies or orientations to service delivery, however, the five represent a wide range of approaches. While Milwaukee, Montpelier and Philadelphia have maintained more traditional, crisis-oriented runaway youth service systems, Chicago and Louisville have approached the issue of serving runaway youth within a broader, more diverse system. Of the five, Louisville and Montpelier have chosen to operate programs that place a greater emphasis on providing youth with a range of support services, while the other three projects have adopted a more clinical, formal counseling approach to service delivery.

Table 5.4
Summary of the Type I Projects

	Chicago	Louisville	Milwaukee	Montpelier	Philadelphia
I. PHILOSOPHY					
• Crisis vs. Expanded	Expanded	Expanded	Crisis	Crisis	Crisis
• Clinical vs. Support	Clinical	Support	Clinical	Support	Clinical
• Youth Focus/Family Focus	Youth/	Youth/	Youth	Youth/	Youth/
• Shelter vs. Non-Shelter	Non-Shelter	Shelter	Shelter	Shelter	Shelter
II. ORGANIZATIONAL STRUCTURE AND PROJECT PARAMETERS					
• Development Status	Established	Established	Established	New	Established
• Affiliation	Component	Affiliated	Affiliated	Component	Component
• Support from Affiliate	Substantial	Substantial	Minimal	Substantial	Minimal
• Project Board					
-- Role	Policy	Policy	Policy	Policy	Policy
-- Degree of Influence	Influential	Influential	Influential	Influential	Influential
• Number of Beds in Temporary Shelter	87 volunteer homes 12 beds in shelter	16 beds	8 beds	20 volunteer homes	10 volunteer homes
• Staff					
-- Paid	10	9	11	3	7
-- Volunteers	varies by site	14	25	20	10-20
-- Available from Affiliate	8	37	--	10	--
• Budget					
-- Runaway Component	\$231,073	\$119,750	\$137,000	\$51,980	\$81,000
-- YDB Grant	\$133,600	\$75,000	\$80,000	\$46,500	\$73,000
-- Major Non-YDB Funding Source	Private donations	Dept. Human Services/Private donations	County reimbursement/United Way	In-kind Services	CETA/Private donations
III. MANAGEMENT					
• Written Policy Procedures	Yes	Yes	Yes	Yes	Yes
• Staff Performance Reviews	Yes	Yes	Yes	Yes	Yes
• Staff Supervision	Continuous	Continuous	Continuous	Continuous	Continuous
• Planning/Program Development	Responsive	Deliberate	Deliberate	Responsive	Deliberate
• Staff Communications	Excellent	Excellent	Excellent	Adequate	Adequate
IV. STAFF CHARACTERISTICS					
• Key Hiring Criteria	Philosophy/Experience	Philosophy/Experience	Philosophy/Experience	Philosophy/Skills/Formal Education	Philosophy/Experience/Education
• Average Educational Level of Counseling Staff	Range of levels	B.A.	M.S.W./B.A.	B.A.	B.A.
• Staff Training Program	Extensive	Extensive	Moderate	Moderate	Moderate
• Staff Turnover	Moderate	Moderate	Low	Low	Low
• Overall Staff Morale	Excellent	Excellent	Excellent	Excellent	Excellent
• Use of Volunteers	Essential	Essential	Essential	Essential	Essential

	Chicago	Louisville	Milwaukee	Montpelier	Philadelphia
V. DIRECT SERVICE PROCEDURES					
• Outreach					
-- Street Workers	Yes	No	No	Yes	No
-- Community Education Program	Extensive	Extensive	Moderate	Extensive	Moderate
• Key Source of Client Referrals	Courts & Police	Self	Self	Self or friends	Self or Friends
• Consistent 24-hour Intake	Varies	Yes	Yes	Yes	Varies
• Time in Which Parents are usually Contacted	2-3 hours	Within 10 hours	1-6 hours	24 hours	72 hours
• Percent of Clients Whose Families Receive Service	90%	60-70%	65-70%	80-90%	70%
• Maximum Stay Allowed For Temporary Shelter	30 days	14 days	14 days	60 days	14 days
• Average Length of Stay in Shelter	3-4 days	4 days	5 days	14-21 days	2-3 days
• Project Involvement in Placement	Extensive	Moderate	Moderate	Moderate	Extensive
• Follow-up Procedures	Formal	Formal	Formal	Formal	Formal
• Aftercare Program	In-house	Referral	In-house	Both	Referral
VI. CLIENT AND COMMUNITY FACTORS					
• Project Location	Urban	Urban	Urban	Rural -- Small Town	Urban
• Client Characteristics					
-- Most Common Placement	Return home	Return home	Return home	Return home	Return home
-- Unique Client Features	Varies by site	58% are previous runners; 25% Black	1/4-1/3 minorities; 25% child abuse victims	50% from single parent families	66% Black; mostly poor families
• Extent of Network Participation	Extensive	Extensive	Moderate	Moderate	Extensive
• Quality of Existing Service Linkages	Solid	Solid	Solid	Solid	Solid
• Key Community Barriers	Outdated foster care regulations	Conservative community/Strict licensing	Lack of interim/long-term placement	Few placement options/Problematic public agencies	Lack of placement resources
VII. YOUTH PARTICIPATION					
• Youth's Involvement In Own Plan	Yes	Yes	Yes	Yes	Yes
• Youth Service on Advisory Board	Yes	Yes	Yes	Yes	No
• Youth Serve as Volunteers	Yes	Yes	No	Yes	Yes
• Overall Commitment to Youth Participation	Substantial	Substantial	Substantial	Substantial	Substantial

and stated problems, all five stated that they return the majority of their clients home to their parents. In one of the five projects, the nature of the client population has had a clear impact on its service delivery design. The Chicago project, which had originally used only foster homes to provide temporary shelter, began purchasing bed space from member agencies who operate group homes in order to provide temporary housing for those youth served by the three sites located within Chicago itself. This change came about on the advice of the staff at these city-based projects, who indicated that the foster home concept is not as viable a service delivery technique in communities where the majority of residents live in small, overcrowded apartments. These residents often have limited resources to spend on housing a runaway youth, even for a short period of time. Although YNC experienced limited success with the foster home model at its inner-city sites, Voyage House in Philadelphia, which estimates that over 60% of its client population are poor, inner-city youth, has effectively operated such a model for several years.

- Type II

The five projects clustering under this typology -- Ann Arbor, Charleston, WV, Cleveland, Huntington and New York -- were all found to be lacking sufficient capacity in some aspect of their service strategy or overall organizational structure. These projects are summarized in terms of the seven construction variables in Table 5.5. The elements found problematic for each of the five include:

- Ann Arbor -- higher than average staff turnover;
- Charleston, WV -- an uninvolved board of directors;
- Cleveland -- an uninvolved board of directors and a limited planning process;
- Huntington -- failure to provide regular staff performance reviews; and
- New York -- failure to provide uniform follow-up on clients.

While it would be inappropriate to state that these five projects do not have the capacity to operationalize the goals and intent of the National Runaway Youth Program, the limitations cited above indicate that these

TABLE S.5
Summary of Type II Projects

	Ann Arbor	Charleston, W.V.	Cleveland	Huntington	New York
I. PHILOSOPHY					
• Crisis vs. Expanded	Crisis	Crisis	Crisis	Expanded	Expanded
• Clinical vs. Support	Support	Support	Support	Clinical	Clinical
• Youth Focus/Family Focus	Youth	Youth/	Youth	Youth/	Youth
• Shelter vs. Non-Shelter	Shelter	Shelter	Shelter	Non-Shelter	Shelter
II. ORGANIZATIONAL STRUCTURE AND PROJECT PARAMETERS					
• Development Status	Established	New	New to Runaways	New to Runaways	Established
• Affiliation	Affiliated	Component	Affiliated	Affiliated (Pub)	Affiliated
• Support from Affiliate	Minimal	Substantial	Minimal	Substantial	Substantial
• Project Board					
-- Role	Advisory to Collective	Policy	Policy	Advisory	Policy
-- Degree of Influence	Influential	Minimal	Minimal	Influential	Influential
• Number of Beds in Temporary Shelter	10 foster homes	10 beds	12 beds	34 volunteer homes	14 beds
• Staff					
-- Paid	7	7-1/2	13	6	9
-- Volunteers	40	17	10	34	4
-- Available from Affiliate	--	--	--	8	7
• Budget					
-- Runaway Component	\$89,700	\$102,400	\$170,000	\$97,000	\$163,000
-- YDB Grant	\$70,000	\$71,000	\$85,000	\$67,000	\$73,000
-- Major Non-YDB Funding Source	Catholic Social Services	Donations/Manpower funds	Cleveland Foundation	Youth Bureau (i.e., affiliate)	Private donations
III. MANAGEMENT					
• Written Policy Procedures	Yes	Yes	Yes	Yes	Yes
• Staff Performance Reviews	Yes	Yes	Yes	No	Yes
• Staff Supervision	Continuous	Continuous	Continuous	Continuous	Continuous
• Planning/Program Development	Deliberate	Deliberate	Limited	Deliberate	Deliberate
• Staff Communications	Excellent	Excellent	Adequate	Excellent	Adequate
IV. STAFF CHARACTERISTICS					
• Key Hiring Criteria	Philosophy	Philosophy	Philosophy/Experience	Education/Experience	Experience/Education/Philosophy
• Average Educational Level of Counseling Staff	B.A.	Range	Some College	M.A.	B.A./Some college
• Staff Training Program	Moderate	Extensive	Moderate	Moderate	Extensive
• Staff Turnover	High	Low	Low	Low	Low
• Overall Staff Morale	Excellent	Excellent	Average	Excellent	Average
• Use of Volunteers	Essential	Supportive	Supportive	Essential	Supportive

	Ann Arbor	Charleston, W.V.	Cleveland	Huntington	New York
V. DIRECT SERVICE PROCEDURES					
• Outreach					
-- Street Workers	No	No	No	Yes	Yes
-- Community Education Program	Extensive	Moderate	Extensive	Moderate	Extensive
• Key Source of Client Referrals	Self	Self	Self	Self	Other alternative service agencies
• Consistent 24-hour Intake	Varies	Yes	Yes	Varies	Varies
• Time in Which Parents are usually Contacted	2-4 hours	Within 10 hours	24 hours	4 hours	24 hours
• Percent of Clients Whose Families Receive Service	75%	80%	50%	50%	Less than 1/3
• Maximum Stay Allowed For Temporary Shelter	14 days	14 days	14 days	14 days	30 days
• Average Length of Stay in Shelter	3 days	4 days	7 days	5-6 days	30 days
• Project Involvement in Placement	Moderate	Moderate	Extensive	Moderate	Extensive
• Follow-up Procedures	Formal	Formal	Formal	Formal	No formal procedures
• Aftercare Program	Referral	In-house	In-house	In-house	In-house
VI. CLIENT AND COMMUNITY FACTORS					
• Project Location	Urban	Rural	Urban	Suburban	Urban
• Client Characteristics					
-- Most Common Placement	Return home	Return home	Out-of-home	Return home	Out-of-home
-- Unique Client Features	72% female; 86% local youth	63% are runaways from working class families	40% Black	White, middle class youth	80% minority; 70% from single parent families
• Extent of Network Participation	Extensive	Extensive	Moderate	Moderate	Moderate
• Quality of Existing Service Linkages	Solid	Solid	Solid	Solid	Solid
• Key Community Barriers	Problematic local laws and agencies	Conservative community/ few placement options	Public agency infighting/ limited place- ment options	Limited place- ment options	Problematic local agencies
VII. YOUTH PARTICIPATION					
• Youth's Involvement In Own Plan	Yes	Yes	Yes	Yes	Yes
• Youth Service on Advisory Board	Yes	Yes	No	Yes	Yes
• Youth Serve as Volunteers	Yes	Yes	Yes	No	Yes
• Overall Commitment to Youth Participation	Substantial	Moderate	Moderate	Moderate	Substantial

projects are operating from a slightly weaker base than those projects within Type I. At two of the projects, Ann Arbor and New York, their failure to achieve certain of our suggested guidelines has been a conscious decision. Ann Arbor, which operates as a collective, limits the length of time anyone can be a paid staff member to 16 months (two eight-month terms). While the collective is currently reconsidering this limitation, the effect of this decision has been a rather frequent turnover among counseling staff. In certain respects, the high turnover in Ann Arbor is consistent with the project's stated philosophy of maintaining a collective, non-hierarchical structure. However, a high degree of staff turnover can disrupt the delivery of direct services to clients and places an extra burden on the remaining staff who continuously need to spend time orienting new people to the program. In New York, the decision not to conduct formal follow-up contacts with clients who have been terminated by the project stems from the fact that the majority (over two-thirds) of the project's clients are placed in alternative, long-term group homes or other non-family settings. The staff at Project Contact feels that for these youth a follow-up phone call would not be in the youth's best interest, pointing out that the youth is usually under the direction of another counselor who has developed a new, specific service plan for the youth. A telephone call from a prior counselor might well disrupt the youth's current service plan and counselor-client relationship. While this rationale is certainly valid, the project can contact the new counselor to see if the youth is still in their program without disrupting the ongoing delivery of services. Without a systematic approach to determining the ultimate stability of the placement options that the project has provided to its clients, meaningful improvements in the service delivery process are not possible. In other words, unless a project knows the impact of its services on its clients, change becomes a matter of staff preference and convenience rather than a matter of improving the situation for clients.

The limitations cited for the other three projects within this grouping resulted more from limited resources or specific project priorities than from a certain philosophical or service orientation. The development and nurturing of an active, supportive board of directors has not been a high priority at either the Charleston, WV or the Cleveland projects.

In Cleveland, the project is under the guidance of the board of its parent organization, the Cleveland Free Medical Clinic, which has responsibility for overseeing the operations of all of the very different programs operated by this large, multi-service organization. The runaway shelter is simply one of many programs of which board members must be aware. While Safe Space Station does not receive a great deal of support or guidance from its board, it does receive substantial assistance from its affiliate in providing a wide range of services, especially medical care, to its clients. Consequently, the staff sees little need to establish its own policy or advisory board. In Charleston, WV, the project's board also oversees the operation of the runaway project and its sister agency, Checkpoint. Unlike the Free Clinic, however, Daymark Inc. is a much smaller organization, and both of its components serve a substantial number of runaway or potential runaway youth. While certain members of the board are active in the project's program, the board, as a unit, has not taken an active role in developing new program directions or providing guidance to the project, a situation that has not been particularly problematic for the executive director of the agency or the staff at Patchwork. Rather than placing their energies on developing a more effective board, the staff have directed their efforts toward directly working with other service providers both within the city and the local county in order to improve the overall service network available to youth and families in crisis.

The most serious shortcomings evidenced by the projects in this classification included the lack of a formal planning process at the Cleveland project and the lack of staff performance reviews at Sanctuary in Huntington. In the first case, the planning process in Cleveland proceeds on an informal, ad hoc basis, with the program coordinator reviewing staff suggestions for change, incorporating those that involve minor management or administrative changes, and filtering the more comprehensive suggestions for new service directions or major shifts in the current program to the board of directors for their consideration. While the extent to which such an informal operation can adequately meet Safe Space Station's planning needs is not clear, the informal nature of the process does lend itself to being less than comprehensive in fully addressing the needs of the local youth population. An informal process is often more reactive

to certain pressures than responsive to clear areas of need. In the second instance, the failure of Sanctuary in Huntington to conduct regular staff performance reviews represents the loss of a clear opportunity for the project to obtain organized and constructive feedback from its counseling staff. One of the most effective ways of identifying emerging needs within the local youth population is to regularly discuss these needs with those staff who are most frequently in contact with youth. Staff performance reviews offer an opportunity not only for project management to provide feedback and guidance to staff, but also for the staff to provide management with an assessment of the project's overall effectiveness. While a small staff might well be able to obtain this feedback through informal discussions between the project director and the individual counselors, scheduling these discussions on a regular basis tends to legitimate the process and to provide staff with a more concrete sense of involvement in decision-making.

In general, projects within this classification demonstrated considerable sensitivity both to their community context and to their client needs in developing their overall service strategy. For example, the project in Huntington, which deals primarily with white, middle-class youth from the Long Island suburbs, offers extensive counseling and outreach services in an effort to identify families experiencing problems before these problems erupt into major confrontations between the youth and parents. The program operates a number (34 in all) of foster homes throughout its service area, which allows the project to place those youth needing short-term temporary shelter in a home environment located in their own community. During counseling, the youth can continue to go to school and to maintain contact with his or her circle of friends. In contrast, Project Contact has focused its energies on developing a sense of independence within its clientele, the vast majority of whom do not have families with whom they can be reunited. The staff at Contact work with the youth to identify the options which are available and help the youth select the course of action that offers the most appropriate level of supervision. For some youth, this may mean placement in a structured group home, while for other youth, especially those over 16, this may mean placement in an independent living program.

- Type III

The five projects clustering in the Type III grouping -- Hyattsville, Nashville, New Orleans, Tucson and University City -- demonstrated a limited capacity in certain service and organizational areas, bringing into question their overall capacity to operationalize the goals of the Runaway Youth Act. These projects have been summarized in terms of our seven construction variables in Table 5.6. The shortcomings identified for each of the projects within this grouping include:

- Hyattsville -- lack of adequate outreach and follow-up procedures;
- Nashville -- lack of adequate outreach procedures, limited planning process, and relatively high staff turnover;
- New Orleans -- inadequate follow-up and aftercare services;
- Tucson -- lack of an adequate aftercare program and an uninvolved board of directors; and
- University City -- lack of an adequate aftercare program.

As with the projects in Type II, the limitations cited above point to certain aspects of each project's functioning that potentially weaken its overall success in operationalizing the goals of the Runaway Youth Act. Each of the five projects failed to fully implement at least one of the services identified as essential to achieving the minimum capacity to operationalize one of the legislative goals. In addition, two of the five projects were found to have difficulty in implementing at least one of the organizational or management procedures listed as being instrumental to achieving a well-functioning system. The degree to which these limitations reflect an inconsistency in the principal service thrusts of the projects, however, varies by site.

Of the five typologies developed, the projects within Type III showed the most similarity in terms of their service philosophies. Virtually all five consider themselves to be crisis-oriented, primarily youth focused, service centers. All five consider the provision of temporary shelter to be one of the key services they provide their clients and four of the five projects have adopted more of a support service as opposed to a clinical orientation within their overall service package. Unlike the first two typologies, where all of the projects were either an affiliate of a

Table 5.6
Summary of Type III Projects

	Hyattsville	Nashville	New Orleans	Tucson	University City
I. PHILOSOPHY					
• Crisis vs. Expanded	Crisis	Crisis	Crisis	Crisis	Crisis
• Clinical vs. Support	Support	Clinical	Support	Support	Support
• Youth Focus/Family Focus	Youth/ Shelter	Youth/ Shelter	Youth Shelter	Youth Shelter	Youth/ Shelter
• Shelter vs. Non-Shelter					
II. ORGANIZATIONAL STRUCTURE AND PROJECT PARAMETERS					
• Development Status	Established	New to Run-aways	Established	New	Established
• Affiliation	Free-standing	Component	Component	Free-standing	Free-standing
• Support from Affiliate	--	Minimal	Substantial	--	--
• Project Board					
-- Role	Policy	Policy	Policy	Policy	Policy
-- Degree of Influence	Influential	Influential	Influential	Minimal	Influential
• Number of Beds in Temporary Shelter	7 beds	9 beds	16 beds	10 beds	12 beds
• Staff					
-- Paid	7-1/2	10	14	13	13
-- Volunteers	15-20	10	30	9	65
-- Available from Affiliate	--	--	--	--	--
• Budget					
-- Runaway Component	\$100,000	\$143,000+ VISTA volun- teer	\$188,000	\$151,100	\$180,000
-- YDB Grant	\$68,100	\$85,000	\$79,000	\$64,800	\$66,000
-- Major Non-YDB Funding Source	United Way	Title XX/ VISTA	School lunch program/ Title XX	LEAA/City of Tucson	City Juvenile Court/Title XX
III. MANAGEMENT					
• Written Policy Procedures	Yes	Yes	Yes	Yes	Yes
• Staff Performance Reviews	Yes	Yes	Yes	Yes	Yes
• Staff Supervision	Continuous	Continuous	Continuous	Continuous	Continuous
• Planning/Program Development	Responsive	Limited	Responsive	Responsive	Deliberate
• Staff Communications	Excellent	Adequate	Excellent	Excellent	Adequate
IV. STAFF CHARACTERISTICS					
• Key Hiring Criteria	Philosophy	Education/ Experience	Philosophy/ Education	Experience/ Education	Experience/ Philosophy
• Average Educational Level of Counseling Staff	MSW/BA	MA	MSW	MSW	High School
• Staff Training Program	Extensive	Moderate	Moderate	Moderate	Moderate
• Staff Turnover	Low	High	Low	Low	Low
• Overall Staff Morale	Excellent	Average	Average	Excellent	Average
• Use of Volunteers	Essential	Supportive	Essential	Supportive	Essential

Table 5.6, continued

	Hyattsville	Nashville	New Orleans	Tucson	University City
V. DIRECT SERVICE PROCEDURES					
• Outreach					
-- Street Workers	No	No	No	No	No
-- Community Education Program	Limited	Limited	Moderate	Limited	Limited
• Key Source of Client Referrals	Self	Juvenile Courts	Self	Juvenile Courts	Juvenile Courts/ Other Agencies
• Consistent 24-hour Intake	Yes	Yes	Yes	Yes	Yes
• Time in Which Parents Are Usually Contacted	15-20 hours	1 hour	24 hours	24 hours	1-2 hours
• Percent of Clients Whose Families Receive Service	65-75%	95%	50%	50%	50%
• Maximum Stay Allowed for Temporary Shelter	30 days	30 days	30 days	7 days	14 days
• Average Length of Stay in Shelter	8-10 days	11 days	10 days	3-4 days	12 days
• Project Involvement in Placement	Moderate	Moderate	Extensive	Moderate	Extensive
• Follow-up Procedures	No formal procedures	Formal	No formal procedures	Formal	Formal
• Aftercare Program	Both	Both	Both	In-house	Both
VI. CLIENT AND COMMUNITY FACTORS					
• Project Location	Suburban	Urban	Urban	Urban	Suburban
• Client Characteristics					
-- Most Common Placement	Return home	Return home	Return home	Return home	Return home
-- Unique Client Features	Mostly white working class	80% female; local youth	30% black; 75% from single parent family	Local runaways	Local runaways; 80% white
• Extent of Network Participation	Extensive	Moderate	Extensive	Extensive	Extensive
• Quality of Existing Service Linkages	Solid	Solid	Solid	Solid	Solid
• Key Community Barriers	Limited placement options/ Problematic public agencies	Few placement options/ Problematic public agencies	Problematic local public agencies	Transient community/ Lack of shelter options	Licensing requirement/ Problematic community attitude
VII. YOUTH PARTICIPATION					
• Youth's Involvement in Own Plan	Yes	Yes	Yes	Yes	Yes
• Youth Service on Advisory Board	Yes	No	No	Yes	Yes
• Youth Serve as Volunteers	Yes	Yes	Yes	Yes	Yes
• Overall Commitment to Youth Participation	Substantial	Moderate	Moderate	Moderate	Substantial

multi-purpose agency or a service component within a broader youth service organization, three of the five projects in Type III are free-standing agencies, whose primary focus is providing crisis services to runaway youth and their families. One implication of this last similarity is that projects that continue to exist as free-standing agencies will face increased difficulty in generating and sustaining the level of resources, both within their budgets and their staff, to maintain the very diverse service packages required to fully operationalize four very diverse legislative goals.

Despite these similarities, the projects did differ both in terms of the services and operating procedures they had not implemented and in terms of their reasons for not implementing certain guidelines. The implications of these decisions on each project's overall program also differed. For example, in Hyattsville, the project was found to have fully implemented all 12 of the generic guidelines and, by our standards, was in fact a well-functioning system. In terms of the specific requirements for each goal, however, Hyattsville demonstrated two critical shortcomings -- the failure to provide outreach and the failure to conduct routine follow-up contacts to former clients. An argument can be made that both of these services are less essential for Second Mile in that the project is well established in its community and well known to local service providers. Also, because the project is primarily concerned with crisis intervention, follow-up is less of a concern. While these points are well taken, the fact remains that a sizable percentage of "experts in the field" felt that ongoing outreach continues to be necessary for a project regardless of its tenure or existing relationship with local service providers. Also, information obtained during regular follow-up contacts with youth who have received temporary shelter or counseling from the project is useful not only for the individual clients, but also for the project. By not regularly providing this service, the project is limiting the information base on which future program decisions are made.

While The Greenhouse in New Orleans exhibited virtually all of the elements we had identified as being essential to a well-functioning system, it was found to have a limited capacity in the areas of follow-up

and aftercare. The Greenhouse is, in many respects, a well-organized project that demonstrates a firm commitment to providing youth with a sound service alternative to the traditional youth service network. Also, its service plan is completely consistent with its stated goals and philosophy. We would suggest, however, that the project evaluate its capacity to provide follow-up and aftercare services to determine if current resources might be reallocated in a way which would allow expansion in these areas.

The capacity of Oasis House in Nashville to provide outreach services and, therefore, to fully operationalize Goal 1, has been limited not by the project itself but by the nature and attitude of its local community. In an effort to effectively operate within its community, the project has worked very hard at establishing and maintaining open and effective relationships with other local service providers, including the police, juvenile court, and probation. While Nashville does have sufficient mechanisms to ensure substantial referrals to its program, its capacity to be visible to the general runaway youth population that has not had contact with the police or juvenile authorities has been limited as a result. In addition to not being able to provide outreach, Oasis House was also found to have a limited planning process and a relatively high staff turnover rate. Over the last six months, the staff have had at least one staff position vacant. This situation, while temporary in nature, has caused some disruption to the service flow and has created a situation where the remaining staff have been hard pressed to have as much individual contact with clients as they would have ideally desired. Having recently filled all of the vacant positions, the project director is hopeful that the current staff will remain at the project long enough for its service capacity to be fully reestablished. The advantages of a formal structured planning process discussed earlier also apply to the Nashville case.

Both the projects at Tucson and University City were found to be lacking adequate aftercare programs. The impact of a limited aftercare program on a project's capacity to effectively address the longer-term needs of its clients is recognized at both projects and aftercare is considered a high priority item for future funding. The principal focus

at both of these projects, however, is crisis intervention, and their failure to have a completely functional aftercare program stems more from the lack of staff and financial resources to develop a comprehensive service program than from any inconsistencies in their management styles.

- Type IV

The four projects clustering in this typology -- Albuquerque, Berkeley, Burlington and Charleston, SC -- also represent a wide range in terms of compliance with our goal-specific and generic guidelines. These projects are summarized in terms of our seven construction variables in Table 5.7. As the following list illustrates, the projects within the category had very different types and degrees of difficulty in operationalizing the goals:

- Albuquerque -- inadequate outreach services, failure to conduct regular staff performance reviews, limited staff training opportunities, and an uninvolved board of directors;
- Berkeley -- inadequate outreach and follow-up services, an uninvolved board of directors, and difficulties within the staff communication system;
- Burlington -- inadequate follow-up services, failure to conduct regular staff performance reviews, limited staff supervision, limited planning procedures, and a limited commitment to youth participation; and
- Charleston, SC -- inadequate outreach procedures, limited planning procedures, limited staff training opportunities, and a relatively low staff morale.

A number of the difficulties found within Crossroads in Charleston, SC stem directly from its organizational and community context. Unlike the other projects that demonstrate various inconsistencies between their stated approach to service delivery and their actual service delivery system, Crossroads faces a series of limitations imposed on it by virtue of its affiliation to the State Department of Youth Services (DYS). While the project director, theoretically, is "in charge" of the program,

Table 5.7
Summary of Type IV Projects

	Albuquerque	Berkeley	Burlington	Charleston, SC
I. PHILOSOPHY				
• Crisis vs. Expanded	Expanded	Crisis	Crisis	Crisis
• Clinical vs. Support	Clinical	Clinical	Clinical	Support
• Youth Focus/Family Focus	Youth/	Youth	Family	Youth/
• Shelter vs. Non-Shelter	Shelter	Shelter	Non-Shelter	Shelter
II. ORGANIZATIONAL STRUCTURE AND PROJECT PARAMETERS				
• Development Status	New	Established	New to Runaways	New
• Affiliation	Component	Free-Standing	Component	Affiliate (Pub)
• Support from Affiliate	Minimal	--	Minimal	Minimal
• Project Board				
-- Role	Advisory	Advisory	Policy	--
-- Degree of Influence	Minimal	Minimal	Minimal	--
• Number of Beds in Temporary Shelter	10 beds	14 beds	2 foster home beds	10 beds
• Staff				
-- Paid	9	9	4	8
-- Volunteers	3 professionals	5	--	12
-- Available from Affiliate	--	--	6	--
• Budget				
-- Runaway Component	\$118,000	\$182,208	\$75,000	\$103,000
-- YDB Grant	\$73,000	\$70,104	\$26,000	\$73,000
-- Major Non-YDB Funding Source	State Dept. of Human Services/LEAA	CETA/Alameda Cty. Probation Dept.	LEAA	Affiliate; State Dept. Youth Serv.
III. MANAGEMENT				
• Written Policy Procedures	Yes	Yes	Yes	Yes
• Staff Performance Reviews	Yes	Yes	No	Yes
• Staff Supervision	Continuous	Continuous	Limited	Continuous
• Planning/Program Development	Responsive	Deliberate	Limited	Limited
• Staff Communications	Excellent	Incomplete	Adequate	Incomplete
IV. STAFF CHARACTERISTICS				
• Key Hiring Criteria	Youth Experience/Community Knowledge	Experience/Philosophy	Education/Experience	Experience/Philosophy
• Average Educational Level of Counseling Staff	B.A.	B.A.	M.S.W.	B.A./Some college
• Staff Training Program	Limited	Moderate	Moderate	Limited
• Staff Turnover	Moderate	Low	Low	High
• Overall Staff Morale	Excellent	Average	Excellent	Problems
• Use of Volunteers	Supportive	Supportive	No volunteers	Essential

TABLE 5.7, continued

	Albuquerque	Berkeley	Burlington	Charleston, SC
V. DIRECT SERVICE PROCEDURES				
• Outreach				
-- Street Workers	No	No	No	No
-- Community Education Program	Moderate	Moderate	Moderate	Limited
• Key Source of Client Referrals	Dept. Human Services and Probation	Police and Self	Self and Schools	Police and Social Service
• Consistent 24-hour Intake	Varies	Varies	Yes	Yes
• Time in Which Parents are usually Contacted	24 hours	2-3 hours	1-2 hours	24 hours
• Percent of Clients Whose Families Receive Service	40%	80%	90%	50%
• Maximum Stay Allowed For Temporary Shelter	30 days	30 days	30 days	7 days
• Average Length of Stay in Shelter	16 days	14 days	7 days	3-4 days
• Project Involvement in Placement	Extensive	Extensive	Extensive	Moderate
• Follow-up Procedures	Formal	Formal	No formal procedures	Formal
• Aftercare Program	Both	Both	Both	Both
VI. CLIENT AND COMMUNITY FACTORS				
• Project Location	Urban	Urban	Rural	Urban
• Client Characteristics				
-- Most Common Placement	Out-of-home	Return home	Return home	Return home
-- Unique Client Features	50% Chicano; 80% previous runaways	36% minority; Local youth	Local runaways	Sizable number from military families
• Extent of Network Participation	Moderate	Extensive	Moderate	Moderate
• Quality of Existing Service Linkages	Solid	Solid	Solid	Solid
• Key Community Barriers	Limited placements	Problematic local public agencies	Confusion over deinstitutionalization program	Limited local resources for youth
VII. YOUTH PARTICIPATION				
• Youth's Involvement In Own Plan	Yes	Yes	Yes	Yes
• Youth Service on Advisory Board	Yes	Yes	No	No
• Youth Serve as Volunteers	No	No	No	No
• Overall Commitment to Youth Participation	Moderate	Substantial	Limited	Moderate

he has little, if any, control over the size of the project's budget or the pay scale for the counseling staff. In addition, as an affiliate of a state agency, the project cannot actively lobby for legislative changes regarding the status of youth. Although the project director recognizes the need for additional training opportunities for his staff, he is not able to redirect budget resources into this area. Those training opportunities that have been provided through the YDB technical assistance grant have been attended by the project's monitor, who works in the DYS offices in Columbia. On the positive side, however, the state affiliation has enhanced the project's ability to function with other local service providers in the relatively conservative Charleston area. Also, the project monitor in Columbia has been extremely helpful in ensuring ongoing support for the project from the State Assembly. The dual level of management at Crossroads, with decision-making resting with both the on-site project director and the project monitor in Columbia has led to a degree of confusion and low morale at the project. We would suggest that the roles and responsibilities of these two positions be reevaluated in light of our findings.

The relatively small size of the Burlington project was one factor behind its failure to implement a number of the suggested generic guidelines. Because the project has only four paid staff, procedures such as regular staff performance reviews, staff supervision, and staff training opportunities are basically informal in nature. As previously discussed, however, all projects, regardless of their size, can benefit from the information generated by regular staff performance reviews. Also, the ongoing supervision of the counseling staff is one vehicle that helps project managers avoid the danger of worker burnout. Although associated with a larger youth service agency (Skagit Group Ranch Homes), the counseling program funded by YDB is very precise both in its definition of the target population and the range of services it provides. The project does share a commitment to providing youth with an alternative to the traditional network of youth service providers, but also has a clear family focus, providing most of its services to all family members. Consequently, the project did not rate as highly on the two measuring scales

as other projects in the sample that have a wider service focus and a general identification as an alternative youth service agency.

As previously discussed, the limited capacity of Berkeley Youth Alternatives (BYA) to provide appropriate outreach services represents a certain inconsistency with its stated goal of serving as a crisis intervention project. Because of the extensive visibility of other BYA service components, such as its recreation and youth employment programs, it is highly likely that the YDB component can achieve adequate exposure without directly doing outreach. The advantages of providing complete follow-up services to all former clients discussed earlier in this section also apply to the Berkeley project. While the morale among the BYA's counseling and administrative staff was generally good, there were certain misconceptions regarding the project's service delivery system among the counselors, which indicate possible difficulties within the staff's internal communication system. Much of this confusion, however, might well have resulted from the uncertainty the project faced in the wake of the passage of California's tax initiative, Proposition 13. Because a substantial portion of BYA's total budget comes from local and state-funded social service programs, a possible reduction or total elimination of these programs placed the agency in a very tenuous financial situation. Once the fate of these programs has been firmly established, BYA will be able to reformulate its program, identifying those staff who will remain and their exact responsibilities.

Albuquerque, like the project in Charleston, SC is a relatively new project, and is still experiencing many of the growing pains that are associated with attempting to define the specific youth and community needs that the project's service package will address. Despite its limited history in serving runaway youth, the Albuquerque project has established firm linkages with other local traditional and non-traditional social service providers and has developed a strong commitment to working with youth and families in need of longer-term counseling. In general, the project has established a service direction that, when fully implemented, will most likely realize this objective. The failure of the Albuquerque project to implement a number of the services and service procedures we have identified has resulted from the fact that

these services are considered less of an immediate priority. The advantages of these operating procedures, as well as the benefits of providing systematic follow-up services to all clients, discussed earlier in this section, also apply to the situation in Albuquerque.

- Type V

Of all 20 of the projects within the study sample, only Denver failed to achieve at least a moderate overall rating on one of the two sets of performance measures. A number of the specific problems within the Denver project have been addressed in previous sections of this report. The project is summarized in terms of the seven construction variables in Table 5.8. Certain of the policies followed by the Denver project appear inconsistent with the project's stated philosophy of serving youth in crisis. Specifically, we recommend that the Denver project (and other projects in similar situations) reassess their policy of reserving a majority of their beds for Department of Social Service referrals. While youth coming to a project through this system are in need of counseling and other support services, it is not clear that a project can meet the specific needs of these youth and still maintain an adequate capacity to address the needs of runaway youth who have not come in contact with a public social service agency. The Denver project maintains a crisis-oriented philosophy but has chosen to drastically reduce its capacity to respond to youth who voluntarily seek services. Although the project indicated that one of its most essential goals is to reunite youth with their families, the majority of Denver's clients (i.e., the Department of Social Service referrals) are being housed by the project while they await placements in long-term group homes. These inconsistencies between the project's philosophical orientation and the realities of its direct service delivery system indicate that the project needs to seriously reconsider its target population and its service goals and objectives.

Table 5.8
Summary of Type V Project

	Denver
I. PHILOSOPHY	
• Crisis vs. Expanded	Crisis
• Clinical vs. Support	Support
• Youth Focus/Family Focus	Youth
• Shelter vs. Non-Shelter	Shelter
II. ORGANIZATIONAL STRUCTURE AND PROJECT PARAMETERS	
• Development Status	New
• Affiliation	Affiliate
• Support from Affiliate	Minimal
• Project Board	
-- Role	Policy
-- Degree of Influence	Minimal
• Number of Beds in Temporary Shelter	14 beds
• Staff	
-- Paid	14
-- Volunteers	2-5
-- Available from Affiliate	--
• Budget	
-- Runaway Component	\$190,000
-- YDB Grant	\$17,000
-- Major Non-YDB Funding Source	Dept. of Social Services
III. MANAGEMENT	
• Written Policy Procedures	No
• Staff Performance Reviews	No
• Staff Supervision	Limited
• Planning/Program Development	Limited
• Staff Communications	Incomplete
IV. STAFF CHARACTERISTICS	
• Key Hiring Criteria	Experience/Education
• Average Educational Level of Counseling Staff	M.S.W.
• Staff Training Program	Moderate
• Staff Turnover	Moderate
• Overall Staff Morale	Problems

TABLE 5.8, continued

	Denver
V. DIRECT SERVICE PROCEDURES	
• Outreach	
-- Street Workers	No
-- Community Education Program	Moderate
• Key Source of Client Referrals	Dept. Social Services and Probation
• Consistent 24-hour Intake	Yes
• Time in Which Parents are usually Contacted	24 hours
• Percent of Clients Whose Families Receive Service	50%
• Maximum Stay Allowed For Temporary Shelter	21 days
• Average Length of Stay in Shelter	14 days
• Project Involvement in Placement	Limited
• Follow-up Procedures	No formal procedures
• Aftercare Program	Both
VI. CLIENT AND COMMUNITY FACTORS	
• Project Location	Urban
• Client Characteristics	
-- Most Common Placement	Return home
-- Unique Client Features	90% are local runaways
• Extent of Network Participation	Moderate
• Quality of Existing Service Linkages	Solid
• Key Community Barriers	Lack of placement options/ State fiscal crisis
VII. YOUTH PARTICIPATION	
• Youth's Involvement In Own Plan	No
• Youth Service on Advisory Board	No
• Youth Serve as Volunteers	No
• Overall Commitment to Youth Participation	Limited

CONCLUSIONS

Based on our comparisons of project performance on both the goal-specific and the generic guidelines, and a review of the specific aspects of project functioning at all 20 evaluation sites, the following summary statements can be made.

(1) Of the eleven projects that demonstrated a limited capacity to achieve certain of the goal-specific guidelines, one project had difficulty meeting the minimum requirements to operationalize a goal that it considers to be one of the most essential goals of its program, indicating an inconsistency between its philosophical stance and its actual service delivery system. In contrast, the other ten projects had problems operationalizing a goal that they saw as having a lesser role in shaping their program. Because these ten projects were not tailoring their programs to address these specific legislative goals, their failure to have in place all of the necessary services and procedures considered essential to operationalizing these goals becomes more understandable. While we would still advise these projects to carefully review the service and service procedures they have not yet fully implemented, their failure to have in place these goal-specific guidelines does not represent an inconsistency in their overall structures and service delivery systems.

(2) Based on the performance of projects on both our goal-specific and generic guidelines, five distinct performance levels were identified, ranging from five projects that were judged as having an extremely solid capacity to operationalize the goals and intent of the National Runaway Youth Program, to one project that demonstrated serious limitations in achieving this objective.

(3) The five projects that were found to have successfully achieved almost all of the recommended operating guidelines shared a number of attributes. All five are well-established youth service providers and are well recognized in their respective communities. All five are affiliated with, or are components of, a larger youth service system

that addresses a wide range of youth-related issues and service needs. All five have fairly formal systems for making policy decisions, managing day-to-day operating procedures, and monitoring staff performance. While each of the five projects operates from slightly different organizational contexts, all have a hierarchical management system which includes a specific project director and a policy-making board of directors. In terms of their philosophy or orientation to service delivery, however, the five represent a wide range of approaches.

(4) Each of the 15 projects that had not fully implemented one or more of the goal-specific or the generic guidelines had various reasons for their actions, some of which were philosophical and some of which reflected the practical limitations of financial resources and staff time.

CHAPTER 6
LINKAGES BETWEEN PROJECT FUNCTIONING
AND CLIENT IMPACT

INTRODUCTION

In the interest of providing a more detailed information base to which program planners can refer, it is also important to address the extent to which different types of projects serving different types of clients were able to meet our client impact criteria and indicators.¹ Consequently, we have disaggregated the client impact findings, according to several groupings. Each grouping includes clients who received services from the different clusters of projects identified in the previous chapters. The principal hypothesis to be tested by this disaggregation of the findings is whether those projects that were identified as achieving most of the generic and goal-specific assessment guidelines and indicators would demonstrate a higher rate of success with their clients than projects that achieved relatively fewer of these measures. As the following results will illustrate, a project's organizational setting does, in certain instances, have a strong relationship to its level of success with its clients. In the analysis described in this chapter, project functioning was found to be a much stronger indicator of project performance on the Goals 3 and 4 and the Overall Performance Criteria than on the Goal 2 Criteria. Because all projects performed very well on Goal 1, this type of project cluster analysis was not performed for this goal.

¹In order to determine the extent to which the 20 projects included in the evaluation sample have been successful in achieving positive impact with the youth and families they serve, BPA developed a series of criteria and indicators for each of the four goals of the Runaway Youth Act and an additional fifth "goal" which measured the overall impact of project contact on clients. These criteria and indicators, as well as the general findings from this analysis, are included in the Client Impact Report: National Evaluation of the Runaway Youth Program (Berkeley Planning Associates, Berkeley, CA, May 15, 1979).

Before discussing the extent to which different groups of projects succeeded in achieving the client impact criteria and indicators, we first looked at the variation among the individual projects in terms of the specific client and service variables we had utilized in the aggregate analysis of "national" program performance. The organizational goal assessment has focused on a wide range of areas in which projects showed substantial variation including project philosophy, project organizational structure and parameters; project management; staff characteristics; direct service delivery procedures; community and client characteristics; and youth participation efforts. The results of the client impact analysis allows for a more detailed discussion of two specific aspects of project functioning: client characteristics and project service delivery. While both of these areas have been briefly discussed in the preceding chapters, the client impact findings allow for a more detailed comparison among projects in terms of the types of clients served and the range of services provided. In presenting these findings on a project-by-project basis, we looked only at the 12 projects in the sample for which we had obtained client data on a minimum of 15 cases. It was generally felt that we did not have a sufficient data base on which to draw any policy relevant conclusions for the remaining projects. In addition, listing percentage distributions in cases where fewer than 15 clients were involved might seriously misrepresent a particular project's client or service profile. For the purposes of demonstrating the variation that exists among projects, however, the sample of 12 projects sufficiently captured the range of projects funded under the Runaway Youth Act.

CONTEXT OF THE CLIENT IMPACT STUDY SAMPLE

The client impact findings in this report are based on the experiences of 278 youth who received temporary shelter from the 20 evaluation sites during a five-week study period during the summer of 1978. More specifically, the BPA client impact evaluation was designed to include every youth who was housed by the 20 evaluation sites and who left temporary shelter between June 26 and July 30, 1978. Because the 20 evaluation sites themselves were selected as being representative of the full range of the YDB-

funded projects, the client sample should accurately represent the types of youth being served by the YDB-funded runaway projects nationally.¹

In addition to serving youth in need of temporary shelter, most of the projects also provide telephone counseling and information and referral services to both youth and adults, counsel drop-in clients, and provide on-going counseling to youth and families on a non-residential basis. The present evaluation does not focus on the impact of project services on these other types of clients. We originally hoped to present client impact data for a small sample of non-housed youth. In order to generate this sample, we conducted interviews with all youth who received counseling services on a non-residential basis at six of the 20 evaluation sites. The resulting sample of non-residential youth, however, included only 29 cases, a far too limited sample to provide any detailed policy-relevant information on the effectiveness of the National Program in serving non-housed youth. The client impact component, therefore, describes the impact of project services only for the sample of housed youth.

While many of the 20 runaway projects included in the study consider housed youth to be the primary recipients of the services they provide, some projects, such as Youth Emergency Services in University City, MO, place considerable emphasis on serving youth on a non-residential basis such as through hotline, telephone counseling. Still other projects, including the evaluation sites in Cleveland, Philadelphia, Chicago, Milwaukee, New Orleans, and Burlington, WA, counsel large numbers of youth on a drop-in basis and through direct outreach activities. Table 6.1 summarizes the total volume of clients who received services from each of the 20 evaluation sites during the five-week study period, and indicates how the BPA client sample relates to this more comprehensive client population.

As shown by Table 6.1, the total number of housed youth served by the projects during the study period was 445, considerably more than the 278 housed youth included in the BPA study. One reason for this apparent discrepancy is the fact that column A reports the total number of youth who

¹To the extent the summer populations at the projects differ from their school-year clientele, the sample may represent the National Runaway Youth Program's summer clientele more accurately than it does the youth served during the school year.

Table 6.1

Clients Served by the 20 Evaluation Sites Between June 26 and July 31, 1978¹

	(A) Housed Youth	(B) Non-Housed Youth	(C) One-Time Drop-Ins	(D) Telephone Contacts	Youth Included In the BPA Study	
					Housed	Non-Housed
Montpelier, VT	23	21	C + D = 82		6	3
New York, NY	34	B + C = 20		81	19	--
Huntington, NY	7	37	0	0	2	4
Hyattsville, MD	18	7	7	100 to 200	18	--
Philadelphia, PA	9	B + C = 12		57	8	--
Charleston, WV	22	3	4	21	16	--
Louisville, KY	43	B + C = 10		*	18	--
Nashville, TN	21	9	9	22	16	--
Charleston, SC	21	0	C + D = 17		17	--
Cleveland, OH	58	50	9	*	18	--
Chicago, IL	1	27	0	0	1	5
Ann Arbor, MI	4	13	19 youth 1 adult	19 youth 14 adults	4	1
Milwaukee, WI	25	B + C = 58		285 counseling 492 information & referral	22	--
New Orleans, LA	42	B + C = 30		*	18	--
Albuquerque, NM	22	2	*	*	10	--
University City, MO	34	0	14 in July	270 in July	31	--
Denver, CO	21	0	0	0	21	--
Berkeley, CA	10	59	*	*	5	7
Tucson, AZ	31	1	0	approx. 500	26	--
Burlington, WA	3	24	0	2	3	9
TOTAL	445				278	29

Key: * = data not available.

¹The data on total clients served during the study period were obtained from the directors of each of the 20 projects. Because of the way in which project records are maintained, the number in each category represents the total number of clients served during the five-week study period, rather than the total number of clients terminated during the period. Thus, the category for housed youth is more inclusive than the sample of youth eligible for the BPA evaluation.

received shelter during the five-week period, rather than the total number of youth who left shelter during that period. The latter (presumably smaller) number identifies those youth eligible for inclusion in the client impact study. When we realized that the projects were reporting larger volumes of housed youth than the sample for which we had obtained interviews, we requested completed YDB Intake and Service Summary Forms for all youth who had left shelter during the study period but who, for some reason, had not been included in the study sample. In response to this request, we received data on an additional 94 cases. Table 6.2 shows the distribution of these 94 cases across the 20 projects. These cases represent youth that we had intended to include in the study, but for whom we failed to obtain any client impact interviews.¹

Table 6.2

Youth Served During the Study Period Who Were Not
Included in the BPA Sample

Project	Number
Huntington, NY	9
Hyattsville, MD	5
Philadelphia, PA	7
Louisville, KY	19
Charleston, SC	2
Cleveland, OH	29
Ann Arbor, MI	5
New Orleans, LA	7
Albuquerque, NM	5
Denver, CO	3
Berkeley, CA	2
Burlington, WA	1
TOTAL	94

¹The reasons for failing to conduct interviews with these youth included: failure on the part of the project to notify the local evaluators at the appropriate time; failure on the part of the local evaluator to conduct counselor interviews in those instances where both the youth and parent declined to participate; and refusal on the part of the counselor to be interviewed if both the youth and parent declined to participate. Another common reason for failing to include a youth in the BPA sample was if the youth remained at a project only a single night and received few services in addition

Although we were initially concerned about the effect of these cases on the representativeness of the remaining sample of housed youth, a careful analysis of the client data contained on the YDB Intake and Service Summary Form for these 94 youth shows that they are indistinguishable from the rest of the BPA client impact sample on virtually every descriptive variable except for the length of time spent at the project. That is, those 94 cases have the same profile on age, sex, race, previous runaway experience, services received, reasons for leaving the project, family participation in project services, and living situation after leaving the project as do the 278 housed youth included in the study. They do, however, differ significantly from the evaluation sample in the length of time spent at the project: 74 of the 94 cases (or 78%) are youth who stayed at the project three days or less, while only 30% of the 278 youth in the evaluation sample stayed three days or less. Because of the close match between the profiles of these two groups of youth on most variables, we have been reassured about the overall representativeness of the BPA evaluation sample.

VARIATIONS IN CLIENT VARIABLES ACROSS PROJECTS

The earlier chapters have demonstrated that projects differ substantially in terms of their identified target populations. While certain projects focus primarily on local youth, other projects tend to serve a relatively higher percentage of youth coming from out-of-state locations. In addition, certain projects have indicated that the majority of their clients are self-referrals, while several others have stated that most of their clients are referred from a variety of local public and private youth service agencies. The results of the client impact analysis allowed us to "fine tune" these distinctions, moving the discussions from a level of general perceptions regarding the client populations being served to a more specific level that described differences among actual groups of clients. For the 12 projects for which we have data on at least 15 clients, eight

variables were used to explore client differences among the projects.¹

These included

- the percentage of clients who were female;
- the age distribution;
- the percentage of clients who were non-white;
- the percentage of clients who had been arrested for either a status or a criminal offense;
- the prior living situations of the youth served;
- the referral source used by clients;
- the counselors' perceptions of the youths' major problems; and
- the percentage of youth who had been either abused or neglected by their parents or guardians or who feared abuse or neglect.

Table 6.3 shows the variation on each of the variables for the 12 projects. As the figures indicate, no two projects have exactly the same client profile and, in fact, the projects exhibit wide variation along almost every dimension measured. In general, the sex breakdown of clients, the percentage of clients who had been previously arrested for a status or criminal offense, and the percentage of youth who reported or feared abuse or neglect did not vary dramatically among the 12 sample projects. Most of the projects fell within 10 to 15 percentage points either way of the national distribution suggested by the aggregate sample. The exceptions include the relatively high percentage of females served at Oasis House in Nashville, TN (88% of the project's caseload during the study period were female), and the relatively high percentage of youth who reported actual or feared abuse (33%) served by The Greenhouse in New Orleans, LA. The fact that very few projects were found to be significantly different than the average for the total client population on these variables seems to indicate that the projects, in general, show little variation along these dimensions.

In terms of the remaining client variables, however, the 12 projects demonstrated substantial differences. When one looks at the age distribution of the client populations, for example, wide variations are observed.

¹These variables were the ones for which we received the most data and are the characteristics which we feel best capture the range of clients served.

Table 6.3
Client Variables: Variation Among Projects

Project	Number of Clients	% Female	AGE			Percent Non-White	Percent With Juvenile Arrest	LIVING SITUATION PRIOR TO COMING TO THE PROJECT					REFERRAL SOURCE						COUNSELOR'S PERCEPTION OF MAJOR PROBLEM			Percentage of Youth With Actual or Feared Physical/Sexual Abuse
			9-14	15-16	17-19			Single Parent Family	Two Parent Family	Foster Home, Group Home, Other Institution	On Own, Relatives, Friends	On Own	Project Outreach	Public Agency	Juvenile Justice System	Private Agency	Other	Family	Behavioral	Other		
			New York	19	42%			11%	37%	52%	95%	33%	6%	28%	44%	22%	10%	11%	16%	16%	47%	
Hyattsville	18	61%	28%	39%	33%	28%	39%	12%	56%	19%	13%	55%	-	6%	11%	11%	17%	61%	28%	11%	22%	
Charleston, WV	16	56%	12%	75%	13%	19%	53%	27%	40%	13%	20%	31%	-	6%	44%	-	19%	50%	6%	44%	19%	
Louisville	15	47%	18%	44%	38%	48%	*	*	*	*	*	40%	-	13%	27%	7%	14%	*	*	*	18%	
Nashville	15	88%	31%	44%	25%	12%	*	33%	53%	7%	7%	20%	-	27%	33%	13%	7%	*	*	*	25%	
Charleston, SC	17	47%	24%	64%	12%	18%	56%	19%	25%	25%	31%	12%	6%	82%	-	-	-	35%	12%	53%	23%	
Cleveland	18	61%	35%	35%	30%	44%	35%	33%	33%	12%	22%	55%	-	17%	17%	6%	5%	59%	23%	18%	28%	
Milwaukee	22	64%	45%	46%	9%	36%	55%	23%	45%	27%	5%	45%	9%	13%	23%	5%	5%	71%	9%	19%	32%	
New Orleans	18	33%	33%	56%	11%	22%	35%	33%	33%	22%	12%	39%	11%	28%	22%	-	-	53%	18%	29%	33%	
University City	51	48%	29%	52%	19%	32%	39%	19%	39%	19%	23%	27%	3%	13%	44%	3%	10%	71%	6%	23%	3%	
Denver	20	43%	29%	48%	23%	24%	38%	24%	14%	33%	29%	28%	6%	55%	11%	-	-	24%	33%	43%	19%	
Tucson	26	58%	42%	42%	16%	35%	42%	24%	64%	4%	8%	19%	4%	8%	50%	-	19%	58%	8%	34%	31%	
National Average	278	56%	30%	46%	24%	33%	42%	23%	38%	24%	16%	31%	5%	23%	25%	7%	5%	53%	16%	31%	23%	

*Missing data on certain questions reduced the project's total sample to less than 15 for this variable.

While two of the projects, Project Contact in New York, NY, and Shelter House in Louisville, KY, serve a significantly higher percentage of older adolescents than that suggested by the aggregate figures, four other projects (Crossroads in Charleston, SC, Pathfinders in Milwaukee, WI, The Greenhouse in New Orleans, LA, and Open Inn in Tucson, AZ) serve a slightly younger population than that suggested by the total national sample. When the general characteristics of these projects, as identified in Chapter 2, are examined, it is interesting to note that those projects that serve a higher proportion of older adolescents were also the projects that expressed a more expanded focus in their overall service philosophy. In contrast, each of those projects that serve a higher proportion of younger youth all indicated that they focus their attention on addressing the more immediate needs of those clients involved in a crisis situation. While far from conclusive, this finding supports the general assessment provided BPA personnel by the project directors and counselors at the 20 projects regarding the future orientation of most of the older adolescents seeking project assistance. For many of these youth, determining a future course of action involves longer-range planning, such as identifying possible employment opportunities or a gradual transition into independent living.

As suggested in the previous chapters, the projects differed substantially in terms of the racial composition of the youth in their caseloads. While roughly 33% of the national client sample was non-white, this percentage ranged for the individual projects from a high of 95% at Project Contact in New York, NY, to a low of 12% at Oasis House in Nashville, TN. In general, this distribution seems related to the location of the project, with those projects situated in urban communities with larger minority populations serving, on average, a higher percentage of minority clients than those projects located in rural or suburban communities.

The prior living situations of youth coming to the projects for assistance also showed a wide variation among the 11 projects that had a sufficient number of responses to this question to qualify for a project breakdown. As the figures in Table 6.3 indicate, the percentage of clients coming from single-parent households ranged from a high of 33% at three projects to a low of 6% at Project Contact in New York City. Over half of the client sample

at three of the 11 projects (Second Mile in Hyattsville, MD, Oasis House in Nashville, TN, and Open Inn in Tucson, AZ) came from households with two parents present. Only one project, Project Contact in New York City, served a substantial percentage of clients who had come from a non-family setting prior to receiving project services. When one considers the different project characteristics identified in the previous chapters, those projects that tend to serve a high percentage of youth coming from family settings share certain attributes. For example, all three have a crisis focus in their service philosophy and consider the provision of temporary shelter to be one of their principal services. All three also have less of a clinical approach to service delivery, relying primarily on the provision of general support services to the youth seeking their assistance.

One of the most striking findings of the national client impact assessment was the fact that relatively few youth receive services as a direct result of a project's outreach efforts. This finding is further highlighted by the project-by-project breakdown, which found only seven of the 12 projects showing any referrals through project outreach. In those instances where a referral through outreach is noted, it usually represents one or, at most, two cases. While this finding should not be taken to imply that a project's outreach efforts are generally not important to overall project functioning, it does suggest that project outreach is not, in most instances, a significant direct vehicle for bringing potential clients into contact with the project. A more detailed discussion of this point will be presented in a later section of this chapter. Among the other referral sources identified by the client impact data, wide variation was found in terms of the percentage of youth coming on their own to the projects versus the percentage of youth being referred by the juvenile justice system or by other public agencies. Only one project, Project Contact in New York City, showed an unusually high percentage of clients being referred through private, community-based service agencies. This finding for Project Contact strongly supports the referral network that the staff identified during the conduct of the organizational goal assessment. Because of the general confusing nature of the public service sector in New York City and the fact that social service case workers generally have large, unmanageable caseloads, those youth served by Project

Contact are usually identified and referred by private, community-based service agencies located throughout the greater New York City area. In most other cities, however, public service providers and juvenile court authorities are a substantial, if not the major, source of referrals to the projects. As the information in Table 6.3 indicates, seven projects had over 50% of their caseload during the study period referred by some type of local public agency. Crossroads in Charleston, SC, had the highest percentage of its clients referred by public agencies (82%), while Second Mile in Hyattsville, MD, had the lowest referral rate from this source (17%). When one looks at those projects that showed a larger percentage of public agency referrals, few similarities are evident, partially reflecting the very different types of public agencies that make referrals and the very different working relationships that the projects have established with these public agencies. For example, while some projects usually accept public agency referrals without question, other projects impose specific ceilings on the number of such referrals they will accept into their programs at any one time. Also, a number of projects receive financial reimbursements from certain city or county officials for providing shelter to these youth.

The final client variable explored in this section of the analysis looked at the major problems experienced by the youth served by the projects. Of the ten projects that had sufficient client data to provide an individual analysis of their caseloads on this variable, a wide range was found in terms of the percentage of clients whom the counselors identified as having a major problem with their families. This percentage ranged from a high of 71% at Pathfinders in Milwaukee, WI, and Youth Emergency Services at University City, MO, to a low of 21% at Project Contact in New York City. In general, those projects that identified family difficulties as the major problem for over half of their caseload were identified in the organizational goal assessment study phase as having a more crisis-oriented service philosophy, a combined youth and family service focus, and a service package that considered temporary shelter as being one of its principal services. In addition, these projects generally provide counseling and other support services to the parents of roughly half of their total caseload. In contrast, the counseling staff at Project Contact indicated during the course of the

organizational goal assessment that less than one-third of their caseload involves providing services to parents.

VARIATION IN SERVICE VARIABLES ACROSS THE PROJECTS

In the course of summarizing the data collected during the organizational goal assessment study phase, certain clear differences emerged in terms of the types of services the projects identified as being most essential to their overall service strategy and the specific methods used in delivering certain services. Examples under this first category involve the relative importance projects place on group counseling and other group activities, while an example of the second category involves the vehicle used to provide temporary shelter, either by operating a shelter facility or by developing a network of volunteer foster homes. As it did with the identification of certain key client characteristics, the client impact data also helped pinpoint specific differences in the range of services provided by the YDB-funded projects. For the purposes of the current analysis, the following five service variables¹ were examined on a project-by-project basis:

- the length of stay in temporary shelter;
- the services the clients received while in temporary shelter;
- the percentage of clients with whom the project had contact during the five-week period after termination;
- the percentage of clients who received individual counseling from the project on an aftercare basis; and
- the percentage of clients who received family counseling from the project on an aftercare basis.

Table 6.4 provides this information for each of the 12 projects in the sample for which we collected client impact data on at least 15 clients. Within each of the categories, the projects exhibited the same variation that has been suggested through the organizational goal assessment study phase. In terms of the length of stay in temporary shelter, the percentage

¹These variables were the ones for which we received the most data and are the characteristics which we feel best capture the range of services provided to youth and their families.

Table 6.4
Service Variables: Variation Among Projects

Project	Number of Clients	LENGTH OF TIME IN TEMPORARY SHELTER						PERCENTAGE OF CLIENTS RECEIVING THE FOLLOWING SERVICES										Percentage of Clients With Whom Project Had Contact After Termination	Percentage Receiving Individual Counseling On Aftercare Basis	Percentage Receiving Family Counseling On Aftercare Basis
		1 Night	2-7 Nights	8-14 Nights	15+ Nights	Mean	Median	Individual Counseling	Group Counseling	Family Counseling	Employment	Medical	Legal	Educational	Transportation	Financial				
New York	19	5%	26%	21%	48%	19.3	14.0	95%	95%	21%	21%	32%	21%	16%	95%	21%	47%	16%	-	
Hyattsville	18	-	44%	33%	22%	12.1	8.5	100%	94%	39%	17%	28%	6%	17%	44%	6%	29%	12%	6%	
Charleston, WV	16	25%	50%	12%	13%	5.6	3.0	100%	88%	38%	25%	19%	25%	12%	31%	6%	56%	44%	19%	
Louisville	15	7%	53%	27%	13%	8.6	7.0	100%	73%	60%	33%	-	27%	13%	67%	13%	94%	6%	-	
Nashville	15	13%	40%	20%	17%	14.1	7.0	93%	87%	53%	20%	40%	13%	20%	67%	13%	73%	60%	40%	
Charleston, SC	17	29%	71%	-	-	2.6	2.2	100%	18%	18%	12%	12%	18%	-	29%	6%	65%	12%	-	
Cleveland	18	11%	39%	39%	11%	8.2	7.5	100%	44%	56%	17%	39%	28%	22%	22%	17%	50%	17%	6%	
Milwaukee	22	27%	22%	51%	-	7.1	7.5	96%	91%	41%	-	73%	14%	9%	27%	-	59%	9%	9%	
New Orleans	18	11%	17%	28%	44%	15.8	13.5	94%	100%	22%	-	56%	17%	-	67%	17%	33%	-	-	
University City	31	6%	39%	42%	13%	9.2	8.0	71%	71%	29%	10%	7%	-	-	3%	-	39%	13%	-	
Denver	20	5%	45%	25%	25%	12.7	6.5	95%	57%	19%	20%	25%	-	14%	81%	62%	48%	14%	-	
Tucson	26	15%	54%	23%	8%	6.5	5.2	92%	15%	54%	4%	11%	-	15%	35%	12%	35%	19%	8%	
National Average	278	13%	39%	27%	20%	-	-	94%	64%	37%	16%	27%	13%	13%	49%	22%	50%	17%	6%	

of clients who received only a single night of shelter ranged from a high of 29% at Crossroads in Charleston, SC, to a low of zero at Second Mile in Hyattsville, MD. At the other end of the spectrum, almost half of the client caseloads at Project Contact in New York City and The Greenhouse in New Orleans, LA, received temporary shelter for more than a two-week period. This variation in the length of time that clients received temporary shelter is further highlighted when one looks at the mean, or average, number of nights clients received temporary shelter at each of the 12 projects. As Table 6.4 indicates, Crossroads in Charleston, SC, kept youth the shortest average period of time (2.2 nights) while Project Contact in New York City tended to keep youth an average of 19.3 nights. The length of time youth receive shelter would seem to imply different overall service strategies. For example, the counselors at Crossroads indicated that they perceived their role as meeting the immediate needs of youth in crisis and then referring the youth and his or her parents to other agencies in the community for longer, more in-depth counseling. In contrast, the staff at Project Contact perceive their role as that of determining what the youth wants to do with his or her life. Once this determination has been made, the staff will actively assist the youth in effectively dealing with other service providers either in obtaining an adequate out-of-home placement or in enrolling the youth in an independent living program or job training program.

As suggested by the aggregate client impact data and the organizational goal assessment information, individual counseling is clearly the service that the projects most frequently provide to their clients. With the sole exception of Youth Emergency Services in University City, MO, the projects for which individual client statistics can be provided show that at least 90% of their caseloads receive individual counseling. The remaining eight services that were identified in the course of the client impact evaluation are provided by the projects in very different degrees. For example, group counseling is provided to virtually all clients at four projects, including The Greenhouse in New Orleans, LA, which considers group counseling to be the most essential component of its overall service strategy. In contrast to this relatively high level of providing group counseling, two projects were found to provide this service to less than 20% of their housed clients during the study period. This difference supports the initial findings presented

in the organizational goal assessment, which found that several projects view group counseling only as a useful support service and do not consider it to be one of their essential group of core services.

The provision of family counseling also differed dramatically among the 12 projects, ranging from 60% of the client population at Shelter House in Louisville, KY, to only 19% of the client population at Prodigal House in Denver, CO. In general, those projects that identified a greater percentage of their client population as having a major problem with their families also tended to provide family counseling to a greater percentage of their client population. In addition to these variations, the other two services that showed the widest variations were medical services and transportation. As indicated in the organizational goal assessment, Pathfinders in Milwaukee, WI, utilizes the services of a volunteer nurse who provides routine physical examinations to clients receiving shelter. This service structure is reflected by the fact that 73% of the clients at this project received medical services, a much higher percentage than any of the other eleven projects on which this information was reported. The wide variation in the percentage of clients who received transportation services could be due to (1) substantial differences in the number of times project staff actually provide clients short-distance transportation assistance, or (2) differences in the way staff at the individual projects defined transportation services. The 95% level indicated for Project Contact in New York City, for example, refers to the routine practice of providing subway tokens and bus fare to residents to cover the cost of going to school or keeping appointments with other service providers. In contrast, the staff at Youth Emergency Services in University City, MO, is hampered in providing such assistance due to the limited public transportation system in the community. In addition, the staff indicated that they do not generally have time to drive clients to their appointments. Other projects, such as Pathfinders in Milwaukee, WI, and Safe Space Station in Cleveland, OH, do not consider the provision of money for public transportation as providing "transportation" services.

The final three service variables identified in this section reflect the extent to which the projects provide follow-up and aftercare services. As the figures in Table 6.4 indicate, project staff reported having contact

with various percentages of their clients between the termination and follow-up interviews. Shelter House in Louisville, KY, reported contact with 94% of its clients following termination, while Second Mile in Hyattsville, MD, had contact with only 29% of its clients. In terms of providing services on an aftercare basis, only two of the projects provided individual counseling to more than 20% of the client sample. The Greenhouse in New Orleans, LA, which was found to have a limited capacity to provide aftercare services, did not provide individual or family counseling to any of its clients following the termination of temporary shelter. In noting this fact, it is equally important to remember that The Greenhouse provides shelter to its clients for a much longer time period than do the majority of other projects in the sample. With the exception of Oasis House in Nashville, TN, none of the projects in the sample provide family counseling services on an aftercare basis to a significant percentage of their client population.

PERFORMANCE ON THE CLIENT IMPACT INDICATORS BY PROJECT CLUSTERS

Ideally, one would want to determine the extent to which each project within the evaluation sample achieved the criteria and indicators developed as part of the client impact analysis in order to fully address the question of how project functioning affects client impact. Because of the limited number of clients served by each project in the sample, this type of detailed analysis is not possible. By pooling the clients from several projects that share similar attributes, however, we can begin to identify those aspects of project functioning that seem to be most directly related to client impact. For purposes of this analysis, we have disaggregated the client impact findings along two dimensions: the projects' compliance with the goal-specific guidelines and the projects' compliance with the generic guidelines. In the first instance, we used the clusters identified in Chapter 3 which stratified projects according to the extent to which each achieved the goal-specific guidelines for Goals 2, 3, and 4. In the second instance, we used the clusters identified in Chapter 4 which stratified projects according to the extent to which each achieved the 12 generic guidelines. This procedure allowed us to "test" the basic hypotheses about

project effectiveness behind the development of the goal-specific and the generic guidelines as well as to provide some general insights into the relationship between the extent to which a project has operationalized the goals of the Runaway Youth Act and the extent to which a project has a positive impact on its clients in terms of these same goals.

VARIATION IN CLIENT IMPACT ACCORDING TO THE GENERIC AND GOAL-SPECIFIC TYPOLOGIES

Each of the projects in the evaluation sample was assigned to one of three groups based on the extent to which each had implemented the 12 operating procedures considered essential to achieving a well-functioning runaway youth project. In addition, each project was rated in terms of its capacity to fully implement a number of services and service procedures directly related to each of the four goals stipulated in the Runaway Youth Act. In order to test the relationship between goal operationalization and positive client impact, the collective performance of the projects in each of these typologies was measured in terms of the client impact indicators developed for Goals 2, 3, and 4. The three groups developed under the generic guideline typology were also compared in terms of their collective performance on the indicators developed under the overall program performance criteria. The following discussion presents the results of this comparative analysis on a goal-by-goal basis.

Goal 2: To Encourage the Resolution of Intrafamily Problems

As shown in Table 6.5, we identified three criteria against which to measure performance on Goal 2. The first criterion is whether services received from the project were helpful in understanding and resolving family problems; the second criterion notes whether progress was actually made in resolving the youth's family problems; and the third criterion measures the extent to which certain family relationships improved after the youth left temporary shelter. The indicators developed under these criteria represent the different opinions of the youth, parents, and counselors both at the time the youth left temporary shelter and at the time of the follow-up interview, five weeks later.

Table 6.5

Performance on Goal 2: By Generic and Goal-Specific Typologies

Criteria/Indicators	National Sample	Percentage Positive Outcomes Generic Guideline Typology				Percentage Positive Outcomes Goal-Specific Typology		
		Type A Projects	Type B Projects	Type C Projects	Chi- Square Signif- icance	Type A Projects	Type B Projects	Chi- Square Signif- icance
<u>II-A: Were Services Helpful?</u>								
Indicator 1: Youth at Termination	81%	77% (78)	87% (55)	*	.31	88% (90)	71% (60)	.01
Indicator 2: Parent at Termination	50%	46% (39)	47% (36)	*	.32	49% (49)	51% (39)	1.00
Indicator 3: Youth at Follow-Up	67%	60% (50)	76% (29)	*	.25	70% (47)	64% (45)	.71
Indicator 4: Parent at Follow-Up	44%	34% (38)	49% (33)	*	.16	48% (40)	40% (40)	.65
<u>II-B: Was Progress Made in Resolving Family Problems?</u>								
Indicator 1: Youth at Termination	61%	58% (80)	70% (54)	*	.23	66% (90)	56% (68)	.28
Indicator 2: Counselor at Termination	62%	62% (122)	66% (77)	55% (44)	.44	66% (126)	58% (117)	.26
Indicator 3: Parent at Termination	63%	65% (43)	55% (38)	*	.34	59% (51)	67% (43)	.51
Indicator 4: Youth at Follow-Up	72%	76% (50)	71% (31)	*	.57	76% (49)	69% (45)	.62
Indicator 5: Counselor at Follow-Up	76%	70% (30)	74% (31)	*	.17	80% (49)	*	.39
Indicator 6: Parent at Follow-Up	71%	72% (36)	67% (30)	*	.78	64% (39)	78% (36)	.29
<u>II-C: Have Family Relationships Improved? (Responses at Follow-Up)</u>								
Indicator 1: Youth felt better about family	62%	58% (50)	66% (25)	*	.25	68% (47)	59% (44)	.91
Indicator 2: Parent felt better about youth	55%	56% (32)	49% (33)	*	.39	61% (36)	48% (37)	.40
Indicator 3: Parent felt better about family	51%	44% (32)	55% (29)	*	.41	57% (36)	47% (34)	.63
Indicator 4: Youth said at least one agreement kept	88%	**	**	**	**	**	**	**
Indicator 5: Parent said at least one agreement kept	61%	**	**	**	**	**	**	**
Indicator 6: Youth said more time was spent with family	50%	49% (45)	46% (26)	*	.60	59% (41)	42% (41)	.18
Indicator 7: Parent said more time was spent with family	35%	25% (36)	42% (31)	*	.21	40% (38)	30% (37)	.51
Indicator 8: Youth said easier to talk over problems with parents	51%	47% (45)	46% (26)	*	.09	62% (42)	40% (40)	.07
Indicator 9: Parent said easier to talk over problems with youth	45%	44% (34)	45% (29)	*	.45	61% (36)	33% (36)	.03

*Fewer than 25 cases appeared in this cell.

**Fewer than 50 responses were recorded for these indicators. Therefore, further analysis was not possible.

Table 6.5 summarizes the performance of each of the three clusters of projects developed under the generic guideline typology and the two clusters of projects developed under the Goal 2 guidelines. We have reported the findings from this analysis for all indicators for which we had at least 50 cases. As the results of this analysis indicate (as presented in Table 6.5), very little variation was found on any of the indicators under Goal 2 in terms of the generic guideline typology. In terms of the goal-specific typology, the results were slightly stronger, with the projects clustering in the Type A group consistently achieving a higher level of success on the individual indicators than projects clustering in the Type B group. This relationship was strongest for the youth's response at termination regarding whether project services were helpful in resolving family problems and for both the youth's and parent's response at follow-up regarding whether it was easier to talk over difficulties. In terms of the first indicator, 88% of the youth served by projects clustering in the Type A group reported that the project's services had been helpful in resolving family problems, while only 71% of the youth served by projects in the Type B group expressed this opinion. Similarly, 62% of the youth and 66% of the parents served by projects in the Type A group interviewed at follow-up said they were finding it easier to talk over problems with each other. In contrast, only 40% of the youth and 33% of the parents served by projects in the Type B group felt this way about their current family relationships.

The lack of a strong relationship between the generic guidelines and the Goal 2 indicators is not surprising. One would not necessarily expect to find a project's organizational setting or staff management practices to have a significant influence over the extent to which a project is successful in resolving family problems. On the other hand, the stronger association between the goal-specific typology and project performance on the Goal 2 client impact indicators does strengthen the argument that the provision or absence of follow-up and aftercare services does influence client outcomes. Table 6.6 indicates that, while the provision of aftercare and follow-up services to all clients was low, clients receiving services from projects in the Type A group were more likely to receive this type of assistance than those being served by the Type B group projects. In terms of follow-up contact, 62% of the counselors from the Type A projects reported having

Table 6.6
Provision of Aftercare and Follow-Up Services
By Goal 2 Typology

Goal 2 Performance Clusters	Percentage of Positive Outcomes		
	Contact With Project Since Termination	Individual Counseling On Aftercare Basis	Family Counseling On Aftercare Basis
Type A Projects (n = 136)	62%	22%	10%
Type B Projects (n = 135)	38%	12%	2%

having contact with their clients following the termination of temporary shelter, while only 38% of the counselors from the Type B projects reported this contact. Likewise, while 22% of the youth served by projects in the Type A group received individual counseling on an aftercare basis, only 12% of the youth served by the Type B projects received this additional assistance. In terms of family counseling on an aftercare basis, 10% of the families served by the Type A projects received this assistance, while only 2% of the clients served by Type B projects were provided family counseling within five weeks following the termination of temporary shelter.

Goal 3: To Encourage Stable Living Conditions for Youth

As interpreted by the Youth Development Bureau staff, Goal 3 has been used to emphasize the achievement of stable living conditions for all youth served by the projects, regardless of the type of living situation from which they have come or the placements to which they go after leaving the project. Returning a youth to his or her family is seen as appropriate only if such a placement is in the youth's best interests. Thus, the two criteria developed for Goal 3, which are listed in Table 6.7, address two facets of the arrangements made for the youth's living situation after the termination of temporary shelter. The first criterion is whether the individuals who were familiar with the youth and his or her family problems thought the living situation to which the youth went after leaving temporary shelter was the "best place" for the youth to live. The second criterion under Goal 3 addresses the issue of whether or not the youth's living situation at the termination of temporary shelter was stable. Of the three indicators listed under this criterion, two are based on questions the youth was asked at the time of the follow-up interview, while one attempts to predict the stability of the youth's living situation at the time of the termination interview by asking whether the youth thought that he or she would run away again if things "got bad" in the future.

Table 6.7 summarizes the performance of each of the three clusters of projects developed under the generic guideline typology and each of the three clusters of projects developed under the Goal 3 guideline typology. As under Goal 2, we have reported the results of the entire analysis, including those

Table 6.7

Performance on Goal 3: By Generic and Goal-Specific Guidelines

Criteria/Indicators	National Sample	Percentage Positive Outcomes Generic Guideline Typologies				Percentage Positive Outcomes Goal-Specific Typology			
		Type A Projects	Type B Projects	Type C Projects	Chi-Square Significance	Type A Projects	Type B Projects	Type C Projects	Chi-Square Significance
<u>III-A: Is the youth going to (living in) "the best place"?</u>									
Indicator 1: Counselor at Termination	79%	84% (121)	82% (72)	64% (45)	.02	86% (119)	79% (48)	69% (71)	.02
Indicator 2: Youth at Termination	76%	76% (87)	77% (56)	*	.98	79% (91)	66% (38)	78% (38)	.24
Indicator 3: Parent at Termination	72%	71% (41)	67% (37)	*	.25	71% (49)	79% (28)	*	.51
Indicator 4: Counselor at Follow-Up	81%	90% (76)	76% (62)	69% (32)	.02	80% (90)	82% (34)	80% (41)	.95
Indicator 5: Youth at Follow-Up	78%	75% (55)	87% (31)	*	.32	82% (49)	68% (30)	*	.18
Indicator 6: Parent at Follow-Up	84%	84% (38)	80% (30)	*	.47	77% (35)	89% (28)	*	.33
<u>III-B: Is the youth's living situation stable?</u>									
Indicator 1: Youth has not run away since leaving temporary shelter (Youth at Follow-Up)	79%	81% (53)	75% (32)	*	.88	74% (47)	83% (30)	*	.25
Indicator 2: Youth probably won't run in the future (Youth at Termination)	54%	54% (87)	49% (57)	62% (26)	.57	57% (92)	41% (39)	59% (39)	.19
Indicator 3: Youth probably won't run in the future (Youth at Follow-Up)	62%	58% (50)	65% (32)	*	.66	31% (48)	60% (30)	.	.00

*Fewer than 25 cases appeared in this cell.

instances where only minor differences in performance levels were found among the three clusters. In terms of the generic guideline typology, performance on two of the indicators under Criterion III-A -- Is the youth going to live in the "best place?" -- were found to vary substantially among the three clusters. At both termination and follow-up, the counselors from projects in the Type A group were more likely to report that their clients were going to or living in the "best place" than counselors from projects in the Type C cluster. Eighty-two percent of the counselors from the Type A projects responded positively to this criterion at termination as compared to only 64% of the counselors from the Type C projects. At follow-up, the difference increased with 90% of the counselors from the Type A projects reporting the youth was living in the "best place" and only 69% of the counselors from the Type C projects sharing this viewpoint.

In terms of the goal-specific typology, the relationship between the project clusters and performance on the Goal 3 indicators varied, with the Type B and Type C projects achieving greater success levels on certain of the indicators. For example, clients receiving services from projects in the Type C group were about twice as likely to say that they would not run again if problems arose in the future as were the clients served by projects in the Type A group. In order to determine what factors might account for the variation in the performance levels between these two groups, we again compared the client and service profiles for all three clusters. While the aggregate caseloads of all three clusters were very similar in terms of the clients' major problems and other specific client characteristics, significant differences were noted in the placements youth received following their termination from temporary shelter. In the Type B projects, 50% of all clients were placed in a family setting in which either one or both parents or step-parents were present. In contrast, only 37% of the clients served by the Type A projects went to this type of setting. While youth in the Type B cluster were less likely to report that they would run again if new problems arose in the future, they were not more likely than youth served by the projects in the Type A cluster to report that they felt they were living in the "best place" at the time of the follow-up interview. This finding indicates that those youth who are living with one or both of their parents are

not necessarily more certain that their living situation is an optimal solution to their housing problems.

While in general the analysis did find that projects in the Type A group for both the generic and goal-specific typologies performed slightly better on the Goal 3 indicators than the projects in the other two groups, this relationship was not constant. This variation suggests that the extent to which projects address the generic guidelines, or provide aftercare and follow-up services, does not seem to affect the youth's perception of the stability of his or her living situation. Also, the analysis reinforces the belief that no one particular placement for a youth is, a priori, more or less appropriate. For some youth, the "best place" to live is clearly at home with their parents, while for other youth an alternative placement seems more appropriate.

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

Three of the four criteria relevant to the accomplishment of Goal 4 are briefly outlined in Table 6.8.¹ Criterion IV-A addresses the issue of whether the youth's experience while at the project helped teach him or her how to take responsibility for making decisions about the future. The indicators for Criterion IV-A are all based on responses given by the youth at the termination interview about how much say he or she had in what happened to him or her while at the project; in what services he or she would get; in what goals he or she would strive toward while at the project; in where he or she would go after leaving the project; and in other choices about the future. Criterion IV-B measures whether the youth's stay at the project had any effect on his or her ability to make decisions about the future. The six indicators under this goal represent the responses given by the youth, the project staff, and the parent at the termination of temporary shelter and five weeks later. Criterion IV-C explores whether the youth's ability to make decisions was increased through providing him or

¹The fourth criterion developed under Goal 4 related to the project's ability to help youth resolve their non-family related problems, such as problems with school, sex, and the law. Because all of the indicators developed under this criterion related only to those youth who said they had these problems, sufficient cases did not exist on the indicator to allow for any further analysis.

Table 6.8

Performance on Goal 4: By Generic and Goal-Specific Typologies

Criteria/Indicators	National Sample	Percentage Positive Outcomes Generic Guideline Typology				Percentage Positive Outcomes Goal-Specific Typology			
		Type A Projects	Type B Projects	Type C Projects	Chi-Square Significance	Type A Projects	Type B Projects	Type C Projects	Chi-Square Significance
<u>IV-A: Did project assist the youth in assuming responsibility?</u>									
Indicator 1: Youth had a say, overall	73%	78% (97)	63% (60)	74% (27)	.11	81% (58)	77% (65)	61% (61)	.02
Indicator 2: Youth helped develop service plan	51%	55% (97)	47% (60)	48% (27)	.59	62% (58)	55% (65)	36% (61)	.01
Indicator 3: Youth helped develop service goals	53%	58% (97)	52% (60)	41% (27)	.28	67% (58)	53% (65)	39% (61)	.00
Indicator 4: Youth had a say in where to live	60%	65% (97)	52% (60)	63% (27)	.24	67% (58)	66% (65)	47% (61)	.04
Indicator 5: Youth had a say in other choices about future	36%	36% (97)	40% (60)	26% (27)	.44	40% (58)	37% (65)	31% (61)	.61
<u>IV-B: Is the youth better able to make decisions about the future?</u>									
Indicator 1: Counselor at termination	63%	66% (126)	62% (79)	57% (47)	.57	77% (78)	68% (89)	45% (85)	.00
Indicator 2: Youth at termination	73%	73% (59)	76% (60)	*	.33	76% (41)	80% (40)	59% (32)	.12
Indicator 3: Parent at termination	37%	34% (41)	37% (35)	*	.73	27% (28)	44% (27)	38% (34)	.46
Indicator 4: Counselor at follow-up	67%	73% (26)	71% (31)	*	.13	69% (35)	*	*	.89
Indicator 5: Youth at follow-up	76%	79% (34)	*	*	.83	*	64% (28)	*	.07
Indicator 6: Parent at follow-up	51%	50% (26)	*	*	.12	*	*	*	*
<u>IV-C: Did the youth learn about other community resources?</u>									
Indicator 1: Youth had learned (termination)	73%	66% (96)	87% (60)	67% (28)	.01	71% (58)	83% (65)	64% (61)	.04

*Fewer than 25 cases appeared in this cell.

her with a greater awareness of community agencies and resources that could be used for service or support in the future. The indicator under this criterion measures the youth's increased awareness of community resources at termination.

Table 6.8 reports the findings from this comparative analysis. As with Goal 3, the generic guideline typology's Type A group did not always realize a greater collective client impact than the projects in the other two groups. While the Type A projects generally achieved a higher percentage of positive outcomes on those indicators developed under Criterion IV-A, those youth served by projects in the Type B group were far more likely to report that the project had helped them learn about other resources in the community than were the youth served by the Type A projects. In the first instance, the performance of the Type A projects is understandable. The indicators developed under Criterion IV-A relate to specific project operating procedures, such as involving youth in developing their own service plan and in providing youth an opportunity to participate in decisions about where they will live following the termination of temporary shelter. In other words, these indicators directly reflect the extent to which a project has operationalized the concept of youth participation. Consequently, one would expect to find a strong correlation between the stratification of projects along elements of project functioning and performance on these particular client impact measures. In contrast, helping a youth in making decisions regarding his or her future or in making youth better aware of the resources in their community more often result from effective counseling as opposed to effective project management.

The strongest association between any of the typologies and the client impact indicators was found between those clusters identified as a result of performance on the Goal 4 specific guidelines and the Goal 4 client impact indicators. As Table 6.8 indicates, the youth, the parents, and the counselors associated with the projects in the Type A group were more likely to indicate that the project had involved the youth in assuming responsibilities and in helping him or her make decisions regarding the future than their counterparts involved with projects in either the Type B or Type C groups. For example, 81% of the youth served by the Type A projects indicated they

had been involved in what happened to them while they were at the project, compared to 77% of the youth served by projects in the Type B group and 61% of the youth served by projects in the Type C group. While 62% of the youth served by the Type A projects indicated that they had been involved in developing their own service plan, only 36% of the youth served by projects in the Type C group shared this opinion. Regarding the youth's ability to make decisions, 77% of the counselors from the Type A projects felt their clients had made progress in this area, while only 45% of the counselors from the Type C projects felt that their clients had made similar progress.

As previously discussed in Chapter 3, the differences among projects in each of the Goal 4 clusters related to the ability of each project to provide aftercare and follow-up services. Table 6.9 reports the extent to which clients served by the various clusters had received aftercare services or had some contact with the project between the time of termination from temporary shelter and five weeks later. While the staff from the projects in Type A reported having contact with 67% of their clients between termination and follow-up, counselors in the Type C group reported such contact occurred with only 39% of their clients. Similarly, while 42% of the youth served by the Type A projects had been provided individual counseling on an aftercare basis by the time of the follow-up interview, only 12% of the youth in the Type C projects reported receiving this service. A similar pattern was found in terms of the provision of family counseling on an aftercare basis. These findings suggest that the methods employed in determining the presence or absence of aftercare and follow-up services was generally accurate in that projects found to have a formal mechanism for providing these services are more likely to actually offer them to clients than projects without these formal service systems.

Overall Program Standard: To Assist Youth in Addressing Their Major Problem

In developing our system of goal-specific criteria and indicators for the National Runaway Youth Program, we found that there were several important measures of overall program performance which did not relate clearly to any individual goal. Therefore, we have developed a fifth category which we

Table 6.9
Provision of Aftercare and Follow-Up
By Goal 4 Typology

Goal 4 Performance Clusters	Percentage of Positive Outcomes		
	Contact With Project Since Termination	Individual Counseling On Aftercare Basis	Family Counseling On Aftercare Basis
Type A Projects (n = 84)	67%	24%	15%
Type B Projects (n = 91)	46%	17%	2%
Type C Projects (n = 96)	39%	12%	2%

have 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 a family problem, the indicators within this goal would test whether that problem had been adequately resolved, whereas if the youth's major problem was a legal problem, the rating on this goal would be based on whether the legal problem was successfully dealt with. Table 6.10 lists the evaluation criteria and nine indicators developed under this standard.

Criterion V-A addresses the issue of whether the project helped the youth deal with his or her most important problem. The first indicator under this criterion is based on the counselor's opinion about whether the services provided by the project were sufficient to help the youth overall with his or her problems. The remaining six indicators for Criterion V-A represent the opinions of the youth, counselor, and parent at termination and at follow-up about whether the youth's major problem had been resolved or somewhat resolved.

The second criterion for overall program performance is whether the youth or parent would return to the runaway project for assistance in the future. This is a good summary indication of how the youth and parents feel overall about the way they were treated at the project. The two indicators for Criterion V-B represent the responses given by the youth and parent at the time of the follow-up interview.

Table 6.10 presents the results of the comparative analysis between these indicators and the performance of the project clusters developed under the generic guideline typology. As these figures indicate, the counseling staff at those projects clustering in Types A and B were far more likely to report that project services had generally been helpful to the youth than the staff from the projects clustering in the Type C group. While 75% of the counselors from the Type A projects and 78% of the counselors from the Type B projects reported that project services were, overall, helpful to the youth, only 52% of the counselors from the Type C group expressed this opinion. Projects in both the Type A and B clusters were generally about as successful in resolving the youth's major problem, with performance on these indicators showing only slight variation between the two clusters.

Table 6.10

Performance on Overall Program Standards: By Generic and Goal-Specific Typologies

Criteria/Indicators	National Sample	Percentage Positive Outcomes Generic Guideline Typologies			
		Type A Projects	Type B Projects	Type C Projects	Chi-Square Significance
<u>V-A: Did project assist in resolution of youth's major problem?</u>					
Indicator 1: Did project services help the youth overall? (Counselor at Termination)	72%	75% (137)	78% (86)	52% (48)	.00
Indicator 2: Was the major problem resolved? (Counselor at Termination)	59%	58% (129)	63% (75)	50% (40)	.36
Indicator 3: Was the major problem resolved? (Youth at Termination)	53%	52% (93)	58% (57)	*	.57
Indicator 4: Was the major problem resolved? (Parent at Termination)	47%	58% (45)	33% (39)	*	.07
Indicator 5: Was the major problem resolved? (Counselor at Follow-Up)	70%	69% (35)	67% (30)	*	.63
Indicator 6: Was the major problem resolved? (Youth at Follow-Up)	60%	57% (54)	70% (30)	*	.21
Indicator 7: Was the major problem resolved? (Parent at Follow-Up)	52%	53% (38)	45% (29)	*	.22
<u>V-B: Would the youth or family seek help from the project in the future?</u>					
Indicator 1: Youth at Follow-Up	82%	80% (55)	90% (31)	*	.26
Indicator 2: Parent at Follow-Up	61%	61% (43)	57% (35)	*	.64

*Fewer than 25 cases appeared in this cell.

Similarly, little variation existed between the two groups in terms of the willingness of youth and parents to seek additional services from the project in the future. While 80% of the youth served by projects clustering in the Type A group said they would return to the project if necessary in the future, 90% of the youth receiving services from the projects in the Type B group expressed this opinion. Parents served by projects in the Type A group were only slightly more likely than parents served by the projects in the Type B group to say they would return to the project for additional assistance in the future.

SUMMARY

Comparing the findings of the organizational goal assessment and of the client impact phase of the analysis is limited by the relatively small number of clients in the client impact sample for each of the 20 sample projects. Although we collected data on at least 15 clients for 12 of the projects, this sample is far too small to determine the level of success individual projects have had with the youth and families they serve. While the pooling of clients from projects that share similar attributes does provide some basis on which to make initial judgments regarding the effectiveness of certain services or certain styles of service delivery, it is not sufficient to arrive at definitive statements regarding the relationship between the way in which projects operationalize the goals of a program and the extent to which they achieve success with clients in terms of these same goals. The comparative analysis presented in this chapter should not be taken as an indication that any single project has been more successful in achieving positive client impact than any other project. All the analysis suggests is that certain clusters of projects were found to be more successful than other clusters. Within each cluster it is highly likely that some projects performed less well than the group average and that others performed better than the average. Longer, more detailed studies of the specific client impacts and client populations at each project would be required in order to make sound, specific judgments regarding an individual project's performance.

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

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

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

CHAPTER 7
THE NATIONAL RUNAWAY YOUTH PROGRAM:
SUMMARY OF FINDINGS AND IMPLICATIONS ON FUTURE POLICY

INTRODUCTION

Berkeley Planning Associates' evaluation of the National Runaway Youth Program has included the following data gathering and analysis phases:

- a review of all 127 project proposals funded by YDB in 1976;
- the conduct of initial survey site visits to ten of these runaway youth programs; and
- the collection of detailed process and impact data at 20 evaluation sites selected to reflect the overall composition of the universe of the YDB-funded runaway projects.

These efforts, which have resulted in extensive contact with the staff of the 20 evaluation sites and with experts in the field of youth services, have provided us with some very clear insights into the types of projects that YDB is funding, the range of services being provided under the Runaway Youth Program, and the range of clients being served. In the course of conducting the evaluation, we found that a significantly broader range of services are being provided to the clients being served than was apparent from reviewing the proposals submitted to YDB for funding. To a great extent, the projects are successfully utilizing community resources and services in order to provide, through referral, a more comprehensive range of services than was anticipated. In general, we also found that the projects are serving a broader clientele than that originally specified by the legislation. Although the major effort of these projects is directed toward meeting the needs of runaway youth, youth with a potential for running away, youth with disrupted or absent families, and youth with a wide range of non-family problems are also being served.

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In short, the current group of Runaway Youth Act-funded programs is addressing the needs of the youth population in their communities in a number of diverse ways. Some projects have sought additional resources to expand their direct service capacity, while others have adopted a different approach, either increasing their internal capacity by utilizing volunteers from the community or supplementing their own activities through the development of extensive referral networks. For many of these projects, the pattern they have followed since their inception is one of identifying a local youth need and then developing a service to fill that need. Many of these projects began during the "youth movement" of the 1960s, embracing the alternative service model that developed in response to the apparent failure of the more traditional youth service networks to effectively meet the needs of youth. Under this "alternative" service model, the projects developed a service approach molded by the needs of their youthful clientele. Rather than asking the youth to subscribe to a pre-conceived pattern of service delivery, these projects accepted the youth at the point where he or she was willing to ask for help. Our research has indicated that the projects funded under the Runaway Youth Act, although containing strong links to their counter-culture roots, are fast becoming accepted, ongoing and highly necessary parts of their communities' youth service networks. The majority of projects appear to be moving away from the early image of being non-traditional, limited-budget, storefront operations,¹ and are evolving into sophisticated, professional, comprehensive service agencies in their own right. While the projects are surely not at the stage of being bureaucratized institutions, as a whole they represent a stable and viable element of their communities' overall strategy for dealing with youth in need.

¹A number of projects, however, have resisted this trend toward rapid expansion. For example, Ozone House in Ann Arbor continues to operate as a collective, with all staff members being paid an annual salary of \$6,500. The project also relies heavily on volunteers for providing direct services.

The observed trend towards a more diverse approach to meeting the needs of youth was reflected not only in the expanded range of services provided by the projects but also in the perceptions of their most essential goals. Of the 44 "most essential" goals listed by the 20 evaluation projects, 40% were one of the four legislative goals and 60% were individual goals unique to each project. While these local goals represented a wide spectrum of interests and concerns, the most common goals mentioned include youth advocacy, prevention and outreach, and community resource building and network participation. All three of these goals represent a move by the projects to address a wider range of concerns and client needs than those specified in the national legislation. The four legislative goals, although not as frequently cited by the projects as their most essential goals, have provided a framework for the projects within which to structure a specific program in response to the demands placed on them by their respective local communities and target populations. We feel the National Runaway Youth Program can take credit for creating an environment in which this type of responsive program development can take place.

REVIEWING PROJECT CAPACITY FOR GOAL OPERATIONALIZATION

Our determination of the extent to which the projects have operationalized the goals of the National Program has proceeded from two different perspectives: first, the project's capacity to operationalize the services and service procedures considered essential for the four specific goals in the Runaway Youth Act; and second, the project's capacity to achieve an overall well-functioning system. Each project's performance, therefore, was measured in terms of a set of guidelines directly related to each of the four legislative goals and a set of guidelines which captured those aspects of project functioning which cut across all of a project's goals. A project's combined rating on both of these scales constitute its overall capacity to operationalize the goals and intent of the National Runaway Youth Program. In terms of a specific goal, a project which demonstrated the capacity to provide all of the essential and supplementary services and service procedures identified for that

goal and all or the majority of the generic guidelines was determined to have a greater capacity to operationalize that specific goal than a project which had achieved fewer of either the goal-specific or the generic guidelines. The grouping of projects presented in Table 5.2 differentiates the sample into five distinct performance levels. A summary discussion of the success of each project demonstrated in operationalizing each of the four goals is presented in Appendix D.

Overall, the 20 projects studied have fully implemented the majority of essential and supplementary services, service procedures, and service linkages identified as being the minimal requirements for operationalizing the four legislative goals. Likewise, the vast majority of the sample projects have successfully achieved at least ten of the 12 generic guidelines. With the exception of operating with an active and influential policy or advisory board, each of the generic guidelines was realized by at least two-thirds of the sample projects. This high level of performance by the majority of the 20 projects on both the goal-specific and the generic guidelines indicates that the projects are, to a large extent, incorporating solid management and operational procedures in developing and implementing a service system which addresses the goals and intent of the National Runaway Youth Program. The projects are, on balance, well-functioning runaway youth service systems that recognize the need not only to maintain an efficient internal operation but also to maintain effective and ongoing interaction with key agencies and community representatives within their local communities.

The analysis of how client impact varies for the different clusters of projects identified in the organizational goal assessment study phase indicates that the relationship between project functioning and positive impact varies among the goals. Client impact shows less variation among the different types of projects for Goals 1 and 3 than it does for Goals 2 and 4. Our findings suggest that those projects that provide after-care and follow-up services have a greater capacity to achieve success with their clients in terms of resolving family conflict and in helping youth decide upon a future course of action. In contrast, the operationalization of these services, as well as other aspects of project functioning, seem to have only a marginal impact in terms of improving a project's

rate of success in meeting the initial, immediate needs of its clients and in providing clients with stable living arrangements following the termination of temporary shelter. Further, in terms of Goal 1, no clear distinctions can be drawn among those types of projects that seem more likely than others to achieve success on this goal, because virtually all of the clients in the impact sample registered similar high levels of success on the indicators relevant to this goal.

The relatively low rate of association between performance on the generic guidelines and performance on the client impact indicators for Goals 2 and 3, as well as the general pattern of this relationship, suggests several conclusions. First, while it had originally been thought that the generic guidelines related equally to all aspects of goal operationalization, it is now clear that these elements of project functioning are more directly related to performance on certain goals than on others. The analysis indicates that those projects that have fully implemented these general operating procedures have a greater likelihood of success on Goal 4 and on the overall measures of client impact, but have no greater likelihood of success in accomplishing Goals 2 and 3. Second, the findings do suggest that a certain limited relationship exists between goal operationalization and client impact. For those indicators where a statistically significant relationship is noted, the projects which had implemented the generic guidelines usually outperformed those projects which had not implemented the guidelines. Thus, a well-developed process analysis of project functioning can provide both evaluators and program planners with some idea of how effective a project is likely to be.

IMPLICATIONS FOR FUTURE POLICY

A review of the goal-specific guidelines indicates that three of the essential services -- outreach, follow-up and aftercare -- were the primary reasons that projects failed to adequately operationalize Goals 1, 3 and 4, respectively. When one looks at the projects which have not implemented a specific key service, few similarities emerge in terms of community context, client characteristics or organizational form. In other words, there does not appear to be one particular barrier to

providing the delivery of outreach services or one particular barrier to providing aftercare services. While some of the projects indicated that limited resources prevented the development of a particular service, other projects indicated that they had consciously chosen not to provide a certain service because it was felt that the service was not appropriate to their particular service thrust or philosophy. One implication of this finding for the future development of the National Runaway Youth Program is that YDB cannot ensure the provision of certain services simply by increasing the resources made available to projects. The philosophical differences implied in a project's decision not to provide a certain service will need to be addressed within the context of any rethinking of the program's general intent.

While the majority of service delivery techniques and operating procedures projects utilized in providing services to clients did not seriously alter the range of services offered, the specific temporary shelter mechanism utilized by projects did demonstrate this type of influence. Projects which operate a network of foster homes, while enjoying the advantage of placing the youth in a family setting, did have more difficulty in providing such activities as group counseling and recreational services. In general, these projects tend to operate a service program which places heavier emphasis on individual counseling and generally on work with the youth or family on a one-to-one basis. Projects which operate a temporary shelter facility also provide a good deal of individual counseling to their clients, but also are able to make use of frequent group activities as a way of assisting the youth in increasing their socialization skills and of providing a peer atmosphere in which clients can comfortably discuss their problems with individuals their own age. Also, projects which operate a shelter facility find it easier to provide a consistent 24-hour intake service to all clients, as well as emergency crisis counseling and food to walk-in clients. In contrast, projects which do not operate a shelter component generally do maintain extended business hours (i.e., 10:00 a.m. to 10:00 p.m., for example) and will always accept emergency calls. Individual counseling and information and referral services are not, however, available on a 24-hour basis. Although the different styles of providing temporary

shelter were found to have an influence over other aspects of a project's service and operating procedures, it is not clear that the type of temporary shelter utilized has any significant affect on the clients in terms of the impact indicators. The only additional information the client impact data was able to provide on this topic was the fact that those projects which provide shelter through a network of volunteer foster homes house far fewer youth than those projects which operate a temporary shelter facility. Of the 278 youth participating in the client impact sample, all but 24 were provided housing in a project-operated runaway youth shelter. While the 14 projects operating a shelter facility housed, on average, 18 youth during the study period, the six projects which utilize volunteer foster homes housed, on average, only four youth during the same period.

As previously mentioned, the only generic guideline which proved especially problematic for the projects was the development of an active and supportive policy or advisory board. The remaining eleven guidelines were implemented by at least two-thirds of the projects, indicating that the YDB-funded projects generally have the capacity and the willingness to implement these basic operating procedures. Unlike the philosophical barriers which limited the implementation of the goal-specific guidelines, the key barriers that the projects cited in implementing these organizations' and management practices were the lack of sufficient staff time and the lack of sufficient financial resources. Projects which did not provide staff training opportunities, for example, did not choose this course; rather, the situation tended to reflect a lack of resources available to be applied to this particular area. The only other reason frequently cited by the projects which had not incorporated a number of the generic guidelines was that their size (five or fewer full-time employees) dictated a more informal operating style than that implied in the 12 generic guidelines. As demonstrated by the comparative analysis, however, these procedures do offer certain benefits to all projects, regardless of their size. While the degree of formality and the specific responsibilities of individual staff can be tailored to the unique needs of each project, the establishment of certain key organizational and management policies can provide all projects with a certain

degree of program stability and consistency important when working with youth and families in crisis. Such clients need to know they can rely on a project to provide a certain level of service in a certain standardized manner. The 12 generic guidelines, when fully operationalized, were found to enhance a project's ability to achieve positive client impact in a number of areas.

When we look at the types of projects which tend to achieve a higher level of performance on both our goal-specific and generic guidelines, certain similarities emerge which have policy implications for the future direction of the National Runaway Youth Program. All five of the projects which were classified as Type I in Table 5.2 have hierarchical management systems, which include a specific project director and policy-making board of directors. Also, all five projects are either composed of, or affiliated with, an agency that addresses a wide range of youth-related issues and service needs. Although not all projects which are affiliated with or are components of larger youth-serving agencies were as successful on both measurement scales as the five projects clustering in Type I, those projects which are affiliated with larger youth-serving agencies consistently demonstrated a wider service capacity than those projects which are free-standing. One implication of this finding is that the projects are finding it increasingly difficult to directly provide the range of services demanded by their client populations. Runaway youth programs have always needed to respond to a variety of problems because they have been organized around a result topic as opposed to a cause topic. The act of running away is a signal of a disruption either within the youth's personal life or within his or her family life. With the change in the specific definition of the population to be served under the Runaway Youth Act in the 1977 amendments to the Act (i.e., the addition of "otherwise homeless youth"), these projects face an even more diverse client population. Also, as the projects become better established in their respective communities they often have increased demands placed on them by the local public service sector. The most notable recent demand has been the increased use of the projects by the local juvenile courts and social service departments as an alternative service program for status offenders. As efforts to fully implement local

deinstitutionalization laws progress, the projects will most likely be viewed as service resources to which status offenders can be diverted. As client and community needs have expanded, both in volume and in scope, the projects have responded by either growing internally or by expanding their network of referral linkages to other local traditional and alternative youth service providers.

This increased complexity in the nature of the project's client populations, coupled with the very broad mandate inherent in the legislative goals and intent of the Runaway Youth Act, might well result in the funding of larger, more complex service organizations in the future. While the majority of the sample projects attained most of the goal-specific and generic guidelines outlined in the evaluation design, all but one project demonstrated a limited capacity in at least one service or operating area. One interpretation of this finding is that some projects, in attempting to address all four legislative goals while also honoring their mandate to respond to the needs of their local communities, are being pulled in too many directions at once. As the demands on the projects increase, it is quite likely that the free-standing temporary shelter model on which the National Program was based will become an increasingly difficult vehicle within which to operationalize the goals and intent of the Runaway Youth Act. In the absence of increased funding from YDB, the projects will be forced to seek additional support in order to face the rising costs of providing temporary shelter, to establish community education programs, to develop comprehensive aftercare programs, and to expand the services provided to families. This additional support may come either in the form of increased funding in order to allow for internal program expansion or in the form of expanded linkages with other local service providers. Regardless of the specific course pursued by the projects, it appears that each project will become more, not less, integrated into its local community's youth service network.

CONCLUSIONS

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

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

(2) The projects are, on balance, well-functioning runaway youth programs that recognize the need not only to maintain an efficient internal operation but also to maintain effective and ongoing interaction with key agencies within their local communities. The projects are increasingly aware of the reality that they cannot successfully meet the diverse needs of their clients solely through the provision of direct services. In response, they are establishing a variety of service linkages with an eye to expanding the types and intensity of the services they can provide their clients. These linkages also serve as a way of developing networks or coalitions of service providers for the purpose of identifying and addressing the more general issues of concern to youth in their communities.

(3) Despite this general compliance with the goal-specific and the generic guidelines, the sample also demonstrated the difficulty that projects are having in fully responding to the four legislative goals in terms of all of their clients. In part, this difficulty stems from the fact that these goals, as currently worded and interpreted, are most easily realized if the youth is reunited with his or her parents. For those youth requiring alternative placements, promoting a stable living condition and assisting the youth in determining a future course of action often involve a more complicated and time-consuming service strategy.

Maintaining this more varied service capacity is especially acute for those projects which are free-standing or affiliated with agencies which cannot assist them in providing direct services to either these youth or parents.

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

- the increasing complexity and formality of the YDB-funded projects both in terms of their organizational structures and their service packages;
- the changing nature of the runaway youth population and the increasing number of "homeless" youth utilizing project services;
- the growing need within communities for alternative service programs for deinstitutionalized status offenders; and
- the increasing leadership role the projects are playing within their local youth service network in lobbying for legislative changes regarding the status of youth and the expansion of a wide range of youth services including independent living programs, youth employment programs, and family counseling services.

APPENDIX A

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

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

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

- California Youth Authority, "Development of Reporting Requirements for the Projects Funded Under the Runaway Youth Act," 1975. This contract resulted in the development of uniform statistical (the Intake and Service Summary Form) and program performance (the Program Performance Standards Self-Assessment and Program Monitoring Instrument) reporting requirements for the projects funded under the Runaway Youth Act. Additionally, evaluation reporting requirements (the Aftercare and Project Record of Follow-Up Forms) were also developed; these forms, however, were not being required of the funded projects in recognition of both the level of federal funding awarded to the projects and the extensive staff time that would be needed to compile follow-up data from youth and their parents.

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

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

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

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

- Opinion Research Corporation, "Comprehensive National Statistical Survey," 1976, mandated by Part B of the Runaway Youth Act. As mandated, the National Statistical Survey on Runaway Youth was designed to define the major characteristics of the runaway youth population (the age, sex and socioeconomic background of the runaway youth, the places from where and to which the youth run, and the relationship between running away and other illegal behavior) and to determine the areas of the nation most affected. The conduct of the survey resulted in the first valid national estimate of the incidence and magnitude of the runaway youth problem.

- UNCO, Inc., "A Survey to Determine the Incidence of Runaway Youth in the United States," 1975-1977. The purposes of this study were to determine the incidence of runaway behavior; to gather descriptive data on runaway episodes; to determine the extent of under-reporting of runaway behavior by parents; and to document the methodological problems that are encountered in the conduct of a survey of this type.

APPENDIX B

CONSTRUCTION VARIABLES: VALUES AND DECISION RULESCONSTRUCTION VARIABLES: VALUES AND DECISION RULES

Under each of the seven "construction variables," a number of specific dichotomies or values were developed in order to differentiate among the 20 evaluation sties. In assigning a specific value to each project, we used a set of decision rules against which all 20 could be fairly and appropriately measured. The following identifies the specific ways in which the values listed for each project in Tables 2.1 through 2.7 were determined.

I. PhilosophyA. Crisis versus Expanded Focus

1. Crisis focus

- project sees itself as a crisis center.
- project places an emphasis on meeting emergency needs.
- staff energy is primarily directed toward meeting the emergency needs of clients.
- clients usually come to the project at a time of crisis and are in need of emergency services.

2. Expanded focus

- project identifies itself as having an expanded service focus.
- project places an emphasis on addressing a wide range of client needs over an extended period of time.
- staff energies are directed toward a variety of longer-term services.
- a good number of the project's clients seek help from the project before an immediate crisis emerges.

B. Clinical versus Support Services

1. Clinical

- project perceives itself as operating more on a medical or clinical model than service model.
- project develops a formal treatment plan for all clients.
- individual counseling sessions are formal, one-on-one meetings between the client and counselor.
- the service plan stresses formal counseling as the key service.

2. Support services

- project perceives itself as more of a service, as opposed to a counseling, agency.
- project develops an ad hoc treatment plan for each client.
- counseling is generally done on an informal basis.
- project places an emphasis on non-counseling services such as advocacy for youth with other social service providers and the police, assistance in obtaining placement, etc.

C. Youth versus Youth/Family versus Family

1. Youth focus

- project maintains a strong youth advocacy program.
- project perceives youth as the primary, if not sole, client.
- virtually all services are targeted for the youth.
- all service decisions are made solely by the youth.

2. Youth/family focus

- project perceives both the youth and family as clients in need of services.
- services are designed to meet the needs of both youth and parents.
- project places less of an emphasis on youth advocacy.
- service decisions are made primarily by the youth but often include input from parents and counselors.

3. Family focus

- project perceives the family unit as the key client.
- services are primarily targeted for the family.
- all service-related decisions are made by the family unit.

D. Shelter versus Non-Shelter Focus

1. Shelter focus

- virtually all of the project's clients are provided shelter for at least one night.
- providing temporary shelter is seen by the project as one of its core services.
- providing the youth with out-of-home shelter is considered an essential part of the overall treatment strategy; it is providing a place for the youth to live while the family situation "cools off" or more permanent, stable housing is found.

2. Non-shelter focus

- very few of the project's clients require temporary shelter as part of their service plan.
- providing temporary shelter is not seen by the project as one of its core services.
- temporary shelter is considered only as a last resort by the project, and is used by the project only after it has fully explored the possibility of returning the youth home immediately.

II. Organizational Structure and ParametersA. Development Status

1. New program

- project did not exist for more than one year prior to YDB funding.
- project is less than three years old.
- project developed in direct response to YDB grant proposal.

2. Established Project But New to Runaway Services

- project had a history of youth service prior to the formulation of the YDB program.
- project developed its runaway youth service component in response to the YDB grant proposal.

3. Established

- project has existed for more than three years.
- project provided services to runaway youth and their families prior to the YDB grant proposal.

B. Affiliation

1. Free-standing

- the runaway youth project is housed in a free-standing organization.
- the project's runaway services are fully integrated into the organization's overall service thrust.
- all staff at the organization work with runaway youth and consider themselves employed, at least partially, under the YDB-supported program.
- the YDB funding is fully integrated into the organization's budget.

2. Affiliated-component

- the project is a "program" within a wider youth-serving agency.
- project can stand on its own in terms of the services it provides.
- project has a staff which is separate and distinct from the agency's staff.
- project's budget is considered separate and distinct from the agency's overall budget.

3. Affiliated

- project is an organization which is formally affiliated with a wider, multi-purpose organization, such as a church, public agency, or YMCA.

C. Support Project Receives from Affiliate Agency

1. Project receives substantial support from its affiliate

- affiliate directly increases the project's service capacity by providing specific services to clients such as outreach or aftercare.
- affiliate provides additional resources (i.e., staff, money, facilities, etc.) on which the project can draw.

2. Project receives minimal support from its affiliate

- project affiliate does not provide any additional services to the project's clients.
- affiliate does not provide additional resources on which the project can draw.

D. Role of the Project's Board

1. Project's board has policy making authority as well as advisory powers

- project director sees the board as making the project's ultimate policy decisions.
- board members perceive themselves as being in policy making roles.
- written documentation exists which vests policy making power within the board.
- board minutes demonstrate the fact that policy is indeed decided by the board.

2. Project's board has only advisory powers

- project director sees the board as simply having an advisory capacity;
- board members perceive their role as that of advisors to the project staff.
- written documentation exists which demonstrates the board is only advisory.

E. Degree of Board Influence

1. Influential board

- project director perceives board as an essential part of the project.
- board members demonstrate a familiarity and understanding of the project's goals and service delivery system.

- board meets regularly with the majority of board members always in attendance.
- board has a history of making decisions which have directly influenced the project's development.

2. Minimal influence

- project director perceives the board as not playing a particularly influential role in the project's development.
- board members had limited understanding of the project's goals and service delivery system.
- board meetings are irregular, with many members often not attending.
- vacancies exist on the board for long periods of time.

F. Size*

1. Number of beds project has available for temporary shelter.
2. Total number of staff including all paid and volunteer positions as well as any positions made available to the project through its affiliate or component agency.
3. The total operating budget of the project, the size of its YDB grant, and the specific sources of other major funding.

III. ManagementA. Basic Management Practices*

1. Project maintains written policy procedures.
2. Project conducts regular staff performance reviews.

B. Staff Supervision

1. Continuous supervision

- written case records are regularly reviewed by the project director or counseling supervisor.
- all active cases are reviewed by at least one other staff member.
- regular staff briefings are held to discuss the progress of all clients.

2. Limited supervision

- written case records are rarely reviewed by the project director or counseling supervisor.
- only some cases are reviewed by other staff members or discussed by the staff.
- staff briefings to discuss the progress of clients rarely occur.

* Each of the items under these values was obtained from project records and procedures reviewed by BPA field staff during data collection site visits.

C. Planning/Program Development

1. Responsive planning process

- project has a formal mechanism for planning (i.e., some staff member and/or board committee is designated as being responsible for developing the project's planning process).
- staff input is formally sought in developing a new program.
- project's planning mechanism is designed to respond to new funding sources as they emerge either on the national or local level.
- project develops new service areas primarily based on the availability of new funding sources.

2. Deliberate planning process

- project has a formal mechanism for planning (i.e., some member and/or board committee is designated as being responsible for developing the project's planning process).
- staff input is formally sought in developing a new program.
- project's planning mechanism is designed to systematically determine the community's unmet needs and develop a program to address these needs.
- project seeks out only those funding sources which allow them to provide a previously determined service and/or program.

3. Limited planning capacity

- project has a limited capacity for planning with no one given specific responsibility for the task.
- staff input is not formally sought in the planning process.
- project tends to develop a new program or alter its service focus only in response to an external or internal crisis.

D. Overall Staff Communication

1. Excellent

- complete orientation of new staff to the project's goals is given a high priority by the project director and current staff.
- all staff are well informed as to the goals of the project.
- regular staff meetings are held, with all staff fully participating.
- project's internal communication system is designed to identify emerging communication problems before they disrupt services.

- project director uses a variety of formal and informal communication techniques to ensure staff understand the rationale behind all policies and procedures.
- project's record-keeping system is complete including detailed descriptions of all services provided to the client (i.e., entries are made daily).

2. Adequate

- staff orientation is done as a routine matter.
- all staff are aware of the project's goals and philosophy.
- regular staff meetings are held, with all staff members present.
- project's internal communication system is designed to effectively deal with communication problems when they occur.
- project director relies on formal communication mechanisms to communicate policies and procedures to the staff.
- project's record-keeping system is well maintained but includes only a sketchy description of the client's progress (i.e., entries are made only when some decision or agency contact regarding the client is made).

3. Incomplete

- orientation of the staff is done on an informal basis.
- staff does not demonstrate a clear understanding of the project's goals or service philosophy.
- BPA field staff noted at least one area in which policies/procedures were not fully communicated to the staff.
- organizational setting of the project results in communication problems for the project director and/or staff.
- project's record-keeping system includes significant gaps in the client's progress while at the project (i.e., entries are made irregularly, with counselors failing to adequately record all contacts or services provided the youth).

IV. Staff Characteristics

A. Key Criteria for Counselors*

1. Philosophy

- project considers an individual's value system and approach to serving youth the key factor when hiring counselors.

* Each item under these values was obtained from project records and discussions with project directors and staff during data collection site visits.

2. Education

-- project has formal educational requirements which all potential candidates must meet in order to be considered for a counseling position.

3. Experience

-- an applicant must demonstrate a history of employment or volunteer work in either youth services or some other direct social service program in order to be considered for a counseling position.

B. Average Educational Level of the Counseling Staff*

1. M.S.W. or M.A.

-- the majority of the counseling staff has a master's level degree.

2. B.A.

-- the majority of the counseling staff has a bachelor's level degree.

3. Some College

-- the majority of the counseling staff has some college but have not yet received a degree.

4. Range

-- the counseling staff represented a wide range of educational levels.

C. Staff Training Program

1. Extensive

-- project maintains a formal training program and/or provides staff with financial assistance to obtain additional training.

-- staff members state they have received substantial training from the project.

-- providing training opportunities for the staff is considered a high priority by the project director.

2. Moderate

-- project maintains a formal orientation program and frequently schedules ad hoc training seminars.

-- staff members state they have received some training from the project.

*Each item under these values was obtained from project records and discussions with project directors and staff during data collection site visits.

-- project budgets a limited amount of money for staff to attend training conferences and seminars.

3. Limited

-- outside of an orientation program, the project provides few other training opportunities for its staff.

-- staff members feel they receive very limited training from the project.

-- project has no financial resources budgeted for staff to attend training conferences and seminars.

D. Staff Turnover

1. Low

-- project has experienced very few staff changes over the past few years.

-- project director and staff members perceive staff turnover as very low.

2. Moderate

-- limited staff turnover occurs roughly once a year.
-- staff changes result primarily from the creation of new positions as opposed to staff leaving the project.

-- project director and staff members perceive staff turnover as occurring but not generating any significant problems.

3. High

-- project experiences some changes in its staff at least every six months.

-- project operates for an extended period of time (i.e., over one month) with at least one staff position vacant.

-- project director and staff members perceive staff turnover as high.

E. Overall Staff Morale

1. Excellent

-- staff support each other and understand each other's roles and functions.

-- staff express overall satisfaction with their jobs.

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

-- BPA field staff felt the staff worked effectively as a unit and are committed to the project's goals.

2. Average

- staff support each other but have a limited understanding of each other's roles and functions.
- staff express overall satisfaction with their jobs but some staff raise minor problems with their job (i.e., pay rate, responsibilities, etc.).
- opportunities exist for the staff to have input into policy making decisions.
- BPA field staff felt the staff worked well together but were not necessarily committed to the project's goals.

3. Problems

- staff do not understand each other's roles or functions.
- staff express a general dissatisfaction with certain aspects of their jobs.
- few opportunities exist for staff to have input into the project's decision making process.
- BPA field staff felt staff morale was generally low.

F. Use of Volunteers1. Essential

- project director sees volunteers as essential to the overall ability of the project to meet the needs of its clients.
- volunteers are used extensively in a number of different service areas and/or exclusively in providing at least one of the project's core services.

2. Supportive

- project director sees volunteers as useful to the project but not essential to meeting client needs.
- volunteers are used on a limited basis.

V. Direct Service DeliveryGOAL 1A. Outreach: Street Workers

1. Project uses particular staff members as "street workers" or require that their staff spend some time engaged in direct client outreach
2. Project does not use "street workers" and staff do not regularly provide direct client outreach

B. Outreach: Community Education

1. Project is rated as having an "extensive" community education program if it:
 - seeks opportunities to make presentations about its program to other service providers;

- distributes literature explaining its service program at locations frequented by youth;
- makes frequent use of the media to advertise its services.

2. Project is rated as having a "moderate" community education program if it:

- makes presentations to other service providers when asked;
- distributes some literature explaining its services;
- makes some attempt to regularly use the media to advertise its program.

3. Project is rated as having a "limited" community education program if it:

- rarely makes presentations to other service providers/ community organizations;
- fails to maintain up-to-date written material outlining its services;
- does not consider community education to be a high priority.

C. Key Source of Client Referrals

1. Project identifies the majority of its clients as being self-referrals, referrals from other youth, or referrals from other community-based youth serving agencies.
2. Project identifies the majority of its clients as being referred by the police, juvenile court, social service agencies, probation departments, or other public service providers.

D. Intake Procedures

1. Project provides the same intake procedure to all youth regardless of the time they arrive at the project
 - the qualifications of the staff member conducting the intake session do not vary by time of day.
 - all clients receive the same assessment of their service needs regardless of the time they come to the project.
2. Project has different intake procedures depending on the time of day
 - the qualifications of the staff member conducting the intake session vary depending on the time of day.
 - project provides a limited intake procedure and assessment to those arriving at the project during non-business hours.

E. Maximum and Average Stay in Temporary Shelter

1. Project has determined a maximum period during which a youth can be housed on a temporary basis as one of the following periods:
 - one week or less;
 - two to four weeks; or
 - over four weeks.
2. Project records show that youth, on average, are housed by the project for the following periods:
 - under one week;
 - one to two weeks; or
 - over two weeks.

GOAL 2A. Time During which Parents are Usually Contacted

1. Project's policy is always to call parents as soon as possible, before housing and/or providing services to a youth
 - parents are usually called within the first ten hours.
2. The project's policy is to call parents within the time period determined by state law or cited in the Performance Standards
 - parents are called within 24 hours;
 - parents are called within 48 hours; or
 - parents are called within 72 hours.

B. Percentage of Clients whose Families Receive Services

1. The project has direct service contact with the parents of virtually all its clients where feasible (i.e., youth has parents)
 - project serves over 90% of its clients' families.
2. The project has direct service contact with the parents of a majority of its clients where feasible
 - project serves at least 75% of its clients' families.
3. The project has direct service contact with the parents of at least half of its clients.
4. The project has direct service contact with the parents of less than half of its clients.

GOAL 3A. Project Involvement in the Placement Process

1. Extensive
 - project staff investigates a number of long-term shelter options.
 - staff maintains close contact with the appropriate public agency authorized to make out-of-home placements.
 - project sees that the youth receives all necessary medical and psychological diagnostic write-ups.
 - staff actively advocates for their client to ensure he/she receives the best possible placement.
2. Moderate
 - staff maintains close contact with the appropriate public agency authorized to make out-of-home placements.
 - project provides counseling to youth regarding what he/she can expect from the new placement.
 - project is involved in some advocacy work to see that the youth receives the best possible placement.
3. Limited
 - project makes the necessary referral to the appropriate public agency that is authorized to make out-of-home placements.
 - project maintains limited contact with the placement agency once the referral has been made.
 - project is not involved in reviewing possible placement options.

GOAL 4A. Follow-Up Procedures

1. Formal follow-up
 - project has developed plan for following up on all clients after they leave the program.
 - a review of the project's case records indicate that follow-up did occur.
 - staff state follow-up is one of their responsibilities.
2. No formal follow-up
 - project has not developed a plan for following up on all clients after they leave the program.
 - staff stated that they did not systematically contact all clients after they had been terminated.

B. Aftercare

1. Structured, primarily in-house
 - project has developed a formal aftercare program.
 - aftercare services are provided to all clients requesting the service.
 - project has assigned a specific staff member responsibility for its aftercare program.
 - project is able to provide a certain number of aftercare services directly, or through its affiliate
 - project can supplement its in-house aftercare program through referrals to other agencies.
2. Structured, primarily referral
 - project has developed a formal aftercare program.
 - aftercare service referrals are provided to all clients requesting the service.
 - most aftercare services are provided through referral.
3. Limited program
 - project has not articulated a specific aftercare program.
 - aftercare services cannot always be provided when requested by the client.

VI. Community ContextA. Project Location

1. Urban.
2. Suburban.
3. Rural.

B. Client Characteristics*

1. Most frequent placement for clients following termination.
2. Unique features of client population.

C. Key Community Barriers

Project directors and staff were asked to list those specific elements which they felt posed the most significant barriers to the operationalization of their program.

* Each of the items under these values was obtained from a review of project records and discussions with project personnel by BPA field staff during data collection site visits.

D. Network Affiliation -- Local

Project directors and staff were asked to identify those local service networks in which they participated.

E. Network Affiliation -- Non-Local

Project directors and staff were asked to identify those non-local networks in which they participated.

F. Extent of Network Participation

1. Extensive
 - project places a high priority on network participation.
 - project sees such participation as essential to achieving its overall program goals.
 - staff members serve as officers in various networks.
 - project has been the impetus behind the formation of service networks.
2. Moderate
 - project feels network participation is important, but not essential, to goal achievement.
 - project is mildly active in network activities but does not generally play a leadership role.
3. Limited
 - project does not place any particular significance on network participation.
 - project is not particularly active in any network.

G. Referral LinkagesGoal 1

- Project maintains referral and coordination linkages with all of its key referral sources
 - police.
 - juvenile courts and probation.
 - social services.
 - schools.
 - other runaway centers or crisis intervention units.
- Project maintains referral and coordination linkages with all emergency services
 - hospitals.
 - mental health agencies.
 - legal aid societies.
 - other local emergency service centers.

Goal 2

- Project maintains referral and coordination linkages with those agencies offering extended support to parents and families
 - family counseling centers.
 - social services/welfare.
 - other family support agencies.

Goal 3

- Project maintains referral and coordination linkages with those community agencies involved in providing long-term, out-of-home placements for youth
 - local alternative placement facilities.
 - social services.
 - probation department or juvenile court.

Goal 4

- Project maintains referral and coordination linkages with those community agencies which can provide assistance to youth in resolving non-crisis problems
 - educational programs.
 - job placement programs.
 - job/skill training programs.
 - schools.
 - ongoing counseling services.

H. Quality of Existing Service Linkages

1. Solid linkages

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

2. Weak linkages

- project has no set procedures for handling or making referrals.
- clients are not provided assistance in going from the project to other service agencies in the community or coming to the project from other service agencies in the community.

- project staff rarely communicate with staff from other agencies regarding a mutual client.
- project does not follow-up on a client to see that he or she has arrived at the agency to which he or she was referred.

VII. Youth ParticipationA. Specific Areas of Youth Involvement*

1. Youth involved in determining own service plan.
2. Project involves youth in the project's operation as volunteers.
3. Project includes youth members on its policy or advisory boards.

B. Overall Commitment to Youth Participation

1. Substantial

- project director and staff consider youth participation to be a "local goal" of the project.
- staff spend time and energy training and supervising youth volunteers.
- project has developed specific mechanisms designed to involve youth directly in the operation of the project/shelter facility.
- the youth is the key actor in developing his/her service plan.

2. Moderate

- project has developed at least one mechanism through which youth can directly participate in the project's operations other than as a client.
- project is in the process of expanding its youth participation program.
- youth is one of the key actors in developing his/her service plan.

3. Limited

- project has no formal mechanism established through which youth can participate in project functions other than as a client.
- project feels it lacks the resources to adequately supervise youth if they were used as volunteers.
- project director and staff do not consider youth participation a high priority.

* Project compliance with each of these mechanisms was obtained from a review of the project's stated procedures and discussions with project personnel.

APPENDIX C
GENERIC AND GOAL-SPECIFIC GUIDELINES

GENERIC AND GOAL SPECIFIC GUIDELINES

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

A. Service Capacity

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

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

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

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

B. Service Procedures

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

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

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

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

A. Service Capacity

1. The project shall establish adequate capacity to provide the following essential services:
 - individual counseling;
 - family counseling; and
 - information and referral services.
2. In addition, the following services have been identified as supplementary services, which will assist a project in achieving Goal 2:
 - temporary shelter;
 - advocacy;
 - follow-up; and
 - aftercare.

B. Service Procedures

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

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

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

A. Service Capacity

1. The project shall establish adequate capacity to provide the following essential services:
 - individual counseling;
 - family counseling;
 - information and referral services;
 - placement counseling and advocacy; and
 - follow-up services.
2. In addition, the following services have been identified as supplementary services, which will assist a project in achieving Goal 3:
 - advocacy; and
 - aftercare.

B. Service Procedures

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

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

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

A. Service Capacity

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

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

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

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

B. Service Procedure

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

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

V. GENERIC GUIDELINES

A. Essential Guidelines

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

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

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

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

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

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

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

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

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

- All staff shall be kept well informed as to changes or additions to the goals of the project.
 - Regular staff meetings shall be held, with all staff fully participating.
 - Project's internal communication system shall be designed to effectively deal with communication problems when they occur.
 - Project director shall utilize formal and informal communication mechanisms to communicate policies and procedures to the staff.
 - Project's record-keeping system shall be well maintained and include detailed descriptions of all services provided to each client.
6. The project shall develop and implement a responsive or deliberate planning process.
- Project shall have a formal mechanism for planning (i.e., some staff member and/or board committee is designated as being responsible for developing the project's planning process).
 - Staff input shall be formally sought in developing a new program.
 - Project's planning mechanism shall be designed to respond to new funding sources as they emerge either on the national or local level or shall be designed to systematically determine the community's unmet needs and develop a program to address these needs.
7. The project shall develop a formal training program for its staff and provide at least a moderate number of in-service training opportunities.
- Project shall maintain a formal orientation program and frequently schedule ad hoc training seminars.
 - Project shall budget resources to provide staff financial assistance to attend training conferences and seminars.
8. The project shall experience low or moderate staff turnover.
- Project shall experience limited staff changes during the program year.
9. The project shall maintain a working environment which produces positive staff morale.
- Staff shall support each other and shall understand each other's roles and functions.

- Project director shall place an emphasis on creating opportunities for staff to have input into project policy decisions.
10. The project shall develop and implement a workable system for handling referrals both to and from its program.
- Project shall develop clear procedures for contacting or being contacted by other relevant service agencies.
 - Project shall develop specific procedures to transport youth between itself and other service agencies.
 - Referrals shall be made or received in a manner which ensures the continuity of care for the client (i.e., the use of "staffings").
 - When appropriate, the project shall follow up on clients to see that they have arrived safely at the agency to which they have been referred.
11. The project shall require that all youth be involved in the development of their own treatment plan.
- Youth shall work with the counseling staff in identifying their problems, discussing service options, and selecting an appropriate course of action.
 - Counseling staff shall not make any final decisions regarding a youth's service plan without first discussing the plan with the youth.
12. The project shall demonstrate a serious commitment to the concept of youth participation.
- Project shall develop and maintain at least one mechanism through which youth can directly participate in the project's operations other than as a client.
 - Optional: Project director and staff shall consider youth participation to be a "local goal" of the project.
 - Optional: Staff shall spend time and energy training and supervising youth volunteers.

B. Additional Guidelines

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

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

APPENDIX D

GOAL OPERATIONALIZATION: SUMMARY BY PROJECT

GOAL OPERATIONALIZATION: SUMMARY BY PROJECT

Each of the 20 sample projects has been evaluated in terms of two separate, but closely related, sets of guidelines: one set which identifies project capacity to implement certain services, and service procedures directly related to each of the four legislative goals and one set which captures those aspects of project functioning which cut across all of a project's goals. A project's combined rating on these two scales constitutes its overall capacity to operationalize the goals and intent of the National Runaway Youth Program. The purpose of this Appendix is to summarize the performance of each project in terms of these guidelines as well as highlight those particular aspects of a project which increase or diminish its overall capacity to operationalize its goals.

PROJECT: Country Roads, Montpelier, VT

MOST ESSENTIAL GOALS: Goal 1
Prevention and Outreach

OVERALL RATING ON GOAL OPERATIONALIZATION: Type I

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services			Service Procedures		
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

The project demonstrated a solid capacity to provide all of the key services and service procedures identified as relating directly to the operationalization of Goal 1. The project's capacity to provide outreach services is strengthened by its "Road Runners" program, a peer counseling effort that involves young people visiting areas throughout the county which are frequented by youth. The group publicizes project activities as well as provides informal, individual counseling to young people. Country Roads' parent organization, Washington County Youth Service Bureau, also operates Goffee House, an informal setting youth can come to if they wish to talk to someone or simply want to socialize.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

On balance, Country Roads demonstrated sufficient capacity to operationalize Goal 2. In addition to these services, the project also operates Parent Groups, which assist parents in better identifying the needs of their children and coping with the problems of adolescents present.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services	Service Procedure	
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

The project conducts regular follow-up on all clients through the use of mail-back questionnaires sent to both the youth and parents. These forms, which seek information regarding the effectiveness of the services provided, have provided the information which resulted in the development of new services.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

The project indicated a solid capacity to provide the essential services identified as being directly related to the operationalization of Goal 4. Country Roads provides aftercare options to all clients, both youth and parents, for generally one to three months following termination. In addition to directly providing counseling and advocacy services to clients, Country Roads also uses its Road Runners program as a job training option for certain clients. The project's parent agency, the Washington County Youth Service Bureau, also operates an Educational Assistance Program to which Country Roads can easily refer clients.

GENERAL COMMENTS:

Overall, Country Roads demonstrated a solid capacity to address all four of the legislative goals, as well as achieve a well-functioning system. The project has implemented a number of innovative approaches to service delivery including its Road Runners Program, Parent Support Groups, Young and Pregnant (adolescent family planning) Group, and Summer Aftercare Program.

PROJECT: Project Contact, New York City

MOST ESSENTIAL GOALS: Goal 4
To effectively use the crisis period for the youth's development

OVERALL RATING ON GOAL OPERATIONALIZATION: Type II

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services			Service Procedures		
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Project Contact demonstrated a solid capacity to provide all of the services and service procedures identified as being directly related to the operationalization of Goal 1. The project's capacity to provide legal and diagnostic services to youth is strengthened by formal arrangements the project has made with its parent organization, the Educational Alliance, and an individual psychologist. Also, Project Contact's shelter program is well organized and offers residents daily activities including recreational as well as educational functions. The staff also considers crisis intervention, a comprehensive approach to the immediate identification of a youth's emergency needs, as one of the project's key services.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓		✓

In general, the project demonstrated the capacity to provide all the services seen as essential to operationalizing Goal 2. It should be noted, however, that less than one-third of Project Contact's clients have families with which they can be reunited.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓		✓	✓	✓	✓	✓

The staff at Project Contact is extremely involved in identifying and ensuring the best possible long term placement for its clients. In the majority of cases, this involves working closely with the staff of the New York Bureau of Child Welfare in obtaining a suitable out-of-home placement. Project Contact also operates a long term shelter program for adolescent females which provides assistance in helping young women make the transition to independent living. While the project's staff feel follow-up phone calls to their clients would not be appropriate, the failure to obtain this type of information on the impact of its services does limit the project's capacity to fully realize this goal.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓		✓

Project Contact provides aftercare services only to those youth returning home or going into independent living situations. For these youth, the project provides a wide range of referrals to programs throughout the New York area and makes frequent use of the job training programs and educational programs provided by other components within its agency as well as by its parent organization, a well-established settlement house.

GENERAL COMMENTS:

Project Contact has established a long history of service to youth from its immediate community as well as to youth from virtually every section of New York City. It is a structured, professionally staffed project which is highly regarded by other traditional and non-traditional service providers. The only organizational and management problem observed was some confusion over the responsibility of the formal counseling staff and the case workers who supervise all shelter-related activities.

PROJECT: Sanctuary, Huntington, NY

MOST ESSENTIAL GOALS: Goal 1
Prevention

OVERALL RATING ON GOAL OPERATIONALIZATION: Type II

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services			Service Procedures		
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓		✓	✓

Sanctuary's capacity to identify those youth in need of counseling and general support services is greatly enhanced by its association with the Huntington Youth Service Bureau. This agency, which operates a number of neighborhood youth service centers throughout the community, provides additional staff and support services to the YDB-funded component. In general, the project, which provides temporary shelter through a network of 34 foster homes, has demonstrated the capacity to provide all but one (clothing) of the services identified as being directly related to operationalizing Goal 1. Project staff indicated that no client has ever requested clothing.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Again, the project's capacity to provide services in the area of family counseling has been expanded through other programs operated by the Youth Service Bureau. Roughly 60% of the project's caseload involves direct service contact with parents and the vast majority of its clients are returned home to their parents

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Follow-up contact with clients is considered an extremely important aspect of the project's overall service package, and over 90% of the clients are contacted by their counselor some weeks after termination. In fact, the project will not officially terminate a youth or family for several months and does so only when the staff is satisfied that the youth's situation has been stabilized.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓		✓	✓

As with follow-up services, the provision of aftercare is considered a major service thrust of Sanctuary's program. The aftercare services most frequently provided by the project, either directly or through referral to another youth service bureau program, include advocacy, recreation, tutoring, job referral, job counseling, individual counseling, and family counseling. While the project is not generally able to offer group counseling to clients, Sanctuary clearly demonstrated a solid capacity to operationalize Goal 4.

GENERAL COMMENTS:

The Huntington Youth Service Bureau has a long history of service to youth in its community, and has followed the path of developing new and innovative services to address the emerging needs of their young clientele. The only organizational and management difficulty observed by BPA personnel was the failure of Sanctuary to conduct regular staff performance reviews.

PROJECT: Second Mile, Hyattsville, MD

MOST ESSENTIAL GOALS: Advocacy
Networking
Aftercare
Crisis Intervention Services
Provision of Shelter

OVERALL RATING ON GOAL OPERATIONALIZATION: Type III

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE
RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Second Mile currently does not provide direct client outreach nor maintain an active community education program, a situation which indicates a somewhat limited capacity to operationalize Goal 1. However, the project is well established in its community and is made known to young people in the area through an informal communication system developed by former clients. Also, virtually all public and non-public youth service agencies have worked with the project in the past. Second Mile operates a well-managed shelter facility, where youth receive regular individual counseling, group counseling, and recreational activities. Family counseling is also provided when requested or required.

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GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓		✓

Second Mile has demonstrated the capacity to provide all of the essential services identified for Goal 2. Generally, the project staff feels the provision of services to the entire family, especially the provision of family counseling, is becoming increasingly important to Second Mile's client population. Roughly 75% of the project's caseload involves direct services to families and the majority of clients are returned home to their parents.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placemen	Advocacy	Aftercare	Existence of Community Linkages
✓	✓		✓	✓	✓	✓	✓

Although the project demonstrated a solid capacity to provide the majority of services identified as being essential to the operationalization of Goal 3, Second Mile does not conduct regular follow-up contacts with clients who have been terminated. This lack of regular contact with former clients does limit the project's information regarding the longer term effectiveness of its service program and the stability of its placements.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓		✓

Second Mile provides aftercare services to those clients requesting longer term assistance either by directly providing the service or by referring clients to other local service providers. The aftercare services most frequently provided clients directly by the Second Mile staff include individual counseling, family counseling, and job counseling. The staff will generally provide aftercare services for a three to six month period following termination.

GENERAL COMMENTS:

Second Mile, which operates as a collective, has a well-functioning internal management system and organizational structure. In addition, project staff have played a key role in the ongoing development of the national program and have advocated for the needs of youth, especially at the state and national level.

PROJECT: Voyage House, Philadelphia, PA

MOST ESSENTIAL GOALS: Goal 3
Networking

OVERALL RATING ON GOAL OPERATIONALIZATION: Type I

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Voyage House demonstrated a solid capacity to provide all of the key services and service procedures identified as relating directly to the operationalization of Goal 1. The project has a solid capacity to provide outreach, involving a full-time coordinator and a host of full-time volunteers in the effort. The staff would like to eventually establish satellite offices in local neighborhoods which have a substantial youth population. The project does utilize a network of foster homes to provide temporary shelter to clients but focuses its primary efforts on providing counseling and emergency assistance to youth in crisis.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Roughly 70% of the project's caseload involves direct services to parents. Generally, families are provided two or three family counseling sessions where the pressing family problems are discussed and a decision is made regarding whether the youth will be returned home. The majority of runaway youth served by Voyage House are reunited with their families. While the project demonstrated a solid capacity to operationalize this goal, the staff indicated that they would like to be able to develop a six-to-ten-week family therapy program to assist families in resolving more complicated problems.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Voyage House has a formal follow-up system which involves former clients being contacted by the staff one day and one month following termination. The staff feels regular follow-up is important for the continuity of services. While the majority of its clients are returned to their families, Voyage House staff does spend considerable time locating suitable out-of-home placements for those clients who cannot be reunited with their families.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓		✓	✓

Voyage House demonstrated the capacity to provide all but one of the services identified as being directly related to the operationalization of Goal 4. The project's difficulty in providing regular group counseling is, to a large part, due to the fact that it provides temporary shelter through a network of foster homes. Each client receives one or two individual or family counseling sessions before the case is officially terminated. For those youth being sent to group homes or other non-family settings, the project will provide adjustment counseling to the youth in order to facilitate the transition to a new service agency.

GENERAL COMMENTS:

Voyage House is a well-functioning, highly organized multi-purpose youth service center which has evolved out of an alternative service tradition. The project is still strongly committed to an alternative service philosophy and is extremely active in local as well as national advocacy efforts. The only organizational and management policy which BPA field staff identified as problematic was the relatively limited training the project provides to its volunteer foster parents.

PROJECT: Patchwork, Charleston, WV

MOST ESSENTIAL GOALS: Goal 4

OVERALL RATING ON GOAL OPERATIONALIZATION: Type II

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

The project demonstrated the capacity to provide all of the services and service procedures identified as being related to the operationalization of Goal 1. The project has assigned a specific staff member responsibility for coordinating the project's outreach efforts. In addition, the project's sister agency, located in one of the city's largest public housing projects, serves as an outpost, identifying those youth who are in danger of becoming runaways.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

The project's staff attempts to maintain daily contact with the parents of a youth while the youth is staying at the project's temporary shelter facility. Roughly 80% of the project's caseload involves direct services to parents and the vast majority of youth are reunited with their families. The counselors see their role during family counseling sessions as that of a facilitator, assisting both the youth and parents to better understand and communicate their problems and concerns.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Despite the difficulty of trying to maintain contact with clients from the surrounding rural communities (i.e., many families do not have phones), the project does have a formal follow-up procedure and feels that ongoing contact with former clients is essential if new service needs are to be identified and met. Patchwork demonstrated a solid capacity to provide all of the essential and supplementary services identified as being related to the operationalization of Goal 3.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Patchwork has organized its counseling program to involve youth in making decisions regarding their future, a process which begins with the first counseling session. Each youth is required to develop specific short and long term goals during the first few days at the project. Throughout their stay at Patchwork, youth are required to note the daily progress they have made in realizing these goals. Patchwork also provides a full range of aftercare services through its sister agency, Checkpoint. The most frequently provided aftercare services include family counseling, advocacy, and youth groups.

GENERAL COMMENTS:

Patchwork's shelter program provides a safe and supportive environment in which youth can work on resolving their family as well as non-family problems. Also, through the careful use of its sister agency, the project has expanded its service capacity to provide a full range of outreach and aftercare services. The only organizational and management difficulty observed by BPA field personnel was the failure of the agency to develop a supportive and active board of directors.

PROJECT: Shelter House, Louisville

MOST ESSENTIAL GOALS: Goal 4
Prevention
Networking

OVERALL RATING ON GOAL OPERATIONALIZATION: Type I

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

The project demonstrated a solid capacity to provide all of the services and service procedures identified as being directly related to the operationalization of Goal 1. The project's outreach program is considered by staff to be essential in building an awareness of the range of services which the project can provide to youth and families in crisis. Shelter House, which is affiliated with the YMCA, enjoys a positive relationship with virtually all of the local traditional and alternative service providers in the community. Although the project does accept referrals from the department of social services and probation, it always maintains at least half of its 16-bed capacity for walk-ins and self-referrals.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

The provision of family counseling is considered one of the project's core services and roughly 70% of the project's caseload involves direct services to parents. The majority of the runaway youth who come to Shelter House for services are reunited with their parents. Overall, the project demonstrated a solid capacity to provide the essential and supplementary services identified for Goal 2.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

In addition to working with the local social service agencies in obtaining suitable long term placements for those youth who cannot be reunited with their families, the project also operates its own long term shelter facility. Youth housed in "Shelter House II" are provided counseling and other support services which will assist them in successfully handling independent living. Shelter House operates a formal follow-up program, which involves weekly contact with former clients for the first month following termination. The following month, former clients are contacted every other week. A full-time coordinator and a core group of volunteers conduct these follow-up interviews.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Although the project has limited resources to provide direct after-care to all its clients, a host of referral sources are available and are frequently provided to clients. All clients generally receive at least one referral for additional services following termination. The most often provided aftercare services include educational assistance, job training, and family counseling. In addition, those youth moving into the Shelter House II program receive a wide range of counseling and support services.

GENERAL COMMENTS:

The project in Louisville is an extremely well-organized comprehensive program that includes not only the YDB-funded shelter program but also a number of outreach and alternative counseling services to youth and families in crisis. Because of its affiliation with the YMCA, the project enjoys a smooth working relationship with most other public and private service providers. In addition, the executive director has been very active in establishing local and statewide networks which provide a vehicle to advocate for the rights of youth.

PROJECT: Oasis House, Nashville, TN

MOST ESSENTIAL GOALS: Help youth develop responsible roles in their family and society
Goal 4

OVERALL RATING ON GOAL OPERATIONALIZATION: Type III

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services			Service Procedures		
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
	✓	✓	✓	✓	✓	✓	✓	✓	✓	

A general negative attitude toward runaway youth and alternative social service agencies has severely limited the outreach capacity of Oasis House. While the project provides a comprehensive shelter and counseling program to those youth who come to the project, it has limited visibility to runaway youth who have not had contact with the police or social services departments. Around half of the project's clients are referred by the juvenile courts.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

One of the key services provided by Oasis House is family counseling and over 90% of its caseload has involved providing direct services to families. Virtually all of the runaways served by the project are reunited with their parents. The project did not demonstrate any significant difficulties in providing the key services identified as essential to operationalizing Goal 2.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Formal follow-up contacts are provided to all clients two weeks and six weeks after termination. These contacts are used to determine the stability of the youth's living situation and as a way of identifying any new problems or service needs the youth might have.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Aftercare services are provided to roughly half of the youth receiving shelter from Oasis House and include services which are provided directly by the project (primarily family and individual counseling) as well as through referrals to other agencies. The project's staff will always arrange to provide aftercare services directly if they feel the youth or family will not follow through on a service referral. In addition to using aftercare services as a way of helping the youth decide on a future course of action, Oasis House also uses group counseling as a way of helping the youth cope with his or her problems in a social context. While a youth is staying in the shelter, he or she is required to attend group counseling sessions four times a week.

GENERAL COMMENTS:

Outside of the project's inability to provide extensive outreach services, Oasis House demonstrated a fairly solid capacity to provide those services identified as essential to meeting the goals and intent of the National Runaway Youth Program. In terms of its organizational and management policies, BPA field staff noted two difficulties which suggest certain limitations in the project's overall capacity to operationalize its goals. Both the relatively high staff turnover the project has experienced over the past six months and its limited planning capacity have, from an organizational perspective, detracted from the project's potential overall effectiveness.

PROJECT: Crossroads, Charleston, SC

MOST ESSENTIAL GOALS: Goal 4

OVERALL RATING ON GOAL OPERATIONALIZATION: Type IV

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
	✓	✓	✓	✓	✓	✓		✓	✓	

Residents living in the community in which Crossroads is located have expressed a general negative attitude regarding community-based social services agencies, especially those agencies which house runaway youth. Consequently, the project has chosen to maintain a relatively low profile rather than strain already tenuous relations with their immediate neighbors. Although not as visible to the general youth population as might be ideal, Crossroads is well-known to other local service providers, who refer a substantial number of clients to the program. The project did demonstrate a solid capacity to meet most of a youth's emergency needs, demonstrating difficulty only with legal assistance.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

While the project has the capacity to provide family counseling to all of its clients, only about half of its caseload involves direct service to parents. Those families that do agree to counseling are provided two or three sessions depending on their specific needs. Families with more serious difficulties are referred to a special program offered by the local Youth Service Bureau.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Crossroads has developed a very formal follow-up procedure, whereby former clients are contacted one week, one month, and three months after termination from the project's shelter facility. These calls, which are made by the counseling staff, involve determining the stability of the youth's living situation and identifying any new service needs that might have emerged since termination or since the last follow-up contact.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

In addition to providing former clients regular follow-up phone calls, the project is also establishing a series of aftercare groups where former clients, both youth and parents, can collectively discuss their difficulties, including the problems they have overcome as well as the problems that still exist. The project staff also spends considerable time advocating for their clients with other public service providers, especially the schools, the courts, and the department of social services.

GENERAL COMMENTS:

Crossroads faces a number of organizational and management difficulties which stem directly from its affiliation with the State Department of Youth Services. Primarily, there exists some confusion over the roles and responsibilities of the on-site project director and Columbia-based program monitor. While the on-site project director is theoretically "in charge" of the program, he has little, if any, control over the size of the project's budget, the availability of staff training opportunities, or the pay scale for the counseling staff. In addition, as an affiliate of a state agency, the project cannot actively lobby for legislative changes regarding the status of youth. On the positive side, however, the state affiliation has enhanced the project's ability to function with other local service providers in the relatively conservative Charleston area. Also, the project monitor in Columbia has been extremely helpful in ensuring ongoing support for the project from the state assembly.

PROJECT: Safe Space Station, Cleveland, OH

MOST ESSENTIAL GOALS: Goal 1
 Advocacy
 Networking

OVERALL RATING ON GOAL OPERATIONALIZATION: Type II

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Safe Space Station demonstrated a solid capacity to provide all of the services and service procedures identified as being directly related to the operationalization of Goal 1. Because of its affiliation with the Cleveland Free Clinic, the project is especially well-suited to meet a youth's emergency medical needs. Also, the project has an attorney on its staff which facilitates the project's immediate response to a client needing assistance in dealing with the police or juvenile court. The project's outreach capacity is also enhanced by virtue of its affiliation with the Free Clinic which is well-known in the community and operates an aggressive community education program which highlights all of its many diverse programs.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

While the project considers family counseling to be an essential service for a sizable minority of its client population, less than half of its caseload involves providing direct services to families. The majority of the youth who seek temporary shelter at Safe Space are not able to be reunited with their families.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Safe Space Station maintains a group of 13 volunteers who conduct follow-up phone calls to all clients 30 days after they have been officially terminated. These contacts are seen as useful in identifying the longer term stability of the project's placements and in attracting those youth who require further assistance back into the program. For those youth who are not returned home, the project's staff will spend whatever time is necessary to ensure that the youth receives the best possible alternative placement.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓		✓	✓

Safe Space Station will schedule at least one aftercare appointment for all youth at the time they are terminated from the temporary shelter program. Roughly 70% of the youth keep these appointments. Generally, the provision of aftercare is seen as a slightly lower priority than working with the youth currently in the program. Providing clients with some sense of a future course of action is considered part of the initial service plan, not simply part of an aftercare program.

GENERAL COMMENTS:

Safe Space Station, like its parent organization, is a well-organized, highly visible youth service project in Cleveland's inner city neighborhoods. The only organizational and management practices which BPA field staff observed as possibly limiting the project's overall capacity was the failure to have its own active and supportive board of directors or policy board and its limited emphasis on a formal planning process.

PROJECT: Youth Network Council, Chicago, IL*

MOST ESSENTIAL GOALS: Goal 4
Advocacy
Networking

OVERALL RATING ON GOAL OPERATIONALIZATION: Type I

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE
RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	

In terms of providing the direct services listed as being essential to the operationalization of Goal 1, the Youth Network Council's YDB-funded program demonstrated a solid capacity to meet these minimum requirements. Counselors at West Town Community Services conduct all of their counseling outside of their office and spend virtually all of their time at local youth "hang-outs." Because West Town receives the majority of its clients as referrals from the local police, juvenile courts, and department of social services, the demand for emergency medical and legal care is relatively low.

*The Youth Network Council has approached the operationalization of each of the legislative goals from really two perspectives: a direct service perspective and a broader, general "capacity building" perspective. To accomplish the first level of implementation, YNC has distributed the bulk of its YDB-grant to eight of its member agencies who in turn provide temporary shelter and crisis counseling to runaway youth and their families. The performance of YNC in terms of providing direct services was based on the direct service delivery system utilized by West Town Community Services, one of the eight participating agencies. The aspects of goal operationalization which address the second perspective reflect the efforts of YNC's administrative staff.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

West Town, which provides temporary shelter to youth through a network of community foster homes, will use these foster homes only after they have first made an effort to immediately reunite the youth and parents. All eight of the projects participating in the YNC's program share a common emphasis on reuniting the youth with their parents as soon as possible and then continuing to work with the entire family unit in resolving the specific problems. In addition to providing family counseling, West Town Community Services also offers parents such general assistance as marriage-counseling, legal assistance, and parent education groups.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services	Service Procedure	
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

West Town Community Services demonstrated a solid capacity to provide all of the services and service procedures identified as being directly related to the operationalization of Goal 3. Follow-up phone calls are made to all clients, both youth and parents, one month after formal termination. In addition, the project mails satisfaction questionnaires to all their clients, the results of which influence the development of new service areas. For those youth who cannot be reunited with their parents, the project staff will work closely with the local social service agencies and attempt to have the youth placed in a foster home or group home within the West Town service area.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓		✓	✓

Aftercare is not a term frequently used by the West Town staff because they generally will continue to maintain an active case file on clients for four to six months. A case is not officially terminated until the staff is satisfied that the situation between the youth and parents has stabilized. After a case has been terminated, however, additional services are still available. The two services most frequently requested by clients are individual counseling and advocacy.

GENERAL COMMENTS:

In addition to the wide range of direct services provided by the eight participating member agencies, the YNC's central staff is also involved in increasing the general capacity of the metropolitan area to meet the needs of runaway youth and their families. This involves substantial advocacy efforts aimed at increasing the number of temporary housing facilities; the number of interim group home facilities (i.e., three to six month shelter programs); the number of independent living options for older adolescents; the number of youth employment programs; and the number of counseling and health care facilities available for both youth and their families. In addition, the YNC's administrative staff provide staff training opportunities, technical assistance and general organizational assistance to the eight participating member agencies. While this assistance is less important to West Town Community Services, which is a fairly comprehensive youth service agency in its own right, the YNC assistance does dramatically increase the overall capacity of several of the smaller agencies participating in its YDB-funded program.

PROJECT: Ozone House, Ann Arbor, MI

MOST ESSENTIAL GOALS: Goal 1
 Advocacy
 Remain a place of "last resort" for youth

OVERALL RATING ON GOAL OPERATIONALIZATION: Type II

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Ozone House demonstrated a fairly solid capacity to provide all of the service procedures identified as being directly related to the operationalization of Goal 1. Over the past few years, the project has worked at improving its relations with other, more traditional youth service providers and has taken steps to improve its earlier image of an anti-establishment, drop-in center. In addition to providing shelter and counseling services to those runaways coming to their offices, Ozone House also offers assistance to a substantial number of youth who call the project's hot-line service. Last year, the staff estimated that over 3,000 requests for general information and service referrals were handled.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

The project generally will request that families agreeing to family counseling make at least a four-week commitment. While 70% of the project's caseload involves direct services to parents, less than two-thirds actually keep the original four-week commitment. The majority of the family counseling is provided by a core group of volunteers trained by the project. The area of family counseling, and the provision of general support services to families, is considered by the staff to be an expanding service area. They feel more positive and longer-lasting results are realized when services are provided to all family members.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

The project does contact all clients 60 days following their official termination in order to see if the youth or parents require additional assistance. Although few placement options exist for those youth not returning home, the Ozone staff will work with the local social service departments to obtain the best possible living situation for their clients. Only 5% to 10% of the project's total caseload requires this type of assistance.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓		✓	✓

In the course of individual counseling sessions, the youth and counselor will discuss the aftercare needs of the youth and family. Ozone House will provide aftercare counseling and support services to youth and families as long as necessary; however, such assistance usually lasts one to three months. One of the most essential services the project provides to clients, both during their stay and on an aftercare basis, is advocacy.

GENERAL COMMENTS:

Ozone House is one of the oldest and best known of the original runaway youth shelter programs developed in the late 1960s. Although the project has become more integrated into the overall youth service network in Ann Arbor, Ozone House still maintains a strong, alternative service philosophy, as evidenced by its commitment to youth participation and advocacy. Ozone House is one of the few remaining collectives, and all policy decisions and shifts in the service operations are discussed and decided by all members of the collective. The only organizational and management policy observed by BPA field staff which might limit the project's capacity is its policy limiting all paid staff to two eight-month terms.

PROJECT: Pathfinders, Milwaukee, WI

MOST ESSENTIAL GOALS: All goals are considered of equal importance

OVERALL RATING ON GOAL OPERATIONALIZATION: Type I

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services			Service Procedures		
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Pathfinders demonstrated solid capacity to provide all of the key services and service procedures identified as being directly related to the operationalization of Goal 1. Outreach is considered a fairly important service, and staff members noted that intakes into the temporary shelter facility do increase immediately following a newspaper story or other media presentation of the project's services. In addition to the temporary shelter facility, Pathfinders also operates a 24-hour hot-line which last year responded to some 8,000 requests for information and service referrals. While the project will accept referrals from the department of social services, at least two beds are always kept open for walk-in clients.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Roughly 70% of the project's housed clients and 40% of its non-housed clients have their parents involved in direct services from the project. The services offered to families include crisis family counseling to de-escalate the immediate family problem, individual counseling, and support and information about other resources in the community. The majority of the runaway youth Pathfinders serves are reunited with their parents.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services	Service Procedure	
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

In the case of those youth not able to be reunited with their parents, Pathfinders' staff will provide counseling not only to the youth but also to the parents. This support counseling to parents is designed to help the family understand and accept the reality that the best place for their child is not, for the moment at least, home with them. Pathfinders' involvement in an actual out-of-home placement is limited to counseling with the youth and family about the preferred placement and coordination with the county social worker assigned to the case. The project conducts regular follow-up contact with all clients giving their permission one month after termination. A 25% sample of former clients are recontacted six months after termination.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

All clients may receive up to five in-person sessions with a Pathfinder counselor after leaving the runaway shelter, as needed. Roughly 25% of the project's caseload actually returns for these sessions. The most frequent referrals made on an aftercare basis involve requests from clients for longer term individual or family counseling or therapy, group counseling, job services, and drug counseling.

GENERAL COMMENTS:

Pathfinders was started by a group of university students and concerned citizens in 1970 as a temporary shelter and counseling program for youth. Although the project has expanded its service base, it still is primarily considered a runaway youth shelter. From an organizational and management perspective, the project demonstrated a strong capacity to operationalize its goals, and operates with a clear sense of purpose and direction. It was the only project in the sample that refused to prioritize its goals, indicating that all of the project's objectives are of equal importance. While the project is basically sound, BPA field staff suggested that its service capacity could be further expanded through more careful use of its sister agency.

PROJECT: The Greenhouse, New Orleans, LA

MOST ESSENTIAL GOALS: Advocacy
Being an alternative agency

OVERALL RATING ON GOAL OPERATIONALIZATION: Type III

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

The Greenhouse demonstrated solid capacity to provide all of the key services and service procedures considered essential for the operationalization of Goal 1. The project runs a well-organized shelter program and has established excellent service linkages to meet all the emergency medical and legal needs of all potential clients. The project has a pediatrician who lives at the temporary shelter facility and informal arrangements have been made with a local attorney. The project operates an "open door" policy and will never refuse at least one night's shelter to any youth who has virtually no other alternatives.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓			✓

While the project provides all of the essential services listed for this goal, it does not generally provide follow-up and aftercare services. The family counseling The Greenhouse provides is crisis oriented and designed to de-escalate the immediate tension which exists between the youth and their parents so that the youth can return home. Roughly 50% of the project's caseload involves direct services to parents.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓		✓	✓	✓	✓	✓

Projects are not regularly contacted by The Greenhouse staff after they are terminated, although the staff indicated that they have informal contact with about 40% of their cases. The provision of regular follow-up contacts is not perceived by the staff as a central service or as a particularly useful way to spend limited staff time and resources.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓		✓	✓	✓	✓

One of the principal vehicles utilized by the project to provide youth with a sense of a future course of action is the twice-daily group counseling sessions which are required for all youth staying at the temporary shelter facility. The focus of these sessions is to help the youth realize a sense of community responsibility in resolving his or her own problems. The principal objective of The Greenhouse is to put youth back into the community, not into a long-term therapy program.

GENERAL COMMENTS:

In terms of our generic guidelines, Greenhouse was found to be an exceptionally well-functioning system in which each staff member clearly understood the specific role he or she played in the project's overall service picture. The project is listed as having limited capacity to operationalize two of the legislative goals because of its choice not to emphasize the provision of follow-up and aftercare services. It should be noted, however, that The Greenhouse retains youth at its shelter for longer periods of time (i.e., generally over two weeks) than other projects in our sample.

PROJECT: Amistad, Albuquerque, N.M.

MOST ESSENTIAL GOALS: Goal 4
In-depth therapy

OVERALL RATING ON GOAL OPERATIONALIZATION: Type IV

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

	Essential Services					Supplementary Services				Service Procedures	
	Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	

Amistad has chosen to implement Goal 1 by focusing its attention on providing temporary shelter and comprehensive counseling to its clients. The staff does not generally perceive the need for outreach, adding that Amistad is well known in the community and is considered one of the few resources in the Albuquerque area for information and referral assistance regarding youth services.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Generally, the staff provides family counseling once or twice a week to those families agreeing to participate. While the project would like to expand its efforts in this area, fewer families than had been hoped are agreeing to participate in this program. The project has, however, demonstrated the capacity to implement all of the essential services and service procedures identified as being essential to the operationalization of Goal 2.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

The majority of youth served by the project are not able to be reunited with their families and, therefore, require assistance in obtaining suitable, out-of-home placement. These placement decisions are made by the youth and counselor reviewing all alternatives and the counselor working with the assigned social worker in seeing the youth receives the best possible placement (i.e., one that comes closest to providing the youth with the atmosphere he or she feels would be best). Formal follow-up contacts are made with all clients three and six weeks after termination.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Throughout the counseling process, the staff at Amistad strives for a deeper understanding of the whole dynamics of a youth and his or her problems. In addition to having each youth and counselor jointly develop an attainment schedule, in which the youth articulates his specific short and long term goals, the project also uses group counseling sessions and recreational programs as a way of building up the youth's self esteem and providing a sense of future direction. This process continues even after the youth leaves temporary shelter through the provision of several aftercare services.

GENERAL COMMENTS:

Amistad is affiliated with Youth Development, Inc., a private, non-profit service agency, which provides a comprehensive set of services to runaways, delinquent youth, and youth in crisis. The project has effectively used this association to increase its overall service capacity, especially in the area of educational services and job training programs. The organizational and management policies that were noted by BPA field staff as potentially limiting the project's ultimate capacity to operationalize the four legislative goals include the lack of an involved policy or advisory board, the lack of regular, structured staff performance reviews, and the limited capacity of the project to provide training opportunities to its counseling staff.

PROJECT: Youth Emergency Services, University City, MO.

MOST ESSENTIAL GOALS: Goal 1
Educating youth as counselors

OVERALL RATING ON GOAL OPERATIONALIZATION: Type III

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE
RUNAWAY EPISODE

Essential Services					Supplementary Services			Service Procedures		
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓		✓	

The provision of temporary shelter and crisis counseling is considered one of the most important aspects of the project's service program. In addition to meeting the emergency needs of those youth coming to the shelter, YES also operates a hot line and crisis counseling service, which is staffed by a core group of trained volunteers. The project does not use its outreach efforts to attract clients (the majority of those youth using the shelter facility are referred by local public officials), but rather uses this vehicle to attract new volunteers.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓		✓	✓

Roughly 50% of the project's caseload involves direct services to parents. Generally, services to families include a limited number of family counseling sessions that focus on resolving the conflict in the family so that the youth can be returned home. The majority of YES's clients do, in fact, return to their parents following an average stay of 12 days in the temporary shelter facility.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services	Service Procedure	
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓		✓

YES uses a system of mail questionnaires to obtain feedback on its services from former clients. The results of these questionnaires are incorporated into the project's on-going planning process designed to improve the longer term effectiveness of project services.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓		✓	✓	✓	✓

The provision of extended counseling or support services following termination from the project's temporary shelter program is not considered a particularly high priority for the project. While the project will continue to provide services to former clients experiencing continued difficulty at home, YES generally does not present itself as having a capacity to provide regular on-going assistance to youth and parents. Providing youth with a sense of future direction is done within the context of the initial counseling sessions.

GENERAL COMMENTS:

Virtually all of the counseling done at YES is provided by a group of some 65 youth and adult volunteers who work with both youth and parents in helping them resolve their difficulties. Often an adult and a youth volunteer will work with a family, serving not only as counselors but also as role models for how young people and adults should communicate. From an organizational perspective, YES has done an excellent job of training and supervising its large number of volunteers and has developed a rather unique and well-functioning system.

PROJECT: Prodigal House, Denver, CO.

MOST ESSENTIAL GOALS: Goal 2
Agency survival

OVERALL RATING ON GOAL OPERATIONALIZATION: Type V

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE
RUNAWAY EPISODE

Essential Services					Supplementary Services			Service Procedures		
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
	✓	✓	✓	✓	✓	✓	✓	✓	✓	

Of the project's 14-bed capacity, 10 or 11 of the beds are usually provided to youth referred by the social service department. The project receives a daily reimbursement rate from the county to provide this shelter service. Because of this arrangement, it is not clear the extent to which the project can accommodate walk-in clients. The project staff indicated, however, that they will never refuse a runaway youth shelter if the only alternative to the project for the youth is to remain on the street. All youth housed by the project are provided with food, clothing, and other emergency needs, such as medical or dental care, on a referral basis.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓			✓

For those runaway youth coming to the shelter on their own, the project is successful in reuniting almost 90% of them with their parents. Roughly 90% of the project's runaway youth caseload also involves direct services to parents. These direct services usually involve two or three family counseling sessions.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓		✓		✓		✓

While a substantial portion of the project's runaway youth cases are returned with their parents, the majority of the project's total caseload (i.e., referrals from the department of social services) usually have no family with which they can be, realistically, reunited. The project will continue to provide shelter and counseling services to these youth but is generally not involved in the actual placement process.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓		✓	✓		✓

During a youth's stay at the temporary shelter facility, the staff will work at developing longer term options for the youth that are best suited to his or her particular strengths. This process is also facilitated through group counseling efforts, recreational activities, and tutoring services. Aftercare is technically available at the project but few youth ever pursue the option. One reason for the limited use of aftercare might be the project's policy that youth not recontact the project for at least 30 days after they are terminated.

GENERAL COMMENTS:

In part, the reasons for many of the organizational and management difficulties observed by the BPA field staff at Prodigal House stem from a long history of conflict both within the organization and with its affiliate agency, the Episcopal Church. At the time the evaluation was conducted, the project was in the process of reconstructing its service delivery system, rebuilding contacts with other local service providers, and redefining its relationship to its affiliate.

PROJECT: Berkeley Youth Alternatives, Berkeley, CA.

MOST ESSENTIAL GOALS: Goal 1
Advocacy

OVERALL RATING ON GOAL OPERATIONALIZATION: Type IV

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

	Essential Services					Supplementary Services				Service Procedures	
	Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	

While considering itself primarily a crisis intervention program, BYA's YDB component has not maintained an active and aggressive outreach program, either through direct client outreach efforts or aggressive community education campaigns. The project does a certain amount of outreach, but generally feels it is sufficiently well established and visible. BYA's location, next to the city's high school, certainly increases its visibility to the local youth population, as does the wide range of drop-in services and youth employment programs operated by the overall agency. Although the majority of the youth housed in its temporary shelter are referred by local public agencies, BYA does counsel a number of walk-in youth at their administrative offices.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓		✓

In general, BYA expends a greater effort to involve families in its counseling program for its housed clients as opposed to those youth seen on an out-patient basis. Parents are first encouraged to come in for at least one meeting, during which time they are encouraged to continue coming in at least once a week until the problem seems stabilized. Roughly 50% of those youth housed by BYA are reunited with their parents or guardians.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services	Service Procedure	
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓		✓	✓	✓	✓	✓

Individual and family conferences are set up to explore all of the long-term living options open to the youth, ranging from returning home to foster home placements. Although a number of options may be explored, the final choice rests with the youth and parents, based on input from the BYA staff. If an out-of-home placement is required, the BYA Foster Home Coordinator will work with probation and juvenile court officials to obtain the best possible placement for the youth.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓	✓	✓

Providing youth with a sense of a future direction is considered an essential part of the on-going counseling program and living experience for youth housed by BYA. In addition to receiving individual counseling, all residents are provided with regular group counseling sessions. Youth in the shelter are responsible for seeing that all house rules are followed and for dealing with those who violate house rules. All youth who leave BYA are advised that further counseling will always be available. In addition, those youth housed at the shelter have the option of continuing with weekly group counseling sessions.

GENERAL COMMENTS:

Berkeley Youth Alternatives was founded in 1970 in response to the influx of young people swelling the Telegraph Avenue scene, a major gathering spot in Berkeley. Today, the substantial percentage of BYA's clientele come from the local community and from the nearby cities of Oakland and Richmond. Over the years, BYA has expanded its earlier service focus on shelter and counseling to include a wide range of educational and employment programs for not only its clients but also the general youth community. At the time of the evaluation, the project was experiencing some staff communication difficulties stemming from the passage of the California tax initiative, Proposition 13. The measure had a direct fiscal impact on a number of the local and state social service programs that fund aspects of BYA's overall program. Therefore, the project's long-term capacity to implement the four legislative goals will not be clear until the full impact of Proposition 13 is determined.

PROJECT: Open Inn, Tucson, AZ.

MOST ESSENTIAL GOALS: Goal 1
Advocacy

OVERALL RATING ON GOAL OPERATIONALIZATION: Type III

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE
RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	

In general, Open Inn demonstrated a solid capacity to provide all of the essential and supplementary services identified as being directly related to the operationalization of Goal 1. Although the project receives the majority of its clients as referrals from local juvenile court officials and other public service providers, it has continued to maintain an aggressive community education program. Generally, the staff perceived the identification of a youth's emergency problems and the immediate provision of services to resolve these problems as the most essential service of their program.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓		✓	✓

Roughly 85% of the project's caseload involves direct services to parents. The staff will use the family counseling sessions as a means to help family members establish specific goals that they will work toward meeting. While the staff did demonstrate the qualifications to provide this service, several staff members feel uneasy about working with families that have serious difficulties.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓	✓	✓	✓	✓		✓

Roughly 55% of the youth housed by Open Inn return home. For those youth not able to be returned home, the staff will continue to be involved in the placement process, serving as an advocate for the youth in working with the public agency arranging the actual placement. All clients leaving the program are provided with follow-up contacts two weeks and six weeks later. These contacts, while often difficult to fit into a counselor's busy schedule, are seen as an important element of the project's overall service strategy.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓		✓	✓	✓	✓

Although aftercare services are considered an important aspect of the project's service program, staff and fiscal limitations severely curtail the provision of this service. Generally, the project will provide counseling and advocacy services to former clients if the youth or his or her family specifically requests such assistance. Ideally, the project would like to expand the use of its "youth companion program" in order to expand its aftercare capacity. The "companion," usually a youth volunteer, assumes a different role from a counselor, functioning as a go-between or friend among the youth, counselor, and parents.

GENERAL COMMENTS:

In general, Open Inn sees its primary focus as meeting the emergency needs of youth in the manner best for the youth. The project advocates for youth in all systems, including the family, juvenile justice system, and the schools. In terms of its organizational and management practices, the only difficulties observed by PA field staff relate to the project's lack of an active and supportive policy or advisory board.

PROJECT: Skagit Group Ranch Homes, Burlington, WA.

MOST ESSENTIAL GOALS: Goal 1
 Goal 2
 Providing an alternative to the juvenile justice system

OVERALL RATING ON GOAL OPERATIONALIZATION: Type IV

GOAL 1: TO ALLEVIATE THE IMMEDIATE PROBLEMS OF YOUTH DURING THE RUNAWAY EPISODE

Essential Services					Supplementary Services				Service Procedures	
Outreach	Intake	Shelter	Individual Counseling	Information & Referral	Family Counseling	Medical Care	Legal Services	Clothing	Maintenance of Community Linkages	Majority Referrals are Self or Friends
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Unlike other projects that have a clear identity as advocates of youth, the YDB-funded program run by Skagit Group Ranch Homes (SGRH) operates as an advocate for "the family" as a whole: any family members may contact the program for help, and presently parents make the initial contact in about 50% of the cases. In virtually all cases, the counselors travel to the home of the client for the counseling sessions immediately upon receipt of a crisis call.

GOAL 2: TO REUNITE YOUTH WITH THEIR FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

Essential Services			Supplementary Services				Service Procedure
Individual Counseling	Family Counseling	Information & Referral	Shelter	Advocacy	Aftercare	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓	✓		✓

Of all 20 projects studied, the Burlington project demonstrated the most direct focus on providing services to families and resolving family conflicts. The counseling program operated by SGRH emphasizes the negotiating of contracts among family members. Youth agree to abide by certain agreements, in return for desired privileges. If these agreements are not kept, "consequences" are spelled out in the contract.

GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH

Essential Services					Supplementary Services		Service Procedure
Individual Counseling	Family Counseling	Follow-Up	Information & Referral	Placement	Advocacy	Aftercare	Existence of Community Linkages
✓	✓		✓	✓	✓	✓	✓

The most common "placement" for all youth served by the project, including sheltered youth, is home with their parents. Where out-of-home placements do take place, SGRH is well-equipped to participate: in addition to having two long-term group homes as resources within the agency, the agency has a child-placing license and is authorized by the state to license long-term foster homes. The project does not generally conduct regular follow-up contacts with clients following termination. A series of telephone contacts to the family to see how things are going usually precedes case closure.

GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

Essential Services				Supplementary Services			Service Procedure
Individual Counseling	Advocacy	Information & Referral	Aftercare	Family Counseling	Group Counseling	Follow-Up	Maintenance of Community Linkages
✓	✓	✓	✓	✓			✓

The aftercare concept is not well-designed to apply to a program where youth rarely receive interim shelter, and where nearly all services are supplied to families in their own home. Following the initial crisis session, the project tries to work to resolve the crisis as quickly as possible to avoid building a dependency on the project. However, on-going services (in person and phone contacts) may be received from the project up to six weeks. Long-term therapy needs are addressed by making referrals to other community resources.

GENERAL COMMENTS:

Skagit Group Ranch Homes fills critical gaps in the social service network of Skagit County, Washington, by providing not only the YDB-funded crisis counseling program, but also two long-term group homes for adolescents, and an alternative school program. While the project did not incorporate several of the organizational and management policies suggested in our evaluation design, the counseling program is a well-organized and clearly defined program. The major reason for the project not incorporating such practices as regular staff performance reviews, formal staff supervision mechanisms, and a formal planning process was its relatively small size. The counseling program has only four paid staff and no volunteers.