

DEPARTMENT OF HEALTH AND HUMAN SERVICES  
ADMINISTRATION FOR CHILDREN AND FAMILIES

PERFORMANCE INFORMATION

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## SUMMARY OF MEASURES AND RESULTS

| FY   | Measures<br>Total in Plan <sup>1</sup> | Total Reported   |                  | Total Results |                       |         |             |
|------|--|------------------|------------------|---------------|-----------------------|---------|-------------|
|      |  | Results Reported | Percent Reported | Total Met     | Total Not Met         |         | Percent Met |
|      |  |                  |                  |               | Improved <sup>2</sup> | Not Met |             |
| 2002 | 30                                     | 30               | 100%             | 13            | 6                     | 11      | 43%         |
| 2003 | 33                                     | 33               | 100%             | 13            | 2                     | 18      | 39%         |
| 2004 | 45                                     | 36               | 80%              | 18            | 5                     | 13      | 50%         |
| 2005 | 70                                     | 15               | 21%              | 10            | 3                     | 2       | 67%         |
| 2006 | 71                                     | N/A              | N/A              | N/A           | N/A                   | N/A     | N/A         |
| 2007 | 73                                     | N/A              | N/A              | N/A           | N/A                   | N/A     | N/A         |

<sup>1</sup> Figures in the table reflect only measures that are reported in this FY 2007 performance budget. Measures from past years that have been dropped are not included in the counts. ACF's performance budget also includes 15 developmental measures, which likewise are not included in the table.

<sup>2</sup> Measures included in this column showed improvement from the previous fiscal year but did not meet performance targets.

**ACF DETAIL OF PERFORMANCE ANALYSIS  
(Organized by ACF’s Strategic Goals and Objectives)**

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**STRATEGIC GOAL I: INCREASE ECONOMIC INDEPENDENCE AND PRODUCTIVITY FOR FAMILIES.**

**STRATEGIC OBJECTIVE 1: INCREASE EMPLOYMENT.**

**1.1 Temporary Assistance for Needy Families (TANF)**

|   |           |                   |               |
|---|-----------|-------------------|---------------|
| <b>Long Term Goal:</b> At least 50 percent of all cases receiving TANF that are headed by adults will be required to participate in work-related activities.  |           |                   |               |
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 1.1a. All states meet the TANF all-families work participation rate:<br><br>FY2002-2005<br>All families rate=50% work participation<br><br>(outcome)  | 2007      | 100%              | Feb-09        |
|   | 2006      | 100%              | Feb-08        |
|   | 2005      | 100%              | Feb-07        |
|   | 2004      | 100%              | Feb-06        |
|   | 2003      | 100%              | 98%           |
|   | 2002      | 100%              | 100%          |
|   | 2001      | 100%              | 100%          |
|   | 2000      | 100%              | 100%          |
|   | 1999      | 100%              | 100%          |
|   | 1998      | Identify baseline | 100%          |
| <b>Data Source:</b> TANF Administrative Data.   |           |                   |               |
| <b>Data Validation:</b> Data are validated via single state audits.   |           |                   |               |
| <b>Cross Reference:</b> This performance measure was used in TANF’s PART assessment. The performance measure supports HHS Strategic Objective 6.1 and Secretary Leavitt’s 5,000-Day Horizon, in which, “Self-reliance and work are rewarded.” |           |                   |               |

Congress established the TANF work participation rate targets for states for FY 1997 through FY 2002. These targets will change upon final passage of TANF reauthorization. From FY 1998 through FY 2002, all states met the all-families work participation rates. For FY 2003, one state, Nevada, failed to meet its target rate. In the same time frame, there has also been a steady increase in the percentage of states (from 66 percent to 85 percent) meeting the more rigorous two-parent work participation rate (there is a separate work participation rate for two-parent families – 90 percent of two-parent families must have one parent working).

| <b>Long Term Goal:</b> Increase (from the baseline year, FY1999) the percentage of adult TANF recipients who become newly employed to 38% by FY 2009.  |           |   |                    |
|--|-----------|---|--------------------|
| <b>Measure</b>   | <b>FY</b> | <b>Target</b>                             | <b>Result</b>      |
| 1.1b. <sup>1</sup> Increase (from the baseline year, FY1999) the percentage of adult TANF recipients who become newly employed.<br>( <i>outcome</i> )  | 2007      | 36%                                       | Oct-08             |
|  | 2006      | 35%                                       | Oct-07             |
|  | 2005      | 44%                                       | Oct-06             |
|  | 2004      | 44%                                       | 35%                |
|  | 2003      | 44% (Identify new baseline <sup>2</sup> ) | 34%                |
|  | 2002      | 43%                                       | 36%                |
|  | 2001      | 43%                                       | 33% <sup>3</sup>   |
|  | 2000      | 42%                                       | 46.4%              |
|  | 1999      | Identify baseline                         | 43.3%              |
|  | 1998      | Pre-baseline                              | 38.7%              |
| 1.1c. <sup>4</sup> Increase (from the new baseline year, FY 2000) the percentage of adult TANF recipients/former recipients employed in one quarter that were still employed in the next two consecutive quarters.<br>( <i>outcome</i> )   | 2007      | 62%                                       | Oct-08             |
|  | 2006      | 61%                                       | Oct-07             |
|  | 2005      | 68%                                       | Oct-06             |
|  | 2004      | 68%                                       | 59%                |
|  | 2003      | 68% (Identify new baseline <sup>5</sup> ) | 59%                |
|  | 2002      | 65%                                       | 59%                |
|  | 2001      | 84%                                       | 63%                |
|  | 2000      | Identify baseline                         | 65%                |
|  | 1999      | Pre-baseline                              | 76.8% <sup>6</sup> |
|  | 1998      | Pre-baseline                              | 80.0%              |
| 1.1d. <sup>7</sup> Increase (from the baseline year, FY 2004) the percentage rate of earnings gained by employed adult TANF recipients/former recipients between a base quarter and a second subsequent quarter.<br>( <i>outcome</i> )   | 2007      | 40.7%                                     | Oct-08             |
|  | 2006      | 38.8%                                     | Oct-07             |
|  | 2005      | 29%                                       | Oct-06             |
|  | 2004      | 29% (Identify new baseline <sup>8</sup> ) | 37%                |
|  | 2003      | 29%                                       | 33%                |
|  | 2002      | 28%                                       | 33%                |
|  | 2001      | 28%                                       | 26%                |
|  | 2000      | 27%                                       | 25%                |
|  | 1999      | Identify baseline                         | 27%                |
|  | 1998      | Pre-baseline                              | 24%                |
| <b>Data Source:</b> Performance data for measures 1.1b to 1.1d are calculated using the National Directory of New Hires (NDNH).  |           |   |                    |
| <b>Data Validation:</b> Beginning with performance in FY 2001, the employment measures above – job entry, job retention, and earnings gain – are based solely on performance data obtained from the National Directory of New Hires (NDNH). Data are updated by states, and data validity is ensured with normal |           |   |                    |

<sup>1</sup> Formerly measure 1.1c; renumbered due to addition and reorganization of performance measures.

<sup>2</sup> Targets were revised to accommodate for changes in performance measurement due to use of a new, standardized data source (the National Directory of New Hires).

<sup>3</sup> Performance in FYs 2001 and 2002 may be explained by the change in data source (see Data Validation below measures).

<sup>4</sup> Formerly measure 1.1d; renumbered due to addition and reorganization of performance measures.

<sup>5</sup> Targets were revised to accommodate for changes in performance measurement due to use of a new, standardized data source (the National Directory of New Hires).

<sup>6</sup> For FY 1998 to FY 1999, this measure was limited to job retention over one subsequent quarter.

<sup>7</sup> Formerly measure 1.1e; renumbered due to addition and reorganization of performance measures.

<sup>8</sup> Targets were revised to accommodate for changes in performance measurement due to use of a new, standardized data source (the National Directory of New Hires).

auditing functions for submitted data. These employment measures also comprise the common measures related to employment, which were created in collaboration with the Office of Management and Budget and the Departments of Labor, Education, Housing and Urban Development, Interior, and Veteran's Affairs. The three measures offered above have also been used to determine states' achievement of a High Performance Bonus (HPB). Previous to use of the NDNH, states had flexibility in the data source(s) they used to obtain wage information on current and former TANF recipients under HPB specifications for performance years FY 1998 through FY 2000. ACF moved to this single source national database (NDNH) to ensure equal access to wage data and uniform application of the performance specifications. Performance achieved for FY 2001 and 2002 may have been affected by this change in data source. For example, through the NDNH ACF now has access to Federal employment wage data, which was not generally available to states earlier. Also, because changes in employment status during a quarter can not be identified in the quarterly wage data on the NDNH database, a state may have been able to identify employment status changes monthly through use of its administrative records.

**Cross Reference:** These performance measures were used in TANF's PART assessment. They support HHS Strategic Objective 6.1 and Secretary Leavitt's 5,000-Day Horizon, in which, "Self-reliance and work are rewarded."

Regarding measure 1.1b (new employment), states have had considerable success in moving TANF recipients to work; in FY 2004, 35 percent of recipients became employed. This success is attributed to several factors including the employment focus of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA), ACF's commitment to finding innovative and effective employment tools through research, the identification and dissemination of information on the effects of alternative employment strategies, a range of targeted technical assistance efforts, and a strong economy. The new employment targets for FY 2001 through FY 2003 reflect performance estimates before ACF implemented the use of a single data source, NDNH, for the work performance measures. Of the three employment measures presented here (1.1b, c, and d), only measure 1.1b – job entry – appears to be significantly affected by the use of the NDNH. This is now a long-term outcome measure. New targets for 2006 and 2007 were set in the PART process.

Regarding measure 1.1c (job retention), the retention rate was 59 percent in FY 2004, missing the 68 percent target. The current employment retention measure represents a more rigorous measure than that used prior to FY 2000. When setting the 68 percent target, ACF did not take into consideration the dampening effect of the caseload reduction credit, which significantly reduced state work participation rate targets and thus reduced state incentive for moving TANF recipients into employment. In fact for the past four years, nearly 60 percent of the adult TANF recipients have not engaged in any work or work preparation activities. The TANF reauthorization legislation will strengthen the current work requirements to ensure adult TANF recipients are engaged in work or activities leading to employment. ACF believes the current job retention targets may be overly ambitious and are no longer realistic. Factors to consider in relation to targets include the time it will take to regulate the new work requirements once reauthorization legislation is passed, as well as the time for states to fully implement the new work requirements. New targets for 2006 and 2007 were set in the PART process.

Regarding measure 1.1d, the earnings gain rate is calculated via dividing the earnings of employed TANF recipients (and former recipients<sup>9</sup>) in a third quarter by the earnings of TANF recipients in a first quarter, provided they were employed in the first and third quarters.<sup>10,11</sup> Since converting to the NDNH, ACF has

<sup>9</sup> "Former recipients" includes only those that received TANF in the first quarter but left the rolls in either the second or third quarter.

<sup>10</sup> This rate is calculated for all quarters: thus, employed recipient earnings in quarter 1 are compared with employed earnings in quarter 3, employed recipient earnings in quarter 2 are compared with employed earnings in quarter 4, employed recipient earnings in quarter 3 are compared with employed earnings in quarter 1 of the following year, etc.

<sup>11</sup> The rate is compiled for each year by averaging the gains by quarters 1, 2, 3 and 4 from the previous year's quarters 3 and 4 and the current year's quarters 1 and 2.

exceeded its performance targets; in FY 2004, TANF recipients and former recipients showed an increase in earnings of 37 percent between two successive quarters, eight percentage-points higher than the target (29 percent). ACF will continue to track this measure (measurement of earnings after the adult recipient entered TANF and reflecting the impact of any interventions on future earnings) while adding a second dimension: earnings directly before TANF entry and directly after TANF entry. Under this additional earnings gain measure, ACF will measure the amount of earnings of current adult recipients in the quarter before they became TANF recipients and in the first quarter after the initial quarter they are on TANF. This measure would not require that adults have earnings in both the pre and post quarters. One of the basic assumptions of the common measures is a defined entrance into and exit from a training program/intervention. The measurement point for entry into TANF is the beginning receipt of TANF assistance, which may not coincide with entrance into or exit from a training program. Our preliminary data indicate that this pre/post earnings gain measure results in a negative gain. This result is not unexpected since many TANF applicants seek assistance due to loss of employment. For our 10 percent improvement target for FY 2007, we will establish a FY 2004 baseline using the existing earnings gain measure.

| Measure   | FY   | Target            | Result |
|---|------|-------------------|--------|
| 1.1e. <sup>12</sup> Increase the rate of case closures related to employment, child support collected, and marriage. <sup>13</sup> (outcome)  | 2007 | 20.3%             | Feb-09 |
|   | 2006 | 20.3%             | Feb-08 |
|   | 2005 | 19.8%             | Feb-07 |
|   | 2004 | 19.3%             | Feb-06 |
|   | 2003 | Identify baseline | 18.8%  |
| <b>Data Source:</b> TANF Data Report database, comprised of state TANF reports submissions, is used to calculate this measure.  |      |                   |        |
| <b>Data Validation:</b> Data are validated via single state audits.   |      |                   |        |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 6.1. This measure also supports Secretary Leavitt's 5,000-Day Horizon, in which, "Self-reliance and work are rewarded," and, "Family interests are protected and marriages strengthened." |      |                   |        |

The TANF measures, taken together, assess state success in moving recipients from welfare to work and self-sufficiency. Full success requires not only getting recipients into jobs, but also keeping them in those jobs and increasing their earnings in order to reduce dependency and enable families to support themselves. Measure 1.1e tracks the rate of case closures related to employment, as well as marriage and the receipt of child support, which generally reflect the earnings of others. The baseline for this measure was established in FY 2003, at 18.8 percent. Caseload decline provides information on the number of families leaving TANF, but it does not indicate the number of families that are more self-sufficient as a result of employment or other income.

| Efficiency Measure   | FY   | Target            | Result  |
|--|------|-------------------|---------|
| 1.1f. Decrease the annual cost per recipient. (efficiency – approved by OMB) | 2007 | TBD               | Oct-08  |
|  | 2006 | TBD               | Oct-07  |
|  | 2005 | TBD <sup>14</sup> | Oct-06  |
|  | 2004 | Identify baseline | \$2,491 |
| <b>Data Source:</b> TANF Administrative Data.                                |      |                   |         |

<sup>12</sup> Formerly measure 1.1g; renumbered due to addition and reorganization of performance measures.

<sup>13</sup> The language of this measure has been modified to include case closures related to employment and child support, in order to provide additional focus on other ACF goals. The reported number of cases leaving due to marriage and receipt of child support is small (about one percentage point of the 18.8% baseline).

<sup>14</sup> ACF expects that targets will be developed for this measure by the end of FY 2006, in consultation with OMB.



**Data Validation:** Data are validated via single state audits.

**Cross Reference:** This performance measure was used in TANF’s PART assessment. The measure supports HHS Strategic Objective 6.1 and Secretary Leavitt’s 5,000-Day Horizon, in which, “Self-reliance and work are rewarded.”

Efficiency measure 1.1f tracks TANF costs per recipient. The numerator is total Federal TANF and state maintenance of effort expenditures on work-related activities/expenses, transportation, and a proportional amount on administration and systems. The denominator is number of adult TANF recipients.

## 1.2 Refugee and Entrant Assistance (Social Services/Targeted Assistance, Refugee Cash and Medical Assistance, Matching Grants, and Human Trafficking Program)

### Social Services/Targeted Assistance

| <b>Long Term Goal:</b> By 2012, grantees will achieve a 65% entered employment rate. <sup>15</sup>   |           |   |                 |
|--|-----------|---|-----------------|
| <b>Measure</b>   | <b>FY</b> | <b>Target</b>                                   | <b>Result</b>   |
| 1.2a. Increase the percent of refugees entering employment through ACF-funded refugee employment services by a percent of the prior year’s actual percentage outcome using the ratio of entered employment to the number of refugees receiving services. <sup>16</sup> (outcome) | 2007      | Increase by 1% over prior year’s actual outcome | Dec-08          |
|  | 2006      | Increase by 3% over prior year’s actual outcome | Dec-07          |
|  | 2005      | 51.50%  | Dec-06          |
|  | 2004      | 46.35%  | 50.00%          |
|  | 2003      | 55.05%  | 45.00%          |
|  | 2002      | 52.03%  | 53.45%          |
|  | 2001      | 56,885  | 45,893 (50.51%) |
|  | 2000      | 54,176  | 48,820          |
|  | 1999      | 51,597  | 50,208          |
|  | 1998      | Baseline year                                   | 52,298          |
| 1.2b Increase the percent of entered employment with health benefits available as a subset of full-time job placements by a percent of the prior year’s actual percentage outcome. <sup>17</sup> (outcome)   | 2007      | Increase by 1% over prior year’s actual outcome | Dec-08          |
|  | 2006      | Increase by 3% over prior year’s actual outcome | Dec-07          |
|  | 2005      | 57.70%  | Dec-06          |
|  | 2004      | 61.80%  | 56.00%          |
|  | 2003      | 65.51%  | 60.00%          |
|  | 2002      | 71.00%  | 63.60%          |
|  | 2001      | 30,613  | 27,270 (68.93%) |
|  | 2000      | 29,156  | 27,080          |
|  | 1999      | 27,767  | 28,425          |
|  | 1998      | Baseline year                                   | 27,124          |

<sup>15</sup> This is a technical correction from the former FY 2012 target of 85%.

<sup>16</sup> Prior to FY 2002, this measure reported on numbers of refugees rather than percentages.

<sup>17</sup> Prior to FY 2002, this measure reported on numbers of refugees rather than percentages.

|  |      |   |                 |
|--|------|---|-----------------|
| 1.2c. <sup>18</sup> Increase the percent of 90-day job retention as a subset of all entered employment by a percent of the prior year's actual percentage outcome. <sup>19</sup> (outcome) | 2007 | Increase by 1% over prior year's actual outcome | Dec-08          |
|  | 2006 | Increase by 3% over prior year's actual outcome | Dec-07          |
|  | 2005 | 76.20%  | Dec-06          |
|  | 2004 | 72.10%  | 74.00%          |
|  | 2003 | 79.52%  | 70.00%          |
|  | 2002 | 73.03%  | 77.20%          |
|  | 2001 | 41,824  | 31,137 (70.90%) |
|  | 2000 | 39,833  | 33,626          |
|  | 1999 | 37,936  | 36,055          |
|  | 1998 | Baseline year                                   | 38,040          |

**Data Source:** Data are submitted quarterly by all grantees participating in the state-administered and Wilson-Fish programs via the Quarterly Performance Report (QPR) (Form ORR-6). Baseline data for all measures were derived from FY 2002 annual unduplicated outcome data as reported on the annual Outcome Goal Plans through FY 2002. As of FY 2003, targets are set based on the previous year's actual performance.

**1.2a:** The performance is calculated by dividing the total number of entered employments in a year by the total national refugee and entrant caseload for employment services.

**1.2b:** The performance is calculated by dividing the total number of refugees who have entered jobs with health benefits by the total number of full-time (35-hours-a-week or more) entered employments in that FY.

**1.2c:** The performance is calculated by dividing the total number of refugees with 90-day job retention by the total number of entered employments in the first three quarters of that FY, plus the total number of entered employments in the last quarter of the previous FY.

**Data Validation:** Correcting discrepancies in data<sup>20</sup> is a priority. Desk monitoring and tracking of performance report data occur quarterly in the state-administered and Wilson-Fish programs. Data are validated by periodic desk and on-site monitoring, in which refugee cases are randomly selected and reviewed. During on-site monitoring, outcomes reported by service providers are verified with both employers and refugees to ensure accurate reporting of job placements, wages, and retentions. In addition, grantees conduct regular monitoring of Office of Refugee Resettlement (ORR)-funded contracts and grants.

**Cross Reference:** This performance goal supports HHS Strategic Objective 6.1. These measures also support Secretary Leavitt's 5,000-Day Horizon, in which, "Self-reliance and work are rewarded."

The long term goal reflects the emphasis of the Office of Refugee Resettlement (ORR), in ACF, on improving grantees' ability to assist refugees in entering employment. States (including states providing services under the Wilson-Fish program) with an entered employment rate (EER) of less than 50 percent are expected to achieve an annual increase of at least 5 percent of the prior year's actual percentage outcome. States with an EER greater than 50 percent are expected to achieve an annual increase of at least 3 percent of the prior year's performance. Average national EER's are calculated a) for all states, b)

<sup>18</sup> Formerly measure 1.2d.

<sup>19</sup> Prior to FY 2002, this measure reported on numbers of refugees rather than percentages.

<sup>20</sup> For example, some clients who request employment assistance receive services and, in the midst of service provision, find a job "on their own" but are unavailable or unwilling to share their employment information may be recorded incorrectly. Discrepant data are being reported for some cases because some states are struggling to identify numbers of clients being served. For employable clients receiving cash assistance, the assistance is sometimes reduced as a result of employment instead of being terminated. In some states, some refugee populations served with ORR funding are hard to place and often need extensive longer-term assistance to find a job.

for all except the 2 states with the largest caseloads, and c) for each of the 2 cohorts listed above.<sup>21</sup> States that reach a high employment and self-sufficiency rate of 85 percent among employable refugees may choose to maintain their target levels rather than increase them. Although there are no monetary punishments or rewards, ORR has implemented a number of strategies and incentives aimed at challenging states to improve performance for targets that were not achieved. ORR publishes state performance results in the Annual Report to Congress, certificates of commendation are presented to states with increased performance at the annual ORR national conference, and ORR teams negotiate the targets and provide technical assistance and monitoring to the states to achieve mutually acceptable goals.

Measures 1.2a through 1.2c reflect states' annual progress toward refugee and entrant self-sufficiency, including entered employment, job retention, and job quality. Though these measures are used to gauge performance for the entire program, each state is also expected to set individual targets toward these measures. When setting targets, states are asked to aim to improve upon the previous year's actual performance. While there are no national performance requirements or formal-comparison of states, each state's actual annual performance is compared with that state's projected targets to calculate the level of achievement and to ensure that states strive for continuous improvement in their goal-setting process from year to year. Starting in FY 1996, states (and California counties) have submitted an end-of-year report to ORR comparing projected annual targets with actual outcomes achieved for each of the measures. States may include a narrative to explain increases or decreases in performance due to local conditions that may have affected performance during the year. This includes labor market conditions or other factors, such as unanticipated reduction in refugee arrivals.

The targets set for the annual measures were met in FY 2004 for two of the three measures: "Increase the percent of refugees entering employment through ACF-funded refugee employment services by a percent of the prior year's actual percentage outcome using the ratio of entered employment to the number of refugees receiving services" and "increase the percent of 90-day job retention as a subset of all entered employment by a percent of the prior year's actual percentage outcome."

In FY 2003, when targets were not met, the majority of the refugee populations being served with ORR funding were difficult to place and often needed extensive longer-term assistance to find a job because of special needs, lack of formal education and limited or no English proficiency. These refugee populations came from less developed countries such as Liberia<sup>22</sup> and Sudan. In some instances, clients who request employment assistance receive services and, in the midst of service provision, find a job "own their own" but are unavailable or unwilling to share their employment information with providers. ORR is currently working with states to improve their systems for data collection and validation, which it anticipates will improve the ability to track the employment of refugees who find employment "on their own." Though the extent to which ORR can predict future performance is limited by the emergency humanitarian nature of the refugee resettlement program, ORR anticipates that its efforts and the efforts of states will lead to improved outcomes on the performance measures, and anticipates reaching all targets listed in the table above.

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<sup>21</sup> The two cohorts are those states with an entered employment rate of less than 50% and those with more than 50%.

<sup>22</sup> The language spoken by Liberians is a form of English that is difficult for Americans to understand. Moreover, Liberian refugees typically have low education and literacy levels, which inhibit their success in the U.S. labor market.

Refugee Cash and Medical Assistance (CMA) (Transitional and Medical Services)

| <b>Long Term Goal:</b> Increase the percent of cash assistance terminations due to earned income from employment for those refugee clients receiving cash assistance at employment entry to 30.40% by FY 2010. (Proposed Long-term Goal) |      |               |        |
|--|------|---------------|--------|
| Measure  | FY   | Target        | Result |
| 1.2d. Increase the percent of cash assistance terminations due to earned income from employment for those clients receiving cash assistance at employment entry.<br><i>(new outcome)</i>   | 2007 | 28.65%        | Dec-08 |
|  | 2006 | 28.09%        | Dec-07 |
|  | 2005 | 27.54%        | Dec-06 |
|  | 2004 | Baseline year | 27.00% |
| <b>Data Source:</b> Quarterly Performance Report (Form ORR-6). Please see the previous performance detail table under measures 1.2a through 1.2c for a detailed explanation.   |      |               |        |
| <b>Data Validation:</b> Please see the previous performance detail table under measures 1.2a through 1.c for a detailed explanation.   |      |               |        |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objective 6.1. This measure also supports Secretary Leavitt's 5,000-Day Horizon, in which, "Self-reliance and work are rewarded."                                   |      |               |        |

The goal of the refugee resettlement program is to assist refugees in attaining economic self-sufficiency as soon as possible after arrival. The Refugee Cash and Medical Assistance (CMA) program promotes economic self-sufficiency through cash and medical assistance for newly arriving refugees to enable them to gain and maintain employment. Economic self-sufficiency is earnings or income for the total family at a level that enables a family unit to support itself without receipt of cash assistance.

For measure 1.2d and the related long-term goal, a cash assistance termination is defined as the closing of a cash assistance case due to earned income in an amount that is predicted to exceed the state's payment standard for the case based from employment on family size, rendering the case ineligible for cash assistance. Success under this measure would indicate that the CMA program is meeting its goal of promoting economic self-sufficiency through cash and medical assistance to newly arriving refugees (who are eligible for this assistance for only up to 8 months after arrival in the U.S.).

| <b>Long Term Goal:</b> Increase the average hourly wage of refugees at placement (employment entry) to \$8.55/hour by FY 2010.   |      |               |        |
|--|------|---------------|--------|
| Measure  | FY   | Target        | Result |
| 1.2e. Increase the average hourly wage of refugees at placement (employment entry).<br><i>(new outcome)</i>  | 2007 | \$8.31        | Dec-08 |
|  | 2006 | \$8.23        | Dec-07 |
|  | 2005 | \$8.15        | Dec-06 |
|  | 2004 | Baseline year | \$8.07 |
| <b>Data Source:</b> Please see the previous performance detail table under measures 1.2a through 1.2c for a detailed explanation.  |      |               |        |
| <b>Data Validation:</b> Please see the previous performance detail table under measures 1.2a through 1.2c for a detailed explanation.  |      |               |        |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objective 6.1. This measure also supports Secretary Leavitt's 5,000-Day Horizon, in which, "Self-reliance and work are rewarded." |      |               |        |

Measure 1.2e and the related long-term goal examine the quality of jobs obtained by refugees who have received assistance under the Refugee Cash and Medical Assistance (CMA) program. FY 2004 saw significant improvement in the quality of jobs found for refugees. Twenty-five states reported higher wages at placement than in FY 2003. In FY 2004, 23 states reported higher wages than the average aggregate wage for all states (\$8.07). Success under this measure would indicate that the CMA program is

meeting its goal of promoting economic self-sufficiency to newly arriving refugees; by providing cash and medical assistance for a limited period of up to 8 months, ACF provides assistance and incentives such as training bonuses, early employment bonuses, and job retention bonuses that help refugees move quickly into good-quality jobs.

| Efficiency Measure  | FY   | Target            | Result               |
|---|------|-------------------|----------------------|
| 1.2f. For newly arrived refugees receiving TANF or other forms of cash assistance, shorten the length of time it takes a refugee to obtain unsubsidized employment following arrival in the U.S. (efficiency – approved by OMB) | 2007 | TBD               | Dec-08               |
|   | 2006 | TBD               | Dec-07               |
|   | 2005 | TBD               | Dec-06               |
|   | 2004 | Identify baseline | Jun-06 <sup>23</sup> |
| <b>Data Source:</b> Please see the previous performance detail table under measure 1.2a-c for a detailed explanation.   |      |                   |                      |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 1.2a-c for a detailed explanation.   |      |                   |                      |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Goal 6.1. This measure also supports Secretary Leavitt’s 5,000-Day Horizon, in which, “Self-reliance and work are rewarded.”                               |      |                   |                      |

The annual efficiency measure above reflects ORR’s efforts to improve grantees’ efficiency in helping refugees and entrants obtain unsubsidized employment.

#### Matching Grants

| <b>Long Term Goal:</b> Increase the percentage of clients enrolled in the Matching Grant program who achieve economic self-sufficiency by the 180th day to 81% by CY 2009.  |                   |   |                 |
|---|-------------------|---|-----------------|
| Measure   | CY                | Target  | Result          |
| 1.2g. <sup>24</sup> Increase the percent of refugees who enter employment through the Matching Grant (MG) program as a subset of all MG employable adults by a percent of the prior year’s actual percentage outcome. <sup>25</sup> (outcome) | 2007              | Increase by 1% over prior year’s actual outcome | Dec-08          |
|   | 2006              | Increase by 3% over prior year’s actual outcome | Dec-07          |
|   | 2005              | 74.16%  | Dec-06          |
|   | 2004              | 71.1%   | 72%             |
|   | 2003              | 72.1%   | 69%             |
|   | 2002              | 14,576 (78%)                                    | 70%             |
|   | 2001              | 9,504   | 13,882 (50.51%) |
|   | 2000              | 9,051   | 10,931          |
|   | 1999              | 8,620   | 9,713           |
| 1998  | Identify baseline | 8,049   |                 |

<sup>23</sup> During the October 2005 ORR Consultation, ORR agreed to coordinate a working group with State Coordinators, Voluntary Agencies (Volags), and Mutual Aid Associations (MAAs) to revisit the definition of self-sufficiency. ORR intends to then develop additional reporting constructs that will clearly identify milestones achieved by refugees in meeting this efficiency measure.

<sup>24</sup> Formerly measure 1.2e.

<sup>25</sup> Prior to FY 2002, this measure reported on numbers of refugees rather than percentages.

|   |      |   |        |
|---|------|---|--------|
| 1.2h. <sup>26</sup> Increase the percent of refugees who are self-sufficient (not dependent on any cash assistance) within the first four months (120 days) after arrival by a percent of the prior year's actual percentage outcome. <sup>27</sup><br>( <i>outcome</i> )   | 2007 | Increase by 1% over prior year's actual outcome | Dec-08 |
|   | 2006 | Increase by 3% over prior year's actual outcome | Dec-07 |
|   | 2005 | 74.16%  | Dec-06 |
|   | 2004 | 72.10%  | 72%    |
|   | 2003 | 74.16%  | 70%    |
|   | 2002 | 10,860 (81%)                                    | 72%    |
|   | 2001 | 6,176   | 10,442 |
|   | 2000 | 5,938   | 10,597 |
|   | 1999 | 5,710   | 6,497  |
|   | 1998 | Identify baseline                               | 5,194  |
| 1.2i. Increase the percent of refugees who are self-sufficient (not dependent on any cash assistance) within the first six months (180 days) after arrival by a percent of the prior year's actual percentage outcome.<br>( <i>new outcome</i> )  | 2007 | 79.5%   | Dec-08 |
|   | 2006 | 79%   | Dec-07 |
|   | 2005 | 78%   | Dec-06 |
|   | 2004 | Identify baseline                               | 77%    |
| <b>Data Source:</b> Data for the Matching Grant program are submitted to ACF three times per year on the Matching Grant Progress Report form. Baseline data for the Matching Grant program are derived from the Calendar Year 2002 outcomes (prior to CY 2002, the data was reported in numbers rather than percentages, so the baseline shifted from 1998 and 2002). Matching Grant unduplicated annual performance data for a CY are submitted to ACF in February of the following year.  |      |   |        |
| <b>Data Validation:</b> Data are validated with methods similar to those used with Quarterly Performance Reports. Please see the previous performance detail table under measures 2.1a through 2.1c for a detailed explanation. Note that there are only two staff (less than 2 Full-Time Equivalents, FTEs) in the Office of Refugee Resettlement (ORR), in ACF, that are working on the Matching Grant program, and additional staff may be necessary to adequately monitor this program. |      |   |        |
| <b>Cross-Reference:</b> The long-term goal and measure 1.2i were established during the PART process. This performance goal supports HHS Strategic Objective 6.1. These measures also support Secretary Leavitt's 5,000-Day Horizon, in which, "Self-reliance and work are rewarded."   |      |   |        |

The Matching Grant Program emphasizes family self-sufficiency (independence from cash assistance) and is characterized by a strong emphasis on early employment and intensive services to qualified refugees during the first four months after their arrival. Both of these features contribute to the high success rate for past years' performances in this program. The performance measures listed above are therefore focused on the two most critical program goals: entering employment and the proportion of cases that are self-sufficient at four and six months after arrival in the U.S. ACF requires nonprofit agencies participating in the Matching Grant Program to set outcome goals each year on five outcome measures negotiated with the Matching Grant agencies. Only the first three outcome measures are included in the above table.

- Entered employments (job placements)
- Self-sufficiency at 120 days (cases and persons)
- Self-sufficiency at 180 days (cases and persons)
- Average hourly wage at placement
- Entered employments with health benefits available

<sup>26</sup> Formerly measure 1.2f.

<sup>27</sup> Prior to FY 2002, this measure reported on numbers of refugees rather than percentages.

The long-term goal and outcome measure (1.2i) listed in the above table are focused on self-sufficiency at 180 days, due to the Matching Grant Program’s recent increased emphasis on this timeline. In addition to implementing these measures, the Matching Grant Program also implemented, starting in CY 2005, a performance-based award system whereby grantees receive increases or cuts in their funding (and, consequently, their caseload) based on their ability to achieve overall refugee self-sufficiency at 180 days.

The Matching Grant Program met CY 2004 targets on measures 1.2g and 1.2h. Though these targets were met for CY 2004, the Office of Refugee Resettlement (ORR), in ACF, believes that the target of increasing outcomes by 3 percent each year is unsustainable. ORR proposes an increase of 1 percent per year starting in CY 2007; this target is more sustainable, though still ambitious. With regard to the 80 percent target for the proposed long-term goal and the targets for the proposed outcome measures, ORR believes that these targets are also ambitious – especially considering the diversity of refugees currently served. Performance on all Matching Grant Program measures is dependent upon the size of the families that arrive in the U.S. and subsequently enroll in the MG program. Unlike in the past 25 years when the U.S. brought in huge numbers of refugees from a limited number of countries, current refugee populations are coming from a far greater number of countries than ever before and are therefore increasingly diverse in language, culture, and the nature of their barriers to employment. Matching Grant Program affiliates throughout the country have accepted the challenge of working with this increasingly diverse and hard-to-employ group of clients.

| Efficiency Measure  | CY   | Target            | Result |
|---|------|-------------------|--------|
| 1.2j. Increase the number of Matching Grant (MG) program refugees who are self-sufficient (not dependent on any cash assistance) within the first six months (180 days after arrival), per million federal dollars awarded to grantees (adjusted for inflation).<br><i>(new efficiency – approved by OMB)</i>                                   | 2007 | 410               | Dec-08 |
|   | 2006 | 400               | Dec-07 |
|   | 2005 | 390               | Dec-06 |
|   | 2004 | Identify baseline | 385    |
| <b>Data Source:</b> Data for the Matching Grant program are submitted to ACF three times per year on the Matching Grant Progress Report form. Baseline data for the Matching Grant program are derived from the Calendar Year 2002 outcomes. Matching Grant unduplicated annual performance data are submitted to ACF in February of each year. |      |                   |        |
| <b>Data Validation:</b> Please see the previous performance detail table under measures 2.1g through 2.1i for a detailed explanation.   |      |                   |        |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objective 6.1; the efficiency measure was established during the PART process. This measure also supports Secretary Leavitt’s 5,000-Day Horizon, in which, “Self-reliance and work are rewarded.”  |      |                   |        |

This efficiency measure focuses on the 180-day (six month) self-sufficiency of refugees in the MG program. The 180<sup>th</sup> day is, by far, the best measure of the program and results in the best accountability measure of what we get for the money.

The MG program awards approximately \$50 million in federal funding to grantees each calendar year, serving approximately 25,000 refugees annually. The number of refugees served is directly linked to the amount of federal money awarded by ORR to grantees, since the program provides \$2000 in federal funds for each refugee served (and grantees must match that federal money when providing services). To calculate performance on this measure, the number of refugees who are self-sufficient at 180 days is divided by the federal award (in millions of dollars) to grantees for that year. The measure is adjusted for inflation with a baseline year of 2004, using the Consumer Price Index Inflation Calculator.

Human Trafficking Program

| <b>Long Term Goal:</b> Increase the number of victims of trafficking certified to 800 per year by FY 2011.  |           |               |               |
|---|-----------|---------------|---------------|
| <b>Measure</b>  | <b>FY</b> | <b>Target</b> | <b>Result</b> |
| 1.2k. Increase the number of victims of trafficking certified per year.<br><i>(new outcome)</i>   | 2007      | 400           | Jun-08        |
|   | 2006      | 300           | Jun-07        |
|   | 2005      | 200           | 231           |
|   | 2004      | Baseline year | 163           |
| <b>Data Source:</b> HHS database of trafficking victim certifications, based on information provided by the Department of Justice (DOJ), the Department of Homeland Security (DHS), and ORR Human Trafficking Program grantees.   |           |               |               |
| <b>Data Validation:</b> DHS provides real-time notices of awards of “continued presence” statuses, receipt of “bona fide” T-visa applications, and T-visa awards. This information triggers issuance of HHS certifications. The provision of this information is governed by a Memorandum of Understanding (MOU) between HHS, DHS and DOJ, which created a general framework for our collaboration on trafficking. The MOU with DHS and DOJ facilitates information-sharing between federal partners. |           |               |               |
| <b>Cross Reference:</b> This performance goal was established during the PART process. The long-term and annual measures support HHS Strategic Objective 6.1 and Secretary Leavitt’s 500-Day Plan, which aims to “Protect Life, Family, and Human Dignity.”   |           |               |               |

The Human Trafficking Program has the goal of maximizing the number of victims of trafficking who are detected and rescued, so that they may receive benefits and services under the Trafficking Victims Protection Act (TVPA) to regain their dignity and safely rebuild their lives in the United States. ORR’s primary responsibility under the TVPA is to certify victims of trafficking (who have been officially adjudicated to be victims of trafficking and received T-visas through the Department of Homeland Security) and provide benefits and services to them so that they may achieve dignity and self-sufficiency. ORR’s long term goal by FY 2011 is to achieve 800 victims’ certification per year. There is a congressionally imposed annual limitation of 5000 T-Visas (visas specifically set aside for victims of trafficking under the TVPA). In FY 2005, 231 victims were certified – which exceeded the target of 200. This measure serves as a proxy for the program’s desired outcome of rescuing victims of trafficking. Due to changes in the structure of the Human Trafficking Program, such as awareness campaigns, a set of new grants to expand existing outreach activities to identify trafficking victims, and the proposed acquisition of a nationwide contractor to target services to victims as needed, ORR anticipates that it will be able to meet targets as laid out.

| <b>Long Term Goal:</b> Increase the proportion of victims or trafficking restored to self-sufficiency to 79% (of those certified in FY 2009) by FY 2011. |           |   |   |
|--|-----------|---|---|
| <b>Measure</b>   | <b>FY</b> | <b>Target</b>   | <b>Result</b>   |
| 1.2l Increase the proportion of victims of trafficking restored to self-sufficiency (independence from cash assistance).<br><i>(new outcome)</i>         | 2007      | 71% of victims certified in FY 2005 required fewer than two years of assistance | Jun-08  |
|  | 2006      | 69% of victims certified in FY 2004 required fewer than two years of assistance | Jun-07  |
|  | 2005      | 67% of victims certified in FY 2003 required fewer than two years of assistance | Jun-06  |
|  | 2004      | Identify baseline   | 65% of victims certified in FY 2002 required fewer than two years of assistance |
| <b>Data Source:</b> The program will track this measure through the network of grantees and through data   |           |   |   |



collected by the anticipated new per capita service mechanism. The program will cross-reference with the ORR RCA/RMA program or TANF program to determine whether cash assistance is being received.

**Data Validation:** The program engages in regular monitoring of grantees and receives reports from all grantees semi-annually, covering both financial and programmatic performance.

**Cross Reference:** This performance goal was established during the PART process. The long-term and annual measures support HHS Strategic Objective 6.1 and Secretary Leavitt’s 500-Day Plan, which aims to “Protect Life, Family, and Human Dignity”

The proposed long-term goal and outcome measure in the above table track ACF’s progress towards meeting the goals of the Human Trafficking Program. ACF’s goal is to increase the proportion of such victims who are able to achieve self-sufficiency (independence from cash assistance) and who therefore are no longer reliant on the Human Trafficking Program; the ultimate goal of the Human Trafficking Program is to restore self-sufficiency so that victims may live productive, safe, and healthy lives. Success in this measure depends on meeting the definition of self-sufficiency as laid out in the Trafficking Victims Protection Act. Once the Human Trafficking Program has certified victims of trafficking (and even prior to certification, per the 2003 TVPA reauthorization), victims are able to receive a host of benefits and services, including supportive services specific to trafficking victims, to promote dignity and self-sufficiency.

| Efficiency Measure  | FY   | Target   | Result  |
|---|------|--|---|
| 1.2m. Increase number of victims certified and served by whole network of grantees per million dollars invested.<br><i>(new efficiency – approved by OMB)</i> | 2007 | 40   | Jun-08  |
|   | 2006 | 30   | Jun-07  |
|   | 2005 | 20   | 23.1  |
|   | 2004 | Identify baseline  | 16  |
| 1.2n. Increase Media Impressions, Hotline Calls, and Website Visits per thousand dollars invested.<br><i>(new efficiency)</i>                                 | 2007 | Media Impressions: 50,570<br>Hotline Calls: 1.8<br>Website Visitors: 69  | Jun-08  |
|   | 2006 | Media Impressions: 29,750<br>Hotline Calls: 0.89<br>Website Visitors: 33 | Jun-07  |
|   | 2005 | Media Impressions: 27,000<br>Hotline Calls: 0.81<br>Website visitors: 30 | Media Impressions: 104,600<br>Hotline Calls: 1.812<br>Website Visitors: June-06 |
|   | 2004 | Identify baseline  | Media Impressions: 23,000<br>Hotline Calls: 0.54<br>Website Visitors: 15        |

**Data Source:**

**1.2m:** This measure is calculated by dividing the number of victims certified and served in one FY by the total funding for Human Trafficking program in that FY.

**1.2n: Media Outreach:** Public Awareness Campaign Contractors, the prime contractor and key subcontractors responsible for implementation of the public awareness campaign, provide next day reports of all news articles concerning human trafficking in order to monitor coverage of the “Rescue and Restore” campaign. ACF also receives monthly tracking data concerning the “Rescue and Restore” campaign, including: total media impressions generated, reports on the status of the anti-trafficking coalitions in our launch cities, play given to public service announcements, and audiences for paid advertising. Total audience impressions reflect the number of individuals that may read, see, or hear a message. They are referred to as audience impressions because the number is simply an estimate based on newspaper circulation and Nielsen viewership. It is impossible to calculate exactly how many people

actually saw, read or heard the message, so this method provides a general guideline as to this number. For print media, total audience impressions are calculated by multiplying a publication's circulation by a factor of 2.5. This is the acceptable industry standard to calculate those they may have been exposed to your message. It is based on the assumption that newspapers delivered to households, libraries and offices are read by approximately 3 persons.

For broadcast media (radio and television), Video Monitoring Service (VMS) provides estimated audience figures based on Nielsen ratings.

**Hotline:** Covenant House, operator of the Trafficking Information and Referral Hotline, provides monthly reports on the number and profile of calls to the hotline. Covenant House also sends e-mail notices of information received concerning specific cases of trafficking. The Hotline reports includes the amount of calls received every month, the date, the call number, the call start time, the language, the city, the state, the Caller's gender, the Caller's age group, a brief description of the type of call (like homeless, child abuse, immigration statues, domestic violence, etc), to which it was referred, and information about if the hotline counselors set a conference call with grantees.

**Website:** ACF Web Team provides traffic information on the Trafficking website. This includes how many visitors check the website, the average time per visit, the origin of the visit, and the how many hits per day.

**Data Validation:** The program engages in regular monitoring of grantees and contractors providing media, hotline traffic, and website information.

**Cross Reference:** This performance goal was established during the PART process. The long-term and annual measures support HHS Strategic Objective 6.1 and Secretary Leavitt's 500-Day Plan, which aims to "Protect Life, Family, and Human Dignity."

The Human Trafficking program is aggressively managed from both a performance and cost-efficiency standpoint. In response to the inadequate rate of victim identification and rescue experienced under the initial grant-based strategy, the program implemented the "Rescue and Restore" public awareness campaign and a new category of grants supporting specific, direct, on-the-street, one-on-one contact with populations among which victims of trafficking are likely to be found, while disinvesting in generic "community outreach" grants.

Measure 1.2m relates to certification, which is an outcome in and of itself but which also linked to the ultimate outcome of self-sufficiency. Since the Rescue and Restore campaign was instituted in April 2004, the program has already seen major efficiency gains on this measure (as seen in the above table). From FY 2004 to FY 2005, ACF saw an increase in victims certified per million dollars from 16 to 23.1. The FY 2005 actual exceeded the target of 20 in FY 2005. It is expected that these efficiency gains will persist.

### 1.3 Social Services Block Grant (SSBG)

ACF is re-examining measurement of success in the Social Services Block Grant (SSBG) due to the PART process: it was assessed by PART during the FY 2007 budget cycle. At present, ACF is exploring performance measurement methodology through which states would set targets for measures and report back to ACF on their program performance. In previous fiscal years, SSBG had multiple output measures: these included counts of children receiving support for day care, adults receiving special services for the disabled, and adults receiving home care, all supported with SSBG funds. In developing new measures, ACF will attempt to assess achievement of SSBG outcomes, while ensuring that states continue to have the flexibility laid out in the legislation.

| <b>Dropped Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
|---|-----------|-------------------|---------------|
| 1.3x. <sup>28</sup> Maintain the number of child recipients of day care services funded wholly or in part by SSBG funds at the FY 1998 baseline.<br>(output)  | 2004      | Dropped           |               |
|   | 2003      | 2,399,827         | 2,898,993     |
|   | 2002      | 2,399,827         | 3,839,077     |
|   | 2001      | 2,399,827         | 3,151,000     |
|   | 2000      | Identify baseline | 2,834,703     |
|   | 1999      | Pre-baseline      | 2,620,938     |
|   | 1998      | Pre-baseline      | 2,399,827     |
|   | 1997      | Pre-baseline      | 2,207,622     |
|   | 1996      | Pre-baseline      | 1,863,160     |
|   | 1995      | Pre-baseline      | 1,697,606     |
| <b>Data Source:</b> SSBG postexpenditure reports.   |           |                   |               |
| <b>Data Validation:</b> As part of SSBG requirements, all states must submit to ACF a preexpenditure report, which includes information about the types of activities supported and the characteristics of the individuals who are served with SSBG funding, and a postexpenditure report, which collects data on the activities for which SSBG funds were expended and the recipients of these services. With regards to data validity, ACF already assists states in improving SSBG data collection and reporting by asking states to regularly validate their data and by providing technical assistance where practical. Moreover, the data from the state postexpenditure reports are entered into a database and validated to identify errors or inconsistencies. |           |                   |               |
| <b>Cross-Reference:</b> This performance measure supports HHS Strategic Goal 6.   |           |                   |               |

The number of child recipients of day care services funded wholly or in part by SSBG exceeded the target for 2003. Although the performance measure target is based on aggregate data, the strategies and actions that led to strong performance in this measure vary from state to state. During the last 2–3 years, states have increased SSBG funding for child day care services. This measure was dropped in FY 2004, and the final year of reporting is included in the table above.

<sup>28</sup> Formerly measure 1.3a.

## STRATEGIC OBJECTIVE 2: INCREASE INDEPENDENT LIVING.

### 2.1 Assets for Independence (Individual Development Accounts)

| <b>Program Goal:</b> Stability and Self-sufficiency: To increase family stability and self-sufficiency through the accumulation of assets using a matched savings/investment program.   |           |                   |               |
|---|-----------|-------------------|---------------|
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 2.1a. <sup>29</sup> Increase small business capitalization, homeownership, and post-secondary education acquisition by low-income working families. (outcome)   | 2007      | TBD               | Dec-08        |
|   | 2006      | TBD               | Dec-07        |
|   | 2005      | Identify baseline | Dec-06        |
| <b>Data Source:</b> Annual Progress Report; Annual Data Collections for Reports to Congress   |           |                   |               |
| <b>Data Validation:</b> ACF collects data annually from grantees on participants' progress in their transition out of poverty (e.g., the number who open IDAs, the number who complete financial education training, the amount of earned income participants save in IDAs, the number of participants who withdraw savings to purchase an appreciable asset, the amount of funds withdrawn for these purposes, and so forth). ACF requires each grantee to provide a well-developed plan for collecting, validating, and reporting the necessary data in a timely fashion. In addition, grantees must agree to participate in the national program evaluation and are urged to carry out an ongoing assessment of the data and information collected as an effective management/feedback tool in implementing their project. |           |                   |               |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 6.4, and was developed as a result of PART. This performance measure also supports Secretary Leavitt's 5,000 Horizon, in which, "Self-reliance and work are rewarded."  |           |                   |               |

Measure 2.1a is a new outcome measure developed as a result of PART. It focuses on the amount of funds saved in Individual Development Accounts (IDAs) that project participants use to purchase any of three economic assets (e.g., first home, small business or enrollment in post-secondary education). It tracks the number assets purchased and the amount of IDA resources withdrawn for each type of asset. Project participants have access to their IDA savings only after developing and implementing a rigorous savings plan, depositing earned income into their IDAs, and receiving training to successfully purchase and sustain a long term asset (e.g., a first home, small business, or enrollment in post-secondary education). By the time they withdraw funds from their IDA, the participants have completed general financial literacy education and asset-specific training, enabling them to deal more successfully with the complexities of banking and financial planning and the challenges of home ownership, business management, or career planning. ACF expects that these assets will increase quality of life, intergenerational economic well-being, educational performance, and family stability.

| <b>Efficiency Measure<sup>30</sup></b>   | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
|--|-----------|-------------------|---------------|
| 2.1b. Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of year one of the five-year AFI project. (new efficiency – approved by OMB) | 2007      | 0.88              | Dec-07        |
|  | 2006      | 0.88              | Dec-06        |
|  | 2005      | 0.88              | Mar-06        |
|  | 2004      | Identify baseline | 0.88          |

<sup>29</sup> Formerly measure 2.1c; renumbered due to addition and reorganization of performance measures.

<sup>30</sup> This set of efficiency measures are awaiting approval from OMB.

|  |      |                   |                    |
|--|------|-------------------|--------------------|
| 2.1c. Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of year three of the five-year AFI project.<br><i>(new efficiency – approved by OMB)</i>   | 2007 | 3.95              | Dec-07             |
|  | 2006 | 3.95              | Dec-06             |
|  | 2005 | 3.95              | Mar-06             |
|  | 2004 | Identify baseline | 3.95               |
| 2.1d. Maintain the amount of total earned income saved in an IDAs per grant dollar spent on programmatic and administrative activities at the end of the five-year AFI project.<br><i>(new efficiency – approved by OMB)</i>   | 2007 | TBD               | Dec-07             |
|  | 2006 | TBD               | Dec-06             |
|  | 2005 | TBD               | Mar-06             |
|  | 2004 | Identify baseline | 7.23 <sup>31</sup> |
| <b>Data Source:</b> Annual Data Collections for Report to Congress; grantee draw down information from the HHS Payment Management System.  |      |                   |                    |
| <b>Data Validation:</b> All AFI grantees submit detailed information annually including the amount of earned income deposited in participant IDAs. OCS and its contractors assist grantees with the data collection to ensure that reported data are reasonably accurate. Grantees access their federal grant from the HHS Payment Management System. HHS ensures that system information is accurate. |      |                   |                    |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objective 6.4, and was developed as a result of PART. These performance measures also support Secretary Leavitt's 5,000-Day Horizon, in which, "Self-reliance and work are rewarded."   |      |                   |                    |

Measures 2.1b, 2.1c, and 2.1d are components of one efficiency measure, developed as a result of the PART review. The measure tracks the ratio between program outputs (amount of earned income participants deposit into their IDAs) and inputs (the maximum amount of AFI grant funds that grantees may use for programmatic and administrative functions). The numerator is the sum of amounts deposited by participants in the grantee cohort.<sup>32</sup> The denominator is 13 percent of the sum of all federal grants drawn down by grantees in the cohort.<sup>33</sup>

The measure is calculated three times -- at the end of the first, third, and fifth years of each grantee cohort's project period. ACF makes multiple calculations because the AFI Projects have distinct phases. In the early phases, a typical grantee allocates a larger portion of grant funds for programmatic activities while participants save a relatively small amount. Later in the project period, grantees use fewer grant funds for programmatic activities, while the cumulative amount of participant savings has grown larger. The multiple calculations will serve as early- and mid-course and finally end-of-project benchmarks for future cohorts. The target is to maintain the current level of efficiency. ACF may be able to set more ambitious efficiency improvement targets after one or two more years of data become available.

<sup>31</sup> This baseline may change as ACF gathers more data. It is based on data from the first grantee cohort. Grantees in that cohort received supplemental grants in the second year of the program. No other cohort has received supplemental funding.

<sup>32</sup> A cohort is the group of grantees that receive AFI grants in any one fiscal year. For example, the 2000 grantee cohort are organizations that received AFI grants in FY 2000. That group is implementing their AFI Projects over the five year period 2000 – 2005.

<sup>33</sup> The 13 percent represents the portion of AFI grant funds and an equal amount of nonfederal cash contribution that grantees can manipulate to increase efficiencies. They may use these funds for programmatic and administrative functions including, for example, economic literacy training, credit counseling and repair, case management, asset purchase counseling, and access to other supportive services, staff, and so forth. The grantees have no discretion over the remaining 87 percent of the grant funds or of the equal amount of nonfederal cash required for this program. Those funds must be used to "match" participants' IDA savings and to support data collection for the program evaluation.

## STRATEGIC OBJECTIVE 3: INCREASE PARENTAL RESPONSIBILITY.

### 3.1 Child Support Enforcement

|   |           |               |               |
|---|-----------|---------------|---------------|
| <b>Long Term Goal:</b> Increase annual child support distributed collections up to \$27 billion by FY 2008 and up to \$33 billion by FY 2013. <sup>34</sup>   |           |               |               |
| <b>Program Goal:</b> All children have established parentage.   |           |               |               |
| <b>Measure</b>  | <b>FY</b> | <b>Target</b> | <b>Result</b> |
| 3.1a. Maintain the paternity establishment percentage (PEP) <sup>35</sup> among children born out-of-wedlock. (This includes not only current paternity established cases but also completion of backlogs of older IV-D cases.)<br>( <i>outcome</i> ) | 2007      | 98%           | Sep-08        |
|   | 2006      | 98%           | Sep-07        |
|   | 2005      | 98%           | Sep-06        |
|   | 2004      | 98%           | 99%           |
|   | 2003      | 98%           | 96%           |
|   | 2002      | 97%           | 95%           |
|   | 2001      | 96.5%         | 91%           |
|   | 2000      | 96%           | 95%           |
|   | 1999      | 96%           | 106%          |
| <b>Program Goal:</b> All children in IV-D (child support) cases have financial and medical support orders.  |           |               |               |
| 3.1b. Increase the percentage of IV-D (child support) cases having support orders. <sup>36</sup><br>( <i>outcome</i> )  | 2007      | 73%           | Sep-08        |
|   | 2006      | 72%           | Sep-07        |
|   | 2005      | 71%           | Sep-06        |
|   | 2004      | 70%           | 74%           |
|   | 2003      | 67%           | 72%           |
|   | 2002      | 64%           | 70%           |
|   | 2001      | 62%           | 66%           |
|   | 2000      | 76%           | 62%           |
|   | 1999      | 74%           | 60%           |

<sup>34</sup> This long term goal has been slightly adjusted due to projections in the FY 2006 president's budget, which supports the finalized long term goal.

<sup>35</sup> Number of children in state with paternity established or acknowledged during the FY, divided by number of children in state born out-of-wedlock in the preceding FY.

<sup>36</sup> Number of IV-D cases with support orders established, divided by the number of IV-D cases.

| <b>Program Goal:</b> All children in IV-D (child support) cases receive financial and medical support <sup>37</sup> from parents as ordered.  |      |       |        |
|---|------|-------|--------|
| 3.1c. Increase the IV-D (child support) collection rate <sup>38</sup> for current support.<br>(outcome)   | 2007 | 63%   | Sep-08 |
|   | 2006 | 62%   | Sep-07 |
|   | 2005 | 61%   | Sep-06 |
|   | 2004 | 60%   | 59%    |
|   | 2003 | 58%   | 58%    |
|   | 2002 | 55%   | 58%    |
|   | 2001 | 54%   | 57%    |
|   | 2000 | 71%   | 56%    |
|   | 1999 | 70%   | 53%    |
| 3.1d. Maintain the percentage of paying cases among IV-D (child support) arrearage cases. <sup>39</sup><br>(outcome)  | 2007 | 64%   | Sep-08 |
|   | 2006 | 64%   | Sep-07 |
|   | 2005 | 63%   | Sep-06 |
|   | 2004 | 62%   | 60%    |
|   | 2003 | 61%   | 60%    |
|   | 2002 | 55%   | 60%    |
|   | 2001 | 54.5% | 59%    |
|   | 2000 | 46%   | 57%    |
|   | 1999 | 46%   | 55%    |
| <b>Data Source:</b> Office of Child Support Enforcement (OCSE) Form 157   |      |       |        |
| <b>Data Validation:</b> States currently maintain information on the necessary data elements for the above performance measures. All states were required to have a comprehensive, statewide, automated Child Support Enforcement system in place by October 1, 1997. Fifty-two states and Territories were Family Support Act-certified and PRWORA-certified as of October 2005. Certification requires states to meet automation systems provisions of the specific act. Continuing implementation of these systems, in conjunction with cleanup of case data, will improve the accuracy and consistency of reporting. As part of OCSE's review of performance data, OCSE reviews the states' and auditors' ability to produce valid data. Data reliability audits are conducted annually. Self-evaluation by states and OCSE audits provide an on-going review of the validity of data and the ability of automated systems to produce accurate data. There is a substantial time lag in data availability. The OCSE Audit Division has completed the FY 2004 data reliability audits: for FY 2001 and succeeding years, the reliability standard is 95 percent. |      |       |        |
| <b>Cross Reference:</b> These performance measures support HHS Strategic Goal 7.3. These performance measures also support Secretary Leavitt's 5,000-Day Horizon, in which, "Children are protected from ... neglect."  |      |       |        |

Measure 3.1a (paternity establishment) directly indicates achievement of the performance target by comparing paternities established during the fiscal year with the number of non-marital births during the preceding fiscal year. The statute allows states to measure a statewide Parentage Establishment Percentage (PEP). The rates above include paternities established by both the IV-D (child support) program and hospital-based programs. In FY 2004, ACF exceeded its target of 98 percent with a rate of 99 percent. In June 2005, OCSE held a two day meeting with about 80 state representatives to share ideas

<sup>37</sup> The Child Support Performance and Incentive Act of 1998 requires the Secretary of HHS to recommend a medical support indicator for inclusion in the new incentive system. The Secretary's report to Congress in June 1999 recommended postponing the development of an indicator. OCSE is working with the states to develop the medical support indicator. The indicator workgroup submitted its recommendations and report in FY 2001.

<sup>38</sup> Collections on current support in IV-D cases, divided by current support amount owed in IV-D cases.

<sup>39</sup> Number of IV-D cases paying toward arrears, divided by number of IV-D cases with arrears due.

and strategies about the PEP measure. Achieving the target rate in FY 2007 requires states to maintain paternity establishments on out-of-wedlock births while continuing to handle backlogs of older IV-D cases needing paternity established. ACF will implement early interventions to increase the PEP rate through expanding hospital-based paternity establishment programs and partnering with birth record agencies, pre-natal clinics, and other entities, and through encouraging voluntary acknowledgments, in accordance with the requirements of PRWORA. In collaboration with partners and stakeholders, ACF will also explore a variety of activities to help individuals better understand their parental responsibilities, including distributing brochures about the CSE program.

Measure 3.1b (child support orders) indicates achievement of the performance target by comparing the number of IV-D (child support) cases with support orders established, which are required to collect child support, with the total number of IV-D cases. In FY 2004, approximately 11.8 million cases had support orders established out of a total 15.8 million IV-D cases (74 percent) (approximately 1.2 million of these cases were new child support orders), which is four percentage points above the target for FY 2004. This reflects an increase of 2 percent over the previous year (approximately 11.5 million support order cases out of 15.9 million IV-D cases were established). The FY 2005 target was increased based on the actual performance in FY 2003, and ACF projected a slight increase in the target rate for FY 2007 based on the FY 2004 actual of 74 percent. State staffing levels remain about the same while IV-D caseloads with support orders continue to increase slightly; thus, increasing performance requires more effort.

PRWORA provided states with new tools to establish an order more quickly, such as administrative authority to require genetic testing, ability or authority to subpoena financial and other information, and the ability to access a wide array of records. More states are voluntarily shifting from establishing court-based orders to establishing administrative-based orders, which is faster. PRWORA requires expedited administrative procedures for establishing orders, expands paternity acknowledgment programs to birth record agencies (for order establishment), and requires that all states enact the Uniform Interstate Family Support Act. This Act grants states expansive long-arm jurisdiction, allowing them to establish support orders against non-residents, thus avoiding the lengthy two-state process.

Measure 3.1c (child support collection rate), a proxy for the regular and timely payment of support, directly indicates achievement of the performance target by comparing total dollars collected for current support in IV-D cases with total dollars owed for current support in IV-D cases. The total amount of child support distributed as current support in FY 2004 was \$16.5 billion, approximately a 4 percent increase over FY 2003. The total amount of current support due in FY 2004 was \$28 billion, which is approximately a 3 percent increase over FY 2003. This provides a collection rate for current support of 59 percent, which missed the target for FY 2004. OCSE increased the FY 2006 and FY 2007 targets by 1 percent in each year. Since the creation of the Child Support Enforcement program, child support collections within the program have grown annually. States have increased collections by using a wide variety of approaches such as income withholding, offset of income tax refunds, and reporting to credit bureaus.

In addition, new collection tools and program improvements, such as new hire reporting and increasing statewide automation, have increased collections and will continue to do so as these tools become fully implemented in all states. The Office of Child Support Enforcement, in ACF, is committed to achieving a higher performance level by focusing on improved enforcement techniques and ensuring maintenance of more reliable data with particular emphasis placed on automated mechanisms for enforcement, collections, and payments to families. The Deficit Reduction Act includes a series of provisions to strengthen and improve the CSE program. These provisions (program developments) prioritize collection of medical child support, strengthen existing collection and enforcement tools, reduce unnecessary Federal expenditures, and allow States the option to provide additional support to the families who need it most.



Measure 3.1d (child support arrears payment rate) compares the total number of IV-D cases paying any amount toward arrears to the total number of IV-D cases with arrears due. There were 10.9 million cases with arrearages due in FY 2004, which was a 1 percent increase from FY 2003. Total cases paying toward arrearages was 6.5 million in FY 2004, a 2 percent increase over FY 2003. This provides a percentage of paying cases among IV-D arrearage cases of 60 percent, which is slightly lower than the target of 62 percent. We increased the FY 2005 and 2006 targets, and maintained the FY 2006 target in FY 2007, based on the actual performance in FY 2003. Obtaining payment of arrears is often difficult, which makes achieving these targets all the more challenging. States must collect both current support and any accrued arrearages. Non-custodial parents often cannot keep up with both current support and arrears, hence arrears payments suffer. Moreover, trend data indicate that arrearage in caseload is increasing which makes achieving these targets all the more challenging. Nevertheless, the Office of Child Support Enforcement (OCSE), in ACF, will focus on improved enforcement techniques emphasizing automated mechanisms for enforcement, collections, and payments to families.

|   |           |                   |               |
|---|-----------|-------------------|---------------|
| <b>Long Term Goal:</b> Increase the Child Support Performance and Incentive Act (CSPIA) cost-effectiveness ratio up to \$4.63 by FY 2008 and up to \$5.00 by FY 2013.   |           |                   |               |
| <b>Program Goal:</b> The IV-D (child support) program will be efficient and responsive in its operations.   |           |                   |               |
| <b>Efficiency Measure</b>   | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 3.1e. Increase the cost-effectiveness ratio (total dollars collected per \$1 of expenditures).<br>( <i>efficiency – approved by OMB</i> )   | 2007      | \$4.56            | Sep-08        |
|   | 2006      | \$4.49            | Sep-07        |
|   | 2005      | \$4.42            | Sep-06        |
|   | 2004      | \$4.35            | \$4.38        |
|   | 2003      | \$4.25            | \$4.32        |
|   | 2002      | \$4.20            | \$4.13        |
|   | 2001      | \$4.00            | \$4.18        |
|   | 2000      | \$5.00            | \$4.21        |
|   | 1999      | \$5.00            | \$3.94        |
|   | 1998      | Identify baseline | \$4.00        |
| <b>Data Source:</b> Office of Child Support Enforcement (OCSE) Forms 34A and 396A.  |           |                   |               |
| <b>Data Validation:</b> Please see the previous performance detail table under measures 3.1a to 3.1d for a detailed explanation.  |           |                   |               |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Goal 7.3. These performance measures also support Secretary Leavitt’s 5,000-Day Horizon, in which, “Children are protected from ... neglect.” |           |                   |               |

Measure 3.1e calculates efficiency by comparing total IV-D (child support) dollars collected by states with total IV-D dollars expended by states for administrative purposes; this is the Child Support Performance and Incentive Act (CSPIA) cost-effectiveness ratio (CER). In FY 2004, the national ratio was \$4.38 which exceeded the target of \$4.35. The formula for determining the CER is the collections distributed (\$21.9 billion), plus the collections forwarded to other states for distribution (\$1.3 billion), and fees retained by other states (\$800 thousand) divided by the administrative expenditures (\$5.3 billion), less the non-IV-D administrative costs (\$25 million).

Data from FY 2005 show that a record high of \$23 billion was collected for child support, representing a 29 percent increase since 2000 and a 5 percent increase from the previous fiscal year, benefiting 15.9 million families in FY 2005. \$1.5 billion in delinquent child support was also collected in tax year 2004 using the tax refund and administrative offset. More than 1.4 million families benefited from these tax collections. Tax offsets are based on intercepts of federal tax refunds while administrative offsets are

based on intercepts of certain federal payments such as vendor and miscellaneous payments and federal retirement payments.

States slightly increased administrative investments in automated data processes (up 8 percent in FY 2004). The Office of Child Support Enforcement expects the current amount on automated data processes to be maintained in future years, which will improve the efficiency of state programs (state administrative expenditures are included in Federal audits).

Increasing the target rate for FY 2007 requires greater effort because the total amount of child support owed increases each year. For example, in FY 2004, the IV-D caseload decreased slightly but the total amount of arrearages due for all fiscal years increased by 6.8 percent. ACF will focus on increased efficiency of state programs through automated systems of case management, enforcement, collection and disbursement; staffing, administrative processes and increased collections resulting from approaches described previously under current collections; and arrears cases paying.

**STRATEGIC OBJECTIVE 4: INCREASE AFFORDABLE CHILD CARE.**

**4.1 Child Care: Affordability**

|  |           |                     |                            |
|--|-----------|---------------------|----------------------------|
| <b>Long Term Goal:</b> Reduce the percentage of TANF families with children that are exempt from employment participation because child care is unavailable to 1% by FY 2009.  |           |                     |                            |
| <b>Program Goal – Access:</b> Increase the number of children of low-income working families and families in training and education who have access to affordable child care.  |           |                     |                            |
| <b>Objective:</b> Increase access to affordable child care for low-income working families.  |           |                     |                            |
| <b>Measure</b>   | <b>FY</b> | <b>Target</b>       | <b>Result</b>              |
| 4.1a. Maintain the proportion of children served through Child Care and Development Fund (CCDF), Temporary Assistance for Needy Families (TANF), and Social Services Block Grant (SSBG) child care subsidies as compared to the number of children in families with income under 150% of the Federal Poverty Level. <sup>40</sup><br>(outcome)   | 2007      | 32%                 | Dec-08                     |
|  | 2006      | 32%                 | Dec-07                     |
|  | 2005      | 32%                 | Dec-06                     |
|  | 2004      | 32%                 | 32%                        |
|  | 2003      | Baseline year (new) | 32%                        |
|  | 2002      | Baseline year (old) | 2.54 million <sup>41</sup> |
| <b>Data Source:</b>  |           |                     |                            |
| <b>Long-Term Goal:</b> National TANF Database. This measure is based on data submitted from states' TANF programs. TANF regulations stipulate that states may not require caretakers with children under six to meet TANF work requirements if child care is not available. This measure tracks the number of families receiving this exemption.   |           |                     |                            |
| <b>4.1a:</b> The estimated average number of children receiving subsidies through TANF, CCDF, and SSBG (the numerator) is obtained from state aggregate and case-level reports. In the absence of comparable TANF and SSBG child counts, the Child Care Bureau, in ACF, models children served through these programs, based on state monthly case-level report (ACF-801) administrative data as well as CCDF expenditure data. This involves dividing TANF-direct and SSBG expenditures by the CCDF average cost per child to arrive at monthly child estimates for TANF-direct and SSBG. The number of children in families with income under 150 percent of Federal Poverty Level and who are demographically eligible for subsidies (the denominator) are computed by the Urban Institute's TRIM microsimulation model and are based on the Census Bureau's Current Population Survey data.  |           |                     |                            |
| <b>Data Validation:</b> While the Child Care Bureau (CCB), in ACF, has noted a steady improvement in data quality from the states over the last few years, it is committed to continuing its active role to facilitate states' compliance with CCDF reporting requirements. ACF deployed the new Child Care Bureau Information System (CCBIS) in September of 2003. The CCBIS is a web-enabled system that allows federal staff to access CCB information/statistics, e.g., data obtained from the Tribal annual report (ACF-700), state annual aggregate report (ACF-800), and state monthly case-level report (ACF-801). The CCBIS receives aggregate and case level data from the 50 states, the District of Columbia, and the Territories. States are responsible for compiling data at the state level and transmitting it electronically. All data received by the CCBIS are stored in a national data base. Data standards have been set and training and technical assistance was provided to all states and Territories on reporting requirements and submission procedures.<br>The Bureau continues to provide technical assistance (TA) designed to improve state and Tribal data submission and data quality. These TA activities include on-site visits, distribution of related documents, |           |                     |                            |

<sup>40</sup> Measure was changed during FY 2006 budget process to reflect proportion of children served rather than number.

<sup>41</sup> See footnote above.

enhancements to the TA Tracker software, training workshops, presentations at regional and national meetings, and software to help Tribes collect data and administer their subsidy programs. During 2004 and 2005, CCB and its technical assistance contractor worked with two large population states to provide case-level data, therefore helping to improve the quality of national statistics for CCDF. Further, CCB is working with its contractor to enable regional offices to track grantee data submissions and further enhance data quality.

**Cross Reference:** This performance goal supports HHS Strategic Objectives 6.1 and 7.1.

Regarding measure 4.1a, ACF aims to maintain the proportion of children served by the Child Care and Development Fund (CCDF), Temporary Assistance for Needy Families (TANF), and Social Services Block Grant (SSBG) child care funding at 32 percent of all eligible children (whose families are under 150 percent of the Federal Poverty Level). ACF succeeded at its goal in FY 2004: 32 percent of eligible children were served. The former measure 4.1a, which tracked the number of families receiving child care subsidies from all federal sources (TANF, CCDF, and SSBG), was converted to a proportion to better compare on an annual basis the number of children receiving services in an average month with comparable low-income families in the population. Because of the unknown number of families preferring informal arrangements, these estimates are not estimates of “take-up rates” among families who are eligible and have expressed a need for child care assistance. Instead, they show the extent to which the Child Care and Development Fund, TANF, and SSBG funds serve the broad pool of children and families whose age and income indicate a possible need for child care subsidies.

| <b>Program Goal – Availability:</b> Improve the availability (by increasing the supply-side) of child care services for low-income working families   |           |               |               |
|---|-----------|---------------|---------------|
| <b>Objective:</b> Increase the supply of child care available to low-income working families.   |           |               |               |
| <b>Efficiency Measure</b>   | <b>FY</b> | <b>Target</b> | <b>Result</b> |
| 4.1b. <sup>42</sup> Increase the proportion of regulated centers and family child care homes that serve families and children receiving child care subsidies. <sup>43</sup><br>( <i>efficiency – approved by OMB</i> )  | 2007      | 67%           | Jun-08        |
|   | 2006      | 66%           | Jun-07        |
|   | 2005      | 65%           | Jun-06        |
|   | 2004      | Baseline year | 64%           |
| <b>Data Source:</b> ACF Forms 800 and 801 Aggregate Reports; Children’s Foundation surveys. Data for providers serving children through CCDF are based on ACF-800 administrative data; the number of regulated providers is collected through the Children’s Foundation annual surveys. |           |               |               |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 4.1a for a detailed explanation.   |           |               |               |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objectives 6.1 and 7.1.  |           |               |               |

Measure 4.1b is a modification of an old developmental efficiency measure.<sup>44</sup> This modified measure demonstrates the level of access low-income families have to child care options. The rate compares the number of regulated providers who serve children receiving CCDF subsidies in a fiscal year to all regulated centers and family child care homes. ACF hopes to broaden the base this measure encompasses to include regulation-exempt or unregulated providers once there are adequate data.

<sup>42</sup> Formerly measure 4.1c; renumbered due to addition and reorganization of performance measures.

<sup>43</sup> This efficiency measure is awaiting approval from OMB.

<sup>44</sup> The prior measure was based on data collected through a survey conducted by a national organization in the fall of 2004. However, the data collected for this measure – providers willing to serve children receiving child care subsidies – were inconsistent, incomplete, and incomparable across States. A national statistic therefore could not be calculated.

## STRATEGIC GOAL II: IMPROVE HEALTHY DEVELOPMENT, SAFETY, AND WELL-BEING OF CHILDREN AND YOUTH.

### STRATEGIC OBJECTIVE 5: INCREASE THE QUALITY OF CHILD CARE.

#### 5.1 Child Care: Quality

| <b>Long Term Goal:</b> Increase the percentage of young children (ages 3 to 5 not yet in kindergarten) from families under 150% of poverty receiving regular non-parental care showing 3 or more school readiness skills from 32% in 2001 to 42% in 2011.   |      |  |                      |
|---|------|--|----------------------|
| <b>Program Goal - Quality:</b> The quality of child care services and developmental outcomes for children will improve over time.   |      |  |                      |
| <b>Objective:</b> Increase quality as recognized by national accreditation and certification  |      |  |                      |
| Measure   | CY   | Target   | Result               |
| 5.1a. Increase by 10% <sup>45</sup> the number of regulated child care centers and homes nationwide accredited by a recognized early childhood development professional organization.<br>( <i>outcome</i> )   | 2007 | 10% improvement over prior year result               | Jun-08               |
|   | 2006 | 10% improvement over prior year result <sup>46</sup> | Jun-07               |
|   | 2005 | 13,076   | Jun-06               |
|   | 2004 | 11,544 <sup>47</sup>                                 | 11,888               |
|   | 2003 | 9,822  | 10,495 <sup>48</sup> |
|   | 2002 | 9,725  | 9,561 <sup>49</sup>  |
|   | 2001 | 9,630  | 9,237                |
|   | 2000 | Baseline year  | 9,535                |
| <b>Data Source:</b>   |      |  |                      |
| <b>Long Term Goal:</b> National Household Education Survey (NHES). A sub-survey of NHES, the Early Childhood Program Participation (ECP) survey is the source for data related to this measure. The Child Care Bureau can track the changes in indicators of school readiness for a subset of children representing those served through CCDF (children in regular non-parental care who are below 150 percent of the Federal Poverty Level). |      |  |                      |
| <b>5.1a:</b> The following independent national bodies are credible sources of information about provider accreditation and certification: National Association for Family Child Care, the National Association for the Education of Young Children (NAEYC), and the National Afterschool Association (formerly known as National School-Age Care Alliance).  |      |  |                      |
| <b>Data Validation:</b>   |      |  |                      |
| Some of these child care quality performance measures require new reporting and/or data gathering methods, including obtaining information from national organizations. Information relevant to measures already included in State Plans will be used to help tell the performance story.   |      |  |                      |
| <b>Long-term Goal:</b> The Child Care Bureau uses data collected from the National Household Education Survey (NHES) for its long-term outcome measure related to school readiness. NHES, which (biennially)  |      |  |                      |

<sup>45</sup> This target was originally 1%, but was increased to 10% in response to PART recommendations by OMB.

<sup>46</sup> This number, previously reported as a number (13,074), has been restated as a percentage to correspond to the language in the measure.

<sup>47</sup> Based on a revision to the FY 2003 actual number result (see footnote directly below), the target for FY 2004 was changed (by definition, the target is a 10% increase over the prior year's actual result). The target for FY 2005 was similarly revised from that reported in the FY 2006 Congressional Justification, and is now accurately linked to the result from FY 2004.

<sup>48</sup> This figure (10,495) is changed from the result reported in the FY 2006 Congressional Justification, based on reassessment of archived data and the fact that the result had been incorrectly reported as 10,945 in that document in the first place.

<sup>49</sup> Based on the review of archived data documents, entries for FY 2001 and FY 2002 have been revised from the figures provided in the FY 2006 Congressional Justification.

provides indicators of school readiness among a nationally representative sample of children ages 3 to 5 from child care settings, is used to look at a subset of children representing those served through CCDF (children in regular non-parental care who are below 150 percent of the Federal Poverty Level). The Bureau will explore state-specific and other data sources to validate the information from NHES regarding the degree to which children in low-income working families enter school equipped with the skills needed to succeed.

**5.1a:** Between summer of 2003 and fall of 2004, the National Afterschool Association stopped accrediting afterschool programs in order to focus on the backlog of applications for accreditation that had not been processed yet.

The National Association for the Education of Young Child (NAEYC) has been revising its accreditation system. The new system will be fully operational in 2005, and it is unclear what the effects will be on this measure. However, the impact could be substantial because NAEYC accredits a larger proportion of child care facilities annually than do the two other accrediting organizations. Changes in the NAEYC accreditation system may have resulted in the decrease in accredited facilities between CY 2000 and 2001. States indicate that increasing numbers of providers are now being accredited using state-recognized systems. The Child Care Bureau is exploring options for collecting this state-specific information.

**Cross Reference:** This performance goal supports HHS Strategic Objective 7.2

The Child Care Bureau has worked with states and Territories for several years to develop appropriate and achievable program goals and measures. The above long-term and annual measures reflect the consensus-building and participatory process.

Measure 5.1a is an indicator of quality improvement. Accreditation of child care facilities has been linked to better outcomes for children, and is increasingly accepted as a marker of good quality care. Several states use CCDF quality improvement funds in various ways to support accreditation for child care centers and homes. The number of accredited child care centers has increased every year since CY 2001.

| <b>Program Goal - Quality:</b> The quality of child care services and developmental outcomes for children will improve over time.  |           |               |               |
|--|-----------|---------------|---------------|
| <b>Objective:</b> Increase the basic health, safety, and quality of child care.  |           |               |               |
| <b>Measure</b>   | <b>CY</b> | <b>Target</b> | <b>Result</b> |
| 5.1b. <sup>50</sup> Increase the number of states that have implemented state early learning guidelines in literacy, language, pre-reading, and numeracy for children ages 3 to 5 that align with state K-12 standards and are linked to the education and training of caregivers, preschool teachers, and administrators. <sup>51</sup><br>(output) | 2007      | 28            | Dec-07        |
|  | 2005      | 15            | 22            |
|  | 2003      | Baseline year | 3             |
| <b>Data Source:</b>  |           |               |               |
| <b>5.1b:</b> Biennial State Plan Preprints; National Child Care Information Center.<br>Because State Plans are submitted biennially, the data for this measure are currently available only every two years. The data is based on State self-report; interpretation of preprint questions may vary by State.   |           |               |               |
| <b>Data Validation:</b>  |           |               |               |
| <b>5.1b:</b> The CCDF State Plan Preprint has been revised to require states to provide information about their  |           |               |               |

<sup>50</sup> Formerly measure 5.1c; renumbered due to addition and reorganization of performance measures.

<sup>51</sup> This measure will be biennially reported due to constraints on data availability.

progress in implementing the components of the Administration's *Good Start, Grow Smart* initiative related to early learning. It is important to note that GSGS is a voluntary Presidential initiative. Thus, results for this measure reflect the federal government's ability to influence State policies related to school readiness.

On a biennial basis, the information for this measure will be available through State Plans. The CCDF reauthorization proposals under consideration in Congress would require states to report annually on their progress toward meeting quality targets. If this requirement is enacted, the data for this measure would be available through annual reports.

**Cross Reference:** This performance goal supports HHS Strategic Goal 7.2

Under the Administration's *Good Start, Grow Smart* initiative,<sup>52</sup> ACF is using the biennial CCDF planning process to work with states toward the development and implementation of early learning guidelines related to the skills, knowledge, and dispositions children need when they enter kindergarten. Research indicates that learning, including early language acquisition, begins during infancy through nurturing relationships with parents and caregivers. In addition, preschool children who enter school with good linguistic, cognitive, and social development are better prepared to succeed in kindergarten and beyond. This measure assesses the degree to which states have established guidelines to be used as the basis for caregiver education and training. Because the link between caregiver behaviors and outcomes for children is well established in research, this measure will serve as an indicator of child outcomes.

| <b>Dropped Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b>     |
|---|-----------|-------------------|-------------------|
| 5.1x. <sup>53</sup> Increase the number of states that have established voluntary guidelines on literacy, language, pre-reading, and numeracy for children ages 3-5 that align with state K-12 standards.<br>(output) | 2005      | Dropped           | 33 <sup>54</sup>  |
|   | 2004      | 28                | N/A <sup>55</sup> |
|   | 2003      | Identify baseline | 22                |
| <b>Data Source:</b> Biennial State Plan Preprints.  |           |                   |                   |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 5.1b for a detailed explanation.   |           |                   |                   |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.2.  |           |                   |                   |

This measure, in contrast to measure 5.1b, assessed the degree to which states have *established* guidelines, not *implemented* guidelines. The final year of data is reported above.

<sup>52</sup> *Good Start, Grow Smart* is a Presidential initiative to help States and local communities strengthen early learning for young children. The goal is to ensure that young children enter kindergarten with the skills they will need to succeed at reading and other early learning activities.

<sup>53</sup> Formerly measure 5.1b; renumbered due to addition and reorganization of performance measures.

<sup>54</sup> Ten States (AL, AK, CA, GA, MA, NH, NY, ND, OR, SD) are in the process of developing Early Learning Guidelines. Four States (HI, MS, UT, VA) have approved the early learning guidelines, but have not yet developed or initiated an implementation plan in their FY06/07 State Plan.

<sup>55</sup> This number is reported on a biennial basis, therefore there is no number for 2004

## 5.2 Head Start

| <b>Program Goal:</b> Enhance Children's Growth and Development  |           |                   |                       |
|---|-----------|-------------------|-----------------------|
| <b>Objective:</b> - Children demonstrate improved emergent literacy, numeracy, and language skills<br>- Children demonstrate improved general cognitive skills                                      |           |                   |                       |
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b>         |
| 5.2a. Achieve at least an average 34 percent gain (12 scale points) in word knowledge for children completing the Head Start program.<br>( <i>outcome</i> )   | 2007      | TBD               | Jan-09                |
|   | 2006      | 34%               | Jan-08                |
|   | 2005      | 34%               | Jan-07                |
|   | 2004      | 34%               | Mar-06                |
|   | 2003      | 32%               | 32% <sup>56</sup>     |
|   | 2002      | 32%               | 10 (32%)              |
|   | 2001      | 10                | 10 (32%)              |
|   | 2000      | Identify baseline | 10 (32%)              |
| 5.2b. Achieve at least an average 52 percent gain (4 scale points) in mathematical skills for children completing the Head Start program.<br>( <i>outcome</i> )                                     | 2007      | TBD               | Dec-09                |
|   | 2006      | 52%               | Dec-08                |
|   | 2005      | 52%               | Dec-07                |
|   | 2004      | 52%               | Dec-06                |
|   | 2003      | 43%               | 3 (43%) <sup>57</sup> |
|   | 2002      | 43%               | 3 (43%) <sup>58</sup> |
|   | 2001      | 3                 | 3 (43%)               |
|   | 2000      | Identify baseline | 3 (43%)               |
| 5.2c. Achieve at least an average 70 percent gain (3.4 scale points) in letter identification for children completing the Head Start program.<br>( <i>outcome</i> )                                 | 2007      | TBD               | Dec-09                |
|   | 2006      | 70%               | Dec-08                |
|   | 2005      | 70%               | Dec-07                |
|   | 2004      | 70%               | Dec-06                |
|   | 2003      | 70%               | 2 (38%) <sup>59</sup> |
|   | 2002      | 70%               | 2 (38%) <sup>60</sup> |
|   | 2001      | 3.4               | 2 (38%)               |
|   | 2000      | Identify baseline | 1.5 (35%)             |
| 5.2d. <sup>61</sup> Proportion of Head Start grantees, using the National Reporting System, that meet or exceed numerical targets in selected dimensions of school readiness.<br>( <i>outcome</i> ) | 2007      | TBD               | Dec-08                |
|   | 2006      | TBD               | Dec-07                |
|   | 2005      | TBD               | Dec-06                |
|   | 2004      | Identify baseline | June-06               |

<sup>56</sup> Because FACES has triennial cohorts, data for a comparable sample of 4-year-olds in Head Start is only available every 3 years. Data from the 2000-2001 Head Start program year for the 2000 FACES cohort is reported in 2001, 2002, and 2003 for all FACES measures. Similarly, data for the 2003 FACES cohort from the 2003-2004 program year will be reported in 2004, 2005, and 2006. For FY 2000, data reported is from the FY 1997 FACES cohort (from the 1997-1998 Head Start program year).

<sup>57</sup> See footnote above.

<sup>58</sup> See footnote above.

<sup>59</sup> See footnote above.

<sup>60</sup> See footnote above.

<sup>61</sup> Formerly measure 5.2l; renumbered due to addition and reorganization of performance measures.



| <b>Objective:</b> - Children demonstrate improved positive attitudes toward learning.<br>- Children demonstrate improved social behavior and emotional well-being.  |      |                   |                         |
|---|------|-------------------|-------------------------|
| 5.2e. Achieve at least an average 14 percent gain (2 scale points) in social skills for children completing the Head Start program.<br>(outcome)  | 2007 | TBD               | Dec-09                  |
|   | 2006 | 14%               | Dec-08                  |
|   | 2005 | 14%               | Dec-07                  |
|   | 2004 | 14%               | Dec-06                  |
|   | 2003 | 10%               | 1.9 (13%) <sup>62</sup> |
|   | 2002 | 10%               | 1.9 (13%) <sup>63</sup> |
|   | 2001 | 1.4%              | 1.9 (13%)               |
|   | 2000 | Identify baseline | 1.4 (10%)               |
| <b>Objective:</b> - Children demonstrate improved physical health.  |      |                   |                         |
| 5.2f. Achieve goal of at least 80 percent of children completing the Head Start program rated by parent as being in excellent or very good health. <sup>64</sup><br>(outcome)   | 2007 | TBD               | Dec-09                  |
|   | 2006 | 80%               | Dec-08                  |
|   | 2005 | 80%               | Dec-07                  |
|   | 2004 | 80%               | Dec-06                  |
|   | 2003 | 80%               | 79% <sup>65</sup>       |
|   | 2002 | 80%               | 79% <sup>66</sup>       |
|   | 2001 | 80%               | 79%                     |
|   | 2000 | Identify baseline | 77%                     |
| <b>Data Source:</b>   |      |                   |                         |
| <p><b>5.2a, 5.2b, 5.2c, 5.2e, and 5.f.</b> Family and Child Experiences Survey (FACES). FACES is an ongoing, longitudinal study of Head Start program quality and child outcomes, which currently has three nationally representative cohorts (1997, 2000 &amp; 2003). The FACES study provides information about the knowledge and skills that children have when they enter the Head Start program and their progress during the Head Start year and in Kindergarten. It also describes the quality of Head Start classrooms over time and factors that help explain variations in quality across Head Start classrooms. In addition, the FACES data provide insights into the relationship of program and classroom characteristics to children's outcomes, as well as the relationship of family and parental characteristics to children's outcomes.</p> <ul style="list-style-type: none"> <li>• In 1997, the FACES design included a nationally representative sample of 3,200 children and their families in 40 programs.</li> <li>• The subsequent FACES 2000 sample includes a cohort of 2,800 children and their families in 43 different Head Start programs across the nation.</li> <li>• A third FACES cohort began in 2003 and includes a sample of 2,400 children and their families in 60 programs across the nation (data from this third cohort are in preparation).</li> </ul> <p>Data reported for these measures comes from a sample of 4-year-olds who have spent one preschool year in Head Start.</p> <p><b>5.2d:</b> National Reporting System (NRS). The Head Start Bureau requires every four-year-old in the Head Start program to be assessed on literacy, math, and language skills at the beginning and end of each program year, through the NRS. Assessments in additional developmental domains are under development. The NRS instrument is administered by teachers or assistants in each Head Start classroom in the country, in English and Spanish where appropriate.</p> |      |                   |                         |

<sup>62</sup> See footnote under measure 5.2a regarding triennial cohorts.

<sup>63</sup> See footnote under measure 5.2a regarding triennial cohorts.

<sup>64</sup> In FY 2002, 881,869 children were up-to-date on a schedule of age-appropriate preventive and primary health care. 186,572 children received medical treatment as a result of a diagnosed health condition.

<sup>65</sup> See footnote under measure 5.2a regarding triennial cohorts.

<sup>66</sup> See footnote under measure 5.2a regarding triennial cohorts.

**Data Validation:**

**5.2a, 5.2b, 5.2c, 5.2e, and 5.f.** FACES was launched as a part of the Head Start Program Performance Measures Initiative. The goal of this initiative, and of FACES, was to provide solid representative data on the characteristics, experiences, and outcomes for children and families served by Head Start. The FACES study uses scientifically established methods to collect data that can be used to analyze Head Start's quality. All the measures used in FACES to measure child outcomes and program quality (including the Peabody Picture Vocabulary Test - PPVT, the Woodcock-Johnson Applied Problems scale, and the Early Childhood Environment Rating Scale -ECERS) have been assessed for validity and reliability, and are well-respected in the field of child development. The use of new cohorts every three years allows the program to have continual access to up-to-date information about program performance and quality.

**5.2d:** Performance measures using the NRS are still under development.

**Cross Reference:**

Performance goals **5.2a-e** support HHS Strategic Objective 7.2. Measure 5.2a has an HHS Strategic Plan FY 2009 Target of 36%; Measure 5.2c has an HHS Strategic Plan FY 2009 Target of 70%.

Performance goal **5.2f** supports HHS Strategic Objective 3.2.

For the program goal "Enhance children's growth and development," the targets have been set to be both educationally meaningful and realistically achievable. The most current data indicate that Head Start children completing the program are achieving an average 32 percent gain in word knowledge (measure 5.2a) compared with average gain among all children during the pre-K year of 19 percent. In addition, Head Start children are achieving an average 43 percent gain in mathematical skills (measure 5.2b). To improve outcomes, significant resource allocations have been targeted to train thousands of Head Start teachers in effective methods for implementing literacy curricula in Head Start programs across the country. This activity, *Project Step*, which was conducted in concert with a Presidential initiative, began in FY 2002.

As of the FACES 2000 cohort, targets on all the FACES measures related to the program goal of enhancing children's growth and development, except for 5.2c, have been met, due in part to the Head Start Bureau's increased emphasis on school readiness in all domains.

Regarding measure 5.2a, the Head Start FACES Study has demonstrated that children completing Head Start make more progress than the typical child in vocabulary during the Head Start year. Children's vocabulary scores at the end of the Head Start program are the strongest predictor of their general knowledge scores at the end of Kindergarten. Vocabulary knowledge is thought to measure the "outside-in" or comprehension domain, which is an important component of the development of early literacy skills, and is distinct from "inside-out" or decoding skills reflected in letter knowledge.

Regarding measure 5.2b, the Head Start FACES Study has shown that while children completing Head Start make more gains than the typical child in vocabulary and early writing, in math they increase at the same rate as the typical child, or perform on a par with the level of growth seen in the national sample. Therefore, they are not losing ground with respect to national norms, but they are not improving at a faster rate (as they do for vocabulary and early writing). Children completing Head Start need to improve their mathematical skills, which are an important component of school readiness.

Regarding measure 5.2c, the Head Start FACES Study has demonstrated that children's letter identification knowledge at the end of the Head Start program is predictive of their reading decoding skills at the end of Kindergarten. Increased programmatic attention will be given to alphabet knowledge and letter identification. The target represents an aggressive goal relative to previous performance. This increased attention to early literacy skills is addressed through multiple approaches at the program level, including new initiatives in family literacy, teacher credentialing, local program use of child outcome data

in self-evaluations, and a major teacher training initiative focused on developing literacy-rich classrooms. The targets on these measures were not met for the FACES 2000 cohort, before much of the increased programmatic attention was fully implemented; the program anticipates an increase in letter identification scores in the 2003 and 2006 FACES cohorts.

Measure 5.2d<sup>67</sup> will use data from Head Start’s National Reporting System (NRS), an endeavor to track the experiences of all four-year old children in Head Start on an annual basis. The Head Start Bureau is currently in the process of refining the implementation and utilization of the NRS. This measure replaced the previous measure for “percentage of all Head Start grantees that are reporting child outcome data using the National Reporting System.” Progress on this measure will indicate that children in Head Start are demonstrating increased school readiness as they approach kindergarten.

Regarding measure 5.2e, The Head Start FACES Study has shown that Head Start children’s social skills and cooperative classroom behavior (as rated by teachers and by parents) are predictive both of their behavior in Kindergarten (as rated by Kindergarten teachers) and of their performance on direct cognitive measures in Kindergarten. Improvement in children’s social skills over the Head Start year is a crucial component of children’s school readiness.

Regarding measure 5.2f, children’s physical health and well-being is a well-recognized part of school readiness, and well-represented in Head Start performance standards through screening and provision of needed health and mental health services. Progress on this measure is calculated from parent surveys from the FACES Study.

| <b>Program Goal: Strengthen Families</b>  |           |                   |                   |
|---|-----------|-------------------|-------------------|
| <b>Objective: Head Start parents demonstrate improved parenting skills</b>  |           |                   |                   |
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b>     |
| 5.2g. Achieve goal of at least 70 percent the percentage of parents who report reading to child three times per week or more.<br>( <i>outcome</i> ) | 2007      | TBD               | Dec-09            |
|   | 2006      | 70%               | Dec-08            |
|   | 2005      | 70%               | Dec-07            |
|   | 2004      | 70%               | Dec-06            |
|   | 2003      | 70%               | 69% <sup>68</sup> |
|   | 2002      | 70%               | 69% <sup>69</sup> |
|   | 2001      | 70%               | 69%               |
|   | 2000      | Identify baseline | 66%               |
| <b>Data Source:</b> Please see the previous performance detail table under measure 5.2a-f for a detailed explanation.                               |           |                   |                   |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 5.2a-f for a detailed explanation.                           |           |                   |                   |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objective 7.2. Measure 5.2f has an HHS Strategic Plan FY 2009 Target of 72%.   |           |                   |                   |

Regarding measure 5.2g, the Head Start FACES Study has demonstrated a link between frequency of parental reading and children’s level and gain in early literacy activities. Therefore, setting a program goal of supporting parent reading helps to take literacy activities from the classroom into the home learning environment and emphasizes the primary role of parents in children’s learning. The target of 70 percent represents an ambitious and feasible goal for Head Start parents’ involvement in children’s early

<sup>67</sup> Formerly measure 5.2l; renumbered due to addition and reorganization of performance measures.

<sup>68</sup> See footnote under measure 5.2a regarding triennial cohorts.

<sup>69</sup> See footnote under measure 5.2a regarding triennial cohorts.

literacy. The Head Start program has come very close to meeting the target, with 69% of parents reporting reading to their children three times per week or more.

| <b>Program Goal:</b> Children receive educational services.  |                   |                   |                  |
|--|-------------------|-------------------|------------------|
| <b>Objective:</b> Programs provide developmentally appropriate educational environments.   |                   |                   |                  |
| <b>Measure</b>   | <b>FY</b>         | <b>Target</b>     | <b>Result</b>    |
| 5.2h. <sup>70</sup> Increase the percentage of teachers with AA, BA, Advanced Degree, or a degree in a field related to early childhood education. <sup>71</sup><br>( <i>outcome</i> )   | 2007              | 71.0%             | Jan-08           |
|  | 2006              | 65.0%             | Jan-07           |
|  | 2005              | 65.0%             | 69.0%            |
|  | 2004              | 56.0%             | 64.8%            |
|  | 2003              | 50.0%             | 57.5%            |
|  | 2002              | 47.0%             | 51.0%            |
|  | 2001              | Identify baseline | 45.0%            |
| <b>Objective:</b> Staff interact with children in a skilled and sensitive manner.  |                   |                   |                  |
| 5.2i. <sup>72</sup> Maintain the average lead teacher score on an observational measure of teacher-child interaction.<br>( <i>outcome</i> )  | 2007              | 73                | Dec-09           |
|  | 2006              | 73                | Dec-08           |
|  | 2005              | 73                | Dec-07           |
|  | 2004              | 73                | Dec-06           |
|  | 2003              | 73                | 72 <sup>73</sup> |
|  | 2002              | 73                | 72 <sup>74</sup> |
|  | 2001              | 73                | 72               |
| 2000   | Identify baseline | 73                |                  |
| <b>Data Source:</b>  |                   |                   |                  |
| <p><b>5.2h:</b> Program Information Report (PIR). All local programs receiving Head Start funds are required to submit an annual PIR tracking program participation statistics such as the age of children, the kind of education program they receive, and the medical, dental, and mental health services the children receive. Annual one-time questions capture information about children's families and the kind of support services required such as job training, education, housing, counseling, and other community based services.</p> <p><b>5.2i:</b> Please see the previous performance detail table under measure 5.2a-e for a detailed explanation.</p>  |                   |                   |                  |
| <b>Data Validation:</b>  |                   |                   |                  |
| <p><b>5.2h:</b> Data collection for the PIR is automated to improve the efficiency in the collection and analysis of data. Head Start achieves a 100 percent response rate annually from 2,600 respondents. The collection includes a component which tracks costs hourly, daily, and annually across service components and allows judgments to be made by Federal officials about the reasonableness of a Head Start grantee's proposed costs.</p> <p>The Head Start Bureau also engages in significant monitoring of Head Start grantees through the Program Review Instrument for Systems Monitoring (PRISM) of Head Start and Early Head Start Grantees, which examines and tracks Head Start program performance standard compliance at least every three years for each program. ACF regional office and central office staff, along with trained reviewers, conduct more than 500 on-site reviews each year. The automated data system provides trend data so that a team comprised of Regional and Central Office staff can examine strengths and weaknesses in all programs.</p> <p><b>5.2i:</b> Please see the previous performance detail table under measure 5.2a-e for a detailed explanation.</p> |                   |                   |                  |
| <b>Cross Reference:</b> These performance goals support HHS Strategic Objective 7.2.   |                   |                   |                  |

<sup>70</sup> Formerly measure 5.2i; renumbered due to addition and reorganization of performance measures.

<sup>71</sup> This measure replaces a previous measure to achieve 100 percent of classroom teachers with a degree in early childhood education or other relevant credential. The 64.8% reflects a technical correction and update in the data; the FY 2006 CJ reported 67.7%, which is the figure for both Head Start and Early Head Start.

<sup>72</sup> Formerly measure 5.2j; renumbered due to addition and reorganization of performance measures.

<sup>73</sup> See footnote under measure 5.2a regarding triennial cohorts.

<sup>74</sup> See footnote under measure 5.2a regarding triennial cohorts.

Regarding measure 5.2h,<sup>75</sup> Head Start grantees are required to develop plans for using their allocation to increase the number of teachers with degrees. Head Start has shown a steady increase in the number of teachers with BA, AA, or advanced degrees in early childhood education and has met the present goal required by the Head Start Act. The Head Start Act now requires that at least 50 percent of all teachers have an AA, BA, or degree in a field related to early childhood education. For FY 2005, 69.0 percent of Head Start's teachers have an AA degree or higher. Of the 55,839 teachers, 18,355 have an AA degree, 17,538 have a BA degree, and 2,641 have a graduate degree. Numbers not included in the percentage are an additional number of teachers with a Child Development Associate (CDA) or State credential (no degree): 12,288. Of those teachers, 8,443 are enrolled in Early Childhood Education (ECE) degree programs. The total FY 2005 figure represents an increase of 2,061 degreed teachers over the previous year.

Regarding measure 5.2i,<sup>76</sup> the Head Start FACES Study indicates that teacher-child interaction is a demonstrated measure of classroom quality, and often linked to children's school readiness outcomes. This measure requires that the program maintain a high average lead teacher score on an observational measure of teacher-child interaction, as determined by the FACES Study. As of the 2000 FACES cohort, the Head Start program has maintained a high score of 72, just shy of the target of 73.

| <b>Program Goal:</b> Children in Head Start receive health and nutritional services.  |           |                   |               |
|---|-----------|-------------------|---------------|
| <b>Objective:</b> Children in Head Start receive needed mental health services.   |           |                   |               |
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 5.2j. <sup>77</sup> Increase the percentage of Head Start children who receive necessary treatment for emotional or behavioral problems after being identified as needing such treatment. (outcome) | 2007      | 80%               | Dec-07        |
|   | 2006      | 90%               | Dec-06        |
|   | 2005      | 90%               | 73%           |
|   | 2004      | 90%               | 72%           |
|   | 2003      | 90%               | 72%           |
|   | 2002      | 85%               | 74%           |
|   | 2001      | 83%               | 77%           |
|   | 2000      | 81%               | 77%           |
|   | 1999      | 81%               | 75%           |
|   | 1998      | Identify baseline | 75%           |
| <b>Data Source:</b> Program Information Report (PIR). Please see the previous performance detail table under measure 5.2h for a detailed explanation.   |           |                   |               |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 5.2h for a detailed explanation.   |           |                   |               |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objective 3.5.   |           |                   |               |

Regarding measure 5.2j, the social and emotional development of children is an important aspect of their ability to enter school ready to learn. Acquiring appropriate mental health services for children with emotional or behavioral problems will enable Head Start children to achieve school success. Of the 21,852 children referred outside of the program for mental health services in FY 2005, 15,935 children had received or were receiving services at the time the annual PIR was compiled. There was a small increase in the receipt of external mental health services from the prior year (73% in FY 2005 compared to 72% in FY 2004). As Head Start has not yet achieved elimination of the barriers to services for all children there is a need for continued emphasis on acquiring external services for children who require

<sup>75</sup> Formerly measure 5.2i; renumbered due to addition and reorganization of performance measures.

<sup>76</sup> Formerly measure 5.2j; renumbered due to addition and reorganization of performance measures.

<sup>77</sup> Formerly measure 5.2k; renumbered due to addition and reorganization of performance measures.

them. Most Head Start children with mental health concerns receive services within the Head Start program through mental health consultations to their parents and program staff. In FY 2005, mental health professionals working within the Head Start program provided consultations to staff for 137,563 children (for 45,208 of these children, three or more staff consultations were provided) and provided consultations to parents for 54,730 children (for 24,220 of these children, three or more parent consultations were provided).

| <b>Efficiency Measure</b>   | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
|---|-----------|-------------------|---------------|
| 5.2k. <sup>78</sup> Decrease under-enrollment in Head Start programs, thereby increasing the number of children served per dollar. (efficiency – approved by OMB) | 2007      | 3.3%              | Jun-08        |
|   | 2006      | 3.6%              | Jun-07        |
|   | 2005      | 4.0%              | Jun-06        |
|   | 2004      | Identify baseline | 4.4%          |
| <b>Data Source:</b> Please see the previous performance detail table under measure 5.2h for a detailed explanation.   |           |                   |               |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 5.2h for a detailed explanation.   |           |                   |               |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.2.  |           |                   |               |

Efficiency measure 5.2k will examine under-enrollment in Head Start programs. ACF must ensure that Head Start is serving the full number of children for which Congress has appropriated funds. In other words, ACF must assure that Head Start is providing services to as many children and families as possible.

The most recent data available indicate that, during the 2003-2004 program year, Head Start grantees had, on average, not enrolled 4.4% of the children for which they had been funded to serve. This represents approximately 40,000 children who could have been served using the Head Start funds appropriated and awarded to grantees.

The reasons for under-enrollment vary. Sometimes a grantee’s under-enrollment problem is temporary in nature because children are being displaced from a particular facility, for example. Other common circumstances of under-enrollment may be more permanent in nature. For example, changing community demographics and inadequate outreach to new or changing populations of low income families may lead to under enrollment problems with particular grantees. By decreasing the national total of under-enrolled children, Head Start will ensure the most appropriate use of allocated funds. (Because grantees range in size from super-grantees with multiple delegate agencies to individual centers, a national under-enrollment rate is a better illustration of under-enrollment than the proportion of grantees meeting enrollment targets). With increased action related to under-enrollment at the national level, we will also expect to see an increase in under-enrollment related technical assistance on grantee T/TA plans. As such, meeting projected targets will result in a more efficient use of Head Start technical assistance funds.

<sup>78</sup> Formerly measure 5.2m; renumbered due to addition and reorganization of performance measures.

| <b>Dropped Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
|---|-----------|-------------------|---------------|
| 5.2x. <sup>79</sup> Achieve at least an average 43 percent gain (1.24 scale points) in fine motor skills for children completing the Head Start program.<br>( <i>output</i> ) | 2004      | Dropped           |               |
|   | 2003      | 43%               | 34% (1.05)    |
|   | 2002      | 43%               | 34% (1.05)    |
|   | 2001      | 1.24              | 34% (1.05)    |
|   | 2000      | Identify baseline | 34% (1.05)    |
| <b>Data Source:</b> Family and Child Experiences Survey (FACES). Please see note under measure 5.2a through 5.2f.   |           |                   |               |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 5.2a through 5.2f for a detailed explanation.  |           |                   |               |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.2.  |           |                   |               |

This measure was dropped to meet the overall objective of reducing the total number of ACF measures. The final year of reported data is expected in December, 2005.

<sup>79</sup> Formerly measure 5.2d; renumbered due to addition and reorganization of performance measures.

**STRATEGIC OBJECTIVE 6: INCREASE SAFETY, PERMANENCY, AND WELL-BEING OF CHILDREN AND YOUTH.**

**6.1 Child Welfare (Child Abuse Prevention, Foster Care, and Adoption)**

Child Abuse Prevention

| <b>Long Term Goal:</b> By FY 2008, the Child and Family Services Review (CFSR) process will have resulted in the states' demonstrating continuous improvement by having 90% (328) of the individual outcomes that they are expected to achieve (364 total) remaining penalty free. <sup>80</sup>  |                   |                                 |                    |
|---|-------------------|---------------------------------|--------------------|
| <b>Program Goal:</b> SAFETY: Children are protected from abuse and neglect in their homes. The risk of harm to children will be minimized.  |                   |                                 |                    |
| Measure   | FY                | Target                          | Result             |
| 6.1a. Decrease the rate of first-time victims per 1,000 children, based on National Child Abuse and Neglect Data System (NCANDS) reporting of the child maltreatment victims each year who had not been maltreatment victims in any prior year.<br><i>(outcome)</i>   | 2007              | 6.26 (0.20 annual reduction)    | Oct-08             |
|   | 2006              | 6.46 (0.20 annual reduction)    | Oct-07             |
|   | 2005              | 6.66 (0.20 annual reduction)    | Oct-06             |
|   | 2004              | 6.86 (0.20 annual reduction)    | 7.12 <sup>81</sup> |
|   | 2003              | Identify baseline <sup>82</sup> | 7.06               |
| 6.1b. Decrease the percentage of children with substantiated reports of maltreatment that have a repeated substantiated report of maltreatment within 6 months. <sup>83</sup><br><i>(outcome)</i>   | 2007              | 7%                              | Oct-08             |
|   | 2006              | 7%                              | Oct-07             |
|   | 2005              | 7%                              | Oct-06             |
|   | 2004              | 7%                              | 8%                 |
|   | 2003              | 7%                              | 8%                 |
|   | CY 2002           | 7%                              | 9%                 |
|   | CY 2001           | 7%                              | 9%                 |
| CY 2000   | Identify baseline | 9%                              |                    |
| <b>Data Source:</b> National Child Abuse and Neglect Data System (NCANDS).  |                   |                                 |                    |
| <b>Data Validation:</b> States report child welfare data to ACF through the National Child Abuse and Neglect Data System (NCANDS). Each state's annual NCANDS data submission undergoes an extensive validation process which may result in revisions to improve data accuracy. To speed improvement in these data, ACF funds the NCANDS contractor which provides technical assistance to states to improve NCANDS reporting and validate all state NCANDS data related to outcome measures. The Office of Child Abuse and Neglect (OCAN), in ACF, and the NCANDS project team are working with states through national meetings, advisory groups, and state-specific technical assistance to encourage the most complete and accurate reporting of these data in all future submissions. All of these activities should continue to generate additional improvements in the data over the next few years. |                   |                                 |                    |
| <b>Cross Reference:</b> These performance measures support HHS Strategic Objective 7.4. Measure 6.1b is used in the HHS Strategic Plan, with a target of 5% repeat substantiated maltreatment reports by FY 2009. These measures also support Secretary Leavitt's 5,000-Day Horizon, in which, "Children are protected from abuse and neglect."   |                   |                                 |                    |

<sup>80</sup> This is also a long-term goal of the Foster Care program.

<sup>81</sup> These data exclude Florida. See explanation in the text.

<sup>82</sup> Baseline updated as of January 2006 with revised State data for FY2003.

<sup>83</sup> This measure was previously used as a Foster Care measure (e.g. FY 2005 Performance Budget).



The long-term goal (state improvement in child welfare outcomes) involves states (including the District of Columbia and Puerto Rico) demonstrating continuous improvement in their child welfare programs.<sup>84</sup> The Child and Family Services Reviews (CFSRs) assess the performance of state child welfare programs on 7 outcomes and 7 systemic factors. This measure focuses on the 7 outcomes in the 52 states, for a total of 364 total outcomes. When states are deemed not in conformity with a particular outcome, they are provided an opportunity to improve their performance. If they fail to improve, a financial penalty is taken. By FY 2008, all states will have completed their first reviews and the time period available to improve performance will have passed. Prior to the CFSRs, the Federal government had not conducted systematic on-site monitoring of state child welfare programs in over 5 years. Given this extensive lapse of time and the fact that this target is for the first cycle of reviews, the achievement of a 90 percent non-penalization rate is very ambitious. To date, 27 states have completed program improvement plans. Final decisions have been made for eleven of those states. These eleven state have been determined to have successfully reached their goals on all 7 outcomes. Therefore, State performance to date indicates that excellent progress is being made toward the goal.

Measure 6.1a tracks the rate of first-time child maltreatment victims (maltreatment victims who have not been maltreatment victims in any prior year) per 1,000 children as both a long-term goal and with annual targets (see Table 6.1a). The trend information, updated in January 2006 with new and revised data analyzed by the

NCANDS Project Team, shows a decrease from the FY 2001 rate of 7.67 to the FY2003 baseline

| <b>Year</b> | <b>Number of States Responding<sup>86</sup></b> | <b>Number of First-Time Victims</b> | <b>Rate of First-Time Victims, per 1,000 children</b> |
|-------------|---|-------------------------------------|---|
| 2004        | 38  | 406,570                             | 7.12  |
| 2003        | 36  | 396,547                             | 7.06  |
| 2002        | 29  | 337,704                             | 7.58  |
| 2001        | 28  | 327,790                             | 7.67  |

rate of 7.06. This represents an overall decrease of more than one-half of a percentage point. Because of the updated FY 2003 baseline, the targets for this measure have also been updated. The FY2003 baseline rate was previously 6.97 based on 36 states' data and is now revised to reflect an additional state's data, so that the new FY 2003 baseline is 7.06. The annual targets and the 2010 long-range goal are still based on an annual reduction of 0.20 in the rate of first-time victims. It is important to note that even with a downward trend in the rate of first-time victims, continually achieving consistent reductions in the annual rate of first-time maltreatment victims will be difficult. At the present time, the currently reported measure for FY 2004 of 7.12 does not show any improvement compared to the FY 2003 rate of 7.06. The FY 2004 rate excludes the Florida data because the FY 2004 Florida first-time victim rate is more than 5 percentage points higher than the next highest state's rate and appears to be an outlier. Additional updates to the FY2004 rate of first-time victims may be needed, pending the evaluation of any new or revised FY 2004 NCANDS submissions from other states.

ACF plans to review the progress on measure 6.1a in relationship to the proportion of screened out reports for each state to ensure that the focus on this measures does not result in an unintended consequence of

<sup>84</sup> Community-Based Child Abuse Prevention (CBCAP) Grants assist each state's child welfare program in preventing child abuse and neglect and in promoting healthy parent-child relationships by developing, operating, expanding, and enhancing community-based prevention-focused programs and activities designed to strengthen and support families. Although only about 10 percent of the states' total costs of child abuse and neglect activities are paid through CBCAP funds, this Federal funding provides critical seed money used by states to leverage funding from other sources, especially as many state budgets for child abuse and neglect efforts are being cut. With the co-mingling of CBCAP funds and funds from many other sources, in percentages that vary from state to state, it is hard to identify precisely how much of the impact of these co-sponsored primary prevention efforts can be attributed specifically to CBCAP. Nevertheless, the Federal leadership associated with the Federal funding contributes significantly to primary prevention.

<sup>85</sup> The annual rates of first-time victims are computed from the NCANDS Child File data on first-time victims and annual Census information on the number of children in the reporting States. Based on issues raised about some state data used in earlier analyses, the trend information for both FY2001 and FY2002 has been updated.

<sup>86</sup> These data exclude Florida. See explanation in the text.

increasing the proportion of screened out cases in order to minimize the rate of first-time victims. ACF will continue to work with the States to ensure more accurate data collection and reporting. ACF also expects to have a minimum of 40 states reporting this information in FY 2006. Each subsequent year at least two more states will report, so that by 2010, ACF expects to have more than 90 percent of all states reporting this information.

Measure 6.1b (repeat child maltreatment) evaluates whether the program has been successful in decreasing the percent of children with substantiated reports of repeat maltreatment. This measure has fallen short of target goals to date: from FY 1998 to FY 2004, repeat maltreatment rates have been steady in the 8 percent to 9 percent range. However, the most current data show a decrease from the CY 2002 repeat maltreatment rate of 9 percent to the FY 2004 repeat maltreatment rate of 8 percent. The target is to reduce the rate of repeat maltreatment to 7 percent. Progress is being made with many states that are undergoing CFSRs (Child and Family Services Reviews), with many states meeting the CFSR 6.1 percent repeat maltreatment standard. In FY 2000, 29 percent of states met this standard, 33 percent in FY 2001, and 38 percent in FY 2002. All states not meeting this standard have put into place a CFSR Program Improvement Plan (PIP) identifying specific activities aimed at reducing maltreatment recurrence. As states implement their PIPs to reduce repeat maltreatment, improvement is expected toward the 7 percent national target.

| <b>Outcome and Efficiency Measure</b>  | <b>FY</b> | <b>Target</b>                             | <b>Result</b> |
|--|-----------|---|---------------|
| 6.1c. Improve states' average response time between maltreatment report and investigation, based on the median of states' reported average response time in hours from screened-in reports to the initiation of the investigation. <sup>87</sup><br>(outcome and efficiency – approved by OMB) | 2007      | 5% reduction of previous FY               | Oct-08        |
|  | 2006      | 5% reduction of previous FY               | Oct-07        |
|  | 2005      | 5% reduction of previous FY               | Oct-06        |
|  | 2004      | 5% reduction of previous FY (63.65 hours) | 48.0 hours    |
|  | 2003      | Identify baseline                         | 67.0 hours    |
|  | CY 2002   | Pre-baseline                              | 51.0 hours    |

**Data Source:** This information is provided in the NCANDS Agency File supplied by the states, rather than by computing the response time based on the NCANDS child-specific data also submitted by states. The disadvantage of the child-specific data is that the report-to-investigation response time can only be computed in whole days, by calculating the difference between the date of the child maltreatment report and the date of the start of the investigation. Using these dates to compute this measure would result in a loss of the precision supplied by the Agency File response time which is reported in hours.

**Data Validation:** Please see the previous performance detail table under measures 6.1a for a detailed explanation.

**Cross Reference:** This performance measure supports HHS Strategic Objective 7.4. This measure also supports Secretary Leavitt's 5,000-Day Horizon, in which, "Children are protected from abuse and neglect."

Measure 6.1c (maltreatment report-to-investigation response time) is based on the median<sup>88</sup> of all states' average "response time," defined as the hours between the log-in call alleging maltreatment and the initial contact with the alleged victim or other person, where appropriate. This outcome/efficiency measure

<sup>87</sup> Thereby reducing the potential of risk to potential victims.

<sup>88</sup> ACF is using the median of the all states' average reported response times, as this measure of central tendency is less affected by any individual state's reported response time which is an outlier (much higher or lower) compared to the other states' reported average response times.

reflects the timeliness of Child Abuse Prevention and Treatment Act (CAPTA)-supported activities to initiate an investigation into whether children are reported to have experienced neglect or abuse. This measure is targeted to decrease by 5 percent each year, per OMB's recommended level of targeted improvement. This approach set an ambitious target for the FY2004 median response time to reflect a decrease from the FY 2003 response time of 67.0 hours to the FY2004 target of 63.7 hours, which was exceeded by the FY2004 median response time across 26 reporting states of 48.0 hours (see Table 6.1c.).

| Year | Number of States Responding | Median of States' Average Report-to-Investigation Time |
|------|-----------------------------|--|
| 2004 | 26                          | 48.0 Hours   |
| 2003 | 27                          | 67.0 Hours   |
| 2002 | 23                          | 51.0 Hours   |
| 2001 | 20                          | 54.8 Hours   |

ACF is continuing to work with states on improved and increased reporting of the information used to generate this outcome measure. Efforts have included discussions with NCANDS state staff at national meetings, as well as the provision of additional state-specific NCANDS project guidance and technical assistance.

### Foster Care

| <b>Program Goal: PERMANENCY: Provide children in foster care permanency and stability in their living situations.</b>   |           |                   |               |
|---|-----------|-------------------|---------------|
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 6.1d. <sup>90</sup> Increase the percentage of children who exit foster care within two years of placement either through guardianship or adoption.<br>( <i>outcome</i> ) | 2007      | 35%               | Oct-08        |
|   | 2006      | 35%               | Oct-07        |
|   | 2005      | 35%               | Oct-06        |
|   | 2004      | 33%               | 34%           |
|   | 2003      | Identify baseline | 32%           |
|   | 2002      | Pre-baseline      | 31%           |
| 6.1e. <sup>91</sup> Maintain the percentage of children who exit the foster care system through reunification within one year of placement.<br>( <i>outcome</i> )         | 2007      | 68%               | Oct-08        |
|   | 2006      | 68%               | Oct-07        |
|   | 2005      | 68%               | Oct-06        |
|   | 2004      | 67%               | 68%           |
|   | 2003      | 67%               | 67%           |
|   | 2002      | 67%               | 68%           |
|   | 2001      | 67%               | 68%           |
|   | 2000      | 67%               | 67%           |
|   | 1999      | Identify baseline | 65%           |
|   | 1998      | Pre-baseline      | 63%           |

<sup>89</sup> The annual rates of first-time victims are computed from the NCANDS Child File data on first-time victims and annual Census information on the number of children in the reporting States. Based on issues raised about some state data used in earlier analyses, the trend information for both FY2001 and FY2002 has been updated.

<sup>90</sup> Formerly measure 6.1d; renumbered due to addition and reorganization of performance measures.

<sup>91</sup> Formerly measure 6.1e; renumbered due to addition and reorganization of performance measures.

|   |      |                   |        |
|---|------|-------------------|--------|
| 6.1f. <sup>92</sup> Decrease the percentage of children who exit foster care through emancipation. (outcome)  | 2007 | 7%                | Oct-08 |
|   | 2006 | 7%                | Oct-07 |
|   | 2005 | 5%                | Oct-06 |
|   | 2004 | 6%                | 8.2%   |
|   | 2003 | Identify baseline | 7.9%   |
|   | 2002 | Pre-baseline      | 7.2%   |
| <b>Program Goal: FAMILY AND CHILD WELL-BEING: Minimize the disruption to the continuity of family and other relationships for children in foster care.</b>  |      |                   |        |
| 6.1g. For those children who had been in care less than 12 months, maintain the percentage that had no more than two placement settings. (outcome)  | 2007 | 80%               | Oct-08 |
|   | 2006 | 80%               | Oct-07 |
|   | 2005 | 80%               | Oct-06 |
|   | 2004 | 80%               | 83%    |
|   | 2003 | 62%               | 83%    |
|   | 2002 | 60%               | 82%    |
|   | 2001 | 72%               | 83%    |
|   | 2000 | Identify baseline | 82%    |
|   | 1999 | Pre-baseline      | 78%    |
|   | 1998 | Pre-baseline      | 71%    |
| <b>Data Source:</b> Adoption and Foster Care Analysis Reporting System (AFCARS).  |      |                   |        |
| <b>Data Validation:</b> States report child welfare data to ACF through the Adoption and Foster Care Analysis Reporting System (AFCARS). All state semi-annual AFCARS data submissions undergo extensive edit-checks for internal reliability. The results of the AFCARS edit-checks for each of the six-month data submissions are automatically generated and sent back to each state, to help the state to improve data quality. Many states submit revised data to insure that accurate data are submitted, often for more than one prior submission period. <sup>93</sup> The Children’s Bureau conducts several AFCARS compliance reviews each year, which typically result in a comprehensive AFCARS Improvement Plan (AIP). Also, states’ Statewide Automated Child Welfare Information Systems (SACWIS) systems are undergoing reviews to determine the status of their operation and the automated system’s capability of meeting the SACWIS requirement to report accurate AFCARS data. To speed improvement in these data, the agency funds the National Resource Center for Child Welfare Data and Technology. This Resource Center provides technical assistance to states to improve reporting to AFCARS, improve statewide information systems, and to make better use of their data. Finally, ACF has recently implemented the AFCARS Project that includes a detailed review of all aspects of AFCARS by Federal staff and participation of the field in identifying possible changes to improve the system. All of these activities should continue to generate additional improvements in the data over the next few years. |      |                   |        |
| <b>Cross Reference:</b> These performance measures support HHS Strategic Objective 7.4 and Secretary Leavitt’s 5,000-Day Horizon, in which, “Children are protected from abuse and neglect.” Measure 6.1e is used in the HHS Strategic Plan, with a target of 70% of children who exit foster care via reunification within one year of placement, by FY 2009.  |      |                   |        |

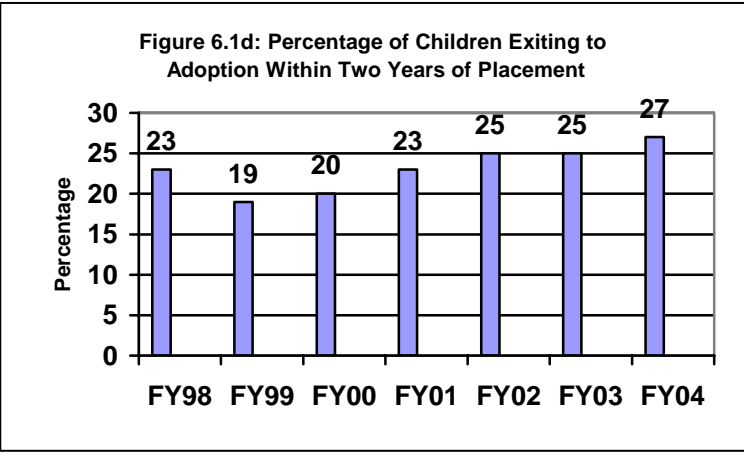
Measure 6.1d (exits from foster care via guardianship or adoption) is a combination of two former measures: exits via guardianship alone, and exits via adoption alone. ACF believes that these two outcomes are comparable in their relationship to permanency; thus ACF now tracks exits from foster care

<sup>92</sup> The targets for FY 2005 and 2006 were changed from 5% to 7% to reflect actual data trends, to make the target both realistic and ambitious. (Formerly measure 6.1f.)

<sup>93</sup> Since AFCARS foster care data are used in the implementation of Program Improvement Plans (PIPs), resulting from the Child and Family Services Review (CFSR) process, States often resubmit AFCARS data to ensure that the data used for this purpose are accurate. The resubmitted data are then processed and the data are made available to the statistical analysts as soon as possible. The analysts review the data to determine which states’ data are usable in this plan.

to guardianship or adoption within two years of placement in foster care together. ACF expects to increase from 31 percent exiting to guardianship or adoption within two years in FY 2002, to 35 percent in FY 2005. ACF expects that there will be an increase in the rate of adoptions over the next few years, as well as an increase in the use of guardianships. These are both possible permanency outcomes for foster children when reunification with parents or relatives is not possible. The Adoption and Safe Families Act (ASFA) and other Federal legislation enacted during the last 25 years have promoted the adoption of children from the public child welfare system when reunification is not possible. Specifically, ASFA created a timeline for seeking termination of parental rights for children in foster care. It was presumed that this timeline would result in foster children achieving a permanent outcome in an adoptive home more swiftly. If a state has determined that adoption is the most appropriate outcome for a child, it should be done within a reasonable time frame. The original goal, which focused only on adoptions, was that 25 percent of children who exit to adoption should do so within two years. ACF met this goal for FY 2003. As Figure 6.1d indicates, this percentage has been consistently increasing since FY 1999 when it was 19 percent.<sup>94</sup> Meanwhile, guardianship is rapidly becoming a preferred permanency outcome option for certain children who cannot return home and for whom adoption is not appropriate. The reports of

discharges to guardianship have grown over the past few years to almost 12,000 in FY 2004 from a little over 4,000 in FY 1998. There are a number of factors that have contributed to this increase in reporting. First, the use of guardianship as an exit strategy for relative foster care appears to be growing, primarily for children who may have been in a relative care placement for a long period of time, and many states wish to track it. Second, AFCARS reviews have identified problems in the coding of guardianships in some states, and those



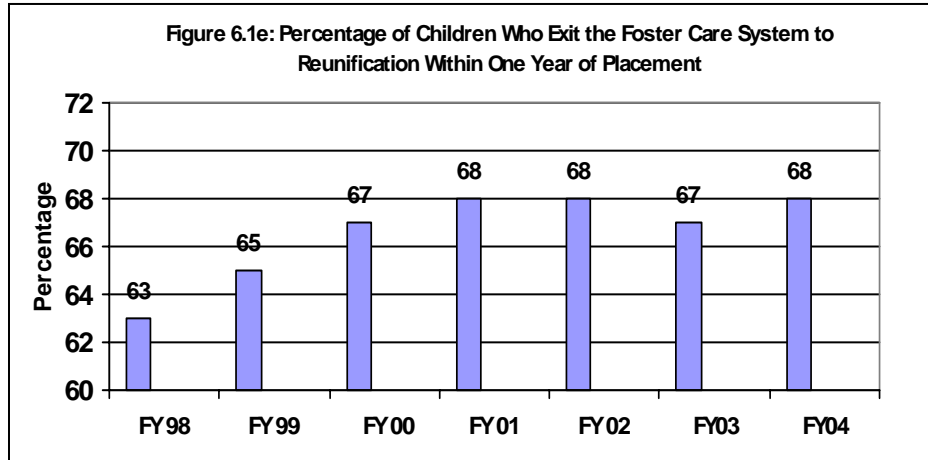
states are taking action to correct the problems. Third, the Data Profile component of the Statewide Assessment used in the CFS Review process emphasizes complete and accurate reporting of all discharge reasons.

Measure 6.1e (reunification) includes both discharges to reunification with the parent(s) or to a relative. This measure reflects the child welfare system’s priority for children to be raised by their parents or a relative rather than by the state or a non-family member, when the child’s safety and well-being at home are no longer at risk. This measure tracks whether foster children are reunified with their families swiftly when reunification is the most appropriate outcome; specifically, the goal is that reunification occur within one year for over two-thirds (67 percent) of the children who exit through reunification. ACF has exceeded this goal as 68 percent of the children who exited to reunification in FY 2004 do so within one year of placement (see Figure 6.1e, next page). This measure has been increasing since FY 1998 and may now be leveling off. This may be a positive sign since research has shown that the shorter the length of stay for children, the higher the rate of re-entry to foster care, suggesting that additional substantial increases in this percentage could result in higher re-entry rates.

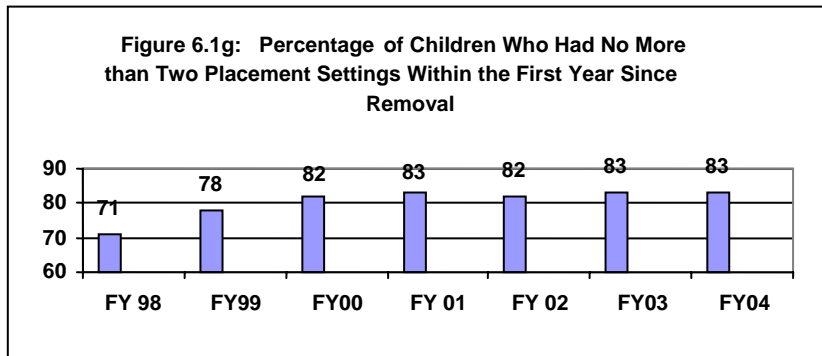
Measure 6.1f (decreasing emancipation) is the percentage of children discharged from foster care to emancipation, which occurs when the child reaches the age of majority by virtue of age, marriage, or judicial determination and leaves the foster care system. Emancipation represents the failure in the public child welfare system to find permanent homes for the children in its care. The target is for this rate to

<sup>94</sup> It is possible that the 23 percent reported for FY 1998 is a result of the data weaknesses experienced in the early years of the AFCARS system.

decrease from the FY 2004 rate of over 8 percent to 7 percent in FY 2006. More realistic targets for this measure have been re-set for FY 2006 and FY 2007, after better AFCARS reporting of exit information showed a consistent and steady increase from the FY 2002 pre-baseline of 7.2% to 7.9% in FY 2003 and now 8.2% in FY 2004. Although an ambitious target, ACF's intense work with the states in the Child and Family Services Reviews (CFSRs) and technical assistance will make progress toward the achievement of the target possible.<sup>95</sup>



Measure 6.1g (stability while in foster care) relates to children who have been removed from their homes and placed in foster care; this trauma can be aggravated further when a child is moved from placement setting to placement setting while in care. It is, therefore, in the best interest of the child to keep the number of placement settings to a minimum. ACF expects that no less than 80 percent (the 2003 actual is 83 percent) of the children experience no more than two placement settings during their first year in care (see Figure 6.1g). The data from this measure have been revised significantly due to the extensive re-submission of data by states, the maturing of Statewide Automated Child Welfare Information Systems (SACWIS), and a revision to the programming for the measure. Contrary to previous conservative estimates, it is possible to have four out of five children experience no more than two placement settings during their first twelve months in foster care.



| Efficiency Measure   | FY   | Target            | Result             |
|--|------|-------------------|--------------------|
| 6.1h. Decrease the percent of foster children in care 12 or more months with no case plan goal (including case plan goal "Not Yet Determined").<br><i>(new efficiency – approved by OMB)</i> | 2007 | 6.4%              | Oct-08             |
|  | 2006 | 6.9%              | Oct-07             |
|  | 2005 | 7.4%              | Oct-06             |
|  | 2004 | Identify baseline | 7.9% <sup>96</sup> |
|  | 2003 | Pre-baseline      | 8.3%               |
|  | 2002 | Pre-baseline      | 8.2%               |
|  | 2001 | Pre-baseline      | 11.2%              |

<sup>95</sup> However, one factor associated with emancipation could possibly distort findings related to this measure. Many of the children emancipated in some states may be children in care because of juvenile justice reasons. In general, their experiences in care and approach to exit may differ substantially from those of other children. Unfortunately, AFCARS cannot distinguish between those in care for primarily juvenile justice reasons from those in care for more traditional child protection reasons. If the juvenile justice population substantially increases, it is likely that the emancipation percentage will also increase.

<sup>96</sup> As of April, 2005.

|   |
|---|
| <b>Data Source:</b> Adoption and Foster Care Analysis Reporting System (AFCARS).  |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 6.1d through 6.1g for a detailed explanation.  |
| <b>Cross Reference:</b> This performance measure, developed in response to PART, supports HHS Strategic Goals 6 and 7 and Secretary Leavitt’s 5,000-Day Horizon, in which, “Children are protected from abuse and neglect.” |

Annual efficiency measure 6.1h is computed from the number of foster children in care at least 12 or more months with either a missing or “Not Yet Determined” case goal divided by the total number of foster children who were in foster care at least 12 months or more. The targets reflect a steady annual decline of 0.5 percentage points for foster care children in care 12 or more months with a missing or “Not Yet Determined” case plan goal. Trend data for earlier years show that this percentage has gradually decreased since FY 2001.

Adoption: Adoption Assistance, Adoption Incentives, and Adoption Opportunities

| <b>Long Term Goal:</b> By 2009, X percentage of Adoption Opportunities grantees will have their findings applied to practice (target to be determined).   |              |                   |        |
|---|--------------|-------------------|--------|
| <b>Long Term Goal:</b> By 2009, X percentage of Adoption Opportunities grantees will have their findings provide the impetus for policies being enacted or amended (target to be determined).               |              |                   |        |
| <b>Long Term Goal:</b> Decrease the number of children with Title IV-E Adoption Assistance who experience a displaced adoption (target and target date to be determined). <sup>97</sup>                     |              |                   |        |
| <b>Long Term Goal:</b> Decrease the gap between the percentage of children 9 and older waiting to be adopted and those actually adopted by 15 percentage points between FY 2006 and FY 2015 <sup>98</sup> . |              |                   |        |
| Measure   | FY           | Target            | Result |
| 6.1i. Decrease the gap between the percentage of children 9 and older waiting to be adopted and those actually adopted. <i>(new outcome)</i>  | 2015         | 1.9%              | Oct-16 |
|   | 2014         | 4.7 %             | Oct-15 |
|   | 2013         | 6.2 %             | Oct-14 |
|   | 2012         | 7.7 %             | Oct-13 |
|   | 2011         | 9.2 %             | Oct-12 |
|   | 2010         | 10.7 %            | Oct-11 |
|   | 2009         | 12.2 %            | Oct-10 |
|   | 2008         | 13.7 %            | Oct-09 |
|   | 2007         | 15.2 %            | Oct-08 |
|   | 2006         | 16.7 %            | Oct-07 |
|   | 2005         | Identify baseline | Oct-06 |
|   | 2004         | Pre-baseline      | 17.7 % |
|   | 2003         | Pre-baseline      | 16.9 % |
|   | 2002         | Pre-baseline      | 15.3 % |
|   | 2001         | Pre-baseline      | 14.3 % |
| 2000  | Pre-baseline | 12.5 %            |        |
| 1999  | Pre-baseline | 10.3 %            |        |

<sup>97</sup> A displaced adoption when an adopted child enters foster care.

<sup>98</sup> Based on data available as of September 2005.

| <b>Long Term Goal: Increase the adoption rate from 9.4% in FY 2003 to 10.00 % in FY 2008.<sup>99</sup></b>   |              |                   |                                |                             |
|--|--------------|-------------------|--------------------------------|-----------------------------|
| <b>Measure</b>   | <b>FY</b>    | <b>Target</b>     | <b>Result – Adopt. Numbers</b> | <b>Result – Adopt. Rate</b> |
| 6.1j. <sup>100</sup> Increase the adoption rate. <sup>101</sup> (outcome)  | 2008         | 10.00%            | N/A                            | Oct-09                      |
|  | 2007         | 9.90%             | N/A                            | Oct-08                      |
|  | 2006         | 9.85%             | Oct-07                         | Oct-07                      |
|  | 2005         | Identify baseline | Oct-06                         | Oct-06                      |
|  | 2005         | 54,000            | Oct-06                         | Oct-06                      |
|  | 2004         | 53,000            | 51,000                         | 9.79%                       |
|  | 2003         | 58,500            | 50,000                         | 9.19%                       |
|  | 2002         | 56,000            | 53,000                         | 9.72%                       |
|  | 2001         | 51,000            | 51,000                         | 9.24%                       |
|  | 2000         | 46,000            | 51,000                         | 8.99%                       |
|  | 1999         | 41,000            | 47,000                         | 8.41%                       |
|  | 1998         | Identify baseline | 37,000                         | 7.16%                       |
|  | 1997         | Pre-baseline      | 31,000                         | 6.11%                       |
|  | 1996         | Pre-baseline      | 28,000                         | 5.80%                       |
| 1995   | Pre-baseline | 26,000            | 5.71%                          |                             |
| <b>Data Source:</b> Adoption and Foster Care Analysis Reporting System (AFCARS) for FY 1998 and all subsequent years; Adoption Incentive Program and the Adoption 2002 Initiative for FY 1997 and all years prior. |              |                   |                                |                             |
| <b>Data Validation:</b> Please see the previous performance detail table under measures 6.1d to 6.1g for a detailed explanation.   |              |                   |                                |                             |
| <b>Cross Reference:</b> These performance measures support HHS Strategic Objective 7.4.  |              |                   |                                |                             |

Regarding the first two long term goals above (concerning Adoption Opportunities grantees), toward the end of every Adoption Opportunities grant project, each grantee will have produced both a report of findings and a dissemination plan for these findings. Using the recently implemented performance measurement on-line tool, grantees will supply information for these two long term goals:

Regarding the first long-term measure, Adoption Opportunities grantees will be able to report when they:

- Follow up with individuals or organizations that requested materials (e.g., presentations, final report, training materials, protocols, etc.) from the grantee about the project;
- Follow up with individuals or organizations that asked permission about or showed interest in replicating or piloting a project;
- Read or hear about the application of their findings to practice at conferences, in the professional literature, in newsletters, etc.

Regarding the second long-term measure, Adoption Opportunities grantees will be able to report when they:

- Speak with advocacy groups it has worked with to enact policies;
- Speak with legislators or other policy-making bodies with which it has worked;
- Read or hear about the application of its findings to practice at conferences, in the professional literature, in newsletters, in the media, etc.

<sup>99</sup> This is also a long term goal for other aspects of the Child Welfare program.

<sup>100</sup> Formerly measure 6.1g; renumbered due to addition and reorganization of performance measures.

<sup>101</sup> This measure formerly examined number of adoptions; ACF is awaiting OMB approval to shift from absolute numbers to percentages.

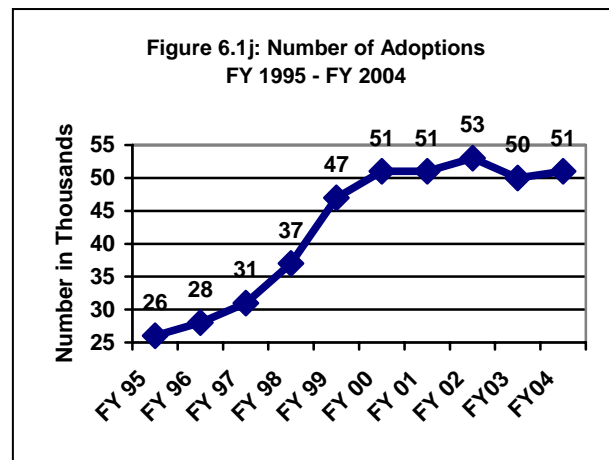


In the absence of any trend data at this point, the best estimate of a long term goal for both of these would be for X to equal 80 percent of all Adoption Opportunities grant projects completed between FY2003 and FY2008. Baseline information will not be available, however, until FY 2006.

Regarding the third long-term measure above (displaced adoption), ACF has created a developmental measure that assesses the number of adoptions that fail, thus resulting in a child’s re-entry into foster care. Adoptive displacement occurs when a child who has been previously adopted from foster care later re-enters foster care. The current AFCARS contains data on children entering the foster care system who have been previously adopted. However, a substantial amount of data are missing, and the data do not permit a distinction between those children who were receiving title IV-E adoption assistance and those who were not. The Children’s Bureau/ACF is currently conducting an intensive and detailed review of AFCARS. Addressing this measure will be a high priority in the review, and ACF will implement a solution by FY2009 for this long term goal.

Regarding the fourth long term goal above (decreasing the gap between those waiting, and those actually, adopted), ACF has created a measure to evaluate progress of the Adoption Incentives program in reducing the gap between percentage of children 9 and older waiting to be adopted and those actually adopted. This gap grew from 10.3 % to 17.7 % between FY 1999 and FY 2004. Annual AFCARS data on the numbers of waiting children, adopted children and their ages is already being collected and will be used for this measure.

Regarding the last long term goal above, in order to measure program performance more accurately, ACF has replaced a prior measure of total adoptions with a new outcome measure of an adoption rate calculated from the annual number of adoptions divided by the number of children in foster care at the end of the prior year.<sup>102</sup> Developed through the PART process, the adoption rate measure takes into account the size of the pool of children in foster care from which those children for whom adoption is the appropriate permanency plan are identified. In fact, the total number of children in foster care over the previous six year period has declined from 567,000 in FY 1999 to 518,000 in FY 2004. The information in Figure 6.1j shows the annual number of adoptions of children with involvement in the public child welfare system. The annual number of adoptions increased dramatically from the 26,000 adoptions in FY 1995 to 53,000 adoptions in FY 2002. Preliminary data indicate that there were 51,000 adoptions in FY 2004, although this number may increase as additional adoptions for that year are reported.<sup>103</sup> Since FY 2000, however, the number of adoptions annually has flattened, so that the FY 2002 target for the prior measure was not met. Significant proportions of the adoptions finalized from FY 1998 through FY 2000 were children who had been in the system for a long time and who represented a backlog of cases. With improved case-practice under the reforms implemented by the Adoption and Safe Families Act (ASFA), the large backlogs of adoption cases needing to be finalized are being eliminated. At the same time, the age of children “waiting” to be adopted continues to increase, with almost half of the “waiting” children being over the age of nine. In



<sup>102</sup> This long-term measure also applies to the Foster Care program.

<sup>103</sup> AFCARS permits the reporting of adoptions finalized in one year to be reported in later years. The current FY 2004 number of adoptions is 51,000. Based on previous experience, it is likely, with new AFCARS adoptions submissions and resubmissions from the states, that the number of adoptions finalized in FY 2004 will increase by as much as 2,000 adoptions.

addition, the proportion of children with a goal of adoption has also declined. These trends make adoption placement more challenging. A gradual increase in the adoption rate to 10 percent in FY 2008 is very ambitious, but realistic due to the aging of the foster care population, the decline in the number of children in foster care, and the decrease in the proportion of children with a goal of adoption.

| Efficiency Measure   | FY   | Target            | Result         |
|--|------|-------------------|----------------|
| 6.1k. Maintain or decrease the average administrative claim per IV-E Adoption Assistance child.<br>( <i>new efficiency – approved by OMB</i> ) | 2007 | \$1,535           | Oct-08         |
|  | 2006 | \$1,566           | Oct-07         |
|  | 2005 | \$1,598           | Oct-06         |
|  | 2004 | Identify baseline | \$1,631 (est.) |
|  | 2003 | Pre-baseline      | \$1,678        |
|  | 2002 | Pre-baseline      | \$1,833        |
|  | 2001 | Pre-baseline      | \$1,951        |
| <b>Data Source:</b> Adoption and Foster Care Analysis Reporting System (AFCARS).   |      |                   |                |
| <b>Data Validation:</b> Please see the previous performance detail table under measures 6.1d to 6.1fg for a detailed explanation.              |      |                   |                |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.4, and was developed in response to PART.                  |      |                   |                |

Measure 6.1k sets annual targets to demonstrate improved efficiency through a gradual reduction in the average administrative claim per IV-E Adoption Assistance child. This is calculated by total computable claims submitted by states on the IV-E-1 form for administrative costs divided by the average monthly number of children receiving Adoption Assistance maintenance payments. The annual targets reflect an ambitious decline of 2 percent from the prior year's average administrative cost per child. In light of the fact that more children are receiving IV-E adoption assistance each year, this measure captures the more efficient administration of the program through lower administrative costs per child.

## 6.2 Youth Programs (Runaway and Homeless Youth, Abstinence Education, and Mentoring Children of Prisoners)

### Runaway and Homeless Youth

| <b>Long Term Goal:</b> By FY 2009, ensure that at least 95% of youth served in the Runaway and Homeless Youth (RHY) programs (Basic Center Program – BCP – and Transitional Living Program – TLP) enter safe and appropriate settings after exiting ACF-funded RHY services. |      |   |        |
|--|------|---|--------|
| Measure  | FY   | Target  | Result |
| 6.2a. <sup>104</sup> Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded RHY services.<br>( <i>outcome</i> )   | 2007 | 94%   | Dec-08 |
|  | 2006 | 93%   | Dec-07 |
|  | 2005 | 92%   | 89.3%  |
|  | 2004 | 91%   | 89.5%  |
|  | 2003 | 86%   | 89.5%  |
|  | 2002 | Identify baseline (Target for baseline year: 86%) | 89.5%  |
| <b>Data Source:</b> National Extranet Optimized Runaway and Homeless Youth Management Information System (NEORHYMIS).  |      |   |        |
| <b>Data Validation:</b> RHYMIS has been undergoing continuous improvement and upgrading. A new   |      |   |        |

<sup>104</sup> Formerly measure 6.2b; renumbered due to addition and reorganization of performance measures. "Safe and appropriate exits" in BCP are defined as all exit situations except "to the street" and "unknown." "Safe and appropriate exits" in TLP also exclude "to a shelter" since the TLP is designed to promote independent living.

version 2.0 (NEORHYMIS, the National Extranet Optimized RHYMIS) was released in December, 2004, which offers new online analysis among other improvements. RHYMIS data are available at <http://extranet.acf.hhs.gov/rhymis> and enable anyone to construct and download a wide variety of standard or ad hoc reports on recent and historical data (going back to FY 2002, the first year of complete data under the modernized system). During FY 2006, the extranet site will be made more user-friendly.

**Cross Reference:** This performance measure supports HHS Strategic Objective 7.4 and Secretary Leavitt’s 500-Day Plan, which concentrates on, “Supporting the First Lady’s initiative on Helping America’s Youth.”

This performance goal refers to youth exiting or discharged from the Basic Center Program (BCP) and Transitional Living Program (TLP) and their access to safe and appropriate living settings at that point in time. The “safe exit” level for both programs has remained at approximately 90 percent for a number of years. In FY 2005, for the combined programs, 89.3 percent of youth were living in safe/appropriate settings after exiting RHY services. The target was 92 percent. In the same year, the Transitional Living Program (TLP long-term residential services) improved from 77.7 percent safe exits to 81.8 percent. The much larger Basic Center Program (BCP short-term emergency shelters) remained basically stable, with a slight drop of 0.4 percent from the FY 2004 level. This success is particularly notable because, during FY 2004-2005, the Family and Youth Services Bureau, which operates RHY, specifically focused on improving the TLP safety rate. Similar activities targeting the BCP rate have begun.

| <b>Table 6.2a: Exits from RHY Programs, FY 2004, NEORHYMIS</b> |  |                             |                           |  |                             |                           |
|--|--|-----------------------------|---------------------------|--|-----------------------------|---------------------------|
| <b>RHY program</b>   | <b>Safe and Appropriate Exits, FY 2004</b> | <b>Total Exits, FY 2004</b> | <b>Safe Rate, FY 2004</b> | <b>Safe and Appropriate Exits, FY 2005</b> | <b>Total Exits, FY 2005</b> | <b>Safe Rate, FY 2005</b> |
| Combined   | 60,323                                     | 67,048                      | 89.5%                     | 51,871                                     | 58,115                      | 89.3%                     |
| Transitional Living Program (TLP)                              | 2,618                                      | 3,369                       | <b>77.7%</b>              | 2,494                                      | 3,048                       | <b>81.8%</b>              |
| Basic Center Program (BCP)                                     | 57,705                                     | 64,039                      | 90.1%                     | 49,377                                     | 55,067                      | 89.7%                     |

While youth are in the care of RHY grantees, they are consistently in safe and appropriate settings. The program facilities receive onsite inspections and monitoring visits every three years by federal staff and youth services experts, in addition to state or municipal regulatory activity. Grantee organizations also have their own rules and oversight, and under the Statute must maintain a ratio of staff to youth that is sufficient to ensure adequate supervision and treatment. The RHY program improved “safe exit” results for TLP by applying recent in-house caseload analysis findings that indicated the need to focus attention on youths’ completions of their programs, effective exit care, discharge planning, and aftercare, as well as targeted in-service activities and treatment. The TLP efficiency measure also exceeded its target, i.e., the completion (graduation) rate increased 4 full percentage points and the “expulsion” rate declined by 2.6 percent, also as a result of ACF’s focus on discharge planning, etc. Similarly, independent BCP research was completed in FY 2005, and ACF expects that the application of insights derived from that research will cause a similar improvement in that program, which naturally carries more weight in the overall percentage.

At-risk youth in RHY programs can be very hard to serve. The Transitional Living Program (TLP), even after this year’s improvement, has a higher unsafe or inappropriate exit rate than the Basic Center Program (BCP). This is both because of a stricter standard (see footnote below associated with Table 6.2a) and because TLP is for older youth who have little or no likelihood of reunification with their families and are more likely to return to street culture. Some of these youth face significant disadvantages, such as mental health and/or substance abuse issues.

Beginning with FY 2005, NEORHYMIS is providing more specific descriptions of services to each youth at the point of discharge. ACF has also been utilizing training and technical assistance and the resources of the ten regional offices to focus on safe exits in both programs. ACF is procuring the expertise to conduct an evaluation of long term outcomes in the TLP programs. This study will teach us more about how youth fare after they exit from TLP and which housing, services and program models most benefit their long-term well-being and maturation.

|  |           |                   |               |
|--|-----------|-------------------|---------------|
| <b>Long Term Goal:</b> By FY 2009, increase by 8 percentage points (2 percentage points increase each year) the percent of youth who successfully complete the Transitional Living Program (TLP) by “graduating” or who leave ahead of schedule based upon a positive opportunity. |           |                   |               |
| <b>Outcome and Efficiency Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 6.2b. <sup>105</sup> Increase funding efficiency by increasing the percent/number of youth who complete the transitional living program (TLP) by graduating or who leave ahead of schedule based upon an opportunity.<br><i>(outcome and efficiency – approved by OMB)</i>         | 2007      | 49.6%             | Dec-08        |
|  | 2006      | 47.6%             | Dec-07        |
|  | 2005      | 45.6%             | 47.9%         |
|  | 2004      | 43.6%             | 45.6%         |
|  | 2003      | Identify baseline | 42.6%         |
| <b>Data Source:</b> National Extranet Optimized Runaway and Homeless Youth Management Information System (NEORHYMIS).  |           |                   |               |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 6.2a for a detailed explanation.  |           |                   |               |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.4 and Secretary Leavitt’s 500-Day Plan, which concentrates on, “Supporting the First Lady’s initiative on Helping America’s Youth.”  |           |                   |               |

This long term goal and associated annual measure 6.2b capture program effectiveness and efficiency by measuring the number of youth who successfully complete their Transitional Living Program (TLP) experience. (Completion is coded under two statuses, those who complete the program, and those who voluntarily leave due to other opportunities (see Table 6.2bi)). Completion has been shown to increase safe exits and improve educational and employment progress, compared with shorter tenures. As a result of technical assistance, caseload analysis, and training, the targets (increases of 2 percentage point) continue to be exceeded. These measures also account for efficiency since youth who complete their programs make the best use of the funding for their experiences.

The long-term evaluation of TLP (discussed under measure 6.2a) will study how youth leaving the program are doing months, or a year or more after they depart, primarily in terms of their housing stability. It could examine, among other things, how approaches tailored to youth risk factors can increase commitment to complete the program and reduce dropping out. The challenge will be to maintain focus upon the neediest (but committed) youth and not “cream” the program by helping only those “most likely to succeed.” Viable housing options are key to youths’ independence, but such opportunities are sustained only in the context of better employment, education completion, risk reduction, and youth development.

<sup>105</sup> Formerly measure 6.2c; renumbered due to addition and reorganization of performance measures.

| <b>Program Goal:</b> Improve efforts to connect youth with their communities and help them contribute to society.   |           |   |                   |
|---|-----------|---|-------------------|
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>                                     | <b>Result</b>     |
| 6.2c. <sup>106</sup> Increase the number of RHY youth who are engaged in community service and service learning activities while in the program.<br>( <i>outcome</i> )  | 2007      | 15%   | Dec-08            |
|   | 2006      | 15%   | Dec-07            |
|   | 2005      | 14%   | 8.3% (TLP 30.7%)  |
|   | 2004      | Identify baseline (Target for baseline year: 10%) | 12.0% (TLP 26.9%) |
| <b>Data Source:</b> National Extranet Optimized Runaway and Homeless Youth Management Information System (NEORHYMIS).   |           |   |                   |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 6.2a for a detailed explanation.   |           |   |                   |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.4 and Secretary Leavitt's 500-Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth." |           |   |                   |

Measure 6.2c (community involvement) is a provisional outcome measure. An important principle of positive youth development is giving a youth the sense that he or she can make a difference, that what they do matters; moreover, giving something back to the community can be a powerful stimulant of self-efficacy and pro-social attitudes. The target rate of 14 percent was not met because the larger BCP was only able to involve 3,004 youth, or 7 percent in such activities. Since the short term Basic Center Program (BCP) provides less opportunity for sustained community service experiences (maximum tenure is 15 days), ACF has always expected to see higher percentages for this measure in the longer term Transitional Living Program (TLP). 762 TLP youth, or 30.7 percent, had the kinds of service experiences that can make a real difference in pro social commitment and self esteem. This increased from 26.9 percent in FY 2004.

ACF is capping the long term target at 15 percent (combined BCP and TLP data) rather than expanding the level indefinitely since these experiences are not always appropriate in a youth's treatment plan. However, ACF's Region 10 is studying ways to provide more effective community service experiences, including at short term shelters (BCP).

| <b>Dropped Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
|---|-----------|-------------------|---------------|
| 6.2x. <sup>107</sup> Increase the percentage of youth that enter Family and Youth Services Bureau (FYSB) services (Runaway and Homeless Youth shelter/ basic center or Transitional Living Program) through outreach efforts.<br>( <i>outcome</i> ) | 2006      | Dropped           |               |
|   | 2005      | 5%                | 1.6%          |
|   | 2004      | 5%                | 3.8%          |
|   | 2003      | Identify baseline | 3.77%         |
| <b>Data Source:</b> National Extranet Optimized Runaway and Homeless Youth Management Information System (NEORHYMIS).   |           |                   |               |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 6.2a for a detailed explanation.   |           |                   |               |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.4 and Secretary Leavitt's 500-Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."                             |           |                   |               |

<sup>106</sup> Formerly measure 6.2f; renumbered due to addition and reorganization of performance measures.

<sup>107</sup> Formerly included between measure 6.2e and 6.2f; renumbered due to addition and reorganization of performance measures.

ACF has replaced this measure since it does not significantly bear on youth well-being: other sources of referral are equally valid and far more common. Other sources of referral are not necessarily less likely to take kids off the street than outreach services, and may be more preventive in nature. Additionally, street outreach programs may not be available or funded in many communities with FYSB shelters. This is the final year of data for this measure. The recent lower level may reflect the fact that, from FY 2004 to FY 2005, two of the larger referral categories, self referral and school referral, each went up by more than a percentage point. Since both of these have consistently involved much higher numbers of youth, their continued increase is more than enough to cut into the historically much smaller levels of street referrals. The fact that schools are referring more youth to the special services of RHY programs is a positive sign of greater sensitivity in the educational system. The Statute provides that BCP preventive services are available to youth while they are still in the home, before they run away. Increased self referral is also encouraging, and may signify self-awareness or self-reliance. Youth are all too often attracted to street life and develop survival habits that reinforce their alienation, as well as risk levels.

### Abstinence Education

| <b>Long Term Goal:</b> Decrease the proportion of students grades 9-12 that have ever had sexual intercourse to 44.5% by 2009.   |           |                   |               |
|--|-----------|-------------------|---------------|
| <b>Measure</b>   | <b>CY</b> | <b>Target</b>     | <b>Result</b> |
| 6.2d. Decrease the proportion of students grades 9-12 that have ever had sexual intercourse. <sup>108</sup><br>(outcome)   | 2007      | 45.0%             | Jun-09        |
|  | 2005      | 45.5%             | Jun-07        |
|  | 2003      | Identify baseline | 46.7%         |
|  | 2001      | Pre-baseline      | 45.6%         |
|  | 1999      | Pre-baseline      | 49.9%         |
|  | 1997      | Pre-baseline      | 48.4%         |
|  | 1995      | Pre-baseline      | 53.1%         |
| 6.2e. Decrease the rate of births to unmarried teenage girls (i.e. births per 1,000 women) ages 15-19. <sup>109</sup><br>(outcome)   | 2007      | 33.4              | Jun-09        |
|  | 2006      | 33.8              | Jun-08        |
|  | 2005      | 34.2              | Jun-07        |
|  | 2004      | 34.6              | 34.6          |
|  | 2003      | 35.0              | 34.8          |
|  | 2002      | Identify Baseline | 35.4          |
|  | 2001      | Pre-baseline      | 37.0          |
|  | 2000      | Pre-baseline      | 39.0          |
| <b>Data Source:</b>  |           |                   |               |
| <b>Measure 6.2d:</b> Youth Risk Behavior Surveillance System (YRBSS)   |           |                   |               |
| <b>Measure 6.2e:</b> National Vital Statistics System (NVSS)   |           |                   |               |
| <b>Data Validation:</b>  |           |                   |               |
| <b>Measure 6.2d:</b> The Center for Disease Control and Prevention (CDC) administers the YRBSS which includes a national school-based survey. This survey is conducted every two years and provides data representative of U.S. high school students. YRBSS has been designed to determine the prevalence of health-risk behaviors among high school students, including sexual behaviors that contribute to unintended pregnancies and STDs, including HIV infection. YRBSS also was designed to monitor progress toward achieving national health objectives. One of the survey items asks students, "Have you ever had sexual intercourse?" and students can choose a "Yes" or "No" response. |           |                   |               |

<sup>108</sup> This measure has been updated with a new data source which gauges progress in the same key area from a national perspective via nationally-representative data.

<sup>109</sup> See previous footnote.

**Measure 6.2e:** The CDC administers the NVSS which is a compilation of data obtained from the registration of vital events, including all birth certificates, in the United States. Within the CDC, the National Center for Health Statistics (NCHS) cooperates with States to obtain the data and provide the statistical information of the NVSS. Information on births, such as age of mother, is reported by the mother. Mother's marital is captured only at the time of birth by a direct question in the birth registration process in 48 states and DC (Michigan and New York use an inferential procedure to determine marital status).

**Cross Reference:** These performance measures support HHS Strategic Objective 1.2 and Strategic Goal 7. These measures also support Secretary Leavitt's 5,000-Day Horizon, in which, "Protection of life and adherence to sexual abstinence outside of marriage are values supported by public policies and taught to each new generation."

Regarding measure 6.2d (sexual activity), recent data from the Youth Risk Behavior Surveillance System (YRBSS) demonstrate a statistically significant decline in sexual activity among American youth from 1995 to 2003. Although the percentage of youth who had engaged in sexual intercourse from 2001 to 2003 rose slightly, this difference is not statistically significant. Since 1990, the YRBSS has monitored health risk behaviors that contribute markedly to the leading causes of death, disability, and social problems among youth in the United States.

Regarding measure 6.2e (unmarried teen birth rate), recent data from the CDC reflects that the birth trends between 1995 and 2004 have decreased from 43.8 per 1,000 unmarried girls ages 15-19 to 34.6, respectively. Overall, teenage childbearing has declined among all racial and/or Hispanic origin groups since 1991.

### Mentoring Children of Prisoners

**Long Term Goal: Sustainability of relationships (beyond the minimum commitment).** By 2007, 20% of mentees will have experienced sustained mentoring relationships.

| Measure   | FY                 | Target            | Result |
|---|--------------------|-------------------|--------|
| 6.2f. Increase the percentage of mentees in active mentoring relationships that have already lasted more than twelve months as a percentage of the entire caseload.<br><i>(new outcome)</i> | 2007               | 20%               | Dec-08 |
|   | 2006               | 18%               | Dec-07 |
|   | 2005               | 16%               | 19%    |
|   | <i>Q2, FY 2005</i> | Identify baseline | 15.6%  |

**Data Source:** Aggregate caseload data collection of Mentoring Children of Prisoners cases.

**Data Validation:** A quarterly caseload data collection instrument was approved by OMB in the fourth quarter of FY 2004 after the standard public comment process. This now provides data on evidence-based practices that lead to positive youth outcomes, such as relationships between children of prisoners and carefully screened, trained and caring adult mentors. The data system will also support the national evaluation of the program that will enter its site selection phase by the 2<sup>nd</sup> quarter of FY 2006.

**Cross Reference:** This performance measure supports HHS Strategic Objective 7.2 and Secretary Leavitt's 500-Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."

ACF surpassed this important target, which is a measure of quality and value to the child. Relationships that endure beyond the MCP's 12-month minimum are evidence of a lasting bond and possibly a life-long relationship, which is not uncommon among successful mentoring relationships in general. Relationships that last 12 months or more are associated with the most positive youth benefits.

The number of matches surpassing the one-year commitment will be limited by the fact that many MCP relationships that reach the 12-month standard will involve mentors who have met their commitments (and may or may not seek a new mentee) and some mentees who are aging out of the program or moving away. The denominator will also be increased by the influx of new cases as the program expands, adding to the number of matches that are still on their way to twelve months. If the program continues to grow rapidly, this target is not likely to apply to a majority of all cases. The grantees who had operated an entire year prior to this one, naturally had a higher proportion of enduring cases (26 percent) than the group that operated only during the fourth quarter of FY 2005 (13 percent).

| <b>Long Term/Annual Goal: Companionship with caring adults:</b> By 2007, 100,000 children of prisoners will be or have been in one-to-one mentoring relationships with screened and trained adults.                     |           |  |                      |
|---|-----------|--|----------------------|
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>                                | <b>Result</b>        |
| 6.2g. Increase the number of children of prisoners in one-to-one matches with caring adults who have been trained and screened by the MCP program and its local and national partners.<br><i>(new outcome)</i>          | 2007      | 100,000 (unduplicated active and past cases) | Dec-08               |
|   | 2006      | 33,000 new cases                             | Dec-07               |
|   | 2005      | 33,000 new cases                             | 14,000               |
|   | 2004      | Identify baseline                            | 2,099 <sup>110</sup> |
| <b>Data Source:</b> Aggregate caseload data collection of Mentoring Children of Prisoners cases.  |           |  |                      |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 6.2f for a detailed explanation.   |           |  |                      |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.2 and Secretary Leavitt's 500-Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth." |           |  |                      |

This measure is based on the number of children of prisoners growing up with caring adult companions in relationships that conform to the evidence-based (one-to-one relationship) standard of the MCP program. Forming and supporting these matches is the primary task of MCP grantees. The 33,000 match target was not met. However, this target was a budget planning assumption derived from a cost per match estimate of \$1500. That estimate was based upon experience with and evaluations of well-established mentoring organizations with a long history. The \$1500 was for child and volunteer recruitment, background check, training, match support and training needed to sustain a match for one year.

In supporting over 220 MCP grants to large and small organizations, as well as those with long and short histories of operating programs with federal funds, it has become evident that the \$1,500 assumption did not include the cost to start-up a program, provide for organizational development needs of smaller new organizations or "repurpose" an existing organization where mentoring operations were novel. For smaller organizations in particular, these costs were greater than initially anticipated.

Community and faith-based start-up organizations spent time, energy and money in developing their program design, a roadmap of how they manage, implement and evaluate their program over the remaining years of the grant. Some start-up community and faith-based grantees have had to modify their plans as they have moved along, when the circumstances and experiences have dictated. Start-up costs incurred by the community-based and faith-based grantees have been dedicated to advance planning, selecting a management team; establishing policies and procedures; developing a financial plan; and other necessary functions.

<sup>110</sup> These are children matched by 52 grantees funded in FY 2003; the number of grantees has grown to 218 through additional FY 2004 grants.



During FY 2005, FYSB developed a research design for evaluating several key aspects of the Mentoring Children of Prisoners (MCP) program which grantees are required to capture. Starting in FY 2006, site visits are scheduled for current grantees to strengthen program performance through technical assistance as needed.

The first phase of the research will include assessments of processes and settings, measurements of how individual children assess the relationships created in the program, and the identification of factors that contribute to or impede success in forming matches that are enduring, quality mentoring relationships for children of prisoners. (See measure 6.2h and long term measure for “positive life changes.”) Other information collected will provide knowledge about organizational factors that improve the efficiency and effectiveness of grantees’ ability to form matches and insight into what direct and indirect costs and complications may be involved. From this robust data, ACF will be able to assess the estimated benchmark \$1500 average cost per match amount for MCP funded grantees.

In addition, ACF is building partnerships across the mentoring world to reach this population. A coordinated national effort to reach children of prisoners will have far greater impact than isolated activities. Surveys by MCP partners such as the Corporation for National and Community Service (CNCS) or National Guard Challenge could enable us count children of prisoners being mentored in federal programs outside of MCP.

|  |           |   |               |
|--|-----------|---|---------------|
| <b>Long Term/Annual Goal: Quality of Relationships:</b> By 2007, 60% of mentees will have experienced positive mentoring relationships (based on a statistical sample to be surveyed during FY 2006 and thereafter).   |           |   |               |
| <b>Measure</b>   | <b>FY</b> | <b>Target</b>                                 | <b>Result</b> |
| 6.2h. Increase the percentage of mentees surveyed that respond with an overall average score of 3 or above on 15 key questions in a mentoring relationship quality instrument that has been validated by research.<br><i>(new outcome)</i>   | 2007      | 2% increase over baseline                     | Dec-08        |
|  | 2006      | Identify baseline (results of FY 2006 survey) | Dec-07        |
| <b>Data Source:</b> Relationship Quality Survey.   |           |   |               |
| <b>Data Validation:</b> A validated and reliable relationship measuring tool, developed by Rhodes, Reddy, Roffman, and Grossman, <sup>111</sup> assesses the dynamics of the mentor/mentee relationships, including: mentee satisfaction with the relationships; the extent to which mentors have helped mentees cope with problems; how happy mentees feel (or don’t feel) when they are with their mentors; and whether there is evidence of trust in the mentoring relationships. |           |   |               |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.2 and Secretary Leavitt’s 500-Day Plan, which concentrates on, “Supporting the First Lady’s initiative on Helping America’s Youth.”  |           |   |               |

The core purpose of mentoring is healthy companionship between at-risk youth and caring adults. These relationships are mediators of successful outcomes. A positive assessment of a mentoring experience is strongly associated with the duration of the relationship and positive youth outcomes. ACF believes that a clear majority of cases (55 percent) should meet this standard already and have set this as the FY 2006 target. Since FY 2006 will be the first year that data are collected, it will also serve as the baseline. Sixty percent is the long-term (FY 2007) target for the “Duration” measure, 6.2i. Because of the correlations between quality and duration, this “Quality of Relationship” measure, 6.2h, also has a target of 60 percent over the long term. This does not mean that the same matches will appear in both measures. Some matches that do not reach the twelve month goal in 6.2i may nevertheless be among the “quality” group

<sup>111</sup> Rhodes J., Reddy, R., Roffman, J., and Grossman J.B. (March, 2005). Promoting Successful Youth Mentoring Relationships: A Preliminary Screening Questionnaire. The Journal of Primary Prevention, 26:2, 147-167.

as assessed by the 15 questions. By including a few additional context fields in the survey, such as how long a given match has lasted, it will be possible to examine more closely the relationship between duration measured in months and quality, as assessed by the child.

This is a long term measure insofar as the establishment of an enduring relationship takes at least twelve months, and the most positive youth outcomes only begin to happen at that point. Survey respondents will include youth who have experienced relationships lasting longer than a year (“Sustainability” measure) in the randomized sample.

| <b>Long Term Performance Goal: Positive Life Changes:</b> By FY 2009, there will be improved risk reduction and academic commitment in the MCP evaluation’s experimental group as compared to a control group.  |           |                                     |           |
|---|-----------|-------------------------------------|-----------|
| Measure   | FY        | Target                              | Result    |
| <b>Behavioral</b> – After one year in a mentoring relationship, mentored youth will be less likely to report initiating drug or alcohol use than control group youth.<br><b>Academic</b> – Mentored youth will report skipping fewer days of school than control group youth. | 2007-2009 | Conduct Research and Issue Findings | Dec-09    |
|   | 2006      | Begin Field Work, March 2006        | Dec-06    |
|   | 2005      | Develop Research Design             | Completed |
| <b>Data Source:</b> Surveys administered to treatment and control groups in national mentoring evaluation.  |           |                                     |           |
| <b>Data Validation:</b> Data will be collected by sampling, interviews, and onsite research over a period of several years beginning in FY 2006. Design completed in FY 2005.   |           |                                     |           |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.2 and Secretary Leavitt’s 500-Day Plan, which concentrates on, “Supporting the First Lady’s initiative on Helping America’s Youth.”   |           |                                     |           |

In addition to the operational issues of the research discussed under 6.2g, ACF has designed an experimentally-controlled, impact evaluation of the program’s long term effect upon individual child outcomes, such as improved relationships with parents, school attendance and performance, risk reduction and youth development. This component will track children over several years and may provide preliminary observations by FY 2008, with more tested findings the following year. As with the activities above, whatever is learned that can make a difference will be put to practical use as soon relevance and reliability can be established.

| <b>Long Term/Annual Goal: Duration of relationships so as to meet or exceed the 12-month standard:</b> By FY 2007, 60% of children of prisoners receiving mentoring through MCP will be or will have been in relationships lasting at least one year.   |           |                   |        |
|---|-----------|-------------------|--------|
| Measure   | FY        | Target            | Result |
| 6.2i. Increase the percentage of mentees in active mentoring relationships lasting more than eleven months and concluding as planned in the twelfth month or shortly thereafter, plus the percent of mentees in active mentoring relationships that have already lasted twelve months or more, as a percent of the entire caseload. <sup>112</sup><br>(outcome) | 2007      | 60%               | Dec-08 |
|   | 2006      | 30%               | Dec-07 |
|   | 2005      | 20%               | 20%    |
|   | Q1 FY2005 | Identify baseline | 20%    |
| <b>Data Source:</b> Aggregate caseload data collection of Mentoring Children of Prisoners cases.  |           |                   |        |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 6.2f for a   |           |                   |        |

<sup>112</sup> Formerly measure 6.2g; renumbered due to addition and reorganization of performance measures.

detailed explanation.

**Cross Reference:** This performance measure supports HHS Strategic Objective 7.2 and Secretary Leavitt’s 500-Day Plan, which concentrates on, “Supporting the First Lady’s initiative on Helping America’s Youth.”

6.2i is based upon the same principles as 6.2f, but focuses on a broader set of matches that last a full twelve months without necessarily continuing into a new year. The national target was reached, but dramatically exceeded by the group that received funding a year earlier (FY 2003), as would be expected. These grantees maintained 28.5 percent of their average quarterly caseload at or beyond the twelve month duration, while the more recently funded group (FY 2004) maintained 12.8 percent of their caseload for at least twelve months. The FY 2006 target is higher since both groups should gain experience in preserving mentoring relationships and because each month additional matches reach the benchmark.

| Efficiency Measure  | FY   | Target  | Result |
|---|------|---|--------|
| 6.2j. <b>Minimize matches of very short duration:</b> By FY 2007, reduce the percentage of matches that terminate at 3 months or less to 20% of all matches terminating in the year.<br><i>(new efficiency – approved by OMB)</i> | 2007 | 20%   | Dec-08 |
|   | 2006 | 25%   | Dec-07 |
|   | 2005 | Identify baseline (target for baseline year: 30%) | 37%    |
| <b>Data Source:</b> Aggregate caseload data collection of Mentoring Children of Prisoners cases.  |      |   |        |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 6.2f for a detailed explanation.   |      |   |        |
| <b>Cross Reference:</b> This performance measure supports HHS Strategic Objective 7.2 and Secretary Leavitt’s 500-Day Plan, which concentrates on, “Supporting the First Lady’s initiative on Helping America’s Youth.”           |      |   |        |

Matches which end prematurely represent a significant investment loss, because costs are associated to a large degree with outreach, recruiting, screening, training and preparing mentors before the initiation of matches. Premature cessations are also a programmatic liability, since a child’s self-esteem can be impacted negatively if he or she loses trust or feels abandoned. In the MCP program, mentors are expected to commit to at least twelve month relationships. Some terminated matches end ahead of time by mutual agreement for neutral reasons and are not due to mentor desertion or failure, for example, if the mentor’s job takes him or her out of the area. In addition, often children of prisoners are in itinerant or disorganized families with impermanent living circumstances. Grantees must strive not only to hold mentors to their pledges, but to keep the children connected to the program and its positive benefits by gaining commitment from the family. This measure addresses both sides of the match. By effectively matching adults and children and providing supportive activities, grantees protect their investment and strengthen the odds of continuation by families and by mentors.

The current targets, which embody the reduction of a negative, are highly ambitious. “One half of all volunteer [mentoring] relationships dissolve within a few months.”<sup>113</sup> While the entire group did not reach the target, the group which had operated longer had more experience in match preservation and hit the target of 30 percent exactly. The more recently funded group had a 44 percent level of early terminations.

<sup>113</sup> Rhodes, J. (2002). Stand by Me, The Risks and Rewards of Mentoring Today's Youth. Cambridge: Harvard University Press. Dr. Rhodes is one of the pre-eminent researchers and evaluators of mentoring programs.

ACF's technical assistance and research efforts underway will help ensure that grantees incorporate best practices, such as screening, training, and ongoing support of the mentor and the mentoring match. These practices help prevent relationships from dissolving unnecessarily.

### 6.3 Temporary Assistance for Needy Families (TANF): Child Well-Being

|  |           |                                  |               |
|--|-----------|----------------------------------|---------------|
| <b>Long Term Goal:</b> Increase the number of children living in married couple households as a percentage of all children living in households. Long term target to be developed once the baseline is in place.   |           |                                  |               |
| <b>Program Goal:</b> Enhance child well-being by promoting healthy marriages and family formation and reducing out-of-wedlock pregnancies.   |           |                                  |               |
| <b>Measure</b>   | <b>CY</b> | <b>Target</b>                    | <b>Result</b> |
| 6.3a. Increase the number of children living in married couple households as a percentage of all children living in households.<br>( <i>outcome</i> )  | 2007      | 71%                              | Oct-08        |
|  | 2006      | 70%                              | Oct-07        |
|  | 2005      | 70%                              | Oct-06        |
|  | 2004      | Identify baseline <sup>114</sup> | 69%           |
| <b>Data Source:</b> Census survey data, reported as Table 5:11 (page A-293) in the 6 <sup>th</sup> TANF Annual Report to Congress.   |           |                                  |               |
| <b>Data Validation:</b> Annual supplemental Census survey data provide reliable state and national estimates for this measure. Using expanded sampling by the Census Bureau allows ACF to measure the extent to which children are living in married couple households. Through this measure, ACF will indirectly track state TANF efforts in the area of healthy marriage. ACF will continue to work with states and other partners in developing or enhancing data collections systems to capture marriage-related information and facilitate future research. |           |                                  |               |
| <b>Cross Reference:</b> This performance measure was used in TANF's PART assessment. The measure supports HHS Strategic Goal 7.1 and Secretary Leavitt's 5,000-Day Horizon, in which, "Family interests are protected and marriages strengthened."   |           |                                  |               |

Research indicates that children who grow up in healthy, married, two-parent households have a more solid foundation for success. They are less likely to experience poverty, engage in high-risk behavior, or suffer from emotional or developmental problems. Over time, these children have higher levels of educational attainment, employment opportunity and earning potential. In contrast, children who grow up in non-married households or without their father present, are more likely to live in poverty, drop out or fail out of school, engage in at-risk behavior, and suffer emotional or psychological problems necessitating treatment. The baseline for this measure was established at 69%.

<sup>114</sup> Previous versions of this table contained a "pre-baseline" year; this year was removed, as the baseline results were the same as the pre-baseline results.

## STRATEGIC GOAL III: INCREASE THE HEALTH AND PROSPERITY OF COMMUNITIES AND TRIBES.

### STRATEGIC OBJECTIVE 7: BUILD HEALTHY, SAFE, AND SUPPORTIVE COMMUNITIES AND TRIBES.

#### 7.1 Community Services Block Grant

|   |           |                              |               |
|---|-----------|------------------------------|---------------|
| <b>Long Term Goal:</b> Reduce poverty conditions for low-income individuals, families and communities.  |           |                              |               |
| <b>Program Goal:</b> Community conditions in which low-income people live are improved.   |           |                              |               |
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>                | <b>Result</b> |
| 7.1a. Reduce the number of conditions of poverty among low-income individuals, families, and communities as a result of community action interventions. <sup>115</sup><br>( <i>outcome</i> )  | 2007      | 4% increase from previous FY | Jul-08        |
|   | 2006      | 4% increase from previous FY | Jul-07        |
|   | 2005      | 20 million                   | Jul-06        |
|   | 2004      | Identify baseline            | 19 million    |
| <b>Data Source:</b> Data collected by the CSBG Information System (CSBG/IS) survey administered by the National Association for State Community Services Programs (NASCS) includes both statistical and performance data.   |           |                              |               |
| <b>Data Validation:</b> OCS and NASCS have worked to ensure that the survey captures the required information. The CSBG Block Grant allows states to have different program years; this can create a substantial time lag in preparing annual reports. Moreover, technology continues to be a major concern for states and local agencies in providing quality data collection and reporting. In order to improve the timeliness and accuracy of these reports, NASCS and OCS are providing states better survey tools and reporting processes. |           |                              |               |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objective 6.4, and was developed as a result of PART. This measure also supports Secretary Leavitt’s 5,000-Day Horizon, in which, “Self-reliance and work are rewarded.”   |           |                              |               |

This measure tracks the impact of seven of the twelve national CSBG performance indicators on the lives of low-income individuals, families, and communities. Each indicator includes specific quantifiable achievements (subcategories) that can be directly related to reducing conditions of poverty, e.g. gainful employment, obtaining safe and stable housing, and the creation of accessible “living wage” jobs in the community. FY 2004 data indicate that 19 million conditions of poverty among low-income individuals, families, and communities were reduced or eliminated as a result of community action interventions. For example, in response to emergency and safety-net services, 9.2 million service units were provided; and, 3.8 million service units were provided for employment and family stability. In FY 2005, the target is to reduce or eliminate 20 million conditions of poverty affecting low-income individuals, families and communities.

<sup>115</sup> The performance measure is intended to track the impact of seven of twelve national performance indicators on the lives of low-income individuals, families, and communities. Each indicator includes specific quantifiable achievements (subcategories) that can be directly related to reducing conditions of poverty, e.g. gainful employment, obtaining safe and stable housing, and the creation of accessible “living wage” jobs in the community.

## 7.2 Family Violence Prevention

| <b>Program Goal:</b> Build healthy, safe and supportive communities and Tribes that increase the ability of family violence victims to plan for safety.                |      |                   |        |
|--|------|-------------------|--------|
| Measure  | FY   | Target            | Result |
| 7.2a. Maintain the number of Federally recognized Indian Tribes that have family violence prevention programs.<br>(output)   | 2007 | 205               | Sep-07 |
|  | 2006 | 205               | Sep-06 |
|  | 2005 | 205               | 188    |
|  | 2004 | 200               | 184    |
|  | 2003 | 195               | 180    |
|  | 2002 | 190               | 184    |
|  | 2001 | 189               | 181    |
|  | 2000 | 174               | 187    |
|  | 1999 | 162               | 174    |
|  | 1998 | Identify baseline | 174    |
| <b>Data Source:</b> Family Violence Prevention Applications.   |      |                   |        |
| <b>Data Validation:</b> Applications are processed, and tribal violence prevention program grants are awarded, via the Family and Youth Services Bureau (FYSB) in ACF. |      |                   |        |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objectives 1.6 and 3.6.   |      |                   |        |

The Family Violence Prevention and Services Act (FVPSA) program provides technical assistance<sup>116</sup> and information to the states and Indian Tribes, in order to increase the number of Indian Tribes that sponsor family violence prevention programs. Over the past decade, the number of grants to Indian Tribes for preventing family violence has increased. In FY 2005 the FVPSA program awarded grants to 188 Indian Tribes and Alaskan Native Villages. The target for FY 2005 was 205 Tribes and Alaskan Native Villages. The shortfall in the number of grantees for this program among the Tribes and Villages continues to be partly a function of staff turnover in the Tribes and Alaska Native Villages, inexperience of the program staff in Tribal social service programs, and disinterest on the part of some eligible Tribes and Villages. Although the target for FY 2005 was not met, the family violence prevention grant award made to the Kodiak Native Association was responsible for four additional family violence programs in their associated community. Feedback from the Tribal Grantee Conferences in FY 2005 have indicated that the difficulty of recruitment of additional Tribes and Villages results not only from turnover and recruitment but from the attraction of increased compensation in other areas of employment. This additional feedback from the Tribal Conferences will be a consideration in developing the direction of our technical assistance efforts that we will continue to provide through our resource centers to Tribes and Alaskan Native Villages.

<sup>116</sup> A collaborative effort among the national resource center network and selected state domestic violence coalitions provides this technical assistance.

| <b>Program Goal:</b> Ensure that victims of domestic violence and sexual assault, their family and friends, and others interested in their safety and support, have a source of comprehensive and timely information, crisis services, and assistance.   |              |                             |                             |
|--|--------------|-----------------------------|-----------------------------|
| <b>Measure</b>   | <b>FY</b>    | <b>Target</b>               | <b>Result</b>               |
| 7.2b. Increase through training the capacity of the National Domestic Violence Hotline to respond to an increase in the average number and the type of calls per month (as measured by average number of calls per month to which the hotline responds).<br>( <i>outcome</i> )   | 2007         | 15,000 calls <sup>117</sup> | Dec-08                      |
|  | 2006         | 15,000 calls                | Dec-07                      |
|  | 2005         | 14,500 calls                | 16,500 calls                |
|  | 2004         | 12,500 calls                | 16,000 calls <sup>118</sup> |
|  | 2003         | 12,000 calls                | 14,000 calls                |
|  | 2002         | 11,500 calls                | 12,500 calls                |
|  | 2001         | 11,000 calls                | 13,800 calls                |
|  | 2000         | Identify baseline           | 11,000 calls                |
|  | 1999         | Pre-baseline                | 11,000 calls                |
| 1998   | Pre-baseline | 8,000 calls                 |                             |
| <b>Data Source:</b> Administrative Data of National Domestic Violence Hotline.   |              |                             |                             |
| <b>Data Validation:</b> Data are maintained by the National Domestic Violence Hotline and reported to ACF. All calls are counted electronically, including calls that are responded to and calls that are “dropped” (when callers hang up). Calls are tracked for time, location, status of caller, and reason for call. |              |                             |                             |
| <b>Cross Reference:</b> This performance goal supports HHS Strategic Objective 1.6.  |              |                             |                             |

Staff and volunteers on the National Domestic Violence Hotline (NDVH) provide victims of domestic violence, and those calling on their behalf, crisis intervention, information about domestic violence, and referrals to local service providers. Each year, both the number of incoming calls and the number of calls responded to by advocates have increased.<sup>119</sup> ACF’s target to increase the capacity of the NDVH to respond to an increased average-calls-per-month was met and exceeded in FY 2005: the NDVH responded to an average of 16,500 calls per month, exceeding its target of 14,500 by 13 percent. Surpassing the FY 2005 targets was accomplished by technological improvements, staffing patterns for Hotline coverage, and on-going training for advocacy staff. The NDVH will continue to utilize the technological improvements that may be available to it, as well as consider current staffing patterns as they implement efforts to reduce the “wait time” for individuals that have placed calls to the Hotline (see efficiency measure 7.2c below). As part of the capacity building effort to increase the advocates’ ability to respond to sexual assault and crisis calls, in-service training is provided to the advocates on a regular basis to ensure that all advocates have up-to-date knowledge and skills.

| <b>Efficiency Measure</b>   | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
|---|-----------|-------------------|---------------|
| 7.2c. Shorten the average “wait time” (on calls to the National Domestic Violence Hotline) in order to increase the number of calls responded to and that provide needed information to callers.<br>( <i>efficiency – approved by OMB</i> ) | 2007      | TBD               | Mar-08        |
|   | 2006      | TBD               | Mar-07        |
|   | 2005      | Identify baseline | Mar-06        |
|   | 2004      | Pre-baseline      | 2:00 min      |
| <b>Data Source:</b> Administrative Data of National Domestic Violence Hotline.  |           |                   |               |

<sup>117</sup> FY 2006 and FY 2007 targets continue historical trends for targets for this measure. Note that calls spiked in FY 2004 and FY 2005 due to heavy hurricane activity in multiple states. Nevertheless, in the absence of such catastrophes, ACF still expects to meet targets for FY 2006 and FY 2007.

<sup>118</sup> This number is updated from the preliminary figure of 14,000, which was reported in the previous budget submission.

<sup>119</sup> In FY 2001, the National Domestic Violence Hotline’s capacity to receive and respond to calls was expanded by a one-time grant from a corporate contributor resulting in a response of 13,800 average calls per month exceeding the projected target by 2,800 calls. Since its implementation in February of 1996 the Hotline has responded to over 1.2 million calls.

**Data Validation:** Data are maintained by the National Domestic Violence Hotline and reported to ACF.

**Cross Reference:** This performance goal supports HHS Strategic Objective 1.6.

Measure 7.2c focuses on “wait time” on the National Domestic Violence Hotline. The Hotline has found that of the 35,677 calls that were abandoned during FY 2004, 90 percent (31,494) were dropped by the two minute mark. The reduction of the “wait” time plus the consideration of staffing patterns, particularly as the staff is arrayed when there are spikes in the number of incoming calls generated by external organizations<sup>120</sup>, will presumably lower the number of abandoned calls and thus increase the number of calls responded to by the advocates. The Domestic Violence Hotline Program Report due in January 2006 will provide the developmental data for the baseline that will be required to track the average “wait time” on calls to the Hotline.

| Efficiency Measure   | FY   | Target            | Result |
|--|------|-------------------|--------|
| 7.2d. Reduce the Family Violence Prevention Services Act (FVPSA) dollars spent per “bed night.” <sup>121, 122</sup><br>( <i>new efficiency – approved by OMB</i> ) | 2007 | TBD               | Dec-09 |
|  | 2006 | TBD               | Dec-08 |
|  | 2005 | Identify baseline | Dec-07 |

**Data Source:** Reports by 100 shelters that receive a significant portion of funding via FVPSA and other public and private funding sources.

**Data Validation:** To be determined.

**Cross Reference:** This performance goal supports HHS Strategic Objective 1.6.

Measure 7.2d evaluates the cost of “bed nights,” or nights spent in a domestic violence shelter by adult females, adult males, or children. The Office of Family Violence Prevention (FVP), in ACF, believes that this measure will more adequately track shelter efficiency than simpler unit-cost measures. The universe of shelters will be narrowed to 100 shelters which have federal dollars as a significant portion of income, thereby enabling ACF to focus on Family Violence Prevention and Services Act (FVPSA) funding; nevertheless, the 100 shelters will represent a number of shelter models and will therefore be representative of all shelters funded by FVPSA monies. Rather than driving for a solo “occupancy rate,” FVP is seeking to determine the core set of services needed to establish a proposed level of service in all shelters – thus justifying budget requests. Moreover, cross-tabulations of this measure with other variables may begin to quantify the effect of culturally competent services (or the lack thereof), which may act as gates to efficient management.

<sup>120</sup> E.g. calls generated by television programs, public service announcements, and other non-Hotline outreach activities.

<sup>121</sup> “Bed nights” refers to nights spent in a domestic violence shelter, whether the nights are spent by an adult female, adult male, or child, this term will also be used as a proxy for the core set of services in support of a bed night.

<sup>122</sup> This efficiency measure is awaiting approval from OMB.



### 7.3 Low-Income Home Energy Assistance Program (LIHEAP)

| <b>Program Goal:</b> Increase the availability of Low-Income Home Energy Assistance Program (LIHEAP) fuel assistance to vulnerable households (with at least one member that is a young child, an individual with disabilities, or a frail older individual) and high-energy burden households (with the lowest incomes and highest home energy costs) whose health and/or safety are endangered by living in homes without sufficient heating or cooling.  |      |                   |        |
|---|------|-------------------|--------|
| Measure   | FY   | Target            | Result |
| 7.3a. Increase the reciprocity targeting index <sup>123</sup> score of LIHEAP households having at least one member 60 years or older.<br>(outcome)   | 2007 | 94                | Jul-08 |
|   | 2006 | 92                | Jul-07 |
|   | 2005 | 84                | Jul-06 |
|   | 2004 | 82                | 78     |
|   | 2003 | Identify baseline | 79     |
| 7.3b. Maintain the reciprocity targeting index <sup>124</sup> score of LIHEAP households having at least one member 5 years or younger.<br>(outcome)  | 2007 | 122               | Jul-08 |
|   | 2006 | 122               | Jul-07 |
|   | 2005 | 122               | Jul-06 |
|   | 2004 | 122               | 115    |
|   | 2003 | Identify baseline | 122    |
|   | 2002 | Pre-baseline      | 122    |
|   | 2001 | Pre-baseline      | 115    |
| <b>Data Source:</b> State <i>LIHEAP Household Report</i> and Census Bureau's <i>ASEC</i> .  |      |                   |        |
| <b>Data Validation:</b> The former data source for these measures, the Census Bureau's Annual Social and Economic Supplement (ASEC) to the Current Population cannot be relied upon to provide the needed data on vulnerable LIHEAP recipient households. <sup>125</sup> ACF is now using each state's annual <i>LIHEAP Household Report</i> to furnish national and Census Division counts of these LIHEAP recipient households (consequently, the reciprocity targeting index measures have been recalculated). The <i>LIHEAP Household Report</i> does not furnish data on nonvulnerable households (consequently, ACF has eliminated the reporting of targeting index scores of nonvulnerable recipient households). The reciprocity targeting measures now refer only to the reciprocity targeting index scores for households with an elderly member or a young child. The availability of national data from the <i>LIHEAP Household Report</i> is not as timely as data from the ASEC; the aggregation and editing of the state-reported data for the previous fiscal year is available generally no later than June of the current fiscal year. Consequently, the data are not available in time to modify interventions prior to the current fiscal year. There are no Federal quality control or audit requirements for the data obtained from the <i>LIHEAP Household Report</i> . However, for the last several years ACF has made available an electronic version of the <i>LIHEAP Household Report</i> that an increasing number of State grantees are using in submitting the data to ACF. The electronic version includes formulas that protect against math errors in totaling numbers. |      |                   |        |
| <b>Cross Reference:</b> This performance goal and related measures support HHS Strategic Goal 1.  |      |                   |        |

The program goal directly relates to the Low-Income Home Energy Assistance Program (LIHEAP) statute, which mandates that LIHEAP assistance be targeted to those eligible households with the highest

<sup>123</sup> The reciprocity targeting index quantifies the extent to which such households are receiving LIHEAP assistance. The index is computed by comparing the percent of LIHEAP recipient households that are members of a target group with the percent of all LIHEAP income eligible households that are members of the target group. An index score above 100 indicates that LIHEAP is serving a target group of households at a higher rate than all LIHEAP income eligible households that are members of the target group.

<sup>124</sup> See previous footnote.

<sup>125</sup> Specifically, ACF's *LIHEAP Performance Measurement Validation Study* (September 2004) found that the ASEC data furnished biased estimates of LIHEAP recipient households with an elderly member or young child. The study indicated that ASEC continues to be the most appropriate data source for estimating the number of LIHEAP income eligible households with an elderly member and/or young child.

home energy needs, i.e., vulnerable households and high-energy burden household. The reciprocity targeting index, which compares the percent of LIHEAP recipient households that are members of a target group with the percent of all LIHEAP income eligible households that are members of the target group, is a meaningful measure to determine whether the program is serving each of these types of households at a greater rate than what they represent in the income eligible target household population. To accomplish this long term goal, ACF implemented a Federal LIHEAP outreach campaign beginning in FY 2004 to increase the reciprocity targeting index scores of LIHEAP vulnerable households; this campaign involves the distribution of ACF's LIHEAP brochure nationwide. Thus far, ACF has been working with the U.S. Administration on Aging to reach households with an elderly member. ACF tracks LIHEAP's outreach campaign annually through reciprocity targeting index scores, which can be used for multiple purposes.<sup>126</sup> The results of ACF's LIHEAP outreach campaign will need to be examined with respect to external factors that may account for the success or lack of success of the LIHEAP outreach campaign. For example, the national economy will generally affect the need for human services programs such as LIHEAP. In addition, the following factors can impact the LIHEAP program in particular: (1) weather, (2) home energy prices, (3) utility deregulation, (4) utility arrearages, and (5) the availability of additional funding sources (such as public service benefit programs, State funds, and private fuel funds).

Regarding measure 7.3a, the baseline index score for households with at least one member 60 years or older was 79 for FY 2003. This score indicates that such households are being underserved within the eligible population of elderly households. The targeting index score of 78 indicates that there was basically no improvement in targeting the elderly once the LIHEAP outreach campaign began in FY 2004. ACF's target is to increase the index score to 94 by FY 2007. By then, the scope of ACF's LIHEAP outreach campaign will have been broadened to reach more LIHEAP eligible households with an elderly member.

Regarding measure 7.3b, the baseline targeting reciprocity index score for households with a young child was 122 for FY 2003. Although the targeting index score of 115 represents a decrease in performance in FY 2004, the score indicates that LIHEAP grantees still are providing more than sufficient outreach to these households. However, the target was not achieved for unknown reasons. This will need to be studied if a downward trend continues for FY 2005. Consequently, a maintenance target has been set that also allows ACF to direct more of its outreach resources for eligible households with a young child.

| Efficiency Measure  | FY   | Target              | Result              |
|---|------|---------------------|---------------------|
| 7.3c. Increase the ratio of LIHEAP households assisted (heating, cooling, crisis, and weatherization assistance) per \$100 of LIHEAP administrative costs. <sup>127</sup><br>( <i>new efficiency – pending OMB approval</i> ) | 2007 | 3.82                | Aug-08              |
|   | 2006 | 3.75                | Aug-07              |
|   | 2005 | 3.68 <sup>128</sup> | Aug-06              |
|   | 2004 | Identify baseline   | 3.68 <sup>129</sup> |
|   | 2003 | Pre-baseline        | 3.61                |
|   | 2002 | Pre-baseline        | 3.67                |
|   | 2001 | Pre-baseline        | 3.64                |
|   | 2000 | Pre-baseline        | 3.75                |
| <b>Data Source:</b> <i>LIHEAP Grantee Survey</i> and <i>LIHEAP Household Report</i>   |      |                     |                     |
| <b>Data Validation:</b> Each winter, State LIHEAP grantees report for the previous fiscal year on the <i>LIHEAP</i>   |      |                     |                     |

<sup>127</sup> For example: (1) to enhance ACF's LIHEAP outreach campaign, the reciprocity targeting index scores can be analyzed geographically to determine which sections of the country vulnerable households are being underserved, (2) to focus the dissemination of the LIHEAP brochures to those underserved sections of the country; and (3) to evaluate the effectiveness of the LIHEAP outreach campaign in increasing the extent to which vulnerable households are receiving LIHEAP assistance.

<sup>128</sup> This target is preliminary, contingent upon receipt of data from one remaining state.

<sup>129</sup> This statistic is preliminary, contingent upon receipt of data from one remaining state.

*Grantee Survey* the amount of obligated LIHEAP administrative costs and on the *LIHEAP Household Report* the number of assisted households, by type of LIHEAP assistance. The aggregation and editing of the data for the previous fiscal year is available generally by June of the current fiscal year. Consequently, the data are not available in time to modify interventions prior to the current fiscal year. There are no Federal quality control or audit requirements for the data obtained from the *LIHEAP Grantee Survey*. However as with the *LIHEAP Household Report*, for the last several years ACF has made available an electronic version of the *LIHEAP Grantee Survey* that an increasing number of State grantees are using in submitting the data to ACF. The electronic version includes a number of edits that check the data against statutory limits in the use of LIHEAP funds.

**Cross Reference:** This efficiency measure supports HHS Strategic Objective 1.6, and was developed in response to PART.

This efficiency measure focuses on increasing the ratio of State LIHEAP administrative costs (numerator) to the number of households receiving LIHEAP assistance (denominator). An increase in the ratio indicates an increase in program efficiency through LIHEAP households being served at a lower administrative cost. The trend data for FY 1999 – FY 2004 indicate that this ratio ranged from 3.61 to 3.75. The LIHEAP statute limits LIHEAP grantees’ administrative dollars to 10 percent of the funds payable. Nineteen States reached the 10 percent cap in FY 2004. The target for FY 2005 reflects the FY 2004 baseline measure as FY 2005 has almost ended. The targets for FY 2006 and FY 2007 are to increase the ratio of LIHEAP households assisted per \$100 of LIHEAP administrative costs by 1.5 standard deviations from the mean each year<sup>130</sup>. The program strategy will be to reduce grantee administrative costs through ACF identifying for State LIHEAP grantees best State practices in achieving administrative cost savings, reducing information burden on the States through electronic reporting, and enhancing the technical assistance value of ACF’s LIHEAP web site for LIHEAP grantees.

**Long Term Goal:** From FY 2001 to FY 2010, increase the benefit targeting index score from 108 to 115 and the burden reduction targeting index score from 96 to 110 for high-energy burden LIHEAP recipient households.

**Data Source:** U.S. Energy Information Administration’s 2001 and 2005 Residential Energy Consumption Surveys’ (RECS’) LIHEAP Supplemental Samples.<sup>131</sup> RECS is conducted once every four years; a LIHEAP supplemental sample was included in both the 2001 RECS and 2005 RECS . Data from 2005 are not expected to change significantly as no program strategy has been designed to effect change. ACF is planning to identify in the next year or so a program strategy to effect change by FY 2009 when the next RECS will be conducted.

**Data Validation:** Computer-assisted internal controls are used to monitor the quality of data being reported on RECS. The U.S. Energy Administration provides documentation on the quality of the RECS data.

**Cross Reference:** This long term goal supports HHS Strategic Objective 1.6.

ACF’s *LIHEAP Energy Burden Study* (July 2005) evaluated the performance of LIHEAP in serving high-energy burden household in FY 2001. The study used data from the Energy Information Administration’s 2001 RECS LIHEAP Supplemental Sample. The Supplemental Sample provided for the first time national data to compute the following targeting indexes:

- The **benefit targeting index** is computed by comparing the mean LIHEAP benefit for a target group of households to the mean LIHEAP benefit for all LIHEAP recipient households. An index score above 100 indicates that LIHEAP is providing higher benefits to a target group of households than to all LIHEAP recipient households.

<sup>130</sup> The mean is for the period FY 2000 – FY 2004.

<sup>131</sup> Data from the 2005 RECS will not be available until FY 2007.

- The **burden reduction targeting index** is computed by comparing the percent reduction in the median home energy burden (i.e., home energy costs divided by household income) for a target group of LIHEAP households to the percent reduction in the median home energy burden for all LIHEAP households. An index score above 100 indicates that LIHEAP benefits are providing a target group of households a greater reduction in home energy burden than for all LIHEAP recipient households.

The study found for FY 2001 that the benefit targeting index score for high-energy burden households was 108. This indicates that these households received slightly higher LIHEAP benefits than other types of LIHEAP recipients. However, the study also found that the burden reduction targeting index score for these households was 96. This indicates that these households have a slightly smaller burden reduction than other types of LIHEAP recipient households. These results have led ACF to add the long-term performance measures of increasing the index scores for benefit targeting and burden reduction targeting; the target timeframe of 2005 was added as the RECS survey is administered every four years. The study also provided the first opportunity for ACF to examine the overlap between vulnerable eligible households and high-energy burden eligible households. The study indicated that there are a large number of nonvulnerable households that are high-energy burden households. The LIHEAP outreach campaign for vulnerable households may inadvertently decrease the targeting of high-energy burden households. ACF needs to determine whether there is a practical way to identifying LIHEAP eligible households that are both vulnerable and have a high-energy burden.

#### 7.4 Native American Programs

|   |           |                   |               |
|---|-----------|-------------------|---------------|
| <b>Long Term Goal:</b> Increase the number of jobs created through ANA funding to 5% over the baseline by the year 2010.  |           |                   |               |
| <b>Program Goal:</b> Promote Job Creation in Native communities.  |           |                   |               |
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 7.4a Increase the number of jobs created through ANA funding.<br>(outcome)  | 2007      | TBD               | Nov-08        |
|   | 2006      | TBD               | Nov-07        |
|   | 2005      | Identify baseline | Nov-06        |
| <b>Data Source:</b> Administration for Native Americans (ANA) monitoring and impact evaluation tools.   |           |                   |               |
| <b>Data Validation:</b> ANA is in the process of developing and field testing new tools which will be used to monitor grantees and evaluate the impact of grantees over a number of dimensions. The monitoring tool will be used throughout the grant cycle, and the impact evaluation tool will be utilized at the end of a grant. |           |                   |               |
| <b>Cross Reference:</b> This program goal and related measure support HHS Strategic Goals 6 and 7. This measure also supports Secretary Leavitt's 5,000-Day Horizon, in which, "Self-reliance and work are rewarded."   |           |                   |               |

ANA's economic development strategy was developed, in part, to address socio-economic trends which indicate that, when compared to all other groups of citizens in the United States, Native Americans living on reservations and in urban communities rank at the bottom of nearly every social, health, and economic indicator. ANA's discretionary grants provide project seed funding to assist communities in the planning, development, and implementation of short-term community-based projects (average 1-3 years) which result in jobs and long-term social and economic effects to support healthy children, families and communities. Regarding measure 7.4a, ANA is developing processes and tools to collect data from grantees which assess the effectiveness of ANA's programs in creating jobs. ANA will continue to explore data collection methods that reliably capture all of the jobs created, retained, and sustained as a result of ANA funding. ANA expects to identify a baseline for measure 7.4a in November of FY 2006.

| <b>Program Goal:</b> Promote opportunities that advance the social and economic well-being of Native American youth, elders, and families.   |           |                   |               |
|--|-----------|-------------------|---------------|
| <b>Measure</b>   | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 7.4b. Increase the number of projects involving youth in Native American communities.<br><i>(new outcome)</i>  | 2007      | TBD               | Nov-08        |
|  | 2006      | TBD               | Nov-07        |
|  | 2005      | Identify baseline | Nov-06        |
| 7.4c. Increase the number of intergenerational projects in Native American communities.<br><i>(new outcome)</i>  | 2007      | TBD               | Nov-08        |
|  | 2006      | TBD               | Nov-07        |
|  | 2005      | Identify baseline | Nov-06        |
| <b>Data Source:</b> Administration for Native Americans (ANA) monitoring and impact evaluation tools.  |           |                   |               |
| <b>Data Validation:</b> Please see the previous performance detail under measure 7.4a for a detailed explanation.  |           |                   |               |
| <b>Cross Reference:</b> This program goal and related measures support HHS Strategic Goals 6 and 7. These measures also support Secretary Leavitt's 500 Day Horizon, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth." |           |                   |               |

Regarding measure 7.4b (projects involving youth), meeting the needs of Native American youth is a component of many ANA projects and is reflected in ANA's Social and Economic Development Strategies (SEDS) program as well as its Native Language Preservation and Maintenance program. ANA has developed youth-specific performance indicators to gauge the extent to which grantees are targeting – and meeting – the needs of today's Native youth. Examples of offerings that will be compiled under this measure include after-school projects, Native youth camps, mentoring programs, and conflict-resolution workshops for youth. ANA expects to identify a baseline for measure 7.4b in November of FY 2006.

Measure 7.4c (projects involving elders) relates to the heart of many ANA-funded projects, which bring Native youth and elders together. These projects facilitate the passing-on of cultural traditions from elders to youth and instill greater pride and self-worth. Many of these projects are supported through ANA's Native Language Preservation and Maintenance program although projects in the Social and Economic Development Strategies (SEDS) program area are increasingly bridging the generational divide and bringing together youth and elders to promote and preserve Native American cultures. ANA expects to identify a baseline for measure 7.4c in November of FY 2006.

| <b>Long Term Goal:</b> Increase the number of community partnerships formed by ANA grantees to 5% over the baseline by the year 2010. |           |                   |               |
|---|-----------|-------------------|---------------|
| <b>Program Goal:</b> Promote community partnerships to increase socio-economic development in Native communities.                     |           |                   |               |
| <b>Measure</b>  | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 7.4d. Increase the number of community partnerships formed by ANA grantees.<br><i>(new outcome)</i>                                   | 2007      | TBD               | Nov-08        |
|   | 2006      | TBD               | Nov-07        |
|   | 2005      | Identify baseline | Nov-06        |
| <b>Data Source:</b> Administration for Native Americans (ANA) monitoring and impact evaluation tools.                                 |           |                   |               |
| <b>Data Validation:</b> Please see the previous performance detail under measure 7.4a for a detailed explanation.                     |           |                   |               |
| <b>Cross Reference:</b> This program goal and related measure support HHS Strategic Goals 6 and 7.                                    |           |                   |               |

The Administration for Native Americans (ANA) encourages grantees to partner with other Tribes, organizations, and agencies to maximize ANA funds and further advance their project goals. ANA will

work with grantees to collect data in this area and ensure that they are reaching their leveraging potential. ANA expects to identify a baseline for measure 7.4d in November of FY 2006.

| <b>Program Goal:</b> Ensure the effectiveness of the Administration for Native Americans' (ANA's) Training/Technical Assistance (T/TA) Services.  |           |                   |               |
|---|-----------|-------------------|---------------|
| <b>Efficiency Measure</b>   | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 7.4e. Increase the percentage of applicants who receive ANA Training/Technical Assistance (T/TA) and go on to score in the funding range. <i>(new efficiency – pending OMB approval)</i>  | 2007      | 47%               | Nov-07        |
|   | 2006      | 45%               | Nov-06        |
|   | 2005      | Identify baseline | 43%           |
| <b>Data Source:</b> T/TA Quarterly Reports, ANA application data, and Panel Review scores for applications.   |           |                   |               |
| <b>Data Validation:</b> ANA is in the process of developing and field testing new tools which will be used to monitor new, existing, and past-grantee use of ANA T/TA. Monitoring of T/TA will be assessed at the end of each T/TA session. |           |                   |               |
| <b>Cross Reference:</b> This program goal and related measure support HHS Strategic Goals 6 and 7.  |           |                   |               |

The Administration for Native Americans (ANA) is adding the above measure to track and ensure the effectiveness of ANA dollars that are spent on T/TA services. ANA provides T/TA at no cost to potential applicants, with the goal of helping these applicants develop and submit projects that score in the “funding range.” All projects are scored on a scale of 0-100 by independent application reviewers from Native communities who are knowledgeable in ANA’s program areas. Scores from these reviewers are then normalized, and projects scoring between 70 and 100 are considered to be in the “funding range.” ANA collects information from its T/TA providers, which includes the names of all Tribes and organizations that received T/TA assistance with their ANA applications. This information is cross-referenced with the applications that are submitted to determine whether these training services are meeting their intended objective (i.e., to equip potential applicants with the skills needed to conceptualize, prepare and submit viable applications to ANA). Because the funding range is static, and because the scores which determine whether or not an applicant lands in the funding range are determined by external, independent sources, this is a valuable measure which helps ANA to determine the effectiveness of its T/TA services in achieving their intended results.

## 7.5 Developmental Disabilities

| <b>Long Term Goal:</b> By the end of FY 2007, increase the percentage of individuals with developmental disabilities who are independent, self-sufficient, and integrated into the community to 14%.   |           |                   |               |
|--|-----------|-------------------|---------------|
| <b>Measure</b>   | <b>FY</b> | <b>Target</b>     | <b>Result</b> |
| 7.5a. Increase the percentage of individuals with developmental disabilities reached by the Councils who are independent, self-sufficient and integrated into the community. <i>(outcome)</i>  | 2007      | 14.03%            | Jun-08        |
|  | 2006      | 13.64%            | Jun-07        |
|  | 2005      | 13.42%            | Jun-06        |
|  | 2004      | 13.20%            | 12.06%        |
|  | 2003      | 13.07%            | 12.68%        |
|  | 2002      | Identify baseline | 12.94%        |
| <b>Data Source:</b> Program Performance Reports (PPRs) of State Councils on Developmental Disabilities (SCDDs) and University Centers of Excellence in Developmental Disabilities (UCEDDs).  |           |                   |               |
| <b>Data Validation:</b> Outcome data for each fiscal year are reported in annual program performance reports (PPRs) and annual reports, submitted in January of the following fiscal year. SCDDs submit PPRs through the On Line Data Collection (OLDC) system, and UCEDDs submit data through annual reports. Because the Developmental Disabilities (DD) Act provides maximum flexibility to SCDDs and UCEDDs in setting goals and objectives based on consumer input, not all states focus on community issues; |           |                   |               |

however, grantees are encouraged to track these issues. Verification and validation of data occur through ongoing review and analysis of annual electronic reports, technical assistance site visits, and input from individuals with developmental disabilities, their families, and others. The Administration on Developmental Disabilities (ADD) works with individual grantees, along with technical assistance contractors, to gain insight into the causes of anomalies and variations in data. ADD requires grantees to take corrective actions to ensure that data are valid. With regards to this measure, not all the component data are yet collected, and it is anticipated that there will be significant changes in the measure in the future.

**Cross Reference:** This program goal and related measure support HHS Strategic Objectives 6.1 and 6.3. This measure also supports Secretary Leavitt’s 5,000-Day Horizon, in which, “... persons with disabilities are cared for with dignity and respect,” and, “Self-reliance and work are rewarded.”

This long-term goal and related annual measure comprise data from two Administration on Developmental Disabilities (ADD) programs – State Councils on Developmental Disabilities (SCDDs)<sup>132</sup> and University Centers of Excellence in Developmental Disabilities (UCEDDs)<sup>133</sup> – and the measure for this goal is still being analyzed for possible future revision. Consequently, the current data from the SCDD program will be modified in the future to reflect the UCEDDs measure, and thus will affect future annual and long-term targets. The following four indicators will determine performance for the above measure:

- 1.) Percentage of individuals with developmental disabilities who are more independent and self-sufficient as a result of employment, housing, transportation, and health services (SCDDs).
- 2.) Percentage of children with developmental disabilities who are integrated through inclusive education, early intervention, and childcare programs (SCDDs).
- 3.) Percentage of individuals with developmental disabilities who have better quality services and supports.
- 4.) Percentage of individuals with developmental disabilities who are receiving services from UCEDD trained professionals (UCEDDs).

With regard to performance demonstrated under this measure, there was virtually level performance compared to the previous year (only 2 percent decrease), compared with virtually level funding for the affected programs (only 2 percent increase) during a year when state and local funding for all kinds of programs had been hit by budget problems. Note that these programs administered by ADD do not provide services directly, but rather modulate the quantity and quality of services that are provided at the state and local level in order to ensure maximum effectiveness for individuals with developmental disabilities.

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<sup>132</sup> SCDDs are responsible for increasing the number of individuals with developmental disabilities receiving services and supports necessary for living in the community. This measure includes data in eight areas: employment, housing, transportation, health services, child care, recreation, quality assurance, and education. SCDDs focus on three approaches to promoting life in the community: (1) capacity building and improvements within service systems; (2) changing opinions and attitudes of the public, professionals, and the business world; and (3) empowering consumers to demand the services that they need.

<sup>133</sup> UCEDDs, among other responsibilities, provide training to professionals who work with individuals with developmental disabilities. This training both increases the number of trained professionals in the disabilities field as well as increases the quality of the pool of professionals in generic fields to provide services to individuals with developmental disabilities living in the community, thus improving the quality of life in the community.

| <b>Long Term Goal:</b> By the end of FY 2007, increase the percentage of trained individuals who are actively working to improve access of individuals with developmental disabilities to services and supports to 94%.   |      |                   |        |
|---|------|-------------------|--------|
| Measure   | FY   | Target            | Result |
| 7.5b. Increase the percentage of trained individuals actively working to improve access of individuals with developmental disabilities to services and supports. <sup>134</sup><br>(outcome)  | 2007 | 94.10%            | Jun-08 |
|   | 2006 | 93.50%            | Jun-07 |
|   | 2005 | 93.13%            | Jun-06 |
|   | 2004 | 92.76%            | 58%    |
|   | 2003 | Identify baseline | 51%    |
|   | 2002 | Pre-baseline      | 92.26% |
| <b>Data Source:</b> Program Performance Reports (PPRs) of State Councils on Developmental Disabilities (SCDDs).   |      |                   |        |
| <b>Data Validation:</b> Please see the previous performance detail table under measure 7.5a for a detailed explanation.   |      |                   |        |
| <b>Cross Reference:</b> This program goal and related measure support HHS Strategic Objectives 6.1 and 6.3. This measure also supports Secretary Leavitt's 5,000-Day Horizon, in which, "... persons with disabilities are cared for with dignity and respect." |      |                   |        |

This long term goal and related annual measure track community-based efforts to promote availability of services and supports necessary to individuals with developmental disabilities living in the community.<sup>135</sup> This measure comprises data from the State Councils on Developmental Disabilities (SCDDs), and the measure for this goal – ratio of individuals with developmental disabilities and family members active in systems advocacy, compared to individuals with developmental disabilities and family members trained in systems advocacy – is still being analyzed for possible future revision. For example, the Administration on Developmental Disabilities (ADD) has been working to make definition of individuals “actively working” more uniform across states. Moreover, there have been changes in performance that ADD is still analyzing in order to better understand the trends. With better understanding of what is driving this measure, ADD will in the future be able to better manage it.

| <b>Long Term Goal:</b> By the end of FY 2007, the percentage of individuals who have their complaint of abuse, neglect, discrimination, or other human or civil rights corrected will increase to 93 percent.   |      |                   |        |
|---|------|-------------------|--------|
| Measure   | FY   | Target            | Result |
| 7.5c. Percentage of individuals who have their complaint of abuse, neglect, discrimination, or other human or civil rights corrected compared to the total assisted.<br>(outcome)   | 2007 | 93%               | Jun-08 |
|   | 2006 | 92%               | Jun-07 |
|   | 2005 | 91%               | Jun-06 |
|   | 2004 | 88%               | 88.7%  |
|   | 2003 | Identify baseline | 78%    |
|   | 2002 | Pre-baseline      | 87%    |
| <b>Data Source:</b> Program Performance Reports (PPRs) of Protection and Advocacy (P&A) Systems.  |      |                   |        |
| <b>Data Validation:</b> Outcome data for each fiscal year are reported in annual program performance reports (PPRs) submitted in January of the following fiscal year. Protection and Advocacy Systems (P&As) submit PPRs through the On Line Data Collection (OLDC) system. Because the Developmental Disabilities Act provides maximum flexibility to P&As in setting goals and objectives based on consumer input, not all states focus on community issues; however, grantees are encouraged to track these issues. Verification and validation of data occur through ongoing review and analysis of annual electronic reports, technical assistance site visits, and input from individuals with developmental disabilities, their families, and others. |      |                   |        |

<sup>134</sup> The following will comprise the formula for determining performance for the above measure: ratio of individuals with developmental disabilities and family members active in systems advocacy compared to individuals with developmental disabilities and family members trained in systems advocacy.

<sup>135</sup> As required under the Olmstead Supreme Court decision.



**Cross Reference:** This program goal and related measure support HHS Strategic Objectives 5.4 and 6.3. This measure also supports Secretary Leavitt’s 5,000-Day Horizon, in which, “... persons with disabilities are cared for with dignity and respect.”

Protection and Advocacy groups (P&A) have the lead in the effort to pursue the safety of individuals with developmental disabilities living in the community. P&As use various strategies to protect and advocate for individuals with developmental disabilities, including individual advocacy.<sup>136</sup> Due to P&As efforts, more individuals with developmental disabilities had their human and civil rights protected in FY 2004: 88.7 percent of individuals assisted by P&As had their complaint corrected. Nevertheless, the measure for this goal is still being analyzed for possible future revision: the Administration on Developmental Disabilities (ADD) continues to analyze both the significance of changes in this measure as well as the appropriateness of this measure, especially in light of how the effectiveness of P&A systems is measured across the spectrum of different populations that are served by P&As.

| Measure  | FY   | Target            | Result |
|--|------|-------------------|--------|
| 7.5d. Increase the percent of University Centers of Excellence in Developmental Disabilities (UCEDD) trainees who demonstrate leadership in the developmental disabilities field at 1,5, and 10 years after completion of UCEDD training.<br><i>(new outcome)</i>  | 2007 | Identify baseline | Sep-07 |
| <b>Data Source:</b> National Information Reporting System (NIRS).  |      |                   |        |
| <b>Data Validation:</b> All University Centers of Excellence in Developmental Disabilities (UCEDDs) have data management staff who received training and technical assistance from ADD staff on the measure, and how to collect data for the measure. ADD developed policies on data collection including an annual report template and definitions (attached), which is pending OMB approval. |      |                   |        |
| <b>Cross Reference:</b> This annual measure supports HHS Strategic Objective 6.3, and was developed as a result of PART. This measure also supports Secretary Leavitt’s 5,000-Day Horizon, in which, “... persons with disabilities are cared for with dignity and respect.”   |      |                   |        |

This measure is a result of negotiation with OMB during the PART in 2003. In contrast with a previous measure on University Centers of Excellence in Developmental Disabilities (UCEDDs), the Administration on Developmental Disabilities (ADD) has broadened its information collection to more accurately reflect the work of the UCEDDs.<sup>137</sup> ADD expects to identify the baseline for this measure in FY2007.

| Efficiency Measure  | FY   | Target                         | Result |
|---|------|--------------------------------|--------|
| 7.5e. Increase the number of individuals with developmental disabilities reached by the Councils who are independent, self-sufficient and integrated into the community, per \$1,000 of federal funding to the Councils.<br><i>(new efficiency— pending OMB approval)</i> | 2007 | 1% increase over previous year | Jun-08 |
|   | 2006 | 1% increase over previous year | Jun-07 |
|   | 2005 | 1% increase over previous year | Jun-06 |
|   | 2004 | Identify baseline              | 7.53   |
| <b>Data Source:</b> Program Performance Reports (PPRs) of State Councils on Developmental Disabilities (SCDDs), Protection and Advocacy systems (P&As), and University Centers of Excellence in Developmental Disabilities (UCEDDs).                                      |      |                                |        |

<sup>136</sup> These strategies include negotiation and mediation, provision of technical assistance to other advocates and to self-advocates, attendance at administrative hearings, and finally, when necessary in a limited number of cases, pursuit of litigation.

<sup>137</sup> The UCEDDs: 1.) provide interdisciplinary pre-service preparation and continuing education to students and fellows in a variety of disciplines; and 2.) provide training and technical assistance to individuals with developmental disabilities, their families, professionals, paraprofessionals, policymakers, students and others in the community.

**Data Validation:** Outcome data for each fiscal year are reported in annual program performance reports (PPRs) and annual reports, submitted in January of the following fiscal year. SCDDs and P&As submit PPRs through the On Line Data Collection (OLDC) system, and UCEDDs submit data through annual reports. Because the Developmental Disabilities Act provides maximum flexibility to SCDDs and UCEDDs in setting goals and objectives based on consumer input, not all states focus on community issues; however, grantees are encouraged to track these issues. Verification and validation of data occur through ongoing review and analysis of annual electronic reports, technical assistance site visits, and input from individuals with developmental disabilities, their families, and others. The Administration on Developmental Disabilities (ADD) works with individual grantees, along with technical assistance contractors, to gain insight into the causes of anomalies and variations in data. ADD requires grantees to take corrective actions to ensure that data are valid. With regards to this measure, not all the component data are yet collected, and it is anticipated that there will be significant changes in the measure in the future.

**Cross Reference:** This program goal and related measure support HHS Strategic Objectives 6.1 and 6.3. This measure also supports Secretary Leavitt's 5,000-Day Horizon, in which, "... persons with disabilities are cared for with dignity and respect," and, "Self-reliance and work are rewarded."

The State Councils on Developmental Disabilities (Councils) program is a force within state governments for systems change and capacity building, as well as providing training to individuals with developmental disabilities and their family members to prepare them to participate in the process of policy making, since they often have a deeper appreciation of their own needs than do even professionals in the field. Sitting on each State Council are individuals with developmental disabilities, family members, representatives of state agencies and service providers, and also representatives of the federally funded P&As and University Centers.

At the end of each fiscal year, the Council reports on its achievements during the past 12 months which were gained using the federal funding provided by ADD. In order to maximize the efficacy and efficiency of these efforts, ADD provides policy support as well as technical assistance. The proposed efficiency measure reflects performance data reported to ADD on existing annual reports from the states. ADD collected data for this efficiency measure from the Councils in FY 2004. Based on that, ADD has computed a baseline (FY 2004) of 7.53 individuals with developmental disabilities per \$1,000 federal funding to the Councils, which will be used as a reference point when evaluating subsequent years. The targets shown for each successive year is the percentage increase over the previous year. Thus, the target for FY 2007 is 1 percent more than the efficiency for FY 2006 expressed as number of individuals with developmental disabilities per \$1,000 federal funding to the Councils.

## STRATEGIC GOAL IV: MANAGE RESOURCES TO IMPROVE PERFORMANCE.

### STRATEGIC OBJECTIVE 8: ACHIEVE “GREEN” IN THE SIX INITIATIVES IN THE PRESIDENT’S MANAGEMENT AGENDA.

#### 8.1 ACF Administration/President’s Management Agenda

| Measure  | FY   | Target                                    | Result  |
|--|------|---|---|
| 8.1 Obtain ultimate ‘Green’ progress for each initiative under the President’s Management Agenda (PMA).<br><i>(outcome)</i>  | 2007 | 7 green scores on progress                | Nov-08  |
|  | 2006 | 7 green scores on progress <sup>138</sup> | Nov-07  |
|  | 2005 | 6 green scores on progress <sup>139</sup> | Met green criteria through 4 <sup>th</sup> quarter FY 2005 for all initiatives <sup>140</sup> |
|  | 2004 | 5 green scores on progress                | 5 green scores through 4 <sup>th</sup> quarter FY 2004  |
| <b>Data Source:</b> The Assistant Secretary for Administration and Management and the Assistant Secretary for Budget, Technology, and Finance, in the Department of Health and Human Services. |      |   |   |
| <b>Data Validation:</b> Data are validated via ASBTF reference to OMB standards for “Green” in the President’s Management Agenda for Departments.  |      |   |   |
| <b>Cross Reference:</b> This annual measure supports HHS Strategic Goal 8.   |      |   |   |

Six initiatives comprise the President’s Management Agenda (PMA): Strategic Management of Human Capital, Competitive Sourcing, Expanded Electronic Government, Improved Financial Performance, Budget and Performance Integration, and Eliminating Improper Payments.<sup>141</sup> ACF is committed to achieving results through these six PMA initiatives.

In the strategic management of human capital, ACF successfully accomplished its agency workforce re-structuring plan and administrative consolidation objectives (grants and IT) to exceed de-layering goals – quantifiably measured in changes in the manager to staff ratio from 1:5 in FY 2002, to 1:7.9 in FY 2005. For the fourth consecutive year, ACF has improved accountability by cascading the Assistant Secretary’s performance contract to managers and employees, linking employee performance plans to agency goals and performance measures. In FY 2005, ACF elaborated succession and workforce development plans and has identified agency core competencies and an assessment tool for all ACF employees. Focused on obtaining a more diverse workforce, ACF has created tracking measures to ensure diversity and has sustained workforce diversity at or above all governmental benchmarks.<sup>142</sup> For the second year in a row, ACF has used student tuition assistant and loan reimbursement programs to retain high caliber talent and promote the development of mission-critical competencies. In FY 2005, ACF has awarded 24 loan repayments and 14 tuition assistance payments. ACF continues to enforce agency leadership succession

<sup>138</sup> A seventh initiative, “Real Property,” is being planned for a progress rating.

<sup>139</sup> A sixth initiative, “Eliminating Improper Payments,” was introduced in FY 2005.

<sup>140</sup> Green criteria were met, except for Eliminating Improper Payments, where no ACF scorecard rating was applicable for the new initiative.

<sup>141</sup> The PMA originally had five initiatives; the sixth initiative, “Eliminating Improper Payments,” was introduced in FY 2005.

<sup>142</sup> ACF uses data from the personnel system (managed by the HHS Program Support Center) to assess demographic, gender, and ethnic diversity across ACF and compare it within HHS and outside (Federal-wide comparisons) to measure progress. ACF has recently also been able to overlay this information to mission critical occupations and average grade. Concerning privacy issues, these data are collected and computed without attribution to individuals and without inquiry of employees by ACF.

planning, executing a central hiring strategy for 10 entry level positions (GS 7/9/11/12) and utilizing HHS and OPM hiring flexibilities.

In competitive sourcing, ACF achieved a cost savings of \$300,000 in FY 2004 while implementing performance decisions to contract facilities/physical security, training services, and control correspondence. ACF also exercised targeted buyout authority and re-trained and re-deployed affected staff to ensure not involuntarily separating any employees. In FY 2005 and FY 2006, ACF will study 118 positions to achieve 58 percent review of the agency's commercial inventory. Using OMB's cost saving approach, savings of over \$3.5 million over 7 years are expected from ACF competitive sourcing efforts.

In expanded e-government, ACF has been selected as a Departmental Center of Excellence for grants processing – one of two centers HHS-wide – to assist other HHS OPDIVs to re-engineer grants business processes uniformly for non-research grants. ACF's grants system has been successfully deployed at the Administration on Aging (AOA), the Indian Health Service (IHS) and the Centers for Medicare and Medicaid (CMS). ACF achieved further efficiencies through outsourcing agency network services to the consolidated HHS Information Technology Service Center (ITSC). Through Grants.gov, ACF received 1,500 electronic applications in FY 2005, exceeding the HHS- and OMB-assigned ACF ambitious target of 1,000 electronic grant applications by June 30th for FY 2005. Additionally, ACF has eclipsed the OMB requirement of 25 percent posting of electronic applications by posting 90 percent.

In improving financial performance, for a third year, ACF was part of the HHS expedited and consolidated audit. The Department received another clean opinion on its FY 2005 audit (the seventh consecutive clean audit opinion for ACF, with no ACF-specific material weaknesses in FY 2005). ACF's Federal Manager's Financial Integrity Act review revealed no material internal control weaknesses and ACF's systems remain FFMIA compliant. ACF management has actively participated in the development of the Unified Financial Management System (UFMS) at all levels from project governance through the provision of subject matter experts. UFMS will provide capability for more timely and accurate information for management purposes and will standardize and streamline processes and procedures across the Department.

In budget-performance integration, ACF has instituted a comprehensive performance management system that links agency-wide mission and goals with program priorities and resources. The agency uses performance and efficiency data in managing programs and linking outcomes to investments. All ACF programs have developed logic models that link resources (such as staff and funding), activities, and outcomes, and many programs have developed new outcome and efficiency measures. ACF has completed OMB PART reviews on twenty-two programs and received one of the highest PART ratings (90 percent) for any social service program (Child Support Enforcement).

In FY 2005, eliminating improper payments became an additional stand-alone PMA initiative. ACF continues to take a proactive leadership role in OMB/HHS' improper payment initiatives, negotiating plans and deliverables regularly with HHS and OMB officials for ACF's four A-11-identified programs.<sup>143</sup> Recent accomplishments include: ACF developed and reported a national error rate of 1.6 percent for the Head Start program in the FY 2005 Performance and Accountability Report (PAR) – a significant reduction from the 3.9 percent reported in the FY 2004 PAR – as a result of implementing a corrective action plan for reducing the error rate from FY 2005 through FY 2007; ACF reported a Foster Care error rate of 10.3 percent in the FY 2005 PAR; ACF prepared a plan for expanding the Child Care improper payment pilot to additional states and reported results in the FY 2005 PAR; and ACF reported an overall TANF case error rate of 20 percent and a payment error rate of 3.9 percent for the state of Alabama in the FY 2005 PAR, based on the results of a review of 208 cases during the expanded A-133

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<sup>143</sup> Temporary Assistance for Needy Families (TANF), Foster Care, Child Care, and Head Start.

audit. Other significant accomplishments include: on March 18, 2005, ACF successfully completed and submitted comprehensive Improper Payments Risk Assessments for seven additional programs, subject to HHS' implementation of the requirements of the IPIA (Improper Payments Information Act); the award of PARIS (Public Assistance Reporting Information System) partnership grants to six states; the award of a PARIS evaluation contract to be conducted during FY 2006 and the award of a logistics contract for the PARIS conference of state and federal participants to be held December 6-7, 2005.

**INVENTORY OF ACF ANNUAL PERFORMANCE MEASURES**  
(Organized by ACF's Strategic Goals and Objectives)

**I. Strategic Goal: Increase economic independence and productivity for families.**

**1. Strategic Objective: Increase employment.**

| ACF Program                             | Performance Measure   | Type of Measure | Target Achieved | Target | Actual | Year/Data            |
|---|---|-----------------|-----------------|--------|--------|----------------------|
| Temporary Assistance for Needy Families | 1.1a. All states meet the TANF all-families work participation rate (50% work participation for FY 2002-2005)   | Outcome         | N               | 100%   | 98%    | FY 2003              |
|   | 1.1b. <sup>146</sup> Increase (from the baseline year, FY1999) the percentage of adult TANF recipients who become newly employed.   | Outcome         | N               | 44%    | 35%    | FY 2004              |
|   | 1.1c. <sup>147</sup> Increase (from the new baseline year, FY 2000) the percentage of adult TANF recipients/former recipients employed in one quarter that were still employed in the next two consecutive quarters.  | Outcome         | N               | 68%    | 59%    | FY 2004              |
|   | 1.1d. <sup>148</sup> Increase (from the baseline year, FY 2004) the percentage rate of earnings gained by employed adult TANF recipients/former recipients between a base quarter and a second subsequent quarter.  | Outcome         | Y               | 29%    | 37%    | FY 2004              |
|   | 1.1e. <sup>149</sup> Increase the rate of case closures related to employment, child support collected, and marriage.   | Outcome         | N/A             | 19.3%  | TBD    | Data Expected Feb-06 |
|   | 1.1f. Decrease the annual cost per recipient.   | Efficiency      | N/A             | TBD    | TBD    | Data Expected Oct-06 |
| Refugee and Entrant Assistance          | 1.2a. Increase the percent of refugees entering employment through ACF-funded refugee employment services by at least 3 percent of the prior year's actual percentage outcome using the ratio of entered employment to the number of refugees receiving services. | Outcome         | Y               | 46.35% | 50.00% | FY 2004              |
|   | 1.2b Increase the percent of entered employment with health benefits available as a subset of full-time job placements by 3 percent of the prior year's actual percentage outcome.  | Outcome         | N               | 61.80% | 56.00% | FY 2004              |
|   | 1.2c. <sup>150</sup> Increase the percent of 90-day job retention as a subset of all entered employment by at least 3 percent of the prior year's actual percentage outcome.  | Outcome         | Y               | 72.10% | 74.00% | FY 2004              |

<sup>146</sup> Formerly measure 1.1c.

<sup>147</sup> Formerly measure 1.1d.

<sup>148</sup> Formerly measure 1.1e.

<sup>149</sup> Formerly measure 1.1g.

<sup>150</sup> Formerly measure 1.2d.

|  |  |                |                                  |  |         |                      |
|--|--|----------------|----------------------------------|--|---------|----------------------|
| Refugee and Entrant Assistance (Cont.)   | 1.2d. Increase the percent of cash assistance terminations due to earned income from employment for those clients receiving cash assistance at employment entry.   | NEW Outcome    | N/A                              | 27.54%   | TBD     | Data Expected Dec-06 |
|  | 1.2e. Increase the average hourly wage of refugees at placement (employment entry).  | NEW Outcome    | N/A                              | \$8.15   | TBD     | Data Expected Dec-06 |
|  | 1.2f. For newly arrived refugees receiving TANF or other forms of cash assistance, shorten the length of time it takes a refugee to obtain unsubsidized employment following arrival in the U.S.   | Efficiency     | N/A                              | TBD  | TBD     | Data Expected Jun-06 |
|  | 1.2g. <sup>151</sup> Increase the percent of refugees who enter employment through the Matching Grant (MG) program as a subset of all MG employable adults by a percent of the prior year's actual percentage outcome.   | Outcome        | Y                                | 71.1%  | 72%     | CY 2004              |
|  | 1.2h. <sup>152</sup> Increase the percent of refugees who are self-sufficient (not dependent on any cash assistance) within the first four months (120 days) after arrival by a percent of the prior year's actual percentage outcome.                           | Outcome        | N                                | 72.10%   | 72%     | CY 2004              |
|  | 1.2i. Increase the percent of refugees who are self-sufficient (not dependent on any cash assistance) within the first six months (180 days) after arrival by a percent of the prior year's actual percentage outcome.   | NEW Outcome    | N/A                              | 78%  | TBD     | Data Expected Dec-06 |
|  | 1.2j. Increase the number of Matching Grant (MG) program refugees who are self-sufficient (not dependent on any cash assistance) within the first six months (180 days after arrival), per million federal dollars awarded to grantees (adjusted for inflation). | NEW Efficiency | N/A                              | 390  | TBD     | Data Expected Dec-06 |
|  | 1.2k. Increase the number of victims of trafficking certified per year.  | NEW Outcome    | N/A                              | 200  | TBD     | Data Expected Jun-06 |
|  | 1.2l Increase the number of victims of trafficking restored to self-sufficiency.   | NEW Outcome    | N/A                              | 67% of cert. victims require fewer than two years assistance | TBD     | Data Expected Jun-06 |
|  | 1.2m. Increase number of victims certified and served by whole network of grantees per million dollars invested.   | NEW Efficiency | N/A                              | 20   | TBD     | Data Expected Jun-06 |
| 1.2n. Increase Media Impressions, Hotline Calls, and Website Visits per thousand dollars invested. | NEW Outcome- and Efficiency  | Y              | MI: 27,000<br>HC: 0.81<br>WV: 30 | MI: 104,600<br>HC: 1.812<br>WV: Jun-06                       | FY 2005 |                      |

<sup>151</sup> Formerly measure 1.2e.

<sup>152</sup> Formerly measure 1.2f.

**2. Strategic Objective: Increase independent living.**

| ACF Program             | Performance Measure  | Type of Measure   | Target Achieved | Target | Actual | Year/ Data           |
|-------------------------|--|---|-----------------|--------|--------|----------------------|
| Assets for Independence | 2.1a. <sup>153</sup> Increase small business capitalization, homeownership, and post-secondary education acquisition by low-income working families.                                       | Outcome   | N/A             | TBD    | TBD    | Data Expected Dec-06 |
|                         | 2.1b. Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of year one of the five- year AFI project.   | NEW Efficiency<br><br>(all three measures are used for one aspect of efficiency in Assets for Independence) | N/A             | 0.88   | TBD    | Data Expected Mar-06 |
|                         | 2.1c. Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of year three of the five- year AFI project. |   | N/A             | 3.95   | TBD    | Data Expected Mar-06 |
|                         | 2.1d. Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of the five- year AFI project.               |   | N/A             | TBD    | TBD    | Data Expected Mar-06 |

**3. Strategic Objective: Increase parental responsibility.**

| ACF Program               | Performance Measure  | Type of Measure | Target Achieved | Target | Actual | Year/ Data |
|---------------------------|--|-----------------|-----------------|--------|--------|------------|
| Child Support Enforcement | 3.1a. Maintain the paternity establishment percentage (PEP) <sup>154</sup> among children born out of wedlock. (This includes not only current paternity established cases but also completion of backlogs of older IV-D cases.) | Outcome         | Y               | 98%    | 99%    | FY 2004    |
|                           | 3.1b. Increase the percentage of IV-D (child support) cases having support orders. <sup>155</sup>  | Outcome         | Y               | 70%    | 74%    | FY 2004    |
|                           | 3.1c. Increase the IV-D (child support) collection rate <sup>156</sup> for current support.  | Outcome         | N               | 60%    | 59%    | FY 2004    |
|                           | 3.1d. Maintain the percentage of paying cases among IV-D (child support) arrearage cases.  | Outcome         | N               | 62%    | 60%    | FY 2004    |
|                           | 3.1e. Increase the cost-effectiveness ratio (total dollars collected per \$1 of expenditures).   | Efficiency      | Y               | \$4.35 | \$4.38 | FY 2004    |

<sup>153</sup> Formerly measure 2.1c.

<sup>154</sup> Number of children in state with paternity established or acknowledged during the FY, divided by number of children in state born out-of-wedlock in the preceding FY.

<sup>155</sup> Number of IV-D cases with support orders established, divided by the number of IV-D cases.

<sup>156</sup> Collections on current support in IV-D cases, divided by current support amount owed in IV-D cases.



**4. Strategic Objective: Increase affordable child care.**

| ACF Program | Performance Measure  | Type of Measure | Target Achieved | Target | Actual | Year/ Data           |
|-------------|--|-----------------|-----------------|--------|--------|----------------------|
| Child Care  | 4.1a. Maintain the number of children served through CCDF, TANF, and SSBG child care subsidies as compared to the number of children in families with income under 150% of the Federal Poverty Level. <sup>157</sup> | Outcome         | Y               | 32%    | 32%    | FY 2004              |
|             | 4.1b. <sup>158</sup> Increase the proportion of regulated centers and family child care homes that serve families and children receiving child care subsidies.   | Efficiency      | N/A             | 65%    | TBD    | Data Expected Jun-05 |

**II. Strategic Goal: Improve healthy development, safety, and well-being of children and youth.**

**5. Strategic Objective: Increase the quality of child care.**

| ACF Program | Performance Measure  | Type of Measure | Target Achieved | Target | Actual | Year/ Data           |
|-------------|--|-----------------|-----------------|--------|--------|----------------------|
| Child Care  | 5.1a. Increase by 10% the number of regulated child care centers and homes nationwide accredited by a recognized early childhood development professional organization.  | Outcome         | Y               | 11,544 | 11,888 | CY 2004              |
|             | 5.1b. <sup>159</sup> Increase the number of states that have implemented state early learning guidelines in literacy, language, pre-reading, and numeracy for children ages 3 to 5 that align with state K-12 standards and are linked to the education and training of caregivers, preschool teachers, and administrators. <sup>160</sup> | Output          | Y               | 15     | 22     | CY 2005              |
| Head Start  | 5.2a. Achieve at least an average 34 percent gain (12 scale points) in word knowledge for children completing the Head Start program.  | Outcome         | Y               | 32%    | 32%    | FY 2003              |
|             | 5.2b. Achieve at least an average 52 percent gain (4 scale points) in mathematical skills for children completing the Head Start program.  | Outcome         | Y               | 43%    | 43%    | FY 2003              |
|             | 5.2c. Achieve at least an average 70 percent gain (3.4 scale points) in letter identification for children completing the Head Start program.  | Outcome         | N               | 70%    | 38%    | FY 2003              |
|             | 5.2d. <sup>161</sup> Proportion of Head Start grantees, using the National Reporting System, that meet or exceed numerical targets in selected dimensions of school readiness.   | Outcome         | N/A             | TBD    | TBD    | Data Expected Jun-06 |

<sup>157</sup> Measure was changed during FY 2006 budget process to reflect proportion of children served rather than number.

<sup>158</sup> Formerly measure 4.1c.

<sup>159</sup> Formerly measure 5.1c.

<sup>160</sup> This measure will be reported on biennially due to constraints on data availability.

<sup>161</sup> Formerly measure 5.2l.

|                    |  |            |     |       |       |                      |
|--------------------|--|------------|-----|-------|-------|----------------------|
| Head Start (Cont.) | 5.2e. Achieve at least an average 14 percent gain (2 scale points) in social skills for children completing the Head Start program.  | Outcome    | Y   | 10%   | 13%   | FY 2003              |
|                    | 5.2f. Achieve goal of at least 80 percent of children completing the Head Start program rated by parent as being in excellent or very good health.   | Outcome    | N   | 80%   | 79%   | FY 2003              |
|                    | 5.2g. Achieve goal of at least 70 percent the percentage of parents who report reading to child three times per week or more.  | Outcome    | N   | 70%   | 69%   | FY 2003              |
|                    | 5.2h. <sup>162</sup> Increase the percentage of teachers with AA, BA, Advanced Degree, or a degree in a field related to early childhood education.  | Outcome    | Y   | 65.0% | 69.0% | FY 2005              |
|                    | 5.2i. <sup>163</sup> Maintain the average lead teacher score on an observational measure of teacher-child interaction.   | Outcome    | N   | 73    | 72    | FY 2003              |
|                    | 5.2j. <sup>164</sup> Increase the percentage of Head Start children who receive necessary treatment for emotional or behavioral problems after being identified as needing such treatment. | Outcome    | N   | 90%   | 73%   | FY 2005              |
|                    | 5.2k. <sup>165</sup> Decrease under-enrollment in Head Start programs, thereby increasing the number of children served per dollar.  | Efficiency | N/A | 4.0%  | TBD   | Data Expected Jun-06 |

**6. Strategic Objective: Increase the safety, permanency, and well-being of children and youth.**

| ACF Program   | Performance Measure   | Type of Measure        | Target Achieved | Target                                   | Actual     | Year/ Data |
|---------------|---|------------------------|-----------------|--|------------|------------|
| Child Welfare | 6.1a. Decrease the rate of first-time victims per 1,000 children, based on National Child Abuse and Neglect Data System (NCANDS) reporting of the child maltreatment victims each year who had not been maltreatment victims in any prior year.   | Outcome                | N               | 6.86 (0.20 reduction from FY 2003)       | 7.12       | FY 2004    |
|               | 6.1b. Decrease the percentage of children with substantiated reports of maltreatment that have a repeated substantiated report of maltreatment within 6 months.   | Outcome                | N               | 7%                                       | 8%         | FY 2004    |
|               | 6.1c. Improve states' average response time between maltreatment report and investigation, based on the median of states' reported average response time in hours from screened-in reports to the initiation of the investigation. <sup>166</sup> | Outcome and Efficiency | Y               | 63.7 hours (5% reduction of previous FY) | 48.0 hours | FY 2004    |

<sup>162</sup> Formerly measure 5.2i.

<sup>163</sup> Formerly measure 5.2j.

<sup>164</sup> Formerly measure 5.2k.

<sup>165</sup> Formerly measure 5.2m.

<sup>166</sup> Thereby, reducing the potential of risk to potential victims.

|                          |   |                        |     |         |       |                      |
|--------------------------|---|------------------------|-----|---------|-------|----------------------|
| Child Welfare<br>(Cont.) | 6.1d. Increase the percentage of children who exit foster care within two years of placement either through guardianship or adoption.   | Outcome                | Y   | 33%     | 34%   | FY 2004              |
|                          | 6.1e. Maintain the percentage of children who exit the foster care system through reunification within one year of placement.   | Outcome                | Y   | 67%     | 68%   | FY 2004              |
|                          | 6.1f. Decrease the percentage of children who exit foster care through emancipation.  | Outcome                | N   | 6%      | 8.2%  | FY 2004              |
|                          | 6.1g. For those children who had been in care less than 12 months, maintain the percentage that had no more than two placement settings.  | Outcome                | N   | 80%     | 83%   | FY 2004              |
|                          | 6.1h. Decrease the percent of foster children in care 12 or more months with no case plan goal (including case plan goal "Not Yet Determined").   | NEW Efficiency         | N/A | 7.4%    | TBD   | Data Expected Oct-06 |
|                          | 6.1i. Decrease the gap between the percentage of children 9 and older waiting to be adopted and those actually adopted.   | NEW Outcome            | N/A | 16.7%   | TBD   | Data Expected Oct-07 |
|                          | 6.1j. <sup>167</sup> Increase the adoption rate.  | Outcome                | N/A | 9.85%   | TBD   | Data Expected Oct-06 |
|                          | 6.1k. Maintain or decrease the average administrative claim per IV-E Adoption Assistance child.   | NEW Efficiency         | N/A | \$1,598 | TBD   | Data Expected Oct-06 |
| Youth Programs           | 6.2a. <sup>168</sup> Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded RHY services.  | Outcome                | N   | 92%     | 89.3% | FY 2005              |
|                          | 6.2b. <sup>169</sup> Increase funding efficiency by increasing the percent/number of youth who complete the transitional living program (TLP) by graduating or who leave ahead of schedule based upon an opportunity. | Outcome and Efficiency | Y   | 45.6%   | 47.9% | FY 2005              |
|                          | 6.2c. <sup>170</sup> Increase the number of RHY youth who are engaged in community service and service learning activities while in the program.  | Outcome                | N   | 14%     | 8.3%  | FY 2005              |
|                          | 6.2d. Decrease the proportion of youth ages 15-19 who have engaged in sexual intercourse.   | Outcome                | N/A | 45.5%   | TBD   | Data Expected Jun-07 |
|                          | 6.2e. Decrease the rate of births to unmarried teenage girls (i.e. births per 1,000 girls) ages 15-19.  | Outcome                | Y   | 34.6    | 34.6  | CY 2004              |
|                          | 6.2f. Increase the percentage of mentees in active mentoring relationships that have already lasted more than twelve months as a percentage of the entire caseload.   | NEW Outcome            | Y   | 16%     | 19%   | FY 2005              |

<sup>167</sup> Formerly measure 6.1g.

<sup>168</sup> Formerly measure 6.2b.

<sup>169</sup> Formerly measure 6.2c.

<sup>170</sup> Formerly measure 6.2f.

|   |  |                |     |                           |        |                      |
|---|--|----------------|-----|---------------------------|--------|----------------------|
| Youth Programs (Cont.)                  | 6.2g. Increase the number of children of prisoners in one-to-one matches with caring adults who have been trained and screened by the MCP program and its local and national partners.   | NEW Outcome    | N   | 33,000 new cases          | 14,000 | FY 2005              |
|   | 6.2h. Increase the percentage of mentees surveyed that respond with an overall average score of 3 or above on 15 key questions in a mentoring relationship quality instrument that has been validated by research.   | NEW Outcome    | N/A | 2% increase over baseline | TBD    | Data Expected Dec-08 |
|   | 6.2i. Increase the percentage of mentees in active mentoring relationships lasting more than eleven months and concluding as planned in the twelfth month or shortly thereafter, plus the percent of mentees in active mentoring relationships that have already lasted twelve months or more, as a percent of the entire caseload. <sup>171</sup> | Outcome        | Y   | 20%                       | 20%    | FY 2005              |
|   | 6.2j. By FY 2007, reduce the percentage of matches that terminate at 3 months or less to 20% of all matches terminating in the year.   | NEW Efficiency | N/A | 25%                       | TBD    | Data Expect Dec-07   |
| Temporary Assistance for Needy Families | 6.3a. Increase the number of children in a state living in married couple households as a percentage of all children in the state living in households.  | Outcome        | N/A | 70%                       | TBD    | Data Expected Oct-06 |

### III. Strategic Goal: Increase the health and prosperity of communities and Tribes.

#### 7. Strategic Objective: Build healthy, safe, and supportive communities and Tribes.

| ACF Program                    | Performance Measure  | Type of Measure | Target Achieved | Target     | Actual | Year/ Data           |
|--------------------------------|--|-----------------|-----------------|------------|--------|----------------------|
| Community Services Block Grant | 7.1a. Reduce the number of conditions of poverty among low-income individuals, families, and communities as a result of community action interventions.  | Outcome         | N/A             | 20 million | TBD    | Data Expected Jul-06 |
| Family Violence Prevention     | 7.2a. Maintain the number of Federally recognized Indian Tribes that have family violence prevention programs.   | Output          | N               | 205        | 188    | FY 2005              |
|                                | 7.2b. Increase through training the capacity of the National Domestic Violence Hotline to respond to an increase in the average number and the type of calls per month (as measured by average number of calls per month to which the hotline responds). | Outcome         | Y               | 14,500     | 16,500 | FY 2005              |
|                                | 7.2c. Shorten the average "wait time" (on calls to the National Domestic Violence Hotline) in order to increase the number of calls responded to and that provide needed information to callers.   | Efficiency      | N/A             | TBD        | TBD    | Data Expected Mar-06 |

<sup>171</sup> Formerly measure 6.2g.

|   |  |                       |     |        |        |                      |
|---|--|-----------------------|-----|--------|--------|----------------------|
| Family Violence Prevention (Cont.)        | 7.2d. Reduce the Family Violence Prevention Services Act (FVPSA) dollars spent per “bed night.”  | <b>NEW</b> Efficiency | N/A | TBD    | TBD    | Data Expected Dec-07 |
| Low-Income Home Energy Assistance Program | 7.3a. Increase the reciprocity targeting index <sup>172</sup> score of LIHEAP households having at least one member 60 years or older.   | Outcome               | N   | 82     | 78     | FY 2004              |
|   | 7.3b. Maintain the reciprocity targeting index <sup>173</sup> score of LIHEAP households having at least one member 5 years or younger.  | Outcome               | N   | 122    | 115    | FY 2004              |
|   | 7.3c. Increase the ratio of LIHEAP households assisted (heating, cooling, crisis, and weatherization assistance) per \$100 of LIHEAP administrative costs.   | <b>NEW</b> Efficiency | N/A | 3.68   | TBD    | Data Expected Aug-06 |
| Native American Programs                  | 7.4a. Increase the number of jobs created through ANA funding.   | Outcome               | N/A | TBD    | TBD    | Data Expected Jun-06 |
|   | 7.4b. Increase the number of projects involving youth in Native American communities.  | <b>NEW</b> Outcome    | N/A | TBD    | TBD    | Data Expected Jun-06 |
|   | 7.4c. Increase the number of intergenerational projects in Native American communities.  | <b>NEW</b> Outcome    | N/A | TBD    | TBD    | Data Expected Jun-06 |
|   | 7.4d. Increase the number of community partnerships formed by ANA grantees.  | <b>NEW</b> Outcome    | N/A | TBD    | TBD    | Data Expected Jun-06 |
|   | 7.4e. Increase the percentage of applicants who receive ANA Training/Technical Assistance (T/TA) and go on to score in the funding range.  | <b>NEW</b> Efficiency | N/A | 45%    | TBD    | Data Expected Nov-06 |
| Developmental Disabilities                | 7.5a. Increase the percentage of individuals with developmental disabilities reached by the Councils who are independent, self-sufficient and integrated into the community.   | Outcome               | N   | 13.20% | 12.06% | FY 2004              |
|   | 7.5b. Increase the percentage of trained individuals actively working to improve access of individuals with developmental disabilities to services and supports.   | Outcome               | N   | 92.76% | 58%    | FY 2004              |
|   | 7.5c. Percentage of individuals who have their complaint of abuse, neglect, discrimination, or other human or civil rights corrected compared to the total assisted.   | Outcome               | Y   | 88%    | 88.7%  | FY 2004              |
|   | 7.5d. Increase the percent of University Centers of Excellence in Developmental Disabilities (UCEDD) trainees who demonstrate leadership in the developmental disabilities field at 1, 5, and 10 years after completion of UCEDD training. | <b>NEW</b> Outcome    | N/A | TBD    | TBD    | Data Expected Sep-07 |

<sup>172</sup> The reciprocity targeting index quantifies the extent to which such households are receiving LIHEAP assistance. The index is computed by comparing the percent of LIHEAP recipient households that are members of a target group with the percent of all LIHEAP income eligible households that are members of the target group. An index score above 100 indicates that LIHEAP is serving a target group of households at a higher rate than the eligible household population.

<sup>173</sup> See previous footnote.

|                                    |   |                |     |      |     |                      |
|------------------------------------|---|----------------|-----|------|-----|----------------------|
| Developmental Disabilities (Cont.) | 7.5e. Increase the number of individuals with developmental disabilities reached by the Councils who are independent, self-sufficient, and integrated into the community, per \$1,000 of federal funding to the Councils. | NEW Efficiency | N/A | 7.53 | TBD | Data Expected Jun-06 |
|------------------------------------|---|----------------|-----|------|-----|----------------------|

**IV. Strategic Goal: Manage resources to improve performance.**

**8. Strategic Objective: Achieve “Green” in the six initiatives in the President’s Management Agenda.**

| ACF Program                       | Performance Measure  | Type of Measure | Target Achieved | Target                     | Actual   | Year/ Data |
|-----------------------------------|--|-----------------|-----------------|----------------------------|--|------------|
| Office of the Assistant Secretary | 8.1 Obtain ultimate ‘Green’ score for each initiative under the President’s Management Agenda (PMA). | Outcome         | Y               | 6 green scores on progress | Met green criteria through 2 <sup>nd</sup> Q FY 2005 | FY 2005    |

## CHANGES AND IMPROVEMENTS OVER PREVIOUS YEARS

In the past fiscal year, ACF has taken significant steps to improve performance management. First, ACF has continued to emphasize outcome-oriented measures over output-oriented measures, phasing out many output measures and creating several new outcome measures (see Table 1).

| <b>Table 1: New Outcome Measures in FY 2007 Performance Budget</b>         |   |                          |
|--|---|--------------------------|
| <b>Program</b>   | <b>New Outcome Measure</b>  | <b>Data</b>              |
| Refugee and Entrant Assistance – Refugee Cash and Medical Assistance (CMA) | 1.2d. Increase the percent of cash assistance terminations due to earned income from employment for those clients receiving cash assistance at employment entry.  | Data Expected Dec-06     |
|  | 1.2e. Increase the average hourly wage of refugees at placement (employment entry).   | Data Expected Dec-06     |
|  | 1.2i. Increase the percent of refugees who are self-sufficient (not dependent on any cash assistance) within the first six months (180 days) after arrival by a percent of the prior year's actual percentage outcome.                    | Data Expected Dec-06     |
| Refugee and Entrant Assistance – Human Trafficking Program                 | 1.2k. Increase the number of victims of trafficking certified per year.   | Results Already Reported |
|  | 1.2l. Increase the number of victims of trafficking restored to self-sufficiency (independence from cash assistance).   | Data Expected Jun-06     |
| Child Welfare – Adoption   | 6.1i. Decrease the gap between the percentage of children 9 and older waiting to be adopted and those actually adopted.   | Data Expected Oct-07     |
| Youth – Mentoring Children of Prisoners                                    | 6.2f. Increase the percentage of mentees in active mentoring relationships that have already lasted more than twelve months as a percentage of the entire caseload.   | Results Already Reported |
|  | 6.2g. Increase the number of children of prisoners in one-to-one matches with caring adults who have been trained and screened by the (Mentoring Children of Prisoners) MCP program and its local and national partners.                  | Results Already Reported |
|  | 6.2h. Increase the percentage of mentees surveyed that respond with an overall average score of 3 or above on 15 key questions in a mentoring relationship quality instrument that has been validated by research.                        | Data Expected Dec-08     |
| Native American Programs   | 7.4d. Increase the number of community partnerships formed by ANA grantees.   | Data Expected Nov-07     |
| Developmental Disabilities   | 7.5d. Increase the percent of University Centers of Excellence in Developmental Disabilities (UCEDD) trainees who demonstrate leadership in the developmental disabilities field at 1,5, and 10 years after completion of UCEDD training. | Data Expected Sep-07     |

Second, in keeping with the Budget-Performance Integration initiative in the President's Management Agenda, ACF has developed several new efficiency measures (see Table 2). Most of these efficiency measures focus on outcomes rather than outputs.

| <b>Table 2: New Efficiency Measures in FY 2007 Performance Budget</b> |  |                          |
|---|--|--------------------------|
| <b>Program</b>  | <b>New Efficiency Measure</b>  | <b>Data</b>              |
| Refugee and Entrant Assistance – Matching Grants Program              | 1.2j. Increase the number of Matching Grant (MG) program refugees who are self-sufficient (not dependent on any cash assistance) within the first six months (180 days after arrival), per million federal dollars awarded to grantees (adjusted for inflation). | Data Expected Dec-06     |
| Refugee and Entrant Assistance – Human Trafficking Program            | 1.2m. Increase number of victims certified and served by whole network of grantees per million dollars invested.   | Results Already Reported |
|   | 1.2n. Increase Media Impressions, Hotline Calls, and Website Visits per thousand dollars invested.   | Results Already Reported |
| Assets for Independence   | 2.1b. Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of year one of the five-year AFI project.  | Data Expected Mar-06     |
|   | 2.1c. Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of year three of the five-year AFI project.  | Data Expected Mar-06     |
|   | 2.1d. Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of the five-year AFI project.  | Data Expected Mar-06     |

|   |   |                      |
|---|---|----------------------|
| Child Welfare – Foster Care               | 6.1h. Decrease the percent of foster children in care 12 or more months with no case plan goal (including case plan goal “Not Yet Determined”).   | Data Expected Oct-06 |
| Child Welfare - Adoption                  | 6.1k. Maintain or decrease the average administrative claim per IV-E Adoption Assistance child.   | Data Expected Oct-06 |
| Youth – Mentoring Children of Prisoners   | 6.2j. By FY 2007, reduce the percentage of matches that terminate at 3 months or less to 20% of all matches terminating in the year.  | Data Expect Dec-07   |
| Family Violence Prevention                | 7.2d. Reduce the Family Violence Prevention Services Act (FVPSA) dollars spent per “bed night.”   | Data Expected Dec-07 |
| Low-Income Home Energy Assistance Program | 7.3c. Increase the ratio of LIHEAP households assisted (heating, cooling, crisis, and weatherization assistance) per \$100 of LIHEAP administrative costs.  | Data Expected Aug-06 |
| Native American Programs                  | 7.4e. Increase the percentage of applicants who receive ANA Training/Technical Assistance (T/TA) and go on to score in the funding range.   | Data Expected Nov-06 |
| Developmental Disabilities                | 7.5e. Increase the number of individuals with developmental disabilities reached by the Councils who are independent, self-sufficient, and integrated into the community, per \$1,000 of federal funding to the Councils. | Data Expected Jun-06 |

These improvements reflect ACF’s overall focus on managing by results and specific enhancements resulting from the Program Assessment Rating Tool (PART) process. All ACF programs have developed logic models that link program resources and activities to outcomes. These logic models have informed the development and revision of measures. The PART process has also prompted ACF to improve performance management. For example, the Assets for Independence program, assessed by PART during the FY 2006 budget cycle, has fully phased out its former output measures, has developed new efficiency measures, and is in the process of establishing new annual measures that track the primary outcomes of the program. The Adoption Assistance program, assessed during the FY 2007 budget cycle, developed an efficiency measure regarding dollars spent for administrative claims per child; and the Victims of Trafficking program, assessed this same year, developed a new set of measures regarding victim certification and outreach efforts. Programs scheduled for PART reviews in the future have begun preparing new measures as well. For example, the Administration for Native Americans developed four new measures for the FY 2007 performance budget.



## BUDGET AND PERFORMANCE CROSSWALK

### Administration for Children and Families

(dollars in millions; organized by ACF's Strategic Goals and Objectives)

| ACF STRATEGIC GOALS & OBJECTIVES  | Program/Budget Line Items<br>(Program subtotals are shown where needed.) | Budget<br>Account No. | FY 2005<br>Enacted | FY 2006<br>Enacted | FY 2007<br>Request |
|---|--|-----------------------|--------------------|--------------------|--------------------|
| <b>I. Strategic Goal: Increase economic independence and productivity for families.</b> |  |                       |                    |                    |                    |
| <b>1. Strategic Objective: Increase employment .</b>                                    |  |                       |                    |                    |                    |
| 1.1 Temporary Assistance for Needy Families (TANF)                                      | State Family Assistance Grants (TANF)                                    | 1552                  | 16488.7            | 16488.7            | 16488.7            |
|   | Family Assistance Grants to Territories                                  | 1552                  | 77.9               | 77.9               | 77.9               |
|   | Matching Grants to Territories   | 1552                  | 15.0               | 15.0               | 15.0               |
|   | Supp Grants for Population Increases                                     | 1552                  | 319.5              | 319.5              | 319.5              |
|   | Contingency Fund   | 1552                  | [1958.0]           | [1900.0]           | [17680.0]          |
|   | Contingency Fund   | 1552                  |                    |                    | 232.0              |
|   | Native Employment Works Program  | 1552                  | 7.6                | 7.6                | 7.6                |
|   | Healthy Marriage and Responsible Fatherhood Program                      | 1552                  | 0.0                | 150.0              | 150.0              |
|   | Family Formation Grants  | 1552                  | 0.0                | 0.0                | 100.0              |
|   | Employment Achievement (formerly High Performance)                       | 1552                  | 200.0              | 0.0                | 0.0                |
|   | Federal Loan   | 1552                  | 68.8               | 0.0                | 0.0                |
|   | Bonus for Decreased Illegitimacy   | 1552                  | 100.0              | 0.0                | 0.0                |
|   | Child Welfare Study  | 1553                  | 6.0                | 6.0                | 6.0                |
|   | Children's Welfare Research  | 1553                  | 15.0               | 15.0               | 15.0               |
|   | Prior Year AFDC  | 1501                  | 0.0                | 0.0                | 0.0                |
|   | Payments to Territories  | 1501                  | 32.9               | 38.0               | 38.0               |
|   | Social Services Research <sup>2</sup>                                    | 1536                  | 26.0               | 5.9                | 0.0                |
|   | <i>PHS Evaluation Funds (Program Level)</i>                              | 1536                  | 6.0                | 6.0                | 6.0                |
|   | <b>TANF subtotal</b>   |                       | <b>17363.4</b>     | <b>17129.6</b>     | <b>17455.7</b>     |
| 1.2 Refugee and Entrant Assistance  | Repatriation   | 1501                  | 1.0                | 1.0                | 1.3                |
|   | Transitional, Med Svcs - Refugee Resettlement                            | 1503                  | 205.0              | 265.5              | 282.3              |
|   | Employment Services - Refugee Resettlement                               | 1503                  | 152.2              | 154.0              | 149.6              |
|   | Targeted Assistance – Refugee Resettlement                               | 1503                  | 49.1               | 48.6               | 48.6               |
|   | Preventive Health – Refugees   | 1503                  | 4.8                | 4.7                | 4.7                |
|   | Victims of Torture   | 1503                  | 9.9                | 9.8                | 9.8                |
|   | Victims of Trafficking   | 1503                  | 9.9                | 9.8                | 14.8               |
|   | Unaccompanied Alien Children Program                                     | 1503                  | 53.8               | 77.3               | 105.0              |
|   | <b>Refugee Resettlement subtotal</b>                                     |                       | <b>485.7</b>       | <b>570.7</b>       | <b>616.1</b>       |
| 1.3 Social Services Block Grant (SSBG)  | Social Services Block Grant  | 1534                  | 1700.0             | 1700.0             | 1200.0             |

|   |   |      |                |                |                |
|---|---|------|----------------|----------------|----------------|
|   | <b>Social Services Block Grant subtotal</b>             |      | <b>1700.0</b>  | <b>1700.0</b>  | <b>1200.0</b>  |
| <b>Total Funding for Strategic Objective 1</b>  |   |      | <b>19549.1</b> | <b>19950.3</b> | <b>19271.8</b> |
| <b>2. Strategic Objective: Increase independent living .</b>  |   |      |                |                |                |
| 2.1 Assets for Independence   | Individual Development Accounts                         | 1536 | 24.7           | 24.5           | 24.5           |
|   | <b>Assets for Independence subtotal</b>                 |      | <b>24.7</b>    | <b>24.5</b>    | <b>24.5</b>    |
| <b>Total Funding for Strategic Objective 2</b>  |   |      | <b>24.7</b>    | <b>24.5</b>    | <b>24.5</b>    |
| <b>3. Strategic Objective: Increase parental responsibility.</b>                                      |   |      |                |                |                |
| 3.1 Child Support Enforcement   | Federal Incentive Payments - Child Support              | 1501 | 446.0          | 458.0          | 471.0          |
|   | State Administrative Costs - Child Support <sup>3</sup> | 1501 | 3583.9         | 2904.7         | 3437.9         |
|   | Federal Parent Locator Service                          | 1553 | 22.9           | 24.6           | 24.6           |
|   | Access and Visitation - Child Support                   | 1501 | 10.0           | 10.0           | 12.0           |
|   | Training/Tech Assistance - CRTA                         | 1553 | 11.5           | 12.3           | 12.3           |
|   | <b>Child Support Enforcement subtotal</b>               |      | <b>4074.3</b>  | <b>3409.6</b>  | <b>3957.8</b>  |
| <b>Total Funding for Strategic Objective 3<sup>3</sup></b>  |   |      | <b>4074.3</b>  | <b>3409.6</b>  | <b>3957.8</b>  |
| <b>4. Strategic Objective: Increase affordable child care.</b>  |   |      |                |                |                |
| 4.1 Child Care: Affordability   | Child Care and Development Block Grant                  | 1515 | 2073.0         | 2052.3         | 2052.3         |
|   | Child Care Mandatory                                    | 1550 | 1177.5         | 1177.5         | 1177.5         |
|   | Child Care Matching                                     | 1550 | 1478.3         | 1673.8         | 1673.8         |
|   | Tribal Mandatory  | 1550 | 54.3           | 58.3           | 58.3           |
|   | AFDC/JOBS Child Care                                    | 1501 | 0.0            | 0.0            | 0.0            |
|   | Research and Evaluation Fund                            | 1536 | 9.9            | 9.8            | 9.8            |
|   | Training & Tech. Assist.-CC Entitlement                 | 1550 | 6.8            | 7.3            | 7.3            |
|   | Early Learning Opportunities Fund                       | 1536 | 35.7           | 0.0            | 0.0            |
|   | <b>Child Care: Affordability subtotal</b>               |      | <b>4835.5</b>  | <b>4979.0</b>  | <b>4979.0</b>  |
| <b>Total Funding for Strategic Objective 4</b>  |   |      | <b>4835.5</b>  | <b>4979.0</b>  | <b>4979.0</b>  |
| <b>II. Strategic Goal: Improve healthy development, safety, and well-being of children and youth.</b> |   |      |                |                |                |
| <b>5. Strategic Objective: Increase the quality of child care.</b>                                    |   |      |                |                |                |
| 5.1 Child Care: Quality   | Child Care and Development Block Grant <sup>1</sup>     | 1515 | *              | *              | *              |
|   | Child Care Entitlement <sup>1</sup>                     | 1550 | *              | *              | *              |
|   | Research and Evaluation Fund                            | 1536 | *              | *              | *              |
|   | Child Care Matching <sup>1</sup>                        | 1550 | *              | *              | *              |
|   | Training & Tech. Assist.-CC Entitlement                 | 1550 | *              | *              | *              |
|   | <b>Child Care: Quality subtotal</b>                     |      | <b>0</b>       | <b>0</b>       | <b>0</b>       |

|  |  |                 |               |               |               |
|--|--|-----------------|---------------|---------------|---------------|
| 5.2 Head Start   | Head Start   | 1536            | 6843.1        | 6785.8        | 6785.8        |
|  | <b>Head Start subtotal</b>                                       |                 | <b>6843.1</b> | <b>6785.8</b> | <b>6785.8</b> |
| <b>Total Funding for Strategic Objective 5</b>   |  |                 | <b>6843.1</b> | <b>6785.8</b> | <b>6785.8</b> |
| <b>6. Strategic Objective: Increase safety and well-being of children and youth</b>      |  |                 |               |               |               |
| 6.1 Child Welfare  | Adoption Assistance  | 1545            | 1770.1        | 1883.0        | 2047.0        |
|  | Adoption Awareness Programs                                      | 1536            | 12.8          | 12.7          | 12.7          |
|  | Child Welfare Services   | 1536            | 289.7         | 286.8         | 286.8         |
|  | Promoting Safe and Stable Families                               | 1512            | 403.6         | 454.1         | 454.1         |
|  | Mentoring Children of Prisoners                                  | 1512            | 49.6          | 49.5          | 40.0          |
|  | Foster Care  | 1545            | 4895.5        | 4685.0        | 4786.0        |
|  | Child Welfare Training   | 1536            | 7.4           | 7.3           | 7.3           |
|  | Adoption Opportunities   | 1536            | 27.1          | 26.8          | 26.8          |
|  | Adoption Incentives  | 1536            | 9.0           | 17.8          | 29.7          |
|  | CAPTA State Grants   | 1536            | 27.3          | 27.0          | 27.0          |
|  | Abandoned Infants Assistance Programs                            | 1536            | 12.0          | 11.8          | 11.8          |
|  | Community-Based Child Abuse Prevention                           | 1536            | 42.9          | 42.4          | 42.4          |
|  | Child Abuse Discretionary Activities                             | 1536            | 31.6          | 25.8          | 25.8          |
|  | Independent Living/Education Training Vouchers                   | 1545            | 186.6         | 186.2         | 186.2         |
|  | <b>Child Welfare subtotal</b>                                    |                 | <b>7765.2</b> | <b>7716.2</b> | <b>7983.6</b> |
| 6.2 Youth Programs   | includes Centers, Transitional Living, and Maternity Group Homes |                 |               |               |               |
|  | Runaway and Homeless Youth (RHY)/Basic Centers                   | 1536            | 48.8          | 48.3          | 48.3          |
|  | Transitional Living Program, including Maternity Group Homes     | 1536            | 40.0          | 39.5          | 39.5          |
|  | Community Based Abstinence Education                             | 1536            | 99.2          | 108.9         | 136.7         |
|  | <i>Abstinence Education (Pre-appropriated) (Program Level)</i>   | 1501            | 50.0          | 50.0          | 50.0          |
|  | <i>PHS Evaluation Funds - Abstinence (Program Level)</i>         | 1536            | 4.5           | 4.5           | 4.5           |
|  | Ed/Prevention: RHY Sexual Abuse                                  | 1536            | 15.2          | 15.0          | 15.0          |
|  | <b>Youth Programs subtotal</b>                                   |                 | <b>257.6</b>  | <b>266.2</b>  | <b>294.0</b>  |
|  | Family Violence <sup>1</sup>                                     | 8605            | *             | *             | *             |
|  | Developmental Disabilities - State Grants <sup>1</sup>           | 1536            | *             | *             | *             |
|  | Developmental Disabilities -P&A <sup>1</sup>                     | 1536            | *             | *             | *             |
| <b>Total Funding for Strategic Objective 6</b>   |  | <b>Subtotal</b> | <b>8022.9</b> | <b>7982.4</b> | <b>8277.6</b> |
| <b>III. Strategic Goal: Increase health and prosperity of communities and Tribes.</b>    |  |                 |               |               |               |
| <b>7. Strategic Objective: Build healthy, safe and supportive communities and Tribes</b> |  |                 |               |               |               |
| 7.1 Community Services Block Grant (CSBG)  | Community Services Block Grant                                   | 1536            | 636.8         | 630.4         | 0.0           |
|  | National Youth Sports Program                                    | 1536            | 17.9          | 0.0           | 0.0           |
|  | Community Food and Nutrition                                     | 1536            | 7.2           | 0.0           | 0.0           |
|  | Community Services Discretionary                                 | 1536            | 40.0          | 39.7          | 0.0           |
|  | Compassion Capital Fund  | 1536            | 54.5          | 64.4          | 100.0         |
|  | <b>Community Services Subtotal</b>                               |                 | <b>756.4</b>  | <b>734.5</b>  | <b>100.0</b>  |

|   |   |      |                |                |                |
|---|---|------|----------------|----------------|----------------|
| 7.2 Family Violence Prevention  | Family Violence Prevention                      | 8605 | 125.6          | 124.7          | 124.7          |
|   | Domestic Violence Hotline                       | 8605 | 3.2            | 3              | 3              |
|   | DD – Protection and Advocacy                    | 1536 | *              | *              | *              |
|   | <b>Domestic Violence Subtotal</b>               |      | <b>128.8</b>   | <b>127.7</b>   | <b>127.7</b>   |
| 7.3 Low-Income Home Energy Assistance Program (LIHEAP)  | LIHEAP  | 1502 | 2182.4         | 2161.2         | 2782.0         |
|   | <b>LIHEAP subtotal</b>                          |      | <b>2182.4</b>  | <b>2161.2</b>  | <b>2782.0</b>  |
| 7.4 Native American Programs  | Native Americans Programs                       | 1536 | 44.8           | 44.3           | 44.3           |
|   | <b>Native Americans subtotal</b>                |      | <b>44.8</b>    | <b>44.3</b>    | <b>44.3</b>    |
| 7.5 Developmental Disabilities  | DD – State Councils                             | 1536 | 72.5           | 71.8           | 71.8           |
|   | DD – Protection and Advocacy <sup>1</sup>       | 1536 | 38.1           | 38.7           | 38.7           |
|   | DD – University Centers for Excellence          | 1536 | 31.5           | 33.2           | 33.2           |
|   | DD – Projects of National Significance          | 1536 | 11.5           | 11.4           | 11.4           |
|   | Voting Access for Individuals with Disabilities | 1536 | 14.9           | 15.7           | 15.7           |
|   | <b>Developmental Disabilities subtotal</b>      |      | <b>168.5</b>   | <b>170.8</b>   | <b>170.8</b>   |
| <b>Total Funding for Strategic Objective 7</b>  |   |      | <b>3280.9</b>  | <b>3238.5</b>  | <b>3224.8</b>  |
| <b>IV. Strategic Goal: Manage resources to improve performance.</b>   |   |      |                |                |                |
| <b>8. Strategic Objective: Achieve "Green" in the six initiatives under the President's Management Agenda</b> |   |      |                |                |                |
| 8.1 Administration/President's Management Agenda (PMA)  | Federal Administration                          | 1536 | 185.2          | 183.4          | 188.1          |
|   | Faith Based Center                              |      | 1.4            | 1.4            | 1.4            |
|   | <b>Administration/PMA subtotal</b>              |      | <b>186.6</b>   | <b>184.8</b>   | <b>189.5</b>   |
| <b>Total Funding for Strategic Objective 8</b>  |   |      | <b>186.6</b>   | <b>184.8</b>   | <b>189.5</b>   |
| <b>TOTAL, BUDGET AUTHORITY</b>  |   |      | <b>46806.6</b> | <b>45904.5</b> | <b>46700.3</b> |
| <b>TOTAL, PROGRAM LEVEL</b>   |   |      | <b>46817.1</b> | <b>46555.0</b> | <b>46710.8</b> |

1/ Item with multiple citations counted once only.

2/ Social Services Research supports a number of programs in Goals I and II

3/ These totals represent net Budget Authority and do not include obligation levels for Child Support Enforcement Programs.

**SUMMARY OF FULL COST**  
Administration for Children and Families  
(dollars in millions)

| <b>Performance Program Area:</b>                   | <b>FY 2005</b>  | <b>FY 2006</b>  | <b>FY 2007</b>  |
|--|-----------------|-----------------|-----------------|
| Temporary Assistance for Needy Families (TANF)     | 17,326.7        | 17,087.6        | 17,414.1        |
| 100%   | 17,326.7        | 17,087.6        | 17,414.1        |
| Refugee and Entrant Assistance                     | 493.6           | 578.6           | 624.2           |
| 67.8%  | 334.7           | 392.3           | 423.2           |
| Social Services Block Grant (SSBG)                 | 1,700.7         | 2,250.7         | 1,200.7         |
| 0%   | 0.0             | 0.0             | 0.0             |
| Assets for Independence (AFI)                      | 25.5            | 25.2            | 25.3            |
| 100%   | 25.5            | 25.2            | 25.3            |
| Child Support Enforcement (CSE)                    | 4,166.8         | 6,416.8         | 4,055.8         |
| 100%   | 4,166.8         | 6,416.8         | 4,055.8         |
| Child Care   | 4,847.5         | 4,990.9         | 4,991.2         |
| 98.9%  | 4,794.2         | 4,936.0         | 4,936.3         |
| Head Start   | 6,897.2         | 6,929.4         | 6,840.7         |
| 90%  | 6,207.5         | 6,236.5         | 6,156.6         |
| Child Welfare                                      | 7,790.4         | 7,741.3         | 8,009.2         |
| 99.24%   | 7,731.2         | 7,682.5         | 7,948.3         |
| Youth Programs                                     | 267.6           | 276.1           | 304.1           |
| 100%   | 267.6           | 276.1           | 304.1           |
| Community Services Block Grant (CSBG)              | 762.5           | 740.5           | 106.2           |
| 100%   | 762.5           | 740.5           | 106.2           |
| Domestic Violence                                  | 130.4           | 129.2           | 129.2           |
| 100%   | 130.4           | 129.2           | 129.2           |
| Low Income Home Energy Assistance Program (LIHEAP) | 2,184.7         | 2,163.4         | 2,784.3         |
| 100%   | 2,184.7         | 2,163.4         | 2,784.3         |
| Native American Programs                           | 49.3            | 48.8            | 48.9            |
| 100%   | 49.3            | 48.8            | 48.9            |
| Developmental Disabilities                         | 174.4           | 176.6           | 176.7           |
| 85.5%  | 149.1           | 151.0           | 151.1           |
| <b>Full Cost Total</b>                             | <b>46,817.3</b> | <b>49,555.1</b> | <b>46,710.6</b> |

**Methodology**

ACF calculates full cost by allocating its Federal Administration indirect costs<sup>174</sup> proportionately among the 14 major program areas on the basis of direct FTE. ACF has been using the same indirect cost methodology since FY 1998 and ACF has received seven consecutive clean CFO audit opinions on its financial statements. ACF uses the Staff Resource Survey to determine indirect cost elements. ACF offices complete this survey, noting the total number of staff working directly on program

<sup>174</sup> E.g., salaries and benefits for staff not working *directly* on one of the fourteen program activities.

activities in one or more of the 14 major program areas and the total number of staff not working directly on program activities (such as planning, administrative, and front office staff). Offices are instructed to include fractions of staff for those working in more than one major program area as well as ACF staff detailed into the office from another ACF office; offices are asked not to include contractors or detailees outside of the office. The survey respondents are notified that since auditors will review this process, all offices must be prepared to provide documentation explaining how the numbers were calculated. The survey results in two groupings: FTEs working directly on program activities, and FTEs not working directly on program activities. For the first group, FTEs are directly linked to each of the 14 program areas. For the second group, ACF distributes FTEs from each office to the 14 program areas, proportionate to the percentage of staff in each office working directly in each program area. Lastly, the FTEs (both from the first and second groups) allocated to each of the 14 program areas are summed, and divided by the total FTEs funded by Federal Administration dollars. The resultant proportion is multiplied by Federal Administration funding, and added to the program area funding (see Table above).

ACF links performance measures to full costs by estimating the percentage of costs for which a program area's performance measures account. To make these estimates, ACF compares the performance measures with the legislative goals of the programs, using the programs' logic models as a framework to map the links between resources, activities, and outcomes.