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REPORT TO THE CONGRESS ON THE
TRANSITIONAL LIVING PROGRAM:
FOR HOMELESS YOUTH

FISCAL YEAR 1990

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES
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FOREWORD

The Department of Health and Human Services (DHHS) has funded programs to help runaway and homeless youth since the late 1970's. For many years, these youth received services from federally funded emergency shelters that provide assistance with the goal of family reunification. Unfortunately, the goal of family reunification, while desirable and appropriate for runaway youth, is often inappropriate for homeless youth, many of whom flee their homes to escape abusive situations or are forced out of their homes by parents. Current estimates project that approximately one-fourth of the youth who receive services from runaway and homeless youth shelters are homeless.

While all adolescents face adjustment issues as they approach adulthood, homeless youth experience more severe problems and are at greater risk in terms of their ability to make the transition to independent living. Their basic human needs (such as shelter, food, and clothing) are not being met, nor are their developmental needs receiving adequate attention. Homeless youth lack a supportive, safe environment in which they can develop a positive sense of identity and self-sufficiency. Instead, many homeless youth live on the streets where they often survive by prostituting themselves, begging, dealing drugs, and stealing.

The Transitional Living Program (TLP), authorized in 1988 as Part B of the Runaway and Homeless Youth Act, provides a response designed specifically for homeless youth. The main goal of the program is to support projects that assist homeless youth in making a successful transition to self-sufficient living and to prevent long-term dependency on social services. To accomplish this goal, TLP projects provide stable, safe living accommodations to youth while they participate in a variety of services, such as counseling, basic life skills training, educational and vocational advancement, and mental and physical health care. Essentially, we are trying to provide these youth with the supportive atmosphere and intensive services that will help overcome the destructive situations in which they have been living. Rather than concentrate **only** on surviving, these youth will learn to set goals and challenge the future.

The Department funded 45 public and private nonprofit organizations in fiscal year **1990** to begin providing TLP services to homeless youth. Some of these grantees have been **running similar** programs for homeless youth for several years; others have created projects through the TLP. Through the TLP, Federal, State, local, and private organizations and resources can **mount** a challenge to the problem of youth **homelessness**. We at the Department of Health and Human Services are enthusiastic about the program's potential and are committed to ensuring that the TLP achieves its worthy goals.

Louis W. Sullivan, M.D.
Secretary

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EXECUTIVE SUMMARY

Congress created the Transitional Living Program (TLP) during the reauthorization process for the Juvenile Justice and Delinquency Prevention Act (JJDP) in 1988. Title III, Part B of the JJDP authorizes the TLP, and Section 361(b) of the Act requires the Secretary of Health and Human Services to submit an annual report to Congress on the status and accomplishments of the program. This report details the status and accomplishments of the program for fiscal year (FY) 1990, the first year in which the TLP was funded.

The Annual Report for FY 1990 consists of three chapters. Chapter 1 traces the background and development of the TLP legislation and examines the characteristics of homeless youth to whom program services are directed; Chapter 2 presents an analysis of the TLP grant applications submitted to the Administration on Children, Youth and Families (ACYF) in FY 1990; Chapter 3 presents a summary of ACYF's plans to address some of the findings from the analysis of the grant applications.

The creation of the TLP reflected the determination of Congress and community-based programs to address more thoroughly the needs of homeless youth. While homeless youth had been eligible to receive services from federally funded emergency shelters since 1977, Congressional hearings during the 1988 JJDP reauthorization process indicated that homeless youth needed more assistance to meet their complex needs than such shelters could provide. Therefore, Congress authorized the TLP, with the primary intention of helping homeless youth make the transition to self-sufficient living and thereby prevent their long-term dependency on social services.

A review of the relatively scant information on the scope, causes, consequences, and characteristics of youth homelessness reveals the necessity of funding a program devoted specifically to the needs of homeless youth. According to various estimates, homeless youth number anywhere from approximately 100,000 to 500,000 each year. Many of these youth flee their homes to escape physical, sexual, or emotional abuse as well as other problems such as parental neglect, family violence, and parental alcoholism or substance abuse. Other youth are forced out of their homes by their parents who cannot or choose not to care for their children.

Once on the streets, homeless youth encounter a multitude of new, destructive problems. Some youth survive by prostituting themselves, begging, dealing drugs, and/or stealing. The incidence of drug and alcohol abuse among these youth is common, and they face other dangers such as AIDS/HIV infection and sexually transmitted diseases. In terms of demographics, homeless youth are more often male, white (although a disproportionate number are black), and older teens, but they have a variety of backgrounds and characteristics to which the TLP must respond. Given their immensely difficult situations, these youth often are emotionally troubled and in need of a supportive atmosphere. The TLP attempts to create such an atmosphere through the provision of a variety of services that direct these youth toward self-sufficiency.

In Chapter 2, the analysis of the grant applications covers both the 45 funded grantees and a sample of the unfunded applicants. The sample of unfunded applications is included in this report to illustrate the full range of project services offered by eligible organizations. The

analysis describes the operation and activities of the TLP projects as planned by the applicants prior to program implementation. The major findings from the analysis were as follows:

- The planned service areas of the 45 funded projects cover at least 105 counties containing about 14 percent of the U.S. population of youth aged 15 to 19. *? or 108? clarify*
- Project applicants were mostly not-for-profit, community-based agencies. Of the 45 funded, 29 also operate runaway and homeless youth shelters funded by ACYF. The agencies planned service linkages with a wide variety of community service agencies.
- Outreach to the targeted population will use outreach workers (37.8 percent of funded projects), hotlines, mass media, promotional materials, public speaking, and word of mouth. However, the planned referral sources for recruiting homeless youth are concentrated in social service agencies (62.0 percent), raising the question of how extensive will be the outreach to youth who are not served by the social services system.
- The housing planned by applicants is concentrated in apartments and group homes, with supervision provided by methods that vary with the type of housing. The residential capacity of funded applicants is 790 beds. The planned service levels of funded applications averaged 3.1 youths per project, or a total of about 1,400 youth, who are estimated to have an average residential stay of about 10 months, as compared with the **18-month** maximum allowed by law. Few data were available on **the** expected demographic characteristics of the youth, these data will be collected from the projects in the future.
- **TLP** projects require participants to be employed, enrolled in education, or both, and to develop work habits and skills that will pave the way for self-sufficiency. Clients are required to deposit a portion of their earnings in savings accounts in half of the projects, and to pay rent in 40 percent. These requirements are intended to develop the habits needed for independent living and the funds to make the transition. In addition, applicants plan to phase housing, supervision, and training as youth progress toward independent living.
- **TLP** projects plan to provide a wide range of services to participants. These include basic living skills education (100 percent), general education (87 percent), alcohol and drug abuse education and prevention (over 50 percent), health care (98 percent), and employment-related services (96 percent). In addition, counseling and other related services will be provided as needed, both during the residential phase and as aftercare services.
- Funded applicants requested \$9.7 million in Federal funds (66 percent of their total budgets), while planning to generate over \$5 million from other sources.

- . The average staffing per funded project was 6.8 full-time equivalent positions, concentrated in counselors (35.0 percent) and other professionals (27.1 percent). Outreach workers constituted only 2.6 percent of planned staffing.

. Among ACYF's initiatives summarized in Chapter 3 are an evaluation of the effectiveness of the TLP, the implementation of technical assistance and training resources for TLP grantees, and the creation of a comprehensive management information system (MIS) for the TLP and other related programs. The results of the various planned initiatives will be presented to the Congress in future annual reports.

OVERVIEW

The Transitional Living Program (TLP) was authorized by Title III, Part B, of JJDPA of 1974 as amended. Although authorized for FY 1989, the program was first funded in FY 1990. To implement the program, ACYF has awarded approximately \$9.5 million in grants to 45 public and nonprofit entities for an initial budget period of 15 months. Under current plans, ACYF expects to fund approximately 25 new grantees in FY 1991.

Under the authorizing legislation, the Secretary of Health and Human Services must submit an annual report to Congress on the status and accomplishments of the TLP. This report contains three chapters. Chapter 1 reviews the background and development of the TLP. Chapter 2 summarizes the information contained in the **TLP** grant applications. Chapter 3 summarizes the **findings** of the analysis and presents future considerations for planning, monitoring, and evaluating **TLP** projects. In future years, the report to Congress will describe the program and present policy recommendations based on an evaluation of and data **from** the projects currently being implemented.

This report presents two **types** of information about the initial implementation of the **TLP**: a summary of its background, legislative history, and development; and an analysis of grant applications received and funded in the first year of the program. The summary of the background and development of the program is based on a review of the literature pertaining to homeless youth and independent living programs, Congressional testimony and reports, and consultations with Federal, State, and local staff and program operators. It also presents the legislative background and history of the program and the characteristics of homeless youth that make the programmatic response necessary.

The analysis of TLP grant applications is based on 101 applications **from** 1990-45 funded projects and 56 randomly selected applications that were not **funded**. The sample of unfunded applications is included in this report to illustrate the full range of project services offered by eligible organizations. Based on this information, Chapter 2 Summarizes the major programmatic elements presented in the applications-shelter structure (type, capacity, and supervision); outreach and the targeted population; admission and participation requirements; project services; completion requirements and follow-up; and budget, staff, and information systems.

The report concludes with a summary of future considerations that **ACYF will address as the TLP** develops. These include a planned evaluation of the program implementation and client outcomes, monitoring and assessment of planned and actual program implementation, analysis of **TLP** services, and development of an **overall** management information system for runaway and homeless youth programs.



CHAPTER 1

Background and Development of the Transitional Living Program

Authorization of the Transitional Living Program

Legislative Background and History

Congress created the Transitional Living Program (TLP) during the reauthorization process for the Juvenile Justice and Delinquency Prevention Act (JJDP) in 1988. During the reauthorization process, Congress considered the limitations of emergency shelter programs (funded under the Runaway and Homeless Youth Act, Title III of the JJDP legislation) in serving homeless youth. The creation of the **TLP** reflected the determination of Congress and community-based programs to address more thoroughly the needs of homeless youth.

With the passage of JJDP of 1974, Congress **first** recognized the need for federally funded emergency shelters to serve runaway youth. Title III of the legislation, the Runaway Youth Act, authorized funding to support runaway shelters in local areas in which runaway youth congregated. During the **first** reauthorization proceedings for the legislation in 1977, Congress expanded the mandate of the emergency shelters to include homeless youth. However, the legislation established no specific programs for these youth. Homeless youth could receive services from the emergency shelters that provided residential help to youth participants for a maximum of 15 days.

By the early **1980's**, the emergency shelter programs and the Federal government began to realize that homeless youth required more assistance to meet their complex and long-term needs. While the goal of runaway shelters is usually family **reunification**, homeless youth typically do not have the option of returning to their families or relatives. Therefore, homeless youth (i.e., those youth who do not have relatives with whom they can live or other safe alternative living arrangements) often need assistance to achieve **self-sufficiency**.

Initially, the Federal government responded to these needs in the 1980's by funding research and demonstration programs under the Runaway and Homeless Youth Act (RHYA). In FY 1984, for example, ACYF awarded **\$1,647,669** to 17 organizations that focused on developing independent living skills and stable transitional living arrangements for homeless youth. Such discretionary funding, combined with limited private funding and occasional State funding, supported the development of model independent living programs and practices to serve the needs of homeless youth.

The Congressional hearings on the 1988 reauthorization before the House Subcommittee on Human Resources of the **Committee** on Education and Labor demonstrated the concern among members of Congress, **government officials**, and program operators about the needs of homeless youth. For example, Congressman Dale **Kildee** indicated during the hearings that a need exists:

. . . for independent living programs, particularly among those whom we classify as homeless, and I know this is not always a clear definition between who is a runaway and who is homeless. At some point we can recognize that it is not possible for a child to go home because the family doesn't exist or the family is in a situation that it wouldn't be right for the child (Subcommittee on Human Resources, January 29, 1988).

In addition, several witnesses who represented local programs for runaway and homeless youth testified that homeless youth need more intensive services than runaway youth. For instance, Ms. Carol Thomas-Smedes, Executive Director of The Advisory Center for Teens in Grand Rapids, Michigan, urged the Subcommittee to respond to the needs of homeless youth:

Homeless youth are showing up in increasing numbers at runaway programs in Michigan. . . . **Up** to now, we have done what we can to help them, but with only 14 days of shelter to offer, that clearly isn't much. The treatment goal with homeless youth must be to provide them the independent living skills we expect children to derive **from** parents. A longer intervention is required, as well as new approaches in counseling (Subcommittee on Human Resources, January 29, 1988).

Such testimony from program operators, government officials, and other witnesses clearly influenced Congress in its decision to authorize the **TLP** in 1988. The authorizing legislation provided that the program would be funded as long as services for runaway youth were not adversely affected. The House Committee report on the legislation indicated that Congress believed the needs of homeless youth required a more comprehensive response:

As testimony before the Committee clearly indicated, due to the absence of federal funding these [transitional living] programs face difficulties in getting established and are limited in the number of youth they are able to serve. This new program **fills** that void by authorizing a program designed to meet the special needs of homeless youth and to provide Federal funding without taking away from services for runaway youth (House Committee on Education and Labor, 1988).

Program Provisions

One important change under the new TLP was the modification of the Federal **definition** of homeless youth. Prior to the authorization of the program, DHHS distinguished between runaway and homeless youth in its regulations (45 CFR 1351). The regulations define a runaway **youth as** a "person under 18 years of age who absents himself or herself from home or place of legal residence without the permission of parents or legal guardian." Conversely, a homeless youth is a "person under 18 years of age who is in need of services and without a place of shelter where he or she receives supervision and care."

Congress **modified** the definition of homeless youth for **the** purposes of the TLP. Under the legislation, a homeless youth is an **individual** "who is not less than 16 years of age and not more than 21 years of age; for whom it is not possible to live in a safe environment **with** a relative; and who has no other safe alternative living arrangement." The expansion of the age requirement under Part B acknowledges the problems homeless youth face when they lack the stable, safe

family environment through which most youth receive the necessary **support** to make the transition to adulthood and independent living.

The TLP provides grants and technical assistance to public and private nonprofit organizations that operate transitional living projects for homeless youth aged 16 to 21. According to the Act and reflected in the June 18, 1990 **Federal Register** notice announcing the program, its primary goal “is to support projects which assist homeless youth...in making a successful transition to self-sufficient living and to prevent long-term dependency on social services.” According to the Act and reflected in the program announcement, projects funded under the program will:

- Provide shelter through group homes, supervised apartments, host family homes, or similar facilities;
- Provide services that increase independence for all participants, such as information and counseling in basic life skills, interpersonal skill building, educational and vocational advancement, and mental and physical health **care**;
- Provide services on a continuous basis for up to 540 days (18 months);
- Provide **onsite** supervision, directly or indirectly, at each facility that is not a family home (these facilities must have a **20-bed** limit);
- Provide and train a staff to ensure that all participating homeless youth receive adequate services and supervision;
- Develop a written transitional living plan for each youth, based on an assessment of such youth’s strengths and needs, designed to help the transition from supervised participation in the project to independent living or another appropriate living arrangement;
- Ensure referrals of homeless youth to social service, law enforcement, educational, vocational, training, welfare, housing, legal services, and health care programs and help integrate and coordinate such services for youth; and
- Develop outreach programs to attract individuals who are eligible to participate in the project.

Projects also are required to submit an **annual** report on the activities and achievements of the project, to prepare statistical **summaries** describing the number and characteristics of the homeless youth who participate in the project, to keep adequate statistical records on the **number** and characteristics of homeless youth served, and to maintain accounting procedures and fiscal control devices sufficient to account for income and expenditures of the project (42 USC 5701).

Although the **TLP** was first authorized for **FY 1989**, it was not funded until **FY 1990**, for which it received \$9.9 million. To implement the program, **ACYF** has awarded approximately

\$9.5 million in grants to 45 public and nonprofit entities. These grantees will run TLP's for homeless youth throughout the nation in FY 1991. A later section of this report profiles the initial 45 grantees.

Characteristics of Homeless Youth

Introduction

Although the TLP was created to serve the needs of homeless youth, a review of the literature indicates that the problems of homeless and runaway youth often have been linked. For many years, runaway and homeless youth were portrayed as adventurous or rebellious youth seeking to avoid rules set by their parents or schools. Recently, people have begun to recognize that runaway and homeless youth are among victims of abuse, neglect, and economic uncertainties. In their study, Janus, **McCormack**, Burgess, and **Hartman** reviewed literature and testimony presented to Congress from 1972 through 1986. They explain that:

The history of runaway youth in the United States reveals an evolution in the understanding of the issues. Initially, runaway youth were understood as capricious and undisciplined urban nomads. This perception gave way to alarm as runaways came to be seen as at high risk **from** predators on the street. Finally came the realization that great risk exists not only on the streets, but also in the homes the youth run from. Runaway youth have been associated with delinquency, with physical and sexual abuse both in the home and on the street, and with the dangers of prostitution, drug abuse, pornography, and physical assault. Runaway youth are now seen as the victims of these offenses (Janus, **McCormack**, Burgess, and **Hartman**, 1987).

Homeless youth have been grouped with runaways, even as the perceptions about these youth have evolved, because little data and information exist about the characteristics and needs of homeless youth specifically. In Congressional testimony in 1987, the Executive Director of the National Network of Runaway and Youth Services, June **Bucy**, explained, "Almost no studies of the homeless population have gathered figures about this [homeless youth] group because they tend to be clustered in other places than those frequented by adults and **families**; and because most researchers seem unaware that teenagers separate from their families are a significant proportion of the homeless population" (Select Committee on Children, Youth and Families, 1987).

Nevertheless, information about homeless youth has expanded in the past several years. As the passage of the **TLP** in 1988 demonstrates, service providers and government entities, including Congress, have recognized that homeless youth have problems and needs that are distinct from runaway youth. A review of the current understanding regarding the scope, causes, consequences, and characteristics of youth homelessness illustrates some of the problems and needs that motivated passage of the new legislation.

Current Scope of the Problem

One of the most difficult tasks in understanding the problem of homeless youth is making an accurate estimate of their numbers in the Nation. Again, the data regarding homeless youth are minimal because few studies have focused on the problem. Thus, different studies and organizations provide estimates that vary dramatically in scope. For example:

- ***The National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway (NISMART) Children in America*** (May 1990), conducted on behalf of the Office of Juvenile Justice and Delinquency Prevention (by Finkelhor, Hotelling, and Sedlak), projects the number of runaway youth at 450,700 and the number of throwaways at 127,100.
- A 1989 General Accounting Office (GAO) study estimated the number of homeless children at 68,000. However, the GAO study notes that it does not include estimates for “unaccompanied youth” in its study, such as youth who are served in emergency shelters for runaways. According to GAO, “there may be an estimated **additional 64,000** to 208,000 homeless youths annually,” who were not included in its study.
- The National Network of Runaway and Youth Services estimates that there are between 1 and 1.5 million runaway and homeless youth in the Nation. The organization also has estimated that 500,000 youth are homeless each year.
- The GAO conducted another relevant study about which it released a December 1989 report, ***Homelessness: Homeless and Runaway Youth Receiving Services at Federally Funded Shelters. In this*** study, GAO examined data collected from federally funded shelters and reported that approximately 21 percent of the youth served in these shelters were classified as homeless. According to **ACYF’s** annual report to Congress on the Runaway and Homeless Youth Program (**RHYP**) for FY 1989, these percentages can be extrapolated to estimate that approximately 200,000 homeless youth exist in America each year.

Several problems mentioned earlier in this report hamper attempts to estimate the number of homeless youth. First, studies and organizations often combine homeless and runaway youth in estimates of the scope of the problem. The combination of runaway and homeless youth reflects the dearth of information on homeless youth specifically. Most qualitative information combines runaway and homeless youth and, therefore, complicates attempts to estimate **only** the number of homeless youth.

Second, reliance on different definitions of homeless and runaway youth affects estimates of the scope of the problem. For example, the expansion of the definition of homeless youth under the **TLP** implies that estimates on the scope of the problem may have been underestimated in some studies. Studies based on federally funded runaway shelters, such as the December 1989 GAO study, do not include data on youth 18 to 21 years of age. The other 1989 GAO study

focused only on children aged 16 and younger (and also excluded homeless youth served in runaway shelters).

The **TLP** definition also expands the potential number of homeless youth because it includes youth who have abusive family situations (e.g., situations in which youth are sexually abused), if they have no other “safe environment” in which to live. Thus, the **TLP** acknowledges not only that youth up to age 21 require services, but also that youth with extremely dysfunctional families should be considered homeless since they have no safe place in which they can live and develop.

Precipitating Events or Causes of Youth **Homelessness**

Determining the causes of youth homelessness is difficult, especially since most studies of homelessness provide few details on homeless youth specifically. However, the information available suggests that homeless youth can be **classified** in several categories. Many of these youth often are labeled as “throwaways” or “pushouts.”

DHHS defines throwaway or **pushout** to mean a situation in which the youth leaves home at the encouragement or direction of the parent (GAO, December 1989). In these cases, parents often are incapable of caring for their children because they cannot cope with their own **marital**, economic or emotional problems. The NISMART study mentioned above used a slightly different definition for these youth. The study labeled them as “throwaways” and defined a throwaway situation as one in which:

- (1) The child had been directly told to leave the household;
- (2) the child had been away from home, and a caretaker refused to allow the child back;
- (3) the child had run away but the caretaker made no effort to recover the child or did not care whether or not the child returned; or
- (4) the child had been abandoned or deserted. (Finkelhor, Hotelling, and **Sedlak**, 1990)

The GAO found that nearly two-thirds of the homeless youth served in the federally funded runaway shelters were classified as throwaways or **pushouts** by shelter staff (GAO, December 1989). However, the study cautioned that, because shelter staff used inconsistent definitions of throwaways and pushouts, the implications of the data are difficult to assess. GAO also reports that a problem with a parent or other adult in the home was cited as the primary problem for 61 percent of the homeless youth in the study.

Also, many youth apparently flee their homes to escape physical, sexual, or emotional abuse or other problems such as parental neglect, family violence, and parental alcoholism or substance abuse. The GAO reports that 26 percent of the homeless youth had experienced physical and/or sexual abuse according to shelter staff (GAO, December 1989). Shelter staff in the **GAO** study also reported that 36 percent of homeless youth experienced parental neglect, 11 percent were subjected to domestic violence, and 18 percent had parents who abused drugs or alcohol. Similarly, the NISMART study reports that 27 percent of throwaway youth had episodes “preceded by arguments that **involved** violence-hitting, slapping, punching, spanking, or hitting with an object” (Finkelhor, Hotelling, and Sedlak, 1990). While these were not necessarily the

primary reasons for the youths' homelessness, the percentages indicate the serious problems that many of these youths encounter at home.

Other studies **confirm** the high incidence of abuse among both runaways and homeless youth. For example, one literature review finds that a much higher rate of childhood abuse exists among runaway and homeless youth than the general population. The same article explains, "Adolescents can escape maltreatment by running away from home, and indeed this appears to be the case for more and more of today's runaway and homeless youth population" (Powers, Jaklitsch and Eckenrode, 1989). From this perspective, youth homelessness and runaway behavior could be considered a rational response to intolerable situations at home.

Finally, the National Network of Runaway and Youth Services classifies homeless youth in three other groups (Hughes, 1990). The first group includes some homeless youth who have emerged from the foster care system, either by running away from placement, aging out of the system (foster care services usually conclude when youth are 18 years old), or receiving early emancipation (either de facto or by court action) in the case of youth deemed as "difficult cases." The GAO reports that 12 percent of homeless youth had resided in foster care or group homes before coming to an emergency runaway shelter (GAO, December 1989).

These youth often entered the foster care system due to abuse, sexual exploitation, neglect, or abandonment. One study found that children removed from their homes due to abuse or neglect before their 13th birthdays averaged 11 moves per year (Hughes, 1990). The Executive Director of the National Network discussed the impact of such instability on these youth during Congressional testimony: "After years of **shuffling** between foster homes, emergency shelters, psychiatric hospitals that take **medicaid-funded** youth for **30-day** assessments, and juvenile justice or mental health facilities, many youth 'finally conclude that the streets meet their needs better than the child services...'" (Hughes, 1990).

The second group consists of homeless youth who are undocumented immigrants living in the United States, often attempting to earn money and send it to their families. For these youth, language barriers often complicate further the problems most homeless youth experience. The third group consists of youth who are separated **from** their families when the families become homeless themselves. Not surprisingly, homeless parents often can no longer care for their children. However, the system of homeless shelters and services apparently can **frustrate** their attempts to do so. In some cases, shelters in which homeless families seek refuge will not accept older teens, especially boys. Also, adult shelters often are not allowed to assist minors. Thus, these teenage youth fall through the cracks: they are too old for family shelters and too young for adult homeless shelters.

Consequences and Implications of Youth Homelessness

While the causes of youth homelessness are somewhat **difficult** to describe with certainty, the consequences are often readily apparent. Youth who are throwaways, pushouts, victims of abusive situations, and classified in any of the other ways mentioned above may encounter a multitude of new, destructive problems when they become homeless.

Homeless youth are extremely vulnerable, especially because they lack the resources to access even the most basic necessities, such as: “bathrooms, places to bathe, warm places to sleep, regular and balanced meals, transportation, and people in their lives whom they can trust” (Hughes, 1990). In addition, they often have no access to the services necessary to respond to their problems and needs such as schools, health care, counseling, drug and alcohol treatment, and other community programs.

These youth have few skills or life experiences on which they can rely to support themselves. Thus, many homeless youth, especially in urban areas, appear to have little choice but to survive by prostituting themselves, begging (panhandling), dealing drugs, and/or stealing. As one might expect, such a dangerous lifestyle only increases the likelihood that these youth will develop more severe problems.

One danger is the possibility of AIDS transmission through sexual behavior or the use of needles for drugs. The people who pay homeless youth for sex apparently pay them more if they agree not to use condoms. Currently, some runaway and homeless youth programs report that 7 percent and more of their clients test positive for the HIV virus (Hughes, 1990). During Congressional testimony in 1988, Ronald Williams, the Executive Director of Covenant House in New York City, reported that the organization’s medical director estimated that 10 to 20 percent of its clients would be identified as HIV-positive each year (Subcommittee on Human Resources, February 19, 1988).

In addition, homeless youth run the risk of developing a number of other health and emotional problems. These problems, many of them treatable and/or preventable for most people, can become severe among homeless youth who often have no access to health care or mental health services. Homeless youth also run the risk of contracting venereal diseases and becoming pregnant. The GAO study found that 14 percent of homeless females reported pregnancy, suspicion of pregnancy, or venereal disease as problems (GAO, December 1989).

Another consequence of youth **homelessness** is drug and alcohol abuse and dependency. Shelter workers in the GAO study reported that 22 percent of homeless youth have drug or alcohol abuse problems (GAO, December 1989). The National Network reports that rates of substance abuse among homeless adolescents range between 70 and 85 percent (Hughes, 1990). While some of these youth probably had substance abuse problems before they left home or became homeless, the situation they face on the streets undoubtedly exacerbates the problem.

Yet another consequence of youth homelessness concerns the ability of these youth to provide for themselves and become contributing members of society in the long term. Current estimates about the Nation’s workforce project that many of the new jobs created in the upcoming decades will require highly skilled workers, many with some postsecondary education. Under these circumstances, today’s homeless youth will face even more disadvantages in the future.

Homeless youth generally **attain** lower educational levels than other **youth**. The GAO **reports** that 37 percent of homeless youth served in shelters were not attending school. However, “**of** the homeless youth 16 years old and older, 50 percent had either dropped out of school, or been

expelled or suspended” (GAO, December 1989). Similarly, a study by the Southeastern Network of Youth and Family Services reports that homeless youth are more likely than expected to have dropped out, been expelled, or not been attending school regularly (Southeastern Network, 1989). These statistics, combined with workforce projections, indicate that today’s homeless youth will likely become tomorrow’s public program dependents.

The consequences reviewed in this section demonstrate that homeless youth are ill prepared to make the transition to adulthood and self-sufficiency. Some will die before they reach adulthood. Most will bear the emotional scars of their destructive lifestyles and have little ability to support themselves. For these reasons, Congress authorized the **TLP**. The program makes an investment in these youth in an attempt to help them become self-sufficient and minimize the costs of addressing their problems in the future.

Demographics of Homeless Youth

Because so few programs **serve** homeless youth specifically and so few studies concentrate on them, characterizing these youth is **difficult**. The December 1989 **GAO** report on youth receiving services at federally funded emergency shelters presents one of the most comprehensive pictures of homeless youth. In addition, the NISMART study contains interesting demographic information on one particular group of homeless youth: throwaways. **The** NISMART study makes demographic estimates based on 46 cases of throwaway youth identified during a telephone survey of 34,822 randomly selected households.

The GAO report found that 55 percent of homeless youth are male. Interestingly, only 35 percent of runaways are male. The report offers one possible explanation based on other studies: “girls run away in response to restrictive environments, whereas boys more often deal with detached and rejecting families, which are more apt to create the throwaway youth” (GAO, December 1989). The **GAO report also** mentions that “street” samples of homeless youth tend to **find** more males than females in the group. In contrast, the **NISMART** study found that 47 percent of throwaways were male and 53 percent female, although these estimates were not statistically distinguishable.

GAO also found that homeless youth tend to be older than runaways, with 60 percent of homeless youth being 16 years old or older as opposed to only 40 percent of runaways. Similarly, the MSMART study reported that 84 percent of throwaway youth were 16 or 17 years old. However, the study cautioned that this percentage might be inflated since some of the youth in this age group at the time of the interview were younger at the time of the actual throwaway episode.

In terms of racial composition, GAO reported that most homeless youth are non-Hispanic whites, but a disproportionate share of homeless youth are black (28 percent as compared with the 15 percent of the nationwide population aged 10 to 17). NISMART reported similar statistics: 61 percent white, 24 percent black, 11 percent Hispanic, and 3 percent other.

The studies also presented interesting figures concerning family composition. GAO found that while 71 percent of youth aged 10 to 17 lived with both parents at the time of the study,

only 56 percent of homeless youth lived with two parents before coming to a shelter. Thirty-six percent of homeless youth lived with only one parent, and about 10 percent had no parent in the household. NISMART figures indicate that 32 percent of the throwaways lived with both parents or a single parent and a partner (i.e., a two-parent household), 29 percent lived with a single parent, and 12 percent lived with neither parent (the study could not determine the family structure in 24 percent of the cases).

A generalization using the GAO statistics might characterize homeless youth as most often white, male, and at least 15 years old. The NISMART study would yield similar characterizations, except that the gender of throwaways was evenly divided. However, generalizations concerning homeless youth should not obscure the variety of backgrounds and characteristics and the multitude of problems to which programs such as the **TLP** must respond.

CHAPTER 2

TLP Grant Application Analysis

Purpose and Methodology

As this is the initial year of the **TLP**, an analysis of the grant applications provides the first set of statistics describing the operation and activities of the projects. An **indepth** review of these new projects also provides a base from which comparisons of future projects can be made. Periodic studies of this nature can lead to a better understanding of programs dealing with the task of helping youth 16 years or older attain self-sufficiency. Furthermore, by providing a thorough information base on this first group of TLP projects, the efficacy of service techniques and improvements to them may be monitored and disseminated for the benefit of all service providers.

The data for the analysis were abstracted from grant applications requesting ACYF funding for FY 1991. ACYF received a total of 269 grant applications for FY 1991 funding. For the grant award process, applications were reviewed, evaluated, and ranked by independent panels. Available funds, approximately \$9.5 million, allowed **ACYF** to fund 45 grants. The analysis presented in this report covers all 45 funded projects, plus a random sample of onequarter (56) of those not funded, for a total analysis **sample** size of 101 applications.

The purpose of the project abstracts was to facilitate an analysis of the most important attributes of TLP projects. This section of the report presents a descriptive analysis organized according to the following sections:

- Geographic distribution by Federal Region and **metropolitan/nonmetropolitan** county;
- Applicant organization type;
- Shelter structure (type, capacity, and supervision);
- Outreach and the targeted population;
- Admission and participation requirements;
- Project services;
- Completion and follow-up; and
- Budgets, staff, and information systems.

Comparisons of the funded applications with nonfunded applications are presented in the report in order to illustrate programmatic differences between funded and nonfunded applications. The

nonfunded data (one-fourth of the applicant pool) are multiplied by four to weight the sample of applications where needed in the analysis. Since all applicants in the sample did not provide details concerning program services, these figures could be an underestimate.

It should be noted that the information presented here is based on information contained in project applications. Project implementation could differ from the plan if a grantee experiences difficulties acquiring shelter facilities, hiring and training staff, recruiting clients, and/or arranging services. Actual implementation should be examined through site visits and other assessments or evaluations before any conclusions are drawn about the TLP projects.

Geographic Distribution

Regional Distribution

Table 1 shows the distribution of applicants by Federal region. As demonstrated in the "Funded" columns of the table, applicants were most heavily concentrated in Region V, the five States in the upper Midwest, with 20 percent of funded applications and 16.1 percent of nonfunded applications submitted from that Region. There were some differences in the distributions of funded and nonfunded applications by Region, but no programmatic significance is attributed to the differences.

Table 1. TLP Applicants by Federal Region

Federal Region	Funded		Nonfunded		Total	
	Number	Percent	Number	Percent	Number	Percent
Region I	5	11.1%	24	10.7%	29	10.8%
Region II	3	6.7%	28	12.5%	31	11.5%
Region III	7	15.6%	20	8.9%	27	10.0%
Region IV	2	4.4%	32	14.3%	34	12.6%
Region V	9	20.0%	36	16.1%	45	16.7%
Region VI	6	13.3%	28	12.5%	34	12.6%
Region VII	5	11.1%	4	1.8%	9	3.3%
Region VIII	2	4.4%	8	3.6%	10	3.7%
Region IX	3	6.7%	32	14.3%	35	13.0%
Region X	3	6.7%	12	5.4%	15	5.6%
Total	45	100.0%	224	100.1%	269	99.8%

Many applicants planned to serve more than one county, with one funded applicant planning to serve 13 counties. In addition to the applications that listed individual counties, some planned to serve a multicounty area of a State without listing individual counties. In this analysis, no effort was made to identify the counties in such areas. The total number of counties to be served was 105 in the 45 funded applications and 420 in the nonfunded applications. Thus the applicants collectively planned to serve 525 counties, or 16.7 percent of the 3,137 counties in the

United States, excluding duplicate counts of counties intended to be served by more than one applicant.

Population Covered

The population covered by TLP applicants is one indication of the extent to which the TLP program has the potential to reach the target population of homeless youth. For purposes of this report, the potential population was defined as the youth population (number of youth aged 15 to 19 in 1984) of the counties served by TLP applicants. While the legislated target **population** is youth aged 16 to 21, county-level population data for this exact age group were not available for the analysis.

The TLP projects have the potential to reach a large percentage of the youth population. The 105 counties served by the 45 funded TLP projects contain 13.9 percent of the nation's youth.

Urban and Rural Coverage

The difference between urban and rural can be defined in two ways. First, one can define the population of the place of residence as urban if the population is 25,000 or more. Table 2 shows the rural/urban distribution of the population in TLP service applicant counties compared to the U.S. as a whole. Among TLP applicants, about 90 percent of the population lived in urban areas compared to 70.6 percent of the U.S. total! U.S. population. ??

Second, the Census Bureau **defines** a metropolitan county as one containing a city of **50,000** or more. Of the 3,137 U.S. counties, only 745 (23.7 percent) are classified as urban, but they contain 76.3 percent of the population. In metropolitan counties, 87.9 percent of the population lives in urban areas, while in **nonmetropolitan** counties, 42.6 percent of the population lives in urban areas. TLP applicants were more concentrated in metropolitan counties than the U.S. population.

Table 2. Urban/Rural Population Distribution in Applicant Counties, Compared to U.S. Totals

Residence Type	TLP Project Applications		U.S. Total
	Funded	Nonfunded	
Urban	90.9%	89.3%	70.6%
Rural	9.1%	10.7%	25.2%
Total	100.0%	100.0%	100.0%

Applicant Organization Types

Three different types of organizations were awarded grants: 43 (95.6 percent) nonprofit agencies, 1 (2.2 percent) State agency, and 1 (2.2 percent) Indian reservation. Of the nonprofit agencies that received a grant, 88.9 percent are multipurpose nonprofit organizations that provide services in addition to the TLP. Of the 45 TLP grantees, 29 (64.4 percent) also operate RHYP

shelters funded by ACYF. With this network established, the homeless youth in the RHYP shelters who need long-term services will not have to face the street once their **15-day** stay has elapsed. In fact, many applicants stated that they plan to utilize these shelters as the initial recruitment phase of the TLP, allowing them to transfer youth directly from the RHYP shelters to the more permanent TLP environment.

Grant applications provide numerous examples of linkages and cooperation with agencies providing a wide range of services to youth, families, and the community. For example, Lovers Lane/Promise House is the lead agency in a joint venture with the YMCA in Dallas, Texas. Each agency provides services for which it is equipped: the YMCA conducts recreational programs and provides some of the residential facilities while Lovers Lane concentrates on counseling, education, and job training skills. Another example is the **collaborative** effort between Volunteers of America (VOA)/Denver Branch and the Urban Peak, a drop-in center located in Denver, Colorado. Since Urban Peak does not have residential facilities, it conducts outreach efforts, service referrals, and initial counseling whereas VOA provides the residential facilities, educational programs, and other counseling. In the case of Middle Earth Unlimited in Austin, Texas, the project operators draw appropriate clients from their **RHYP** shelter and place them in the TLP group home, apartments, or Department of Housing and Urban Development (HUD) living options. Participating youth then can receive counseling, basic skills training, and job skills training through the same agency. These organizational **structures** appear to support the service integration and coordination requirements set forth in the law. Service coordination and linkages are discussed further in the section that examines individual services.

Shelter Structure

Shelter Type

The TLP projects vary a great deal concerning the type of housing they provide, as anticipated in the law. The authorizing legislation allows shelter to be provided in group homes, shelters, host family homes, and supervised apartments. Although the characteristics of each shelter type are not clearly **defined**, the differences between group homes and shelters appear to be the following: Shelters are generally temporary (around 2 weeks) facilities with more highly structured activities and rigid supervision whereas group homes are usually more permanent, family settings in which the youth have household chores **and** more responsibility for their activities or supervision. Under the law, the maximum capacity of **any** given shelter facility is 20 individuals. The project abstracts recorded each type of shelter mentioned in the application, as well as the number of beds in each **type** (if reported). Table 3 shows the distribution of housing types mentioned in the grant applications.

Table 3. Type of Housing Planned by Applicants

	Number of Grantees	Percent of Grantees	Number of Nonfunded Applicants	Percent of Nonfunded Applicants
Apartments	23	51.1%	72	32.1%
Group Homes	21	46.7%	92	41.1%
Shelters	10	22.2%	44	19.6%
Host Homes	7	15.6%	28	12.5%
Other	1	2.2%	4	1.8%
Total	62	137.8%	240	107.1%

Overall, the most common type of facility receiving ACYF funding is apartments, followed closely by group homes. The percentages add up to more than 100 percent because many applicants offer more than one type of housing, designed to facilitate the incremental transition to independent living. Table 4 provides a breakdown of projects according to the number of housing types they provide.

Table 4. Applicants Providing Multiple Housing Types

	Number of Grantees	Percent of Grantees	Number of Nonfunded Applicants	Percent of Nonfunded Applicants
One Type of Housing	23	51.1%	160	71.4%
Two Types of Housing	15	33.3%	24	10.7%
Three Types of Housing	5	11.1%	16	7.1%
Four Types of Housing	0	0.0%	4	1.8%
Unspecified	2	4.4%	20	8.9%
Total	45	99.9%	224	99.9%

A typical project will admit a youth to a group living situation and, as time @asses and the youth has received training in basic living skills and household management, he or she will move into a more independent environment such as an apartment. Therefore, a comprehensive agency may provide as many as four different types of housing during the span of the program in an effort to help the youth transition gradually toward self-sufficiency.

Residential Capacity

The grant applications of the 45 funded projects contained data on the number of beds planned by type of shelter, but data were not available for all types of beds in every application.

Under the law, the maximum capacity of any given shelter facility is 20 individuals. The available data show a total of 790 beds, or an average of 17.6 beds per project, but this number could be larger if the application data were complete. Table 5 provides a breakdown of the number of beds proposed in the different housing types among grantees.

Table 5. Number and Percentage of Beds by Housing Type Among Grantees

	Number of Beds	Percent of Beds	Grantees Reporting	Average Beds Per Housing Facility
Apartments	274	34.7%	18	15.2
Shelters	218	27.6%	11	19.8
Group Homes	203	25.7%	18	11.3
Other	57	7.2%	4	14.3
Host Homes	38	4.8%	4	9.5
Total	790	100.0%	45*	14.4*

* Because some of the grantees proposed multiple housing types, the numbers in this column add to 55, rather than 45.

The category with the largest number of **beds** available is apartments. This is understandable since apartments also are the most commonly proposed facility. Shelters rank second in bed capacity, and group homes rank third. Table 6 shows the shelter capacity of **nonfunded** applicants.

Table 6. Number and Percentage of Beds by Housing Type Among Nonfunded Applicants

	Number of Beds	Percent of Beds	Applicants Reporting	Average Number of Beds Per Housing Facility
Apartments	716	33.8%	64	11.2
Group Homes	916	43.2%	84	10.9
Shelters	204	9.6%	32	6.4
Host Homes	144	6.8%	20	7.2
Other	140	6.8%	8	17.5
Total	2,120	100.2%	224*	10.2*

* Only 52 of the 56 sample nonfunded applicants **reported** on the number of **beds** per facility. Therefore, the reported numbers are an **underestimate** of the total number of beds.

Referral Sources

Many programs also rely on an extensive referral network. Applicants reported accepting referrals from the police, social services, foster care programs, and other agencies. Table 8 shows the distribution of planned referral sources.

Table 8. Grantees Utilizing Each of the Following Referral Networks

	Number of Grantees	Percent of 45 Grantees
Social Services	28	62.2%
Police	13	28.9%
Hotlines	8	17.8%
Foster Care	1	2.2%
Other Referral	33	73.3%
Total	83	184.4%

The most common referral source, "other" referrals, usually consists of other nonprofit organizations or community agencies such as the court system, national hotlines, drop-in centers, local runaway and homeless youth shelters, local homeless shelters, and churches.

The review of outreach and referral sources shows some patterns that may warrant further monitoring. It is not clear **from** the applications whether projects will develop effective approaches to reaching the homeless population over 18 years of age. For example, street outreach workers are thought to be an effective way to reach older homeless youth. Only **one-**third of the projects plan to employ outreach workers, and their duties are not limited to reaching homeless youth living on the streets. Also, referrals from social service agencies and law enforcement are likely to be concentrated in the younger age groups, because (in most States) persons aged 18 and older are legally emancipated adults.

Target Population

The application abstracts provided information on the size and demographics of the planned target service population. Almost 85 percent of the funded applicants estimated how many youth they plan to serve in a program cycle (usually 15 to 18 months). According to the abstracted information, funded applicants will serve approximately 1,400 youth during the first program period. This averages to 31 youth per project, approximately 1.8 youth per service bed (1,400 youth/790 beds = 1.8 youth per bed). This implies that the average youth's stay in the program is approximately 10 months (18 months/1.8 youth per bed = **10.0** months per youth), considerably less than the maximum 18 months. This duration is comparable to that reported by ongoing similar programs, which estimate typical residential stays in the range of 6 to 9 months.

Supervision Within Residential Settings

Under the law, a TLP project is required to provide supervision, directly or indirectly, at each shelter facility that is not a family home. The amount of supervision planned by TLP grantees varies with the living arrangements. For instance, in structured environments such as group homes, the TLP's often require continuous or 24-hour supervision. Conversely, in more independent forms of housing such as apartments, staff supervision is periodic and most frequently consists of unannounced drop-ins during the week. Table 7 illustrates the breakdown of supervision by housing type.

Table 7. Supervision by Housing Type Among Grantees

Type of Supervision	Group Homes		Host Homes		Apartments		Other	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Continuous	23	51.1%	4	8.9%	12	26.7%	6	13.3%
Periodic	1	2.2%	6	13.3%	19	42.2%	6	13.3%
Total	24	53.3%	10	22.2%	31	68.9%	12	26.6%

To summarize, 51.1 percent of the grantees mention providing continuous supervision in group homes whereas only 26.7 percent mention continuous supervision in apartments; conversely, 2.2 percent of the grantees provide periodic supervision in group homes, while 42.2 percent do so in the individual apartments.

Outreach and the Targeted Population

Under the law, youth not less than 16 years of age and not more than 21 years of age are eligible to receive services from TLP projects. Many of the grantees have prior experience in serving runaway and homeless youth under 18 years of age, but their experience using outreach or referrals may not be effective in reaching older homeless youth. Therefore, outreach efforts to the targeted population may need to be intensified or redirected in TLP projects. The grant applications provide data on outreach efforts, referral sources, the target population, and their presenting problems. These data are examined below.

Outreach

The TLP applicants proposed to utilize a wide variety of methods to recruit their targeted youth population. A large number of TLP's (approximately 37.8 percent of the funded applicants) employ outreach workers whose sole responsibility is to conduct efforts at finding troubled youth. Outreach worker duties may entail seeking out the youth on the streets, coordinating referral linkages, and disseminating promotional materials. In addition to employing outreach workers (37.8 percent), the programs will utilize hotlines (17.8 percent), mass media advertising (TV, radio, or newspaper ads) (22.2 percent), promotional materials (brochures, placards, etc.) (31.1 percent), public speaking engagements (17.8 percent), and word of mouth (11.1 percent) to facilitate access to their services.

The applications contain few details about the demographics of the target population, such as gender, age, and education. This lack of information could be explained by the fact that, since the TLP is a newly funded program, many TLP applicants have no prior actual data on which to extrapolate.

Presenting Problems

Many applicants refer to the presenting problems they expect will characterize the youth in their target service population, although very few projects offer data on the number of cases of particular problems. Table 9 lists 15 presenting problems discussed in the grant applications.

Table 9. Presenting Problems Anticipated by Grantees

	Number of Grantees	Percent of 45 Grantees
Homelessness	33	73.3%
Runaway	14	31.1%
Physical Abuse	17	37.8%
Sexual Abuse	16	35.6%
Alcohol Abuse	15	33.3%
Drug Abuse	13	28.9%
Emotional Abuse	6	13.3%
Educational Problems	16	35.6%
Emotional Disturbance	15	33.3%
Economic Problems	14	31.1%
Pregnancy	10	22.2%
Juvenile Delinquency	10	22.2%
Prostitution	10	22.2%
Health Problems	7	15.6%
Parenting Responsibility	2	4.4%

Since the TLP is directed mainly at homeless youth, it is not surprising that 73.3 percent of **the** grantees report homelessness as a presenting problem of their clientele. Other problems mentioned by at least 30 percent of the grantees include: running away (31.1 percent), physical abuse (37.8 percent), sexual abuse (35.6 percent), alcohol abuse (33.3 percent), educational problems (35.6 percent), emotional disorders (33.3 percent), and economic hardship (31.1 percent).

Admission and Participation Requirements

Entrance Requirements

An important facet of the TLP is the assessment process conducted to determine whether a youth is a promising candidate for the lengthy and demanding program. Virtually all applicants described a screening and assessment process for youth prior to admission. For the most part, the screening consists of interviews, as shown in Table 10. The usual purpose of these interviews is to determine whether a candidate possesses the motivation and commitment required to complete the program.

Table 10. Grantees Employing Youth Pre-Admission Screening

Assessment Tool	Number of Grantees	Percent of 45 Grantees
Personal Interview	30	66.7%
Group Interview	7	15.6%
Screening Committee	9	20.0%
Check of References	2	4.4%

In addition, some applicants plan to impose specific eligibility criteria. Among these are requirements that youth not be pregnant, be drug-free, be employed, or be enrolled in educational or training programs. More than one-quarter of the funded applicants indicate that a youth will not be admitted if he or she is being served by another program concurrently. Applicants also mention numerous "other" entrance requirements in their grant proposals which fall into the following seven categories: counseling commitments, age, housing status, gender, medical condition, pregnancy or parenting obligations, and motivation/preparedness. Each project has its own unique entrance guidelines, making difficult any generalizations.

Once a youth is accepted for admission, most projects perform a two-part assessment phase consisting of a basic living skills test and a personality **profile**. In fact, 51.1 percent of the applicants awarded grants perform some type of test assessing the skills needed to live on one's own. Most **TLP's** use the results as a basis for planning individualized independent **living skills training**.

Participation Requirements and Phasing

Many of the TLP projects require the youth to maintain employment, savings, rent payments, and/or educational enrollment as a condition of enrollment, continuing participation or both. As shown in Table 11, the vast majority of projects impose one or more of these requirements.

Table 11. Grantees Imposing Participation Requirements

	Number of Grantees	Percent of 45 Grantees
Education	32	71.1%
Employment/Income	34	75.6%
Savings	22	48.9%
Rent (Portion)	18	40.0%

Many projects require their clients to attend school or other educational programs while participating in the **TLP**. Usually, a case manager or **primary** counselor will devise an educational plan with the youth. This could include tests that assess the youth's educational level, tutoring programs, General Equivalency Diploma (GED) attainment or adult education classes, and/or regular attendance at a local high school. For clients who have completed high school, some projects offer assistance in obtaining financial aid or grants to attend postsecondary courses at local **community** colleges.

In addition, program participants generally are required to **find** employment and to save **50 to 80** percent of their earnings. Typically, these funds go into a savings account controlled by the project. The youth receives the savings upon departure **from** the program or upon entering a phase of the program in which rent payments are required. Clients also may apply for release of a portion of their savings for other purposes. Savings are required to assure that TLP clients have a "nest egg" for the transition to independent living at the end of the TLP residential period.

Project rent requirements vary depending on the structure of the project. Some increase the youth's rent responsibility gradually over the **duration** of the TLP program. Others subsidize the first couple of months' rent and set a point of transition at which the youth must take full responsibility for the rent payments. Rent payments in many projects are, at least in part, put into an **escrowed** savings account and returned to the youth upon program completion. One program referred to its objective in making the youth pay rent as an attempt to "recreate the natural process any young adult experiences when becoming independent."

The primary goal of these requirements is to prepare youth for self-sufficiency. Thus, employment is required, not only to meet part or all of the youth's living expenses while in **TLP**, but also to develop constructive and productive work habits. The income needs of youth are met through both earnings and stipends. In fact, one-third of the projects will pay their residential youth an allowance or stipend during his or her stay. Taken together, these participation requirements both build productive behaviors and provide concrete transition resources.

One aspect of the TLP which sets it apart from the RHYP is service phasing. Since the **TLP** may provide services for up to 18 months, most applicants divide the project into two or more phases. Of the applicants granted an award, 52.5 percent indicated that their project consists of more than one phase. Table 12 depicts the extent to which projects vary education, **training**, supervision, housing, and curfews by phase.

Table 12. Grantees Varying the Following **Services by Phase**

	Number of Grantees	Percent of 45 Grantees
Education	6	13.3%
Training	14	31.1%
Supervision	25	55.6%
Housing	26	57.8%
Curfews	8	17.8%

Most grantees vary at least housing and supervision according to phase.

Project Services

The application abstract form provided data on the applicant's intent to provide various program services, such as basic life skills, drug and alcohol, health care, employment, education, emergency/crisis intervention, and other services. In addition, it identified whether the project itself or a linked/referral agency would be providing the service. In the analysis below, data are presented on the percentage of projects offering each type of service. The text notes cases in which linked or referral agencies will provide the majority of services.

Counseling

Noncrisis counseling to address long-term presenting problems is an essential treatment provided by most TLP projects. Table 13 depicts the large number of projects offering basic counseling services either directly or via referral.

Table 13. Grantees Providing Counseling Services

	Number of Grantees	Percent of 45 Grantees
Counseling/Assessment	44	97.8%
Individual Counseling	25	55.6%
Group Counseling	28	62.2%
Family Counseling	11	24.4%
Family Reunification	3	6.7%

Few projects plan to provide family counseling or **reunification** services for the homeless youth.

Basic Living Skills Training

Independent or basic living skills (BLS) training is an essential component of the TLP projects, for it is these skills that aid the youth’s transition to independent living. Table 14 shows the number of funded projects that plan to offer BLS training either **directly** or via referral.

Table 14. Grantees Providing Basic Living Skills Training

	Number of Grantees	Percent of 45 Grantees
Basic Living Skills	45	100.0%
Interpersonal Skills	44	97.8%
Budgeting	38	84.4%
Household Management	31	68.9%
Menu/Meal Preparation	35	77.8%
Pregnancy	4	8.9%
Family Planning	16	35.6%
Parenting	12	26.7%
Transportation	20	44.4%
Leisure Time Activities	34	75.6%
Other Basic Living Skills	18	40.0%

explain these categories

In the general category of BLS training, 80 percent of the grantees reported that they plan to provide the services directly, while 4 percent **will** refer youth to a linked agency, and 16 percent will provide services both directly and through a linked agency. The service provider categories within BLS training are broken down in Table 15.

Table 15. Grantees Providing Basic Living Skills Training, by Service Provider

	Grantee		Linked Agency		Grantee and Linked Agency	
	Number	Percent	Number	Percent	Number	Percent
Basic Living Skills	36	80.0%	2	4.4%	7	15.6%
Interpersonal Skills	41	91.1%	1	2.2%	2	4.4%
Budgeting	35	77.8%	2	4.4%	1	2.2%
Household Management	28	62.2%	2	4.4%	1	2.2%
Menu/Meal Preparation	32	71.1%	2	4.4%	1	2.2%
Pregnancy	2	4.4%	1	2.2%	1	2.2%
Family Planning	12	26.7%	4	8.9%	0	0.0%
Parenting	7	15.6%	3	6.7%	2	4.4%
Transportation	19	42.2%	1	2.2%	0	0.0%
Leisure Time Activities	17	37.8%	1	2.2%	0	0.0%
Other Basic Living Skills	15	33.3%	2	4.4%	1	2.2%

Among the “Other BLS Skills” addressed in the funded applications are time management, gaining access to community services, and utilizing community resources.

Drug and Alcohol Services

Drug and alcohol abuse services, addressing one of the most widespread problems of homeless youth, have one of the highest levels of service concentration planned. Specifically, 91.1 percent of the grantees plan to provide some drug/alcohol services. Table 16 shows the percentage of projects that provide drug and alcohol abuse services.

Table 16. Grantees Providing Drug and Alcohol Abuse Services

	Number of Grantees	Percent of 45 Grantees
General Drug/Alcohol Services	41	91.1%
Drug/Alcohol Education	22	48.9%
Drug/Alcohol Prevention	24	53.3%
Drug/Alcohol Treatment	26	57.8%

Clearly, grantees place a great deal of emphasis on drug and alcohol abuse prevention and treatment. Of the **26 grantees who plan to offer treatment, 24 will** provide it through a linked agency. This could be a good indication that even though the TLP's are not equipped to deal with such a complex physiological problem, they make a concerted effort to locate and cooperate with the necessary service providers.

Health-Related Services

Similarly, many projects place a great deal of emphasis on health care services. Health care includes general health, medical, dental, and mental health care. Almost all grantees provide or seek out health-care services for their residential youth. Table 17 illustrates the specific services the projects provide.

Table 17. Grantees Providing Health Care Services

	Number of Grantees	Percent of 45 Grantees
General Health Care	44	97.8%
Mental Health Care	43	95.6%
Medical Health Care	34	75.6%
Dental Health Care	12	26.7%

Typically, these services are provided through a linked agency, cooperating medical center, or volunteer professionals within the community.

Educational Services

While BLS training, substance abuse services, and health services are necessary to remove barriers to independent living, education is viewed by the TLP projects as the key to long-term self-sufficiency. More than 86 percent of the grantees plan to provide general education services, and more than three-quarters plan to promote high school graduation or **GED** completion, as shown in Table 18.

Table 18. Grantees Providing Educational Services

	Number of Grantees	Percent of 45 Grantees
General Education	39	86.7%
Needs Assessment	13	28.9%
GED/High School Attainment	35	77.8%
Vocational Education or Training	31	68.9%
Post-Secondary Education	11	24.4%

In both GED and vocational education, the majority of applicants plan to use a linked agency, presumably allowing those most qualified in the area to provide the education and training. ~~Contrary to these high rates, needs assessment and postsecondary education receive less attention in the applications. It may be safe to assume that homeless youth need, and can benefit most from, a grounding in the basic skills on which they can build later.~~

By contrast

It appears that, in the opinion of the applicants



Employment-Related Services

The types of employment and related services which the grantees plan to provide also were examined. As Table 19 illustrates, the projects place a high priority on helping the youth seek, obtain, and maintain jobs.

Table 19. Types of Employment Services Provided by Grantees

	Number of Grantees	Percent of 45 Grantees
General Employment	43	95.6%
Job Readiness Training	39	86.7%
Career Counseling	30	66.7%
Job Maintenance Training	14	31.1%
Temporary Employment Placement	11	24.4%
Permanent Employment Placement	18	40.0%
Other Employment Services	4	8.9%

A majority of grantees provide some general assistance (95.6 percent) in the youths' job search. More specific job-readiness training is provided by 86.7 percent of the grantees. This training may include teaching the youth how to **fill** out an employment application or write a resume. Two-thirds of the projects plan to offer more long-term career counseling. In addition, 40 percent of the grantees will assist with the youth's permanent employment placement.

Emergency/Crisis Intervention

Crisis intervention can entail seeking emergency medical **services**, notifying law enforcement agencies, contacting social services, etc. Most youth in need of emergency services receive them and resolve their crises prior to TLP enrollment. Only 24.4 percent of the funded applicants plan to provide emergency services after enrollment.

Other Services

A number of services were not included in any of the above categories. Half of the grantees provide some **form** of recreation, and 55.6 percent provide legal services of some sort, including referral, advice, or actual representation. One-third of the grantees mention other services. These other services include providing community resource information, day care, transportation, services for the deaf, cultural education, and provisions **for** church services.

Completion and Follow-Up

The way in which projects conclude the TLP services was examined. Similar to entrance and participation requirements, data were collected on any completion and graduation requirements mentioned in the grant applications. Given the emphasis on project services

devoted to education and independent living skills, it was expected that program completion would be related to specific attainment in these areas. However, an analysis of the data shows that program completion is not based on specific attainments or guidelines. In addition, any mention of services provided to the clients after they left the program (aftercare services) or follow-up contacts also was noted.

Completion and Graduation Requirements

The project abstracts provided data on several program completion/graduation requirements, including attaining a certain level of education or training, attaining a certain proficiency of independent living skills, being employed, and having savings. As summarized in Table 20, the analysis found that, contrary to the expected outcome, few TLP's impose requirements determining successful completion of the program.

Table 20. Grantees Imposing Completion/Graduation Requirements

	Number of Grantees	Percent of 45 Grantees
Employment or Savings	9	20.0%
Independent Living Skill Attainment	9	20.0%
Independent Living Arrangements	7	15.6%
General Education/Training	6	13.3%
Minimum Savings	2	4.4%
Vocational Training	2	4.4%
GED/High School	0	0.0%

Twenty percent of the grantees require a certain level of independent living skills and 20 percent require employment or savings accumulation. No grantee in the sample states that it requires a youth to obtain a GED certificate or a high school diploma to complete the program.

~~Perhaps this figure shows that, while projects are concerned with education, there are many factors to be addressed when designing a TLP, a program can be successful in many areas without requiring a youth to complete the GED or high school.~~

Aftercare Services and Follow-Up Contacts

Aftercare services proposed by the TLP applicants include housing, rental assistance, counseling, employment, and various follow-up contacts. As seen in Table 21, beyond "general aftercare," few TLP's provide specifics about the **aftercare** services they plan to provide.

Although 51.1 percent of the grantees offer some **aftercare** services, the applications do not provide the same degree of **specificity** as for residential **services**. The most **prevalent aftercare** service seems to be ongoing counseling, provided by 26.7 percent of the grantees.

Table 21, Grantees Providing Aftercare Services

	Number of Grantees	Percent of 45 Grantees
General Aftercare	23	51.1%
Counseling	12	26.7%
Housing Placement	5	11.1%
Rental Assistance	4	8.9%
Employment	1	2.2%

The number of applicants reporting information on follow-up contacts once youth leave the project is equally sparse. In fact, only 20 percent of the grantees report any follow-up plans. The law has no specific requirement for aftercare services and follow-up, but it is likely that homeless youth may encounter transitional adjustment problems that could be alleviated by such services.

Budgets, Staffing, and Information Systems

Budgets

The budget data available for this analysis are those provided by applicants on the application form (SF 424) and the budget narratives within the grant proposals. This form requests estimated funding from six sources: Federal, applicant, State, local, other, and program income (the TLP only requires a 10 percent match of non-Federal funds). The data presented here are annual figures due to the applications providing budgets for periods from 12 months to 36 months.

The data shown in Figures 1 and 2 and Table 22 reveal that Federal funding among funded applicants in the sample far outweighed all other funding categories, accounting for **\$9,663,285** or 65.7 percent of the total budget requests. In descending order of size, the other funding sources were: State funding (**\$1,709,864** or 11.6 percent), applicant funds (**\$1,506,378**, or 10.2 percent), other funds (\$862,011 or 5.9 percent), local funding (\$515,298, or 3.5 percent), in-kind contributions (\$232,256, or 1.6 percent), project income (\$120,702, or .8 percent), and private donations (\$108,700, or .7 percent). Table 23 presents the average proposed annual budget per project for grantees.

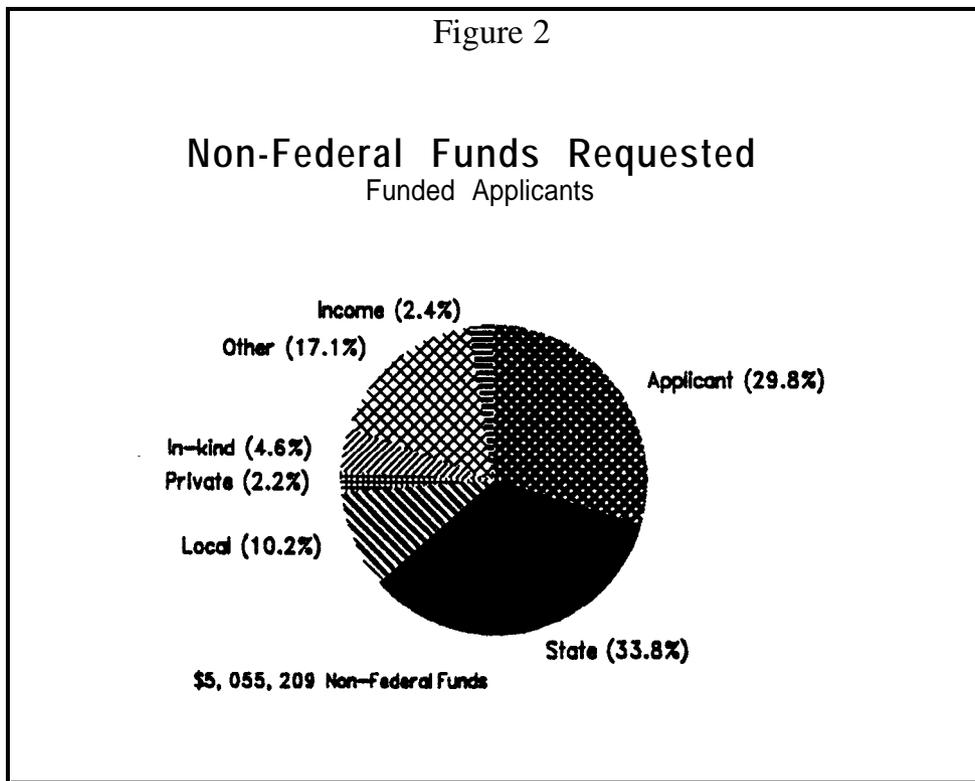
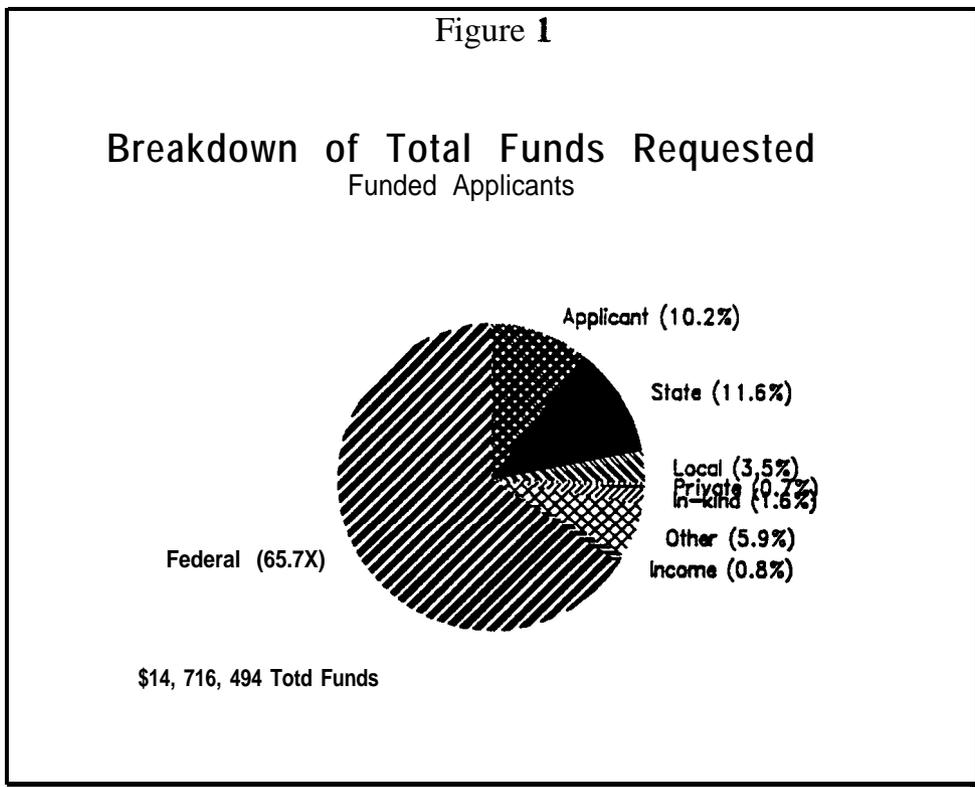


Table 22. Total Funding Requests (in Dollars) Among Grantees

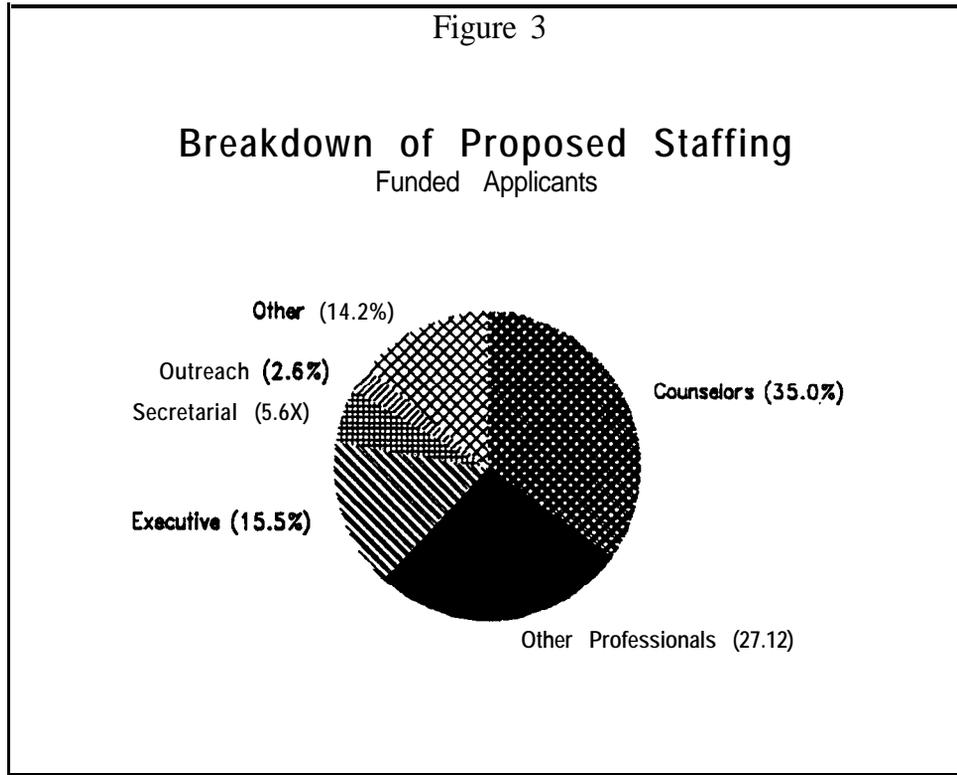
	Grantees	Percent of Grantee Requests
Federal Funds	\$9,663,285	65.7%
Applicant Funds	1,506,378	10.2%
State Funds	1,709,864	11.6%
Local Funds	515,298	3.5%
Private Donations	108,700	0.7%
In-kind Contributions	232,256	1.6%
Project Income	120,702	0.8%
Other	862,011	5.9%
Total	\$14,718,494	100.0%

Table 23. Average Annual Budget per Project by Funding Source

	Grantees
Federal Funds	\$214,740
Applicant Funds	\$33,475
State Funds	\$37,997
Local Funds	\$11,451
Private Donations	\$2,416
In-kind Contributions	\$5,161
Project Income	\$2,682
Other	\$19,156
Total	\$327,078

Staffing

The data abstract forms provided application information on the number of **staff** (full-time equivalents) in seven categories: executive/managerial, outreach workers, counselors, other professionals, secretarial/clerical, other paid staff, and volunteers. Among all **funded** applicants, counselors comprise the majority of staff members at 35.0 percent with other professionals second at 27.1 percent. Managerial, administrative, and other miscellaneous staff make up 35.3 percent of the applicants' staff outreach workers make up the smallest group of the proposed staffing at 2.6 percent. These data are illustrated in the pie chart in Figure 3.



The applicants also reported an estimated budget for staff salaries. Among grantees, the average salary per full-time staffperson is \$17,287. Among nonfunded applicants, it is \$19,754.

While information on full-time equivalent (**FTE**) staff was generally clear and consistent in the grant applications, information concerning volunteer staff was virtually nonexistent. If volunteers **were** mentioned in the applications, other details such as a specific number, hours, and duties **were** not provided. This lack of information may reflect the fact that the TLP is a new program and applicants do not know how many volunteers will be necessary.

Table 24 shows the breakdown of staff by type and the average number of staff per project.

Table 24. Staff and Staff Size Employed by Applicants

	Among Grantees			Among All Nonfunded Applicants		
	Number of Staff	Percent of Total Staff	Average Size of Staff	Number of Staff	Percent of Total Staff	Average Size of Staff
Counselors	106	35.0%	2.4	408	37.9%	1.8
Other Professionals	82	27.1%	1.8	276	25.7%	1.2
Executive/Managerial	47	15.5%	1.0	176	16.4%	.8
Secretarial/Clerical	17	5.6%	.4	64	5.9%	.3
Outreach Workers	8	2.6%	.2	16	1.5%	.1
Other	43	14.2%	1.0	136	12.6%	.6
Total	303	100.0%	6.8	1,076	100.0%	4.8

Nonfunded applicants proposed to employ an average of 2.0 fewer staff persons per project than those who were awarded grants.

Summary of Key Operating Ratios

Project operating ratios can **summarize** the TLP for purposes of assessing the financial and operational efficiency of the TLP and comparing it with other similar programs. The data presented here are based on application data, which may be different from the actual operational experience of projects.

Clients per Staff Member-The client/staff ratio is an indicator of the intensity of services. Once projects have begun operating, clients served can be measured by total number or number of client days. However, because the projects have not accumulated data on the number of clients served or the number of client days, this analysis uses the number of beds as an indicator of client service capacity. The average number of beds per funded project was 17.6.

The number of staff can be measured by total paid staff, including managerial and support staff, or by counselors and professional staff alone. The average funded project proposed 6.8 total staff, of whom an average of 4.2 were counselors or other professionals. Therefore, the ratio of client service capacity to total staff among grantees is 2.6 beds per staff member and the ratio of client service capacity to counselor/professional staff is 4.2 beds per staff member.

Among nonfunded applicants, the average number of beds per project was 9.5 and the average total staff size was 4.8. The average counselor/other professional staff size was 3.1. Thus, the ratio of client service capacity to total staff is 2.0 beds per staff member and the ratio of client service capacity to counselor/professional staff is 3.1 beds per staff member.

Project Dollar per Client-The amount of funding per client depicts a relationship between client service capacity and costs of service. Again, because projects do not have data on the

number of clients served, the average number of beds per project is used as a proxy. It is pertinent to examine this ratio using both requested Federal funding and estimated total funding.

The average estimated annual funding per grantee is \$327,078, which includes an average requested annual Federal amount of \$214,740. Thus, among the grantees the ratio of Federal funding to client service capacity is \$12,201 per bed, and the ratio of total funding to client service capacity is \$18,584 per bed.

Leverage of Federal Dollars-Using both Federal and total funds to examine key provisions of the TLPs leads to the issue of how much non-Federal funding is produced per dollar of Federal funding. This ratio examines the leverage of Federal dollars used for the TLP, and can provide the basis for comparison with similar Federal programs.

Using the figures presented in the “Budgets” section, grantees requested a total of **\$9,663,285** in Federal funds and **\$5,055,209** in non-Federal funds, producing a ratio of **\$.52**. For every Federal dollar, grantees on average expected to obtain 52 cents of non-Federal money. This figure is five times larger than the required 10 percent match of non-Federal funds.

Information Systems

An effort was made in abstracting applications to collect data on the information systems used by TLP projects. The findings are as follows:

- 62.2 percent of the grantees plan to collect information with an intake form that either is or resembles the Youth Information Form (YIF) that is used to collect information on the youth receiving ongoing services from the projects funded under the Runaway and Homeless Youth Act.
- 84.5 percent of the grantees plan to keep individual treatment plans on **file**.
- 17.8 percent of the grantees propose to utilize termination forms as part of their record keeping systems.
- 24.4 percent of the grantees mention tabulating aftercare services.
- 77.8 percent of the grantees mention using some general demographics in their reports, but they provide few details on **specific** demographics.
- 55.6 percent of the grantees plan to report some services in their quarterly or annual reports.

To tabulate their quarterly and annual reports, grantees appear to rely most on manual systems, with 15.6 percent using computers to record client information and 9.9 percent using computerized records for report tabulation. Grant applications provided little or no data on financial management and financial reporting systems. Given the law’s requirements for annual

statistical reports and statistical records profiling homeless youth, there is a clear need to increase the specificity of reporting requirements and information system resources in the future.

CHAPTER 3

Findings and Future Considerations

This report presents a summary of the background and development of the TLP and an analysis of the information contained in the applications for first year funding. This chapter summarizes the findings of the analysis and presents future considerations for planning, monitoring, and evaluating the TLP projects.

Findings

The major findings from the analysis were as follows:

- The applications received and funded are distributed broadly by region of the country.
- The planned service areas of the 45 funded projects cover at least 105 counties containing about 14 percent of U.S. population of youth aged 15 to 19.
- Applicant service areas are concentrated in urban areas, with 90.9 percent of the population of funded applications living in urban areas, compared to 70.6 percent of the U.S. population living in urban areas. The concentration probably reflects the expected concentration of the homeless youth target population.
- Project applicants were mostly not-for-profit, community-based agencies. Of the 45 funded, 29 also operate runaway and homeless youth shelters funded by ACYF. The agencies planned service linkages with a wide variety of community service agencies.
- The housing planned by applicants is concentrated in apartments and group homes, with supervision provided by methods that vary with the type of housing. The residential capacity of funded applicants is 790 beds.
- Outreach to the targeted population will use outreach workers (37.8 percent of funded projects), hotlines, mass media, promotional materials, public speaking, and word of mouth. **However, the** planned referral sources for recruiting homeless youth are concentrated in social service agencies (62 percent), raising the question of how extensive the outreach will be to youth who are not served by the social services system.
- The planned service levels of funded applications **averaged** 3.1 per project, or a total of about 1,400 youth, who are estimated to have an average residential stay of about 10 months, as compared **with** the 18 months maximum allowed by law. Few data were available on the expected demographic characteristics of the youth, these data will be collected from the projects in the **future**.

- The most prevalent presenting problem mentioned in applications was homelessness (73 percent of applicants). In addition, applicants expected youth to have problems associated with running away, physical abuse, sexual abuse, drug and alcohol abuse, economic and educational problems, and emotional disorders. Precise data on the actual incidence of presenting problems will be compiled from project reports in the future.
- **TLP** projects require participants to be employed, enrolled in education, or both, in order to develop work habits and skills that will pave the way for self-sufficiency. Clients are required to deposit a portion of their earnings in savings accounts in half of the projects, and to pay rent in 40 percent. These requirements are intended to develop the habits needed for independent living and the funds to make the transition.
- Another feature of **TLP** projects is a planned phasing of services throughout the residential part of the program. Applicants plan to phase housing, supervision, and training as youth progress towards independent living.
- **TLP** projects plan to provide a wide range of services to participants. These include basic life skills education (100 percent), general education (87 percent), alcohol and drug abuse education and prevention (more than 50 percent), health care (98 percent), and employment-related services (96 percent). In addition, counseling and other related services will be provided as needed, both during the residential phase and as **aftercare** services.
- Few applicants provided information on program completion or graduation requirements, suggesting the need for further review in this area.
- Budgets for funded applicants requested \$9.7 million in Federal funds (66 percent of their total budgets), while planning over \$5 million from other sources.
- The average **staffing** per funded project was 6.8 full-time equivalent positions, concentrated in counselors (35 percent) and other professionals (27.1 percent). Outreach workers constituted only 2.6 percent of planned **staffing**.
- Management information will be collected using the Youth Information Form (**YIF**), developed for the RHYA basic center shelters, in 100 percent of the projects. Eighty-five percent of the projects plan to keep individual **treatment** plans on file. However, only 56 percent plan to report services provided, and only 16 percent mentioned using computers to tabulate reports. Grant applications provided little or no information on financial management or record-keeping systems.

Future Considerations

ACYF has plans in progress to address a number of the **findings** from the analysis of the grant applications. Among these are the following:

- An evaluation of the effectiveness of TLP projects will be conducted to assess their impacts on the independent living and self-sufficiency of the youth served. The multiyear evaluation will assess the gains made by clients during participation, in comparison with a control group of other homeless youth.
- ACYF is identifying the technical assistance and training needs of **TLP** projects and will make resources available through the Department's Regional Offices and other networked organizations.
- Regional **Office** and Family and Youth Services Bureau Central Office staff will monitor the implementation of project services, comparing the actual implementation with plans and assisting with improvements.
- Project reporting needs are being addressed through two initiatives. First, reporting forms are being revised to cover the additional and extended services provided by **TLP** projects, as compared with those provided through RHYA basic grant centers. As a part of this effort, ACYF is developing uniform guidance for annual reporting requirements. Second, ACYF is exploring the development of a comprehensive, computerized Youth Management Information System (**YMIS**) for use by all grantees. The YMIS, as currently conceived, will provide computer software to grantees as well as allow grantees with their own computer systems to submit records on tape or disk. These initiatives are expected to increase the percentage of projects reporting and to facilitate automated report preparation for Federal and local purposes.

The results of these initiatives will be presented in future annual reports.

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APPENDIX B

Fiscal Year 1990 Program Announcement

Reprinted from the *Federal Register*, Vol. 55,
No. 117, Monday, June 16, 1990

DEPARTMENT OF
HEALTH AND HUMAN SERVICES
Office of Human Development Services
(Program Announcement No. **HDS/ACYF/TLP
13.550-90-3**)

Transitional Living Program for **Homeless Youth;
Availability of Financial Assistance**

**AGENCY: Administration for Children, Youth, and
Families (ACYF)**, Office of Human Development
Services (OHDS), HHS.

ACTION: Announcement of availability of financial
assistance for the Transitional Living Program for
Homeless Youth.

SUMMARY: The Family and Youth Services
Bureau of the Administration for Children, Youth and
Families announces the availability of fiscal year 1990
funds for the Transitional Living Program for
Homeless Youth (Part B of the Runaway and
Homeless Youth Act). A national competition is
being held to award grants to provide shelter, skill
training and support services in local communities to
homeless youth. Procedures for the provision of
technical assistance to the Transitional Living
**Program grantees will be addressed under a separate
announcement**

DATES: The **deadline or closing date** for receipt of
all applications under this announcement **is:** August
17, 1990.

ADDRESSES: Application receipt point:
Department of Health and Human **Services, HDS/
Grants and Contracts Management Division, 200
Independence Avenue, SW. room 341-F.2, Hubert H.
Humphrey Building, Washington, DC 20201. Attn:
William J. McCarron, HDS-90-3-ACYF/Transitional
Living.**

FOR FURTHER INFORMATION CONTACT:
Dr. Preston Bruce or Pamela A. Johnson,
Administration for Children, Youth and Families,
Family and Youth Services Bureau, P.O. Box 1182,
Washington, DC 20013, **telephone: (202) 245-0049.**

SUPPLEMENTAL INFORMATION:

Part I. Background Information

A. *Scope of This Program Announcement*

This program announcement solicits applications,
specifies the requirements, and describes the
application process for the Transitional Living
Program (**TLP**) for Homeless Youth grants. These
TLP grants will be competitively awarded during the
fourth quarter of fiscal year 1990. Project periods for
grants will be up to three years.

B. *Legislative Authority*

Grants under this program are authorized by the
Anti-Drug Abuse Act of 1988 (Pub. L. 100-690). The
Transitional Living Program for Homeless Youth is
Part B of the Runaway and Homeless Youth Act (the
Act), 42 U.S.C. 5701 et seq.

**All interested applicants should be aware that, in
implementing the Transitional Living Program for
Homeless Youth, certain sections of parts C and D of
the Runaway and Homeless Youth Act are applicable
and are reflected throughout this announcement as
necessary. In part C, section 341 sets forth the
requirement that the Department provide informational
assistance to potential grantees. Section 342 permits
the lease of surplus Federal property for use as shelter
facilities by runaway and homeless youth centers or
transitional living youth shelters. Part D sets forth the
Administrative Provisions of the Act. TLP grantees
must meet the requirements of section 362 on the
Federal share of funds and section 363 on the
confidentiality of records.**

C. *Outline of Program Announcement*

This program announcement consists of six parts
and appendices. Part I provides background
information for potential applicants in applying for
**TLP grants. Part II describes the requirements of part
B of the Runaway and Homeless Youth Act with
regard to the services and activities that must be
carried out by TLP grantees. Part III describes the
responsibilities of the grantee in operating a TLP
grant. Part IV describes the procedures for the
preparation of the program narrative statement. Part
V provides the evaluation criteria to be used in**

evaluating the applications. Part VI describes the application review and decision-making processes. Part VII provides instructions for completing and submitting an application for the TLP grant. Following part VII are the appendices to be consulted and the forms to be used in the preparation of the application.

D. Program Purpose

One purpose of the TLP is to make **grants** to help establish and operate transitional living service projects for homeless youth. This program was authorized by Congress to support community-based programs designed to support the transition of homeless youth to self-sufficient living arrangements.

To clarify the purpose and emphasis of the new program, the following terms are defined in Part B of the Act. Section 321(b)(1) defines a "homeless youth" as an individual who is not less than 16 years of age and not more than 21 years of age: for whom it is not possible to live in a safe environment with a relative; and who has no other safe alternative living arrangement.

Under section 321(b)(2), a "transitional living youth project" means a project that provides **shelter** and services designed to promote transition to self-sufficient living and to prevent long-term dependency on social service.

While all adolescents are faced with adjustment issues **as** they approach adulthood, homeless youth experience more severe problems and **are** at greater **risk in terms of their ability to make the transition to independent living.** Their basic human needs (shelter, food, clothing) are not being met, nor are their developmental needs receiving adequate attention. Moreover, homeless youth lack a supportive, safe environment in which they can develop a positive sense of identity and self-sufficiency. An individual must have a sense of continuity of experience in order to bridge what they were as a child to what they are becoming as an adult. Homeless youth, lacking a stable family environment to provide this continuity, are in need of a support system that will assist them in making the major transition to adulthood and independent living.

It is estimated that about one-fourth of the youth served by runaway and homeless youth programs are homeless. This means that many of the youth served cannot return home or move to another safe living **arrangement** with a relative, in most cases, due to severe family dysfunction. **Other homeless** youth have "aged out" of the child welfare system and are no longer eligible for foster care. These young people **are often lacking both the skills and the personal characteristics** which enable them to live

independently. Therefore, without social and economic supports, homeless youth are not likely to make a successful transition to independence and are at high risk of being involved in dangerous lifestyles and problematic behaviors such as drug and alcohol abuse and prostitution. More than **two-thirds** of homeless youth report using drugs or alcohol and many homeless youth have experienced long-term physical and sexual abuse in their **families.**

Homeless youth need a range of services to develop the skills necessary to make the transition from **homelessness** to self-sufficiency. Since 1978, homeless youth have been an identified population eligible to receive services under the Runaway and Homeless Youth Act. It has become apparent over **the years that** the service goals for homeless youth and runaway youth are quite different. For runaway youth, **family reunification** is often desirable and **appropriate;** for homeless youth, reunification is typically not feasible. In many instances, runaway programs have been able to provide only limited assistance to homeless youth whose needs are more complex and long-term than those of runaway youth. Part B of the Runaway and Homeless Youth Act is intended to address the unique problems and needs of homeless youth.

Throughout the **1980's,** the Runaway and Homeless Youth Act discretionary funds were used to support the development of model programs and practices to serve the needs of homeless youth. Several different types of transitional living program models have been developed and effectively implemented to serve homeless youth. These models **have been replicated** in other communities where the need exists and resources are available.

E. Program Goals and Objectives

The primary goal of the Transitional Living Program for Homeless Youth is to support projects which **assist** homeless youth (as **defined** under Section D above) in making a successful **transition to self-sufficient living** and to prevent **long-term** dependency on social **services.** This goal is to be achieved **through the** implementation of several major program objectives, **These are:**

1. Providing stable, safe living accommodations while a **homeless youth** is a program participant;
2. Providing the **services** necessary to assist homeless **youth** in developing both the skills and **personal** characteristics needed to enable them to live **independently;**
3. **Providing** education, information and counseling aimed at preventing, treating and reducing substance abuse among homeless **youth;** and

4. Providing homeless youth with appropriate referrals and access to substance abuse and mental health treatment.

Funds available under part B of the Act are to be used to enhance the capacities of youth-serving agencies to effectively address the service needs of homeless older adolescents and young adults.

This program is not designed to serve youth currently under the jurisdiction of a State or local probation or parole program.

This program affords youth service agencies an opportunity to serve homeless youth in a manner which is comprehensive and directed toward ensuring a successful transition of self-sufficiency. **Also**, improving the **availability** of comprehensive **transitional** living services for homeless youth **will** reduce the risk of exploitation and danger to which these **youth** are exposed by living on the streets without positive economic or social supports.

F. Available Funds for Program Grants and Grantee Share

In FY 1990, the Administration for **Children, Youth and Families (ACYF)** expects to award approximately **\$9,500,000** in Transitional Living Program grants. The maximum Federal share of the project is not to exceed \$250,000 per budget year. The initial grant period **will** be 15 months.

All grant applicants should request project periods of up to three years (Standard **Form 424A**, Rev. **4-88**, Budget Information, Section E). Initial grant awards **will** cover budget periods of only 15 months. The subsequent award of funds **will** depend upon satisfactory performance by the grantee (including timely submission of required reports) and on the **availability** of appropriated funds.

Grant awards **will** be made **from late August 1990 through the end of September 1990**.

Funding recommendations **will** be based **primarily** on the scores assigned to the **applications** by the **non-Federal** reviewers, **who will** evaluate each application **according** to the criteria described in Part IV, below.

The **results** of the competitive review **will** be the primary factor taken into consideration by the Associate Commissioner of the **Family and Youth Services Bureau** who, in **consultation** with OHDS Regional **officials**, **will** recommend to the Commissioner, **ACYF**, the projects to be funded. **The Commissioner will make the final funding decisions.**

The number of grants awarded will depend upon the number of acceptable applications and the amount available for grants.

The Runaway and Homeless Youth Act requires that the grantee provide a non-Federal match that equals at least 10 percent of the Federal funds

requested under this announcement as described in part VI, section G. "Grantee Share of the Project."

Grants awarded under this program may not be used as matching funds (non-Federal share) of other Federal programs or to supplant funds available under the Title IV-E Foster Care Independent Living Initiatives or any other **Federally-funded** program.

G. Eligible Applicants

States, Territories, localities, and private non-profit agencies are eligible to apply for TLP grants under this announcement. **Federally** recognized Indian Tribes are eligible to apply for grants as **local** units of government. Non-Federally recognized Indian Tribes and urban Indian **organizations** are eligible to apply for grants as private agencies. Collaborative applications **between** State and community-based agencies and **collaborative** applications between community-based agencies are also eligible for consideration under **this** grant program. However, only one entity may be designated as the **direct** recipient of these **Federal** funds.

Applicants are reminded that organizations awarded grants under Part B of the Act must be the primary service providers. Any **subgrant** or other support service **arrangement must be identified and described in the application, including the specific terms of the agreement and the signatures of the parties involved.**

Applicants are further reminded that TLP grants may be awarded to agencies which will operate a group home facility, or to agencies which will provide shelter through a series of host homes or supervised apartments, or to agencies which will employ a combination of these or similar housing options. In general, shelter provision as it is currently practiced in the field, can be described in the following manner. Host homes are facilities providing shelter, usually the home of a family, under contract to accept homeless youth assigned by the TLP service provider, and are **licensed according to State or local laws**. A supervised apartment is a single unit dwelling or multiple unit apartment house operated under the auspices of the TLP service provider for the purpose of housing program participants. These dwellings operate in accordance State or local housing codes and licensures.

Part II Requirements of the Runaway and Homeless Youth Act, Part B

Section 322(a) of the Act requires that, to be eligible for assistance under this **part**, an applicant **shall** propose to establish, strengthen, or fund a

transitional living youth project for homeless youth as defined in section 321(b)(2) and shall submit a plan in which the applicant agrees, as part of such project:

1. To provide, directly or indirectly, shelter (such as group homes, host family homes and supervised apartments) and services (including information and counseling services in basic life skills, interpersonal skill building, decision making, educational advancement, job attainment skills, and mental and physical health care) to homeless youth;
2. To provide such shelter to individual homeless youth throughout a continuous period not to exceed 540 days (18 months);
3. To provide, directly or indirectly, on-site supervision at each shelter facility that is not a family home:
4. That such shelter facility used to carry out such project shall have the capacity to accommodate not more than 20 individuals (excluding staff);
5. To provide and train a sufficient number of staff to ensure that all homeless youth participating in the project receive adequate supervision and services;
6. To provide a written transitional living plan for each youth, based on an assessment of such youth's strengths and needs, designed to help the transition **from** supervised participation in such a project to independent living or another appropriate living arrangement;
7. To ensure proper referrals of homeless youth to **social** service, law enforcement, educational, vocational, training, welfare, housing, legal services, and health care programs and help integrate and coordinate such services for youth;
8. To provide for the establishment of outreach programs designed to attract individuals who are eligible to participate in the project;
9. To submit an annual report on **the** activities carried out with funds under this part, the achievements of the project by **the** applicant, and statistical summaries describing the number and characteristics of the homeless youth who participate in the project in the year for which the report is submitted;
10. To implement accounting procedures and **fiscal** control devices **sufficient** to account for income and expenditures of the project;
11. To submit an annual budget that **estimates** the itemized costs to be incurred in **the** year for which **the** applicant requests the **grant**;
12. To keep adequate statistical records on **the** number and characteristics of homeless **youth** served and to ensure nondisclosure of the identity of individual homeless youth in reports or **other** documents based on such statistical records;
13. Not to discuss records maintained on individual homeless youth **without the consent of the**

individual youth and parent or legal guardian to anyone other than an agency compiling statistical records or a government agency involved in the disposition of criminal charges against the youth: and

14. To provide such other information as may be reasonably required by the Administration for Children, Youth and Families.

Section 322(b) of the Act requires that, in selecting eligible applicants to receive grants under this **part**, the Department give priority to entities that have experience in providing shelter and the types of services required to be provided under this **announcement**.

Part III. Responsibilities of the Grantee

Applicants for funding under this program announcement must present a plan in the program narrative/evaluation criteria section of their application that demonstrates that they are able to meet the requirements of the law listed in part **II**, including the following **specific** responsibilities:

A. Shelter

1. Assure that the shelter is in one or a combination of the following or similar forms: (A) A group home facility; (b) family host homes; or (c) supervised apartments [section 322(a)(1)]. Applicants should indicate if shelter is to be provided directly or indirectly, and must document the availability of shelter facilities. **When** shelter is to be provided indirectly, applicants must provide evidence of formal written agreements with the service providers regarding the **terms** under which shelter will be provided.

2. Assure that each facility used for housing shall accommodate no more than 20 youth at any given time (section 322(a)(4)); shall have a **sufficient** number of staff to ensure on-site supervision at each shelter option that is not a family home (section 322(a)(3)); and is in compliance with State and local **licensing requirements**.

3. Assure that shelter **facilities**, host family homes and **supervised** apartments will receive adequate, on-site supervision (section 322(a)(5)) including periodic, unannounced visits from project **staff**.

4. The lease of **surplus** Federal facilities for use as transitional living **youth** shelter facilities may be considered if it is determined that the applicant meets the requirements in section 342(a)(1) through (3) of the **Act** (42 U.S.C. **5714b(a)(1)** through (3)). Each surplus Federal facility used for this purpose must be made available for a **period** not less than 2 years, and no rent or fee shall be charged to the applicant in

connection with use of such facility (section 342(b)(1)). Any structural modifications or additions to surplus Federal facilities become the property of the United States. All such modifications or additions may be made only after receiving prior written consent from the appropriate Department of Health and Human Services official (section 342(b)(2)).

In addition, the Office of Special Needs Assistance Programs within the Department of Housing and Urban Development (HUD) offers several housing programs which could benefit homeless service providers. These programs include the Transitional Housing Program which supports the development of innovative approaches to providing short-term (24 months or less) housing and support services to homeless persons who are capable of making the transition to independent living; the Emergency Shelter Grants Program which, among other purposes, provides funds to meet the costs of operating shelters; provides essential social services to homeless individuals; and provides services to help prevent **homelessness**. Under the Supplemental Assistance for Facilities to Assist the Homeless (SAFAH) Program, particularly innovative approaches to satisfying the immediate and long term needs of the homeless are supported through several categories of activities. These activities include, but are not limited to, grants for rehabilitation, supportive **services**, and operating costs for facilities to assist the homeless.

Finally, Title V of the Stuart McKinney Act establishes a procedure for the identification and use of Federal real property for facilities to assist the homeless. States, units of local **government**, and private non-profit organizations may submit applications for property determined suitable for homeless assistance use. This program is jointly administered by HUD, **HHS**, and the General **Services Administration (GSA)**. HUD publishes a weekly **Federal Register** notice listing property determinations. Homeless assistance providers have thirty days from the date a suitable property appears in the **Federal Register to advise HHS** of their interest in **the** property.

Private, non-profit organizations in addition to States and units of local government are eligible to apply for these programs which may be a valuable resource for transitional living service **providers**. Specific information on application procedures, **timelines**, and more detailed explanations of the homeless assistance programs is available from the office of Special Needs Assistance, HUD, 451 Seventh **Street, S.W., Washington, DC 20410**, telephone (202) **708-4300**.

B. Services

Include a description of the core services to be provided, as mandated by section 322(a)(1) of the Act. The descriptions should include, but are not necessary limited to the following services:

1. Basic life skills information and counseling, such as personal finances, housekeeping, menu planning and food preparation, leisure-time activities, transportation, and obtaining vital documents (Social Security card, birth certificate).

2. Interpersonal skill building, such as positive relationships with peers and adults, communication, decision-making, and stress management.

3. Educational advancement, such as GED preparation and attainment, post-secondary training (college, technical schools, military, etc.) and vocational education.

4. Job preparation and attainment, such as career counseling, job preparation training, dress and grooming, job placement and job maintenance.

5. Mental health care, such as counseling (individual and group), drug abuse education, prevention and **referral** services, and mental health counseling.

6. Physical health care, such as routine physicals, health assessments, family planning/parenting skills, and emergency **treatment**.

C. Administration

1. Describe the procedures **that** will provide for a coordinated approach to the development, implementation and monitoring of an individualized, written transitional living **plan** for each program client which addresses the areas in section B above appropriate to the individual needs of the client (section 322(a)(6)).

2. Describe how the applicant will ensure that individual clients meet **the** eligibility criteria **established** by the Act. **This** may include a discussion of the intake and assessment activities which **will** be conducted with a client upon acceptance into the **TLP** project. Applicants are encouraged to include samples of any forms to be used to determine **eligibility** and **appropriate services**.

3. Assure that the clients will substantively participate in the assessment of their needs and the decisions about the **services** to be received.

4. **Assure that the outreach programs to be established are designed to attract individuals who are** eligible to participate in the project (section 322(a)(g)).

5. Include a description of how the project has or **will** establish formal service linkages with other social service, law enforcement, educational, housing, vocational, welfare, legal service, drug treatment and health care agencies in order to ensure appropriate referrals for the project clients where and when needed (section 322(a)(7)). This may include establishing a case management team composed of practitioners from the agencies involved in providing services.

6. Assure cost-effective use of TLP funds by taking maximum advantage of existing resources within the State which would help in the establishment, operation, or coordination of a TLP, including those resources which are supported by Federal Independent Living Initiatives funds. Also, describe efforts to be undertaken over the length of the project which may increase non-Federal resources available to support the TLP. **(The names and addresses of State Independent Living Initiatives Coordinators can be found in appendix F.)**

7. Provide an assurance that housing and services **will** be available to a client for a continuous period not to exceed 540 days (18 months) (section 322(a)(3)).

8. Describe the method for collecting statistical records and evaluative data and for submitting annual reports on such information to the Department of Health and Human Services (section 322(a)(9)).

9. Describe how the applicant **will** ensure the **confidentiality** of client **records** (section **322(a)(13)**).

Part IV. Preparation of the Program Narrative

The **Program Narrative Statement** should clearly address how the applicant will carry out each of the grantee responsibilities enumerated in Parts II and III above and must respond to the evaluation criteria in Part v below.

The evaluation criteria correspond to the outline for the development of the Program Narrative Statement of the **application**.

The **Program Narrative Statement** should be clear and concise and should not exceed **30 single-spaced pages** exclusive of such necessary attachments as organization charts, resumes, and letters of agreement or support.

Applications with narratives exceeding **30 single-spaced pages** will not be considered for funding.

Part V. Evaluation Criteria

In considering how the applicant will carry out the **responsibilities addressed in Parts II and III of this announcement**, the application will be reviewed and evaluated against the following criteria:

Criterion 1. Objectives and Need for Assistance (20 Points). The extent to which the application reflects a good understanding of the objectives of the project; pinpoints any relevant physical, economic, **social**, financial, institutional, or other problem requiring a solution in the geographic areas that the project is proposing to serve; demonstrates the need for the assistance and states the goals or service objectives of the project; states the principal and subordinate objectives of the project; provides supporting documentation or other testimonies from concerned interests other than **the** applicant; and gives a precise location of the project sites and areas to be served by **the** proposed project. Maps or other graphic aids may be attached. (The applicant may refer to Part I. Sections D and E of this announcement)

Criterion 2. Results or Benefits Expected (20 Points). The extent to which the **identified** results and benefits to be derived from the project are consistent with the objectives of the proposal; states the numbers of clients to be **served**; and describes the types of **services to be offered**.

Criterion 3. Approach (35 Points). The extent to which the application outlines a sound and workable plan of action as **required** by section 322(a) **of the Act and describes in Parts II and III above pertaining** to the scope of the **project**; details how the proposed work will be accomplished; cites factors which might accelerate or decelerate the work, gives acceptable reasons for taking this approach as opposed to others; describes and supports any unusual features of the project, such as design or technological innovations, reductions in cost or time, or **extraordinary social and community involvements**; and provides for projections of the **accomplishments to be achieved** The extent to which the project will take advantage of existing resources within the community and State to help establish, operate, or coordinate TLP services. Application lists the activities to be carried out in **chronological order** and shows a reasonable schedule of accomplishments and target dates.

To the extent applicable, the application identifies the kinds of data to be collected and maintained, and discusses the criteria to be used to evaluate the results and successes of the project It describes the evaluation methodology that **will** be used to determine if the needs identified and discussed **are** being met and if the **results** and benefits **identified** are **being achieved**.

Criterion 4. Staff Background and Organizational Experience (15 Points). The extent to which the resumes of the program director and key project staff (including names, addresses, training, background and other **qualifying experience**) and the organization's experience demonstrates the ability to

effectively and efficiently administer a project of **this** size, complexity, and scope; and reflects **the** ability to coordinate activities with **other** agencies.

Application also lists each organization, cooperator, consultant, or other key individuals who will work on the project along with a short description of the nature of their effort or contribution.

Criterion 5. Budget Appropriateness (10 Points).

The extent to which the project costs (overall costs, average cost per youth served, costs for different services) are reasonable in view of the activities **to** be carried out and anticipated outcomes. The extent to which assurances are provided that the applicant can and will contribute the non-Federal share of the total project cost. (Applicants may refer to the budget information presented in Standard Forms 424 and 424A and in the associated budget justification, and to the results or benefits expected as identified under Criterion 2.)

Part VI. Application Process

A. Assistance to Applicants

Interested applicants can receive informational assistance in developing applications from the Family and Youth Services Bureau in Washington, DC (see address at the beginning of this announcement). Organizations may also receive information on application **procedures** from the appropriate OHDS Regional Offices (see appendix D). For general information on different models of transitional living programs, applicants may also contact the National Resource Center for Youth Services at the University of Oklahoma, 202 West Eighth, **Tulsa**, Oklahoma 74119-1419.

B. Application Requirements

To be considered for **TLP** grant, each application must be submitted on the forms provided at the end of this announcement (see **"F"** below) and in accordance with the guidance provided herein. The application must be signed by an individual authorized to act for the applicant agency and authorized to assume responsibility for the obligations imposed by the terms and conditions of the **grant** award.

C. Paperwork Reduction Act of 1980

Under the Paperwork Reduction Act of 1980, Public Law 96-5 11, the Department is required to submit **to** the Office of Management and Budget (**OMB**) for review and approval any **reporting** and **record** keeping requirements in regulations including **program** announcements. This program

announcement does not contain information collection requirements beyond those approved for **HDS** grant applications by OMB.

D. Waiver of Executive Order 12372 Requirements for a 60-Day Comment Period for the States' Single Point of Contact (SPOC)

This program is covered under Executive Order (**E.O.**) 12372, "Intergovernmental Review of Federal Programs," and 45 CFR Part 100, "Intergovernmental Review of Department of Health and Human Services Programs and Activities." Under the Order, States may design their own processes for reviewing and commenting on proposed **Federal** assistance under covered programs. All State-s and territories except **Alaska**, Idaho, Kansas, **Louisiana**, **Minnesota**, Nebraska, Virginia,-American Samoa and **Palau** have elected to **participate** in the Executive Order process and have established Single Points of Contact (**SPOCs**). Applicants **from** these nine areas need to take no action regarding E.O. 12372. Applications for projects to be administered by Federally-recognized Indian Tribes are also exempt **from** the requirements of E.O. 12372.

Other applicants should contact their SPOC as soon as possible to alert them of the prospective application and **receive** any necessary instructions. Applicants must submit any required **material** to the SPOC as early as possible so that the program office can obtain and review SPOC comments as part of the award process. It is imperative that the applicant submit all required **materials**, if any, to the SPOC and indicate the date of this submittal (or date of contact if no submittal is required) on the SF 424, Block 16a. OHDS will notify the State of any applicant who fails to indicate SPOC contact (when required) on the application form.

HDS must obligate the funds for these awards by September 30, 1990. Therefore, the required 60day comment period for State process review and recommendation has been reduced and will end on (ii date 30 days from the application deadline date) in **order** for HDS to receive, consider, and accommodate **SPOC** input.

SPOCs are encouraged to eliminate the submission of routine endorsements as official recommendations. Additionally, **SPOCs** are requested to **differentiate** clearly between **mere advisory** comments and those official State process recommendations which they intend to trigger the "accommodate or explain" rule.

When comments **are** submitted directly to **HDS**, they should be **addressed** to: Department of Health and Human Services, **HDS/Grants** and **Contracts** Management Division, 200 Independence Avenue,

S.W., room 345-F, Hubert H. Humphrey Building, Washington, DC 20201, Attn: William J. McCarron, HDS-90-3-ACYF/Transitional Living.

A list of the Single Points of Contact for each State and Territory is included as appendix C of this announcement

E. Availability of Forms and Other Materials

A copy of each form required to be submitted in an application for a TLP grant under Part B of the Runaway and Homeless Youth Act and instructions for completing the application are provided in appendices A and B, including certifications for a Drug-Free Workplace and Debarment. Addresses of the State Single Points of Contact (SPOCs) to which applicants should submit review copies of their proposals are listed in appendix C. The Runaway and Homeless Youth Act (42 USC 5701 et seq) may be found in major public libraries and at the Regional Offices listed in appendix D at the end of this announcement. Additional copies of this announcement may be obtained from the Regional Offices or from the information contact persons listed at the beginning of the announcement.

F. Application Consideration

All applications which are complete and conform to the requirements of this program announcement will be subject to a competitive review and evaluation process against the specific criteria outlined above. This review will be conducted in Washington, DC, by teams of non-Federal experts knowledgeable in the areas of youth development and/or human service programs. These experts will review applications to determine that applicants conform to the requirements of the Act (see Part II) by applying the criteria presented in Part V and assigning a total score to each application. The results of the competitive review will be analyzed by Federal staff and will be the primary factor taken into consideration by the Associate Commissioner of the Family and Youth Services Bureau who, in consultation with OHDS Regional officials, will recommend to the Commissioner, ACYF, the projects to be funded.

The Commissioner will make the final selection of the applicants to be funded. In the interest of effective geographic distribution of the TLP grants, the Commissioner may show preference for applications proposing services in areas that would not otherwise be served. The Commissioner may also elect not to fund any applicants that have known management, fiscal or other problems or situations which may it unlikely that they would be able to provide effective services.

Successful applicants will be notified through the issuance of a Financial Assistance Award which will set forth the amount of funds granted, the terms and conditions of the grant the effective date of the grant, the budget period for which support is given, the non-Federal share to be provided, and the total project period for which support is contemplated. Organizations whose applications have been disapproved will be notified in writing of that decision.

G. Grantee Share of the Project

The Runaway and Homeless Youth Act requires that the grantee provide a non-Federal match that equals at least 10 percent of the Federal funds awarded under this announcement. For example, if the applicant requests \$100,000 in Federal funds (line 15a of Standard Form 424), then the non-Federal share (the sum of lines 15b, 15c, 15d, and 15e) must equal or exceed \$10,000. For a project requesting \$150,000 in Federal funds, the non-Federal share must equal or exceed \$15,000.

The non-Federal portion may be cash, in-kind contributions or grantee incurred costs (including the facility, equipment or services) and must be project-related and allowable under the cost principles provided in 45 CFR parts 74 and 92, the Department's regulations on the Administration of Grants. Federal Independent Living Initiatives funds provided to States and services or other resources purchased with these funds may not be used to match Transitional Living project grants.

Part VII. Instructions for Completing and Submitting the Application

A. Contents of Application

Each copy of the application must contain the following items in the order listed:

1. Application for Federal Assistance (Standard Form 424, REV 4-88) (page i).
2. Budget Information (Standard Form 424A, REV 4-88) (pages ii-iii).
3. Budget Justification (Type on standard size plan white paper) (pages iv-v).
4. Assurances—Non-Construction Programs (Standard Form 424B, REV 4-88) (pages vi-vii).
5. Certification Regarding Anti-Lobbying (page x).
6. Organizational Capabilities Statement

Applicants should provide a brief (no more than two pages, single-spaced) description of how the applicant agency is organized and the types and costs of services it provides, including services to clients

other man homeless youth Provide an organizational chart showing any **superordinate**, parallel, or subordinate agencies to the specific agency that will provide the direct services to homeless youth, and indicate the purposes, clients and **overall** budgets of these other agencies. If the agency has multiple sites, list these sites. Discuss the experience of the applicant organization in providing services to homeless youth.

7. Program Narrative Statement (pages 1 and following; 30 pages maximum, single-spaced).

Special Note: Applications With Program Narrative Statements Exceeding 30 Single-Spaced Pages Will Not Be Considered for Funding.

8. Supporting Documents (pages SD-1, SD-2, etc.; 10 pages maximum, exclusive of letters of support or agreement).

B. Instructions for Preparing Application

1. **Standard Forms 424 and 424A:** Follow the instructions in **appendix B**.

2. Budget Justification: Provide breakdowns for major budget categories and **justify significant** costs.

3. **Standard Forms 424B**, Certification Regarding Drug-Free **Workplace**, Certification Regarding Debarment, **Certification Regarding Lobbying, and Application Certifications for Profit Making Organizations: Self explanatory.**

4. Program Narrative Statement: Follow the outline of the **Preparation of the Program Narrative (Part IV) and the Evaluation Criteria (Part V)**.

5. Supporting Documentation: **Self-explanatory.** Each application will be copied by the Government in order to provide the total of six copies needed for review panels and filing. To make copying **as** trouble-free and accurate as possible, the following requirements should be followed:

a. Applicants may attach only photocopies (no originals) of any additional **materials**, such as resumes, letters of support or agreement, news clippings, or descriptions of the program's participation in local, State or regional coalitions of youth service agencies which would give further support to the application. Resumes must be **limited** to one page.

b. The absolute maximum for supporting documentation is 10 pages, exclusive of letters of support or agreement Documentation which **ACYF staff determines to be excessive will not be provided to the independent panel reviewers.** Applicants may include as many letters of support or agreement as are appropriate.

Note: Include only photocopies of the materials. Do not use separate covers, binders, clips, tabs, plastic inserts, pages with pockets, separately bound brochures, folded maps or charts, or any **other** items that cannot be processed easily on a photocopy machine **with** automatic feed. Do not bind, clip, or fasten in any way separate subsections of the application, including supporting documentation.

C. Application Submission

To be considered for a grant, an applicant must submit one signed original and two copies of the grant application, including all attachments, to the application receipt point specified below. The original **copy of the application must have original signatures, signed in black ink.** Each copy should be stapled (back and front) in the upper left corner. All copies of a single application should be submitted in a single package.

The Catalog of Federal Domestic Assistance Number (13.550) and Title (Transitional Living Program for Homeless Youth) must be clearly identified on the application (SF 424, box 10).

1. Closing Date for the Receipt of Applications

The closing date for receipt of applications under this announcement is: **August 17, 1990.** Applications must be mailed or hand delivered to: Department of Health and Human Services, HDS/Grants and Contracts Management Division, 200 Independence Avenue, S.W., room 341-F.2, Hubert H. Humphrey Building, Washington, DC 20201. **Attn: William J. McCarron, HDS-90-3-ACYF/RHYP/Transitional Living.** Hand delivered applications will be accepted during the normal working hours of 9 am. to 5:30 p.m., Monday through Friday.

2. Deadline for Submission of Applications

a. Deadlines. An application will be considered as meeting the deadline if it is either:

(1) Received on or before the deadline date at the above address, or

(2) Sent on or before the deadline date and received by the granting agency in tune for the independent review under Chapter 1-62 of the HHS Grants Administration Manual. Applicants are cautioned to request a legibly dated U.S. Postal Service postmark or to obtain a legibly dated receipt from a commercial carrier or the U.S. Postal Service. Private metered postmarks are not acceptable as proof of timely mailing.

b. Late applications. Applications which do not meet the criteria in paragraph "a" of this section are

considered late applications. HDS will notify each late applicant that its application will not be considered in the current competition.

c. **Extension of deadline.** HDS may extend the deadline for all applicants because of acts of God such as floods or hurricanes, etc., or when there is a widespread disruption of the mails. However, if HDS does not extend the deadline for all applicants, it may not waive or extend the deadline for any applicants.

3. Checklist for a Complete Application

The Checklist below should be typed on 8½" by 11" plain white paper, completed, and included as the first page of the application package.

Checklist

- ___ Checklist for a complete application;
- ___ One original application signed in black ink and dated plus two copies;
A completed **SPOC** certification with the date of **SPOC** contact entered in item 16 page 1 of SF 424;
- ___ The original and both copies of the application include the following:
- ___ SF **424 (The original)** application will have the word "**Original**" hand printed in bold block letters at the top of its SF 424:
- ___ **SF 424A;**
- ___ Budget Justification;
- ___ Certification Regarding Anti-Lobbying,
- ___ Program Narrative Statement with maximum of 30 single-spaced pages;
- ___ Supporting Documents.

(Catalog of Federal Domestic Assistance Number 13.550, Transitional Living Program for Homeless Youth.)

Dated: May 10.1990.

Wade F. Horn,

Commissioner, Administration for Children, Youth and Families.

Approved: May 17.1990.

Mary Sheila Gall,

*Assistant Secretary for Human **Development** Services.*

BILLING CODE 4130-01-M

APPENDIX C

List of Fiscal Year 1990 Grantees**REGION 1****Connecticut**

Hall Neighborhood House, Inc.
52 Green Street
Bridgeport, CT 06608
Pearl M. Dowell
203-334-3900

Massachusetts

Franklin County Dial Self Help
196 Federal St.
Greenfield, MA 01301
Melanie Goodman
413-774-7054

Shortstop, Inc.
P.O. Box 235
Middlesex County
Somerville, MA 02143
Thomas A. Hail
617-776-2277

Maine

New Beginnings, Inc.
Transitional Living Program
4 Park St.
Lewiston, ME 04240
Robert Rowe
207-795-4077

Young Women's Christian Association of
Portland Maine
87 Spring Street
Portland, ME 04101
Cynthia M. Baldwin
207-874-1130

REGION 2**New Jersey**

Mother Child Residential Serv.
682 N. Broad St.
Woodbury, NJ 08096
Sally Hanna-Schaefer
609-853-1761

New York

Oneida County Community Action Agency
Runaway and Homeless Youth Program
207 North James St.
Rome, NY 13440
Arlene M. Fey
315-339-5640

The Salvation Army
Syracuse Area Service
749 S. Warren St.
Syracuse, NY 13202
Linda M. Wright
315-479-1312

REGION 3**District of Columbia**

Sasha Bruce Youthwork
1022 Maryland Ave, NE
Washington, DC 20002
Deborah Shore
202-675-9340

Pennsylvania

The Whales Tale
250 Shady Ave
Pittsburgh, PA 15206
Christopher P. Smith
412-661-1800

Pennsylvania (continued)

Centre County Youth Service Bureau
205 East Beaver Avenue
St. College, PA 16801
Norma Keller
814-237-5131

Valley Youth House
539 Eighth Avenue
Bethlehem, PA 18018
David Gilgoff
215-691-1200

Virginia

Residential Youth Services
2701 Cameron Mills Road
Alexandria, VA 22302
Bert Hawkins
703-548-8334

Volunteers of America Hampton Road
2817 Virginia Beach Blvd.
Virginia Beach, VA 23452
Errol **Buecher**
804-463-2201

West Virginia

Southwestern Comm. Action Council
540 5th Avenue
Huntington, WV 25701
Pamela **Dicken** Rush
304-525-4332

REGION 4**Florida**

Daniel Memorial, Inc.
Project Prepare
3725 Belfort Rd
Jacksonville, FL 32216
Kirk Swenson
904-737-1677

Tennessee

The Family Link
Gateway Project
P.O. Box 40437
Memphis, TN 38174
Marian S. Carruth
901-725-6911

REGION 5**Illinois**

Teen Living Programs
3179 N Broadway
Chicago, IL 60657
Patricia G. Berg
312-883-0025

Indiana

Indiana Department of Human Services
Community and Social Services Division
150 West Market Street
Post **Office** Box 7083
Indianapolis, IN 46207
Mark St. John
317-232-1144

Michigan

The Sanctuary, Inc.
A Step Forward
1232 S. Washington
Royal Oak, MI 48067
Meri K. Pohutsky
313-399-9772

Ozone House, Inc.
Miller House
608 N. Main St.
Ann Arbor, MI 48104
Cassandra Benjamin
313-662-2222

Michigan (continued)

Alternatives for Girls
St. Peter's Inn Shelter
1950 Trumbull
Detroit, MI 48216
Amanda Good
3 13-496-0938

Every Woman's Place
Transitional Living for Webster House
Homeless Youth
1706 Peck St.
Muskegon, MI 49441
Mary B. McDonald
616-726-4493

Minnesota

Lutheran **Soc.** Serv. of **Minn.**
1299 Arcade
St Paul, MN 55106
Ellen M. Erickson
612-774-9507

Ohio

Daybreak, Inc.
819 Wayne Avenue
Dayton, OH 45410
David **Nehring**
513-461-1000

Huckleberry House
1421 Hamlet St.
Columbus, OH 43201
W. Douglas **McCoard**
614-294-8097

REGION 6**Arkansas**

Centers for Youth and Family
Stepping Stone.
6501 W. 12th St.
Little Rock, AR 72204
Guy **Baltz**
501-666-9066

New Mexico

Youth Shelters and Family Services
Transitional Living Program
P.O. Box 8135
Santa Fe, NM 87504
Cynthia Taylor
505-473-0240

Youth Development, Inc.
Pathways
6301 Central NW
Albuquerque, NM 87105
Augustine C. **Baca**
505-831-6038

Texas

Lovers Lane
236 W. Page
Dallas, TX 75208
Mrs. Lee Schimmel
214-941-8578

Middle Earth Unlimited, Inc.
Turning Point Independent Living Services
3816 South **First** St.
Austin, TX 78704
Mitch **Weynand**
512-447-5639

Montgomery Co. Youth **Services**
Fairway Home Project
PO Box 1316
Conroe, TX 77305
Gretchen Faulkner
409-756-8682

REGION 7**Iowa**

Youth Homes, Inc.
Structured Community Independent Living
P.O. Box 324
Iowa City, IA 52244
William McCarty
3 19-337-4523

Iowa (continued)

Youth & Shelter Services, Inc.
 Central Iowa Homeless Youth Service
 Network
 232 1/2 Main
 PO Box 1628
 Ames, IA 50010
 George Belitsos
 515-233-3141

Kansas

Unified School District #259
 Wichita Public Schools
 Administrative Center
 217 North Water
 Wichita, KS 67202
 Margalee W. Kelsey
 316-833-4443

Wyandotte House, Inc.
 Neutral Ground
 632 Fauomee
 Kansas City, KS 66101
 B. Wayne Sims
 913-342-9332

Nebraska

Panhandle Community Services
 Runaway/Homeless Youth Program
 3350 N. 10th St.
 P.O. Box 100
Gering, NE 69341
 Ruth **Vancl**
 308-635-3089

REGION 8

Colorado

Volunteers of America (Col. Branch)
 Youth Services Division
 1865 Larimer Street
 Denver County
 Denver, CO 80202
 Linda **Sinton**
 303-297-0408

Ute Mountain Ute Nation
 Sunrise Youth Shelter
 P.O. Box 56
 Towac, CO 81334
 Rita **Arnett**
 303-565-375 1

REGION 9

Arizona

Our Town Family Center
 P.O. Box 26665
 Tucson, AZ 85726
 Dennis W. **Noonan**
602-323-1708

California

Catholic Charities of San Francisco
 Homeless Youth **Division—Guerrero**
 1409 Market St.
 Suite 200
 San Francisco, CA 94103
 Janet Gorowitz, Ph.D.
 415-558-7072

Central City Hospitality House
 Youth Department
 146 Leavenworth
 San Francisco, CA 94110
 Kate Durham
 415-776-2101

REGION 10

Alaska

Alaska Youth and Parent Foundation
 3745 Community Park Loop
 Suite 202
 Anchorage, AK **99508**
 Sheila A. Gaddis
 907-274-6541

Oregon

Janis Youth Programs
738 NE Davis St
Portland, OR **97232**
Dennis L. Morrow
503-233-6090

Washington

Pierce Co. Alliance
710 South Fawcett
Tacoma, WA **98402**
Dean Wilson
206-372-4750