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Runaway and Homeless Youth: Demographics and Programs

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Runaway and Homeless Youth: Demographics and Programs

Summary

There is no single definition of the term "runaway youth" or "homeless youth." However, both groups of youth share the risk of not having adequate shelter and other provisions, and may engage in harmful behaviors while away from a permanent home. These two groups also include "thrownaway" youth who are asked to leave their homes, and may include other vulnerable youth populations, such as current and former foster youth and youth with mental health or other issues.

The precise number of homeless and runaway youth is unknown due to their residential mobility and overlap among the populations. Determining the number of these youth is further complicated by the lack of a standardized methodology for counting the population and inconsistent definitions of what it means to be homeless or a runaway. Estimates of the homeless youth exceed one million. Estimates of runaway youth — including "thrownaway" youth (youth asked to leave their homes) — are between one million and 1.7 million.

From the early 20th century through the 1960s, the needs of a generally unspecified problem of runaway and homeless youth were handled locally through the child welfare agency, juvenile justice courts, or both. The 1970s marked a shift toward federal oversight of programs that help youth who had run afoul of the law, including those who committed status offenses (i.e., running away). In 1974, Congress passed the Runaway Youth Act of 1974 as Title III of the Juvenile Justice and Delinquency Prevention Act (P.L. 93-415) to assist runaways outside of the juvenile justice and child welfare systems. The scope of the act was expanded in 1977 to include homeless youth through the Runaway and Homeless Youth Act (P.L. 93-415). The Runaway and Homeless Youth Program (RHYP) has since been reauthorized approximately every five years since the 1970s, most recently by the Reconnecting Homeless Youth Act (P.L. 110-378). The law currently authorizes federal funding for three programs — the Basic Center Program, Transitional Living Program, and Street Outreach Program.

The Basic Center Program provides temporary shelter, counseling, and after care services to runaway and homeless youth under age 18 and their families, while the Transitional Living Program is targeted to older youth ages 16 to 21. Youth who use the TLP receive longer-term housing with supportive services. The Street Outreach Program provides education, treatment, counseling, and referrals for runaway, homeless, and street youth who have been subjected to or are at risk of being subjected to sexual abuse and exploitation. Related services authorized by the Runaway and Homeless Youth Act include a national communication system to facilitate communication between service providers, runaway youth, and their families; training and technical support for grantees; and evaluations of the programs; among other activities.

This report will be updated as relevant funding and legislative activities occur.

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Introduction

Running away from home is not a recent phenomenon. Folkloric heroes Huckleberry Finn and Davey Crockett fled their abusive fathers to find adventure and employment. Although some youth today also leave home due to abuse and neglect, they often endure far more negative outcomes than their romanticized counterparts from an earlier era. Without adequate and safe shelter, runaway and homeless youth are vulnerable to engaging in high-risk behaviors and further victimization. Youth who live away from home for extended periods may become removed from school and systems of support that promote positive development. They might also resort to illicit activities, including selling drugs and prostitution, for survival.

Congress began to hear concerns about the vulnerabilities of the runaway population in the 1970s due to increased awareness about these youth and the establishment of runaway shelters to assist them in returning home. Since that time, Congress has authorized services to provide support for runaway and homeless youth outside of the juvenile justice, mental health, and child welfare systems. The Runaway and Homeless Youth Act (RHYA), as currently amended, authorizes federal funding for three programs to assist runaway and homeless youth — the Basic Center Program (BCP), Transitional Living Program (TLP), and Street Outreach Program (SOP) — through FY2013.[1] These programs make up the Runaway and Homeless Youth Program, administered by the U.S. Department of Health and Human Services (HHS).

- ***Basic Center Program:*** To provide outreach, crisis intervention, temporary shelter, counseling, family unification, and after care services to runaway and homeless youth under age 18 and their families. In some cases, BCP-funded programs may serve older youth.

- ***Transitional Living Program:*** To support projects that provide homeless youth ages 16 through 22 with stable, safe longer-term residential services up to 18 months (or longer under certain circumstances), including counseling in basic life skills,

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[1] RHYA was most recently reauthorized by the Runaway and Homeless Youth Protection Act (P.L. 110-3783). 42 U.S.C. §4701 et seq. For additional information about the 2008 reauthorization law, see CRS Report RL34483, *Runaway and Homeless Youth: Reauthorization Legislation and Issues in the 110th Congress*, by Adrienne L. Fernandes.

interpersonal skills building, educational advancement, job attainment skills, and physical and mental health care.

- ***Street Outreach Program:*** To provide street-based outreach and education, including treatment, counseling, provision of information, and referrals for runaway, homeless, and street youth who have been subjected to or are at risk of being subjected to sexual abuse and exploitation.[2]

This report begins with a brief discussion of the reauthorization of and appropriations for the Runaway and Homeless Youth Program, followed by an overview of the runaway and homeless youth population. The report describes the challenges in defining and counting the runaway and homeless youth population, as well as the factors that influence homelessness and leaving home. In particular, youth who experience foster care are vulnerable to running away or becoming homeless while in care or after having been emancipated from the system. The report also provides background on the evolution of the Runaway and Homeless Youth Act from the 1970s until it was last amended in 2008. Finally, it describes the administration and funding of the Basic Center, Transitional Living, and Street Outreach programs that were created from the act, as well as the functions of their ancillary components. (**Table A-1** in the **Appendix** provides BCP funding by state for FY2007 and FY2008.)

Reauthorization Activities

The Runaway and Homeless Youth Protection Act of 2008 (P.L. 110-378) reauthorized funding for the Runaway and Homeless Youth Program, established new requirements for grantees, and expanded oversight of the program.

- ***Funding:*** P.L. 110-378 authorized FY2009 appropriation levels for the BCP, TLP, and related activities that exceed the levels authorized for FY2004 by $35 million (these are the only recent years for which Congress has specified authorized appropriation levels). The law also increased the authorized annual minimum levels of BCP funding available for states and territories. The law requires HHS to reallocate unused BCP funds from one state to another and specified that the amount allocated to states for FY2009 and FY2010 may not be lower than the amount appropriated to the states in FY2008.

- ***Requirements:*** P.L. 110-378 allows youth to remain in a program funded under the BCP and TLP longer they were able to under the prior law, although the law imposes additional criteria for youth who stay longer at TLP-funded programs. Further, the law changed the definition of "homeless youth" to permit youth older than age 18 and

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[2] In 42 U.S.C. §4701 et seq., this program is referred to as the Education and Prevention Services to Reduce Abuse of Runaway, Homeless, and Street Youth Program.

22 to stay at BCP- and TLP-funded programs, respectively, but only under certain circumstances. Another change made by the law specifies that in funding grants for research and other projects related to runaway and homeless youth, HHS is to give priority to applicants that serve diverse youth and represent diverse geographic regions of the U.S. (The term "diverse" is not defined.) Other requirements pertain to BCP and TLP plans submitted by grant applicants.

- ***Accountability:*** P.L. 110-378 requires HHS to promulgate regulations that specify performance standards for public and non-profit entities that receive BCP, TLP, and SOP grants. The law further requires HHS to periodically submit to Congress an incidence and prevalence study of runaway and homeless youth ages 13 to 26, as well as the characteristics of a representative sample of these youth. HHS must consult with the U.S. Interagency Council on Homelessness in developing the study. The law also directs the Government Accountability Office (GAO) to evaluate the process by which organizations apply for BCP, TLP, and SOP, including HHS's response to these applicants. GAO is to submit a report on its findings to Congress.

Appropriations

FY2009 Budget Request and Appropriations. The FY2009 budget request for the Runaway and Homeless Youth Program is identical to the level of funding appropriated for the program in FY2008.[3] Funding for FY2009 is not yet final. Congress has passed, and the President has signed into law, a continuing resolution for FY2009 (P.L. 110-329), which provides the same level of funding as in FY2008 for many federal programs. The resolution extends until March 9, 2009, and does not reflect final funding decisions.

FY2008 Appropriations Finalized. On June 21, 2007, the Senate Committee on Appropriations reported the FY2008 appropriations bill (S. 1710) for the Departments of Labor, Health and Human Services, and Education, and related agencies (LHE).[4] The committee recommended $102.9 million for the BCP and TLP, an increase of $15 million over the current level. It also recommended $20 million for the SOP, an increase of $5 million over the current level. The House Committee on Appropriations reported its version of the bill (H.R. 3043) on July 13.[5] The

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[3] U.S. Department of Health and Human Services, *Administration for Children and Families Justification of Estimates for Appropriations Committees, FY2009*, p. D-36.

[4] U.S. Congress, Senate, Committee on Appropriations, *Departments of Labor, Health and Human Services, Education and Related Agencies Appropriations Bill, FY2008*, Report to accompany S. 1710, 110th Cong., 1st sess., S.Rept. 110-107 (Washington, GPO: 2007).

[5] U.S. Congress, House, Committee on Appropriations, *Departments of Labor, Health and* (continued...)

committee recommended $97.8 million for the BCP and TLP, an increase of $10 million, and no change in funding for the SOP from its FY2007 level.

The House and Senate Labor-Health and Human Services-Education FY2008 appropriations bill (H.R. 3043), was consolidated with other appropriation bills into H.R. 2764 (the original State-Foreign Operations Appropriations Act for FY2008) as the vehicle for omnibus appropriations for FY2008. H.R. 2764 was signed into law as P.L. 110-161 and provides $52.9 million for the BCP, $43.3 million for the TLP, and $17.2 million for the SOP. The total FY2008 appropriation for the RHY program is $113.3 million, an increase of $10.5 million from the FY2007 level and the largest appropriation for the program to date.

Table 1 shows funding levels for the Runaway and Homeless Youth Program from FY2001 to FY2008. Since FY2002, funding has generally remained stable for the Basic Center and Street Outreach Programs. Funding for the Transitional Living Program nearly doubled from FY2001 to FY2002 (as shown below), but remained at about $40 million from FY2002 to FY2007. Although the TLP authorized services for pregnant and parenting teens, the Administration sought funds specifically to serve this population and Congress provided the increased funds to enable these youth to access TLP services. In FY2003, amendments to the Runaway and Homeless Youth Act (P.L. 108-96) specifically authorized TLP funds to be used for services targeted at pregnant and parenting teens at TLP centers known as Maternity Group Homes. The FY2004 through FY2008 appropriations reflect funding for the Maternity Group Homes as part of the TLP.

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[5] (...continued)
Human Services, Education and Related Agencies Appropriations Bill, FY2008, Report to accompany H.R. 3043, 110th Cong., 1st sess., H.Rept. 110-231 (Washington, GPO: 2007).

Table 1. Runaway and Homeless Youth Program Funding, FY2002-FY2008

($ in thousands)

Program	FY2001 Enacted	FY2002 Enacted	FY2003 Enacted	FY2004 Enacted	FY2005 Enacted	FY2006 Enacted[b]	FY2007 Enacted[b]	FY2008 Enacted[c]
BCP	48,338	48,288	48,298	49,171	48,786	48,265	48,298	52,860
TLP	20,740	39,736	40,505	40,260[a]	39,938[a]	39,511[a]	39,539[a]	43,268[a]
SOP	14,999	14,999	15,399	15,302	15,178	15,017	15,027	17,221
Total	84,127	103,023	104,202	104,733	103,902	102,793	102,864	113,349

Source: U.S. Department Health and Human Services, *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2003, p. H-48; *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2004, p. H-45; *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2005, p. H-89; *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2006, p. D-41; *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2007, p. D-41; and *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2008, pp. 92, 98; *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2009, p. D-42.

Note: BCP and TLP funding are distributed under the Consolidated Runaway and Homeless Youth Program. SOP funds are distributed separately.

a. Includes funding for the Maternity Group Home component.
b. The fourth Continuing Resolution for the FY2007 budget (P.L. 110-5) generally funded programs at their FY2006 levels. However, the FY2006 funding total for the RHYP was slightly lower than the FY2007 total because of an additional transfer of funds from the RHYP accounts to an HHS sub-agency.
c. The FY2008 appropriations includes a 1.7% across-the-board recession on Labor-HHS-Education programs. See page 346 of [http://www.rules.house.gov/110_fy08_omni.htm].

Who Are Homeless and Runaway Youth?

Defining the Population

There is no single federal definition of the terms "homeless youth" or "runaway youth." However, the U.S. Department of Health and Human Services relies on the definitions from the program's authorizing legislation and its accompanying regulations.[6] The Runaway and Homeless Youth Act defines homeless youth for purposes of the BCP as individuals under age 18 (or some older age if permitted by state or local law) who are unable to live in a safe environment with a relative and lack safe alternative living arrangements. For purposes of the TLP, homeless youth are individuals ages 16 through 22 who are unable to live in a safe environment with a relative and lack safe alternative living arrangements. Youth older than age 22 may

[6] The U.S. Departments of Education and Housing and Urban Development use definitions of homelessness that are different than those used by HHS. The U.S. Department of Justice uses a different definition for runaway youth. For some of these definitions, see CRS Report RL30442, *Homelessness: Targeted Federal Programs and Recent Legislation*, coordinated by Libby Perl.

participate if they entered the program before age 22 and meet other requirements.[7] The accompanying regulations further define homeless youth as being in need of services and shelter that provide supervision and care.[8] The act and regulations describe runaway youth as individuals under age 18 who absent themselves from their home or legal residence at least overnight without the permission of their parents or legal guardians.[9]

Although these current policy definitions are distinct, youth can be homeless *and* runaways. The American Medical Association's Council on Scientific Affairs argues that the distinctions between the two groups are artificial and may be counterproductive. Their report on this population concludes that most youth on the streets are both runaways and homeless because they have no home to which they are willing or able to return.[10]

Some definitions of runaway and homeless youth may include a sub-population known as "thrownaway" youth (or "push outs") who have been abandoned by their parents or have been told to leave their households. These youth may be considered part of the homeless population if they lack alternative living arrangements. However, the most recent federal study of *runaway* youth — the National Incidence Study of Missing, Abducted, Runaway, and Thrownaway Children-2 (NISMART-2) conducted by the U.S. Department of Justice — includes thrownaway youth in its estimates.[11] The study de-emphasizes distinctions between runaway and thrownaway populations because many youth experience both circumstances, and the categorization of a runaway or thrownaway episode frequently depends on whether information was gathered from the youth (who tend to emphasize the thrownaway aspects of the episode) or their care takers (who tend to emphasize the runaway aspects). Some definitions of runaway and homeless youth, including those used by HHS, include "street youth" because they lack shelter and live on the street and in other areas that increase the risk of sexual abuse, sexual exploitation, drug abuse, and prostitution.[12]

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[7] Prior to the enactment of the 2008 reauthorization law (P.L. 110-378), the law did not authorize an older age for youth to stay at a BCP- or TLP-funded site. Further, the law specified that youth ages 16 through 21 were eligible for the TLP program.

[8] 45 C.F.R. §1351.

[9] Ibid. The regulations reference "family" rather than "parent" or "legal guardian."

[10] American Medical Association Council of Scientific Affairs, "Health Care Needs of Homeless and Runaway Youths," *Journal of the American Medical Association*, v. 262, no. 10 (September 1989).

[11] U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, "Runaway/Thrownaway Children: National Estimates and Characteristics," by Heather Hammer, David Finkelhor, and Andrea J. Sedlak, *OJJDP NISMART Bulletin*, October 2002. At [http://www.missingkids.com/en_US/documents/nismart2_runaway.pdf]. (Hereafter U.S. Department of Justice, "Runaway/Thrownaway Children.")

[12] §42 U.S.C. 5732a.

Demographics

The precise number of homeless and runaway youth is unknown due to their residential mobility. These youth often eschew the shelter system for locations or areas that are not easily accessible to shelter workers and others who count the homeless and runaways.[13] Youth who come into contact with census takers may also be reluctant to report that they have left home or are homeless. Determining the number of homeless and runaway youth is further complicated by the lack of a standardized methodology for counting the population and inconsistent definitions of what it means to be homeless or a runaway.[14]

Differences in methodology for collecting data on homeless populations may also influence how the characteristics of the runaway and homeless youth population are reported. Some studies have relied on point prevalence estimates that report whether youth have experienced homelessness at a given point in time, such as on a particular day.[15] According to researchers that study the characteristics of runaway and homeless youth, these studies appear to be biased toward describing individuals who experience longer periods of homelessness.[16] The sample location may also misrepresent the characteristics of the population generally.[17] Surveying youth who live on the streets may lend to the perception that all runaway and homeless youth are especially deviant. Youth surveyed in locations with high rates of drug use and sex work, known as "cruise areas," tend to be older, to have been away from home longer, to have recently visited community-based agencies, and to be less likely to attend school than youth in "non-cruise areas."[18]

As discussed later in the report, the Runaway and Homeless Youth Protection Act (P.L. 110-378), which renewed the Runaway and Homeless Youth Program through FY2013, authorizes funding for HHS to conduct periodic studies of the incidence and prevalence of youth who have run away or are homeless.

Homeless Youth. A 1998 study in the American Journal of Public Health used the Centers for Disease Control and Prevention's (CDC) 1992 National Health Interview Survey of youth ages 12 to 17 to determine the number of those who were homeless.[19] In the survey, youth were asked whether, in the past 12 months, they had spent one or more nights in a specific type of shelter not intended to be a dwelling

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[13] Christopher L. Ringwalt et al., "The Prevalence of Homelessness Among Adolescents in the United States," *American Journal of Public Health*, vol. 88, no. 9 (September 1998), p. 1325. (Hereafter Ringwalt, "The Prevalence of Homelessness Among Adolescents.")

[14] Ibid.

[15] Ibid, pp. 1325-1326.

[16] Ibid.

[17] Andrea L. Witkin et al., "Finding Homeless Youth: Patterns Based on Geographical Area and Number of Homeless Episodes," *Youth & Society*, vol. 37, no. 1 (September 2005), pp. 62-63.

[18] Ibid.

[19] Ringwalt, "The Prevalence of Homelessness Among Adolescents," pp. 1326-1327.

place (i.e., in an abandoned building, public place, outside, underground, or in a stranger's home) or a youth or adult shelter. Based on their responses, researchers calculated that 5% of the population ages 12 to 17 — more than 1 million youth in a given year — experienced homelessness. The researchers concluded that the prevalence of staying at a particular dwelling place while homeless was constant across racial groups, socioeconomic status, youth who lived with both parents and those who did not, and youth who lived in cities of varying sizes. However, boys were more likely to experience homeless episodes, especially as these episodes related to sleeping in a shelter or outside.[20]

Measured characteristics of homeless youth vary depending on the source of the sample and methodology. Some evaluations of homeless youth indicate that gender representation varies across sample locations. Surveys from family shelters suggest either even numbers of females and males, or more females (see below for a discussion of the gender of youth using federally-funded Basic Center shelters).[21] Although studies tend to document that homeless youth generally reflect the ethnic makeup of their local areas, some studies show overrepresentation of racial or ethnic minorities relative to the community (black youth are overrepresented at the Basic Center shelters).[22] The history of homelessness among youth also varies by the sample location. Youth in shelters tend to have short periods of homelessness and have not experienced prior homeless episodes while youth living on the streets are more likely to demonstrate patterns of episodic (i.e., multiple episodes adding up to less than one year) or chronic homelessness (i.e., being homeless for one year or longer).[23]

Runaway and Thrownaway Youth. According to HHS's Substance Abuse and Mental Health Services Administration (SAMHSA), approximately 1.6 million youth (7 %) ages 12 to 17 had run away from home and slept on the street in a 12-month period (in 2002). These youth were more likely to be male (55%) than female, and nearly half (46%) were ages 16 or 17.[24] The NISMART-2, a study sponsored by the U.S. Department of Justice, estimates that 1.7 million youth under age 18 left home or were asked to leave home in 1999.[25] Of these youth, 68% were between the ages of 15 and 17. Males and females were equally represented in the population.

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[20] Ibid., p 1327.

[21] Marjorie J. Robertson and Paul A. Toro, "Homeless Youth: Research, Intervention, and Policy," *The 1998 National Symposium on Homeless Research*, (1998), pp. 1-2. At [http://aspe.hhs.gov/progsys/homeless/symposium/3-Youth.htm]. (Hereafter Robertson and Toro, "Homeless Youth: Research, Intervention, and Policy.")

[22] Ibid., p. 4.

[23] Ibid.

[24] U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, Office of Applied Statistics, National Survey on Drug Use and Health, *Substance Abuse Among Youth Who Had Run Away From Home*, 2002. At [http://www.oas.samhsa.gov/2k4/runAways/runAways.htm]. (Hereafter U.S. Department of Health and Human Services, *Substance Abuse Among Youth Who Had Run Away From Home*.)

[25] U.S. Department of Justice, "Runaway/Thrownaway Children," p. 7.

White youth made up the largest share of runaways (57%), followed by black youth (17%) and Hispanic youth (15%). Over half of all youth left home for one to six days, and 30% traveled more than one to 10 miles. An additional 30% traveled more than 10 to 50 miles. Nearly all (99%) runaway and thrownaway youth were returned to their homes. Another study estimates a somewhat smaller number of runaway youth — 1 million to 1.3 million.[26]

The National Center for Missing and Exploited Children (NCMEC) provides assistance to children believed to be missing, including runaways.[27] From 1990 to December 2007, case managers at NCMEC handled 114,679 cases (i.e., individual children), of which just under three quarters (82,810) involved endangered runaways.[28]

Factors Influencing Homelessness and Leaving Home

Youth most often cite family conflict as the major reason for their homelessness or episodes of running away. A literature review of homeless youth found that a youth's relationship with a step-parent, sexual activity, sexual orientation, pregnancy, school problems, and alcohol and drug use were strong predictors of family discord.[29] Of those callers who used the National Runaway Switchboard (a federally-sponsored call center for youth and their relatives involved in runaway incidents) nearly one third attributed family conflict as the reason for their call.[30] Runaway and homeless youth also describe abuse and neglect as common experiences. Over 20% of youth in the NISMART-2 reported being physically or sexually abused at home in the prior year or feared abuse upon returning home.[31] Gay and lesbian youth appear to be overrepresented in the homeless population, due often to experiencing negative reactions from their parents when they came out about their sexuality. In five studies of unaccompanied youth in mid-size and large cities, between 20% and 40% of respondents identified as gay or lesbian.[32]

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[26] Jan Moore, *Unaccompanied and Homeless Youth Review of Literature (1995-2005)*, National Center for Homeless Education, 2005, p. 6. At [http://www.cde.state.co.us/cdeprevention/download/pdf/Homeless%20Youth%20Review%20of%20Literature.pdf].

[27] NCMEC is funded by the Missing and Exploited Children's Program, administered by the Office of Juvenile Justice and Delinquency Prevention in the U.S. Department of Justice. For a discussion of the program, see CRS Report RL34050, *Missing and Exploited Children: Background, Policies and Issues*, by Adrienne L. Fernandes.

[28] National Center for Missing and Exploited Children, *NCMEC Quarterly Progress Report: October 1-December 31, 2007*, Submitted to the U.S. Department of Justice, January 23, 2008.

[29] Robertson and Toro, "Homeless Youth: Research, Intervention, and Policy," p. 5.

[30] National Runaway Switchboard, "NRS Call Statistics," at [http://www.nrscrisisline.org/news_events/call_stats.html].

[31] U.S. Department of Justice, "Runaway/Thrownaway Children," p. 8.

[32] Nicholas Ray, *Lesbian, Gay, and Transgender Youth: An Epidemic of Homelessness*, National Gay and Lesbian Task Force and National Coalition for the Homeless, 2006, pp.

(continued...)

Youth in Foster Care. Youth who run away often have a history of involvement in the foster care system. On the last day of FY2006, states reported over 12,000 (just over 2%) foster children as "runaways."[33] A study of youth who ran away from foster care between 1993 and 2003 by the Chapin Hall Center for Children (University of Chicago) found that the average likelihood of an individual running away from foster care placements increased over this time period.[34] Youth questioned about their runaway experiences cited three primary reasons why they ran from foster care. First, they wanted to reconnect or stay connected to their biological families even if they recognized that their families were neither healthy nor safe. Second, youth wanted to express their autonomy and find normalcy among sometimes chaotic events. Many youth explained that they already felt independent because they had taken on adult responsibilities beginning at a young age. Third, youth wanted to maintain surrogate family relationships with non-family members. Youth in the study were more likely than their foster care peers to abuse drugs and to have certain mental health disorders.

Youth who experience foster care are also vulnerable to homelessness after emancipating from the child welfare system. Each year about 26,500 youth "age out" of foster care, many of whom lack the proper supports to successfully transition to adulthood.[35] Only about two-fifths of eligible foster youth receive independent living services.[36] Of those youth who do receive services, few have adequate housing assistance. Research on youth who emancipate from foster care suggests a nexus between foster care involvement and later episodes of homelessness. In a study of 21-year-olds who had emancipated from foster care in three states, approximately 18% had experienced homelessness since leaving care.[37] A national study of former foster youth found the percentage of the population who experienced homelessness to be much higher — 25%.[38]

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[32] (...continued)
12-14. At [http://www.thetaskforce.org/downloads/reports/reports/HomelessYouth.pdf].

[33] U.S. Department of Health and Human Services, *AFCARS Report #14 (Preliminary Estimates for FY2005)*. January 2008. At [http://www.acf.hhs.gov/programs/cb/stats_research/afcars/tar/report14.htm]. (Hereafter U.S. Department of Health and Human Services, *AFCARS Report #14*.)

[34] Mark E. Courtney et al., "Youth Who Run Away from Out-of-Home Care," *Chapin Hall Center for Children Issue Brief*, no. 103 (March 2005), p. 2. At [http://www.chapinhall.org/article_abstract.aspx?ar=1382].

[35] U.S. Department of Health and Human Services, *AFCARS Report #14*.

[36] Mark E. Courtney and Darcy Hughes Heuring. "The Transition to Adulthood for Youth 'Aging Out' of the Foster Care System" in Wayne G. Osgood et al., eds., *On Your Own Without a Net: The Transition to Adulthood for Vulnerable Populations* (Chicago: The University of Chicago Press, 2005), pp. 27-32. (Hereafter Courtney and Huering, "Youth 'Aging Out' of the Foster Care System.")

[37] Mark E. Courtney et al., *Midwest Evaluation of the Adult Functioning of Former Foster Youth*: *Outcomes at Age 21*, Chapin Hall Center for Children, University of Chicago, December 2007, p. 16. At [http://www.chapinhall.org/article_abstract.aspx?ar=1355].

[38] Ronna Cook, Esther Fleischman, and Virginia Grimes, *A National Evaluation of Title IV-*
(continued...)

Risks Associated with Running Away and Homelessness

Runaway and homeless youth are vulnerable to multiple problems while they are away from a permanent home, including untreated mental health disorders, drug use, and sexual exploitation. In a 1996 evaluation of street youth (ages 13 to 17) in a Hollywood cruise area, about one quarter met clinical criteria for major depression compared to 10% or less of their peers in the general population.[39] However, youth who live on the streets in cruise areas may experience greater challenges than other homeless and runaway youth who stay in other locations. Another study that compared rates for many mental disorders between homeless youth and the general youth population concluded that they were similar, although homeless youth had significantly higher rates of disruptive behavior disorders.[40]

Drug use also appears prevalent among the runaway and homeless youth population. The SAMHSA study found that nearly 30% had used marijuana and almost one quarter used any illicit drug other than marijuana.[41] NISMART-2 reported that 17% of runaway youth used hard drugs (not defined) and 18% were in the company of someone known to be abusing drugs when they were away from home.[42] Runaway and homeless youth are also vulnerable to sexual abuse and exploitation, and are at high risk for contracting sexually transmitted diseases. Some youth resort to illegal activity including stealing, prostitution, and selling drugs for survival. Runaway and homeless youth report other challenges including poor health and the lack of basic provisions such as food.[43]

Evolution of Federal Policy

Prior to the passage of the 1974 Runaway Youth Act (Title III, Juvenile Justice and Delinquency Prevention Act of 1974, P.L. 93-415), federal policy was limited in the area of runaway and homeless youth. If they received any services, most such youth were served through the local child welfare agency, juvenile justice court system, or both. The 1970s marked a shift to a more rehabilitative model for assisting youth who had run afoul of the law, including those who committed status offenses (i.e., running away). During this period, Congress focused increasing attention on

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[38] (...continued)
E Foster Care Independent Living Programs for Youth, Phase 2 Final Report, vol. 1 (1991), Westat, pp. 4-11.

[39] Robertson and Toro, "Homeless Youth: Research, Intervention, and Policy," p. 7. The clinical criteria are found in the Diagnostic and Statistical Manual of Mental Disorders, 3rd Revision, published by the American Psychiatric Association, a handbook used most often to diagnose mental disorders in the United States.

[40] Ibid.

[41] U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, *Substance Abuse Among Youth Who Had Run Away From Home*.

[42] U.S. Department of Justice, "Runaway/Thrownaway Children," p. 8.

[43] Robertson and Toro, "Homeless Youth: Research, Intervention, and Policy," p. 10.

runaways and other vulnerable youth due, in part, to emerging sociological models to explain why youth engaged in deviant behavior. The first runaway shelters were created in the late 1960s and 1970s to assist them in returning home. The landmark Runway Youth Act of 1974 decriminalized runaway youth and authorized funding for programs to provide shelter, counseling, and other services. Since 1974, Congress has expanded the services available to both runaway youth and homeless youth. **Figure 1** traces the evolution of federal runaway and homeless youth policy.

Early Years: 1930s-1960s

Federal Legislation on Homeless Youth. The federal government first addressed the problem of youth homelessness during the Great Depression when it established programs to provide relief services for children and youth, often accompanied by their families, who left home to find work and became homeless. The estimated number of homeless individuals in 1933 was two million to five million, of whom 20% to 30% were boys.[44] Mayors at this time reported that the transient and homeless populations in their cities were sometimes fed, pushed on to other cities, or placed in jail.

In response to the influx of homeless adults and youth to the nation's cities, the Federal Transient Relief Act of 1933 established a Transient Division within the Federal Transient Relief Administration to provide relief services through state grants. Also in 1933, the Civilian Conservation Corps opened camps and shelters for more than one million low-income older youth. In 1935, President Franklin Roosevelt created the National Youth Administration by executive order to open employment bureaus and provide cash assistance to poor college and high school students. Together, these programs helped to reduce the number of homeless and transient youth. According to the July 1935 Federal Transient Relief Act's Monthly Report, 50,000 young people were homeless and/or transient at that time.[45] The Transient Division was disbanded shortly thereafter.

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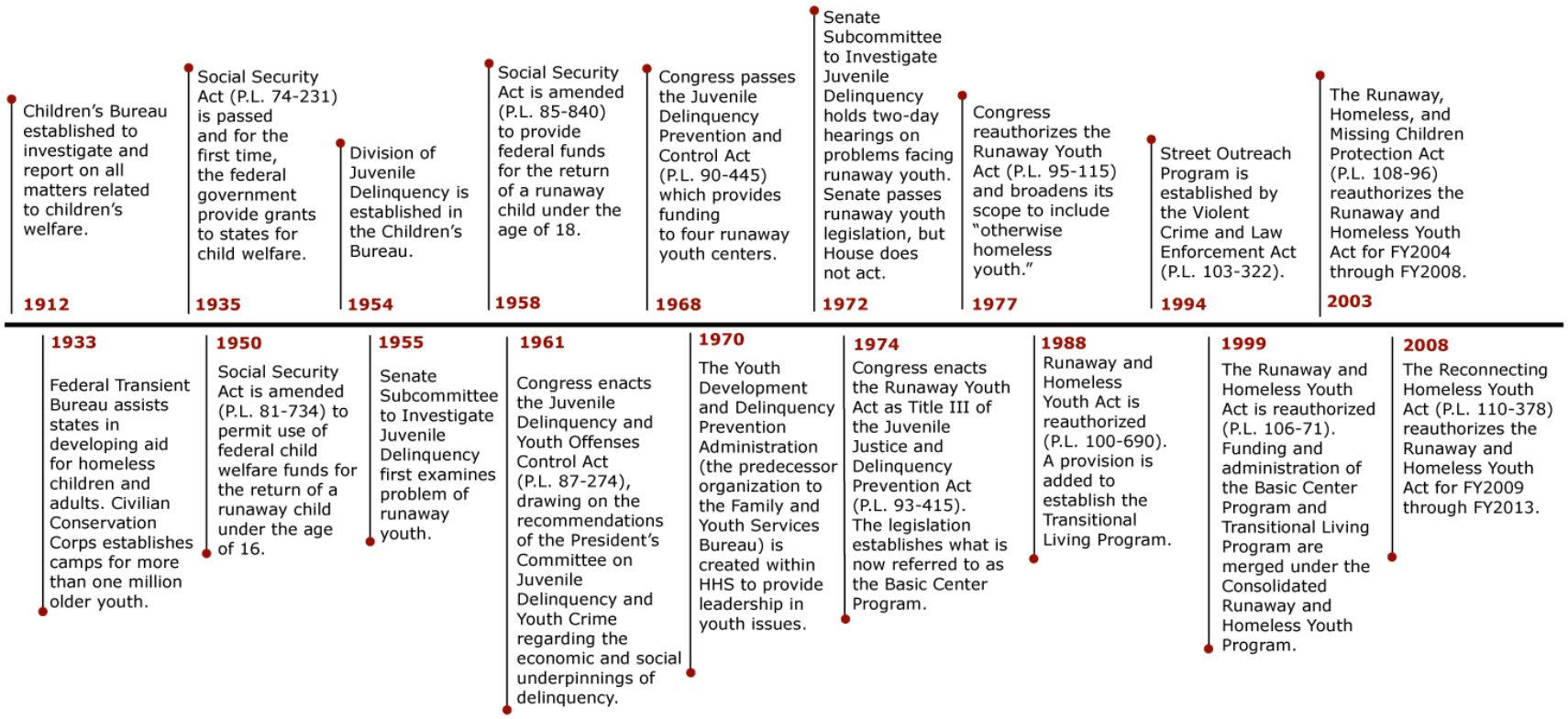
[44] Eric Beecroft and Seymour Janow, "Toward a National Policy for Migration," *Social Forces*, vol. 16, no. 4 (May 1938), p. 477. (Hereafter Beecroft and Janow, "Migration.")

[45] Ibid., 477.

Figure 1. Evolution of Federal Runaway and Homeless Youth Policy, 1912-2008



Source: Created by the Congressional Research Service.

Federal Legislation on Runaway Youth. Homeless youth were generally considered a problem that had ended after the Great Depression, but youth running away from home was emerging as a more serious issue. At about the same time the federal government withdrew funding for homeless and transient youth services provided during the Great Depression, it enacted, for the first time, separate and unrelated legislation to assist vulnerable youth — including runaways — through state grants. As originally enacted, the Social Security Act of 1935 (P.L. 74-231) authorized indefinite annual funding of $1.5 million for states to establish, extend, and strengthen public child welfare services in "predominately rural" or "special needs" areas. For purposes of this program (now at Title IV-B, Subpart 1 of the Social Security Act), these were described as services "for the protection and care of homeless, dependent, and neglected children, and children in danger of becoming delinquent."[46] In 1950 (P.L. 81-734), Title IV-B was amended to allow state grants to be used to pay the cost of returning a runaway child under the age of 16 to his or her home state from another state. In 1958, the program was again amended (P.L. 85-840) to increase the age of runaways who could receive this aid to 18 and to include 15 days of maintenance (i.e., room and board) for each child in cases where the costs could not be met by his or her parents or the agency institution legally responsible for the care of that child.

The passage of the 1961 Juvenile Delinquency and Youth Offenses Control Act (P.L. 87-274) focused on the environmental and underlying sociological factors of deviant behavior among youth. Unaccompanied minors on the street fit the image of troubled, and potentially delinquent youth. This image was further entrenched as some runaway youth joined the Counterculture Movement of the 1960s.[47] The first runaway centers (Huckleberry House in San Francisco, the Runaway House in Washington, D.C., and branch offices of the Young Women's Christian Association and Traveler's Aid Society) opened during the late 1960s to provide shelter, counseling, and other services to youth and their families. The centers received little, if any, federal funds, and relied primarily on the donations of churches and other non-governmental organizations.

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[46] In 1962 (P.L. 87-543), child welfare services were formally defined under Title IV-B as "public social services which supplement, or substitute for parental care and supervision for the purpose of (1) remedying or assisting in the solution of problems which may result in, the neglect abuse, exploitation, or delinquency of children, (2) protecting and caring for homeless, dependent, or neglected children, (3) protecting and promoting the welfare of children, including the strengthening of their own homes where possible or, where needed, the provision of adequate care of children away from their homes in foster family homes or day-care or other child-care facilities." P.L. 109-288 (2006) removes reference to homeless youth.

[47] Karen M. Staller, "Constructing the Runaway and Homeless Youth Problem: Boy Adventurers to Girl Prostitutes, 1960-1978," *Journal of Communication*, vol. 53, no. 2 (2003), p. 331.

The Runaway Youth Act of 1974

Concerned that an increasing number of runaway youth were entering the juvenile justice system, the Subcommittee to Investigate Juvenile Delinquency of the Senate Judiciary Committee conducted hearings on runaway youth in 1972 to explore the problems facing this population.[48] Testimony from government officials, youth workers, and community leaders focused on the lifestyles of youth, as well as their interaction with police and increasing reliance on runaway centers. Runaway youth were concentrated in areas like the Haight District in San Francisco and New York City's Greenwich Village, often staying in filthy, overcrowded houses (known as "pads") with other youth and adults. Police officers routinely sent unaccompanied youth to juvenile detention centers. The few runaway centers operating in the early 1970s were underfunded, understaffed, and unable to help youth cope with the reasons they ran away. A fractured home life and problems with school were most often cited as motivation for leaving home. Youth who ran away because they were abused or neglected were not always placed under the protection of the state. These youth, like most runaways, had to secure permission from their parents to stay overnight at a runaway center.

The subcommittee also heard testimony regarding the need to establish and federally fund programs to assist runaway youth. At the time, states could only use Social Security Title IV-B funds for runaway youth to return them to their state of origin (not for intrastate transfer). Other federal funding streams that targeted runaway youth were also limited. The Juvenile Delinquency Prevention and Control Act of 1968 (P.L. 90-445) authorized funding for approximately four runaway centers from 1968 to 1972. The primary purpose of the legislation was to provide assistance to courts, correctional systems, schools, and community agencies for research and training on juvenile justice issues.

Although the Senate reacted to the hearings by passing legislation to assist runaway youth, the House did not act. However, two years later, in 1974, Congress passed the Runaway Youth Act as Title III of the Juvenile Justice and Delinquency Prevention Act (JJDPA, P.L. 93-415). A total of $10 million for each fiscal year, FY1975 through FY1977, was authorized to provide temporary shelter, family counseling, and after-care services to runaway youth and their families through what is now referred to as the Basic Center Program. To receive funding under Title III, states had to decriminalize runaway youth and provide services outside of the juvenile justice system. The legislation also included a provision requiring a comprehensive statistical survey of runaway youth.

Expanding the Scope of the Act

Through the Juvenile Justice Amendments to the JJDPA in 1977 (P.L. 95-115), Congress reauthorized the Runaway Youth Act for FY1978 and expanded its scope to include homeless youth. Such youth became eligible for services provided through

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[48] U.S. Congress, Senate, Committee on the Judiciary, Subcommittee to Investigate Juvenile Delinquency, *Juvenile Delinquency*, 92nd Cong., 1st sess., January 13-14, 1972 (Washington: GPO, 1972).

the Basic Center Program. Two other programs were later added that targeted specific sub-populations of runaway and homeless youth. Congress established the Transitional Living Program through the Anti-Drug Abuse Act of 1988 (P.L. 100-690) to meet the needs of older youth ages 16 to 21. The impetus for passing the legislation was the success of demonstration transitional living projects in the 1980s. The other major program, the Street Outreach Program, was created in 1994 by the Violent Crime Control and Law Enforcement Act of 1994 (P.L. 103-322). The purpose of the program is to serve homeless youth living on the streets. The Runaway and Homeless Youth Act was most recently reauthorized by the Reconnecting Homeless Youth Act of 2008 (P.L. 110-78), which extended the program's funding authorization through FY2013.

Funding and Description of the Runaway and Homeless Youth Program

Federal Administration and Funding

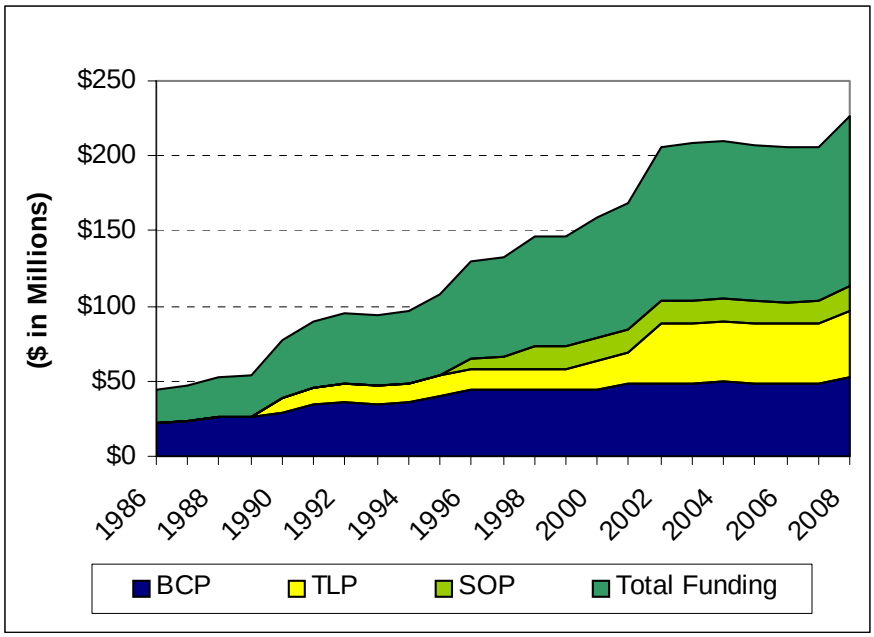
The Runaway and Homeless Youth Program is administered by the Family and Youth Services (FYSB) Bureau within HHS's Administration for Children and Families (ACF). The funding streams for the Basic Center Program and Transitional Living Program were separate until Congress consolidated them in 1999 when RHYA was reauthorized by the Missing, Exploited, and Runaway Children Protection Act (P.L. 106-71). Under current law, 90% of the federal funds appropriated under the authorization must be used for the Basic Center Program and Transitional Living Program. Of this amount, 45% is reserved for the BCP and no more than 55% is reserved for the TLP. The remaining share of federal funding is allocated for (1) a national communication system to facilitate communication between service providers, runaway youth, and their families; (2) training and technical support for grantees; (3) evaluations of the programs; and (4) HHS efforts to coordinate with other federal agencies on matters relating to the health, education, employment, and housing of these youth. Together, these programs — along with other program activities, except the Street Outreach Program — are known as the Consolidated Runaway and Homeless Youth Program. Although the Street Outreach Program is a separately funded component, SOP services are coordinated with those provided under the BCP and TLP.

The 2008 reauthorization law (P.L. 110-378) authorized $140 million for FY2009 and such sums as may be necessary for the Consolidated Runaway and Homeless Youth Program for FY2010 through FY2013. P.L. 110-378 authorized the Street Outreach Program to receive $25 million for FY2009 and such sums as may be necessary for FY2010 through FY2013. P.L. 110-378 also authorized funding for HHS to periodically conduct incidence and prevalence studies of runaway and homeless youth. The studies are authorized to receive such sums as may be necessary for FY2009 through FY2013.

Figure 2 provides the program funding levels from FY1986 through FY2008 for the BCP and from FY1990 and FY1996, for the TLP and SOP, respectively,

through FY2008. No final action has been taken to appropriate FY2009 funding for the Runaway and Homeless Youth Program.

Figure 2: Runaway and Homeless Youth Program Funding, FY1986 through FY2008



Source: Congressional Research Service.

Basic Center Program

Overview. The Basic Center Program is intended to provide short-term shelter and services for youth and their families through public and private community-based centers. Youth eligible to receive BCP services include those youth who are at risk of running away or becoming homeless (and may live at home with their parents), or have already left home, either voluntarily or involuntarily. To stay at the shelter, youth must be under age 18, or, as added by the 2008 reauthorization act (P.L. 110-378), an older age if the BCP center is located in a state or locality that permits this higher age. Some centers may serve homeless youth older than 18 through street-based services, home-based services, and drug abuse education and prevention services.

BCP centers were designed to provide these services outside of the law enforcement, juvenile justice, child welfare, and mental health systems. For FY2007, the program supported approximately 336 BCP shelters in all 50 states, America Samoa, Guam, and Puerto Rico.[49] These centers, which generally shelter as many as

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[49] U.S. Department Health and Human Services, *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2009, p. D-38. According to (continued...)

20 youth are located in areas that are frequented or easily reached by runaway and homeless youth. The shelters seeks to reunite youth with their families, whenever possible, or to locate appropriate alternative placements. They also provide food, clothing, individual or group and family counseling, and health care referrals. Youth may stay in a center continuously up to 21 days and may re-enter the program multiple times.[50]

BCP grantees — community-based public and private organizations — must make efforts to contact the parents and relatives of runaway and homeless youth. Grantees are also required to establish relationship with law enforcement, health and mental health care, social service, welfare, and school district systems to coordinate services. Centers maintain confidential statistical records of youth (including youth who are not referred to out-of-home shelter services) and the family members. The centers are required to submit an annual report to HHS detailing the program activities and the number of youth participating in such activities, as well as information about the operation of the centers.

HHS evaluates BCP organizations using the Basic Center Program Performance Standards, which relate to how well the needs of runaway and homeless youth and their families are being met. Nine of these standards address service components (i.e., outreach, individual intake process, and recreational programs) and six focus on administrative functions or activities (i.e., staffing and staff development, reporting, and individual client files).

Funding. BCP grants are allocated by formula to each state, the District of Columbia, and Puerto Rico and are then distributed (by HHS) on a competitive basis to community-based organizations. The amount of BCP funding available is based on the jurisdiction's proportion of the nation's youth under age 18, and under the law, these jurisdictions receive a minimum of $200,000. Pursuant to the 2008 reauthorization act (P.L. 110-378), HHS is to reallot any funds from one state to other states that will not be obligated before the end of a fiscal year. Separately, each of the territories (U.S. Virgin Islands, Guam, America Samoa, and the Northern Mariana Islands) receive a minimum of $70,000 of the total appropriations. (Prior to the enactment of P.L. 110-378, the states were to receive a minimum of $100,000 and territories received a minimum of $45,000.) Congress appropriated $48.3 million for the BCP in FY2006. See **Appendix Table A-1** for the amount of funding allocated for each state in FY2007 and FY2008.

The costs of the Basic Center Program are shared by the federal government (90%) and grantees (10%). Community-based organizations apply directly to the federal government for the BCP grants. Grants may be awarded for up to three years.

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[49] (...continued)
the ACF budget justification, the Northern Mariana Islands and Virgin Islands do not have Basic Center Program grantees, although FY2008 funds are available for new awards to the territory, if desired.

[50] Prior to the enactment of the 2008 reauthorization law (P.L. 110-378), youth could stay at a BCP center for up to 15 days, as authorized under rules promulgated by HHS. See 45 C.F.R. 1351.1(a).

Funding priority is given to organizations that have demonstrated experience in providing services to runaway and homeless youth, and to those who apply for less than $200,000 in funding per fiscal year. Funding for the second and third year, however, depends on the availability of funds and the grantee's satisfactory performance.

Youth in the Program. BCP grantees serve only a fraction of the more than one million youth who run away or are homeless. According to the FY2007 NEO-RHYMIS report of all grantees, 43,857 youth used BCP services (about 48,400 youth used BCP services in FY2006).[51] Of these youth, 23,618 (53.9%) were female and 20,239 (46.1%) were male (nearly the same percentages as in FY2005 and FY2006). As **Figure 3** shows, the greatest percentage of youth served were ages 15 and 16. The centers also served youth younger than 12 and older than 18. The proportions of youth in each age category were nearly the same as they were in FY2005 and FY2006.

Youth who visited the centers represented a variety of ethnic and racial backgrounds (see **Figure 4**). Although white youth made up the majority of the youth served, black and American Indian youth were overrepresented compared to their share of the general population.[52] Black youth comprised more than one-third of the BCP population in FY2007, but made up 15% of the 10-to-19-year-old population. Similarly, Native American youth comprised about 4% of the BCP population, but are about 1% of the American population ages 10 to 19. Notably, however, not all minorities are overrepresented. The share of Asian youth who used RHY services (1%) in FY2007 is well below their share in the population (3.5%). Hispanic youth are also underrepresented in the population. Hispanic youth of any race comprised just over 16% of the BCP population (not shown in the figure), but are approximately 18% of the general population. The percentages of youth in each racial and ethnic group are almost identical to those reported in the previous two fiscal years.

According to NEO-RHYMIS, at the time of their entrance to the BCP shelters in FY2007, about 70% of youth had lived with their parents. About 60% attended school regularly; however, nearly 20% attended irregularly. Approximately 7.7% had dropped out and the balance of youth had graduated, obtained a GED, were suspended or expelled, or did not know their school status. The greatest share of youth were referred to the shelters by their parents, followed by referrals from law enforcement agencies, self-referrals, referrals by schools, and referrals by child

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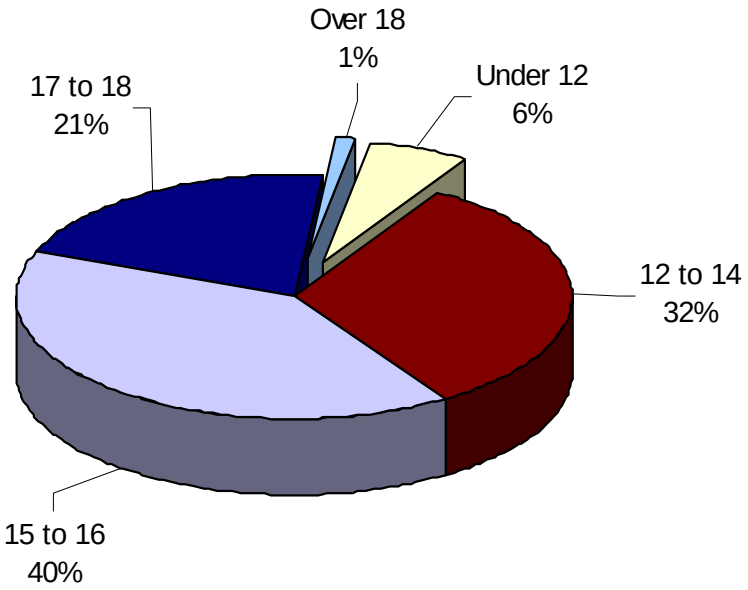
[51] Data on youth served by the BCP, TLP, and SOP are provided in HHS's NEO-RHYMIS reporting system. See [https://extranet.acf.hhs.gov/rhymis/custom_reports.html]. The NEO-RHYMIS (that is, National Extranet Optimized Runaway and Homeless Youth Management Information System) is explained in the section below on Congressional Oversight. According to the NEO-RHMIS administrator, all BCP, TLP, and SOP grantees reported data for FY2007 (based on December 5, 2007, correspondence with the administrator).

[52] Based on Congressional Research Service analysis of U.S. Census Bureau, Census 2000 Summary File 1, *Table 1: Total Population by Age, Race and Hispanic or Latino Origin for the United States: 2000.* At [http://www.census.gov/population/cen2000/phc-t9/tab01.xls].

protective services. Nearly all (85.4%) youth received counseling. Youth also received basic support (not defined), life skills training, education, and substance abuse prevention treatment, among other services at the shelters. Upon exiting, most youth (65.2%) planned to live with their parents. However, youth were also exiting to a relative or friend's home (7.8%), the street (5.9%), and foster care (3.6%). Approximately 4% of youth did not know where they would live upon exiting. These proportions are about the same as they were for FY2005 and FY2006. The remaining youth exited to a shelter, another private residence, or a residential program, among other arrangements.

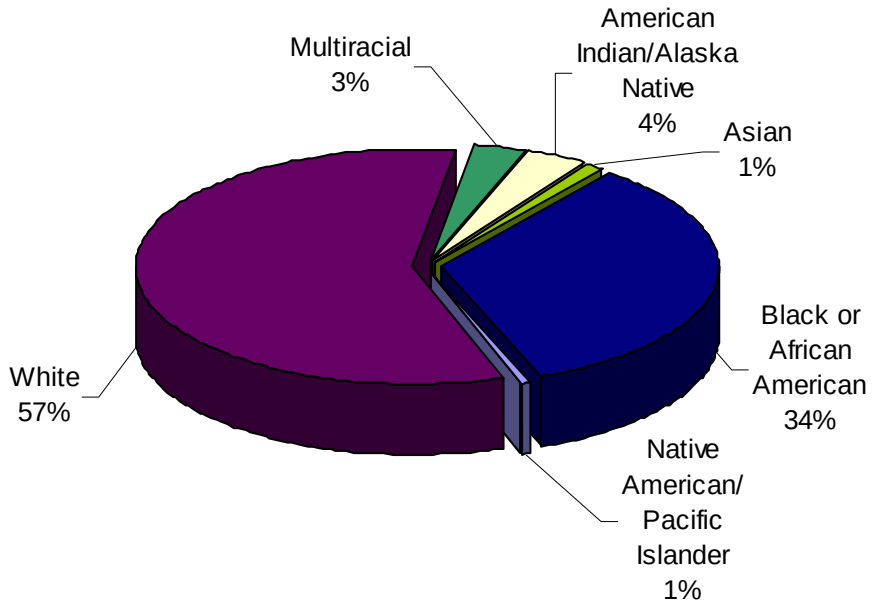
As in FY2005 and FY2006, the issues of concern most cited by youth at the time of exiting, in order of frequency, were family dynamics, education, housing, mental health, and alcohol and drug abuse. Almost nine out of 10 youth cited family dynamics as the major issue. Finally, in FY2007, BCP shelters reported turning away 4,039 youth by phone and 331 youth in person due to a lack of bed space.

Figure 3. Age of Youth Served by the Basic Center Program, FY2007



Source: Congressional Research Service analysis of NEO-RHYMIS data.
Note: Based on data from 43,857 youth.

Figure 4. Race of Youth Served by the Basic Center Program, FY2007



Source: Congressional Research Service analysis of NEO-RHYMIS data.
Note: Based on data from 40,210 youth. More than 3,600 youth did not provide information about their race. Consistent with the Census Bureau classification of ethnicity and race, Hispanic youth can be of any race.

Transitional Living Program

Overview. Recognizing the difficulty that youth face in becoming self-sufficient adults, the Transitional Living Program provides longer-term shelter and assistance for youth ages 16 through 22 (including pregnant and/or parenting youth) who may leave their biological homes due to family conflict, or have left and are not expected to return home. In FY2007, 190 organizations received TLP grants.[53] All but five states (Idaho, Nevada, New Hampshire, North Dakota, and Wyoming), Guam, Puerto Rico, and the U.S. Virgin Islands appear to have at least one TLP grantee.[54]

Each TLP grantee may shelter up to 20 youth at host family homes, supervised apartments owned by a social service agency, or scattered-site apartments, and single-occupancy apartments rented directly with the assistance of the agency. The 2008 appropriations law (P.L. 110-278) continues to allow youth to remain at TLP projects for up to 540 days (18 months) or longer for youth under age 18 and adds that a youth ages 16 through 22 may remain in the program for a continuous period of 635 days

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[53] U.S. Department Health and Human Services, *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2009, pp. D-38.

[54] See "Locate a TLP Program" on the Family and Youth Services website at [http://www.acf.hhs.gov/programs/fysb/content/youthdivision/programs/locate.htm].

(approximately 21 months) under "exceptional circumstances." This term means circumstances in which a youth would benefit to an unusual extent from additional time in the program. The new law further authorizes that a youth in a TLP who has not reached age 18 on the last day of the 635-day period may, in exceptional circumstances and if otherwise qualified for the program, remain in the program until his or her 18th birthday.

Youth receive several types of services at TLP-funded programs:

- basic life-skills training, including consumer education and instruction in budgeting and housekeeping;
- interpersonal skill building;
- educational preparation, such as GED courses and post-secondary training;
- assistance in job preparation and attainment;
- education and counseling on substance abuse; and
- mental and physical health care services.

TLP centers develop a written plan designed to help transition youth to independent living or another appropriate living arrangement, and they refer youth to other systems that can coordinate to meet their educational, health care, and social service needs. The grantees must also submit an annual report to HHS that includes information regarding the activities carried out with funds and the number and characteristics of the homeless youth.

Funding. TLP grants are distributed competitively by HHS to community-based public and private organizations for five-year periods. Congress appropriated $39.5 million in FY2007 for the program. Grantees must provide at least 10% of the total cost of the program.

Youth in the Program. For FY2007, NEO-RHYMIS reported that the Transitional Living Program served 3,662 youth (compared to 3,637 youth in FY2006). Of these youth, about 60% were female and 40% were male. Approximately 59% were ages 18 or younger and 41% were ages 19 to 21. About half of the youth were white, 40% were black, and the remaining youth identified as American Indian (4.0%), Asian (9.0%), Native Hawaiian or Pacific Islander (0.7%), or multi-racial (3.8%). Black, American Indian, and Native Hawaiian or Pacific Islander youth were overrepresented, compared to their share of the general population ages 15 to 24.[55] These demographics are consistent with data from FY2005 and FY2006.

Also in FY2007, about one-third of youth in the TLP attended school regularly; almost 23% had dropped out; 22% had graduated from high school; and nearly 8% obtained a GED. The remaining youth either were suspended or expelled, or did not

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[55] Based on Congressional Research Service analysis of U.S. Census Bureau, Census 2000 Summary File 1, *Table 1: Total Population by Age, Race and Hispanic or Latino Origin for the United States: 2000*. At [http://www.census.gov/population/cen2000/phc-t9/tab01.xls].

know their school status. According to the FY2007 NEO-RHYMIS report, prior to living at the TLP shelter, youth lived in a variety of locations: the homes of their friends and relatives (25.0%) or parents (19.0%), on the street as a runaway or homeless youth (7.5%), and a BCP shelter (6.6%), among other locations. Youth most often self-referred or were referred to the TLP by a relative or friend. While at the TLP shelter, over three-quarters of youth received counseling, basic support (not defined), life skills training, and employment services, including other services.[56] As in FY2005 and FY2006, youth identified housing, family dynamics, unemployment, education, mental health, and alcohol or drug abuse most frequently as issues of concern upon exiting. Youth reported that at exit, they would live with friends or relatives (26.9%), independently (25.5%), and with their parents (16.1%), among other situations. About 9% did not know where they would live.

In FY2007, about 1,900 youth were turned away from the TLP by telephone and 55 were turned away in person due to a lack of bed space.

Outcomes of Youth in the TLP. Efforts are currently underway at HHS to learn more about the youth who are served by the Transitional Living Program. In August 2007, HHS approved a sub-contract to Abt Associates to conduct an evaluation of the TLP at select grantee sites.[57] The study seeks to describe the outcomes of youth who participate in the program and to isolate and describe factors that may have contributed to their successes or challenges, including service delivery approaches, personal characteristics, and local circumstances. HHS (through the Family and Youth Services Bureau) and Abt researchers have conducted three site visits to TLP grantees (in Dallas, Texas; Portland, Oregon; and Wichita, Kansas) and a series of consultations with HHS and outside experts to inform the design of the study.

FYSB has not yet selected the TLP survey sites for the study itself; however, the sites will likely have extensive experience working with runaway and homeless youth and have been awarded continuous TLP funding for at least three years after the survey commences. These sites will work to ensure that after receiving training, staff will be sufficiently capable of administering the survey instruments. The sites will also need to be large enough to capture an adequate sample size.

Youth participants will complete surveys at entry and while receiving services through a survey administered by their TLP programs. They will also complete surveys for up to one year after leaving the program. Youth will self-report the data to a website six months and twelve months after exiting. Evaluators will compare the individual outcomes of each youth to his or her benchmark data. The youth surveys are pending executive branch review, and FYSB expects to begin collecting the data by the end of calendar year 2008. FYSB anticipates making preliminary information available before the last surveys are completed. Further, FYSB expects to maintain the self-reporting website indefinitely as a means of tracking TLP graduates after the formal study is complete.

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[56] The average length of youth's stay in the TLP is not available.

[57] Based on correspondence with the Department Health and Human Services on March 28, 2008.

HHS issued a proposed information collection request for public comment about the evaluation in the *Federal Register* on August 25, 2008.[58]

Maternity Group Homes. For FY2002, the Administration proposed a $33 million initiative to fund Maternity Group Homes — or centers that provide shelter to pregnant and parenting teens who are vulnerable to abuse and neglect — as a component of the TLP. Congress did not fund the initiative as part of its FY2002 appropriation. However, that year Congress provided additional funding to the TLP to ensure that pregnant and parenting teens could access services (H.Rept. 107-372). A total of $39.7 million was appropriated for the TLP, which included an additional $19.2 million over the FY2001 TLP appropriation to ensure that funds would be available to assist pregnant and parenting teens.

The 2003 amendments to the Runaway and Homeless Youth Act (P.L. 108-96) provided statutory authority to use TLP funds for Maternity Group Homes. For FY2003 through FY2006, the President requested annual funding of $10 million for such homes, separate from the funding for the TLP grants. Congress again did not appropriate separate funds for the program, though funding remained stable at approximately $40 million for the TLP. The Administration's FY2007 budget request sought to implement a $4 million voucher program for 100 pregnant and parenting youth, but no legislation to implement this was proposed or considered during the 109th Congress, and the Administration's FY2008 and FY2009 budgets do not request funding for such a proposal.[59]

Since FY2002, funding for adult-supervised transitional living arrangements that serve pregnant or parenting women ages 16 to 21 and their children has been awarded to organizations that receive TLP grants. Currently, an estimated one-third of TLP grants fund Maternity Group Homes.[60] These organizations provide youth with parenting skills, including child development education; family budgeting; health and nutrition, and other skills to promote their well-being and the well-being of their children.

Street Outreach Program

Overview. Runaway and homeless youth living on the streets or in areas that increase their risk of using drugs or being subjected to sexual abuse, prostitution, or sexual exploitation are eligible to receive services through the Street Outreach Program. The program's goal is to assist youth in transitioning to safe and appropriate living arrangements. SOP services include the following:

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[58] U.S. Department of Health and Human Services, Administration for Children and Families, "Proposed Information Collection Activity; Comment Request," 73 Federal Register 50022, August 25, 2008. Comments are due October 25, 2008.

[59] ACF staff stated in correspondence with the Congressional Research Service on March 9, 2007, that HHS does not plan to create a voucher program for pregnant and parenting youth.

[60] U.S. Congress, House Committee on Education and the Workforce, *Runaway, Homeless, and Missing Children Protection Act*, report to accompany H.R. 1925, 108th Cong., 1st sess., H.Rept. 108-118 (Washington: GPO, 2003), p. 9.

- treatment and counseling;
- crisis intervention;
- drug abuse and exploitation prevention and education activities;
- survival aid;
- street-based education and outreach;
- information and referrals; and
- follow-up support.

Funding. The SOP is funded separately from the BCP and TLP and is authorized to receive such sums as may be necessary. Since FY1996, when funding for the Street Outreach Program was first provided, community-based public and private organizations have been eligible to apply for SOP grants. Grants are generally awarded for a three-year period, and grantees must provide 10% of the funds to cover the cost of the program. Applicants may apply for a $100,000 grant each year for a maximum of $200,000 over that period. Approximately $15 million was appropriated to fund 136 grantees in FY2007, many of which operate in coordination with BCPs and TLPs.[61] HHS anticipates that 156 projects will be funded in FY2008.

Youth in the Program. According to FY2007 NEO-RHYMIS data, street workers with the grantee organizations made 661,286 contacts with street youth (down from 696,146 contacts in FY2006). Of those youth, most received written materials about referral services, health and hygiene products, and food and drink items.

Incidence and Prevalence Studies

The 2008 reauthorization law (P.L. 110-378) seeks to determine the number of youth who have run away or are homeless by requiring HHS to estimate at five year intervals — beginning within two years of the enactment of the law (October 8, 2010) — the incidence and prevalence of the runaway and homeless youth population ages 13 to 26. The law also directs HHS to assess the characteristics of these youth. HHS is required to conduct a survey of and direct interviews with a representative sample of the youth to determine past and current socioeconomic characteristics, barriers to obtaining housing and other services, and other information HHS determines useful, in consultation with states and other entities concerned with youth homelessness. HHS is to consult with the federal Interagency Council on Homelessness regarding the study overall. The study must be submitted to the House Education and Labor Committee and Senate Judiciary Committee and made available to the public.

The new law does not specify the methodology for carrying out the studies, except to say that HHS should make the estimate on the basis of the best quantitative and qualitative social science research methods available. Further, if HHS enters into an agreement with a non-federal entity to carry out the assessment, the entity is to be

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[61] U.S. Department Health and Human Services, *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2009, p. D-44.

a non-governmental organization or individual determined by HHS to have expertise in this type of research.

Training and Technical Assistance

In FY2007, HHS allocated approximately $3.6 million of BCP funds and approximately $1.6 million of TLP funds for training and technical assistance, which included funding for a national communications system and the administration of the management information system (known as RHYMIS, discussed in the Congressional Oversight section below).[62]

HHS provides training and technical assistance to RHY grantees through its Runaway and Homeless Youth Training and Technical Assistance Program. Until FY2007, HHS awarded funds to multiple non-profit organizations to provide this assistance in each of the Administration for Children and Families' 10 regions.[63] As of FY2008, training and technical assistance is being provided by one entity. On September 30, 2007, HHS competitively awarded two cooperative agreements to the University of Oklahoma's National Child Welfare Resource Center for Youth Services (NRCYS) to provide training and technical assistance. NRCYS has operated for over 30 years serving public, private, tribal child welfare, and youth services professionals through training and conference events annually.[64]

The two cooperative agreements have distinct assignments.[65] The NRCYS Technical Assistance Center (with an award of $1 million) will provide either one-on-one or in small group settings, specialized attention to specific areas of concern raised by federal staff or RHY grantees to improve grantee performance and/or comply with federal legislation or regulations for the Runaway and Homeless Youth program. The Training Center (with an award of $1.1 million) is designed to provide training and conference services to RHY grantees that will enhance and promote continuous quality improvement of services provided by RHY grantees.

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[62] U.S. Department Health and Human Services, *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2009, p. D-40.

[63] Technical support providers offered assistance through the Regional Training and Technical Assistance Provider System. The providers worked closely with ACF regional office staff to identify grantee needs and review the results of evaluations conducted by HHS staff. Based on these analyses, the provider needs assessments, and grantee requests, the providers offered several types of services, including regional and state-level conferences that address topics of interest to grantees, on-site and telephone consultations, workshops and training on issues of concern, and resource materials.

[64] For additional information, see NCRYS website, [http://www.nrcys.ou.edu/yd/].

[65] This information was provided in correspondence by the U.S. Department of Health and Human Services on October 25, 2007.

National Communication System.[66] A portion of the Consolidated Runaway and Homeless Youth Program funds are allocated for a national communications system (that is, the National Runaway Switchboard) to help homeless and runaway youth (or youth who are contemplating running away) through counseling and referrals and communicating with their families. Beginning with FY1974 and every year after, the National Runaway Switchboard has been funded through the Basic Center Program grant or the Consolidated Runaway and Homeless Youth Program grant. The Switchboard is located in Chicago and operates each day to provide services to youth and their families in the 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands. Services include 1) a channel through which runaway and homeless youth or their parents may leave messages; 2) 24-hour referrals to community resources, including shelter, community food banks, legal assistance, and social services agencies; and 3) crisis intervention counseling to youth. In calendar year 2006, the Switchboard handled almost 114,000 calls, 43% of which were from youth and 35% of which were from parents.[67]

Other services are also provided through the Switchboard. Since 1995, the "HomeFree" family reunification program has provided bus tickets for youth ages 12 to 21 to return home. In FY2002, the Switchboard offered family reunification services to 4,872 youth, of whom 1,170 received free bus tickets to return home or to an alternative placement near their home (such as an independent living program) through HomeFree.[68]

In addition to the National Runaway Switchboard, HHS conducts outreach efforts to the public in three ways.

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[66] HHS reports that it provides information to the public about runaway and homeless youth in multiple ways, including through the National Communications System. Further, the National Clearinghouse on Youth and Families, a FYSB-funded resource center, produces publications for the public about the Runaway and Homeless Youth Program. Finally, RHYA grantees conduct local advocacy and outreach efforts, and public service announcements to attract youth eligible for services. As described in grant announcements for the BCP, TLP, and SOP, grant applicants are evaluated, in part, on the basis of their efforts to establish outreach efforts to youth, including minority sub-groups of youth, where applicable. Based on correspondence with the Department of Health and Human Services on March 20, 2008.

[67] The Switchboard also has a special phone line for hearing-impaired callers and access to AT&T's language translation service. Its website provides information to those seeking non-crisis related information. National statistics on use of the National Runaway Switchboard are available at [http://www.1800runaway.org/news_events/call_stats.html].

[68] U.S. Department of Health and Human Services, *Report to Congress on the Youth Programs of the Family and Youth Services Bureau for Fiscal Years 2002 and 2003,*October 2004, p. 17. At [http://www.acf.hhs.gov/programs/fysb/content/docs/0203_report.pdf]. (Hereafter U.S. Department of Health and Human Services, *Report to Congress*.)

Oversight

Oversight of Grantees. ACF evaluates each Runaway and Homeless Youth Program grant recipient through the Runaway and Homeless Youth Monitoring System. Staff from regional ACF offices and other grant recipients (known as peer reviewers) inspect the program site, conduct interviews, review case files and other agency documents, and conduct entry and exit conferences. The monitoring team then prepares a written report that identifies the strengths of the program and areas that require corrective action.

Congressional Oversight. The Senate Committee on Health, Education, Labor, and Pensions and the House Committee on Education and Workforce have exercised jurisdiction over the Runaway and Homeless Youth Program. HHS must submit reports biennially to the committees on the status, activities, and accomplishments of program grant recipients and evaluations of the programs performed by HHS.[69] These reports generally include data on the youth served by the programs which are generated by RHYMIS. The information system is designed to collect information twice during the fiscal year from program grantees on the basic demographics of the youth, the services they received, and the status of the youth (i.e., expected living situation, physical and mental health, and family dynamics) upon exiting the programs. RHYMIS was updated in 2004 to reduce the burden of reporting the data. Known as NEO-RHYMIS, the new system has received routine data submissions from nearly all (99%) Runaway and Homeless Youth Program grantees, including those in FY2006.[70] In prior years, fewer than half of grantees reported on the number of youth served.[71]

The 2003 reauthorization law (P.L. 108-96) of the Runaway and Homeless Youth Act required that HHS, in consultation with the U.S. Interagency Council on Homelessness, submit a report to Congress on the promising strategies to end youth homelessness within two years of the reauthorization, in October 2005. The report was submitted to Congress in June 2007.[72]

As mentioned above, the 2008 reauthorization law (P.L. 110-378) requires HHS to periodically submit to Congress an incidence and prevalence study of runaway and homeless youth ages 13 to 26, as well as the characteristics of a representative sample of these youth. The law also directs the Government Accountability Office to evaluate the process by which organizations apply for BCP, TLP, and SOP, including

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[69] NEO-RHYMIS data are available online by state, region, and grantee organization at [https://extranet.acf.hhs.gov/rhymis/custom_reports.html].

[70] This information was provided in correspondence by NEO-RHYMIS technical support staff March 2, 2007. See also U.S. Department of Health and Human Services, *Report to Congress*, p. 2.

[71] U.S. Department of Health and Human Services, *Report to Congress*, p. 2.

[72] U.S. Department of Health and Human Services, *Promising Strategies to End Youth Homelessness, Report to Congress*, 2007. At [http://www.acf.hhs.gov/programs/fysb/content/docs/reporttocongress_youthhomelessness.pdf]. This report was required under P.L. 108-96. See 42 U.S.C. 5701.

HHS's response to these applicants. GAO is to submit a report on its findings to Congress.

PART Evaluation. In calendar years 2003 and 2006, the Runaway and Homeless Youth Program was reviewed through the U.S. Office of Management and Budget's Program Assessment Rating Tool (PART) process.[73] The 2003 evaluation concluded that program results were not demonstrated because the RHYP lacked long-term performance measures and time frames for these measures, as well as adequate progress in achieving its annual and long-term performance goals. The PART review also found that no independent evaluations of the program were routinely conducted. However, in 2006 the program was rated effective because it made improvements to its long-term measures for evaluating youth outcomes. According to the PART evaluation, the re-engineering of NEO-RHYMIS has enhanced HHS staff's ability to evaluate these outcomes (see below for more information about changes to NEO-RHYMIS). The 2006 PART also explains that the program has ambitious targets and time frames for its long term measures. For example, the program plans to increase the proportion of youth living in safe and appropriate settings after exiting TLP services to 85% for FY2008, from its initial benchmark of 79%. More accurate NEO-RHYMIS data has enabled HHS to more effectively evaluate the program internally and through contracts. An analysis by the National Opinion Research Center of FY2002 through FY2004 NEO-RHYMIS data on youth using BCPs, identified factors associated with unsafe exits and ranked high and poor RHYP programs by risk levels of youth in their programs.[74] HHS evaluations have affirmed these findings.

Additional Federal Support for Runaway and Homeless Youth

Since the creation of the Runaway and Homeless Youth Program, other federal initiatives have also established services for such youth. Four of these initiatives — Education for Homeless Children and Youth Program, Chafee Foster Care Independence Program, Shared Vision for Youth initiative, and Discretionary Grants for Family Violence Prevention Program — are discussed below.

Educational Assistance

The McKinney-Vento Homeless Assistance Act of 1987 (P.L. 100-77), as amended, established the Education for Homeless Children and Youth program in the

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[73] U.S. Office of Management and Budget, *Detailed Assessment on the Runaway and Homeless Youth Assessment*, 2003 and U.S. Office of Management and Budget, *Detailed Assessment on the Runaway and Homeless Youth Assessment*, 2007. At [http://www.whitehouse.gov/omb/expectmore/summary/10001064.2006.html]. (Hereafter U.S. Office of Management and Budget, PART 2003 or PART 2007.)

[74] U.S. Office of Management and Budget, PART 2007, p. 11.

U.S. Department of Education.[75] This program assists state education agencies (SEAs) to ensure that all homeless children and youth have equal access to the same, appropriate education, including public preschool education, that is provided to other children and youth. Grants made by SEAs to local education agencies (LEAs) under this program must be used to facilitate the enrollment, attendance, and success in school of homeless children and youth. Program funds may be appropriated for activities such as tutoring, supplemental instruction, and referral services for homeless children and youth, as well as providing them with medical, dental, mental, and other health services. Liaison staff for homeless children and youth in each LEA are responsible for coordinating activities for these youth with other entities and agencies, including local Basic Center and Transitional Living Program grantees.

To receive funding, each state must submit a plan to the U.S. Department of Education that indicates how the state will identify and assess the needs of eligible children and youth; ensure that they have access to the federal, state, and local food programs and the same educational programs available to other youth; and resolve problems concerning delays in and barriers to enrollment and transportation. Education for Homeless Children and Youth grants are allotted to SEAs in proportion to grants made under Title I, Part A of the Elementary and Secondary Education Act of 1965, which allocates funds to all states, the District of Columbia, and Puerto Rico based on the percentage of low-income children enrolled in a school or living in the nearby residential area. However, no state can receive less than the greater of $150,000, 0.25% of the total annual appropriation, or the amount it received in FY2001 under this program. The Department of Education must reserve 0.1% of the total appropriation for grants to the Virgin Islands, Guam, America Samoa, and the Commonwealth of the Northern Mariana Islands. The agency must also transfer 1.0% of the total appropriation to the Department of the Interior for services to homeless children and youth provided by the Bureau of Indian Affairs. Amendments to the McKinney-Vento Homeless Assistance Act of 1987 authorized funding for the program through FY2007. In FY2008, program appropriations total $64.1 million.

The No Child Left Behind Act of 2001 (P.L. 107-110) reauthorized and amended the program explicitly to prohibit states that receive McKinney-Vento funds from segregating homeless students from non-homeless students, except for short periods of time for health and safety emergencies or to provide temporary, special, supplemental services. Prior to the reauthorization, homeless children in some districts attended class in separate buildings or schools. Advocates raised concerns that these children, including those enrolled in classes that were equal in quality to the classes attended by their non-homeless peers, were receiving an inferior education because they were physically separated. The act exempted four counties (San Joaquin, Orange, and San Diego counties in California and Maricopa County in Arizona) from these requirements because they operated separate school districts for

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[75] Other programs assist homeless youth and their families through the McKinney-Vento Homeless Assistance Act, although none are targeted exclusively to runaway and homeless youth. For additional information about these programs, see CRS Report RL30442, *Homelessness: Targeted Federal Programs and Recent Legislation*, coordinated by Libby Perl.

homeless students in FY2000, as long as: (1) those separate schools offer services that are comparable to local schools; and (2) homeless children are not required to attend them. The Department of Education must certify annually that the school districts meet these requirements.[76]

Shared Youth Vision Initiative

In 2003, the White House Task Force on Disadvantaged Youth, comprised of the heads of executive branch agencies and their designees, issued a report calling for increased federal coordination to improve service delivery to and outcomes for vulnerable youth. In response to the report, the U.S. Departments of Education, Health and Human Services, Justice, and Labor, and the Social Security Administration, partnered to improve communication, coordination, and collaboration across programs that target at-risk youth groups under a initiative called the "Shared Youth Vision." One of these groups includes runaway and homeless youth.

Together, the agencies have convened an Interagency Work Group and regional forums to develop and coordinate policies and research on the vulnerable youth population. The U.S. Department of Labor (DOL) has led efforts to promote collaboration between the Runaway and Homeless Youth Program and the agency's Workforce Investment Act (WIA) programs. The DOL has encouraged local and state workforce investment boards to implement the strategies of the Shared Youth Vision initiative based, in part, on models already implemented through three WIA programs in California, Oregon, and Washington that provide employment and educational resources targeted for runaway and homeless youth.[77]

Discretionary Grants for Family Violence Prevention

The Family Violence Prevention and Services Act (FVPSA), Title III of the Child Abuse Amendments of 1984 (P.L. 98-457), authorized funds for Family Violence Prevention and Service grants that work to prevent family violence, improve service delivery to address family violence, and increase knowledge and understanding of family violence. Some of these projects focus on runaway and homeless youth in dating violence situations, through HHS's Domestic Violence/Runaway and Homeless Youth Collaboration on the Prevention of Adolescent Dating Violence initiative. The initiative was created because many runaway and homeless youth come from homes where domestic violence occurs and

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[76] The Individual with Disabilities Education Act, last amended in 2004 (P.L. 108-446), includes provisions aimed at ensuring special education and related services for children with disabilities who are homeless or otherwise members of highly mobile populations. For additional information, see CRS Report RL32716, *Individuals with Disabilities Education Act (IDEA): Analysis of Changes Made by P.L. 108-446*, by Richard N. Apling and Nancy Lee Jones.

[77] See notice from Department of Labor to state workforce agencies, available on the DOL website, available at [http://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=2176].

may be at risk of abusing their partners or becoming victims of abuse.[78] The initiative funds projects carried by faith-based and charitable organizations who advocate or provide direct services to runaway and homeless youth or victims of domestic violence. The grants fund training for staff at these organizations to enable them to assist youth in preventing dating violence. Eight projects are funded at $75,000 annually, for FY2008 through FY2010, the most recent funding cycle. Grantees funded at least 25% of the total approved cost of the project.

Chafee Foster Care Independence Program[79]

Recently emancipated foster youth are vulnerable to becoming homeless. In FY2006, approximately 26,500 youth "aged out" of the foster care system.[80] The Chafee Foster Care Independence Program (CFCIP), created under the Chafee Foster Care Independence Act of 1999 (P.L. 106-169), provides states with funding to support youth who are expected to emancipate from foster care and former foster youth ages 18 to 21.[81] States are authorized to receive funds based on their share of the total number of children in foster care nationwide. However, the law's "hold harmless" clause precludes any state from receiving less than the amount of funds it received in FY1998 or $500,000, whichever is greater.[82] The program authorizes funding for transitional living services, and as much as 30% of the funds may be dedicated to room and board. For FY2008, Congress appropriated $140 million for the program. Child welfare advocates have argued that the housing needs of youth "aging out" of foster care have not been met despite the additional funds for independent living that are provided through the CFCIP.[83]

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[78] U.S. Department of Health and Human Services, *Domestic Violence/Runaway and Homeless Youth Collaboration on the Prevention of Adolescent Dating Violence Grant Announcement*, April 24, 2007. At [http://www.acf.hhs.gov/grants/open/HHS-2007-ACF-ACYF-EV-0103.html].

[79] For additional information about the program, see CRS Report RL3449, *Youth Transitioning From Foster Care: Background, Federal Programs, and Issues for Congress*, by Adrienne L. Fernandes.

[80] U.S. Department of Health and Human Services, *AFCARS Report #14.*

[81] For additional information on the Chafee Foster Care Independence Act, see CRS Report RS22501, *Child Welfare: The Chafee Foster Care Independence Act*, by Adrienne Fernandes.

[82] Prior to the passage of P.L. 106-169, states were awarded a share of independent living funds - $70 million - based on the number of children receiving federal foster care payments in FY1984 under the Independent Living Program.

[83] Courtney and Huering, "Youth 'Aging Out' of the Foster Care System," p. 54.

Appendix

Table A-1. Basic Center Funding by State and Territory, FY2007-FY2008

($ in thousands)

State	FY2007 Actual	FY2008 Allotted
Alabama	500	725
Alaska	194	124
Arizona	806	965
Arkansas	336	452
California	5,185	5,546
Colorado	560	749
Connecticut	401	558
Delaware	120	133
District of Columbia	50	100
Florida	2,500	2,766
Georgia	1,304	1,454
Hawaii	162	219
Idaho	202	246
Illinois	1,764	1,934
Indiana	916	987
Iowa	477	478
Kansas	325	445
Kentucky	573	665
Louisiana	789	680
Maine	188	224
Maryland	600	881
Massachusetts	921	1,006
Michigan	2,030	1,565
Minnesota	1,059	830
Mississippi	447	467
Missouri	773	915
Montana	132	166
Nebraska	454	381
Nevada	368	404
New Hampshire	185	223
New Jersey	1,046	1,398
New Mexico	579	421
New York	3,035	1,376
North Carolina	1,203	1,376
North Dakota	100	100

State	FY2007 Actual	FY2008 Allotted
Ohio	1,617	1,727
Oklahoma	504	569
Oregon	631	588
Pennsylvania	1,750	1,924
Rhode Island	136	185
South Carolina	472	683
South Dakota	111	142
Tennessee	763	945
Texas	3,164	3,548
Utah	315	412
Vermont	100	100
Virginia	1,190	1,191
Washington	937	1,000
West Virginia	260	300
Wisconsin	686	872
Wyoming	100	100
Subtotal	*43,024*	*46,788*
America Samoa	45	45
Guam	45	45
N. Mariana Islands	0	45
Puerto Rico	200	603
U.S. Virgin Islands	0	45
Subtotal	*290*	*783*
Total	**43,314**	**43,571**

Source: U.S. Department Health and Human Services, *Administration for Children and Families Justification of Estimates for Appropriations Committees*, FY2009, p. D-42.