

FY 2006 BUDGET SUBMISSION  
ADMINISTRATION FOR CHILDREN AND FAMILIES

SUPPORTING INFORMATION

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<b>Budget and Performance Crosswalk</b>					
(not for budget analysis)					
(dollars in millions)					
<b>ACF STRATEGIC GOALS and OBJECTIVES</b>					
With selected performance measures (Program Activity)	Program/Budget Line Items				
	(not a formal budget presentation)	Budget	FY 2004	FY 2005	FY 2006
	(Program subtotals are shown where needed.)	Account No.	Enacted	Enacted	Estimate
<b>I. INCREASE ECONOMIC INDEPENDENCE &amp; PRODUCTIVITY FOR FAMILIES (1.1-4.1)</b>					
<b>1. Increase Employment</b>					
TANF performance measure (1.1)	State Family Assistance Grants (TANF)	1552	16488.7	16488.7	16488.7
FY 03: Maintain the % of adult TANF recipients who become newly employed	Family Assistance Grants to Territories	1552	77.9	77.9	77.9
FY 04: Maintain the % of adult TANF recipients who become newly employed	Matching Grants to Territories	1552	15.0	15.0	15.0
FY 05: Maintain the % of TANF recipients who become newly employed	Supp Grants for Population Increases	1552	319.5	319.5	319.5
FY 06: Maintain the % of adult TANF recipients who become newly employed	Contingency Fund	1552	[1958]	2000	[2000]
	Native Employment Works Program	1552	7.6	7.6	7.6
	Research, Demonstration & Technical Assistance	1552	0	100	100
	Responsible Fatherhood Program	1552	0	40	40
	Healthy Marriage and Family Formation Grants	1552	0	100	100
	Employment Achievement (formerly High Performance)	1552	200	500	[400]
	Bonus for Decreased Illegitimacy	1552	100.0	0.0	0.0
	Child Welfare Study	1553	6.0	3.0	0.0
	Welfare Research	1553	15.0	15.0	15.0
	Prior Year AFDC	1501	19.6	0.0	0.0
	Payments to Territories	1501	23.0	33.0	33.0
	Social Services Research**	1536	13.2	26.0	0.0
	<b>TANF/welfare subtotal:</b>		<b>17285.5</b>	<b>19725.7</b>	<b>17196.7</b>
Refugee Performance Measure (1.2)	Repatriation	1501	1	1	1.3
FY 03 target: 3% increase over prior year's actual performance	Transitional, Med Svcs - Refugee Resettlement	1503	169	192	264.1
FY 04 target: 3% increase over prior year's actual performance	Employment Services - Refugee Resettlement	1503	152.2	164.9	151.1
FY 05: target: 3% increase over prior year's actual performance	Targeted Assistance - Refugee Resettlement	1503	49	49.1	49.1
FY06 : target 3% increase over prior year's actual performance	Preventive Health - Refugees	1503	4.8	4.8	4.8
	Victims of Torture	1503	9.9	9.9	9.9
	Victims of Trafficking	1503	9.9	9.9	9.9
	Unaccompanied Alien Children Program	1503	52.8	53.8	63.1
	<b>Refugee subtotal:</b>		<b>448.6</b>	<b>485.4</b>	<b>553.3</b>
SSBG (1.5).					
FY 03 target: The number of recipients of child protective services funded wholly or in part by SSBG funds	Social Services Block Grant	1534	1700.0	1700.0	1700.0
	<b>Social Services Block Grant subtotal</b>		<b>1700.0</b>	<b>1700.0</b>	<b>1700.0</b>
FY04-06 : Maintain the number of child recipients of day care serves funded wholly or in part by SSBG funds					
<b>Total funding per objective</b>			<b>19434.1</b>	<b>21911.1</b>	<b>19450.0</b>

<b>2. Increase Independent Living</b>					
Individual Development Accounts measure (2.2)					
FY 03: Increase acquisition of post-secondary education, homeownership and small business capitalization by low-income working families	Individual Development Accounts	1536	24.7	24.7	24.7
FY 04: Increase acquisition of post-secondary education, homeownership and small business capitalization by low-income working families					
FY 05: Increase acquisition of education, homeownership and small business capitalization by low-income working families					
FY 06: Increase acquisition of post-secondary education, homeownership and small business capitalization by low-income working families	<b>Individual Development Accounts subtotal</b>		<b>24.7</b>	<b>24.7</b>	<b>24.7</b>
<b>Total funding per objective</b>			<b>24.7</b>	<b>24.7</b>	<b>24.7</b>
<b>3. Increase Parental Responsibility</b>					
Child support enforcement performance measure (3.1)	Federal Incentive Payments - Child Support	1501	454.0	446.0	458.0
FY 03: Increase the IV-D collection rate for current support to 56%.	State Administrative Costs - Child Support ***	1501	3905	3583.8	2767.6
FY 04: Increase the IV-D collection rate for current support to 60%.	Federal Parent Locator Service	1553	23.3	22.7	22.6
FY 05: Increase the IV-D collection rate for current support to 61%	Access and Visitation - Child Support	1501	10.0	10.0	12.0
FY 06: Increase the IV-D collection rate for current support to 62%	CSE Hold Harmless	1501			
	Training/Tech Assistance - CRTA	1553	11.7	11.4	11.3
<b>Total funding per objective ***</b>			<b>4404.0</b>	<b>4073.9</b>	<b>3271.5</b>
<b>4. Increase Affordable Child Care</b>					
Child care affordability performance measure (4.1)	Child Care and Development Block Grant	1515	2077.5	2073.0	2073.0
FY 03: Maintain the number of children served by CCDF subsidies at 2.2 million	Child Care Mandatory	1550	1177.5	1177.5	1177.5
FY 04: Increase the number of children receiving child care services through CCDF, TANF-direct, and SSBG funds from the 2003 baseline	Child Care Matching	1550	1478.3	1478.3	1478.3
	Tribal Mandatory	1550	54.3	54.3	54.3
FY 05: Increase the number of children receiving child care services through CCDF, TANF direct and SSBG funds from the 2003 baseline	AFDC/JOBS Child Care	1501	0.0	0.0	0.0
	Research and Evaluation Fund	1536	9.8	9.9	9.9
FY 06: Maintain the number of children served through CCDF, TANF-direct & SSBG	Training & Tech. Assist.-CC Entitlement	1550	6.8	6.8	6.8
	Early Learning Opportunities Fund	1536	33.6	35.7	0.0
<b>Total funding per objective</b>			<b>4837.8</b>	<b>4835.5</b>	<b>4799.8</b>
<b>II. IMPROVE HEALTHY DEVELOPMENT, SAFETY &amp; WELL-BEING OF CHILDREN &amp; YOUTH (5-7)</b>	<b>Head Start</b>	<b>1536</b>	<b>6774.8</b>	<b>6843.1</b>	<b>6888.1</b>
	<b>Head Start subtotal</b>		<b>6774.8</b>	<b>6843.1</b>	<b>6888.1</b>
<b>5. Increase the Quality of Child Care</b>					
Child care quality performance measures (5.1)	Child Care and Development Block Grant*	1515	*	*	*
FY 03: Increase by an additional 1% the number of child care facilities-9,822	Child Care Entitlement*	1550	*	*	*
FY 04-05: Increase by an additional 1%, the number of child care facilities	Research and Evaluation Fund	1536	*	*	*
FY 06: Increase by 1% the number of regulated centers & homes recognized by early childhood development professional organizations	Child Care Matching*	1550	*	*	*
	Training & Tech. Assist.-CC Entitlement	1550	*	*	*

Head Start (Health) performance measures (5.2)	Head Start	1536	*	*	*
FY 03: 97% Head Start children receive needed med treatment					
FY 04-06: Achieve an average 34% gain in word knowledge for Head Start Children					
<b>Total funding per objective</b>			<b>0</b>	<b>0</b>	<b>0</b>
<b>6. Increase Safety &amp; Well-Being of Children &amp; Youth</b>	Adoption Assistance	1545	1699.7	1770.1	1797.0
Child welfare performance measure (6.1)	Adoption Awareness Programs	1536	12.8	12.8	12.8
FY 03: 58,500 children are adopted from the public foster care system	Child Welfare Services	1536	289.3	289.7	289.7
FY 04: 60,000 children are adopted from the public foster care system	Promoting Safe and Stable Families	1512	404.4	403.6	410.0
FY 05: 62,000 children are adopted from the public foster care system	Mentoring Children of Prisoners	1512	49.7	49.6	50.0
FY 06: 56,000 children are adopted from the public foster care system	Foster Care	1545	4974.2	4895.5	4643.0
	Child Welfare Training	1536	7.4	7.4	7.4
	Adoption Opportunities	1536	27.1	27.1	27.1
	Adoption Incentives	1536	7.5	31.8	31.8
	CAPTA State Grants	1536	21.9	27.3	27.3
	Abandoned Infants Assistance Programs	1536	12.1	12	12
	Community-Based Child Abuse Prevention	1536	33.2	42.9	42.9
	Child Abuse Discretionary Activities	1536	34.4	31.6	31.7
	Independent Living/Foster Care/Adoptions	1545	184.7	186.6	200.0
	<b>Child Welfare subtotal</b>		<b>7758.4</b>	<b>7788.0</b>	<b>7582.8</b>
Youth performance measures (6.4)					
FY 03: Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded services	Runaway and Homeless Youth (RHY)	1536	89.4	88.7	88.7
FY 04: Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded services	Maternity Group Homes	1536	0	0	10
FY 05: Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded services	Community Based Abstinence Education	1536	70.0	99.2	138.0
FY 05: Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded services	Abstinence Education (Pre-appropriated)	1501	50.0	50.0	50.0
FY 06: Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded services	Ed/Prevention: RHY Sexual Abuse	1536	15.3	15.2	15.2
	<b>Youth Programs subtotal</b>		<b>224.7</b>	<b>253.1</b>	<b>301.9</b>
	Family Violence*	8605	*	*	*
	Developmental Disabilities - State Grants*	1536	*	*	*
	Developmental Disabilities -P&A*	1536	*	*	*
<b>Total funding per objective</b>	<b>Subtotal</b>		<b>14757.9</b>	<b>14884.2</b>	<b>14772.8</b>
III. INCREASE HEALTH & PROSPERITY OF COMMUNITIES AND TRIBES (7)					
<b>7. Build Healthy, Safe &amp; Supportive Communities &amp; Tribes</b>	Community Services Block Grant	1536	641.9	636.8	
CSBG performance measure (7.1)	National Youth Sports Program	1536	17.9	17.9	
FY 03: \$1.7 billion in non-federal funds brought into low-income communities	Community Food and Nutrition	1536	7.2	7.2	
FY 04-05: Increase amount of non-Federal dollars mobilized per \$1,000 CSBG dollars	Community Services Discretionary	1536	39.5	40	
	Compassion Capital Fund	1536	47.7	54.5	100.0

FY 06: Increase amount of non-Federal dollars mobilized per \$1,000 CSBG dollars					
	<b>Community Services Subtotal</b>		<b>754.2</b>	<b>756.4</b>	<b>100.0</b>
Domestic Violence performance measure (7.2)	Family Violence Prevention	8605	125.6	125.6	126
FY 03: Increase the number of Federally recognized Tribes that have family violence prevention programs to 195	Domestic Violence Hotline	8605	3	3.2	3
FY 04-05: Increase the number of Federally recognized Tribes ...to 200	DD – Protection and Advocacy	1536	*	*	*
	<b>Domestic Violence Subtotal</b>		<b>128.6</b>	<b>128.8</b>	<b>129.0</b>
LIHEAP performance measure (7.3)	LIHEAP				
FY 03: Increase by 1% over the prior year's targeting index of LIHEAP recipient households having at least one member 5 years or younger		1502	1888.8	2182.4	2000.0
FY 04-05: Increase by 1% over the prior year's the targeting index of LIHEAP recipient households having at least one member 5 years or younger					
FY 06: Increase by 1% over the prior year's the targeting index of LIHEAP recipient households having at least one member 5 years or younger					
	<b>LIHEAP subtotal</b>		<b>1888.8</b>	<b>2182.4</b>	<b>2000.0</b>
Native American performance measure (7.4)					
FY 03: Increase the number of grants that include elder participation.	Native Americans Programs	1536	45.2	44.8	44.8
FY 04-05: Increase the number of jobs created through capacity building resources					
FY 06: Increase the number of jobs created or retained in Native communities, through delivery of capacity building resources, partnerships.					
	<b>Native Americans subtotal</b>		<b>45.2</b>	<b>44.8</b>	<b>44.8</b>
Developmental disabilities performance measure (7.5)					
FY 03: The number of people with DD own or rent their own homes	DD – State Councils	1536	73.1	72.5	72.5
FY 04-05: Increase the number of individuals with DD receiving services and support they need to live and work in the community	DD – Protection and Advocacy *	1536	38.4	38.1	38.1
FY 06: Increase the % of individuals with DD who are self-sufficient & Integrated into the community	DD – University Centers for Excellence	1536	26.8	31.5	31.5
	DD – Projects of National Significance	1536	11.6	11.5	11.5
	Voting Access for Individuals with Disabilities	1536	14.9	14.9	14.9
	<b>Developmental Disabilities subtotal</b>		<b>164.8</b>	<b>168.5</b>	<b>168.5</b>
<b>Total funding per objective</b>			<b>2981.6</b>	<b>3280.9</b>	<b>2442.3</b>
IV. MANAGE RESOURCES TO IMPROVE PERFORMANCE (8)	Federal Administration	1536	177.9	185.2	185.2
<b>8. Getting to Green</b>	Faith Based Center		1.4	1.4	1.4
	Federal Administration *	1536	*	*	*
<b>Total funding per objective</b>			<b>179.3</b>	<b>186.6</b>	<b>186.6</b>
<b>TOTAL ACF PROGRAM &amp; ADMINISTRATIVE FUNDING</b>			<b>46569.4</b>	<b>49146.9</b>	<b>44897.7</b>
* Item with multiple citations counted once only.					
** Social Services Research supports a number of programs in Goals I and II					
*** These totals represent net Budget Authority and do not include obligation levels for Child Support Enforcement Programs.					

## DETAIL OF PERFORMANCE ANALYSIS<sup>1</sup>

### ACF STRATEGIC GOAL 1: INCREASE ECONOMIC INDEPENDENCE AND PRODUCTIVITY FOR FAMILIES

#### ACF GOAL 1, STRATEGIC OBJECTIVE 1: INCREASE EMPLOYMENT

**Approach for the Strategic Objective:** Increase employment and economic independence by reducing reliance on public welfare programs, providing job training and other necessary supports, and encouraging job creation. Focus on the abilities and skills of individuals, enabling them to move toward self-sufficiency and to pursue jobs in their communities.

#### 1.1 TEMPORARY ASSISTANCE FOR NEEDY FAMILIES: EMPLOYMENT

##### Program Performance Table

Performance Measures	Targets	Actual Performance	Reference
1.1a. All states meet the TANF all-families work participation rates: FY 2002-2003 All families rate=50% work participation FY 2001 All families rate=45% work participation	FY 05: Dropped FY 04: 100% FY 03: 100% FY 02: 100% FY 01: 100% FY 00: 100% FY 99: 100% FY 98: baseline year	FY 04: 10/2005 FY 03: 98% FY 02: 100% FY 01: 100% FY 00: 100% FY 99: 100% FY 98: 100%	HHS 6.1  HHS Strategic Plan FY 2009 Target: 100%
1.1b. All states meet the TANF two parent families work participation rate of 90%	FY 04: Dropped FY 03: 100% FY 02: 100% FY 01: 100% FY 00: 100% FY 99: 100% FY 98: baseline year	FY 03: 86% FY 02: 83% FY 01: 85% FY 00: 76% FY 99: 74% FY 98: 66%	
The reauthorization proposal replaces these two separate standards with a single participation standard for all cases with adults.			
COMMON MEASURE 1.1c.Increase (from the baseline year)	FY 06: 44% FY 05: 44% FY 04: 44%	FY 06: FY 05: FY 04: 10/2005	HHS 6.1

<sup>1</sup> Performance analyses for each ACF program are found with the budget request section for each respective program.

<b>Performance Measures</b>	<b>Targets</b>	<b>Actual Performance</b>	<b>Reference</b>
the percentage of adult TANF recipients who become newly employed. [O]	FY 03: 44% FY 02: 43% FY 01: 43% FY 00: 42% FY 99: baseline year	FY 03: 39% FY 02: 36% FY 01: 33% FY 00: 46.4% FY 99: 43.3% (42.9%) FY 98: 38.7% (Pre-baseline)	HHS Strategic Plan FY 2009 Target: 52.5%
The number in parentheses has been updated as a result of additional data.			
COMMON MEASURE 1.1d. Increase (from FY 2000) the percentage of adult TANF recipients/former recipients employed in one quarter of the year that were still employed in the next two consecutive quarters. [O]	FY 06: 68% FY 05: 68% ** FY 04: 68% FY 03: 68% FY 02: 65% FY 01: 84% (64%) FY 00: 83% (63%)	FY 04: 10/2005 FY 03: 59% FY 02: 59% FY 01: 63% FY 00: 65% (New baseline) FY 99: 76.8%* (58%) FY 98: 80%*	HHS 6.1
* For FY 98-99, this measure was limited to job retention over one subsequent quarter. The numbers in parentheses indicate what the rate was over two subsequent quarters for comparison purposes. ** See discussion of measure below.			
COMMON MEASURE 1.1e. Increase (from the baseline year) the percentage rate of earnings gained by employed adult TANF recipients/former recipients between a base quarter and the second subsequent quarter. [O]	FY 06: 29% FY 05: 29% FY 04: 29% FY 03: 29% FY 02: 28% FY 01: 28% FY 00: 27% FY 99: baseline year	FY 04: 10/2005 FY 03: 33% FY 02: 33% FY 01: 26% FY 00: 25% FY 99: 27% (22%-old #) FY 98: 24% (Pre- baseline)	HHS 6.1
The number in parentheses for FY 1999 was based on incomplete data and has been revised. The three measures 1.1c-e are being replaced in FY 2004 by the common measures which are in the chart below:			
COMMON MEASURE <b>PROGRAM EFFICIENCY:</b> 1.1f Annual cost per adult recipient [E]	FY 06: TBD FY 05: TBD	FY 05: FY 2006 FY 04: Baseline	HHS 6.1
Methodology: The numerator is the total Federal TANF and state maintenance of effort (MOE) expenditures on work-related activities/expenses, transportation, and a proportional amount on administration and systems. The denominator is the number of adult TANF recipients.			
1.1g. Increase the rate of case closures related to employment. [O] (Developmental)	FY 06: TBD FY 05: TBD FY 04: TBD FY 03: baseline year	FY 05: FY 04: FY 03: 17.9%	HHS 6.1



## **JOB TRAINING COMMON PERFORMANCE MEASURES (CPM)**

There are more than 48 job training programs in 10 Federal Departments. Although these programs vary considerably in the types of services provided and the target populations served, their common goal is to improve participants' employment and earnings. ACF and HHS have worked with the Office of Management and Budget, and the Departments of Labor, Education, Housing and Urban Development, Interior, and Veteran's Affairs to develop a common set of measures for job training and employment for adults, youth, and lifelong learning programs. Data for these three measures (entered employment, retention in employment, and earnings increase) will be provided by Unemployment Insurance (UI) wage records and administrative records. ACF will begin to track the measures in FY 2004. Preliminary data suggest lower performance scores because we changed the data source to the National Directory of New Hires (NDNH) to ensure more reliable, uniform data. Previously, ACF relied on state data and calculations, which varied. (The common performance measures are indicated in the table above.)

Data Issues: Beginning with performance in FY 2001, the employment measures (job entry [newly employed], job retention, and earnings gain) are based solely on performance data obtained from the National Directory of New Hires (NDNH). Under HPB specifications for performance years FY 1998 and beyond, states had flexibility in the data source(s) they used to obtain wage information on current and former TANF recipients. 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, 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 had to identify employment status changes monthly through use of its administrative records.

Note: There are 8 ACF TANF measures overall (see measure 6.3a for the eighth one). Other data issues are discussed under "Measure by Measure Performance."

### **Measure by Measure Performance**

Achieving economic independence for many TANF families begins with either direct job search or overcoming barriers to employment (e.g., lack of basic skills) and progresses to acquiring job experiences, a private sector job, increased wages, and eventually self-sufficiency. These three key elements: getting a job, retaining the job, and increased earnings are the bases of our performance measures. ACF's efforts are directed to provide leadership and incentives to states to accomplishing these outcomes.

### **Job Training Common Performance Measures (CPM)**

The initiative to define a common set of work performance measures across Departments has not substantially changed the focus or the goals of the existing TANF work performance measures (High Performance Bonus). The exception is the earnings gain measure (1.1e) where we will

continue to track the previous 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. Under this revised earnings gain measure, we will measure the amount of earnings of current adult recipients in the quarter before they entered TANF and in the current quarter. 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 entry for TANF is the beginning receipt of TANF assistance, which may not coincide with entrance into or exit from a training program. Since ACF does not have previous data on the earnings gain measure as constructed under the common measures, the FY 2004 data collection for this measure constitutes the baseline to establish targets.

### Work Participation

- 1.1a All states meet the TANF all-families work participation rate of 50 percent; and**  
**1.1b All states meet the TANF two parent families work participation rate of 90 percent.**

*Data Source: TANF Administrative Data*

(Measure dropped) Congress established the TANF work participation performance targets for FY 1997 through FY 2002. From FY 1998 through FY 2002, all states met the all-families work participation rates. 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. The statute provides for the reduction of the minimum work participation standards/targets (currently 50 percent for the all family rate and 90 percent for two-parent family rate) based on the percentage reduction in a state's TANF caseload since 1995. Given the significant decline in the TANF caseload, a number of states meet the all family and two-parent participation rates as a result of this caseload reduction credit.

A few states continue to have difficulty meeting the two-parent rate. States have the option of moving their two-parent cases into a separate state program thus avoiding the two-parent work participation requirements. The statutory two-parent participation target of 90 percent remains a rigorous standard. Pending reauthorization legislation and HR 4 eliminates the 2-parent rate, holds states accountable to a single-all family rate, and requires recipients to participate in more hours directly related to earning. At least 50 percent of all cases receiving TANF that are headed by adults would be required to participate full-time in a simulated "job-week" of activities (40 hours per week) and at least 24 hours of the 40 hours would have to be in a traditional earning activity. This 50 percent rate included in HR4 would increase 10 percent each year.

### High Performance Bonus Measures (HPB)

Performance data for FY 2002 measures 1.1c – e are calculated using the NDNH. While NDNH data ensure a national measurement standard, NDNH may preclude identifying certain employment in this system that was previously available to the states. The establishment of work participation standards with associated penalties for not meeting the standards, as well as bonus

awards for high performance in obtaining and advancing in jobs provides a high visibility and incentive for achieving these performance goals.

**1.1c Increase (from the baseline year) the percentage of adult TANF recipients who become newly employed. (HPB/CPM)**

*Data Sources: Unemployment Insurance (UI) Wage Records and National Directory of New Hires (NDNH)*

The success that states had in moving TANF recipients to work is attributed to several factors including the employment focus of PRWORA, our commitment to 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 newly employed (job entry) measure 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. The use of the NDNH appears to significantly affect only the job entry measure.

**1.1d. Increase (from FY 2000) the percentage of adult TANF recipients/former recipients employed in a quarter that were still employed two consecutive quarters). (HPB/CPM)**

*Data Source: NDNH and UI Wage Records*

In FY 2003, the job retention rate was 59 percent, missing the 68 percent target. The current employment retention measure represents a more rigorous measure than used prior to FY 2000. When setting the 68 percent target, we did not take into consideration the dampening effect of the caseload reduction credit, which reduced recipient work participation rates. 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 pending TANF reauthorization legislation will strengthen the current work requirements to ensure adult TANF recipients are engaged in work or activities leading to employment. We believe the current job retention targets may be overly ambitious and are no longer realistic, given that it will take us time to regulate on the new work requirements once reauthorization legislation is passed, and will take time for states to fully implement the new work requirements. Targets for future years are under review as part of the program's planning process.

Previously we measured job retention for one quarter plus a subsequent quarter. This measure is now more rigorous in that it now measures job retention for one quarter plus two subsequent quarters.

**1.1e The percentage change in earnings at two points in time by employed adult TANF recipients/former recipients. (CPM) (Modified)**

- (a) The percentage change in earnings between the first quarter of employment and the second quarter prior to receiving TANF assistance by employed TANF recipients/former recipients (under development).**
- (b) The percentage increase in earnings between the third quarter of employment and the first quarter of employment by employed TANF recipients/former recipients.**

*Data Source: NDNH and UI Wage Records*

Plan for Obtaining Earnings Information Pre and Post TANF Enrollment: states do not currently collect employment/wage data on potential TANF participants before enrollment in the program. To obtain such information, ACF will develop recipient matching protocols in order to do a series of matches on the quarterly lists of adult recipients states currently provide to compete for the High Performance Bonus. These matches are necessary to identify TANF adult recipients who are recipients in the measurement quarter(s) but not in the previous quarter. ACF will consult with states regarding their ability to provide recipient information for the prior quarters before enrollment. In order to implement this measure, ACF will modify the matching and wage compilation/calculation programs now used.

### **FY 2003 Plan**

**1.1e Increase (from the baseline year) the percentage rate of earnings gained by employed adult TANF recipients/former recipients between a base quarter and the second subsequent quarter. (HPB)**

*Data Source: NDNH and UI Wage Records*

For this measure, ACF used the earnings of those who are employed in each of the four quarters of the measurement year and determined if they continue to be employed in the second subsequent quarter. If they are employed in both quarters, ACF determined the gain in earnings (if any) between the initial quarter and the second subsequent quarter. The sum of these gains in earnings across the four quarters is the numerator. The denominator is the sum of the earnings in each of the four quarters in the measurement year.

The FY 1999 performance was revised as a result of inclusion of new data from Nebraska and New Mexico. These states did not compete for the FY 2000 HPB awards but provided FY 1999 performance data in order to compete for the FY 2001 work improvement measures (which compare FY 1999 and FY 2000 performance information).

### **FY 2004-2005 PLAN**

**1.1f Annual cost per adult recipient. (CPM) (efficiency measure)**

*Data Source: TANF Administrative Records*

This measure is under development. 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.

### **PROGRAM GOAL – PROGRAM EXIT**

**1.1g. Increase the rate of case closures related to employment, receipt of child support, and marriage (New – Developmental).**

*Data Source: TANF Data Report*

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. 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. This developmental measure will track 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.

## REFUGEE RESETTLEMENT

### Program Performance Table

<b>LONG-TERM STRATEGIC GOAL: By 2012, grantees will achieve an 85% entered employment rate (EER).</b>			
<b>Performance Measures</b>	<b>Targets</b>	<b>Actual Performance</b>	<b>Reference</b>
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. [O]	FY 06: increase 3% FY 05: increase 3% FY 04: increase 3% FY 03: 55.05% FY 02: 52.03% FY 01: 56,885 FY 00: 54,176 FY 99: 51,597 FY 98: baseline year	FY 06: FY 05: FY 04: 12/2005 FY 03: 45% FY 02: 53.45% FY 01: 45,893(50.51%) FY 00: 48,820 FY 99: 50,208 FY 98: 52,298 FY 97: 46,800 (pre-baseline)	<b>HHS 6.1</b>  HHS Strategic Plan FY 2009 Target: 65.8%
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. [O]  (Former Measure: Increase percent of entered employment with health benefits available as a subset of full-time job placements by 3 percentage points annually from the prior year.)	FY 06: increase 3% FY 05: increase 3% FY 04: increase 3% FY 03: 65.51% FY 02: 71.00% FY 01: 30,613 FY 00: 29,156 FY 99: 27,767 FY 98: baseline year	FY 06: FY 05: FY 04: 12/2005 FY 03: 60% FY 02: 63.60% FY 01: 27,270(68.93%) FY 00: 27,080 FY 99: 28,425 FY 98: 27,124 FY 97: 25,186 (pre-baseline)	<b>HHS 3.1</b>
1.2c. Increase the percent of refugee cash assistance cases closed due to employment by at least 3 percent annually as a subset of all entered employment from the prior year.	FY 03: Dropped FY 02: 39% FY 01: 18,169 FY 00: 17,304 FY 99: 16,480	FY 02: 27% FY 01: 14,223 FY 00: 15,539 FY 99: 16,445	
1.2d. 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. [O]	FY 06: increase 3% FY 05: increase 3% FY 04: increase 3% FY 03: 79.52% FY 02: 73.03% FY 01: 41,824 FY 00: 39,833 FY 99: 37,936 FY 98: baseline year	FY 05: FY 04: 12/2005 FY 03: 70% FY 02: 77.20% FY 01: 31,137 (70.90%) FY 00: 33,626 FY 99: 36,055 FY 98: 38,040 FY 97: 34,409 (pre-baseline)	<b>HHS 6.1</b>

**LONG-TERM STRATEGIC GOAL: By 2012, grantees will achieve an 85% entered employment rate (EER).**

Performance Measures	Targets	Actual Performance	Reference
1.2e. Increase the percent of refugees who enter employment through the Matching Grant (MG) program as a subset of all MG employable adults by at least 3 percent of the prior year's actual percentage outcome.[O]*	CY 06: increase 3% CY 05: increase 3% CY 04: increase 3% CY 03: 72.1% CY 02: 14,576 (78%) CY 01: 9,504 CY 00: 9,051 CY 99: 8,620 CY 98: baseline year	CY 05: CY 04: 12/2005 CY 03: 69% CY 02: 70% CY 01: 13,882 CY 00: 10,931 CY 99: 9,713 CY 98: 8,049 CY 97: 7,819 (pre-baseline)	HHS 6.1
1.2f. Increase the percent of refugee families (cases) that are self-sufficient (not dependent on any cash assistance) within the first four months after arrival by at least 3 percent of the prior year's actual percentage outcome.[O]*	CY 06: increase 3% CY 05: increase 3% CY 04: increase 3% CY 03: 74.16% CY 02: 10,860 (81%) CY 01: 6,176 CY 00: 5,938 CY 99: 5,710 CY 98: baseline year	CY 06: CY 05: CY 04: 12/05 CY 03: 70% CY 02: 72% CY 01: 10,442 CY 00: 10,597 CY 99: 6,497 CY 98: 5,194 CY 97: 5,279 (pre-baseline)	HHS 6.1
1.2g. 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. (Developmental) [E]	FY 06: TBD FY 05: TBD FY 04: baseline year	FY 04: Baseline TBD	HHS 6.1
<p>* Due to the low refugee arrival, the measures for the Matching Grant program are being changed to more accurately reflect performance.  ** Data Availability: Annual unduplicated data are due from states 45 days after end of the Fiscal Year, circa November 15. Final state data will be available in April of the following year, and Final Matching grant data will be available three months later (in July).</p>			

**Data Issues:** Data are submitted quarterly by all states participating in the state-administered program via the quarterly performance report (Form ORR-6). Data for the Matching Grant are submitted to ACF three times per year on the Matching Grant Progress Report form. Baseline data for all measures in the state-administered program 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 will be set based on the previous year's actual performance. 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.

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. Discrepant data are being reported for some cases because some states are

struggling to identify numbers of clients being served. Correcting discrepancies in data is a priority. 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.

Desk monitoring and tracking of performance report data occur quarterly in the state-administered program and 3 times per year in the Matching Grant program. 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, states and grantees conduct regular monitoring of ORR-funded contracts and grants.

### Measure by Measure Performance

**LONG-TERM STRATEGIC GOAL: By 2012, grantees will achieve an 85 percent entered employment rate (EER).** States with an EER of less than 50 percent will be 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 will be expected to achieve an annual increase of at least 3 percent of the prior year's performance. Average national EER's will be calculated a) for all states, b) for all except the 2 states with the largest caseloads, and c) for each of the 2 cohorts listed above. ORR expects to establish performance objectives for each of these categories. Actual progress achieved toward long-term goals has not been measured as of this date because ORR must consult with the states prior to implementation.

FY 2005 –2006 targets increases for the state-administered and the Matching Grant programs are based on a baseline year of 2002 annual percentage actual outcomes achieved. Shortfalls have occurred in past years due to a downturn in the economy, the temporary halt of refugee admissions following the terrorist attacks of September, 2001, and subsequent additional refugee security clearances required overseas prior to travel to the U.S. as a result of the attacks.

### Performance in the State-Administered Program:

Starting in FY 2003, performance goals were calculated as percentage increases of the prior year's actual percentage outcome as opposed to raw numbers. The reason for the change was to allow for fluctuations in the caseload since states base their employment goals on projected caseloads. ORR tracks state and county performance throughout the year.

- 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. (Modified).** (Former Measure: Increase percent of refugees entering employment through ACF-funded refugee employment services by at least 3 percentage points annually from prior year.)  
*Data Source: ORR 6*

In FY 2003, the entered employment target was 55.05 percent, and the actual was 45 percent (which was down from the FY 2002, where 53.45 percent of the caseload became employed (a

1.42 percentage point increase compared with the target set for FY 2002 and a 2.94 percentage point increase compared with FY 2001 performance)). In FY 2002, 19 states exceeded the FY 2001 actual number of clients they served. In FY 2002, 24 states improved their rate of employment compared with FY 2001.

**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. (Modified)** (Former Measure: Increase the percent of 90-day job retention as a subset of all entered employment by at least 3 percentage points annually from the prior year.)  
*Data Source: ORR-6*

In FY 2003, the entered employment with health benefits rate was 60 percent, below target and down from the 2002 rate. In FY 2002, the entered employment with health benefits target was 71.00 percent of full-time placements. In FY 2002, 63.60 percent of the full-time placements had health benefits available (a 7.31 percent decrease compared with the target set for FY 2002 and a 5.24 percent decrease compared with FY 2001 performance). In FY 2002, 14 states increased their rate of health benefits available compared with FY 2001. However, some of the larger states like Florida (43 percent) and California (37 percent) lowered the national rate on this measure. In FY 2005 the entered employment with health benefits goal will be calculated by increasing the prior year's performance by at least 3 percent.

**1.2c. Increase the percent of refugee cash assistance cases closed due to employment by at least three percent annually as a subset of all entered employment from the prior year. (Modified)**  
*Data Source: ORR-6*

Originally this performance measure was computed in raw numbers. In FY 2002, the measure was changed to percentage of cases closed due to employment, in relation to all who enter employment. This measure was dropped in FY 2003 as it is a process or output measure; measure 1.2a is more outcome-oriented.

**1.2d. Increase the percent of 90-day job retentions as a subset of all entered employments by at least 3 percent of the prior year's actual percentage outcome. (Modified)**  
*Data Source: ORR-6*

In FY 2003, 70 percent of refugees who found employment retained it for at least 90 days, down from FY 2002, where 77.20 percent of refugees who found employment retained their employment for at least 90 days (4.17 percent increase compared with the target set for FY 2002 and 6.3 percent increase compared with FY 2001 performance.). While some refugees working in airports and other companies affected by the terrorist attacks and the sluggish economy were laid off, states did amazingly well helping such a large number of refugees retain their employment for at least 90 days. In FY 2004 the employment retention goal will be calculated by increasing the prior year's actual percentage outcome by at least 3 percent.

Beginning with FY 1996, states (and California counties) submit an end-of-year report to ORR comparing projected annual targets with actual targets achieved for each of the six 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.

When setting targets for each measure, states are asked to establish targets aimed at improving 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. 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, data on each state's or county's annual targets and actual performance for the six measures are published in the Annual Report to Congress. The publicity serves as an incentive for improved performance.

In the state-administered program, FY 2004 and FY 2005 targets are calculated using a new baseline year of FY 2002 actual percentages achieved. Because of the extreme shortfalls that have occurred in past years, entered employment targets will be calculated by first determining the number of persons who entered employment divided by the number of persons in the actual unduplicated caseload, to arrive at the percent of persons who entered employment. Annual increases will be projected for the number of refugees entering employment relative to the caseload, expressed as a percentage. This calculation is the basis for setting targets.

### **CY 2002 Performances in the Matching Grant Voluntary Agency Program**

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 during the first four months after arrival. Both of these features contribute to the high success rate for past year performances in this program. The performance measures are focused on the two most critical program goals: entered employments and the proportion of cases that are self-sufficient at four months after arrival in the U.S.

ACF requires nonprofit agencies participating in the Matching Grant Voluntary Agency Program to set outcome goals each year on five outcome measures negotiated with the Matching Grant agencies. Only the first two outcome measures are included in this annual performance plan and report.

- 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

**1.2e. Increase the percent of refugees who enter employment through the Matching Grant program as a subset of all MG employable adults by at least 3 percent of the prior year's actual percentage outcome. (Modified)** (Former Measure: Increase the number of refugees who enter employment through the Matching Grant (MG) program as a subset of all MG employable adults by at least 5% annually from the prior year's actual performance.)

*Data Source: Matching Grants Progress Reports*

- 1.2f. Increase the percent of MG refugee families (cases) that are self-sufficient (not dependent on any cash assistance) within the first four months after arrival by at least 3 percent of the prior year's performance. (Modified)** (Former Measure: Increase the number of refugee families (cases) that are self-sufficient (not dependent on any cash assistance) within the first 4 months after arrival by at least 4% annually from the prior year's actual performance.)  
*Data Source: Matching Grant Progress Reports*

In CY 2003, 70 percent of refugee families were self-sufficient; the target was 74.16 percent, and targets increase by 3 percent each year. ORR has implemented a number of strategies aimed at challenging states to improve performance for targets that were not achieved. ORR publishes State and Matching Grant 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 and Matching Grant Program grantees to achieve mutually acceptable goals. Starting CY 2004, the caseloads for each nonprofit agency participating in the Matching grant program will be based on the ability of the agencies to meet the self-sufficiency goals of the program.

ORR continues to focus on performance and encourages grantees to be ambitious but realistic in setting goals. ORR negotiates annual goals with each of its grantees and stresses continuous improvement. The extent to which ORR can predict future performance is limited, because of the emergency humanitarian nature of the refugee resettlement program. Response to international mass migrations of persecuted persons, such as the asylees and the Somali Bantus from Somalia, places additional demands on our domestic resettlement partners by dramatically increasing the numbers of refugees receiving ORR services. However, our service network continues to place large numbers of newly arrived refugees in jobs each year.

**1.3 SOCIAL SERVICES BLOCK GRANT**

**Program Performance Table**

Performance Measures	Targets	Actual Performance	Reference
1.3a. Maintain the number of child recipients of day care services funded wholly or in part by SSBG funds at the FY 1998 baseline.	FY 04: Dropped FY 03: 2,399,827 FY 02: 2,399,827 FY 01: 2,399,827	FY 03: 4/2005 FY 02: 2,839,077 FY 01: 3,151,000 FY 00: 2,834,703 FY 99: 2,620,938 FY 98: 2,399,827 FY 97: 2,207,622 FY 96: 1,863,160 FY 95: 1,697,606	

Performance Measures	Targets	Actual Performance	Reference
1.3b. Maintain the number of adult recipients of home based services funded wholly or in part by SSBG funds at the FY 1998 baseline.	FY 03: Dropped FY 02: 339,253 FY 01: 339,253	FY 03: 07/05 FY 02: 358,637 FY 01: 260,937 FY 00: 467,478 FY 99: 506,707 FY 98: 339,253 FY 97: 259,464 FY 96: 258,828 FY 95: 279,497	
1.3c. Increase the number of adult recipients of special services for the disabled funded wholly or in part by SSBG funds by 5% annually from the FY 1998 baseline.	FY 03: Dropped FY 02: 328,729 FY 01: 313,075	FY 03: 7/05 FY 02: 955,756 FY 01: 912,661 FY 00: 974,587 FY 99: 708,129 FY 98: 298,167 FY 97: 470,723 FY 96: 317,101 FY 95: 243,931	
1.3d. Maintain the number of recipients of child protective services funded wholly or in part by SSBG funds at the FY 1998 baseline.	FY 03: Dropped FY 02: 1,302,895 FY 01: 1,302,895	FY 03: 7/2005 FY 02: 1,539,718 FY 01: 1,411,427 FY 00: 1,081,446 FY 99: 1,312,736 FY 98: 1,302,895 FY 97: 1,037,860 FY 96: 1,147,397 FY 95: 1,100,303	
1.3e. Increase the number of recipients of information and referral services funded wholly or in part by SSBG funds by 2% annually from the FY 1998 baseline.	FY 03: Dropped FY 02: 1,348,171 FY 01: 1,321,736	FY 03: 7/2005 FY 02: 1,495,280 FY 01: 1,439,530 FY 00: 1,580,742 FY 99: 1,655,337 FY 98: 1,295,820 FY 97: 815,251 FY 96: 816,734 FY 95: 1,068,087	

**Data issues:** The latest data that exist for all SSBG measures is from FY 2002. The FY 2002 data are considerably more complete and accurate than data from FY 2000 and previous years. The Department has taken steps to improve the clarity of reporting on services provided with these funds. To improve the data quality for reporting SSBG expenditures, we have revised the post-expenditure reporting form. The revised form and new instructions are intended to improve the consistency of reporting among states and reduce discrepancies in reporting methodology. OMB has approved the revised reporting form, which will be used by states beginning with reporting for FY 2002. SSBG data contain multi-year information and some of the dollars spent on services in FY 2001 may have been transferred from previous years or other programs.

States report both total expenditures and SSBG expenditures. Total expenditures include all other Federal, state, and local funds for each service that received SSBG funds. The complexity of many states' financial systems makes it difficult for them to provide accurate data on other sources of funds being applied to each of these services. The Office of Community Services (OCS) will continue to coordinate with other agencies and organizations to review and assess shifts in funding priorities in order to project accomplishment of ACF performance targets.

OCS assists states in improving data collection and reporting. States regularly validate their data. We discuss difficulties arising through validation with states and provide technical assistance where practical. While several difficulties and challenges exist, considerable improvement has been made to assist more states to report, and continuous progress is being made to increase validation rates and make the data more usable.

### **Measure by Measure Performance**

There were five performance measures for SSBG, all of which have been dropped. The results from FY 2002 show that SSBG met all of its performance targets that year. Discussion of the former measures follows:

The performance measures for the SSBG program are based on aggregate data from the 50 states and the District of Columbia. Aggregating SSBG data provides a general understanding of how states are spending SSBG allocations and who is receiving the services funded by the SSBG. However, because data are aggregated, it is difficult to identify the specific strategies or actions that influenced any changes in the data, including improvements in meeting the performance measure targets. Some possible explanations may include changes in states' planning processes to maintain service levels and an increase in client needs for particular services.

### **FY 2003 Plan**

#### **1.3a. Maintain the number of child recipients of day care services funded wholly or in part by SSBG funds at the FY 1998 baseline.**

*Data Source: SSBG expenditure and post-expenditure reports*

While the number of child recipients of day care services funded wholly or in part by SSBG exceeds the target for 2002, it is a slight drop from 2001. 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.

### **FY 2002 Plan**

#### **1.3b. Maintain the number of adult recipients of home based services funded wholly or in part by SSBG funds at the FY 1998 baseline.**

*Data Source: SSBG expenditure and post expenditure reports*

While the number of adult recipients of home-based services funded wholly or in part by SSBG exceeds the target for 2002, there has been an overall decrease in the number of recipients since 2001. During the last 3 years, states have increased SSBG funding for home-based services.

**1.3c. Increase the number of adult recipients of special services for the disabled funded wholly or in part by SSBG funds annually from the FY 1998 baseline.**

*Data Source: SSBG expenditure and post-expenditure reports*

The number of adult recipients of special services for the disabled funded wholly or in part by SSBG exceeds the target for 2002 and has increased overall since the 1998 baseline. During the last 3 years, states have increased SSBG funding for special services for the disabled. This measure was dropped in FY 2004.

**FY 2003 Plan**

**1.3d Maintain the number of recipients of child protective services funded wholly or in part by SSBG funds at the FY 1998 baseline.**

*Data Source: SSBG expenditure and post-expenditure reports*

The following measure was dropped in FY 2003. As SSBG funds are reduced in other services, it is anticipated that I & R services will increase.

The number of child recipients of child protective services funded wholly or in part by SSBG exceeds the target for 2002 and increased since 2001. During the last 3 years, states have increased SSBG funding for child protective services.

**FY 2002 Plan**

**1.3e. Increase the number of recipients of information and referral services funded wholly or in part by SSBG funds annually from the FY 1998 baseline.**

*Data Source: SSBG expenditure and post-expenditure reports*

While the amount of SSBG funding that states have allocated to information and referral services has fluctuated during the past 3 years, the number of recipients of information and referral services funded wholly or in part by SSBG exceeds the target for 2002.

**ACF GOAL 1, STRATEGIC OBJECTIVE 2: INCREASE INDEPENDENT LIVING**

**Approach for Strategic Objective:** Promote asset accumulation among lower income working families, increasing their personal assets for education, home-ownership and small business capitalization.

**2.1 ASSETS FOR INDEPENDENCE (INDIVIDUAL DEVELOPMENT ACCOUNTS)**

**Program Performance Table**

<b>Performance Measures</b>	<b>Targets</b>	<b>Actual Performance</b>	<b>Reference</b>
2.1a. The number of participants that have opened IDA accounts.	FY 03: Dropped FY 02: 5,389 FY 01: baseline year	FY 03: 13,835* FY 02: (data not avail for this year) FY 01: 4,037	
2.1b. The number of	FY 03: Dropped	FY 03: 8,990*	

<b>Performance Measures</b>	<b>Targets</b>	<b>Actual Performance</b>	<b>Reference</b>
participants receiving financial literacy education and asset-related training/services.	FY 02: 5,945 FY 01: baseline year	FY 02: (data not avail) FY 01: 4,453	
* FY 2003 actuals are preliminary data on active accounts.			
2.1c. Increase small business capitalization, homeownership and post-secondary education acquisition by low-income working families. [O][E](Developmental)	FY 06: TBD FY 05: baseline year	FY 05: TBD FY 04: baseline	HHS 6.4

**Data issues:** The Assets for Independence Act allocates up to \$500,000 per year of the appropriated funds to evaluate the overall demonstration program, in addition to the funds required for data collection. The agency requires the grantee to provide a well thought-out plan for collecting, validating and reporting the necessary data in a timely fashion. Grantees are encouraged to identify the categories of data it believes would facilitate the management information, reporting, and evaluation processes. Grantees must agree to cooperate with the evaluation of the national program 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.

### Measure by Measure Performance

**PROGRAM GOAL – Stability and Self-sufficiency:** To increase family stability and self-sufficiency through the accumulation of assets using a matched savings/investment program.

#### 2.2c. Increase homeownership, post-secondary education and small business capitalization acquisition by low-income working families (Developmental).

*Data Source: Annual progress reports*

With the completion of IDA accounts, clients will have developed a rigorous investment plan, we have deposited significant amounts of savings, and will be primed to progress toward acquisition of an asset, the next step in the process of economic self-sufficiency. Account holders will have acquired an appreciable asset – a first home, a new business, or enrollment in post-secondary education. Account holders will have completed both 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 and career planning. These assets have increased quality of life, intergenerational economic and educational performance and family stability, and have reduced the likelihood of the family suffering from adverse events.

ACF is collecting information on clients' progress toward these goals in their transition out of poverty, e.g., the number of clients completing their IDA accounts and the number acquiring an appreciable asset. These measures track account holders' achievement toward goals of economic self-sufficiency and entry into the economic mainstream.

**ACF GOAL 1, STRATEGIC OBJECTIVE 3: INCREASE PARENTAL RESPONSIBILITY**

**Approach for the Strategic Objective:** Establish paternity for children born out of wedlock and ensure that parents support their children.

**3.1 CHILD SUPPORT ENFORCEMENT**

**Program Performance Table**

Performance Measures	Targets	Actual Performance	Reference
<b>LONG-TERM STRATEGIC GOALS:</b>			
(1) Increase annual child support distributed collections up to \$30 billion by FY 2008 and up to \$40 billion by FY 2013.			
(2) Increase the CSPIA cost-effectiveness ratio up to \$4.63 by FY 2008 and up to \$5.00 by FY 2013.			
<i>PROGRAM GOAL: All children have parentage established</i>			
<i>Objective: Increase the number of paternities established, particularly those established within one year of birth.</i>			
3.1a. Maintain the paternity establishment percentage (PEP) among children born out of wedlock. (This includes not only current paternity established cases but also completion of backlogs of older IV-D cases.) [O]	FY 06: 98% FY 05: 98% FY 04: 98% FY 03: 98% FY 02: 97% FY 01: 96.5% FY 00: 96% FY 99: 96%	FY 06: FY 05: FY 04: 9/2005 FY 03: 96% FY 02: 95% FY 01: 91% FY 00: 95% FY 99: 106%	<b>HHS 7.3</b>
<i>PROGRAM GOAL: All children in IV-D cases have financial and medical support orders.</i>			
<i>Objective: Increase the percentage of IV-D cases with orders for financial support.</i>			
3.1b. Increase the percentage of IV-D cases having support orders. [O]	FY 06: 72% FY 05: 71% FY 04: 70% FY 03: 67% FY 02: 64% FY 01: 62% FY 00: 76% FY 99: 74%	FY 06: FY 05: FY 04: 9/2005 FY 03: 72% FY 02: 70% FY 01: 66% FY 00: 62% FY 99: 60%	<b>HHS 7.3</b>
<i>PROGRAM GOAL: All children in IV-D cases receive financial and medical support from both parents.</i>			

<b>Objective:</b> Increase the collection rate.			
3.1c. Increase the IV-D collection rate for current support. [O]	FY 06: 62% FY 05: 61% FY 04: 60% FY 03: 58% FY 02: 55% FY 01: 54% FY 00: 71% FY 99: 70%	FY 06: FY 05: FY 04: 9/2005 FY 03: 58% FY 02: 58% FY 01: 57% FY 00: 56% FY 99: 53%	<b>HHS 7.3</b>
<b>Objective:</b> Increase paying cases.			
3.1d. Increase the percentage of paying cases among IV-D arrearage cases. [O]	FY 06: 64% FY 05: 63% FY 04: 62% FY 03: 61% FY 02: 55% FY 01: 54.5% FY 00: 46% FY 99: 46%	FY 06: FY 05: 9/2006 FY 04: 9/2005 FY 03: 60% FY 02: 60% FY 01: 59% FY 00: 57% FY 99: 55%	<b>HHS 7.3</b>
<b>Objective:</b> Make the process more efficient and responsive.			
3.1e. Increase the cost-effectiveness ratio (total dollars collected per \$1 of expenditures). [E]	FY 06: \$4.49 FY 05: \$4.42 FY 04: \$4.35 FY 03: \$4.25 FY 02: \$4.20 FY 01: \$4.00 FY 00: \$5.00 FY 99: \$5.00 FY 98: baseline year	FY 06: FY 05: 9/2006 FY 04: 9/2005 FY 03: \$4.32 FY 02: \$4.13 FY 01: \$4.18 FY 00: \$4.21 FY 99: \$3.94 FY 98: \$4.00	<b>HHS 7.3</b>

**Data issues:** States currently maintain information on the necessary data elements for the five program measures. Most states use an automated system to maintain these data, while a few maintain the data manually. All states were required to have a comprehensive, statewide, automated CSE system in place by October 1, 1997. In FY 2003, fifty states and two Territories indicated compliance with the single statewide child support enforcement automation requirements of the Family Support Act of 1998. Fifty two states/Territories are FSA-certified. Forty-nine states and Territories have been PRWORA certified as of May 19, 2004. 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 will 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 Audit Division has completed the FY 2002 data reliability audits. For FY 2000 actual data, the reliability standard was 90 percent, but for FY 2001 and succeeding years, the standard increased



to 95 percent. ACF has greater confidence in the data for actual performance at this higher standard.

### Measure by Measure Performance

#### **LONG-TERM STRATEGIC GOALS:**

**(1) Increase annual child support distributed collections up to \$30 billion by FY 2008 and up to \$40 billion by FY 2013.** This goal supports the ACF strategic goal to increase economic independence and productivity for families.

**(2) Increase the CSPIA cost-effectiveness ratio up to \$4.63 by FY 2008 and up to \$5.00 by FY 2013.** (The CSPIA cost-effectiveness measure is the ratio of distributed child support collections to administrative costs. The program will distribute \$5 in child support for every \$1 spent to administer the program.) This goal supports ACF's strategic goal to manage resources to improve performance.)

**PROGRAM GOAL:** All children have parentage established.

**Objective:** Increase the number of paternities established, particularly those established within one year of birth.

**3.1a. Maintain the paternity establishment percentage (PEP)\* among children born out of wedlock.**

\*Number of Children in State with Paternity Established or Acknowledged during the FY ÷ Number of Children in State Born Out-of-Wedlock in the Preceding FY

*Data Source: OCSE Form 157*

This measure 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 either the IV-D PEP or a statewide PEP. States have chose to measure PEP statewide. The statewide PEP was selected because most states indicated they would use the statewide PEP as well. The rates above include paternities established by both the IV-D program and hospital-based programs. Maintaining the target rate in FY 2006 requires states to keep up with establishing paternities on out-of-wedlock births while continuing to handle backlogs of older IV-D cases needing paternity established.

ACF will implement early interventions through expanding hospital-based paternity establishment programs and partnering with birth record agencies, pre-natal clinics and other entities and encouraging voluntary acknowledgments, in accordance with the requirements of PRWORA.

In collaboration with partners and stakeholders, ACF will explore a variety of activities to help individuals better understand their parental responsibilities, including contributing to direct education programs in high schools, counseling, public awareness campaigns, public service announcements, and brochures about the CSE program.

**PROGRAM GOAL:** All children in IV-D cases have financial and medical support orders.

**Objective:** Increase the percentage of IV-D cases with orders for financial support.

**3.1b. Increase the percentage\* of IV-D cases having support orders.**

\*Number of IV-D Cases with Support Orders ÷ Number of IV-D Cases

*Data Source: OCSE Form 157*

This measure indicates achievement of the performance target by comparing the number of IV-D cases with support orders, which are required to collect child support, with the total number of IV-D cases. ACF projected a slight increase in the target rate for FY 2006 based on the FY 2002 actual of 70 percent. Increasing performance requires more effort as new child support cases are added to state workloads each year, increasing the overall caseload needing services.

PRWORA provides 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, setting the stage for order establishment; and requires that all states enact the Uniform Interstate Family Support Act which grants states expansive long-arm jurisdiction allowing them to establish support orders against non-residents, thus avoiding the lengthy two-state process.

In FY 2002, approximately 11.2 million cases had support orders established out of a total 15.9 million IV-D cases (70 percent). This reflects an increase of 4 percent over the previous year (approximately 10.8 million support order cases out of 16.2 million IV-D cases were established). The FY 2003 target was increased based on the actual performance in FY 2001. PRWORA has provided states with administrative authority and other means of more effectively establishing orders. State staffing levels remain about the same while IV-D caseloads with support orders continue to increase slightly, making this target difficult to increase.

**PROGRAM GOAL:** All children in IV-D cases receive financial and medical support from both parents.

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.

**Objective:** Increase the IV-D collection rate.

**3.1c. Increase the IV-D collection rate\* for current support.**

\*Collections on Current Support in IV-D Cases ÷ Current Support Amount Owed in IV-D Cases

*Data Source: OCSE Form 157*

This measure, 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. OCSE is projecting small increases in the performance targets for FY 2005 and 2006.

ACF will focus on improved enforcement techniques emphasizing automated mechanisms for enforcement, collections and payments to families. ACF will emphasize improving the numerous processes that result in the support of children. These improvements include: (1) simplifying the payment process; (2) reducing barriers to non-custodial parents providing support payments; (3) increasing the number of cases handled using automated systems; (4) using alternative disposition strategies such as consensual agreements and other non-judicial agreements; (5) improving interstate case processing; (6) increasing coordination and integration of services with other agencies; and (7) increasing access to services.

Historically, the total amount of child support distributed as current support in FY 2002 was \$15.1 billion, approximately a 6 percent increase over FY 2001. The total amount of current support due in FY 2002 was \$26.2 billion, which is approximately a 6 percent increase over FY 2001. This provides a collection rate for current support of 58 percent. We increased the FY 2005 and 2006 targets based on the actual performance in FY 2001. OCSE is committed to achieving a higher performance level by focusing on improved enforcement techniques and ensuring more reliable data. Particular emphasis will be placed on automated mechanisms for enforcement, collections, and payments to families. These efforts have been enhanced by PRWORA, which provides states with new hire reporting, uniform procedures for interstate cases, centralized collection and disbursement, and enhanced wage-withholding procedures.

### **Cases Paying Toward Arrearages**

**Objective:** Increase paying cases.

#### **3.1d. Increase the percentage\* of paying cases among IV-D arrearage cases.**

\*Number of IV-D Cases Paying Toward Arrears ÷ Number of IV-D Cases with Arrears Due

*Data Source: OCSE Form 157*

This measure compares total number of IV-D cases paying any amount toward arrears to the total number of IV-D cases with arrears due for a total rate on payments toward arrears. More direct measurement of a national arrearage collection rate is impossible because states have laws that count arrears in widely varying ways. Some new cases enter the caseload with arrearages already accrued before the state can take any action. This measure, developed by the state/Federal Incentive Formula effort, has been incorporated into the revised OCSE Strategic Plan.

Obtaining payment of arrears is often difficult. 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. Focus will be placed on improved enforcement techniques emphasizing automated mechanisms for enforcement, collections and payments to families.

As stated above, OCSE is projecting increases in performance targets for FY 2005 and 2006. Trend data indicate that arrearage in caseload is increasing which makes achieving these targets all the more challenging.

There were 10.6 million cases with arrearages due in FY 2002 which was a 3 percent increase from FY 2001. Total cases paying toward arrearages was 6.3 million in FY 2002, a 4 percent increase over FY 2001. This provides a percentage of paying cases among IV-D arrearage cases of 60 percent. We increased the FY 2004, 2005, and 2006 targets based on the actual performance in FY 2001. OCSE will focus on improved enforcement techniques emphasizing automated mechanisms for enforcement, collections, and payments to families.

### **Collections and Expenditures**

**Objective:** Make the process more efficient and responsive.

#### **3.1e. FY 2004: Increase the cost-effectiveness ratio\***

\*Total of IV-D Dollars Collected ÷ Total of IV-D Dollars Expended

*Data Sources: OCSE Forms 34A and 396A.*

This measure directly indicates achievement of the performance target by comparing total IV-D dollars collected by states with total IV-D dollars expended by states. Increasing the target rate for FY 2006 requires greater effort because the total amount of child support owed increases each year. For example, in FY 2002, the IV-D caseload decreased slightly but the total amount of arrearages due for all fiscal years increased by 4.8 percent.

Under current law, cost effectiveness is being phased out as the sole determinant for incentive payments. It is important to monitor the allowable costs of the program in relation to the amount collected. We 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.

In FY 2002, while we did miss the target, collections reached a record high of \$20.1 billion, a six percent increase from the previous fiscal year. The inter-state collections totaled \$1.2 billion. In FY 2003, \$21 billion was collected for child support, representing a 34 percent increase since 1999, benefiting 16 million families in FY 2003. A record \$1.6 billion in delinquent child support was collected in tax year 2003 using the tax refund and administrative offset. More than 1.6 million families benefited from these tax collections.

Using the Child Support Performance and Incentive Act cost effectiveness ratio, the national ratio is \$4.13 in FY 2002. The collections distributed (\$20.1 billion), inter-state collections (\$1.2 billion), and fees retained by other states (-\$5 million) total \$21.3 billion. The administrative

expenditures (\$5.2 billion), less the non-IV-D costs (\$16 million), total approximately \$5.2 billion in FY 2002. States have slightly decreased administrative investments in automated data processes (down 2 percent in FY 2002). These expenditures are expected to be maintained in future years to improve the efficiency of state programs through automated systems. State administrative expenditures are included in Federal audits.

**ACF GOAL 1, STRATEGIC OBJECTIVE 4: INCREASE AFFORDABLE CHILD CARE**

**Approach for the Strategic Objective:** Increase access to affordable, quality child care for low-income, working families.

**4.1 CHILD CARE: AFFORDABILITY**

**Program Performance Table**

Performance Measures	Targets	Actual Performance	Reference
<b>PROGRAM GOAL – ACCESS: Increase the number of children of low-income working families and families in training and education who have access to affordable child care.</b>			
<i>Objective: Increase access to affordable child care for low-income working families.</i>			
4.1a. Maintain the proportion of children served through CCDF, TANF, and SSBG as compared to the number of children in families with income under 150% of the Federal Poverty Level. [O]	FY 06: 2.5 FY 05: 2.5 FY 04: 2.5 FY 03: 2.5 FY 02: baseline year  (numbers expressed in millions; proportions to be reported later in FY 2006.)	FY 05: FY 04: 12/2005 FY 03: 2.51 FY 02: 2.54 FY 01: 2.51 FY 00: 2.45 FY 99: 2.15 (pre-baseline)	HHS 6.1 & 7.1
Long-term outcome measure: Reduce the percentage of TANF families with children that are exempt from employment participation because child care is unavailable to 1 percent by FY 2009.			
4.1b Decrease the percentage of TANF families for which lack of available child care is a barrier to employment. (Developmental.) [O]	FY 06: TBD FY 05: baseline year	FY 06: TBD FY 05: baseline	
<b>PROGRAM GOAL – AVAILABILITY: Improve the availability of child care services for low-income working families.</b>			
<i>Objective: Increase the supply of child care available to low-income working families</i>			
4.1c. Increase the proportion of centers and homes willing to serve families and	FY 06: TBD FY 05: TBD FY 04: baseline year	FY 05: 12/2006 FY 04: baseline	

Performance Measures	Targets	Actual Performance	Reference
children receiving child care subsidies. [E]; developmental.			

**NOTE:** ACF has developed new outcome-oriented long-term and annual performance measures as a result of the FY 2006 PART.

**Data issues:** While the Child Care Bureau 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 redesigned the Federal Child Care Information System (FCCIS) during FY 2003 and deployed the new Child Care Bureau Information System (CCBIS) in September of 2003. Following a period of parallel processing to test and validate the CCBIS, the FCCIS was phased out in January 2004. The CCBIS is a web-enabled system that allows federal staff to access CCB information/statistics, e.g., data obtained from the ACF-700 Report, ACF-800 Report, and the ACF-801 Report.

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 provided to all states and Territories on reporting requirements and submission procedures.

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, 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.

One major TA resource, the Child Care Automation Resource Center (CCARC) is used by the states, Territories, and Tribes for interactive and immediate TA to resolve data collection problems. A unique feature of CCARC is the development of two software utilities (Child Care Data Viewer and Tribal Child Care Data Tracker), which enable states, Territories, and Tribes to use the data submitted to the Bureau for their own (local) purposes. In addition, the Bureau's State Data and Research Capacity Grants support states in developing their capacity to report accurate data.

### **Measure by Measure Performance**

**PROGRAM GOAL – ACCESS:** Maintain the number of children of low-income working families and families in training and education who have access to affordable child care.

**Objective:** Maintain access to affordable child care for low-income working families.

**4.1a. Maintain the proportion of children served through CCDF, TANF, and SSBG as compared to the number of children in families with income under 150 percent of the Federal Poverty Level.**

*Data Source: Child counts for CCDF are obtained from state aggregate and case-level reports. In the absence of comparable TANF and SSBG child counts, the Child Care Bureau models children served through these programs. 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.*

**4.1b Reduce the percentage of TANF families with children that are exempt from employment participation because child care is unavailable to 1 percent by FY 2009 (long-term measure; developmental);**

**Decrease the percentage of TANF families for which lack of available child care is a barrier to employment (annual measure; developmental).**

*Data Source: Potential sources of data being explored include state TANF reports, the National Directory of New Hires, and national survey data through the National Household Education Survey.*

This developmental measure is based on research demonstrating a correlation between child care assistance and labor force attachment. ACF plans to develop a long-term performance measure that relates to the role of child care subsidy receipt in promoting the employment and self-sufficiency of families transitioning from TANF.

**PROGRAM GOAL – AVAILABILITY:** Improve the availability of child care services for low-income working families.

**Objective:** Increase the supply of child care available to low-income working families.

**4.1c. Increase the proportion of centers and homes willing to serve families and children receiving child care subsidies (Developmental).**

*Data Source: ACF Forms 800 and 801 Aggregate Reports; Children's Foundation surveys*

This measure is under development.

## ACF STRATEGIC GOAL 2: IMPROVE HEALTHY DEVELOPMENT, SAFETY, AND WELL-BEING OF CHILDREN AND YOUTH

### ACF GOAL 2, STRATEGIC OBJECTIVE 5: INCREASE THE QUALITY OF CHILD CARE

**Approach for the Strategic Objective:** Provide high quality early childhood programs, such as Head Start and accredited child care programs, so that early childhood experiences enhance children's development and school readiness.

#### 5.1 CHILD CARE: QUALITY

##### Program Performance Table

Performance Measures	Targets	Actual Performance	Reference
<i>PROGRAM GOAL – QUALITY: The quality of child care services and developmental outcomes for children will improve over time.</i>			
<i>Objective: Increase quality as recognized by national accreditation and certification.</i>			
5.1a. Increase by 10 percent the number of regulated child care centers and homes nationwide accredited by a recognized early childhood development professional organization.	CY 06: 13,468 CY 05: 13,244 CY 04: 12,040 CY 03: 9,822 CY 02: 9,725 CY 01: 9,630 CY 00: baseline year	CY 05: CY 04: 12/2005 CY 03: 10,945 CY 02: 9,241 CY 01: 9,237 CY 00: 9,535	HHS 7.2
<i>Objective: Increase the basic health, safety, and quality of child care.</i>			
(Old) 5.1b. 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.	FY 05: Dropped FY 04: 28 FY 03: baseline year	FY 04: 12/2005 FY 03: 22	HHS 7.2
Long-term outcome measure: 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 three or more school readiness skills from 32% in 2001 to 42% in 2011. [O]			
5.1c 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	FY 06: 25 FY 05: 15 FY 04: 10 FY 03: baseline year	FY 06: FY 05: FY 04: 12/2005 FY 03: 3	HHS 7.2



<b>Performance Measures</b>	<b>Targets</b>	<b>Actual Performance</b>	<b>Reference</b>
standards and are linked to the education and training of caregivers, preschool teachers, and administrators.  Previous measure: Increase the percentage of children from child care settings who enter kindergarten equipped with the skills needed to succeed in school. [O]	FY 04: Replaced FY 03: 46% FY 02: 45% FY 01: baseline year	FY 02: dropped FY 01: 44%	
Note: total N=56 (50 states, the District of Columbia, and five Territories)			

**NOTE:** ACF has developed new outcome-oriented long-term and annual performance measures as a result of the FY 2006 PART.

**Data issues:** As discussed in Strategic Goal 1, 4.1 Child Care: Affordability, the Bureau has worked with states and Territories for several years to develop appropriate and achievable program goals and measures. The goals and measures in this document reflect the consensus-building and participatory process.

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.

The Child Care Bureau will use data collected from the National Household Education Survey (NHES), for its long-term outcome measure related to school readiness. NHES, which (biennially) provides indicators of school readiness among a nationally representative sample of children ages 3 to 5 from child care settings, will be 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.

### **Measure by Measure Performance**

**PROGRAM GOAL – QUALITY:** The quality of child care services and developmental outcomes for children will improve over time.

**Objective:** Increase quality as recognized by national accreditation and certification.

**5.1a. Increase by 10 percent the number of regulated child care centers and homes nationwide accredited by recognized early childhood development professional organizations and accrediting entities.**

*Data Source: National Association for Family Child Care, the National Association for the Education of Young Children, and the National School-Age Care Alliance*

The above performance goal 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 data needed for reporting performance on this measure are furnished by the National Association for Family Child Care, the National Association for the Education of Young Children (NAEYC), and the National School-Age Care Alliance. These independent national bodies are credible sources of information about provider accreditation and certification.

The 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 intends to explore options for collecting this state-specific information.

**Objective:** Increase the basic health, safety, and quality of child care.

**5.1b. Increase the number of states that have established voluntary guidelines on literacy, language, pre-reading, and numeracy for children ages 3 to 5 . (Replaced)**

*Data Source: Biennial State Plan Preprints.*

Under the Administration's *Good Start, Grow Smart* initiative, 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 language, 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, we believe this measure will serve as an indicator of child outcomes.

**Data Issues:** The CCDF State Plan Preprint has been revised to require states to provide information about their progress in implementing the components of *Good Start, Grow Smart*. On a biennial basis, the information for this measure will be available through State Plans. The CCDF reauthorization proposals receiving serious 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.

**5.1c. 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 (long-term target); 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 (annual measure).**

*Data Source: National Household Education Survey (2001).*

**Previous: Increase the percentage of children from child care settings who enter kindergarten equipped with the skills needed to succeed in school.**

This long-term outcome measure assesses progress toward increasing the percentage of children who have spent time in child care settings who enter kindergarten with the skills, knowledge, and dispositions they need to succeed in school. The baseline for this measure is FY 2001, taken from the 2001 National Household Education Survey (NHES). A sub-survey of NHES, the Early Childhood Program Participation (ECPP) 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). The Bureau will explore state-specific and other data sources to validate the data received through NHES.

**5.2 HEAD START**

**Program Performance Table**

Performance Measures	Targets	Actual Performance	Reference
<b><i>PROGRAM GOAL: Enhance Children’s Growth and Development.</i></b>			
<b><i>Objectives:</i></b> <i>(1) Children demonstrate improved emergent literacy, numeracy, and language skills, and</i> <i>(2) Children demonstrate improved general cognitive skills.</i>			
5.2a. Achieve at least an average 34 percent gain (12 scale points) in word knowledge for children completing the Head Start program.[O]	FY 06: 34% FY 05: 34% FY 04: 34% FY 03: 32% FY 02: 32% FY 01: 10 FY 00: baseline year	FY 05: FY 04: 1/2006 FY 03: 32 % FY 02: 10 (32%) FY 01: 10 (32%) FY 00: 10 (32%)	<b>HHS 7.2</b>  HHS Strategic Plan FY 2009 Target: 36%
5.2b. Achieve at least an average 52 percent gain (4 scale points) in mathematical skills for children completing the Head Start program.[O]	FY 06: 52% FY 05: 52% FY 04: 52% FY 03: 43% FY 02: 43% FY 01: 3 FY 00: baseline year	FY 05: FY 04: 12/2006 FY 03: 12/2005 FY 02: 3 (43%) FY 01: 3 (43%) FY 00: 3 (43%)	<b>HHS 7.2</b>

Performance Measures	Targets	Actual Performance	Reference
5.2c. Achieve at least an average 70 percent gain (3.4 scale points) in letter identification for children completing the Head Start program. [O]	FY 06: 70% FY 05: 70% FY 04: 70% FY 03: 70% FY 02: 70% FY 01: 3.4 FY 00: baseline year	FY 05: FY 04: 12/2006 FY 03: 12/2005 FY 02: 2 (38%) FY 01: 2 (38%) FY 00: 1.5 (35%)	HHS 7.2  HHS Strategic Plan FY 2009 Target: 70%
<b>Objective:</b> (3) Children demonstrate improved gross and fine motor skills.			
5.2d. Achieve at least an average 43 percent gain (1.24 scale points) in fine motor skills for children completing the Head Start program.	FY 04: Dropped FY 03: 43% FY 02: 43% FY 01: 1.24 FY 00: baseline year	FY 03: 12/2005 FY 02: 1.05 (34%) FY 01: 1.05 (34%) FY 00: 1.05 (34%)	HHS 7.2
<b>Objectives:</b> (4) Children demonstrate improved positive attitudes toward learning. (5) 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. [O]	FY 06: 14% FY 05: 14% FY 04: 14% FY 03: 10% FY 02: 10% FY 01: 1.4% FY 00: baseline year	FY 05: FY 04: 12/2006 FY 03: 12/2005 FY 02: 1.9 (13%) FY 01: 1.9 (13%) FY 00: 1.4 (10%)	HHS 7.2
<b>Objective:</b> (6) 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. [O]	FY 06: 80% FY 05: 80% FY 04: 80% FY 03: 80% FY 02: 80% FY 01: 80% FY 00: baseline year	FY 05: FY 04: 12/2006 FY 03: 12/2005 FY 02: 79% FY 01: 79% FY 00: 77%	HHS 3.2
Former measure: Increase the percentage of Head Start children who receive necessary medical treatment after being identified as needing medical treatment.	FY 04: Dropped FY 03: 97% FY 02: 94% FY 01: 92% FY 00: 90% FY 99: 88% FY 98: baseline year	FY 03: 89% FY 02: 89% FY 01: 88% FY 00: 88% FY 99: 87% FY 98: 88%	
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			

Performance Measures	Targets	Actual Performance	Reference
Former measure: Maintain the percentage of Head Start children who receive necessary dental treatment after being identified as needing dental treatment. [O]	FY 04: Dropped FY 03: 95% FY 02: 90% FY 01: 90% FY 00: 90% FY 99: 96% FY 98: baseline year	FY 03: 77% FY 02: 76% FY 01: 77% FY 00: 78% FY 99: 81% FY 98: 83%	
Of the 223,665 children identified as needing dental treatment, 172,447 children received or are receiving dental treatment.			
<b>PROGRAM GOAL: Strengthen Families</b>			
<b>Objective: (1) Head Start parents demonstrate improved parenting skills.</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.	FY 06: 70% FY 05: 70% FY 04: 70% FY 03: 70% FY 02: 70% FY 01: 70% FY 00: baseline year	FY 05: FY 04: 12/2006 FY 03: 12/2005 FY 02: 69% FY 01: 69% FY 00: 66%	<b>HHS 7.2</b> HHS Strategic Plan FY 2009 Target: 72%
<b>Objectives:</b> (2) Parents improve their self-concept and emotional well-being. (3) Parents make progress toward their educational, literacy, and employment goals.			
5.2h. Maintain the percentage of Head Start employees who are parents of Head Start children.	FY 04: Dropped FY 03: 30% FY 02: 30% FY 01: 30% FY 00: 30% FY 99: 30% FY 98: baseline year	FY 03: 27% FY 02: 28% FY 01: 29% FY 00: 30.9% FY 99: 30.6% FY 98: 29%	
Head Start employed approximately 208,200 staff members. Of these, 57,500 are parents of Head Start children.			
<b>PROGRAM GOAL: Children receive educational services.</b>			
<b>Objective: (1) Programs provide developmentally appropriate educational environments.</b>			
5.2i. Increase the percentage of teachers with AA, BA, Advanced Degree, or a degree in a field related to early childhood education. [O][E]	FY 06: 65% FY 05: 61% FY 04: 56% FY 03: 50% FY 02: 47% FY 01: baseline year	FY 05: 1/2006 FY 04: 64.8% FY 03: 57.5% FY 02: 51% FY 01: 45% FY 00: 41% prebaseline FY 99: 37% FY 98: 32% FY 97: 33%	<b>HHS 7.2</b>
Former measure: Increase the	FY 04: Dropped		

<b>Performance Measures</b>	<b>Targets</b>	<b>Actual Performance</b>	<b>Reference</b>
percentage of classroom teachers with a degree in early childhood education (ECE), a child development associate credential, a State-awarded preschool certificate, a degree in a field related to ECE plus a State-awarded certificate or who are in CDA training and have been given a 180-day waiver, consistent with the provisions of Section 648A(a)(1) of the Head Start Act.	FY 03: 100% FY 02: 100% FY 01: 100% FY 00: 100% FY 99: 100% FY 98: baseline year	FY 03: 96.4% FY 02: 90% FY 01: 86% FY 00: 94% FY 99: 93% FY 98: 95%	
<b>Objective:</b> (2) Staff interact with children in a skilled and sensitive manner.			
5.2j. Maintain the average lead teacher score on an observational measure of teacher-child interaction.	FY 06: 73 FY 05: 73 FY 04: 73 FY 03: 73 FY 02: 73 FY 01: 73 FY 00: baseline year	FY 05: 12/2007 FY 04: 12/2006 FY 03: 12/2005 FY 02: 72 FY 01: 72 FY 00: 73	HHS 7.2
<b>PROGRAM GOAL: Children in Head Start receive health and nutritional services.*</b>			
<b>Objective:</b> Children in Head Start receive needed mental health services.			
5.2k. Increase the percentage of Head Start children who receive necessary treatment for emotional or behavioral problems after being identified as needing such treatment.[O]	FY 06: 90% FY 05: 90% FY 04: 90% FY 03: 90% FY 02: 85% FY 01: 83% FY 00: 81% FY 99: 81% FY 98: baseline year	FY 05: 12/2005 FY 04: 72% FY 03: 72% FY 02: 74% FY 01: 77% FY 00: 77% FY 99: 75% FY 98: 75%	HHS 3.5
Of the 21,723 children who were referred for mental health services outside the Head Start program in FY 2004, 15,645 children received services during their program operating year.			
5.2l. Proportion of Head Start grantees, using the National Reporting System, that meet or exceed numerical targets in selected dimensions of school readiness. [O](Developmental)	FY 06: TBD FY 05: TBD FY 04: baseline year	FY 05: TBD FY 04: Baseline	HHS 7.2
5.2m. Decrease under-enrollment in Head Start programs thereby increasing the number of children	FY 06: TBD FY 05: baseline year	FY 05: baseline	HHS 7.2

Performance Measures	Targets	Actual Performance	Reference
served per dollar. [E] (Developmental)			

**Data issues:** The Family and Child Experiences Survey (FACES) is a longitudinal study of a nationally representative sample of 3,200 children and families in 40 Head Start programs which provides data for the Head Start child outcomes measures. OMB granted approval for the study in July 1997, following a field test of 2,400 children in the spring of 1997. Full implementation began in the fall of 1997 and includes assessment of the same children before and after their Head Start experience (whether one or two years), as well as in the spring of kindergarten and the spring of first grade. Data sources include parent interviews, staff interviews, teacher questionnaires, classroom observations, and direct child assessments. FACES, designed as a periodic, longitudinal data collection activity, provided the baseline data for 1999.

Because of the need to collect longitudinal data (including pre- and post-test and follow-up data on child performance to assess progress), it is not feasible to provide FACES data on an annual basis. However, regular, periodic data collection for additional program quality and outcome measures provided by the Head Start Program Information Report will ensure a regular, national picture of program quality. The 2002-2003 cohort of FACES included a new nationally representative sample of 43 programs. Data collection began in fall 2000, following children and families for one or two years of program attendance, with a kindergarten follow-up. Targets established for FY 2003-2004 are based on this cohort. Current plans project a third three-year cycle of FACES data collection for FY 2003-2004.

*Head Start Program Monitoring:* Head Start's Monitoring Tracking System is an automated system 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 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.

*Other Information and Management Systems:* All local programs receiving Head Start funds are required to submit an annual Program Information Report 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. This data collection 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 data yielded are used for several performance measures reported in the summary tables in this plan.

Head Start's automated application 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.

## **Measure by Measure Performance**

**PROGRAM GOAL:** Enhance children's growth and development.

**Objectives:** Children demonstrate improved emergent literacy, numeracy, and language skills.  
Children demonstrate improved general cognitive skills.

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*, conducted in concert with a Presidential initiative, began in FY 2002.

For the program goal "Enhance children's growth and development," the targets have been set to be both educationally meaningful and realistically achievable. Head Start's Family and Child Experiences Survey (FACES), a longitudinal study, is showing encouraging results. The most current data (FY 2002) 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) compared with the average gain for all pre-K children of 30 percent. Considering most Head Start children enter the program with scores below national norms on most measures of school readiness, these early indications of program performance are quite impressive.

### **5.2a. Increase word knowledge for children completing the Head Start program.**

*Data Source: Family and Child Experiences Survey data including child assessments, parent interviews, and teacher ratings (FACES)*

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. In addition, 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.

### **5.2b. Increase mathematical skills for children completing the Head Start program.**

*Data Source: FACES data*

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 as an important component of school readiness.



**5.2c. Increase letter identification for children completing the Head Start program.**

*Data Source: FACES data*

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 this effort. The target represents an aggressive goal relative to previous performance. This increased attention is addressed through multiple approaches at the program level, including new initiatives in family literacy, teacher credentialing, a new emphasis on local program use of child outcome data in self-evaluations, and a major teacher training initiative focused on developing literacy-rich classrooms.

**Objective:** Children demonstrate improved gross and fine motor skills.

**5.2d. Achieve at least an average 43 percent gain (1.24 scale points) in fine motor skills for children completing the Head Start program.**

*Data Source: FACES data*

This measure was dropped to meet the overall objective of reducing the total number of ACF measures.

**Objectives:** Children demonstrate improved positive attitudes toward learning.  
Children demonstrate improved social behavior and emotional well-being.

**5.2e. Increase scores on social skills for children completing Head Start program.**

*Data Source: FACES data*

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.

**Objective:** Children demonstrate improved physical health.

**5.2f. Increase the percentage of children completing the Head Start program rated by parent as being in excellent or very good health.**

*Data Source: FACES data*

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.

The following two measures have been dropped in preference to measure 5.2f because it is more outcome-oriented. The Head Start program has maintained a high level of effort in accomplishing a nearly 100 percent rate for child immunizations and rates approaching 90 percent for health examinations. While performance remained somewhat stable for these two measures, both are below the projected target levels. However, both the number of children

identified as needing treatment and the number of children receiving treatment has increased for these measures.

### **FY 2003 Plan**

**Increase the percentage of Head Start children who receive necessary medical treatment after being identified as needing medical treatment.**

*Data Source: Head Start Program Information Report (PIR)*

See below for discussion.

### **FY 2003 Plan**

**Increase the percentage of Head Start children who receive necessary dental treatment after being identified as needing dental treatment.**

*Data Source: (PIR)*

This and the above measures have been dropped in preference to measure 5.2f because it is more outcome-oriented. The Head Start program has maintained a high level of effort in accomplishing a nearly 100 percent rate for child immunizations and rates approaching 90 percent for health examinations. While performance remains somewhat stable for these two measures, both are below the target levels. However, both the number of children identified as needing treatment and the number receiving treatment have increased for these measures.

### **5.2g. Increase the percent of parents who report reading to child three times per week or more.**

*Data Source: FACES Data*

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.

**Objectives:** Parents improve their self-concept and emotional well-being.  
Parents make progress toward their educational, literacy, and employment goals.

### **5.2h. Maintain the percentage of Head Start employees who are parents of Head Start children.**

*Data Source: PIR.*

Head Start continues to employ and provide training to 57,500 parents of Head Start children; approximately 28 percent of current Head Start employees are parents of Head Start children. Head Start programs continue to train parents to work in Head Start programs. Head Start parents achieve required credentials thereby benefiting from career training, and enjoy long term stable employment in Head Start. These parents, many of whom were participants in temporary public assistance, participate in employer provided health care and retirement benefits, accruing benefits not only for themselves, but also for their children. Nationwide approximately 30 percent of Head Start staff has been comprised of current or former parents since this measure was first implemented. Because this percentage has changed very little over time, this measure was dropped in FY 2004. Head Start Performance Standards require that employment

opportunities be available to parents. This effort will continue to be monitored through routine program monitoring.

**5.2i. Increase the percentage of teachers with an AA, BA, Advanced Degree, or a degree in a field related to early childhood education.**

*Data Source: PIR*

Grantees are required to develop plans for using their allocation to increase the number of teachers with degrees, a factor which research indicates is strongly associated with positive child outcomes. 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 2004, 64.8 percent of Head Start's teachers have an AA degree or higher. Of the 56,208 teachers, 17,153 have an AA degree 16,889 have a BA degree and 2,435 have a graduate degree. Numbers not included in the percentage are an additional number of teachers with a CDA or State credential (no degree), 14,681. Of those teachers 6,837 are enrolled in ECE degree programs.

This represents an increase of 6,071 degreed teachers over the previous year. This measure has been increased by 10 percent for the FY 2005 reporting period.) This measure replaces a previous measure to achieve 100 percent of classroom teachers with a degree in early childhood education or other relevant credential.

**FY 2003 Plan**

**Achieve the goal of 100 percent of classroom teachers with a degree in early childhood education (ECE), a child development associate credential, a State-awarded preschool certificate, a degree in a field related to ECE plus a State-awarded certificate, or who are in CDA training and have been given a 180 day waiver, consistent with the provisions of Section 648A(a)(2) of the Head Start Act.**

*Data Source: PIR*

This target established in the Head Start Act for qualified teaching staff was 100 percent; the actual was 96.4 percent. This is a 6.4 percentage point increase over the previous year. In partnership with institutions of higher education, Head Start is working to ensure that a majority of teachers obtain associate or bachelor degrees in early childhood education over the next few years. This measure has been dropped in preference to 5.2i that measures degreed teachers.

**Objective:** Staff interact with children in a skilled and sensitive manner.

**5.2j. Improve the average lead teacher score on an observational measure of teacher-child interaction.**

*Data Sources: FACES and observation of classroom teachers*

Teacher-child interaction is a demonstrated measure of classroom quality, and often linked to children's school readiness outcomes.

**PROGRAM GOAL:** Children in Head Start receive health and nutritional services.

**Objective:** Children in Head Start receive needed mental health services.

**5.2k. Increase the percentage of Head Start children who receive necessary treatment for emotional or behavioral problems after being identified as needing such treatment.**

*Data Source: PIR*

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 22,526 children referred for mental health services, 16,167 children had received or were receiving services at the time the annual PIR was compiled. This represents an increase of 623 children who received mental health services over the previous year. As Head Start has not yet achieved eliminated the barriers to services for all children there is a need for continued emphasis on acquiring services for children who require them.

**FY 2004- 2005 Plan**

**5.2l. Proportion of Head Start grantees, using the National Reporting System that meet or exceed numerical targets in selected dimensions of school readiness. (New)**

*Data Source: Head Start Administrative Data*

This above measure is under development as we pilot test the implementation and utilization of Head Start’s National Reporting System of local child development outcomes. This measure replaced the previous measure for “percentage of all Head Start grantees that are reporting child outcome data using the National Reporting System.”

**ACF GOAL 2, STRATEGIC OBJECTIVE 6: INCREASE SAFETY, PERMANENCY, AND WELL-BEING OF CHILDREN AND YOUTH**

**Approach for the Strategic Objective:** Help children and youth while they are living with their own families, when appropriate. When necessary, place children and youth in stable, family-like settings consistent with the needs of each child or youth. Support children and youth with developmental disabilities in individual and small group dwellings that will include them in community life.

**6.1 CHILD WELFARE**

**Program Performance Table**

**(Updated with AFCARS as of August 2004 and NCANDS data as of November 2004)**

Performance Measures	Targets	Actual Performance	Reference
<p><b>LONG-TERM MEASURE: 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</b></p>			

Performance Measures	Targets	Actual Performance	Reference
<b>free. [O]</b>			
<b>PROGRAM GOAL - SAFETY: Children are protected from abuse and neglect in their homes. The risk of harm to children will be minimized.</b>			
6.1a. Decrease the rate of first-time victims per 1,000 children, based on NCANDS reporting of the child maltreatment victims each year who had not been maltreatment victims in any prior year. [O]	FY 04: 0.20 annual reduction FY 03: baseline year	FY 04: 11/2005  FY 03: 6.97 baseline CY 02: 6.94 pre-baseline CY 01: 6.90 CY 00: 7.13	
6.1b. Decrease the percentage of children with substantiated reports of maltreatment that have a repeated substantiated report of maltreatment within 6 months. [O]	FY 06: 7% FY 05: 7% FY 04: 7% FY 03: 7% CY 02: 7% CY 01: 7% CY 00: baseline year	FY 05: FY 04: 10/2005 FY 03: 8% CY 02: 9% CY 01: 9% CY 00: 9% CY 99: 8% pre-baseline CY 98: 8%	<b>HHS 7.4</b>  HHS Strategic Plan FY 2009 Target: 5%
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, thereby, reducing the potential of risk to potential victims.	FY 05: (5% reduction of FY 04) FY 04: (5% Reduction of FY 03) FY 03: baseline year	FY 03: 67.0 baseline CY 02: 51.0 prebaseline CY 01: 43.0 prebaseline CY 00: 55.5 prebaseline CY 99: 61.0 (prebaseline)	
<b>PROGRAM GOAL - PERMANENCY: Provide children in foster care permanency and stability in their living situations.</b>			
6.1d. Increase the percentage of children who exit foster care within two years of placement either through guardianship or adoption. [O] [E]  Former Measure: Increase the percentage of children who exit care through adoption within two years of placement.	FY 06: 35% FY 05: 35% FY 04: 33% FY 03: baseline year  FY 04: Replaced FY 03: 25% FY 02: 25% FY 01: 28% FY 00: 27%	FY 05: FY 04: 6/2005 FY 03: 32% FY 02: 31% pre-baseline  FY 03: 25% FY 02: 25% FY 01: 23% FY 00: 20% FY 99: 19%	<b>HHS 7.4</b>  HHS Strategic Plan FY 2009 Target: 39%

Performance Measures	Targets	Actual Performance	Reference
Former Measure: Maintain percentage of children who exit foster care through guardianships within two years of placement.	FY 99: baseline year  FY 04: Replaced FY 03: 60% FY 02: 60% FY 01: 67% FY 00: 67% FY 99: baseline year	FY 98: 23%  FY 03: 67% FY 02: 62% FY 01: 57% FY 00: 59% FY 99: 64% FY 98: 70%	
6.1e Maintain the percentage of children who exit the foster care system through reunification within one year of placement. [O][E]	FY 06: 68% FY 05: 68% FY 04: 67% FY 03: 67% FY 02: 67% FY 01: 67% FY 00: 67% FY 99: baseline year	FY 04: 10/2005 FY 03: 67% FY 02: 68% FY 01: 68% FY 00: 67% FY 99: 65% FY 98: 63% pre-baseline	HHS 7.4  HHS Strategic Plan FY 2009 Target: 70%
6.1f. Decrease the percentage of children who exit foster care through emancipation. [O]	FY 06: 5% FY 05: 5% FY 04: 6% FY 03: baseline year	FY 04: 10/2005 FY 03: 7.9% FY 02 7.2% pre-baseline	
<b>LONG-TERM MEASURE: Three hundred and twenty-seven thousand (327,000) children will be adopted with public child welfare involvement between FY 2003 and FY 2008. [O]</b>			
6.1g. Increase the number of adoptions. <sup>1</sup> [O]	FY 06: 56,000 FY 05: 54,000 FY 04: 53,000 FY 03: 58,500 FY 02: 56,000 FY 01: 51,000 FY 00: 46,000 FY 99: 41,000 FY 98: baseline year	FY 05: FY 04: 10/2005 FY 03: 49,000 FY 02: 53,000 FY 01: 50,000 FY 00: 51,000 (50,000) FY 99: 47,000 (46,000) FY 98: 37,000 (36,000) FY 97: 31,000 pre-baseline FY 96: 28,000 FY 95: 26,000	HHS 7.4
<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>			
6.1h. For those children who had been in care less than 12 months, maintain the percentage that had no more than two placement settings. <sup>2</sup> [O]	FY 06: 80% FY 05: 80% FY 04: 80% FY 03: 62% FY 02: 60% FY 01: 72%	FY 05: FY 04: 10/2005 FY 03: 83% FY 02: 81% FY 01: 83% (60%)	HHS 7.4

Performance Measures	Targets	Actual Performance	Reference
	FY 00: baseline year	FY 00: 82% (58%) FY 99: 78% (60%) FY 98: 71% (70%) pre-baselines	
<p><sup>1</sup> The revised figures reported above are based on data reported as of August 2004. States are encouraged to report finalized adoptions at any time.</p> <p><sup>2</sup> The revised data reported above are a result of improvements in data systems.</p>			

**NOTE:** ACF has developed new outcome-oriented long-term and annual performance measures through the FY 2006 PART process.

### Narrative Performance Analysis

Note: The performance analysis for Child Welfare overall is presented here; in the earlier sections of the Performance Budget, it is divided into various sections.

There are eight performance measures for Child Welfare overall. ACF met or exceeded the targets for four of the measures for FY 2003. Specifically, the measures: “Maintain the percentage of children who exit the foster care system through reunification within one year of placement” was met (67 percent compared to 67 percent), and “For those children who had been in care less than 12 months, maintain the percentage that had no more than two placement settings” was exceeded by 20 percentage points (82 percent as compared to 62 percent). Another two measures which will combined in FY2004 into a single measure both met the targets set for FY2003: “Increase the percentage of children who exit care through adoption within two years of placement” was met at 25 percent and “Maintain percentage of children who exit foster care through guardianships within two years of placement” was exceeded by seven percentage points (67 percent compared to 60 percent). It is likely that these accomplishments have played at least some role in the consistent decline in the number of children in foster care over the past few years as depicted in the accompanying graph. In addition, although the number of children in foster care has decreased over the past four years, the total numbers of children adopted in FY 2000 through FY 2002 have steadily increased. Unfortunately, “Decrease the percentage of children with substantiated reports of maltreatment that have a repeated substantiated report of maltreatment within 6 months” continues to have an ambitious target of 7 percent which has not been met. With 42 states reporting, the actual percentage has decreased to 8 percent in FY 2003, after remaining stable at 9 percent for the three prior years.

**Data Issues:** Data for child welfare is reported by States to ACF through the Adoption and Foster Care Analysis Reporting System (AFCARS) and the National Child Abuse and Neglect Data System (NCANDS) Both the Adoption and Foster Care Analysis Reporting System (AFCARS) and the National Child Abuse and Neglect Data System (NCANDS) conduct extensive edit-checks for internal reliability. For AFCARS, more than 700 edit-checks are conducted each time data are submitted, a minimum of two times a year per state, to improve data quality and the results are sent to the states. In addition, all edit-check programs are shared

with the states. Finally, compliance reviews for AFCARS are currently being piloted, and state SACWIS systems are undergoing reviews to determine the status of their operation. To speed improvement in these data, the agency funds the National Resource Center for Information Technology in Child Welfare. This Resource Center provides technical assistance to states to improve reporting to AFCARS and NCANDS, improve statewide information systems, and to make better use of their data. Finally, within the past year and half, ACF has 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.

Data Availability: The process that prevented the AFCARS foster care data from being available until nine months after the September 30 point-in-time date is currently being modified; when the modified process is fully implemented, annual AFCARS foster care data will be available no later than six months after the September 30th end of each Federal Fiscal Year, beginning in FY2004. AFCARS foster care data for September 30 of any year, under regulation, are reported by the states to ACF electronically by November 14. The data are processed, assessed for errors and compliance with regulatory standards, and the results are transmitted back to the states. Based on these results and other information provided by the Department, many states submit revised data to insure that accurate data are submitted. Although states may re-submit foster care data at any time, there are two other times when states typically re-submit data. First, AFCARS foster care data are used in the statewide assessment portion of the CFS reviews. When some states examine these data provided to them by the Department, they chose to re-submit more accurate data. In addition, AFCARS foster care data are used in the implementation of Program Improvement Plans, which result from the CFS reviews. States may resubmit 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.

Adoption Data: States can submit AFCARS adoption data on any finalized adoption at any time and still meet the requirements of the regulation. Frequently, adoption data are not entered into state information systems for some time after the adoption because the entry does not occur until the final paperwork is received from the court. For example, over 2,800 adoptions finalized in FY 2000 were not reported until the first reporting period in FY 2001 (May 15, 2001). Because of the requirement of the Adoption Incentive Program that only adoptions reported by the first reporting period in the following fiscal year can be counted for incentive awards, almost all adoptions are now reported within that timeframe, though there are still a small number which are reported in subsequent reporting periods. After data are received (in this case by May 15 of the following year), they must be downloaded, converted to analytical files and cleaned before they can be included in the plan, usually by September of the fiscal year following finalization.

### **Measure by Measure Performance**

**LONG-TERM MEASURE: By FY 2008, the Child and Family Services (CFS) Review process will have resulted in the States' demonstrating continuous improvement by having 90 percent (328) of the individual outcomes that they are expected to achieve (364 total) remaining penalty free.**



**Rationale:** The CFS reviews assesses the performance of state (including the District of Columbia and Puerto Rico) child welfare programs on 7 outcomes and 7 systemic factors. The long-term child welfare outcome target will focus on the 7 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. The 90 percent target of 328 ((7 x 52) x .9)) is very ambitious. Prior to the CFS reviews, 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 rigorous.

The first report on this long-term strategic goal will be included in the FY 2004 Report and will include the cumulative total of the number of individual outcomes determined to be remaining penalty free between FY 2001 and FY 2003. Subsequent reports will include the cumulative total number of individual outcomes remaining penalty free between FY 2001 and the year prior to the report year.

**PROGRAM GOAL - SAFETY:** Children are protected from abuse and neglect in their homes. The risk of harm to children will be minimized.

**6.1a. Decrease the rate of first-time victims per 1,000 children, based on NCANDS reporting of the child maltreatment victims each year who had not been maltreatment victims in any prior year.**

*Data Source: NCANDS.*

Community-Based Child Abuse Prevention Grants assist each state 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.

We will measure the progress of these primary prevention efforts in terms of the rate of first-time 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. The impact of CBCAP-sponsored primary prevention efforts should be to reduce the overall rate of children who become first-time victims each year of the reporting states' population of children (under age 18).

**Trend Information Available from NCANDS**

<b>Year</b>	<b>Number of States Responding</b>	<b>Number of First-Time Victims</b>	<b>Rate of First-Time Victims / 1,000 children</b>
2000	30	350,196	7.13
2001	31	347,308	6.90
2002	31	348,344	6.94
2003	36	314,810	6.97

The annual rates of first-time victims above 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.

Since the rate of first-time victims has not been reported in the Child Maltreatment Reports or monitored in any way until now, states have now been notified of the importance of reporting this NCANDS data field accurately to produce this outcome measure of primary prevention and may receive state-specific NCANDS guidance and technical assistance. The allocation of additional contractor resources is now supporting the validation of all state NCANDS data related to outcome measures. The Office of Child Abuse and Neglect (OCAN) 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 this data field in all future submissions.

Annual Targets and Long-Term Goal: The trend information shows see a slight decrease in the FY2000 rate of first-time victims from 7.13 to the FY2003 baseline rate of 6.97. Although this represents an overall decrease of almost two-tenths of a point, the first-time victim rate increased slightly from FY2001 to FY2002 and from FY2002 to FY2003. With all but one (Florida) of the states with the largest CPS caseloads already reporting this information, even small consistent reductions in the overall rate of first-time maltreatment victims will be difficult to achieve. When we begin to report and focus on this outcome measure, there may be potential unintended consequences which could increase the risk to potential victims. That is, states may turn away more first-time victims, waiting for more than an initial maltreatment report. States may even increasingly “screen out” reports of first-time maltreatment victims. Thus, we will need to review the progress on this measure in relationship to the number and rate of unsubstantiated victims who had not been prior victims and monitor the proportion of screened out reports for each state.

In light of these concerns and the limited contribution of CBCAP funding to the larger cost of primary prevention, we have agreed to accept OMB’s recommended level of targeted improvement. Thus, the annual targets and the 2010 long-range goal will be set as an annual reduction of 0.20 for the rate of first-time victims. The baseline is the FY2003 rate of first-time victims of 6.97.

In response to OMB concerns that more states should be reporting this information, we also expect to have a minimum of 40 States reporting this information in 2006, with an additional two

states reporting each subsequent year, so that by 2010, we expect to have more than 90 percent of all states reporting this information.

**6.1b. Decrease the percentage of children with substantiated reports of maltreatment that have a repeat substantiated report of maltreatment within 6 months.**

*Data Source: NCANDS.*

This measure, which evaluates whether the program has been successful in decreasing the percent of children with substantiated reports of repeat maltreatment, has fallen short of target goals to date. From FY 1998 to FY 2003, repeat maltreatment rates have been steady in the 8 to 9 percent range; the most current data show a decrease from the FY2004 repeat maltreatment rate of 9 percent to the FY2003 repeat maltreatment rate of 8 percent. The target is to get repeat maltreatment rates down to 7 percent. Progress is being made with many states that are undergoing CFSRs (Child and Family Services Reviews). Many more states are meeting the CFSR 6.1 percent repeat maltreatment standard. In FY 2000, 29 percent of states met the standard, 33 percent in FY 2001, and 38 percent in FY 2002. All states not meeting this standard have or will soon put into place a Program Improvement Plan (PIP) which must include specific activities aimed at reducing maltreatment recurrence. The FY 2003 state data submissions suggest that the few states now completing their PIPs are reporting maltreatment recurrent rates at or below the 6.1 percent standard. As more states reach their PIP objectives, there should be improvement toward the 7 percent national target.

**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, thereby, reducing the potential of risk to potential victims.**

*Data Source: NCANDS.*

This outcome measure is based on the average of states’ reported performance on maltreatment report-to-investigation response time. This outcome measure reflects the timeliness of CAPTA-supported activities to initiate an investigation into whether children reported to have experienced neglect or abuse. “Response time” is defined as the time between the log-in call alleging maltreatment and the initial contact with the alleged victim or other person, where appropriate. As recommended by OMB, we are using the median of the states’ reported average response times which measure of central tendency is less affected by extreme outlier values.

The average of the states’ reported response times from currently available information is shown in the table below. The year-to-year trend below is for the median response time to increase as additional states report.

**Trend Information Available from NCANDS Child Maltreatment Reports**

<b>Calendar Year</b>	<b># of States Responding</b>	<b>Median of States’ Reported Report-Investigation Response Time in Hours</b>
2001	20	54.8 Hours
2002	23	51.0 Hours
2003	27	67.0 Hours

Note: The median maltreatment report-to-investigation hours is the median of all states' average response times as reported in the states' NCANDS agency files.

**Annual Targets and Long-Range Goal:** The baseline is the FY2003 median of 67 hours, which is the median of all responding states' average report-to-investigation response times. This measure is targeted to decrease by 5 percent each year, per OMB's recommended level of targeted improvement. This approach sets an ambitious target for the FY2004 median response time to reflect a 5 percent decrease from the FY 2003 median response time of 67.0 hours to the FY2004 target of a median response time of 63.6 hours.

Work has already begun 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 and additional state-specific NCANDS project guidance and technical assistance.

**PROGRAM GOAL - PERMANENCY:** Provide children in foster care permanency and stability in their living situations.

**6.1d. Increase the percentage of children who exit foster care within two years of placement either through guardianship or adoption (New).**

*Data Source: AFCARS*

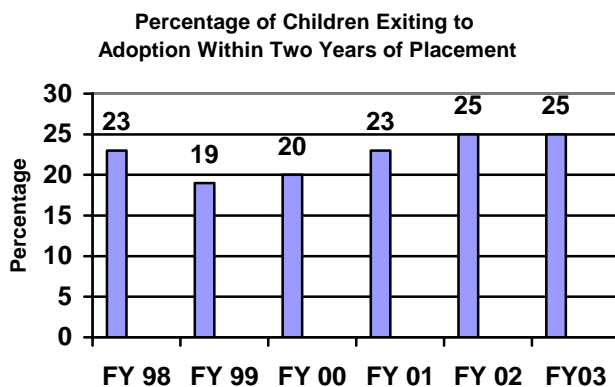
ACF has combined and replaced the following two measures. ACF expects that there will be an increase in the use of guardianships over the next few years, as well as an increase in the number of adoptions, as discussed below. ACF believes that these two outcomes are comparable in their relationship to permanency and should be merged. The two year timeframe is appropriate for the merged measure. ACF expects to increase from 31 percent in FY 2002 to 35 percent in FY 2005 in the percentage of children exiting to adoption or guardianship doing so within two years of placement.

**FY 2003 Plan**

**Increase the percentage of children who exit care through adoption within two years of placement.**

*Data Source: AFCARS*

When reunification with parents or relatives is not possible, the preferred permanency outcome



for most children is adoption. 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 for whom reunification was 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 children

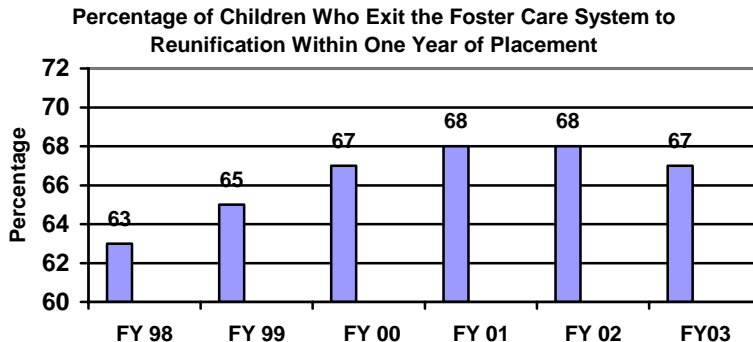
being adopted more swiftly. If a state intends to have a child adopted, it should be done within a reasonable time frame. The goal is that 25 percent of children who exit to adoption should do so within two years. ACF met this goal for FY 2003. As the accompanying graph indicates, this percentage has been consistently increasing since FY 1999 when it was 19 percent. 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.

Guardianship is rapidly becoming a preferred discharge 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 11,000 in FY 2003 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 a limited number of states and those states have taken action to correct the problems. Third, the Data Profile component of the Statewide Assessment used in the CFS Review process emphasizes discharge reasons.

**6.1e. Of the children who exit the foster care system through reunification, maintain the percentage of children who do this within one year of placement.**

*Data Source: AFCARS*

Reunification for this measure includes both discharges to reunification with the parent(s) or to a



relative. This is the preferred discharge reason for most children in the foster care system since, whenever possible, children should be raised by their parents or a relative rather than by the state or a non-family member. This measure is based on the idea that if agencies determine that a child can return home or live with a

relative, it should occur swiftly. Specifically, it should happen within one year for over two-thirds (67 percent) of the children who exit through reunification. ACF met this goal by having 67 percent of the children who exited to reunification in FY 2003 do so within one year of placement. As the accompanying graph indicates, the percentage 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. This suggests that additional substantial increases in this percentage could result in higher re-entry rates.

**6.1f. Decrease the percentage of children who exit foster care through emancipation. (New)**

*Data Source: AFCARS*

Emancipation represents the failure in the public child welfare system to find permanent homes for the children in its care. This occurs when the child reaches the age of majority by virtue of age, marriage, or judicial determination and leaves the foster care system. ACF plans to decrease the percentage of children discharged to emancipation of those exiting during the fiscal year from 7.9 percent in FY 2003 to 5 percent in FY 2005. Although an ambitious target, we believe this is possible because of our intense work with the states in the CFS reviews and technical assistance. However, one factor associated with emancipation could possibly distort findings related to this measure. We believe that 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, the 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.

**LONG-TERM MEASURE: Three hundred and twenty-seven thousand (327,000) children will be adopted with public child welfare involvement between FY 2003 and FY 2008.**

**Rationale:** A total of 268,000 children have been adopted in the five-year period of FY 1997 - FY 2002. Significant proportions of these adoptions 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, large backlogs of adoption cases needing to be finalized should be eliminated. Setting a new target of 327,000 children being adopted between FY 2003 and FY 2008 would represent a substantial increase especially considering the downward trend in the number of children in foster care. Whereas the current national adoption rate for FY 2002 was 9 percent, this long-term strategic goal will require a national adoption rate of 12, a 33 percent increase. (The adoption rate is defined as the number of adoptions divided by the number of children in care on the last day of the prior fiscal year multiplied by 100 percent.) This ambitious target would result in an average annual increase of approximately 10,000 children over the previous time period.

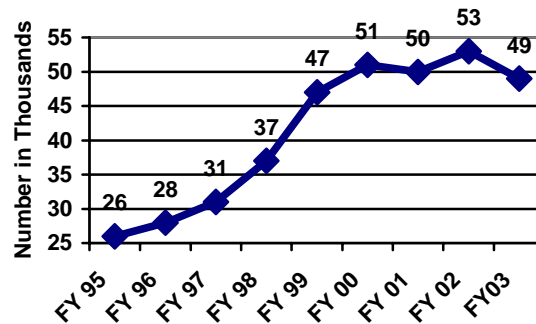
The first report on this long-term strategic goal will be provided in the FY 2004 report and will include the total of adoptions in FY 2003. Subsequent reports will include the cumulative total number of adoptions between FY 2003 to the year prior to the report year.

**6.1g. Increase the number of adoptions toward achieving the goal of finalizing 327,000 adoptions between FY 2003 and by FY 2008. (Modified)**

*Data Source: Baselines from the Adoption Incentive Program and the Adoption 2002 Initiative for FY 1997 and AFCARS for all subsequent years.*

As mentioned above, much of the recent child welfare legislation has emphasized the permanency goal for adoption when a child cannot return home or live with a relative. As the accompanying graph indicates, the total annual number of adoptions of children with involvement of the public child welfare system has increased dramatically since FY 1995.

**Number of Adoptions  
FY 1997 - FY 2002**



There were 53,000 adoptions in 2002. This is almost double the number of adoptions in 1995 (26,000) and, on average, 6,000 more adoptions than in 1999. Keeping in mind that adoptions finalized in one year may be reported in later years, the current FY2003 number of adoptions is 49,000. It is likely, with new AFCARS adoptions submissions and resubmissions from the states that the number of adoptions finalized in FY2003 will increase by as much as 2,000 adoptions.

However, since FY2000, the number of adoptions annually has flattened and the FY 2003 annual target has not been met.

The target was not achieved because of a combination of programmatic and measurement reasons:

- Programmatically, the decline in the total number of children in foster care over the previous four year period was not anticipated. The number of children in care declined from 567,000 in FY 1999 to 523,000 in FY 2003. In addition, targets did not take into account that the average age of the children waiting for adoption would increase by almost one year during this same period, making it more challenging to find adoptive homes for the children.
- In addition, the construction of the measure limited how increases could be expressed. The measure was derived from the goal of doubling the number of adoptions over a five year period, thereby emphasizing the specific year in which an adoption was finalized rather than the finalization of the adoption itself. For example, the total number of adoptions from FY 1999 through FY 2002 was 194,500. The actual number of adoptions finalized during this period was 199,000, 4,500 more than projected. Finally, the adoption rate (number of adoptions divided by the number of children in care at the end of the prior year) actually increased from 8.4 percent in FY 1999 to 9.2 percent in FY 2003.
- Two changes have been made which we expect will prevent these problems in the future. Starting in FY 2004, we anticipate a much slower rate of growth in the number of adoptions. In fact, we included a decline in the target from 58,000 in FY 2003 to 53,000

in FY 2004. We were unable to lower the FY 2003 target because we did not have enough information upon which to make that decision early enough in the FY 2003 performance management process. In addition, we have included a measure of the total number of adoptions--327,000--over the six year period FY 2003 through FY 2008.

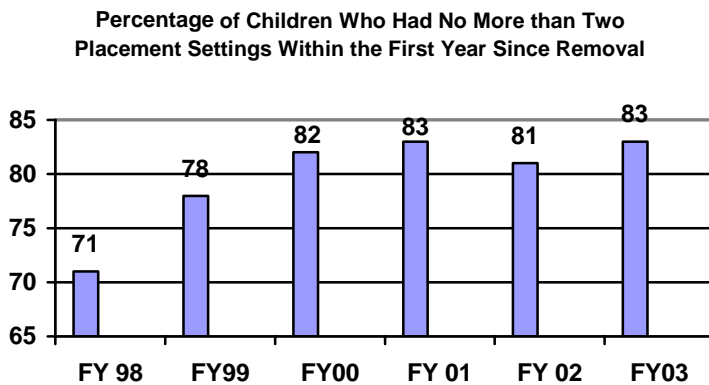
Specifically for FY 2005, ACF set 54,000 as an adoption target, a projected 11 percent adoption rate, compared with the 9.2 percent adoption rate for FY 2003. Because this is an ambitious target, ACF is undertaking a number of activities which should help achieve this result. First, the Administration submitted a proposal to Congress to re-authorize and revise the Adoption Incentive Program, which has passed and become law. The new requirements in place will continue to reward states for increasing their number of adoptions and will provide an additional incentive for the adoption of older children, a growing segment of the population of children waiting to be adopted. In addition, ACF's adoptive parents' recruitment initiative **AdoptUSKids** and ACF's partnership with the Ad Council in recruitment efforts should increase the pool of adoptive parent resources for waiting children.

**PROGRAM GOAL - FAMILY AND CHILD WELL-BEING:** Minimize the disruption to the continuity of family and other relationships.

**6.1h. For those children who have been in care less than 12 months, increase the percentage who had no more than two placement settings.**

*Data Source: AFCARS*

Children who have been maltreated, removed from their homes, and placed in the foster care system are frequently traumatized by the experience. 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 children's well being while in care to keep their 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. The data from this measure have been revised significantly due to the extensive re-submission of data, the maturing of SACWIS systems in the states and a revision to the programming for the measure. We can now clearly see that it is possible and, certainly desirable, to have four out of five children experience no more than two placement settings during this timeframe.

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**PROGRAM GOAL - PREPARE FOSTER CARE YOUTH FOR INDEPENDENT LIVING:** Enhance the education, employment, and other skills of foster care youth to avoid dependency; and expand opportunities for youth to achieve self-sufficiency while under the auspices of the public child welfare agency.



In FY 2000, Congress passed legislation authorizing a substantial increase in funds for independent living services for foster care youth under title IV-E of the Social Security Act. These services prepare them for independent living by enhancing their education, employment, and other skills to avoid dependency and by expanding opportunities for youth to live independently while under the auspices of the public child welfare agency. This legislation requires developing and implementing outcome measures and a data collection system for this program.

## 6.2 YOUTH PROGRAMS (Runaway and Homeless Youth and Abstinence Education)

### Program Performance Table

While the youth measures in the following table are relevant to three ACF strategic goals, they are gathered together in this section to emphasize their “unity” and coherence.

Performance Measures	Targets	Actual Performance	Reference
<b><i>ACF STRATEGIC GOAL 1: - INCREASE ECONOMIC INDEPENDENCE AND PRODUCTIVITY FOR FAMILIES</i></b>			
<b>Long Term Performance Goal 1: By FY 2009, increase by 8 percentage points (2 percentage points each year) the percent of youth who remain employed or are full time students after successfully completing the transitional living program. (Replaced by the below long-term measure)</b>			
<b>Long Term Performance Goal:</b> Increase the percentage of youth who remain employed or are full time students six months after completing the transitional living program.[O] (Developmental long-term indicator)		data will be obtained from national TLP evaluation, planned for FY 2005-2008.	HHS 7.4
<b>Long Term Performance Goal 1: (new goal) By FY 2009, ensure that at least 95% of youth served in the RHY programs (BCP and TLP) enter safe and appropriate settings after exiting ACF-funded RHY services. (see 6.2b)</b>			
<b>Long Term Performance Goal 2: 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 by “graduating” or leave ahead of schedule based upon an opportunity. (see 6.2c)</b>			
<b>Long Term Performance Goal 3: (new goal in development pending up-staffing of FYSB for transferred program; will involve Abstinence Education Section 510 Community-Based core measures)</b>			
<b><i>ACF STRATEGIC GOAL 2 - IMPROVE HEALTHY DEVELOPMENT, SAFETY, AND WELL BEING OF CHILDREN AND YOUTH: Provide appropriate shelter, counseling, and other support services to youth and their families in high-risk situations.</i></b>			

Performance Measures	Targets	Actual Performance	Reference																
6.2b. Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded RHY services. [O]	FY 06: 93% FY 05: 92% FY 04: 91% FY 03: 86% FY 02: baseline year	FY 05: FY 04: 89.5 FY 03: 89.5 FY 02: 89.5	HHS 7.4																
<p>Programmatic breakdown for measure 6.2b (NOTE: shelter exits may be appropriate for BCP youth, but, while safe, are not appropriate for TLP youth, who are intended to achieve independent living if family reunification is impossible.)</p> <p>In both programs, any youth whose exit status is “unknown” is not classified as “safe and appropriate” even though some of these youth may be in healthy settings.</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>RHY program</th> <th>safe &amp; appropriate</th> <th>total exits</th> <th>rate</th> </tr> </thead> <tbody> <tr> <td>combined</td> <td>60,323</td> <td>67,408</td> <td>89.5%</td> </tr> <tr> <td>TLP</td> <td>2618</td> <td>3369</td> <td>77.7%</td> </tr> <tr> <td>BCP</td> <td>57,705</td> <td>64,039</td> <td>90.1%</td> </tr> </tbody> </table>				RHY program	safe & appropriate	total exits	rate	combined	60,323	67,408	89.5%	TLP	2618	3369	77.7%	BCP	57,705	64,039	90.1%
RHY program	safe & appropriate	total exits	rate																
combined	60,323	67,408	89.5%																
TLP	2618	3369	77.7%																
BCP	57,705	64,039	90.1%																
6.2c Increase funding efficiency by increasing the percent/number of youth who complete the transitional living program (TLP) by “graduating” or leaving ahead of schedule based upon an opportunity [E]	FY 06: 45.6% FY 05: 44.6% FY 04: 43.6% FY 03: baseline year	FY 05: 1/2006 FY 04: 45.6% FY 03: 42.6%																	
<table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>TLP budget period</th> <th>funding</th> <th>Youth completing TLP (Status 1 and 2)</th> <th>Total youth</th> <th>\$/youth</th> </tr> </thead> <tbody> <tr> <td>2002 (spent in FY 2003)</td> <td>\$39,736,000</td> <td>1248</td> <td>FY 03: 2923*</td> <td>\$31,840</td> </tr> <tr> <td>2003 (spent in FY 2004)</td> <td>\$40,505,000</td> <td>1538</td> <td>FY 04: 3369*</td> <td>\$26,336</td> </tr> </tbody> </table> <p>Target percentages = youth completing TLP divided by total youth. * Youth receive services during the year paid for by the end-of-year appropriation of the previous year.</p>				TLP budget period	funding	Youth completing TLP (Status 1 and 2)	Total youth	\$/youth	2002 (spent in FY 2003)	\$39,736,000	1248	FY 03: 2923*	\$31,840	2003 (spent in FY 2004)	\$40,505,000	1538	FY 04: 3369*	\$26,336	
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2003 (spent in FY 2004)	\$40,505,000	1538	FY 04: 3369*	\$26,336															
6.2d. Achieve state-set targets for reducing the proportion of adolescents who have engaged in sexual intercourse. [O]	FY 06: 50% FY 05: 50% FY 04: 50% FY 03: 50% FY 02: 50% FY 01: 50% FY 00: baseline year	FY 04: 6/2007 FY 03: 6/2006 FY 02: 6/2005 FY 01: 34.6% FY 00: 38% FY 99: 37% FY 98: 71.4%	HHS 1.2																
6.2e. Achieve state-set targets for reducing the rate of births to teenagers aged 15-17. [O]	FY 06: 70% FY 05: 70% FY 04: 70% FY 03: 70% FY 02: 50% FY 01: 50% FY 00: baseline year	FY 04: 6/2007 FY 03: 6/2006 FY 02: 6/2005 FY 01: 79.2% FY 00: 28%	HHS 1.2																

Performance Measures	Targets	Actual Performance	Reference
		FY 99: 61% FY 98: 36%	
<b>GOAL 2 - Improve community outreach efforts to connect youth with appropriate shelter, support services, or other safe and appropriate settings.</b>			
Increase the percentage of youth that enter FYSB services (RHY shelter/ basic center or TLP program) through outreach efforts.	FY 06: dropped FY 05: 5% FY 04: 5% FY 03: baseline year	FY 05: 11/2005 FY 04: 3.8% FY 03: 3.77%	HHS 7.4
6.2f. Increase the number of RHY youth who are engaged in community service and service learning activities while in the program.	FY 06: 15% FY 05: 14% FY 04: 10% FY 03: baseline year	FY 05: 11/2005 FY 04: 12.0% FY 03: 13.0%	
<b>ACF STRATEGIC GOAL 3 - INCREASE THE HEALTH AND PROSPERITY OF COMMUNITIES AND TRIBES: Improve the outcome of youth of incarcerated parents by providing them mentoring support.</b>			
Increase the proportion of children that receive a mentoring experience after experiencing drugs or alcohol for the first time who remain alcohol or drug free. (replaced by the following)  6.2g Increase the percentage of children receiving mentoring through the mentoring children of prisoners program whose relationships last at least one year with a single mentor. [O](Developmental)	FY 06: TBD	FY 05: 3/2006	HHS 7.4
6.2h Achieve relationships that result in measurable child outcome improvements among at least 80% of children in matches, including school attendance, academic achievement, behavior/ conduct, family relationships, etc., as measured by national evaluation of MCP program. [O](Developmental)	FY 09: 80%	circa FY 09 Longitudinal study: findings	

**Data Issues:**

**RHY Data:** Improvements introduced in 2002 in the Runaway and Homeless Youth Management Information System (RHYMIS) have continued to motivate grantees to maintain

virtually 100% caseload and youth profile reporting compliance and accuracy, more than double the rate of compliance prior to the RHYMIS upgrade. Grantees continue to be enthusiastic about the data collection system. Data are now available for FY 2002, 2003, and 2004. RHYMIS has been undergoing continuous improvement and upgrading, and a new version 2.0 was released in December, 2004, after OMB renewal of information collection authority), as NEORHYMIS, for the National Extranet Optimized RHYMIS, describing its new online analysis and reporting site and reflective of other improvements in content. FYSB has been able to conduct detailed in-house (and independent) research on the RHYMIS data, which has revealed critical opportunities for program improvement, now being incorporated into technical assistance.

The online site is at <http://extranet.acf.hhs.gov/rhymis> and enables 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). Reports are available in HTML, text, or Excel. The data can be specified by time period, location, demographic, or programmatic characteristics, etc. The extranet site data are available in detail to the local agency level. Individual youth information (coded anonymously) will be made available in spreadsheet form by FYSB on request to parties who assure its protection and its use for legitimate research, journalism or program improvement. Upgrades to the extranet site to improve user-friendliness are planned for FY 2005.

**Mentoring Program Data:** A quarterly caseload data collection instrument was approved by OMB in the fourth quarter after the standard public comment process. This will provide data indicative of the fidelity of mentoring programs to evidence-based practices that lead to successful mentoring experiences (e.g., duration of relationships). It will also support the national evaluation of the program currently in the planning and design stage. See discussions below under “Evaluations” and preliminary data under “FY 2006 plan.”

**Abstinence Education Program Data:** Questions about teenage sexual behavior are sensitive, and the program is still relatively new, so there has been some difficulty in obtaining high quality data in these early stages of the program. Because of the issues involved in obtaining data, the program does not yet have reliable baseline data to use in setting reasonable performance targets for future years. The state-reported data for FY 1998 through FY 2001 (See Goal I, 6.2.c, and 6.2.d) reflect that numerous states are continuing to have difficulty in collecting and accurately reporting their performance measure data. Accordingly, the FY 2002 and FY 2003 targets were retained at the FY 2000 and 2001 levels, pending analysis of the FY 2001 data.

Based on the 2001 Grantees’ Annual Summary for the SPRANS Abstinence Education program, the percentage of SPRANS Abstinence Education Grantees that reported data on the individual MCHB performance measures in FY 2001 ranged from 67 percent to 82 percent. None of the 33 implementation grantees reported data for all six of the MCHB performance measures. For the community-based program, the ability to report data on core items is considered to be a critical measure of program performance.

## **FY 2006 Plan (new elements) and FY 2005 Plan (revisions)**

### **Long-term Performance Goal 1: By FY 2008, measure the percentage of youth in Transitional Living Program that remain employed or full-time students 6 months after successfully completing the program (revised - Developmental).**

*Data Source: National Evaluation of TLP Program followed by ongoing means to be devised*

This will be based upon the results of the national evaluation of TLP mandated by the RHY Act as reauthorized, which is in part intended to measure long term outcomes of youth after TLP experiences. This will be a high cost effort that cannot be repeated every year; therefore, we have made this a long-term measure, since it is not certain when we will be able to repeat the study to obtain the in-depth, longitudinal data.

FYSB has been exploring the costs and feasibility of measuring this objective credibly on an ongoing basis. Costs appear to be prohibitive and, even if expended, the extensive effort required might not be able to surmount inherent response biases. Those youth who are more organized and well-situated would likely be more responsive or accessible than youth who lost their way, reenter homelessness, or lose interest in maintaining contact with the social program. This would bias the results strongly in favor of depicting success, but would not be credible. Because FYSB will invest in the previously-mentioned long term outcome evaluation over the next several years, post service information can be collected through sampling and surveys, with sampled youth actively searched for if they are missing.

Data on TLP youth is not currently available on their status or outcomes after their day of exit from the program. NEORHYMIS data is only collected up to the day the youth leaves the TLP. Follow-up activities are sometimes conducted by grantees under their own efforts, perhaps due to foundation or private funding or part of aftercare, but not on a uniform national basis. Grantees are not funded by FYSB to be able to afford to track down youth six months or a year after they leave the TLP.

Other outcome measures are still in development, including improvements in educational and employment status during tenure in the TLP program. Although these may not be added to ACF's Performance Budget, they can provide valuable information to improve services. We are using the combined TLP caseload of FY 2003-2003 as the baseline, since these are two full years, the first of complete national data after we reengineered our data collection/information system.

In this baseline period, involving 5,234 youth who entered and exited from the TLP, 51.5 percent improved their educational status (e.g., returned to school or graduated) or maintained a satisfactory status (remained in school), while 48.0 percent did not.

1,260 youth over 18 (who would not be expected to stay in school rather than work) maintained or improved a satisfactory employment status, which is 57.4 percent of the total over 18. 935, or 42.6 percent did not. We noted however, that generally the longer youth stayed in the TLP program, particularly over sixty days, the more likely they were to improve employment standing. A degree of ambiguity about whether certain youth experienced progress or not and imprecision involving duration in services for about 16 percent of these youth (mostly because of

reporting and data entry errors for entrance and exit dates) prevent a reliable statement of exact numbers but the trend was unmistakable. This underscores the value of helping youth to stay with their TLP plans, rather than dropping out or getting themselves kicked out (see measure 6.2c, below).

**ACF STRATEGIC GOAL 2: IMPROVE HEALTHY DEVELOPMENT, SAFETY, AND WELL-BEING OF CHILDREN AND YOUTH**

**PROGRAM GOAL: Provide appropriate shelter, counseling, and other support services to youth and their families in high-risk situations.**

**6.2b. Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded services.**

*Data Source: NEORHYMIS*

This is the core objective of RHY services. As described under “Data” above, FYSB is using caseload information to study TLP youth, such as those more vulnerable and harder to serve, who are expelled or drop out, and/or who exit dangerously or inappropriately. We plan to improve results on this measure by focusing more attention on effective aftercare. The FY 2004 analysis of TLP data suggests this strategy. In future years, FYSB will analyze the much larger BCP caseload to see what is needed to ensure that the emergency shelter services are able to increase the safety and appropriateness of shelter exits. We have retained a consultant from a distinguished research organization to assist with this analysis. We will track the extent to which aftercare services reach more of all groups, especially dropouts and expulsions from TLP and are refining the NEORHYMIS question dealing with aftercare to provide more specific descriptions of such services to each youth.

For this reason, we are hoping for a steady improvement in this target in the next several years, due to implementation and effects of more intensive aftercare services.

**6.2c. Increase by 8 percentage points (2 percentage points increase each year) the percent of youth who complete the transitional living program by “graduating” or finding an opportunity to leave ahead of schedule.**

This new measure captures program effectiveness (helping youth complete their TLP experience, which may improve educational and employment progress) and then measures efficiency by looking at the funding per each successfully completing youth (completion status 1 and 2).

<b>Program Completion Status</b>	<b>FY 03 #</b>	<b>FY 03 %</b>	<b>FY 2004 %</b>	<b>FY 2004#</b>
1. Completed Transitional Living Program	697	23.8%	836	24.8%
2. Voluntarily Did Not Complete Transitional Living Program Because of Other opportunities	551	18.9%	702	20.8%
<b>Subtotal</b>	<b>1248</b>	<b>42.7%</b>	<b>1538</b>	<b>45.6%</b>

3. Voluntarily Did Not Complete Transitional Living Program, No Plans (Dropped out)	841	28.8%	855	25.4%
4. Youth Was Expelled or Otherwise Involuntarily Discharged From Program	834	28.5%	976	29.0%
<b>Subtotal</b>	<b>1675</b>	<b>57.3%</b>	<b>1831</b>	<b>54.4%</b>
<b>TOTAL</b>	<b>2923</b>	<b>100%</b>	<b>3369</b>	<b>100%</b>

The target of a 2 percentage point increase has been met in its first year of use (42.7 percent to 45.6 percent)

Fortunately, despite an increase in funding, the cost efficiency improved, in part through small increases in successful tenures (status 1 and 2) and a noticeable decrease in the drop out rate (3). This is particularly important because the data show that drop outs are more likely to exit unsafely, return to the street or be reported missing. Expelled youth are more likely to be transferred to shelters, where safety and services can be found. (If calculated against the TLP portion of the data in 6.2b (which addresses *successful* program exits), this efficiency measure could be part of an outcome measurement, but since most dropouts and expellees, as well as “completers,” exit from TLP safely and appropriately, such a hybrid might confuse the issue.

TLP budget period	funding	Youth completing TLP (Status 1 and 2)	Total youth	\$/youth
2002 (spent in FY 2003)	\$39,736,000	1248	FY 03: 2923*	\$31,840
2003 (spent in FY 2004)	\$40,505,000	1538	FY 04: 3369*	\$26,336

\*Youth receive services during the year paid for by the end-of-year appropriation of the previous year.

#### **6.2d. Achieve state-set targets for reducing the proportion of adolescents who have engaged in sexual intercourse.**

There are some indications that early sexual intercourse by adolescents can have negative effects on social and psychological development. Abstinence education programs provide education to young people and create an environment within communities that supports teen decisions to postpone sexual activity. Between 1991 and 2001, the prevalence of sexual experience decreased 16 percent among high school students. (CDC, MMWR, Sept. 27, 2002.) In 2001, 45.6 percent of high school students reported having had sexual intercourse, and 33.4 percent reported having had sexual intercourse within the previous three months, as compared to 36.3 percent in the 1999 survey. (CDC, MMWR, June 28, 2002.)

The percent of states that achieved their state-set target decreased from 71 percent in FY 1998 to 37 percent and 38 percent in FY 1999 and FY 2000, respectively. This is due to the very small number of states that reported data for this performance measure in FY 1998. Also, states established their five-year performance targets in FY 1998, which was the first year of the program. Many states did not have good baseline data on which to base their performance targets. In addition, some states may have set ambitious targets for each subsequent program year. While the number of states participating in the Youth Risk Behavior Survey has increased, many states continue to have difficulty in collecting and reporting reliable data related to teenage

sexual behaviors. Every effort will be made to continue to work with the states to improve the quality of the data in this area.

### **6.2e. Achieve state-set targets for reducing the rate of births to teenagers aged 15-17.**

Research shows that teen pregnancy is linked to a list of risk factors similar to those for other problem behaviors of adolescence, such as alcohol, drug use, violence, delinquency, and school drop-out. Teen parenting is associated with the lack of high school completion and the initiation of a cycle of poverty for mothers. The Department of Health and Human Services established the reduction of teen pregnancies as a priority goal in its Strategic Plan. Based on preliminary U.S. birth data for 2003, the teen birth rate dropped 3 percent in 2003 and has declined by 33 percent over the past decade to reach a new historic low. Rates declined for teenagers of all ages and among all racial and/or Hispanic origin groups. Declines for non-Hispanic black teenagers were particularly striking, with the rate per 1,000 aged 15-19 falling 45 percent from 1991. For young black teens (15 to 17 years) the rate has been cut by 55 percent since 1991. Between 1991 and 2002, teenage birth rates declined significantly in all states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands. While the proportion of births to unmarried women has been inching up steadily since 1998, births to unmarried teenagers declined in 2003 for the fifth consecutive year. (CDC, NCHS, *National Vital Statistics Report*, Volume 53, Number 9, November 23, 2004.)

With an increased number of states reporting data, the percent of states that achieved their state-set target increased from 36 percent in FY 1998 to 61 percent in FY 1999. Based on a smaller number of states reporting data for FY 2000 than in FY 1999, 28 percent of the states achieved their targets. Additional efforts will be made to assure that all states report data, and to improve the quality of the data.

### **Developmental mentoring program efficiency measure**

We are exploring efficiency measures for the mentoring program. At this time, grants management financial reporting protocols do not include cost items or categories, so it would not be feasible to track the percentage of costs used in administration without fairly expensive surveys. An alternative would be to follow unit costs: adjusted grant dollars (see Note) divided by number of children in matches = baseline cost per child. The target would be to decrease cost per child (with other things being equal) yearly, primarily by improving the rate at which children are paired with mentors.

Note: start up programs take several quarters before operations can be organized, eligible families enlisted, mentors motivated, selected, trained and screened, and matches initiated. Thus any year in which new programs are added would show much higher costs per child in the early quarters, at least for all new grantees. We are looking at how to take 'time in business' into account, perhaps by not counting dollars going to new grantees in their first two quarters. More importantly, the effect of the substantially increased match required of grantees in their third year would need to be accounted for, since in that group it would decrease federal dollars per child. At the same time, those freed up federal dollars might transfer to a new batch of start ups (where administrative costs would be incurred before children could be matched, as discussed earlier).



Adjustments would enable us to display a more authentic cost efficiency trend by removing such factors that distort the measurement of efficiency in irregular ways.

**Increase the percentage of youth that enter FYSB services (RHY shelter/basic center or TLP program) through outreach efforts. (dropped)**

*Data Source: NEORHYMIS*

We are replacing this measure since it does not significantly bear on youth wellbeing: other sources of referral are equally valid and far more common. They 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.

**ACF STRATEGIC GOAL 3: INCREASE THE HEALTH AND PROSPERITY OF COMMUNITIES AND TRIBES**

**6.2f. Increase the number of RHY youth who are engaged in community service and service learning activities while in the program. (New – Developmental)**

*Data Source: NEORHYMIS*

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. Giving something back to the community can be a powerful stimulant of self-efficacy and pro-social attitudes. Since the short term BCP provides less opportunity for sustained community service experiences, (maximum tenure is 15 days), we expect to see higher percentages in the longer term TLP. We are capping the long term target at 15 percent rather than try to expand the level indefinitely since these experiences are not always appropriate in a youth's treatment plan.

**6.2g Increase the percentage of children receiving mentoring through the mentoring children of prisoners program whose relationships last at least one year with a single mentor. [O](Developmental)**

*Data Source: aggregate caseload data collection*

This change addresses an essential factor (and program standard) for promising mentoring relationships, which is duration of at least 12 months. This constitutes one of the intermediate outcomes of the MCP logic model which is quality mentor/mentee relationships. Other quality factors include regularity (weekly contact) and intensive training of mentors. The data that defines 6.2g will be collected through quarterly caseload reports every year. Setting of targets will be feasible after a year of full scale data collection, which began in the first quarter of FY 2005. Our hypothesis is that quality relationships will lead to outcomes such as are captured in 6.2h.

**6.2h Achieve relationships that result in measurable child outcome improvements among at least 80 percent of children in matches, including school attendance, academic achievement, behavior/ conduct, family relationships, etc., as measured by national evaluation of MCP program.**

*Data Source: National Evaluation of Mentoring Children of Prisoners Program and by ongoing means to be devised*

The measure is being revised to embody a broader range of child long term outcomes that will be studied in the national evaluation. Data for this measure will not be uniformly available except on the basis of surveys from statistical samples taken during the national evaluation, which will probably be conducted from FY 2005 to FY 2008. During the evaluation, means of collecting this kind of outcome information from every grantee on an ongoing and reliable basis will be explored. In the interim, FYSB will report on the rate of success in finding qualified and fully-screened adults to serve as one-to-one mentors for children of prisoners (and increasing the number of children in matches) and related aggregated quarterly information such as the frequency of adult/child meetings, the duration of the relationships, termination of relationships, training of adults.

**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES: CHILD WELL-BEING**

**Program Performance Table**

Performance Measures	Targets	Actual Performance	Reference
<b>PROGRAM GOAL: Enhance child well-being by promoting healthy marriages and family formation and reducing out-of-wedlock pregnancies.</b>			
6.3a. Increase in the number of children in a state living in married couple households as a percentage of all children in the state living in households. [O] (Developmental)	CY 06: 72% CY 05: 70% CY 04: baseline year	CY 05: CY 04: baseline CY 03 69.29 pre-baseline	HHS 7.1

**Narrative Performance Analysis**

ACF has established this new objective to track the effects of the relationship between family structure and child well-being. 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 FY 2005 target has been projected based on a preliminary baseline estimate.

**Data Issues:** Annual supplemental Census survey data provide reliable state estimates for this measure. 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.

## Measure by Measure Performance

**PROGRAM GOAL:** Enhance child well-being by promoting healthy marriages and family formation and reducing out-of-wedlock pregnancies.

### **6.3a Increase in the number of children in a state living in married couple households as a percentage of all children in the state living in households (New - Developmental).**

*Data Source: Census Data*

Because we lacked data on healthy marriages and family formation, we initially considered a developmental process measure for this goal: the number of states implementing initiatives to promote healthy marriages. Using expanded sampling by the Census Bureau allows us to measure the extent to which children are living in married couple households. Through this measure, we will indirectly track state TANF efforts in this area.

ACF does not have a mechanism that specifically tracks spending for this measure, but ACF does collect information that incorporates spending in this area that can be used as a proxy for this measure. States report quarterly on their Federal TANF and state MOE expenditures on the TANF ACF-196 Financial Report form. This form does not contain an item for reporting Federal TANF or state MOE expenditures on children living with their married parents or on “marriage programs.” The expenditures most closely connected to the needs are expenditures on non-assistance in ways that are reasonably calculated to accomplish the TANF goal of encouraging the formation and maintenance of two-parent families).

## **ACF STRATEGIC GOAL 3: INCREASE THE HEALTH AND PROSPERITY OF COMMUNITIES AND TRIBES**

### **ACF GOAL 3, STRATEGIC OBJECTIVE 7: BUILD HEALTHY, SAFE, AND SUPPORTIVE COMMUNITIES AND TRIBES**

**Approach for the Strategic Objective:** Strengthen local communities through community partnerships and improving civic participation; increase community development investments so that families can lead healthy, safe, and productive lives; and work with Tribes and Native American communities to develop strategies and programs to promote social and economic development and self-sufficiency.

#### **7.1 COMMUNITY SERVICES BLOCK GRANT**

##### **Program Performance Table**

<b>Performance Measures</b>	<b>Targets</b>	<b>Actual Performance</b>	<b>Reference</b>
<b><i>STRATEGIC LONG-TERM GOAL: Reduce poverty conditions for low-income individuals, families and communities</i></b>			

<b>Performance Measures</b>	<b>Targets</b>	<b>Actual Performance</b>	<b>Reference</b>
7.1a. Reduce the number of conditions of poverty among low-income individuals, families, and communities as a result of community action interventions.(Developmental)[O]	FY 06: TBD FY 05: TBD FY 04: baseline year	FY 05: TBD FY 04: Baseline	HHS 6.4
<b><i>PROGRAM GOAL: Ensure that low-income people have a stake in their community</i></b>			
7.1b. Increase over the previous year the number of volunteer hours contributed by CSBG consumers in one or more community groups (in million of hours).	FY 04: Dropped FY 03: 30.07 FY 02: 29.48 FY 01: 27.7 FY 00: 28.9 FY 99: 28.6 FY 98: baseline year	FY 04: 7/2005 FY 03: 42.31 FY 02: 40.51 FY 01: 32.00 FY 00: 30.7 FY 99: 27.46 FY 98: 26.86 FY 97: 27.0 FY 96: 28.06	
<b><i>PROGRAM GOAL: Community conditions in which low-income people live are improved.</i></b>			
7.1c. Increase in the amount of non-Federal dollars mobilized and coordinated to combat local conditions that keep people in poverty per \$1,000 of CSBG block grant dollars expended to support core state and local CSBG network activities. [E] (Developmental)	FY 06: TBD FY 05: TBD FY 04: baseline year  (developmental efficiency measure)	FY 05: TBD FY 04: baseline	HHS 6.4
Former Measure: Increase over the previous year's target, the amount of non-Federal resources brought into low-income communities by the Community Services Network (in billions of leveraged non-Federal funds).	FY 04: Replaced FY 03: \$1.7 FY 02: \$1.68 FY 01: \$1.66 FY 00: \$1.38 FY 99: \$1.36 FY 98: baseline year	FY 03: \$2.58 FY 02: \$2.68 FY 01: \$2.55 FY 00: \$1.83 FY 99: \$1.92 FY 98: \$1.64 FY 97: \$1.26 FY 96: \$1.20	

**Data Issues:**

Data collected by the CSBG Information System (CSBG/IS) survey administered by the National Association for State Community Services Programs (NASCSPP) includes both statistical and performance data. OCS and NASCSPP have worked to ensure that the survey captures the required information. The CSBG Block Grant allows states to have differing program years; this creates a substantial time lag in preparing annual reports. In order to improve the timeliness and accuracy of these reports, NASCSPP and OCS are providing states better survey tools and

reporting processes. Over the past two years, the time lag in reporting has decreased by six months.

Technology continues to be a major concern for states and local agencies in providing quality data collection and reporting. Some local small agencies, whose funds are primarily dedicated to providing services, view the development and investment in technology as a secondary concern. In order to track outcomes for families and clients over longer periods, much of the technical assistance provided by OCS and the states in the past several years has been directed to help states and agencies to meet this challenge.

## Measure by Measure Performance

***STRATEGIC LONG TERM GOAL: Reduce poverty conditions for low-income individuals, families and communities***

### FY 2004-2006 Plan

#### **7.1a. Reduce the number of conditions of poverty among low-income individuals, families, and communities as a result of community action interventions.**

*Data Source: State Annual CSBG Reports*

This new measure will track the impact of several of the thirteen 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.

### **PROGRAM GOAL - Ensure that low-income people have a stake in their community.**

#### **7.1b. Increase over the previous year the number of volunteer hours contributed by CSBG consumers in one or more community groups (in millions of hours).**

*Data Source: State Annual CSBG Reports*

This measure has been important because it is an indicator of the CSBG network's ability to increase its capacity to achieve results. Attracting volunteers builds the capacity of the network and is a sign of community support and investment. This measure is largely met through local CAA outreach and partnership efforts. The *First Annual Report of Performance Outcomes from the Community Services Block Grant Program FY 2001* highlights accomplishments on volunteer contributions to the network. In FY 2001, 51 states reported information. In FY 2000, 48 states reported information, 45 states in FY 1999 and 43 for FY 1998.

Voluntary contributions have fluctuated over the years, declining from 28 million in FY 1996 to 27 million hours in FY 1997 and 26.8 million hours in FY 1998 and then rising to 27.4 million hours in FY 1999 and have continued to increase every year since FY 1999. In FY 2002, 40.51 million hours were contributed exceeding the target by more than 37 percent and 42.31 million hours were contributed in FY 2003 exceeding the target by more than 41 percent.

Contributions by volunteers will continue to increase as agencies develop new volunteer opportunities. Operations presently underway with the National Council on the Aging involve the use of volunteers to assist eligible seniors and persons with disabilities obtain public benefits. The Council and CAAs will be working with faith-based organizations, churches, older teenagers and the elderly to access public benefits via a web-based program. OCS and the Internal Revenue Services are working with the Community Services Network to train local volunteers to assist individuals to appropriately file EITC claims. This measure was dropped in FY 2004.

**PROGRAM GOAL - Conditions in which low-income people lives are improved.**

**Developmental efficiency measure**

**7.1c. Increase the amount of non-Federal dollars mobilized and coordinated to combat local conditions that keep people in poverty per \$1,000 of CSBG block grant dollars expended to support core state and local CSBG network activities. (Efficiency measure) (Modified).**

**Replaced Measure:**

**Increase over the previous year's target, the amount of non-Federal resources brought into low-income communities by the Community Services Network (in billions of leveraged non-Federal funds).**

*Data Source: State Annual CSBG Reports*

This measure has been important to the CSBG program because CSBG funds are the primary core funding for the network. Leveraging financial resources is essential to providing vital programs and the necessary services for improving the lives and conditions of low-income people. This measure is largely met through local agency capacity building efforts. The *First Annual Report of Performance Outcomes from the Community Services Block Grant Program FY 2001* highlights accomplishments on leveraging other Federal as well as non-Federal financial resources.

**7.2 FAMILY VIOLENCE PREVENTION**

**Program Performance Table**

Performance Measures	Targets	Actual Performance	Reference
<b><i>PROGRAM GOAL: Build healthy, safe and supportive communities and Tribes that increase the ability of family violence victims to plan for safety.</i></b>			
<b><i>Objective: Support programs to provide immediate shelter and related assistance for victims of family violence and their dependents.</i></b>			

7.2a. Increase the number of Federally recognized Indian Tribes that have family violence prevention programs.	FY 06: 205 FY 05: 205 FY 04: 200 FY 03: 195 FY 02: 190 FY 01: 189 FY 00: 174 FY 99: 162 FY 98: baseline year	FY 05: FY 04: 184 FY 03: 180 FY 02: 184 FY 01: 181 FY 00: 187 FY 99: 174 FY 98: 174	HHS 1.6
<b><i>PROGRAM GOAL: 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.</i></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.	FY 06: 14,700 FY 05: 14,500 FY 04: 12,500 FY 03: 12,000 FY 02: 11,500 FY 01: 11,000 FY 00: baseline year	FY 05: 1/2006 FY 04: 14,000 FY 03: 14,000 FY 02: 12,500 FY 01: 13,800 FY 00: 11,000 FY 99: 11,000 FY 98: 8,000	HHS 1.6
7.2b.1. Increase the amount of training hours provided to advocates to handle sexual assault calls. (Combined with above measure in FY 2004)	FY 2003: 192	FY 2003: 111	
7.2c. Shorten the response time to provide needed information to callers. [E] (Developmental)	FY 06: TBD FY 05: baseline year	FY 05: baseline	HHS 1.6 EFFICIENCY MEASURE

**Data Issues:** Through the Documenting Our Work project, the family violence program has initiated several efforts designed to assist in developing performance indicators and outcome measures for the various programs and activities supported with Family Violence and Services Prevention Act funds (FVPSA). This activity is being piloted in several states. There is considerable variation in the type and comparability of program information and data reported by state and Tribal grantees, state coalitions and discretionary grantees. This is due, in part, to the variation in services and activities funded within each state or locality, the availability of other Federal, state, and local funding, as well as the varying reporting capacity of grantees to provide extensive data. States, state domestic violence coalitions, the national resource center network, and Federal-level partners are working to reach consensus on selected outcome measures.

Support for the Documenting Our Work project is provided by the National Resource Center on Domestic Violence (NRC). The NRC formed a working group and conducted extensive conference calls with focus groups to assist in building common and sufficiently inclusive definitions of “services” provided by local domestic violence programs.

- Documentation and Self-Assessment tools for domestic violence programs have been developed and are in the process of being pilot tested by over 25 programs in 5 states. Data and feedback already received from these pilot tests is being analyzed.
- Pilot testing for Documentation and Self-Assessment tools for state domestic violence coalitions are now being completed.
- Multiple papers have been written including *Understanding the Impact of Our Work: Vision, Philosophy, and Challenges*.

### **Measure by Measure Performance**

The following program performance goals have been developed in two program areas that have sufficient data available to track performance: Tribal program development and the National Domestic Violence Hotline.

**PROGRAM GOAL:** Build healthy, safe and supportive communities and Tribes that increase the ability of family violence victims to plan for their safety.

**Objective:** Support programs to provide immediate shelter and related assistance for victims of family violence and their dependents.

#### **7.2a. Increase the number of federally recognized Indian Tribes that have family violence prevention programs.**

*Data Source: Administrative Data*

The FVPSA program provides technical assistance and information to the states and Indian Tribes to increase the number of Indian Tribes that sponsor family violence prevention programs. A collaborative effort among the national resource center network and selected state domestic violence coalitions will provide this technical assistance. Over the past decade, the number of grants to Indian Tribes for preventing family violence has increased. However, in FY 2003, the number of grants decreased slightly from the previous year. This decrease was the result of delayed publication of the program announcement. While the technical assistance effort attracted additional Tribal grantees to the FVPSA program during FY 2003, staff turnover and failure to submit applications continue to negatively affect this measure. Technical assistance will continue to be provided to all Alaskan Native and Native American grantees.

The FVPSA programs on Tribal trust lands and reservations are developing a more stable and comprehensive set of activities. Several activities are underway to improve Tribal reporting of family violence intervention and prevention services. ACF has the assistance of a newly-funded resource center, Sacred Circle, which provides comprehensive technical assistance, support and training to Tribes, Native American communities, and advocates working with Native American women. Sacred Circle is working with Tribes receiving FVPSA grants to improve data collection for reporting purposes and to assist them in administering their programs.



**PROGRAM GOAL:** Ensure that victims of domestic violence and sexual assault, their families and friends, and others interested in their safety and support, have a source of comprehensive and timely crisis information, services and assistance.

**7.2b. Increase the capacity of the National Domestic Violence Hotline (NDVH) to respond to an increased average of calls per month.**

**FY 2003 PLAN**

**7.2b.1. Increase the amount of training hours provided to advocates to handle sexual assault calls.**

*Data Source: Administrative Data*

The NDVH became operational in 1996 as a project of the Texas Council on Family Violence and serves as a critical partner in the prevention and resource assistance efforts of the Domestic Violence Resource Network (DVRNetwork).

In FY 2003, training for advocates to handle sexual assault calls was expanded to include training for military callers as well as training to improve service to the Deaf community (a partnership with Abused Deaf Women's Advocacy Services). A total of 111 advocacy volunteers were trained. The summer 2003 training class was completed in July, and during a three-month period volunteers were trained in over 500 hours of service.

For FY 2004 - 2005, we have combined these two measures to highlight the increase in the average number of calls received by the Domestic Violence Hotline. The Hotline is committed to meeting the needs of diverse communities and provides bilingual Spanish-English staff, text telephones for callers who are hearing impaired, access to translators in 139 languages, and materials in a variety of languages and formats. The Hotline, a significant entity in facilitating victims' access to shelter and services, has answered more than 1 million calls since its inception in February 1996.

Each year, both the number of calls and the number of calls responded to by advocates have increased. Hotline staff and volunteers provide victims of domestic violence, and those calling on their behalf, crisis intervention, information about domestic violence, and referrals to local service providers. The services of the Hotline are available 24 hours a day, seven days a week. The Hotline data collection program collects, analyzes and disseminates national data on the nature, scope and impact of family violence in the United States for professionals and policy makers at the local, state, and national levels. Assistance through e-mail is available at [ndvh@ndvh.org](mailto:ndvh@ndvh.org).

The continuing challenge to the Hotline is staffing. Adequate response to an increased number of calls per month requires 28 full- and part-time advocates, 20 relief advocates and 30 volunteer advocates. Staff resources are constrained by factors that affect such labor-intensive activities as turnovers, work schedules, compensation, and competition with better paying jobs in the local area of the Hotline operation. 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. In FY 2002, the Hotline responded to 12,500 calls, 1,000 more than projected. During FY

2003, the Hotline responded to an average of 14,000 calls per month, exceeding the projected FY 2003 target by 2,000 calls.

### 7.3 LOW-INCOME HOME ENERGY ASSISTANCE (LIHEAP)

**Program Performance Table**

Performance Measures	Targets	Actual Performance	Reference
<b><i>PROGRAM GOAL: Increase the availability of 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 is endangered by living in a home without sufficient heating or cooling.</i></b>			
7.3a. Increase the reciprocity targeting index score of LIHEAP households having at least one member 60 years or older.* [O]  Former Measure: Increase the targeting index of LIHEAP recipient households having at least one member 60 years or older compared to non-vulnerable LIHEAP recipient households. [O]	FY 06: 92 FY 05: 84 FY 04: 82 FY 03: baseline year (Intervention begun in FY 2004)  FY 05: Replaced FY 04: FY 03: N/A – new methodology FY 02: 90:64	FY 06: 4/2007 FY 05: 4/2006 FY 04: 4/2005 FY 03: 79 baseline  FY 04: 11/2004 FY 03: 90:63 baseline FY 02: 91:64 pre-baseline FY 01: 89:58	HHS 1
7.3b. Maintain the reciprocity targeting index score of LIHEAP households having at least one member 5 years or younger.* [O]  Former Measure: Increase the targeting index of LIHEAP recipient households having at least one member 5 years or under compared to non-vulnerable LIHEAP recipient households. [O]	FY 06: 122 FY 05: 122 FY 04: 122 FY 03: baseline year  FY 06: Replaced FY 05: TBD FY 04: TBD FY 03: TBD FY 02: 109:64	FY 06: 4/2007 FY 05: 4/2006 FY 04: 4/2005 FY 03: 122 baseline FY 02: 122 pre-baseline FY 01: 115  FY 05: FY 04: 6/2005 FY 03: 120:63 FY 02: 109:64 FY 01: 111:58 (Baseline)	HHS 1
(New efficiency measure to be developed based on Administration’s proposed PART feasibility evaluation study. [E])  Former Measure: Increase the net amount of non-Federal energy assistance resources leveraged through the LIHEAP leveraging incentive	FY 06: Dropped* FY 05: TBD FY 04: baseline year	FY 05: FY 04: 6/2005 FY 03: \$1.642 FY 02: \$1.322B	HHS 1

Performance Measures	Targets	Actual Performance	Reference
program. (Developmental) [E]	* per recommendation by OMB	FY 01: \$1.144B	
Long-term measures added: For high-energy burden, LIHEAP recipient households increase from FY 2001 to FY 2005 the benefit targeting index score from 108 to 115 and the burden reduction targeting index score for high-energy burden LIHEAP households from 96 to 110.			

\*Current targeting index scores have been recalculated using data from State *LIHEAP Household Reports* instead of LIHEAP reciprocity weighted estimates from the Census Bureau's March Current Population Survey.

## Data Issues

ACF has been measuring the performance of LIHEAP in serving two vulnerable households that have an elderly member and/or a young child. 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. In calculating the reciprocity targeting index, the Census Bureau's March Current Population Survey (CPS) has been used to provide data on both LIHEAP eligible and recipient households.

The following data issues affect the calculation and/or usefulness of reciprocity targeting indexes:

- **Data validity:** ACF has determined that the March CPS cannot be relied upon to provide the needed data on LIHEAP recipient households. Specifically, ACF's *LIHEAP Performance Measurement Validation Study* (September 2004) found that the CPS data furnished biased estimates of LIHEAP recipient households with an elderly member or young child. ACF is now using each State's annual *LIHEAP Household Report* to furnish national counts of these LIHEAP recipient households. Consequently, the reciprocity targeting index measures have been recalculated.
- **Data availability:** The *LIHEAP Household Report* 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.
- **Data timeliness:** The availability of national data from the *LIHEAP Household Report* is not as timely as data from the March CPS. The aggregation of the state-reported data (after editing) for the previous fiscal year is available generally no later than April of the current fiscal year. Consequently, the data are not available in time to modify interventions prior to the current fiscal year.
- **Data quality:** Although there are internal consistency checks of the state-reported data, there are no Federal quality control or audit requirements for the data obtained from the *LIHEAP Household Report*.

## Measure by Measure Performance

Beginning in FY 2004, ACF implemented a federal LIHEAP outreach campaign 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.

The results of ACF's LIHEAP outreach campaign are tracked annually through the reciprocity targeting index scores. The index scores will be used for the following purposes:

- To enhance ACF's LIHEAP outreach campaign. For example, the reciprocity targeting index scores can be analyzed geographically to determine which sections of the country vulnerable households are being underserved. This data can be used in focusing the dissemination of the LIHEAP brochures to those sections of the country.
- To evaluate the effectiveness of the LIHEAP outreach campaign in increasing the extent to which vulnerable households are receiving LIHEAP assistance.

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 and private fuel funds).

**PROGRAM GOAL - HEALTH AND SAFETY:** Increase the availability of LIHEAP fuel assistance to vulnerable and high-energy burden households whose health and safety is endangered by living in a home without sufficient heating and cooling.

The LIHEAP statute mandates that LIHEAP assistance be targeted to those eligible households with the highest home energy needs, i.e., vulnerable households and high-energy burden household. The reciprocity targeting index is a meaningful measure to determine whether the program is serving each of these types of households at a greater rate than other eligible households.

### **7.3a. Increase the targeting index of LIHEAP recipient households having at least one member 60 years or older.**

*Data Source: Census Bureau's March Current Population Survey and State LIHEAP Household Reports.*

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. ACF's target is to increase the index score to 92 by FY 2006. By then, the scope of ACF's LIHEAP outreach campaign will have been expanded.

### **7.3b. Increase the targeting index of LIHEAP recipient households having at least one member 5 years or younger compared to non-vulnerable LIHEAP recipient households. (Dropped)**

*Data Source: Census Bureau's March Current Population Survey and State LIHEAP Household Reports.*

The baseline targeting reciprocity index score for households with a young child was 122 for FY 2003. This score indicates that LIHEAP grantees are providing more than sufficient outreach to these households. Consequently, a maintenance target has been set that also allows ACF to direct more of its outreach resources for households with an elderly person.

**7.3c. Increase the amount of non-Federal energy assistance resources leveraged through the LIHEAP leveraging incentive program.**

*Data Source: Federal Administrative Data*

As a result of LIHEAP's PART assessment in FY 2003, OMB requested that ACF develop efficiency measure that involved LIHEAP's leveraging incentive funds. These funds reward LIHEAP grantees that add private or non-Federal public resources to provide home energy benefits to low income households beyond what could be provided with Federal resources. However, several months ago OMB indicated that this would not be an acceptable efficiency measure.

A new efficiency measure will be developed as part of the Administration's proposal to include \$500,000 in FY 2006 LIHEAP funds to study the feasibility of conducting a comprehensive LIHEAP evaluation.

The following long-term measures have been added to this year's plan: **Increase the burden reduction index score for high-energy burden LIHEAP households from 98 in FY 2001 to 100 in FY 2005.**

*Data Source: U.S. Energy Information Administration's 2001 and 2005 Residential Energy Consumption Surveys' LIHEAP Supplemental Samples.*

ACF's *LIHEAP Energy Burden Study* (December 2004) evaluated the performance of LIHEAP in serving high-energy burden households. The study used data from the Energy Information Administration's 2001 Residential Energy Consumption Survey (RECS) LIHEAP Supplemental Sample. As part of the study, an empirical standard was developed for use in the study in defining high-energy burden since the LIHEAP statute does not do so.

Prior to the 2001 RECS LIHEAP Supplement Sample, there were no sufficient national data to develop performance measurement statistics for reciprocity targeting for high burden households. In addition, 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 a target group of households higher benefits than all LIHEAP recipient households.
- 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 is 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. 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 recipients. 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 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. Consideration needs to be given to the targeting of LIHEAP recipient households that are both vulnerable and have a high-energy burden.

#### 7.4 NATIVE AMERICAN PROGRAMS

##### Program Performance Table

Performance Measures	Targets	Actual Performance	Reference
<i>Program Goal: Support and encourage the role of Tribal elders in the community; promote efforts to involve elders in work as mentors with youth and children, e.g., teaching culture and language in Head Start and other childcare programs.</i>			
7.4a. Increase the number of grants that include elder participation.	FY 04: Dropped FY 03: 94 FY 02: 70 FY 01: 65 FY 00: 60 FY 99: 44 FY 98: baseline year	FY 03: 73 FY 02: 114 FY 01: 88 FY 00: 62 FY 99: 55 FY 98: 52 FY 97: 44	
<i>Program Goal: Promote Job Creation in Native communities; provide solutions to community needs and/or challenges through the delivery of a product or service which will increase capacity for job retention and self-sustainability, e.g. development of codes and ordinances, business training, employment internships and small business development.</i>			
7.4b Increase the number of jobs created or retained in Native communities through the delivery of capacity building resources, partnerships, and the leveraging of	FY 06: TBD FY 05: TBD FY 04: baseline year	FY 06: TBD FY 05: TBD FY 04: Baseline	HHS 6.4

<p>limited resources. [O] [E] (Developmental)</p> <p>Former Measure: The number of Tribes and Native American organizations receiving economic development related services.</p>			
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**Measure by Measure Performance**

**Program Goal:** Support and encourage the role of Tribal elders in the community; promote efforts to involve elders as mentors with youth and children, e.g., teaching culture and language in Head Start, other childcare programs and adult programs.

**Dropped Measure:**

**7.4a. Increase the number of grants that include elder participation.**

*Data Source: Administrative Records*

Tribal elder involvement was initially selected as a key measure of program performance since the role of Tribal elders is essential in all aspects of Tribal and community life. This measure was not a priority for funding activities in FY 2003 and as a result the target was not met. This measure was dropped effective FY 2004. It has been dropped and replaced by the following outcome measure.

**Program Goal:** Promote Job Creation in Native communities; provide solutions to community needs and challenges through the delivery of a product or service which will increase capacity for job retention and self-sustainability, e.g. development of codes and ordinances, business training, employment internships and small business development.

ANA's economic development strategy was developed, in part, to address socioeconomic trends that indicate that, when compared to all other groups of citizens in the United States, Native Americans living in reservation and 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.

**7.4b. Increase the number of jobs created or retained in Native communities through the delivery of capacity building resources, partnerships, and the leveraging of limited resources.**

*Data Source: Administrative Records*

ANA is exploring methods for measuring job creation and assessing the effectiveness of ANA's programs in creating jobs. In addition to ANA's program goal of promoting job creation, ANA also seeks to strengthen capacity in Native communities. Accordingly, ANA is considering performance measures which relate to capacity building. Potential performance measures would focus on the Tribes and other organizations that receive training and technical assistance from ANA, and whether these Tribes and organizations go on to apply for ANA grants, receive high

scores in the panel review process, and successfully implement project activities. ANA is also considering a performance measure assessing the number of first-time ANA grantees. To assist with current and potential performance measures, ANA is in the process of developing and field testing a tool to evaluate the effect of projects funded by ANA.

## 7.5 DEVELOPMENTAL DISABILITIES

### Program Performance Table

*Note: Last year, ADD revised its long-term and annual performance measures to reflect the outcomes its programs strive to achieve. This section first presents the performance measures that were used through FY 2003. It then presents the measures ADD will adopt in FY 2004.*

Performance Measures for FY 2003	Targets	Actual Performance	Reference
<b><i>PROGRAM GOAL: Increase entry into, and retention of, employment by individuals with developmental disabilities, consistent with their interests, abilities, and needs.</i></b>			
(Old) 7.5a. Achieve the targeted number of adults with developmental disabilities who obtain integrated jobs as a result of DD program intervention.	FY 04: Dropped FY 03: 6,834 FY 02: 3,850 FY 01: 3,800 FY 00: 9,517 FY 99: 9,517	FY 03: 6,238 FY 02: 5,086 FY 01: 5,854 FY 00: 3,788 (Rev. Baseline) FY 99: 8,959 FY 98: 9,665 FY 97: 6,945	
<b><i>PROGRAM GOAL: Increase the funding leveraged by grantees in the developmental disabilities programs in support of health initiatives.</i></b>			
(Old) 7.5b. Leverage the targeted dollars from ADD's Federal partners to support positive outcomes for individuals with developmental disabilities for employment, housing, education, health, and community support as a result of ADD intervention (dollars in millions).	FY 04: Dropped FY 03: \$2.4 FY 02: \$2.4 FY 01: \$2.4 FY 00: \$2.4 FY 99: \$3.5	FY 03: \$1.0 FY 02: \$1.17 FY 01: \$1.1 FY 00: \$2.4 FY 99: \$2.1 FY 98: \$2.6	
<b><i>PROGRAM GOAL: Increase the opportunities of adults with developmental disabilities to choose where and with whom they live and to have the services they need to support these choices.</i></b>			
(Old) 7.5c. Achieve the targeted number of individuals with developmental disabilities owning or renting their own homes as a result of DD program intervention.	FY 04: Dropped FY 03: 4,015 FY 02: 8,000 FY 01: 7,500 FY 00: 2,132 FY 99: 2,079	FY 03: 4,305 FY 02: 5,921 FY 01: 4,013 FY 00: 7,308 FY 99: 34,904 FY 98: 19,649	



Performance Measures for FY 2003	Targets	Actual Performance	Reference
<b>PROGRAM GOAL: Increase the numbers of individuals with developmental disabilities receiving the services and supports they need to live and work in the community.</b>			
<b>PROGRAM GOAL: Increase the number of individuals with developmental disabilities and family members acquiring knowledge and skills necessary to access needed health care services.</b>			
(Old) 7.5e. Increase the number of health care providers trained to meet the health needs of individuals with developmental disabilities as a result of DD program intervention.	FY 04: Dropped FY 03: 4,200 FY 02: 4,200 FY 01: 5,000 FY 00: 4,825 FY 99: 4,000	FY 03: 4,127 FY 02: 4,055 FY 01: 4,112 FY 00: 4,032 FY 99: 4,100 Baseline FY 98: 3,733	HHS 3.5

**New measures, after the FY 2005 PART process for ADD.**

Performance Measures for FY 2004-6	Targets	Actual Performance	Reference
<b>Long-term goal: By the end of FY 2007, percentage of individuals with developmental disabilities who are independent, self-sufficient, and integrated into the community will increase to 14 percent.</b>			
7.5a. Increase the percentage of individuals with developmental disabilities who are independent, self-sufficient and integrated into the community.	FY 06: 13.64% FY 05: 13.42% FY 04: 13.20% FY 03: 13.07% FY 02: baseline year	FY 06: FY 05: FY 04: 6/2005 FY 03: 12.68% FY 02: 12.94%	HHS 6.1/6.3
The following four indicators will determine performance for the above measure: <ul style="list-style-type: none"> <li>(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).</li> <li>(2) Percentage of children with DD who are integrated through inclusive education, early intervention, and childcare programs (SCDDs).</li> <li>(3) Percentage of individuals with developmental disabilities who have better quality services and supports.</li> <li>(4) Percentage of individuals with developmental disabilities who are receiving services from UCEDD trained professionals (UCEDDs, developmental).</li> </ul>			
<b>Long-term outcome goal: By the end of FY 2007, the percentage of trained individuals who are actively working to improve access of individuals with developmental disabilities to services and supports will increase to 94 percent.</b>			
7.5b. Increase the percentage of trained individuals actively working to improve access of individuals with developmental disabilities to services and supports. (Developmental).	FY 06: 93.50% FY 05: 93.13% FY 04: 92.76% FY 03: baseline year	FY 06: FY 05: FY 04: 6/2005 FY 03: 51% FY 02: 92.26% pre-baseline	HHS 6.1/6.3

Performance Measures for FY 2004-6	Targets	Actual Performance	Reference
The following indicator 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 (SCDD).			
<b>Long-term outcome goal: 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.</b>			
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.	FY 06: 92% FY 05: 91% FY 04: 88% FY 03: baseline year	FY 06: FY 05: FY 04: 6/2005 FY 03: 78% FY 02: 87% (baseline)	HHS 5.4  HHS Strategic Plan FY 2009 Target: 92%
The following indicator will be used to identify the denominator for the above measure: Number of clients who received individual services from the P&A under cases that are now closed.			
7.5d. Decrease the annual cost-per-grant management. [E] (Developmental) (Undergoing revision.)	FY 06: TBD FY 05: TBD FY 04: baseline year	FY 06: FY 05: TBD FY 04: baseline	

**Data Issues:** 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 Electronic Data Submission (EDS) system, and UCEDDs submit data through annual reports.

Because the DD Act provides maximum flexibility to SCDDs, P&As, 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.

Data Availability: ADD uses its available databases to compare targets and actual performance of ADD grantees. 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. ADD works with individual grantees, with assistance from 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.

### Measure by Measure Performance

ADD is in the process of further refining its performance measurement system. While several of the following measures were dropped in an effort to reduce the total number of measures and to focus on broader outcome measures, such as services and supports for life in the community and quality assurance of safety in the community, it is anticipated that some of these measures may also be revisited. Although some of the measures discussed below will not be used in the future, this section highlights grantee performance against them in FY 2003.

**PROGRAM GOAL:** Increase entry into, and retention of, employment for individuals with developmental disabilities, consistent with their interests, abilities and needs.

**7.5a. Achieve the targeted number of adults with developmental disabilities who obtain integrated jobs as a result of DD program intervention**

*Data Source: Program Performance Reports (PPRs) of State Councils on Developmental Disabilities*

Performance under the employment measure fell somewhat short of the target because the target was overly ambitious. This measure has had a long history of unpredictability, affected in part by economic factors and the long-term investments that are sometimes necessary to secure employment for a particular individual with a developmental disability. The performance for this fiscal year under this measure was the best since first tracking this measure.

**PROGRAM GOAL:** Increase the funding leveraged by grantees in the developmental disabilities programs in support of health initiatives.

**7.5b Leverage the targeted dollars from ADD's federal partners to support positive outcomes for individuals with developmental disabilities for employment, housing, education, health, and community support as a result of ADD intervention (dollars in millions).**

*Data Source: ADD administrative records*

ADD has for the third consecutive year missed its target for leveraging of other federal funding. The target had been based on performance successes prior to FY 2001 that have not been duplicated.

**PROGRAM GOAL:** Increase the opportunities of adults with developmental disabilities to choose where and with whom they live and to have the services they need to support these choices.

**7.5c. Achieve the targeted number of individuals with developmental disabilities owning or renting their own homes as a result of DD program intervention.**

*Data Source: Program Performance Reports (PPRs) of State Councils on Developmental Disabilities*

The number of individuals with developmental disabilities who owned or rented their own homes in FY 2003 as a result of intervention by ADD programs exceeded the target by almost 7 percent.

**PROGRAM GOAL:** Increase the number of individuals with developmental disabilities and family members acquiring knowledge and skills necessary to access needed health care services.

**7.5e. Increase the number of health care providers trained to meet the health needs of individuals with developmental disabilities as a result of DD program intervention.**

*Data Source: UCEDD annual report*

Although the target under the health care provider training measure was missed, performance in FY 2003 surpassed all years since ADD began collecting data on the measure in FY 1998. The number of health care providers trained fluctuates because UCEDDs focus on an array of disability issues that affects persons with developmental disabilities. Performance for this measure is affected by factors such as the cost of providing health care generally, and especially to people with disabilities. Access to health care is affected by social attitudes concerning the desirability and potential for people with developmental disabilities to benefit from full access to health care and the attitudes of health care providers for this special needs population. Because so few health care professionals are aware of the special needs of persons with developmental disabilities, there is a significant need for training.

**PROGRAM GOAL:** Increase the numbers of individuals with developmental disabilities receiving the services and supports they need to live and work in the community.

The following measures are the result of the program focusing on outcome measures which focus on life in the community; remedying complaints of abuse, neglect, and loss of rights in the community; and assisting individuals with developmental disabilities to acquire knowledge and skills to access health care services.

**FY 2006 PLAN**

**7.5a. Percentage of individuals with developmental disabilities who are independent, self-sufficient and integrated into the community will increase. (New).**

*Data Source: Program Performance Reports (PPRs) of State Councils on Developmental Disabilities and University Centers of Excellence in Developmental Disabilities*

This measure comprises data from two ADD programs: SCDDs and UCEDDs, and the measure for this goal is still developmental. Not all the component data are yet collected, and it is anticipated that there will be significant changes in the goal measure in the future. Additionally, there are specific data issues with this measure that ADD is in the process of exploring.

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 has 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.

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 five areas: employment, housing, transportation, health services, 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.

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. The measure for the impact of this activity is developmental, with no history of collection to date. 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.

**7.5b. Percentage of trained individuals who are actively working to improve access of individuals with developmental disabilities to services and supports will increase. (New)**

*Data Source: Program Performance Reports (PPRs) of State Councils on Developmental Disabilities*

This measure comprises data from the SCDDs, and the measure for this goal is still developmental. There have been changes in performance that ADD is still analyzing in order to better understand it. It is anticipated that with better understanding of what is driving this measure, ADD will in the future be able to better manage it. Additionally, there are specific data issues with this measure that ADD is in the process of exploring.

Support of individuals with developmental disabilities living in the community, as required under the Olmstead Supreme Court decision, has been growing. This measure tracks community-based efforts to promote availability of services and supports necessary to individuals with developmental disabilities living in the community.

**7.5c. Percentage of individuals who have their complaint of abuse, neglect, discrimination, or other human or civil rights corrected will increase. (New).**

*Data Source: Program Performance Reports (PPRs) of Protection and Advocacy Systems*

Protection and Advocacy groups (P&A) have the lead in this effort to pursue the safety of individuals with developmental disabilities living in the community. The measure for this goal is still developmental. ADD continues to analyze both the significance of changes in this measure as well as the appropriateness of this measure. ADD is reviewing 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.

With regard to performance demonstrated under this measure, there was a significant reduction, from 87 percent down to 78 percent of P&A closed cases that resulted in correction of the individual's problem (i.e., a successful case). ADD is continuing to explore the reasons for this dramatic change. It should be noted that the success rate for individual advocacy is greatly influenced by how challenging individual cases are, and many P&As make conscious decisions about balancing difficulty of cases taken versus opportunity for making impact even beyond the scope of the particular case. Consequently, a case may be lost for the individual but still be

regarded as successful for the system if the impact of such advocacy on policy makers causes them to be educated on the need for change in service delivery policies.

It should be noted that there is also a significant range in how long various cases take to reach closure from less than a year to several years depending on the complexity and difficulty of the case. Consequently the roots of impact on this measure were sown more than a year before.

P&As use various strategies to protect and advocate for individuals with developmental disabilities, including individual advocacy. This measure tracks program advocacy efforts using strategies such as 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.

**7.5d. Decrease the annual cost-per-grant management. (Developmental)**

*Data Source: Administrative records*


The gross cost to manage a grant in FY 2002 (August-July) and FY 2003 (August-July) decreased from \$8,242 to \$4,998, a 39 percent decrease. These figures were derived by dividing the salary of ADD staff by the number of grants managed in a 12-month time period. This measure is developmental. ADD recognizes that these numbers provide an approximate metric for tracking annual cost-per-grant management. We plan to refine this measure and include more specificity, e.g. the amount of time ADD staff invests on grant management.

**ACF STRATEGIC GOAL 4: MANAGE RESOURCES TO IMPROVE PERFORMANCE**

**ACF GOAL 4, STRATEGIC OBJECTIVE 8: ACHIEVE “GREEN” IN THE FIVE INITIATIVES UNDER THE PRESIDENT’S MANAGEMENT AGENDA**

**Approach to Strategic Objective:** Unify systems, improve management of financial and physical assets, consolidate resources, eliminate duplication, and restructure the work force to streamline layers and provide enhanced, citizen-centered services.

**Program Performance Table:**

Performance Measures	Targets	Actual Performance	Reference
8.1 Obtain ultimate ‘Green’ score for each initiative under the PMA.	FY 06: 5 green scores on progress FY 05: 5 green scores on progress FY 04: 5 green scores on progress	FY 06: FY 05: 4/2005 FY 04:5 green scores through 4th Q FY 2004	 <b>HHS 8</b>

## Narrative Performance Analysis

For FY 2003, we achieved a score of “green” for our progress in each of the five initiatives. ACF also achieved a score of “green” for our progress in each of the five initiatives for FY 2004. An explanation of ACF’s strategy and performance under each of the PMA initiatives is described below.

President’s Management Agenda	ACF 3 <sup>rd</sup> Quarter FY 2002	ACF 4 <sup>th</sup> Quarter FY 2002	ACF 1 <sup>st</sup> Quarter FY 2003	ACF 2 <sup>nd</sup> Quarter FY 2003	ACF 3 <sup>rd</sup> Quarter FY 2003	ACF 4 <sup>th</sup> Quarter FY 2003	ACF 1 <sup>st</sup> Quarter FY 2004	ACF 2 <sup>nd</sup> Quarter FY 2004	ACF 3 <sup>rd</sup> Quarter FY 2004	ACF 4 <sup>th</sup> Quarter FY 2004
Human Capital	YELLOW	YELLOW	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN
Competitive Sourcing	YELLOW	RED	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN
E-Gov Initiatives	YELLOW	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN
Financial Management	YELLOW	YELLOW	YELLOW	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN
Budget/Performance	YELLOW	YELLOW	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN	GREEN

ACF is committed to achieving results through the five PMA initiatives: Strategic Management of Human Capital, Competitive Sourcing, Expanded Electronic Government, Improved Financial Performance, and Budget and Performance Integration. ACF has achieved green progress ratings in all initiatives for FY 2004.

In the strategic management of human capital, ACF successfully accomplished 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, 1:6.5 in FY 2003 and 1:7.3 in FY 2004. ACF has improved accountability: performance management strategy links SES contracts to the Assistant Secretary’s contracts and cascades executive program and management (HHS 10 by 10) priorities to all ACF employees through use of performance plans that link to the Agency mission, goals, objectives, and performance measures.

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, exercising targeted buyout authority and re-training and re-deploying affected staff to ensure the Secretary’s commitment of not involuntarily separating any employees.

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 re-engineer grants business processes uniformly for non-research grants; ACF’s grants system has been successfully deployed at the Administration on Aging (AOA) and at the Indian Health Service (IHS). As a result of this designation, ACF was chosen by HHS to submit a proposal to GSA/OMB to provide grant systems support to the entire federal government. ACF achieved further efficiencies through outsourcing agency network services to the consolidated HHS Information Technology Service Center (ITSC).

In improving financial performance, for a second year, ACF was part of the HHS expedited and consolidated audit. The Department received another clean opinion on its FY 2004 audit (the sixth consecutive clean audit opinion for ACF, with no material weaknesses). Additionally, ACF continues to take a proactive leadership role in OMB's erroneous payment initiatives, negotiating plans and deliverables regularly with HHS and OMB officials for ACF's four A-11-identified programs. On August 16, ACF successfully completed and submitted Improper Payments Risk Assessments for seven additional programs subject to the requirements of the Improper Payments Act of 2002. ACF is currently in the process of developing the FY 2005 Risk Assessments.

In budget-performance integration, ACF instituted comprehensive goal-setting, measurement, and tracking system to monitor performance, linking 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. For example, ACF requested funding increases for the Adoption Incentives program based on performance data showing that incentives have been effective in increasing the number of children adopted. ACF has completed six OMB PART program reviews and received one of the highest scores (90 percent) for any social service program (Child Support Enforcement).

### **Measure by Measure Performance**

#### **PROGRAM GOAL: Successfully implement the President's Management Agenda**

To highlight our efforts and accomplishments in striving to achieve an all "green" scorecard under the PMA, we have combined the four prior management objectives and measures into one objective and measure "achieve green" with a single target: "obtain a green score" for each initiative under the PMA. Our final target (green) and our actual performance (red, yellow or green) for each of the five initiatives will indicate annual progress toward achieving the ultimate goal of "green" (completion of all activities under the five initiatives in the PMA). ACF has made much progress over the past year toward completing many of these activities. We discuss the performance under each initiative with a scorecard indicating the quarterly and annual rating toward our progress.



## SUMMARY OF FULL COST OF PERFORMANCE AREAS

(Dollars in thousands)

<b>Performance Program Area:</b>	<b>FY 2004</b>	<b>FY 2005</b>	<b>FY 2006</b>
Temporary Assistance for Needy Families	17,301,084	19,750,442	17,215,556
Program Goal: Increase Employment. Incorporates measures: FY 2004-2006: Common Performance Measures 1.1c-f (96%)	\$16,609,041	\$18,960,424	\$16,526,934
Developmental Disabilities	170,345	174,375	174,362
Program Goal: Improving Quality of Life for Persons with Developmental Disabilities. Incorporates measures: FY 2004: 7.5 a-d, FY 2005: 7.5 a-d (100%)			
Refugee and Entrant Assistance	453,210	490,237	557,882
Program Goal: Increase Employment. Incorporates measures: 1.2a-b, and 1.2d-f (41.4%)	\$187,629	\$202,958	\$230,963
Social Services Block Grant	1,700,680	1,700,707	1,700,707
Program Goal: Day Care Services Incorporates measures: 1.3a (10%)	\$170,068	\$170,071	\$170,071
Child Support Enforcement	4,451,860	4,114,728	3,312,576
Program Goal: Increase Child Support. Incorporates measures: FY 2004 -FY 2006: 3.1 a-e (100%)	\$4,451,860	\$4,114,728	\$3,312,576
Child Care: Affordability	4,815,484	4,811,550	4,811,541
Program Goal: Increase Child Support. Incorporates measures: FY 2004 -FY 2006: 3.1 a-e (100%)	\$4,815,484	\$4,811,550	\$4,811,541
Child Care: Quality	4,815,484	4,811,550	4,811,541
Program Goal: Improve Child Care Access and Quality Access – Incorporates measure: FY 2004-2005: 4.1a (90%) Quality - Incorporates measures: FY 2004-2005: 5.1 a, e, f (10%)	\$4,815,484	\$4,811,550	\$4,811,541
Head Start	6,830,754	6,901,298	6,946,330

Program Goal: Improve Children's Education & Growth. Incorporates measure - classroom: FY 2004-2005: 5.2 a-e, 5.2j, and 5.21 (43%) Incorporates measure - health: 5.2f, 5.2k (4%)	\$2,937,224	\$2,967,558	\$2,986,922
<b>Child Welfare</b>	<b>7,759,198</b>	<b>7,788,580</b>	<b>7,583,471</b>
Program Goal: Improve the Welfare of Children. Incorporates measures: FY 2004-2006: 6.1a-f (76%)	\$5,896,990	\$5,919,321	\$5,763,438
<b>Youth</b>	<b>251,593</b>	<b>280,820</b>	<b>325,176</b>
Program Goal: Improve Community Outreach to Youth Concerning Shelters, etc. Incorporates measures: FY 2004: 6.2 b-c, FY 2005: 6.2 a-c & f-h (100%)	\$251,593	\$280,820	\$325,176
<b>Community Services</b>	<b>761,656</b>	<b>758,061</b>	<b>107,667</b>
Program Goal: Reduce Poverty Conditions Incorporates measures: FY 2004-2005: 7.1 a (70%)	\$533,159	\$530,643	\$75,367
<b>Domestic Violence</b>	<b>134,367</b>	<b>134,825</b>	<b>134,963</b>
Program Goal: Increase Safety. Incorporates measures: FY 2004-2005: 7.2 a Tribes - Family Violence Prevention & Support (10%) 7.2 b, & b.1 Domestic Violence Hotline (2.33%)	\$13,437	\$13,482	\$13,496
<b>Low Income Home Energy Assistance</b>	<b>1,890,350</b>	<b>2,184,023</b>	<b>2,001,623</b>
Program Goal: Increase Availability of Fuel Assistance. Incorporates measures: FY 2004-2006 7.3 a-b(12%)			
<b>Native Americans</b>	<b>47,012</b>	<b>46,717</b>	<b>46,711</b>
Program Goal: Support and Promotion of Job Creation for Tribes.  Incorporates measures:  FY 2004: N/A, FY 2005: 7.4 b (61%)	\$28,677	\$28,497	\$28,494
<b>Individual Development Accounts</b>	<b>28,706</b>	<b>28,878</b>	<b>28,874</b>
Program Goal: Asset Acquisition Incorporates measures: FY 2004: 2.1 a-b; FY 2005-2006: 2.1 c (100%)	\$28,706	\$28,878	\$28,874
<b>TOTAL, Full Cost ACF Performance Management Programs</b>	<b>46,596,300</b>	<b>49,165,241</b>	<b>44,947,439</b>

The methodology used to calculate the indirect ratios for the years FY 2004-2006: the ACF Office of Administration (OA) compared the total number of staff per program to the overall total staff working directly on a program. Using the resulting percentage, OA allocated staff not working directly on programs to the various performance program areas. OA compared the total ACF-wide staff working on programs to the total ACF-wide staff allocated to programs. The resulting percentage of was used to distribute administrative costs to the various performance program areas by applying those percentages by performance goal to Federal Administration on account funding.

ACF identified outcome goals as the basis for its measurement system. TANF common performance measures and Head Start FACES measures exemplify this approach. This approach has limited our ability to link a percentage of full program costs to a single measure. In most cases, ACF has associated aggregation of budget line-item activities with clusters of measures.

Full cost data for the measures under each performance program area are shown as non-adds. The sum of full costs of performance measures may not equal the full cost of the performance program area, to the extent the program has elements for which there are no current measures.

## CHANGES AND IMPROVEMENTS OVER PREVIOUS YEAR

ACF has made a number of improvements in the FY 2006 performance management information. In an effort to have a more outcome-focused approach, ACF has developed (and is working on developing) more outcome-oriented measures and long-term measures. We have begun with the programs that have been analyzed through the Program Assessment Rating Tool (PART), such as Child Care, Child Welfare, and Assets for Independence. New long term and outcome-oriented performance measures have been included for Child Care and Child Welfare. Efficiency measures have been identified or are being developed for each of the program areas; several of these are developmental and will be refined over the next several months. We have tightened the overall presentation and included graphs and, in the Overview section, have included trend charts to highlight progress over time.

ACF has projected targets based on trend data wherever possible. There are a few measures that lack baselines because programs are implementing new initiatives and data collection activities. Baselines for those measures will be established upon completion of start-up and developmental activities. In a few cases, the targets or measures are stated in ways that cause baselines to change annually (e.g., continuous improvement targets or legislatively defined targets). For those, a context has been provided in the narrative.

Descriptive information has been provided to explain revision of targets and reasons targets were not achieved including steps that will be initiated to correct shortfalls.

Efforts were made to streamline the presentations of performance. For example, descriptive performance summaries are included in the earlier (non-supplementary) portions of the Performance Budget to avoid duplication of material.

## LINKS TO HHS AND OPDIV STRATEGIC PLANS

HHS STRATEGIC GOALS*	CORRESPONDING ACF STRATEGIC GOALS, OBJECTIVES, AND STRATEGIES
<p><b>GOAL 1: REDUCE THE MAJOR THREATS TO THE HEALTH AND WELL-BEING OF AMERICANS</b></p> <p><i>1.2 Reduce the incidence of sexually transmitted diseases and unintended pregnancies</i></p> <p><i>1.6 Reduce the incidence and consequences of injuries and violence</i></p>	<p><b>GOAL 2: IMPROVE HEALTHY DEVELOPMENT, SAFETY, AND WELL-BEING OF CHILDREN AND YOUTH</b></p> <p><i>6. Increase safety, permanency, and well-being of children and youth</i></p> <p><i>6.3a Enhance child well-being by promoting healthy marriages and family formation and reducing out-of-wedlock pregnancies</i></p> <p><i>6.2b Achieve state-set targets for reducing the proportion of adolescents who have engaged in sexual intercourse</i></p> <p><i>6.2c Achieve state-set targets for reducing the rate of births to teenagers aged 15-17</i></p> <p><b>GOAL 3: INCREASE THE HEALTH AND PROSPERITY OF COMMUNITIES AND TRIBES</b></p> <p><i>7.2 Support programs to provide immediate shelter and related assistance for victims of family violence and their dependents</i></p>
<p><b>GOAL 3: INCREASE THE PERCENTAGE OF THE NATION'S CHILDREN AND ADULTS WHO HAVE ACCESS TO HEALTH CARE SERVICES AND EXPAND CONSUMER CHOICES</b></p> <p><i>3.2 Strengthen and expand the health care safety net</i></p> <p><i>3.4 Eliminate racial and ethnic health disparities</i></p> <p><i>3.5 Expand access to health care services for targeted populations with special health care needs</i></p> <p><i>3.6 Increase access to health services for American Indians and Alaska Natives</i></p>	<p><b>GOAL 2: IMPROVE HEALTHY DEVELOPMENT, SAFETY, AND WELL-BEING OF CHILDREN AND YOUTH</b></p> <p><i>5. Promote early childhood development</i></p> <p><i>5.2 Children demonstrate improved physical health</i></p> <p><i>6. Increase safety, permanency, and well-being of children and youth</i></p> <p><i>6.1 Decrease percentage of children with substantiated reports of maltreatment</i></p> <p><i>6.2 Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded services.</i></p>
<p><b>GOAL 5: IMPROVE THE QUALITY OF HEALTH CARE SERVICES</b></p> <p><i>5.2 Increase the appropriate use of effective health care services by medical providers</i></p>	<p><b>GOAL 2: IMPROVE HEALTHY DEVELOPMENT, SAFETY, AND WELL-BEING OF CHILDREN AND YOUTH</b></p> <p><i>5. Promote early childhood development</i></p> <p><i>6. Increase safety, permanency, and well-being of children and youth</i></p>

<b>HHS STRATEGIC GOALS*</b>	<b>CORRESPONDING ACF STRATEGIC GOALS, OBJECTIVES, AND STRATEGIES</b>
<p><b>GOAL 6: IMPROVE THE ECONOMIC AND SOCIAL WELL-BEING OF INDIVIDUALS, FAMILIES, AND COMMUNITIES, ESPECIALLY THOSE IN NEED</b></p> <p><i>6.1 Increase the proportion of low-income individuals and families, including those receiving welfare who improve their economic condition.</i></p>	<p><b>GOAL 1: INCREASE ECONOMIC INDEPENDENCE AND PRODUCTIVITY FOR FAMILIES</b></p> <p><i>1. Increase employment</i></p> <p><i>2. Increase independent living</i></p> <p><i>3. Increase parental responsibility</i></p> <p><i>4. Increase affordable child care</i></p> <p><i>6. Increase safety, permanency, and well-being of children and youth.</i></p>
<p><i>6.3 Increase independence and quality of life of persons with disabilities, including those with long-term care needs</i></p>	<p><b>GOAL 1: INCREASE ECONOMIC INDEPENDENCE AND PRODUCTIVITY FOR FAMILIES</b></p> <p><i>1. Increase independent living</i></p> <p><b>GOAL 2: IMPROVE HEALTHY DEVELOPMENT, SAFETY, AND WELL-BEING OF CHILDREN AND YOUTH</b></p> <p><i>7.5 Increase the percentage of individuals with developmental disabilities who are independent, self-sufficient and integrated into the community.</i></p>
<p><i>6.4 Improve the economic and social development of distressed communities</i></p> <p><i>6.5 Expand community and faith-based partnerships.</i></p>	<p><b>GOAL 3: INCREASE THE HEALTH AND PROSPERITY OF COMMUNITIES AND TRIBES</b></p> <p><i>7. Build healthy, safe, and supportive communities and Tribes</i></p>
<p><b>GOAL 7: IMPROVE THE STABILITY AND HEALTHY DEVELOPMENT OF OUR NATION’S CHILDREN AND YOUTH</b></p> <p><i>7.1 Promote family formation and healthy marriages</i></p>	<p><b>GOAL 2: IMPROVE HEALTHY DEVELOPMENT, SAFETY, AND WELL-BEING OF CHILDREN AND YOUTH</b></p> <p><i>6. Increase safety, permanency, and well-being of children and youth</i></p> <p><i>6.3a Enhance child well-being by promoting healthy marriages and family formation and reducing out-of-wedlock pregnancies</i></p>
<p><i>7.2 Improve the development and learning readiness of preschool children</i></p>	<p><i>4. Increase affordable child care</i></p> <p><i>5. Promote early childhood development</i></p>
<p><i>7.3 Increase the involvement and financial support of non-custodial parents in the lives of their children</i></p>	<p><i>3. Increase parental responsibility</i></p>
<p><i>7.4 Increase the percentage of children and youth living in a permanent, safe environment</i></p>	<p><i>6. Increase safety, permanency, and well-being of children and youth</i></p>

<b>HHS STRATEGIC GOALS*</b>	<b>CORRESPONDING ACF STRATEGIC GOALS, OBJECTIVES, AND STRATEGIES</b>
<p><b>GOAL 8: ACHIEVE EXCELLENCE IN MANAGEMENT PRACTICES</b></p> <p><i>8.2 Improve the strategic management of human capital.</i></p> <p><i>8.3 Improve the efficiency and effectiveness of competitive sourcing</i></p> <p><i>8.4 Improve financial management</i></p> <p><i>8.5 Enhance the use of electronic commerce in service delivery and record keeping</i></p> <p><i>8.6 Achieve integration of budget and performance information</i></p>	<p><b>GOAL 4: MANAGE RESOURCES TO IMPROVE PERFORMANCE</b></p> <p><i>8.1 Getting to Green</i></p> <p><i>(1) Strategic management of human capital</i></p> <p><i>(2) Competitive sourcing</i></p> <p><i>(3) Improved financial management</i></p> <p><i>(4) Expanded electronic government</i></p> <p><i>(5) Budget and performance integration</i></p>

\*The HHS strategic goals reflect those in the FY 2004-2009 HHS Strategic Plan.

**Supplemental HHS/ACF Linkage Table showing ACF Strategic Indicators  
used in the FY 2004-2009 HHS Strategic Plan**

<b>HHS Strategic Objective</b>	<b>Indicator(s) for HHS Objective</b>	<b>Data Source</b>
<b>HHS Strategic Goal 5: Improve the quality of health care services</b>		
<b>Objective 5.4</b> Improve consumer and patient protections	<b>Increase the percentage of individuals who have their complaint of abuse, neglect, discrimination, or other human or civil rights corrected</b>	Program Performance Reports of Protection and Advocacy Systems (ACF)  <b>Baseline:</b> Under devp.  <b>FY 2009 Target:</b> 92%
<b>HHS Strategic Goal 6: Improve the economic and social well-being of individuals, families, and communities, especially those most in need</b>		
<b>Objective 6.1</b> Increase the proportion of low income individuals and families including those receiving welfare who improve their economic condition	<b>Increase Temporary Assistance for Needy Families (TANF) workforce participation rates</b>	TANF data (ACF)  <b>FY 2002 Baseline:</b> all families: 83%; two parent families: 100%  <b>FY 2009 Target:</b> 100%
	<b>Increase the percentage of adult TANF recipients who become newly employed</b>	National Directory of New Hires (ACF)  <b>FY 2002 Baseline:</b> 36.0%  <b>FY 2009 Target:</b> 52.5%
	<b>Increase the percentage of refugees entering employment through Administration on Children and Families (ACF)-funded refugee employment services</b>	ACF administrative data (ACF)  <b>FY 2002 Baseline:</b> 53.5%  <b>FY 2009 Target:</b> 65.8%
<b>Objective 6.4</b> Improve the economic and social development of distressed communities	<b>Increase the amount of non-federal dollars per 1,000 federal dollars (Community Service Network Block Grant) expended to support state and local activities to combat local conditions that keep people in poverty</b>	Community Services Block Grant Info System (ACF)  <b>FY 2002 Baseline:</b> Under development  <b>Target:</b> Under development
<b>Objective 6.5</b> Expand community and faith-based partnerships	Increase the number of grant/contract awards annually to community and faith-based organizations (a Faith-	HHS Administrative Data; Survey to Ensure Equal Opportunity for Applicants



<b>HHS Strategic Objective</b>	<b>Indicator(s) for HHS Objective</b>	<b>Data Source</b>
	based Office measure)	(Faith-based Office)  <b>Baseline:</b> Under devp  <b>Target:</b> Under devp
<b>Strategic Goal 7: Improve the stability and healthy development of our Nation's children and youth</b>		
<b>Objective 7.1</b> Promote family formation and healthy marriages	<b>Increase the number of children in a state living in married couple families (as a percentage of all children in the state living in households)</b>	Current Population Reports (ACF) (U.S. Bureau of the Census)  <b>FY 2002 Baseline: 60%</b>  <b>Target:</b> Under devp
<b>Objective 7.2</b> Improve the development and learning readiness of preschool children	<b>Increase the average percent gain in word knowledge (Head Start Children)</b>	Family and Child Experience Survey (FACES) (ACF)  <b>FY 2002 Baseline: 32% gain</b>  <b>FY 2009 Target: 36% gain</b>
	<b>Increase the average percent gain in letter identification for children completing the Head Start program (Head Start Children)</b>	FACES (ACF)  <b>FY 2002 Baseline: 38% gain</b>  <b>FY 2009 Target: 70% gain</b>
	<b>Increase the percentage of parents who report reading to child three times per week or more (Head Start Children)</b>	FACES (ACF)  <b>FY 2002 Baseline: 69%</b>  <b>FY 2009 Target: 72% gain</b>
<b>Objective 7.3</b> Increase the involvement and financial support of non-custodial parents in the lives of their children	<b>Increase the percentage of paternity established for children born out of wedlock</b>	State data from Child Support Enforcement data system (ACF)  <b>FY 2001 Baseline: 91%</b>  <b>FY 2009 Target: 98%</b>

## PARTNERSHIPS AND COORDINATION

ACF and its partners began "focusing on results" before the Government Performance and Results Act was in effect. Efforts to reach consensus on outcomes prompted extensive discussion of strategic objectives, legislative requirements, data sources, and availability; led to a fuller understanding of outcomes and the relationships to process and output measures; and fostered closer partnership collaborations. Continuous program improvement has required ongoing consultation, technical assistance, and coordination across partnerships resulting in some performance measures being modified, dropped, or replaced.

**Partnerships with states:** Results-oriented partnership agreements and targets have been negotiated with individual states. Each program has developed an individualized process for engaging partners in goal setting and definition of measures and targets that are meaningful and useful at the state and local community level. For example, ACF undertook a legislatively-mandated, partner-oriented process to develop the measures and funding formulas used to award TANF high performance bonuses to states. Also, the child support program developed with states a national strategic plan with indicators and targets. The refugee program involved both state refugee programs and community-based service organizations in the development of measures and targets. In some programs, such as child care, which were new but had no mandated requirement for consultation like TANF, a preliminary set of proxy measures was developed for the first performance management planning years, while the program undertook a consensus-building process with the partnership constituencies.

**Partnerships within ACF:** ACF's key priorities cut across program boundaries and service areas. For example, ACF is integrating its performance systems relating to child care to include resources from the Child Care Bureau, TANF, and SSBG, as well as activities under Head Start. The Assets for Independence program, which manages the Individual Development Accounts, collaborates with LIHEAP to ensure energy efficiency and a sound return on investment for low-income homeowners.

**Partnerships within HHS:** Across HHS, a large number of programs share related objectives. Interagency consultation has taken place within ACF, (e.g., child care and Head Start, child support and TANF) and within HHS (e.g., between TANF and Medicaid) through seminars and forums convened by the Office of the Assistant Secretary for Budget, Technology, and Finance (ASBTF) and the Office of the Assistant Secretary for Planning and Evaluation.

Special efforts have been directed to assure that children have access to health and child development services. Head Start and the Child Care Bureau work with HHS health agencies e.g. the Maternal and Child Health Bureau, Community Health Centers, the Substance Abuse and Mental Health Services Administration (SAMSHA) and the Centers for Medicare and Medicaid Services (CMS) to achieve health targets. Child Care and Head Start coordinate with the Health Resources and Services Administration's (HRSA) Maternal and Child Health program to improve health and safety in child care by creating strong links with health communities. Increasing the number of women who receive early and comprehensive prenatal care is an

important goal of the Early Head Start program, which serves low-income families with infants and toddlers. ACF programs provide outreach for the State Child Health Insurance Program (SCHIP) administered by the Centers for Medicare and Medicaid Services. Head Start and Child Care jointly sponsor the QUILT (Quality in Linking Together) project that helps Head Start and child care grantees form program partnerships to provide high quality full-day, full-year early childhood services. This coordination at the implementation and delivery level is producing significant results.

ACF has coordinated and partnered with HHS budget officials and all other HHS Agencies in the design and development of a Performance Budget integrating performance management information and budget information.

**Partnerships with other Federal Agencies:** Given that ACF measures have been developed in collaboration with partners, the consultation process with ACF program partners has been more extensive than with other Federal agencies. ACF works closely with Federal Departments such as Labor, Treasury, Housing and Urban Development, Education and Transportation in implementing, operating and improving welfare reform, early child development, child care, and child support. Consultation with Federal agencies outside of HHS on specific performance plan issues has not been a formal process. Program-specific data and measurement issues, as well as differing statutes and populations served, make the development of common measures more challenging. ACF has worked with the OMB, and the Departments of Labor, Education, Housing and Urban Development, Interior and Veteran's Affairs to develop a common set of measures for job training and employment for adults, youth, and lifelong learning programs. Beginning in FY 2004, ACF will be using these four common measures: entered employment, retention in employment, earnings increase and program efficiency.

ACF has found that intensive consultation and coordination on program design and objectives provide a climate for close alignment among programs with similar goals. Performance measurement issues are central to cross-agency discussions, e.g., identifying state unemployment records as a data source for TANF performance measures. There has been extensive programmatic collaboration, including TANF and welfare-to-work grants with the Department of Labor; child care and Head Start with the Department of Education; and child support enforcement with the Departments of Justice, Treasury, and Defense. These collaborations have helped develop results-oriented strategies that contribute to the success of performance goals. ACF has been an active participant in cross-program efforts to develop broader indicators of child well-being, e.g., *Trends in the Well-being of America's Children and Youth*; *America's Children: Key National Indicators of Well-being*; *Healthy People 2010* and the Children's Indicators Consortium study. ACF is committed to working collaboratively with its partners in the refinement of these broader performance measures and the identification of annual performance targets.

## DATA VERIFICATION AND VALIDATION

Grantees and partners, such as states, collect most data for ACF programs with collection schedules written into statutes and regulations. ACF uses considerable resources to verify and validate program data through automatic edit checks, manual reviews or audits, and other forms of quality control and assurance.

Specific data issues are discussed in the individual performance goal sections. ACF has developed a number of different strategies to deal with these issues. There are a number of broad data-related challenges affecting ACF's performance plan. Resolving these challenges (listed below) and other data issues is necessary, time-consuming, difficult, and costly.

- Quantitative and qualitative measurement of outcomes in social programs are experimental and still being validated;
- States, Tribes, and non-profit grantees vary in their ability to collect, produce, and report reliable data;
- Data validation and verification are highly complex and costly;
- Particularly for our numerous new or changed programs, baseline data are frequently unavailable and must be developed before progress can be measured;
- Data collection systems fully geared to state flexibility are still being implemented; and
- Investments in the design, development, and implementation of data collection systems are costly and must be balanced against other priorities at all levels – Federal, state, and local.

Many ACF grantees receive programmatic funds that the legislation either designates or permits to be used for data collection. Discretionary, formula, and entitlement grant awards generally carry reporting requirements directed at facilitating oversight and measuring performance. However, block grants and devolution of program authority to states have resulted in limitations on ACF's collection of data. ACF has worked with its partners to collect a reasonable amount of data from which to determine performance and assure program integrity.

For a number of major programs, ACF is largely dependent upon state administrative systems for collecting performance data, e.g., Temporary Assistance to Needy Families, Developmental Disabilities, Refugee Resettlement, Child Welfare, Child Support Enforcement, Child Care, and Low Income Home Energy Assistance Program. For these programs, performance results are measured and validated through the administrative data.

Currently, ACF has the following major data system infrastructures in place: the National Directory of New Hires (Child Support and TANF), the Unemployment Insurance Wage data (UI), the TANF Data Reporting System, the TANF SSP-MOE Data Reporting System; and the Tribal TANF Data Reporting System; the Child Support Survey; the Residential Energy Consumption Survey; March Current Population Survey (CPS) Supplement (Census Bureau); the Refugee Resettlement Survey; Head Start Family and Child Experiences (FACES) Survey; and the National Child Welfare Longitudinal Study.

Other ACF programs, e.g., Head Start, Youth programs, CSBG, and Family Violence, rely on local community data systems. Native Americans programs use two internal data tracking systems (Project Information and Evaluation System and the Grant Award Tracking and Evaluation System). The Head Start information is collected at local grantee sites through Program Information Reports and the Family and Child Experiences Survey (FACES) which has rigorously defined collection procedures. Several programs use survey information to supplement the data.

As a result of many of the challenges listed above, there is some delay in the availability of administrative data. These delays limit knowledge of current program activity and hinder policy-making and program planning. Some delays are inherent in the goals and measures of the program, e.g., job retention and earnings gain in TANF.

For more detailed discussions of data issues, see the “data issues” section in the Detail of Performance Analysis section beginning on page E-8.

## PERFORMANCE MEASUREMENT LINKAGES

### Information Technology Planning

During the past year, ACF actively utilized the ACF Information Technology Review Board (ITRB) in accordance with the intent of the Clinger-Cohen Act (also known as the Information Technology Management Reform Act [ITMRA]). The overall purpose of the ACF ITRB is to monitor (1) the performance of selected ongoing major ACF information technology investments or to consider proposed new major investments and (2) matters that concern ACF IT policies and issues. The ACF ITRB completed, or is implementing, 10 priority Investment Technology policies:

- IT procurements: ACF will implement annual, centralized replacement planning and purchasing for PC's and related equipment. Replacement budget plans will be presented annually to the ACF ITRB for approval.
- Standard desktop PC hardware: ACF implements a standard desktop PC hardware configuration.
- Standard PC software: ACF implements and maintains a standard desktop PC software configuration.
- IT training: ACF has centralized its plans and budgets for all technical training. Training for all ACF standard PC software is available in a classroom setting and through our Distance Learning initiative. Training in each software is provided through centralized budgets.
- Internet/Intranet technologies: ACF will provide enhanced support for Internet and Intranet publishing by operating state-of-the-art web servers and related technologies. Central Office/Regional Office Internet web page content is subject to Office of Public Affairs review to ensure compliance with applicable policies and procedures.
- ACF network remote access: ACF will expand and enhance its remote access services agency-wide to meet the 21<sup>st</sup> Century work environment. The results of feasibility studies and analyses of alternatives will be presented for review by the ITRB, when available.
- Desktop video conferencing: ACF will continue to improve capabilities for point-to-point video conferencing within ACF, and/or Internet-based video conferencing within ACF and/or with outside parties (within available budgets including, possibly, program funds). Future recommendations will be presented to the ITRB under the leadership of the videoconferencing team and Region VI.
- HHS-wide administrative systems: ACF working with the Department to create uniform administrative systems, which will begin with a new Web-based HR/Payroll system that will provide the Department with higher quality HR service and integrated functionality.
- On-line Data Collection (OLDC): ACF will implement a next generation of electronic grant-making through the OLDC capability to enable grantees and potential grantees to enter all grants information on-line over the Internet. Plans and designs presented to the ITRB are consistent with the Government Paperwork Elimination Act.
- Electronic file storage: ACF is planning for efficient archiving of documents from paper and/or electronic originals through electronic document management technology. ACF will collaborate with the Department to accomplish this initiative.

In addition, ACF continues to monitor the following IT investments:

- IT support activities associated with the Expanded Federal Parent Locator Service mandated by Welfare Reform Legislation: the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA);
- Completion of Business Process Reengineering of the Grants Administration Process through the use of the Grants Administration Tracking and Evaluation Systems (GATES);
- Continued implementation of IT support activities associated with Temporary Assistance for Needy Families (TANF);
- Several major IT initiatives implementing the Secretary's Five Year Strategic Plan for IT Consolidation and "One Department". (ACF is participating in the departmental initiative to consolidate the infrastructure of the small OPDIVs creating a uniform standardized configuration. Completion is planned for October 2003.); and.
- Consolidation of all IT activities and development of an Enterprise Architecture to guide and improve Capital Planning and Investment Control of IT and business processes across the OPDIV.

### **Cost Accounting**

To implement a credible and auditable method which fulfills the full cost accounting requirements for the FY 1998 (and future audits), ACF allocated its Federal Administration budget indirect costs proportionately among the major Performance Management program areas on the basis of direct FTE's (indirect costs include salaries and benefits for ACF personnel not working directly on one of the 14 program activities; costs of training, personnel, budget, travel, systems, facilities, supplies and rent.) To accomplish this, ACF senior staff in headquarters and the regions completed a Staff Resource Survey providing the total number of ACF employees working directly on program activities in one or more of the major program areas as well as the total number of staff not working directly on program activities.

The data in these surveys were collated and analyzed in an automated spreadsheet. The results identified indirect costs in proportion to direct staff ratio. This information was provided to PSC to develop ACF's Statement of Net Costs. ACF's cost accounting strategy was accepted by the auditing firm, PSC, ASBTF, and the OIG. ACF continues to use this strategy for each audit cycle, adding new program areas as appropriate.

### **Workforce Analysis Plan**

ACF is committed to being a customer-focused, citizen-centered organization which focuses on results, provides high quality, cost-effective and efficient services, meets customers' needs and expectations, and uses state-of-the-art information technology to improve management and data systems. ACF continues to utilize its workforce analysis plan to support the agency's workforce restructuring efforts.

ACF's ongoing workforce analysis provides a demographic summary of the agency's permanent workforce, an evaluation of the skills of the workforce, and an assessment of the organization's structure. In addition, ACF has engaged in progressive succession planning efforts to address mission-critical activities and gaps in the ACF workforce.

ACF regularly analyzes information gathered for work force planning purposes in order to accurately gauge and project current agency workload, current employees' competencies, estimated future workloads and future competency needs for the next three to five years. In response to changes in the agency's workforce resulting from retirements, separations and dwindling fiscal resources affecting the ability to hire new staff, ACF has successfully aligned its workforce analysis with restructuring and strategic planning efforts. The agency has undertaken the following steps in order to accomplish its mission in the face of workforce changes:

- Consolidation of administrative management functions in the areas of grants management, information technology and human resources resulting in the elimination of duplicative services and achievement of economies of scale;
- Restructuring and/or realignment of multiple program and staff offices to reduce the numbers and levels of reporting layers, increase the number of staff in direct service positions and achieve greater organizational efficiency;
- Institution of a performance-based management strategy to create accountability among all employees for realizing agency mission, goals and objectives; and
- Enhancing workforce planning efforts in the areas of hiring recruitment, retention and succession planning by linking planning initiatives to the accomplishment of the agency's mission.

## **Program Evaluation**

While states have been given increasing latitude in administering programs, they depend on the Federal government to provide reliable information, technical assistance, and the development and dissemination of proven or promising methods for achieving and measuring success. Extant research and early results of major studies under way have helped shape significant changes in Federal and state policy and legislation affecting low-income families and children.

Effective state decision-making requires timely and reliable information on the consequences of alternative policy and program choices and the experiences of other states. As policy and program design has devolved to states and localities, these levels of government need reliable information for decision-making and to understand the effects of different policy and program choices on quality and accessibility. Documenting, understanding, interpreting and facilitating the exchange of information and experiences among states are essential to providing high quality services to promote the well-being of families and children.

As ACF continues to focus on results-oriented management, evaluations play an increasingly important role in program improvement. Program evaluations are directed at evaluating effectiveness, assessing the achievement of performance results, assessing the impacts of human services, and improving program management. Program evaluations are largely directed at



assessing the effectiveness of individual projects within a program. The ACF performance measurement system is the primary mechanism used to monitor annual progress in achieving ACF's strategic and performance goals.

### *Specific Examples of Ongoing Evaluations that Support Goals and Objectives in ACF Performance Plan*

Employment-related studies and demonstrations address a variety of topics including alternative welfare-to-work strategies, employment retention and advancement, and strategies to promote work in rural areas. Welfare reform outcome post-TANF studies examine outcomes of welfare reform as they relate to various policy topics and special populations, such as implementation of tribal TANF programs, assistance to victims of domestic violence moving from welfare to work, how the welfare population is changing over time and how programs and services have been restructured.

Research and evaluation studies of child care services assist in promoting effective practices and provide a better understanding of child care supply, demand, unmet need, quality and cost for those transitioning from welfare to work. ACF has also initiated research to develop and evaluate strategies to examine the effects of welfare reform on children and families, and interventions to promote and strengthen healthy marriages.

Four contracts will support new research and evaluation related to healthy marriage: (1) demonstration and evaluation of healthy marriage programs for low-income couples in their child-rearing years who are married or plan to marry; (2) the effects of community approaches including services to improve marriage quality and stability; state and community marriage policies, media campaigns and other marriage-related strategies; (3) an analysis of the financial incentives and disincentives contained in tax provisions and transfer programs as they relate to marriage and family formation for low-income families; and (4) an analysis of options for improving the collection of marriage and divorce statistics at the Federal, state, and local levels.

ACF recently released three-year results of the Early Head Start Impact Study, a random-assignment evaluation comparing outcomes for children and families in 17 Early Head Start programs with outcomes for children not participating in Early Head Start.

Other early childhood evaluations under way include a nationwide random-assignment evaluation of Head Start; an inter-agency initiative to assess the effectiveness of early childhood programs, curricula and interventions in promoting school readiness; several partnerships between academic researchers and local Head Start programs to test program improvements; and an evaluation of child care subsidy strategies for low-income families. The national study of low-income child care includes families in 25 communities within 17 states to examine the family child care environment and how it meets parents' needs for care that support their work-related needs while meeting children's needs for a safe, healthy, and nurturing environment.

A national longitudinal study of children and families in the child welfare system is providing valuable information on child and family characteristics and outcomes experienced by families and children in the child welfare system. The National Survey of Child and Adolescent Well-

being (NSCAW) is providing valuable descriptive information including risk factors, service needs and services received on children and families who come into contact with the child welfare system. Additionally, state and program administrative data are being used to assess trends and establish targets for child welfare, abuse and neglect, early learning (Head Start) and child care.

# ONE-PAGE PART SUMMARIES FY 2004-2005

**Program:** *Office of Child Support Enforcement*

*Agency: Department of Health and Human Services  
Bureau: Administration of Children & Families*

**Rating:** *Effective*

**Program Type:** *Block/Formula Grant*

**Last Assessed:** *1 year ago*

<i>Key Performance Measures from Latest PART</i>	<i>Year</i>	<i>Target</i>	<i>Actual</i>	<i>Status</i>
<i>Annual Measure: Percent of IV-D collection rate for current support</i>	2001	0.54	0.57	Action taken, but not completed
	2002	0.55	0.58	
	2003	0.58	10/04	
	2004	0.6	09/05	
<i>Annual Measure: Cost-effectiveness ratio (total dollars collected per \$1 of expenditures.)</i>	2001	4	4.18	Action taken, but not completed
	2002	4.2	4.13	
	2003	4.25	10/04	
	2004	4.35	9/05	
<i>Long-term Measure: Annual child support distributed collections</i>	2002	baseline	\$20billion	Proposals to encourage families to transition off welfare, achieve self-sufficiency, and practice responsible parenthood while increasing HHS's ability to collect child support more effectively.
	2008	\$30billion		
	2013	\$40billion		

**Recommended Follow-up Actions**  
Medical support enforcement proposals to assist the approximately 3 million children without health care coverage in the CSE system.

Proposals to encourage families to transition off welfare, achieve self-sufficiency, and practice responsible parenthood while increasing HHS's ability to collect child support more effectively.

*Update on Follow-up Actions:*

*Program Funding Level (in millions of dollars)*

<b>2004 Actual</b>	<b>2005 Estimate</b>	<b>2006 Estimate</b>
3,815	3,934	4,081

**Program:** *Low Income Home Energy Assistance Program*

**Agency:** *Department of Health and Human Services*

**Bureau:** *Office of Community Services, ACF*

**Rating:** *Results Not Demonstrated*

**Program Type:** *Block/Formula Grant*

**Last Assessed:** *1 year ago*

<b>Key Performance Measures from Latest PART</b>	<b>Year</b>	<b>Target</b>	<b>Actual</b>
Annual Measure: Increase the targeting index of LIHEAP recipient households having at least one member 60 years or older compared to non-vulnerable LIHEAP recipient households (2004 targets are under development)	2001	Baseline	89:58
	2002	90:64	91:64
Annual Measure: Increase the targeting index of LIHEAP recipient households having at least one member 5 years or younger compared to non-vulnerable LIHEAP recipient households (2004 targets are under development)	2001	Baseline	111:58
	2002	109:64	109:64

**Recommended Follow-up Actions**  
 The Administration is recommending \$500,000 for HHS to conduct a feasibility study of a nationally representative evaluation of LIHEAP program operations.  
 The Administration is working to develop long-term and efficiency measures.  
**Status**  
 Action taken, but not completed  
 Action taken, but not completed

*Update on Follow-up Actions:*

<i>Program Funding Level (in millions of dollars)</i>		
<b>2004 Actual</b>	<b>2005 Estimate</b>	<b>2006 Estimate</b>
1,889	2,182	2,000

**Program:** Community Services Block Grant

**Rating:** Results Not Demonstrated

**Agency:** Department of Health and Human Services  
**Bureau:** Administration for Children and Families

**Program Type:** Block/Formula Grant

**Last Assessed:** 1 year ago

Key Performance Measures from Latest PART	Year	Target	Actual
Long-term Measure: Measure Under Development			

**Recommended Follow-up Actions from Latest PART**  
 The Administration reiterates its support of legislation requiring a national set of performance measures to ensure that all CAAs and other agencies administering CSBG are accountable for the services supported by the program. CAAs that fail to meet outcome goals would be subject to competition with faith-based and community groups under the proposed revised authority.

**Status**  
 Action taken, but not completed

**Update on Follow-up Actions:**

The Budget does not provide funding to the Community Services Block Grant (CSBG) due to weak performance measures, lack of competition among grantees and a low PART score and rating of results not demonstrated.

Program Funding Level (in millions of dollars)		
2004 Actual	2005 Estimate	2006 Estimate
642	637	0

**Program:** *Developmental Disabilities Grant Programs*

**Agency:** *Department of Health and Human Services*  
**Bureau:** *Administration for Developmental Disabilities*

**Rating:** *Adequate*

**Program Type:** *Block/Formula Grant*

**Last Assessed:** *1 year ago*

<b>Key Performance Measures from Latest PART</b>	<b>Year</b>	<b>Target</b>	<b>Actual</b>
Long-term Measure: By the end of FY 2007, the percentage of individuals with developmental disabilities who are independent, self-sufficient and integrated into the community, as a result of State Council efforts, will increase to 14 percent. (SCDD)	2003	0.1307	0.1268
	2004	0.132	6.05
	2005	0.1342	
	2006	0.1364	

**Recommended Follow-up Actions**  
 Support ADD's plans to explore, in FY 2004, the feasibility and design of a comprehensive, independent evaluation of the grant programs.  
 Continue to strengthen performance measurements and monitor results and progress toward newly developed goals.

**Status**  
 Action taken, but not completed  
 Action taken, but not completed

*Update on Follow-up Actions:*

<b>Program Funding Level (in millions of dollars)</b>		
<b>2004 Actual</b>	<b>2005 Estimate</b>	<b>2006 Estimate</b>
150	154	154

**Program:** Runaway and Homeless Youth

**Agency:** Department of Health and Human Services  
**Bureau:** Family and Youth Services Bureau (FYSB)

**Rating:** Results Not Demonstrated

**Program Type:** Competitive Grant

**Last Assessed:** 1 year ago

<b>Key Performance Measures from Latest PART</b>	<b>Year</b>	<b>Target</b>	<b>Actual</b>
Annual Measure: Increase the proportion of youth living in safe and appropriate settings after exiting the runaway and homeless youth programs.	2002		89.5%
	2003	86.0%	89.5%
	2004	91%	11/04
	2005	92%	11/06
Annual Measure: Increase the proportion of youth that enter an RHY shelter or basic center program through outreach efforts.	2002		3.4%
	2003	NA	3.77%
	2004	5%	11/04
	2005	6%	11/05

**Recommended Follow-up Actions**  
 The Administration will continue to develop new long-term and efficiency performance measures and ambitious performance targets.

**Status**  
 Action taken, but not completed

*Update on Follow-up Actions:*

<i>Program Funding Level (in millions of dollars)</i>		
<u>2004 Actual</u>	<u>2005 Estimate</u>	<u>2006 Estimate</u>
89	89	89

**Program:** *Foster Care*

**Agency:** *Department of Health and Human Services*  
**Bureau:** *Children's Bureau, ACYF, ACF*

**Rating:** *Adequate*

**Program Type:** *Block/Formula Grant*

**Last Assessed:** *1 year ago*

<b>Key Performance Measures from Latest PART</b>	<b>Year</b>	<b>Target</b>	<b>Actual</b>
<b>Long-term Measure:</b> The cumulative number of adoptions from the public child welfare system, 2003-2008.	2008	327,000	11/09
<b>Annual Measure:</b> Decrease the percentage of children with substantiated reports of maltreatment that have a repeated report within six months.	2001	7%	9%
	2002	7%	0.09
	2003	7%	10/04
	2004	7%	10/05
<b>Annual Measure:</b> For those children who had been in foster care less than 12 months, increase the percentage that had no more than two placement settings.	2001	72%	83%
	2002	60%	81%
	2003	62%	0.82
	2004	80%	10/05

**Recommended Follow-up Actions**  
 The Administration re-proposes legislation to introduce an option available to all states to participate in an alternative financing system for child welfare that will better meet the needs of each state's foster care population.

**Status**  
 Action taken, but not completed

*Update on Follow-up Actions:*

<b>Program Funding Level (in millions of dollars)</b>		
<b>2004 Actual</b>	<b>2005 Estimate</b>	<b>2006 Estimate</b>
4,974	4,855	4,855



**Program:** Head Start

**Agency:** Department of Health and Human Services  
**Bureau:** Administration for Children and Families

**Rating:** Results Not Demonstrated

**Program Type:** Competitive Grant

**Last Assessed:** 2 years ago

<b>Key Performance Measures from Latest PART</b>	<b>Year</b>	<b>Target</b>	<b>Actual</b>
Long-term Measure: Gain in word knowledge measured at Head Start entry and exit (Prior to 2002, measured as gaining in scale points -- 12 scale pts = 34%, after 2002 as % gains)	2000		32%
	2002	32%	32%
	2003	32%	12/05
	2004	34%	12/06
Annual Measure: Percentage of parents that report reading to their child three times a week or more	2002	70%	0.69
	2003	70%	12/05
	2004	70%	12/06
	2005	70%	

*Update on Follow-up Actions:*

**Recommended Follow-up Actions**  
 Create a new system to assess every Head Start center on its success in preparing children for schools.  
 Develop annual performance measures that assess the progress of individual grantees in improving school readiness and better measure the impact on children.  
 Propose legislation to better integrate Head Start, child care and state operated pre-school programs.

**Status**  
 Completed  
 Action taken, but not completed  
 Action taken, but not completed

*Program Funding Level (in millions of dollars)*

<b>2004 Actual</b>	<b>2005 Estimate</b>	<b>2006 Estimate</b>
6,774	6,843	6,888

**Program:** *Refugee and Entrant Assistance*

*Agency: Department of Health and Human Services  
Bureau: Administration for Children and Families*

**Rating:** *Adequate*

*Program Type: Block Formula Grant*

*Last Assessed: 2 years ago*

**Key Performance Measures from Latest PART**

	Year	Target	Actual
Long-term Measure: Entered employment rate: the ratio of refugees entering employment relative to the number of refugees receiving employment services (New measure)	2005	Increase 3%	12/06
		Increase 3%	12/07
		Increase 3%	12/13
	2012	Increase 3%	12/13
Annual Measure: Number of refugees entering employment through the Administration for Children and Families (ACF) funded refugee employment services	2001	56,885	45,883
	2002	0.5203	0.5345
	2003	0.5505	0.45
	2004	Increase 3%	12/05
Annual Measure: Number of entered employments with health benefits available as a subset of full-time job placements	2001	30613	27,270
	2002	71%	
	2003	65.51%	
	2004	Increase 3%	

**Update on Follow-up Actions:**

**Recommended Follow-up Actions**  
 The Budget includes funds (\$2 million) for ORR to conduct independent and quality evaluations.  
 The agency will continue its ongoing efforts to improve strategic planning to ensure that goals are measurable and linked to the budget, and systems are in place to identify program deficiencies.  
 ORR will establish targets for unit costs as an annual measure of cost-effectiveness.

**Status**  
 Action taken, but not completed  
 Action taken, but not completed

No action taken

**Program Funding Level (in millions of dollars)**

<b>2004 Actual</b>	<b>2005 Estimate</b>	<b>2006 Estimate</b>
201	214	214

The FY 2006 estimate shown in this table is incorrect; the actual request is \$200 million.

## PART RECOMMENDATIONS FY 2004-2005

### Head Start, FY 2004

1.	<b>Recommendation</b> Create a new system to assess every Head Start center on its success in preparing children for schools.		
	<b>Milestone</b>	<b>Due Date</b>	<b>Lead Official</b>
	Fall assessments were successfully completed on more than 450,000 children. Spring 2004 assessments were completed.	Completed	Windy Hill
2.	<b>Recommendation</b> Propose legislation to better integrate Head Start, child care, and state operated pre-school programs.		
	<b>Milestone</b>	<b>Due Date</b>	<b>Lead Official</b>
	Passage by the Senate.	On-Going	Windy Hill
3.	<b>Recommendation</b> Develop annual performance measures that assess the progress of individual grantees in improving school readiness and better measure the impact on children.		
	<b>Milestone</b>	<b>Due Date</b>	<b>Lead Official</b>
	Discussions/meeting with new Advisory Committee.	05/30/2005	Windy Hill
4.	<b>Recommendation</b> Provide inflationary increases in program funding for 2004.		
	<b>Milestone</b>	<b>Due Date</b>	<b>Lead Official</b>
		Completed	Windy Hill

### Administration for Children and Families Refugee and Entrant Assistance, FY 2004

1.	<b>Recommendation</b> Conduct independent and quality evaluation		
	<b>Milestone 1</b>	<b>Due Date</b>	<b>Lead Official</b>
	Continuing work on program evaluation.	11/30/2005	Van Hanh Nguyen
	<b>Milestone 2</b>	<b>Due Date</b>	<b>Lead Official</b>
	Continuing partnership with OPRE on study to determine effectiveness of ORR's employment programs.	Ongoing; 12/30/2005	Van Hanh Nguyen

2.	<b>Recommendation</b> Improve strategic planning to ensure that goals are measurable and linked to the budget, and systems are in place to identify program deficiencies.		
	<b>Milestone</b> ORR will carry out the evaluation of performance of selected states in the state-administered program. ORR will hold a series of consultations with state Refugee agencies concerning long-term performance goals to insure improved strategic planning.	<b>Due Date</b> Ongoing; December, 2005	<b>Lead Official</b> Van Hanh Nguyen

**Administration for Children and Families  
Foster Care, FY 2004**

1.	<b>Recommendation</b> Develop and introduce legislation that would permit the flexible use of funding so that dollars may be programmed to meet program goals and include funding for independent evaluation		
	<b>Milestone 1</b> The deadline for drafting the legislation was met. We are still working with Hill staff to get the Bill introduced	<b>Due Date</b> On-going	<b>Lead Official</b> Susan Orr

2.	<b>Recommendation</b> Align budget and program goals		
	<b>Milestone 1</b> Submit a more fully "integrated budget" to OMB for the FY 2006 performance budget, which integrates performance with budget information.	<b>Due Date</b> Completed	<b>Lead Official</b> Susan Orr
	<b>Milestone 2</b> Submit a more fully "integrated budget" to Congress for the FY 2006 performance budget, which integrates performance with budget information	<b>Due Date 2</b> February, 2005	<b>Lead Official</b> Susan Orr

**Administration for Children and Families  
Low Income Home Energy Assistance Program, FY 2005**

1.	<b>Recommendation</b> Develop long-term and efficiency measures		
	<b>Milestone</b> OCS will analyze input from states and other partners in developing the efficiency measure. We will draft an efficiency measure around the leveraging incentive program, to encourage states to increase the number of leveraging activities and thus increase leveraging dollars.	<b>Due Date</b> 07/30/2005	<b>Lead Official</b> Clarence Carter

2.	<b>Recommendation</b>		
	Conduct a feasibility study of a nationally representative evaluation of LIHEAP program operations.		
	<b>Milestone 1</b>	<b>Due Date</b>	<b>Lead Official</b>
	OCS will draft possible criteria for an evaluation of LIHEAP program. The Draft criteria will be developed in consultation with our national partners, to obtain input and recommendations for the evaluation.	Completed	Clarence Carter
	<b>Milestone 2</b>	<b>Due Date</b>	<b>Lead Official</b>
	Approval of A-19 to use funds, if appropriated, (\$500,000) to conduct program evaluations work.	Ongoing	Clarence Carter

**Administration for Children and Families  
Child Support Enforcement, FY 2005**

1.	<b>Recommendation</b>		
	No Corrective Action Required		
	<b>Milestone</b>	<b>Due Date</b>	<b>Lead Official</b>
	N/A	N/A	Sherri Heller

**Community Services Block Grant, FY 2005**

1.	<b>Recommendation</b>		
	Introduce legislation requiring a national set of performance measures to ensure that all entities administering CSBG are held accountable for the services supported by the program.		
	<b>Milestone 1</b>	<b>Due Date</b>	<b>Lead Official</b>
	The Department proposed reauthorization legislation that would require all CAA entities to use common set of national measure to report outcomes. 2 versions of the reauthorization are still pending reconciliation/conference	December, 2004 (completed)	Clarence Carter
	<b>Milestone 2</b>	<b>Due Date</b>	<b>Lead Official</b>
	The summer regional meetings with CSBG State Administrators and CSBG Association Directors regarding implementation of the CSBG National Indicators is on schedule. The two July meetings (in Washington, DC and Chicago, IL) have been held. The other two meetings were in August 2004 in San Francisco, CA, and Charleston, SC	Completed	Clarence Carter

### Developmental Disabilities, FY 2005

1.	<b>Recommendation</b>		
	Develop a meaningful efficiency measure.		
	<b>Milestone 1</b>	<b>Due Date</b>	<b>Lead Official</b>
	Continue work on developing experimental efficiency measure	June, 2005	Patricia Morrissey
	<b>Milestone 2</b>	<b>Due Date</b>	<b>Lead Official</b>
	Final measure to be developed	June, 2007	Patricia Morrissey

2.	<b>Recommendation</b>		
	Conduct a comprehensive independent evaluation of the program and grantees		
	<b>Milestone 1</b>	<b>Due Date</b>	<b>Lead Official</b>
	SOW is completed; Award contract for FY2005 program evaluation	February, 2005	Patricia Morrissey
	<b>Milestone 2</b>	<b>Due Date</b>	<b>Lead Official</b>
	Completed Study	September, 2007	Patricia Morrissey

3.	<b>Recommendation</b>		
	Align budget and program goals		
	<b>Milestone 1</b>	<b>Due Date</b>	<b>Lead Official</b>
	Submit a more fully "integrated budget" to OMB for the FY 2006 performance budget, which integrates performance with budget information	Completed	Patricia Morrissey
	<b>Milestone 2</b>	<b>Due Date</b>	<b>Lead Official</b>
	Submit a more fully "integrated budget" to Congress for the FY 2006 performance budget, which integrates performance with budget information	February, 2005	Patricia Morrissey

### Runaway and Homeless Youth, FY 2005

1.	<b>Recommendation</b>		
	Develop long-term and efficiency performance measures as well as ambitious annual performance targets.		
	<b>Milestone</b>	<b>Due Date</b>	<b>Lead Official</b>
	Measures are being included in the performance budget for FY 2006	September, 2005	Harry Wilson

2.	<b>Recommendation</b>		
	Conduct independent evaluations.		
	<b>Milestone 1</b>	<b>Due Date</b>	<b>Lead Official</b>
	We are in the process of defining the scope of the project and estimating the cost, based in part on the finding of a study on promising strategies to end youth homelessness just getting under way.	December, 2004 (Completed)	Harry Wilson

<b>Milestone 2</b>	<b>Due Date</b>	<b>Lead Official</b>
The funding for the evaluation will be allocated from the existing RHY appropriation (administrative budget), over the next couple of years.	December, 2005	Harry Wilson

3.	<b>Recommendation</b> Develop procedures to measure efficiencies and cost effectiveness in program execution		
	<b>Milestone</b> Since more than half of the TLP youth either are expelled or drop out, we are developing technical assistance (1) to increase the number in these two groups that successfully complete the program and (2) assure safe and appropriate exits for all youth in the system. This should result in a larger number of "success stories" per dollar of FYSB grants. We will be able to associate caseload outcomes with grant amounts, calculate a unit cost per successful youth, and compare it to the unit cost for all youth. Other such analyses are underway. These have been/will be conducted in-house, but are reviewed by research officials in other parts of ACF and researchers in the field, both confirming the persuasiveness and rigor of the findings	<b>Due Date</b>	<b>Lead Official</b>
		On-going	Harry Wilson

4.	<b>Recommendation</b> Align budget and program goals		
	<b>Milestone 1</b> Submit a more fully "integrated budget" to OMB for the FY 2006 performance budget, which integrates performance with budget information	<b>Due Date</b>	<b>Lead Official</b>
		Completed	Harry Wilson
	<b>Milestone 2</b> Submit a more fully "integrated budget" to Congress for the FY 2006 performance budget, which integrates performance with budget information	<b>Due Date</b>	<b>Lead Official</b>
		February, 2005	Harry Wilson

## SUMMARY OF MEASURES

<b>Year</b>	<b>Total Measures</b>	<b>Number Developmental</b>	<b>Outcome Measures</b>	<b>Output Measures</b>	<b>Efficiency Measures</b>	<b>Results Reported</b>	<b>Results Met*</b>	<b>Results not Met</b>
2006	64	20	48	16	17	NA	NA	NA
2005	60	17	45	16	15	NA	NA	NA
2004	60	17	45	16	15	4	2	2
2003	53	0	33	20	6	21	15	18
2002	74	3	35	37	5	64	38	26



## RESEARCH COORDINATION COUNCIL

The Administration for Children and Families benefited from its participation in the deliberations of the Research Coordination Council in coordinating its research activities across the Department. The discussions demonstrated several overlapping areas of focus and concern among the Department's programs and identified opportunities for collaboration and joint funding among OPDIVs. Such collaboration and coordination support the "One Department" concept.

Research funding in ACF is included in several appropriation accounts, and is aligned with the Department's research priorities as shown in the table below:

**Research Coordination Council**  
(Dollars in Thousands)

Research Priority:	FY 2005	FY 2006
I. Working Toward Independence	\$135,540*	\$139,414*
II. Rallying the Armies of Compassion	2,092	1,144
III. No Child Left Behind	108,760	110,476
IV. Promoting Active Aging and Improving Long-Term Care	--	--
V. Protecting and Empowering Specific Populations	10,951	10,951
VI. Helping the Uninsured and Increasing Access to Health Insurance	--	--
VII. Realizing the Possibilities of 21 <sup>st</sup> Century Health Care	--	--
VIII. Ensuring Our Homeland is Prepared to Respond to Health Emergencies	--	--
IX. Understanding Health Differences and Disparities-Closing the Gaps	--	--
X. Preventing Disease, Illness, and Injury	--	--
XI. Agency-specific Priorities	--	--
Total RD&E	\$257,343	\$261,985

\*The President's proposal for welfare reauthorization includes \$100 million for research, demonstrations, and technical assistance primarily related to healthy marriage.

In addressing Research Priority I -- Working toward Independence, ACF expects to continue to work closely with the Office of the Assistant Secretary for Planning and Evaluation (ASPE) in funding some projects jointly and providing funding support for others in areas of mutual interest. ACF has actively pursued collaboration with ASPE in evaluating strategies for promoting self-sufficiency and the investigation of such issues as caseload decline, workforce participation, and characteristics of leavers relating to welfare reform. ACF and ASPE have also collaborated on projects related to supporting healthy marriage, including evaluations of marriage education programs and exploring options for improving data on marriage and divorce at the federal, state and local levels. The operational results of welfare reform and findings from funded projects are of utmost importance to the Administration and the Congress for policy making and reauthorization of legislation. In addition to collaboration within the Department in the funding of projects, ACF has also forged close ties with the Department of Labor and the Department of Agriculture in the investigation of issue areas of mutual interest.

ACF is supporting research and conducting studies related to social services provided by faith-based and community-based organizations in the implementing the Compassion Capital Fund program. The Compassion Capital Fund is an important means for meeting the objectives of the Faith-based and Community Initiative. ACF is supporting studies to identify promising practices and to assess the effectiveness of the services designed to help “level the playing field” and increase the organizational and operating capacity of grassroots organizations. Since these initiatives often involve activities that overlap the jurisdiction of multiple federal agencies (e.g., HUD, DOL, DOE, etc.), ACF expects to make innovative approaches for the study of these issues in cooperation with them.

In the area of early learning, ACF is collaborating with NIH, ASPE, and the Department of Education, including participation in the interagency school readiness initiative to test comprehensive approaches to promoting readiness to learn as children approach school age.

ACF expects that a rich diversity of approaches and innovative funding mechanisms will most likely result in significant program improvements and efficiencies in conducting its RD&E activities in Fiscal Year 2006.