

RUNAWAY, HOMELESS, AND MISSING CHILDREN  
PROTECTION ACT

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MAY 20, 2003.—Committed to the Committee of the Whole House on the State of  
the Union and ordered to be printed

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Mr. BOEHNER, from the Committee on Education and the  
Workforce, submitted the following

R E P O R T

together with

ADDITIONAL VIEWS

[To accompany H.R. 1925]

[Including cost estimate of the Congressional Budget Office]

The Committee on Education and the Workforce, to whom was referred the bill (H.R. 1925) to reauthorize programs under the Runaway and Homeless Youth Act and the Missing Children's Assistance Act, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Strike all after the enacting clause and insert the following:

**SECTION 1. SHORT TITLE.**

This Act may be cited as the "Runaway, Homeless, and Missing Children Protection Act".

**TITLE I—AMENDMENTS TO RUNAWAY AND  
HOMELESS YOUTH ACT**

**SEC. 101. AMENDMENT TO FINDINGS.**

Section 302 of the Runaway and Homeless Youth Act (42 U.S.C. 5701) is amended to read as follows:

**“SEC. 302. FINDINGS.**

“The Congress finds that—

“(1) youth who have become homeless or who leave and remain away from home without parental permission, are at risk of developing, and have a disproportionate share of, serious health, behavioral, and emotional problems be-

cause they lack sufficient resources to obtain care and may live on the street for extended periods thereby endangering themselves and creating a substantial law enforcement problem for communities in which they congregate;

“(2) many such young people, because of their age and situation, are urgently in need of temporary shelter and services, including services that are linguistically appropriate and acknowledge the environment of youth seeking these services;

“(3) in view of the interstate nature of the problem, it is the responsibility of the Federal Government to develop an accurate national reporting system to report the problem, and to assist in the development of an effective system of care (including preventive and aftercare services, emergency shelter services, extended residential shelter, and street outreach services) outside the welfare system and the law enforcement system;

“(4) to make a successful transition to adulthood, runaway youth, homeless youth, and other street youth need opportunities to complete high school or earn a general equivalency degree, learn job skills, and obtain employment; and

“(5) improved coordination and collaboration between the Federal programs that serve runaway and homeless youth are necessary for the development of a long-term strategy for responding to the needs of this population.”.

**SEC. 102. GRANT PROGRAM CONFORMING AMENDMENT.**

The heading for part A of the Runaway and Homeless Youth Act (42 U.S.C. 5711 et seq.) is amended by striking “RUNAWAY AND HOMELESS YOUTH” and inserting “BASIC CENTER”.

**SEC. 103. GRANTS FOR SERVICES PROVIDED.**

Section 311(a)(2)(C) of the Runaway and Homeless Youth Act (42 U.S.C. 5711(a)(2)(C)) is amended—

(1) in clause (ii) by striking “and”;

(2) in clause (iii) by striking the period and inserting “; and”; and

(3) after clause (iii) by inserting the following:

“(iv) at the request of runaway and homeless youth, testing for sexually transmitted diseases.”.

**SEC. 104. REPEAL OF OBSOLETE PROVISION RELATING TO CERTAIN ALLOTMENTS.**

Section 311(b) the Runaway and Homeless Youth Act (42 U.S.C. 5711(b)) is amended—

(1) in paragraph (2), by striking “Subject to paragraph (3), the” and inserting “The”;

(2) by striking paragraph (3); and

(3) by redesignating paragraph (4) as paragraph (3).

**SEC. 105. ELIGIBILITY PROVISION.**

Section 312(a) of the Runaway and Homeless Youth Act (42 U.S.C. 5712(a)) is amended by striking “juveniles” each place it appears and inserting “youth”.

**SEC. 106. RECOGNITION OF STATE LAW RELATING TO CAPACITY LIMITATION ON ELIGIBLE RUNAWAY AND HOMELESS YOUTH CENTERS.**

Section 312(b)(2)(A) of the Runaway and Homeless Youth Act (42 U.S.C. 5712(b)(2)(A)) is amended by inserting after “youth” the following: “, except where the applicant assures that the State where the center or locally controlled facility is located has a State or local law or regulation that requires a higher maximum to comply with licensure requirements for child and youth serving facilities”.

**SEC. 107. MATERNITY GROUP HOMES.**

(a) **ELIGIBILITY.**—Section 322(a)(1) of the Runaway and Homeless Youth Act (42 U.S.C. 5714–2(a)(1)) is amended—

(1) by inserting after “group homes,” the following: “including maternity group homes,”; and

(2) by inserting after “use of credit,” the following: “parenting skills (as appropriate),”.

(b) **DEFINITION.**—Section 322 of the Runaway and Homeless Youth Act (42 U.S.C. 5714–2) is amended by adding at the end the following new subsection:

“(c) **DEFINITION.**—In this part, the term ‘maternity group home’ means a community-based, adult-supervised transitional living arrangement that provides pregnant or parenting youth and their children with a supportive and supervised living arrangement in which such pregnant or parenting youth are required to learn parenting skills, including child development, family budgeting, health and nutrition, and other skills to promote their long-term economic independence in order to ensure the well-being of their children.”.

**SEC. 108. LIMITED EXTENSION OF 540-DAY SHELTER ELIGIBILITY PERIOD.**

Section 322(a)(2) of the Runaway and Homeless Youth Act (42 U.S.C. 5714–2(a)(2)) is amended by inserting after “days” the following: “, except that a youth in a program under this part who is under the age of 18 years on the last day of the 540-day period may, if otherwise qualified for the program, remain in the program until the earlier of the youth’s 18th birthday or the 180th day after the end of the 540-day period”.

**SEC. 109. PART A PLAN COORDINATION ASSURANCES.**

Section 312(b)(4)(B) of the Runaway and Homeless Youth Act (42 U.S.C. 5712(b)(4)(B)) is amended by striking “personnel” and all that follows through the semicolon and inserting “McKinney-Vento school district liaisons, designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11432 (g)(1)(J)(ii)), to assure that runaway and homeless youth are provided information about the educational services available to such youth under subtitle B of title VII of that Act;”.

**SEC. 110. PART B PLAN COORDINATION AGREEMENT.**

Section 322(a) of the Runaway and Homeless Youth Act (42 U.S.C. 5714–2(a)) is amended—

- (1) by striking “and” after the semicolon at the end of paragraph (13);
- (2) by striking the period at the end of paragraph (14) and inserting “; and”; and
- (3) by adding at the end the following new paragraph:
 

“(15) to coordinate services with McKinney-Vento school district liaisons, designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11432(g)(1)(J)(ii)), to assure that runaway and homeless youth are provided information about the educational services available to such youth under subtitle B of title VII of that Act.”.

**SEC. 111. PART B PLAN DEVELOPMENT.**

Section 322(a)(7) of the Runaway and Homeless Youth Act (42 U.S.C. 5714–2(a)(7)) is amended to read as follows:

- “(7) to develop an adequate plan to ensure proper referral of homeless youth to social service, law enforcement, educational (including post-secondary education), vocational, training (including services and programs for youth available under the Workforce Investment Act of 1998), welfare (including programs under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996), legal service, and health care programs and to help integrate and coordinate such services for youths;”.

**SEC. 112. COORDINATION OF PROGRAMS.**

Section 341 of the Runaway and Homeless Youth Act (42 U.S.C. 5714–21) is amended—

- (1) in paragraph (1), by striking “and” after the semicolon at the end;
- (2) in paragraph (2), by striking the period at the end and inserting “; and”; and
- (3) by adding at the end the following new paragraph:
 

“(3) shall consult, as appropriate, the Secretary of Housing and Urban Development to ensure coordination of programs and services for homeless youth.”.

**SEC. 113. CLARIFICATION OF GRANT AUTHORITY.**

Section 343(a) of the Runaway and Homeless Youth Act (42 U.S.C. 5714–23(a)) is amended by inserting after “service projects” the following: “regarding activities under this title”.

**SEC. 114. TECHNICAL AMENDMENT RELATING TO DEMONSTRATION PROJECTS.**

The section heading of section 344 of the Runaway and Homeless Youth Act (42 U.S.C. 5714–24) is amended by striking “TEMPORARY”.

**SEC. 115. REPEAL OF OBSOLETE PROVISION RELATING TO STUDY.**

The Runaway and Homeless Youth Act (42 U.S.C. 5701 et seq.) is amended by striking section 345 (42 U.S.C. 5714–25).

**SEC. 116. AGE LIMIT FOR HOMELESS YOUTH.**

Section 387(3)(A)(i) of the Runaway and Homeless Youth Act (42 U.S.C. 5732a(3)(A)(i)) is amended by inserting after “of age” the following: “, or, in the case of a youth seeking shelter in a center under part A, not more than 18 years of age”.

**SEC. 117. AUTHORIZATION OF APPROPRIATIONS.**

(a) OTHER THAN PART E.—Section 388(a)(1) of the Runaway and Homeless Youth Act (42 U.S.C. 5751(a)(1)) is amended by striking “such sums as may be necessary

for fiscal years 2000, 2001, 2002, and 2003” and inserting “\$105,000,000 for fiscal year 2004, and such sums as may be necessary for fiscal years 2005, 2006, 2007, and 2008”.

(b) PART E.—Section 388(a)(4) of the Runaway and Homeless Youth Act (42 U.S.C. 5751(a)(4)) is amended by striking “2000, 2001, 2002, and 2003” and inserting “2004, 2005, 2006, 2007, and 2008”.

(c) PART B ALLOCATION.—Section 388(a)(2)(B) of the Runaway and Homeless Youth Act (42 U.S.C. 5751(a)(2)(B)) is amended by striking “not less than 20 percent, and not more than 30 percent” and inserting “45 percent and, in those fiscal years in which continuation grant obligations and the quality and number of applicants for parts A and B warrant not more than 55 percent”.

**SEC. 118. REPORT ON PROMISING STRATEGIES TO END YOUTH HOMELESSNESS.**

Not later than 2 years after the date of the enactment of this Act, the Secretary of Health and Human Services, in consultation with the United States Interagency Council on Homelessness, shall submit to the Congress a report on promising strategies to end youth homelessness.

**SEC. 119. STUDY OF HOUSING SERVICES AND STRATEGIES.**

The Secretary of Health and Human Services shall conduct a study of programs funded under part B of the Runaway and Homeless Youth Act (42 U.S.C. 5714–1 et seq.) to report on long-term housing outcomes for youth after exiting the program. The study of any such program should provide information on housing services available to youth upon exiting the program, including assistance in locating and retaining permanent housing and referrals to other residential programs. In addition, the study should identify housing models and placement strategies that prevent future episodes of homelessness.

**SEC. 120. RESTRICTION ON USE OF FUNDS.**

The Runaway and Homeless Youth Act (42 U.S.C. 5701 et seq.) is amended by adding at the end the following new section:

**“SEC. 389. RESTRICTION ON USE OF FUNDS.**

“(a) IN GENERAL.—None of the funds contained in this title may be used for any program of distributing sterile needles or syringes for the hypodermic injection of any illegal drug.

“(b) SEPARATE ACCOUNTING.—Any individual or entity who receives any funds contained in this title and who carries out any program described in subsection (a) shall account for all funds used for such program separately from any funds contained in this title.”.

## **TITLE II—AMENDMENTS TO MISSING CHILDREN’S ASSISTANCE ACT**

**SEC. 201. AMENDMENT TO FINDINGS.**

Section 402 of the Missing Children’s Assistance Act (42 U.S.C. 5771) is amended to read as follows:

**“SEC. 402. FINDINGS.**

“The Congress finds that—

“(1) each year thousands of children are abducted or removed from the control of a parent having legal custody without such parent’s consent, under circumstances which immediately place the child in grave danger;

“(2) many missing children are at great risk of both physical harm and sexual exploitation;

“(3) in many cases, parents and local law enforcement officials have neither the resources nor the expertise to mount expanded search efforts;

“(4) abducted children are frequently moved from one locality to another, requiring the cooperation and coordination of local, State, and Federal law enforcement efforts;

“(5) the National Center for Missing and Exploited Children—

“(A) serves as the national resource center and clearinghouse;

“(B) works in partnership with the Department of Justice, the Federal Bureau of Investigation, the Department of the Treasury, the Department of State, and many other agencies in the effort to find missing children and prevent child victimization; and

“(C) operates a national and increasingly worldwide network, linking the Center online with each of the missing children clearinghouses operated by the 50 States, the District of Columbia, and Puerto Rico, as well as with

Scotland Yard in the United Kingdom, the Royal Canadian Mounted Police, INTERPOL headquarters in Lyon, France, and others, which enable the Center to transmit images and information regarding missing children to law enforcement across the United States and around the world instantly.”

**SEC. 202. AUTHORIZATION OF APPROPRIATIONS.**

(a) ANNUAL GRANT TO NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN.—Section 404(b)(2) of the Missing Children’s Assistance Act (42 U.S.C. 5773(b)(2)) is amended by striking “2005” and inserting “2008”.

(b) IN GENERAL.—Section 408(a) of the Missing Children’s Assistance Act (42 U.S.C. 5777(a)) is amended by striking “2005.” and inserting “2008”.

**PURPOSE**

H.R. 1925, the Runaway, Homeless, and Missing Children Protection Act, reauthorizes programs under the Runaway and Homeless Youth Act and the Missing Children’s Assistance

Act through fiscal year 2008. H.R. 1925 strengthens the programs and services that address the problems and needs of runaway and homeless youth. The Act also continues federal support of programs that assist in the recovery of missing and exploited children.

**COMMITTEE ACTION**

**108TH CONGRESS**

*Subcommittee hearing*

On Tuesday, April 29, 2003, the Subcommittee on Select Education held a hearing in Washington, D.C. on “Missing, Exploited, and Runaway Youth: Strengthening the System.” The purpose of the hearing was to learn about activities and initiatives currently funded under the Runaway and Homeless Youth Act and the Missing Children’s Assistance Act and to discuss issues related to reauthorization. Testifying before the Committee were Mr. Ernie Allen, President and Chief Executive Officer, National Center for Missing and Exploited Children, Alexandria, Virginia; Ms. Mai Fernandez, Managing Director, Latin American Youth Center, Washington, D.C.; and Mr. Michael Hughes, a Covenant House youth participant, Covenant House, Washington, DC.

*Legislative action*

On May 1, 2003, Representative Phil Gingrey (R-GA) introduced H.R. 1925, the Runaway, Homeless, and Missing Children Protection Act, a bipartisan bill to reauthorize the programs under the Runaway and Homeless Youth Act and the Missing Children’s Assistance Act through fiscal year 2008. The bill’s original cosponsors include Chairman Boehner (R-OH), Ranking Member Miller (D-CA), Select Education Subcommittee Chairman Hoekstra (R-MI), and Select Education Ranking Member Hinojosa (D-TX).

On May 7, 2003, the Subcommittee on Select Education considered H.R. 1925 in legislative session and reported it favorably, as amended, to the Committee on Education and the Workforce by voice vote. The Subcommittee considered one amendment:

- The Subcommittee adopted, by voice vote, a substitute amendment offered by Representative Phil Gingrey (R-GA). The substitute amendment: (1) clarifies that the authorization of appropriations for Parts A, B, C, D, and E begins with the fiscal year 2004; (2) instructs the Secretary of HHS to consult with the Sec-

retary of Housing and Urban Development to ensure the coordination of programs and services for homeless youth; (3) clarifies that the authority to make grants for research, evaluation, demonstration, and service projects under Section 343 covers all Parts under the Runaway and Homeless Youth Act; (4) changes Section 110 in the introduced bill from an evaluation on housing services and strategies to a study of housing services and strategies (Section 115 in substitute); (5) renames Part A the “Basic Center Grant Program” (changed from the current law heading of “Runaway and Homeless Youth Grant Program”); (6) clarifies that the authorization of appropriations for the National Center for Missing and Exploited Children is \$20 million for each of fiscal years 2004 through 2008, continuing the authorization begun in the PROTECT Act (P.L. 108–21); (7) clarifies that the remaining activities under the Act are reauthorized from fiscal years 2004 through 2008, continuing the authorization begun in the PROTECT Act (P.L. 108–21); and (8) strikes the cyber tipline language from Section 203 of the introduced bill since the PROTECT Act (108–21) has already enacted such language.

On May 15, 2003 the Committee on Education and the Workforce considered H.R. 1925 in legislative session and reported it favorably, as amended, to the House of Representatives by voice vote. The Committee considered 5 amendments and adopted the following 3 amendments:

- The Committee adopted, by voice vote, a substitute amendment offered by Representative Phil Gingrey (R-GA). The substitute amendment: (1) removes the FY 1992 hold harmless from the law because this provision is now obsolete; (2) redesignates the coordination with the Secretary of Housing and Urban Development language that is in Sec. 315 of the bill and places it in Sec. 341 of current law where there is other coordination language.

- The Committee adopted, by voice vote, an amendment offered by Representative Raul Grijalva (D-AZ), which makes the testing of runaway and homeless youth for sexually transmitted diseases through Basic Center Programs an allowable use of funds. The testing must be done only at the request of the runaway and homeless youth.

- The Committee adopted, by voice vote, an amendment offered by Representative Musgrave (R-CO), which prohibits any Runaway and Homeless Youth Act funds to be used for any program of distributing sterile needles or syringes for the hypodermic injection of any illegal drug.

## SUMMARY

### TITLE I—AMENDMENT TO THE RUNAWAY AND HOMELESS YOUTH ACT

H.R. 1925, the Runaway, Homeless, and Missing Children Protection Act authorizes programs and activities under the Runaway and Homeless Youth Act through fiscal year 2008. In general, the bill authorizes grants to local public and private organizations to establish and operate local runaway and homeless youth shelters.

H.R. 1925 allows applicants for Basic Center grants located in a State where State or local law or regulation requires a higher maximum capacity of individuals for licensure requirements to comply with the law or regulation. Additionally, the bill defines a homeless

youth for the purposes of part A (Basic Center Program) as a youth not more than 18 years of age. This new provision allows youth between 18 and 21 to continue to receive services and referrals at a Basic Center and ensures that temporary residential services are limited to younger youth.

The bill makes several improvements to the Transitional Living Program. It defines the term “group homes” in the Transitional Living Program to include “maternity group home”. Maternity group homes are defined as community-based, adult supervised transitional youth living arrangements that provide pregnant or parenting youth and their children with a supportive and supervised living arrangement. The bill allows those youth who are participating in the Transitional Living Program (and who must be 16 to 21 years old to participate) who come to the end of their 18-month stay before they reach the age of 18 an exception to stay in the Transitional Living Program until they turn 18. This title also ensures that applicants for the Transitional Living Program include in their plan proper referral to educational programs (including post-secondary education) and training programs (including services and programs available for youth under the Workforce Investment Act of 1998 and the Personal Responsibility and Work Opportunity Reconciliation Act of 1996).

The bill ensures that both Basic Center and Transitional Living Program grantees coordinate with McKinney-Vento school district liaisons to ensure that runaway and homeless youth are provided information about the educational services and programs available to them under Subtitle B of Title VII of the McKinney-Vento Homeless Assistance Act.

H.R. 1925 instructs the Secretary of Health and Human Services (HHS) to consult with the Secretary of Housing and Urban Development to ensure the coordination of programs and services for homeless youth. The Secretary of HHS is required to work with the United States Interagency Council on Homelessness to produce a report on promising strategies to end youth homelessness. Additionally, the bill requires a study of Transitional Living Programs to report on long-term housing outcomes for youth after exiting the program.

Under this title funds are authorized for parts A (Basic Center Program), B (Transitional Living Program), C (National Communications System), and D (Coordination, Training, Research, and Other Activities) at \$105 million for fiscal year 2004 and at such sums for fiscal years 2005 through 2008. Part E (Street Outreach Program) is authorized at such sums for fiscal years 2004 through 2008. H.R. 1925 changes current law allocations for parts A and B by requiring 45 percent of the consolidated funding for part B services, and, in those fiscal years in which continuation grant obligations and the quality and number of applicants for parts A (Basic Center Program) and B (Transitional Living Program) warrant, not more than 55 percent of funding, for part B grants.

#### TITLE II—AMENDMENTS TO THE MISSING CHILDREN’S ASSISTANCE ACT

The Missing Children’s Assistance Act addresses the needs of missing, abducted, and sexually exploited children. This title coordinates and supports various federal missing children’s programs through the Department of Justice’s Office of Juvenile Justice and

Delinquency Prevention, and includes the authorization for the National Center for Missing and Exploited Children. H.R. 1925 streamlines and consolidates the Act's findings. The bill increases the authorization level of the National Center for Missing and Exploited Children from \$10 million to \$20 million for each of the fiscal years 2004 through 2008, as was begun in the Prosecutorial Remedies and Other Tools to End the Exploitation of Children Today Act of 2003 (PROTECT Act). Additionally, the bill extends the authorization of the remaining activities under the Act at such sums for each of the fiscal years 2004 through 2008.

#### COMMITTEE VIEWS

##### RUNAWAY AND HOMELESS YOUTH ACT

The Runaway and Homeless Youth Act establishes and authorizes funding for programs that help meet the needs of runaway and homeless youth, including street-based outreach and education, youth and family counseling, emergency shelter, transitional housing, and services such as academic and employment preparation, life skills training, and health care. These grants, which are administered by the Department of Health and Human Services (HHS), are used to develop or strengthen community-based shelters that are not a part of the law enforcement, juvenile justice, child welfare or mental health systems. Eligible entities under this bill remain unchanged. Public and nonprofit private entities, and combinations of these entities are eligible to receive grants under this Act. Organizations that have received grants in the past remain eligible, including faith-based and community organizations.

The U.S. Department of Justice estimated that in 1999, nearly 1.7 million youth had a runaway or homeless episode. Other reports have estimated higher numbers, but determining the exact number of youth in this population is a difficult task. The Committee recognizes the many challenges runaway and homeless youth face, such as health, behavioral, and emotional problems. The Committee encourages programs funded under this Act to provide services that acknowledge and are appropriate to the clients served.

Through the Basic Center Program, financial assistance is provided to establish or strengthen community-based programs that address the immediate needs of runaway and homeless youth and their families. The central purpose of these programs is to provide youth with emergency short-term shelter, food, clothing, counseling, and referrals for health care, education, and other community services. The Basic Centers seek to reunite young people with their families, whenever possible, or to locate appropriate alternative safe placements. Current law requires applicants for a Basic Center grant to operate centers that have a maximum capacity of not more than 20 youth. However, H.R. 1925 provides an exemption for applicants for Basic Center grants located in a State where law or regulation requires a higher maximum capacity of individuals for facility licensing requirements. The Committee provides this exemption with the understanding that applicants for the Basic Center Program must meet State and local licensing requirements. However, the Committee believes that youth are best served



in centers that limit temporary residential services to 20 or fewer youth.

Additionally, the Committee added a clarification in the definition of homeless youth by specifying that youth seeking shelter in a part A Basic Center program shall not be more than 18 years of age. This clarification stems from safety concerns when older youth are housed overnight in the same facility with younger youth. It is the intent of the Committee that the older youth remain eligible for all other services provided by part A programs, including counseling, family reunification, and substance abuse prevention and education. The Committee encourages Basic Center Programs to provide referrals and services to older youth to ensure that these youth receive residential services at temporary shelters serving youth 18 years or older.

The Transitional Living Program (TLP) provides grants to public and private organizations to support projects that provide longer-term residential services to older youth. TLPs assist these homeless youth in developing skills and resources to promote their independence and prevent future dependency on social services. TLPs provide housing and a range of services for up to 18 months to youth ages 16–21 who are unable to return to their homes for safety reasons or other factors. These services include counseling in basic life skills, interpersonal skills, educational advancement, job attainment skills, and physical and mental health care. Under current law, a homeless youth accepted into the Transitional Living Program is eligible to receive shelter and services for up to 540 days (18 months). H.R. 1925 provides an exception for youth who have not reached 18 years of age at the end of the 540 days. The youngest participants (who enter the program at 16 years of age) are now able to stay in the program until their 18th birthday, or up to 720 days. This adjustment was made to alleviate the problems encountered by minors, including difficulties signing leases and legal documents due to their minor status. The inability of minors to sign a housing lease increases their chances of returning to homelessness at the end of the program. Allowing youth to stay in the program until the age of 21 will assure that they are legally able to secure housing and progress to independence after exiting the program.

Currently, the Transitional Living Program includes maternity group homes, which provide safe, stable, nurturing environments for young mothers who cannot live safely with their own families. A range of coordinated services, such as childcare, education, job training, counseling and advice on parenting, child development and life skills are provided to these young mothers. It is estimated that as many as 30 percent of current Transitional Living Program grants are currently funding maternity group homes. H.R. 1925 amends the definition of the term “group homes” in the Transitional Living Program to include “maternity group homes,” which are defined as community-based, adult supervised transitional youth living arrangements that provide pregnant or parenting youth and their children with a supportive and supervised living arrangement. As is current practice, fathers of infants and small children may participate and receive services. While participating in a maternity group home, the pregnant and parenting youth are required to learn parenting skills which include child development,

family budgeting, health and nutrition, and other skills to promote their long-term economic independence in order to ensure the well-being of their children. The Committee's intent is that maternity group homes receiving funds under this Act employ these funds to serve pregnant and parenting runaway and homeless youth. This provision affords pregnant and parenting runaway and homeless youth access to transitional living opportunities, an alternative to the environments of violence and despair that many young pregnant and parenting mothers face.

H.R. 1925 improves federal coordination to ensure collaboration between the U.S. Departments of Health and Human Services, Education, Labor, Housing and Urban Development, and Justice in providing programs and services targeting runaway and homeless youth. Additionally, the bill instructs the Secretary of HHS to consult with the U.S. Interagency Council on Homelessness to submit a report to Congress on promising strategies to end youth homelessness. Because many runaway and homeless youth have interacted with the foster care system, juvenile justice, and other public custodial systems, there is a significant need for information on strategies to prevent youth who have had contact with these systems from becoming homeless. State child welfare and juvenile justice agencies will be able to incorporate the report's strategies to improve discharge planning and aftercare services for youth at risk of becoming homeless. Strengthened federal coordination will also improve runaway and homeless youths' access to federally funded programs and services for which they are eligible.

H.R. 1925 changes the current law allocation of funds. Currently, of the amounts appropriated to carry out parts A (Basic Center Program) and B (Transitional Living Program), not less than 20 percent and not more than 30 percent can be used to carry out part B. Part B (Transitional Living Program) will now have a larger portion of the consolidated account, 45 percent and up to 55 percent in those fiscal years in which continuation grant obligations and the quality and number of applicants for parts A (Basic Center Program) and B (Transitional Living Program) warrant, in order to accommodate increased demand for the TLP program. TLP programs provide a long-term solution for older youth by not only providing housing, but also life skills, counseling, education and training, and substance abuse prevention services. Furthermore, the new 45 percent minimum for part B mirrors current actual funding. The last two appropriations cycles have provided part B with 45 percent of the funds from the consolidated account in order to both meet the growing need and provide funds for programs that serve pregnant and parenting youth, as is now explicitly allowed in part B. The bill authorizes parts A (Basic Center Program), B (Transitional Living Program), C (National Communications System), and D (Coordination, Training, Research, and Other Activities) at \$105 million for fiscal year 2004 and at such sums for fiscal years 2005 through 2008.

In addition to the funds that directly support basic centers and transitional living programs, approximately 10 percent of the appropriations are used to fund projects that support and strengthen the work of the shelters. This includes the national toll-free runaway and homeless youth hotline; training and technical assistance activities; research and demonstration projects; and methods to im-

prove program administration, outreach, and prevention activities among local shelters. The Committee strongly supports the continuation of these types of activities.

H.R. 1925 continues to fund part E, the Education and Prevention Services To Reduce Sexual Abuse of Runaway, Homeless, and Street Youth Program (Street Outreach Program) at such sums as may be necessary. The Street Outreach Program funds local youth service providers to conduct street-based outreach and education and offer emergency shelter and related services to young people who have been, or are at risk of being, sexually abused or exploited. The goal of these efforts is to inform young people about services that can help them find suitable housing and address the problems that led them to be on the street.

During Full Committee consideration of H.R. 1925, Representative Grijalva (D-AZ) offered an amendment, which passed by voice vote, on the testing of runaway and homeless youth for sexually transmitted diseases. This activity would be an allowable use of funds for Basic Center Programs. Additionally, the testing must be done only at the request of the runaway and homeless youth.

Representative Musgrave (R-CO) also offered an amendment that passed by voice vote during Full Committee consideration of H.R. 1925. The Musgrave amendment prohibits any Runaway and Homeless Youth Act funds from being used for any program of distributing sterile needles or syringes for the hypodermic injection of any illegal drug. Additionally, if a grantee does distribute sterile needles, it must account for the non-federal funds used for the needle program separately from the federal funds the grantee receives under the Runaway and Homeless Youth Act.

During consideration of H.R. 1925, Representative Grijalva (D-AZ) offered and withdrew an amendment to allow Basic Center Programs to provide temporary health care coverage to runaway and homeless youth. The Committee would like to clarify that the Medicaid program can already cover homeless youth under age 21, which is the age group that may receive services through the Basic Center Programs. Early and periodic screening, diagnostic and treatment services are a mandatory service under Medicaid. These services cover comprehensive health care, physical exams, lab tests, and other necessary health care such as diagnostic services and treatment. Section 1902(b)(2) of the Social Security Act clearly specifies that the Secretary of HHS shall not approve any Medicaid state plan, which imposes, as a condition of eligibility for medical assistance under the plan, any residence requirement which excludes any individual who resides in the State, regardless of whether or not the residence is maintained permanently or at a fixed address. Therefore, runaway and homeless youth without an address can qualify for this program. It is the Committee's understanding that the 1996 TANF rules are used to calculate income for Medicaid eligibility for children and families. These rules specify that family income will not be used to determine eligibility for youths who are living for an extended period on their own. Such youths would be eligible for Medicaid unless they have their own income or resources, which exceed the eligibility levels in their state. The Committee also understands that Section 1920A of the Social Security Act provides that States are able to presume eligibility for youths under 19 years of age in order to speed up the process so

that runaway and homeless youth may receive immediate services on the basis of preliminary information.

H.R. 1925, the Runaway, Homeless, and Missing Children Protection Act, has the support of the National Alliance to End Homelessness, Volunteers of America, and the Child Welfare League of America. In particular, Volunteers of America sent a letter to the Committee on Education and the Workforce on May 8, 2003 to offer its strong support of the bill. In the letter, Charles Gould, President of the organization, wrote:

Volunteers of America is delighted to express our support for the Runaway, Homeless, and Missing Children Protection Act, H.R. 1925. This bill would provide young people in crisis with housing, services, and support, whether their needs are short-term or long-term. We appreciate \* \* \* the speed in which the bill has progressed through the reauthorization process.

#### MISSING CHILDREN'S ASSISTANCE ACT

H.R. 1925 also addresses the needs of missing, abducted, and sexually exploited children by reauthorizing the Missing Children's Assistance Act. The program was created to coordinate and support various federal missing children's programs through the Department of Justice's Office of Juvenile Justice and Delinquency Prevention, and includes the authorization for the National Center for Missing and Exploited Children. For nineteen years, the Center has successfully served as the nation's resource center and clearinghouse for information on missing and exploited children. The Center provides assistance to families and law enforcement agencies in locating and recovering missing and exploited children, both nationally and internationally. The Center has worked in partnership with the U.S. Justice Department, U.S. Treasury Department, the U.S. State Department, and other agencies in the effort to recover missing children and to protect all children from victimization. H.R. 1925 increases the authorization level of the National Center for Missing and Exploited Children from \$10 million to \$20 million through fiscal year 2008. This legislation also extends the authorization of the remaining activities under the Act through fiscal year 2008. The Committee believes that we must continue to support the Center and its efforts to locate and recover missing children and help prevent child abductions, molestations and sexual exploitation.

#### SECTION-BY-SECTION ANALYSIS

Section 1. Establishes the short title of the act to be the "Runaway, Homeless, and Missing Children Protection Act."

#### TITLE I—AMENDMENTS TO RUNAWAY AND HOMELESS YOUTH ACT

Section 101. Amendments to Findings. Amends section 302 to consolidate and streamline findings.

Section 102. Grant Program Conforming Amendment. Changes heading of part A of the Runaway and Homeless Youth Act by striking "Runaway and Homeless Youth" and inserting "Basic Center".

Section 103. Grants for Services Provided. Amends section 311(a)(2)(C) regarding the testing of runaway and homeless youth for sexually transmitted diseases.

Section 104. Repeal of Obsolete Provision Relating to Certain Allotments. Amends section 311(b) by making technical changes.

Section 105. Eligibility Provision. Amends section 312(a) of the act by replacing the word juvenile with the word youth throughout the section.

Section 106. Recognition of State Law Relating to Capacity Limitation on Eligible Runaway and Homeless Youth Centers. Amends section 312(b)(2)(A) of the act regarding licensure requirements for children and youth serving facilities.

Section 107. Maternity Group Homes. Amends section 322(a)(1) of the act by adding the definition of maternity group homes.

Section 108. Limited Extension of 540-day Shelter Eligibility Period. Amends section 322 (a)(2) of the act regarding age limit extension for youth participation in programs of this act.

Section 109. Part A Plan Coordination Assurances. Amends section 312(b)(4)(B) of the act by requiring the grantee to coordinate with McKinney-Vento school district liaisons.

Section 110. Part B Plan Coordination Agreement. Amends section 322(a) of the act by requiring the grantee to coordinate with McKinney-Vento school district liaisons and requires information to be provided to homeless and runaway youth regarding educational services available under subtitle B of title VII of the McKinney-Vento Homeless Assistance Act.

Section 111. Part B Plan Development. Amends section 322(a)(7) of the act regarding referral of homeless youth to various social services.

Section 112. Coordination of Programs. Amends 341 of the act by requiring the Secretary of Health and Human Services to consult with the Secretary of Housing and Urban Development regarding coordination of programs and services for homeless youth.

Section 113. Clarification of Grant Authority. Amends section 343(a) of the act by clarifying that the authority to make grants for research, evaluation, demonstration, and service projects covers all Parts under the act.

Section 114. Technical Amendment Relating to Demonstration Projects. Amends heading of section 344 of the act by removing the word temporary.

Section 115. Repeal of Obsolete Provision Relating to Study. Amends the act by striking section 345 pertaining to an already executed, required one-time study of runaway youth.

Section 116. Age Limit for Homeless Youth. Amends section 387(3)(A)(i) to set age limit for youth seeking shelter in a center under part A.

Section 117. Authorization of Appropriations. Amends sections 388 (a)(1), (a)(4), and (a)(2)(B) of the act regarding appropriations for this act.

Section 118. Report on Promising Strategies to End Youth Homelessness. Requires the Secretary of Health and Human Services, in consultation with the United States Interagency Council on Homelessness, to submit a report to Congress regarding promising strategies to end youth homelessness.

Section 119. Study of Housing Services and Strategies. Requires the Secretary of Health and Human Services to conduct a study of programs funded under part B of this act regarding on long-term housing outcomes for youth.

Section 120. Restriction on Use of Funds. Adds a new Section 389 to prohibit the use of funds for any program of distributing sterile needles or syringes for the injection of illegal drugs. Also requires any individual or entity who receives funds under this title and uses it for these programs must account for all funds used for the program separately from funds contained in the title.

#### TITLE II—AMENDMENTS TO MISSING CHILDREN’S ASSISTANCE ACT

Section 201. Amendment to Findings. Amends 402 of this act pertaining to research as well as, recognition of the National Center for Missing and Exploited Children as the national resource center and clearinghouse, it’s partnership with Federal law enforcement agencies, and the online linking of missing children clearing-houses operated by the States and international government agencies.

Section 202. Authorization of Appropriations. Amends section 404(b)(2) and 408(a) of this act to authorize appropriations for an annual grant to the National Center for Missing and Exploited Children and in general.

#### EXPLANATION OF AMENDMENTS

The Amendment in the Nature of a Substitute is explained in the body of this report.

#### APPLICATION OF LAW TO THE LEGISLATIVE BRANCH

Section 102(b)(3) of Public Law 104–1 requires a description of the application of this bill to the legislative branch. H.R. 1925 reauthorizes programs under the Runaway and Homeless Youth Act and the Missing Children’s Assistance Act through fiscal year 2008. H.R. 1925 strengthens the programs and services that address the problems and needs of runaway and homeless youth. The Act also continues federal support of programs that assist in the recovery of missing and exploited children. The bill does not prevent legislative branch employees’ coverage under this legislation.

#### UNFUNDED MANDATE STATEMENT

Section 423 of the Congressional Budget and Impoundment Control Act (as amended by Section 101(a)(2) of the Unfunded Mandates Reform Act, P.L. 104–4) requires a statement of whether the provisions of the reported bill include unfunded mandates. H.R. 1925 reauthorizes programs under the Runaway and Homeless Youth Act and the Missing Children’s Assistance Act through fiscal year 2008. H.R. 1925 strengthens the programs and services that address the problems and needs of runaway and homeless youth. The Act also continues federal support of programs that assist in the recovery of missing and exploited children. As such, the bill does not contain any unfunded mandates.

## ROLLCALL VOTES

## COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 1 BILL H.R. 1925 DATE May 15, 2003

AMENDMENT NUMBER 4 DEFEATED 12 - 29

SPONSOR/AMENDMENT Mrs. Musgrave / amendment to prohibit the use of funds under this Act for contraception.

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. BOEHNER, Chairman	X			
Mr. PETRI, Vice Chairman				X
Mr. BALLENGER				X
Mr. HOEKSTRA				X
Mr. McKEON	X			
Mr. CASTLE		X		
Mr. JOHNSON	X			
Mr. GREENWOOD		X		
Mr. NORWOOD				X
Mr. UPTON				X
Mr. EHLERS				X
Mr. DeMINT	X			
Mr. ISAKSON				X
Mrs. BIGGERT		X		
Mr. PLATTS		X		
Mr. TIBERI	X			
Mr. KELLER	X			
Mr. OSBORNE		X		
Mr. WILSON	X			
Mr. COLE		X		
Mr. PORTER	X			
Mr. KLINE	X			
Mr. CARTER	X			
Mrs. MUSGRAVE	X			
Mrs. BLACKBURN				X
Mr. GINGREY		X		
Mr. BURNS	X			
Mr. MILLER		X		
Mr. KILDEE		X		
Mr. OWENS		X		
Mr. PAYNE		X		
Mr. ANDREWS		X		
Ms. WOOLSEY		X		
Mr. HINOJOSA		X		
Mrs. McCARTHY		X		
Mr. TIERNEY		X		
Mr. KIND		X		
Mr. KUCINICH		X		
Mr. WU		X		
Mr. HOLT		X		
Mrs. DAVIS		X		
Ms. McCOLLUM		X		
Mr. DAVIS		X		
Mr. CASE		X		
Mr. GRIJALVA		X		
Ms. MAJETTE		X		
Mr. VAN HOLLEN		X		
Mr. RYAN		X		
Mr. BISHOP		X		
<b>TOTALS</b>	<b>12</b>	<b>29</b>		<b>8</b>

CORRESPONDENCE

CONGRESS OF THE UNITED STATES,  
HOUSE OF REPRESENTATIVES  
*Washington, DC, May 19, 2003.*

Hon. JOHN BOEHNER,  
*Chairman, Committee on Education and the Workforce,*  
*Rayburn House Office Building, Washington, DC.*

DEAR MR. CHAIRMAN: Due to other legislative duties, I was unavoidably detained during Committee consideration of H.R. 1925, "Runaway, Homeless, and Missing Children Protection Act." Consequently, I missed roll call number one on amendment number four offered by Representative Musgrave. Had I been present, I would have voted in favor of the amendment.

I would appreciate your including this letter in the Committee Report to accompany H.R. 1925. Thank you for your attention to this matter.

Sincerely,

MARSHA BLACKBURN,  
*Member of Congress.*

STATEMENT OF OVERSIGHT FINDINGS AND RECOMMENDATIONS OF  
THE COMMITTEE

In compliance with clause 3(c)(1) of rule XIII and clause (2)(b)(1) of rule X of the Rules of the House of Representatives, the Committee's oversight findings and recommendations are reflected in the body of this report.

NEW BUDGET AUTHORITY AND CONGRESSIONAL BUDGET OFFICE  
COST ESTIMATE

With respect to the requirements of clause 3(c)(2) of rule XIII of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974 and with respect to requirements of 3(c)(3) of rule XIII of the House of Representatives and section 402 of the Congressional Budget Act of 1974, the Committee has received the following cost estimate for H.R. 1925 from the Director of the Congressional Budget Office:

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
*Washington, DC, May 16, 2003.*

Hon. JOHN A. BOEHNER,  
*Chairman, Committee on Education and the Workforce,*  
*House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 1925, the Runaway, Homeless, and Missing Children Protection Act of 2003.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Donna Wong.

Sincerely,

BARRY B. ANDERSON  
(For Douglas Holtz-Eakin, Director).

Enclosure.



*H.R. 1925—Runaway, Homeless, and Missing Children Protection Act*

Summary: H.R. 1925 would reauthorize programs established by Runaway and Homeless Youth Act and extend authority to appropriate funds for programs under the Missing Children Protection Act. Programs authorized under the Runaway and Homeless Youth Act are currently authorized through 2003 and programs authorized under the Missing Children Protection Act are authorized through 2005.

In total, the bill would authorize appropriations of \$121 million in 2004. CBO estimates that implementing H.R. 1925 would authorize \$751 million over the 2004–2008 period, assuming that annual authorization levels are adjusted for anticipated inflation when specific annual authorizations are not provided. (Without such inflation adjustments, the authorization total would be \$722 million over the 2004–2008 period.) CBO estimates that appropriation of the authorized levels would result in additional outlays of \$630 million over the 2004–2008 period, if adjustments for inflation are included (and \$607 million without such inflation adjustments).

H.R. 1925 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA). State, local, and tribal governments would be eligible to receive grant funds authorized by the bill.

Estimated cost to the Federal Government: The estimated budgetary impact of H.R. 1925 is shown in Table 1. The costs of this legislation fall within budget functions 500 (education, training, employment, and social services) and 750 (administration of justice).

TABLE 1.—ESTIMATED BUDGETARY EFFECTS OF H.R. 1925, THE RUNAWAY, HOMELESS, AND MISSING CHILDREN PROTECTION ACT OF 2003

	By fiscal year, in millions of dollars—					
	2003	2004	2005	2006	2007	2008
SPENDING SUBJECT TO APPROPRIATION						
With Adjustments for Inflation						
Spending Under Current Law:						
Budget Authority/Authorization Level <sup>1</sup> .....	138	39	40	0	0	0
Estimated Outlays .....	128	79	40	32	16	2
Proposed Changes:						
Estimated Authorization Level .....	0	121	123	166	169	172
Estimated Outlays .....	0	63	116	132	151	168
Spending Under H.R. 1925:						
Estimated Authorization Level .....	138	160	163	166	169	172
Estimated Outlays .....	128	142	156	164	167	170
Without Adjustments for Inflation						
Spending Under Current Law:						
Budget Authority/Authorization Level <sup>1</sup> .....	138	39	39	0	0	0
Estimated Outlays .....	128	79	40	31	16	2
Proposed Changes:						
Estimated Authorization Level .....	0	120	120	160	160	160
Estimated Outlays .....	0	63	114	128	144	158
Spending Under H.R. 1925:						
Estimated Authorization Level .....	138	159	159	160	160	160
Estimated Outlays .....	128	142	155	159	160	160

<sup>1</sup> The 2003 level is the amount appropriated for that year for programs authorized under the Runaway and Homeless Youth Act and the Missing Children Protection Act. The 2004 and 2005 levels are the amounts authorized for programs under the Missing Children Protection Act.

Note.—Components may not sum to totals because of rounding.

Basis of estimate: H.R. 1925 would authorize funding through 2008 for various programs created under the Runaway and Homeless Youth Act and Missing Children Protection Acts. Programs authorized under the Runaway and Homeless Youth Act are currently authorized through 2003 and programs authorized under the Missing Children Protection Act are authorized through 2005.

H.R. 1925 would authorize the appropriation of \$121 million in 2004. CBO estimates that this bill would authorize total funding of \$751 million over the 2004–2008 period assuming that “such sums” amounts provided after 2004 are adjusted for inflation. If the authorized amounts are appropriated, outlays would increase by \$63 million in the first year and by \$630 million over the five-year period.

Table 2 presents CBO’s estimates with adjustments for inflation for the various components of each title under H.R. 1925. When the 2004 authorized amounts are specified, CBO’s estimate of authorized levels is the amount for 2004 with those amounts adjusted for inflation in later years. When the programs are authorized at such sums as may be necessary in 2004, the 2004 authorized amount is the 2003 appropriated amount adjusted for inflation. The estimated outlays reflect historical rates of spending for the affected programs.

*Title I—Amendments to the Runaway and Homeless Youth Act*

Title I of H.R. 1925 would reauthorize and revise programs currently authorized under the Runaway and Homeless Youth Act. H.R. 1925 would authorize a total of \$121 million for 2004 programs under title I. CBO estimates the total funding for title I for the 2004–2008 period would be about \$629 million, assuming adjustments for inflation, with resulting outlays of \$558 million over those five years.

**Consolidated Runaway and Homeless Youth Program.** H.R. 1925 would authorize \$105 million in 2004 and such sums as may be necessary in 2005 through 2008 for runaway and homeless youth programs. The programs provide grants to local, public, and private organizations to establish runaway and homeless youth shelters and provide services. There are two main runaway and homeless youth programs within the authorization. The basic centers program provides formula grants to states for organizations that provide temporary shelter, outreach and counseling services. The transitional living program provides longer term residential services to homeless youths ages 16–21. The maternity group homes component of the transitional living program funds community-based, adult-supervised group homes for young mothers and their children. The programs received a total of \$90 million of funding in 2003.

TABLE 2.—DETAILED EFFECTS OF H.R. 1925, THE RUNAWAY, HOMELESS, AND MISSING CHILDREN PROTECTION ACT OF 2003, WITH ADJUSTMENTS FOR INFLATION

	By fiscal year, in millions of dollars—					
	2003	2004	2005	2006	2007	2008
SPENDING SUBJECT TO APPROPRIATION						
Spending Under Current Law:						
Budget Authority/Authorization Level <sup>1</sup> .....	138	39	40	0	0	0

TABLE 2.—DETAILED EFFECTS OF H.R. 1925, THE RUNAWAY, HOMELESS, AND MISSING CHILDREN PROTECTION ACT OF 2003, WITH ADJUSTMENTS FOR INFLATION—Continued

	By fiscal year, in millions of dollars—					
	2003	2004	2005	2006	2007	2008
Estimated Outlays .....	128	79	40	32	16	2
Proposed Changes:						
Title I—Amendments to the Runaway and Homeless Youth Act						
Runaway and Homeless Youth Programs:						
Estimated Authorization Level .....	0	105	107	109	112	114
Estimated Outlays .....	0	55	101	107	110	113
Sexual Abuse Prevention:						
Estimated Authorization Level .....	0	16	16	16	17	17
Estimated Outlays .....	0	8	15	16	16	17
Subtotal, Title I:						
Estimated Authorization Level .....	0	121	123	126	128	131
Estimated Outlays .....	0	63	116	123	127	130
Title II—Amendments to the Missing Children Assistance Act						
National Center of Missing and Exploited Children:						
Authorization Level .....	0	0	0	20	20	20
Estimated Outlays .....	0	0	0	4	12	19
Other Programs:						
Estimated Authorization Level .....	0	0	0	20	21	21
Estimated Outlays .....	0	0	0	4	12	20
Subtotal, Title II:						
Estimated Authorization Level .....	0	0	0	40	41	41
Estimated Outlays .....	0	0	0	9	24	39
Total Proposed Changes:						
Estimated Authorization Level .....	0	121	123	166	169	172
Estimated Outlays .....	0	63	116	132	151	168
Total Spending Under H.R. 1925:						
Estimated Authorization Level .....	138	160	163	166	169	172
Estimated Outlays .....	128	142	156	164	167	170

<sup>1</sup> The 2003 level is the amount appropriated for that year for programs authorized under the Runaway and Homeless Youth Act and the Missing Children Protection Act. The 2004 and 2005 levels are the amounts authorized for programs under the Missing Children Protection Act.

Notes.—Components may not sum to totals because of rounding.

Education and Prevention Grants to Reduce Sexual Abuse of Runaway, Homeless, and Street Youth. H.R. 1925 also would authorize such sums as may be necessary in 2004 through 2008 for treatment, counseling and referral for runaway and homeless youth who are being subjected to sexual abuse. CBO estimates the authorized amount would be about \$16 million in 2004. The program is funded at \$15 million in 2003.

#### *Title II—Amendments to the Missing Children Protection Act*

Current law authorizes the appropriations of \$20 million annually over the 2004–2005 period for the National Center for Missing and Exploited Children and such sums as may be necessary for each of 2004 and 2005 for other components of the Missing Children program. H.R. 1925 would authorize the appropriation of \$20 million annually over the 2006–2008 period for the National Center and such sums as may be necessary for each of 2006 through 2008 for the other components of the Missing Children program.

Intergovernmental and private-sector impact: H.R. 1925 contains no intergovernmental or private-sector mandates as defined in UMRA and would extend authorizations for grants in the Runaway and Homeless Youth program and the Missing Children program. Both nonprofit and public entities, including state, local, and tribal governments, would be eligible for grants in that program. Any re-

quirements for receiving such grants would be conditions of assistance and therefore voluntary actions that would not be considered intergovernmental mandates as defined in UMRA.

Estimate prepared by: Federal Costs: Runaway and Homeless Youth: Donna Wong and Missing Children: Mark Grabowicz. Impact on State, Local, and Tribal Governments: Leo Lex. Impact on the Private Sector: Kate Bloniarz.

Estimate approved by: Peter H. Fontaine, Deputy Assistant Director for Budget Analysis.

#### STATEMENT OF GENERAL PERFORMANCE GOALS AND OBJECTIVES

In accordance with Clause (3)(c) of House Rule XIII, the goal of H.R. 1925 reauthorizes programs under the Runaway and Homeless Youth Act and the Missing Children's Assistance Act through fiscal year 2008. H.R. 1925 strengthens the programs and services that address the problems and needs of runaway and homeless youth. The Act also continues federal support of programs that assist in the recovery of missing and exploited children. The Committee expects the Department of Health and Human Services to comply with H.R. 1925 and implement the changes to the law in accordance with the changes.

#### CONSTITUTIONAL AUTHORITY STATEMENT

Under clause 3(d)(1) of rule XIII of the Rules of the House of Representatives, the Committee must include a statement citing the specific powers granted to Congress in the Constitution to enact the law proposed by H.R. 1925. The Committee believes that the amendments made by this bill, which authorize appropriations for education assistance, are within Congress' authority under Article I, section 8, clause 1 of the Constitution.

#### COMMITTEE ESTIMATE

Clauses 3(d)(2) of rule XIII of the Rules of the House of Representatives requires an estimate and a comparison by the Committee of the costs that would be incurred in carrying out H.R. 1925. However, clause 3(d)(3)(B) of that rule provides that this requirement does not apply when the Committee has included in its report a timely submitted cost estimate of the bill prepared by the Director of the Congressional Budget Office under section 402 of the Congressional Budget Act.

#### CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

### **JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF 1974**

\* \* \* \* \*

## TITLE III—RUNAWAY AND HOMELESS YOUTH

## SHORT TITLE

SEC. 301. This title may be cited as the “Runaway and Homeless Youth Act”.

## 【FINDINGS

【SEC. 302. The Congress hereby finds that—

【(1) juveniles who have become homeless or who leave and remain away from home without parental permission, are at risk of developing serious health and other problems because they lack sufficient resources to obtain care and may live on the street for extended periods thereby endangering themselves and creating a substantial law enforcement problem for communities in which they congregate;

【(2) the exact nature of the problem is not well defined because national statistics on the size and profile of the runaway youth population are not tabulated;

【(3) many such young people, because of their age and situation, are urgently in need of temporary shelter and counseling services;

【(4) the problem of locating, detaining, and returning runaway children should not be the responsibility of already overburdened police departments and juvenile justice authorities;

【(5) in view of the interstate nature of the problem, it is the responsibility of the Federal Government to develop an accurate national reporting system to report the problem, and to assist in the development of an effective system of care (including preventive services, emergency shelter services, and extended residential shelter) outside the welfare system and the law enforcement system;

【(6) runaway and homeless youth have a disproportionate share of health, behavioral, and emotional problems compared to the general population of youth, but have less access to health care and other appropriate services and therefore may need access to longer periods of residential care, more intensive aftercare service, and other assistance;

【(7) to make a successful transition to adulthood, runaway youth, homeless youth, and other street youth need opportunities to complete high school or earn a general equivalency degree, learn job skills, and obtain employment;

【(8) services for runaway and homeless youth are needed in urban, suburban, and rural areas;

【(9) early intervention services (such as home-based services) are needed to prevent runaway and homeless youth from becoming involved in the juvenile justice system and other law enforcement systems; and

【(10) street-based services that target runaway and homeless youth where they congregate are needed to reach youth who require assistance but who would not otherwise avail themselves of such assistance or services without street-based outreach.】

## SEC. 302. FINDINGS.

*The Congress finds that—*

(1) *youth who have become homeless or who leave and remain away from home without parental permission, are at risk of developing, and have a disproportionate share of, serious health, behavioral, and emotional problems because they lack sufficient resources to obtain care and may live on the street for extended periods thereby endangering themselves and creating a substantial law enforcement problem for communities in which they congregate;*

(2) *many such young people, because of their age and situation, are urgently in need of temporary shelter and services, including services that are linguistically appropriate and acknowledge the environment of youth seeking these services;*

(3) *in view of the interstate nature of the problem, it is the responsibility of the Federal Government to develop an accurate national reporting system to report the problem, and to assist in the development of an effective system of care (including preventive and aftercare services, emergency shelter services, extended residential shelter, and street outreach services) outside the welfare system and the law enforcement system;*

(4) *to make a successful transition to adulthood, runaway youth, homeless youth, and other street youth need opportunities to complete high school or earn a general equivalency degree, learn job skills, and obtain employment; and*

(5) *improved coordination and collaboration between the Federal programs that serve runaway and homeless youth are necessary for the development of a long-term strategy for responding to the needs of this population.*

\* \* \* \* \*

## PART A—[RUNAWAY AND HOMELESS YOUTH] BASIC CENTER GRANT PROGRAM

### AUTHORITY TO MAKE GRANTS

#### SEC. 311. (a) GRANTS FOR CENTERS AND SERVICES.—

(1) \* \* \*

(2) SERVICES PROVIDED.—Services provided under paragraph

(1)—

(A) \* \* \*

\* \* \* \* \*

(C) may include—

(i) \* \* \*

(ii) home-based services for families with youth at risk of separation from the family; [and]

(iii) drug abuse education and prevention services[.]; and

(iv) *at the request of runaway and homeless youth, testing for sexually transmitted diseases.*

(b)(1) \* \* \*

(2) [Subject to paragraph (3), the] *The amount allotted under paragraph (1) with respect to each State for a fiscal year shall be not less than \$100,000, except that the amount allotted to the Virgin Islands of the United States, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands shall be not less than \$45,000 each.*

[(3) If, as a result of paragraph (2), the amount allotted under paragraph (1) with respect to a State for a fiscal year would be less than the aggregate amount of grants made under this part to recipients in such State for fiscal year 1992, then the amounts allotted to satisfy the requirements of such paragraph shall be reduced pro rata to the extent necessary to allot under paragraph (1) with respect to such State for the fiscal year an amount equal to the aggregate amount of grants made under this part to recipients in such State for fiscal year 1992.]

[(4)] (3) In selecting among applicants for grants under subsection (a), the Secretary shall give priority to private entities that have experience in providing the services described in such subsection.

#### ELIGIBILITY

SEC. 312. (a) To be eligible for assistance under section 311(a), an applicant shall propose to establish, strengthen, or fund an existing or proposed runaway and homeless youth center, a locally controlled project (including a host family home) that provides temporary shelter, and counseling services to [juveniles] *youth* who have left home without permission of their parents or guardians or to other homeless [juveniles] *youth*.

(b) In order to qualify for assistance under section 311(a), an applicant shall submit a plan to the Secretary including assurances that the applicant—

(1) \* \* \*

\* \* \* \* \*

(4) shall develop an adequate plan for ensuring—

(A) \* \* \*

(B) coordination with [personnel of the schools to which runaway and homeless youth will return, to assist such youth to stay current with the curricula of those schools;] *McKinney-Vento school district liaisons, designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11432 (g)(1)(J)(ii)), to assure that runaway and homeless youth are provided information about the educational services available to such youth under subtitle B of title VII of that Act; and*

\* \* \* \* \*

#### ELIGIBILITY

SEC. 322. (a) To be eligible for assistance under this part, an applicant shall propose to establish, strengthen, or fund a transitional living youth project for homeless youth and shall submit to the Secretary a plan in which such applicant agrees, as part of such project—

(1) to provide, directly or indirectly, shelter (such as group homes, *including maternity group homes*, host family homes, and supervised apartments) and services (including information and counseling services in basic life skills which shall include money management, budgeting, consumer education, and use of credit, *parenting skills (as appropriate)*, interpersonal

skill building, educational advancement, job attainment skills, and mental and physical health care) to homeless youth;

(2) to provide such shelter and such services to individual homeless youth throughout a continuous period not to exceed 540 days, *except that a youth in a program under this part who is under the age of 18 years on the last day of the 540-day period may, if otherwise qualified for the program, remain in the program until the earlier of the youth's 18th birthday or the 180th day after the end of the 540-day period;*

\* \* \* \* \*

[(7) to develop an adequate plan to ensure proper referral of homeless youth to social service, law enforcement, educational, vocational, training, welfare, legal service, and health care programs and to help integrate and coordinate such services for youths;]

*(7) to develop an adequate plan to ensure proper referral of homeless youth to social service, law enforcement, educational (including post-secondary education), vocational, training (including services and programs for youth available under the Workforce Investment Act of 1998), welfare (including programs under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996), legal service, and health care programs and to help integrate and coordinate such services for youths;*

\* \* \* \* \*

(13) not to disclose records maintained on individual homeless youth without the informed consent of the individual youth to anyone other than an agency compiling statistical records; [and]

(14) to provide to the Secretary such other information as the Secretary may reasonably require[.]; and

*(15) to coordinate services with McKinney-Vento school district liaisons, designated under section 722(g)(1)(J)(ii) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11432(g)(1)(J)(ii)), to assure that runaway and homeless youth are provided information about the educational services available to such youth under subtitle B of title VII of that Act.*

\* \* \* \* \*

(c) *DEFINITION.—In this part, the term “maternity group home” means a community-based, adult-supervised transitional living arrangement that provides pregnant or parenting youth and their children with a supportive and supervised living arrangement in which such pregnant or parenting youth are required to learn parenting skills, including child development, family budgeting, health and nutrition, and other skills to promote their long-term economic independence in order to ensure the well-being of their children.*

\* \* \* \* \*



PART D—COORDINATING, TRAINING, RESEARCH, AND OTHER  
ACTIVITIES

**SEC. 341. COORDINATION.**

With respect to matters relating to the health, education, employment, and housing of runaway and homeless youth, the Secretary—

(1) in conjunction with the Attorney General, shall coordinate the activities of agencies of the Department of Health and Human Services with activities under any other Federal juvenile crime control, prevention, and juvenile offender accountability program and with the activities of other Federal entities; **[and]**

(2) shall coordinate the activities of agencies of the Department of Health and Human Services with the activities of other Federal entities and with the activities of entities that are eligible to receive grants under this title**[.]**; *and*

(3) *shall consult, as appropriate, the Secretary of Housing and Urban Development to ensure coordination of programs and services for homeless youth.*

\* \* \* \* \*

AUTHORITY TO MAKE GRANTS FOR RESEARCH, EVALUATION,  
DEMONSTRATION, AND SERVICE PROJECTS

SEC. 343. (a) The Secretary may make grants to States, localities, and private entities (and combinations of such entities) to carry out research, evaluation, demonstration, and service projects *regarding activities under this title* designed to increase knowledge concerning, and to improve services for, runaway youth and homeless youth.

\* \* \* \* \*

**[TEMPORARY]** DEMONSTRATION PROJECTS TO PROVIDE SERVICES TO  
YOUTH IN RURAL AREAS

SEC. 344. (a) \* \* \*

\* \* \* \* \*

**[SEC. 345. STUDY.**

**[**The Secretary shall conduct a study of a representative sample of runaways to determine the percent who leave home because of sexual abuse. The report on the study shall include—

**[**(1) in the case of sexual abuse, the relationship of the assaulter to the runaway; and

**[**(2) recommendations on how Federal laws may be changed to reduce sexual assaults on children.

The study shall be completed to enable the Secretary to make a report to the committees of Congress with jurisdiction over this Act, and to make such report available to the public, within one year of the date of the enactment of this section.**]**

\* \* \* \* \*

PART F—GENERAL PROVISIONS

\* \* \* \* \*

**SEC. 387. DEFINITIONS.**

In this title:

(1) \* \* \*

\* \* \* \* \*

(3) HOMELESS YOUTH.—The term “homeless youth” means an individual—

(A) who is—

(i) not more than 21 years of age, *or, in the case of a youth seeking shelter in a center under part A, not more than 18 years of age*; and

\* \* \* \* \*

**SEC. 388. AUTHORIZATION OF APPROPRIATIONS.**

(a) IN GENERAL.—

(1) AUTHORIZATION.—There is authorized to be appropriated to carry out this title (other than part E) such [sums as may be necessary for fiscal years 2000, 2001, 2002, and 2003] *\$105,000,000 for fiscal year 2004, and such sums as may be necessary for fiscal years 2005, 2006, 2007, and 2008.*

(2) ALLOCATION.—

(A) \* \* \*

(B) PART B.—Of the amount reserved under subparagraph (A), [not less than 20 percent, and not more than 30 percent] *45 percent and, in those fiscal years in which continuation grant obligations and the quality and number of applicants for parts A and B warrant not more than 55 percent, shall be reserved to carry out part B.*

\* \* \* \* \*

(4) PART E.—There is authorized to be appropriated to carry out part E such sums as may be necessary for fiscal years [2000, 2001, 2002, and 2003] *2004, 2005, 2006, 2007, and 2008.*

\* \* \* \* \*

**SEC. 389. RESTRICTION ON USE OF FUNDS.**

(a) IN GENERAL.—*None of the funds contained in this title may be used for any program of distributing sterile needles or syringes for the hypodermic injection of any illegal drug.*

(b) SEPARATE ACCOUNTING.—*Any individual or entity who receives any funds contained in this title and who carries out any program described in subsection (a) shall account for all funds used for such program separately from any funds contained in this title.*

**TITLE IV—MISSING CHILDREN****SHORT TITLE**

SEC. 401. This title may be cited as the “Missing Children’s Assistance Act”.

**[FINDINGS**

[SEC. 402. The Congress hereby finds that—

[(1) each year thousands of children are abducted or removed from the control of a parent having legal custody with-

out such parent's consent, under circumstances which immediately place them in grave danger;

【(2) many of these children are never reunited with their families;

【(3) often there are no clues to the whereabouts of these children;

【(4) many missing children are at great risk of both physical harm and sexual exploitation;

【(5) in many cases, parents and local law enforcement officials have neither the resources nor the expertise to mount expanded search efforts;

【(6) abducted children are frequently moved from one locality to another, requiring the cooperation and coordination of local, State, and Federal law enforcement efforts;

【(7) on frequent occasions, law enforcement authorities quickly exhaust all leads in missing children cases, and require assistance from distant communities where the child may be located;

【(8) Federal assistance is urgently needed to coordinate and assist in this interstate problem;

【(9) for 14 years, the National Center for Missing and Exploited Children has—

【(A) served as the national resource center and clearinghouse congressionally mandated under the provisions of the Missing Children's Assistance Act of 1984; and

【(B) worked in partnership with the Department of Justice, the Federal Bureau of Investigation, the Department of the Treasury, the Department of State, and many other agencies in the effort to find missing children and prevent child victimization;

【(10) Congress has given the Center, which is a private non-profit corporation, access to the National Crime Information Center of the Federal Bureau of Investigation, and the National Law Enforcement Telecommunications System;

【(11) since 1987, the Center has operated the National Child Pornography Tipline, in conjunction with the United States Customs Service and the United States Postal Inspection Service and, beginning this year, the Center established a new CyberTipline on child exploitation, thus becoming "the 911 for the Internet";

【(12) in light of statistics that time is of the essence in cases of child abduction, the Director of the Federal Bureau of Investigation in February of 1997 created a new NCIC child abduction ("CA") flag to provide the Center immediate notification in the most serious cases, resulting in 642 "CA" notifications to the Center and helping the Center to have its highest recovery rate in history;

【(13) the Center has established a national and increasingly worldwide network, linking the Center online with each of the missing children clearinghouses operated by the 50 States, the District of Columbia, and Puerto Rico, as well as with Scotland Yard in the United Kingdom, the Royal Canadian Mounted Police, INTERPOL headquarters in Lyon, France, and others, which has enabled the Center to transmit images and informa-

tion regarding missing children to law enforcement across the United States and around the world instantly;

[(14) from its inception in 1984 through March 31, 1998, the Center has—

[(A) handled 1,203,974 calls through its 24-hour toll-free hotline (1-800-THE-LOST) and currently averages 700 calls per day;

[(B) trained 146,284 law enforcement, criminal and juvenile justice, and healthcare professionals in child sexual exploitation and missing child case detection, identification, investigation, and prevention;

[(C) disseminated 15,491,344 free publications to citizens and professionals; and

[(D) worked with law enforcement on the cases of 59,481 missing children, resulting in the recovery of 40,180 children;

[(15) the demand for the services of the Center is growing dramatically, as evidenced by the fact that in 1997, the Center handled 129,100 calls, an all-time record, and by the fact that its new Internet website ([www.missingkids.com](http://www.missingkids.com)) receives 1,500,000 “hits” every day, and is linked with hundreds of other websites to provide real-time images of breaking cases of missing children;

[(16) in 1997, the Center provided policy training to 256 police chiefs and sheriffs from 50 States and Guam at its new Jimmy Ryce Law Enforcement Training Center;

[(17) the programs of the Center have had a remarkable impact, such as in the fight against infant abductions in partnership with the healthcare industry, during which the Center has performed 668 onsite hospital walk-throughs and inspections, and trained 45,065 hospital administrators, nurses, and security personnel, and thereby helped to reduce infant abductions in the United States by 82 percent;

[(18) the Center is now playing a significant role in international child abduction cases, serving as a representative of the Department of State at cases under The Hague Convention, and successfully resolving the cases of 343 international child abductions, and providing greater support to parents in the United States;

[(19) the Center is a model of public/private partnership, raising private sector funds to match congressional appropriations and receiving extensive private in-kind support, including advanced technology provided by the computer industry such as imaging technology used to age the photographs of long-term missing children and to reconstruct facial images of unidentified deceased children;

[(20) the Center was 1 of only 10 of 300 major national charities given an A+ grade in 1997 by the American Institute of Philanthropy; and

[(21) the Center has been redesignated as the Nation’s missing children clearinghouse and resource center once every 3 years through a competitive selection process conducted by the Office of Juvenile Justice and Delinquency Prevention of the Department of Justice, and has received grants from that Office to conduct the crucial purposes of the Center.]

**SEC. 402. FINDINGS.**

*The Congress finds that—*

*(1) each year thousands of children are abducted or removed from the control of a parent having legal custody without such parent's consent, under circumstances which immediately place the child in grave danger;*

*(2) many missing children are at great risk of both physical harm and sexual exploitation;*

*(3) in many cases, parents and local law enforcement officials have neither the resources nor the expertise to mount expanded search efforts;*

*(4) abducted children are frequently moved from one locality to another, requiring the cooperation and coordination of local, State, and Federal law enforcement efforts;*

*(5) the National Center for Missing and Exploited Children—*

*(A) serves as the national resource center and clearinghouse;*

*(B) works in partnership with the Department of Justice, the Federal Bureau of Investigation, the Department of the Treasury, the Department of State, and many other agencies in the effort to find missing children and prevent child victimization; and*

*(C) operates a national and increasingly worldwide network, linking the Center online with each of the missing children clearinghouses operated by the 50 States, the District of Columbia, and Puerto Rico, as well as with Scotland Yard in the United Kingdom, the Royal Canadian Mounted Police, INTERPOL headquarters in Lyon, France, and others, which enable the Center to transmit images and information regarding missing children to law enforcement across the United States and around the world instantly.*

\* \* \* \* \*

**DUTIES AND FUNCTIONS OF THE ADMINISTRATOR**

**SEC. 404. (a) \* \* \***

**(b) ANNUAL GRANT TO NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN.—**

**(1) \* \* \***

**(2) AUTHORIZATION OF APPROPRIATIONS.—**There is authorized to be appropriated to the Administrator to carry out this subsection, \$20,000,000 for each of the fiscal years 2004 through **2005** 2008.

\* \* \* \* \*

**AUTHORIZATION OF APPROPRIATIONS**

**SEC. 408. (a) IN GENERAL.—**To carry out the provisions of this title, there are authorized to be appropriated such sums as may be necessary for fiscal years 2004 through **2005** 2008.

\* \* \* \* \*

## ADDITIONAL VIEWS

The Grijalva Amendment to H.R. 1925 authorized \$50 million for health care coverage for runaway and homeless youth. While the Minority agrees that these youth are eligible for Medicaid, it has been demonstrated that there remains a high need, but low utilization of medical, mental, and substance abuse treatment among homeless youth.<sup>1</sup> In most states, homeless minors may consent to treatment for mental health, alcohol and substance abuse, and sexually transmitted diseases,<sup>2</sup> yet a number of barriers limit their access to the health care system.

The barriers for homeless youth to access health care services are programmatic as well as symptomatic of the homeless youth community. While temporary shelter programs offer referral, counseling and even transportation to health services, they are not required to have Medicaid eligibility workers on site to facilitate enrollment. Complex eligibility, document requirements and ineffective communication between applicants and the service system have all been cited as reasons why Medicaid is not enrolling all of the persons currently eligible to be enrolled.<sup>3</sup> These same reasons apply to homeless youth who have the added burden of their age and concentration of health problems as a result of their housing status.

The Grijalva Amendment would have enabled providers of services to homeless and runaway youth a means for assisting youth in overcoming these barriers. Youth in unstable living arrangements find difficulty keeping appointments and receiving follow-up care. Another significant barrier to accessing health care is youth's mistrust of health care professionals in formal settings.<sup>4</sup> Emergency shelters and low-demand drop-in centers often serve as intervention sites where youth can be connected to health care services. The shelters and centers funded through the Runaway and Homeless Youth Act represent the front line resource for services to runaway and homeless youth and are uniquely familiar with the challenges these youth face. The ability of these centers and shelters to serve as a front-end to the established health care systems such

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<sup>1</sup>Farrow, J.A., Deischer, M.D., Brown, M.D., Kulig, M.D. & Kipke, M.D. (1992). Health and Health Needs of Runaway and Homeless Youth. *Journal of Adolescent Health*, 13: 717-726.

Johnson, T.P., Aschkenasy, J.R., Herbers, M.R., & Gillenwater, S.A. (1993). Self-Reported Risk Factors for AIDS Among Homeless Youth. Annual Meeting of the Society for Pediatric Research, Washington, D.C.

Kennedy, M.R. (1991). Homeless and Runaway Youth Mental Health Issues: No Access to the System. *Journal of Adolescent Health*, 12: 576-579.

<sup>2</sup>Kennedy et al. (1990).

<sup>3</sup>Robertson, Marjorie J., Ph.D. and Toro, Paul, Ph.D. (1999). Homeless Youth: Research, Intervention and Policy, In Linda Fosburg and Deborah Dennis (Eds.), *Practical Lessons, the 1998 National Symposium on Homelessness Research*, Washington, D.C.

<sup>4</sup>Kennedy et al. (1990).

as Medicaid would have greatly improved services for these vulnerable youth.

RAUL M. GRIJALVA.

