

**FY 2008 PERFORMANCE BUDGET SUBMISSION
ADMINISTRATION FOR CHILDREN AND FAMILIES**

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Given the uncertainty of final FY 2007 appropriation levels at the time the Administration for Children and Families (ACF) developed the performance targets for the FY 2008 Congressional Justification, the FY 2007 targets were not modified to reflect differences between the President's Budget and the Continuing Resolution funding levels. Enacted funding may require modifications of the FY 2007 performance targets. Performance measures that may be affected significantly are footnoted throughout the Performance Detail section.

DISCRETIONARY PROGRAMS

Low Income Home Energy Assistance Program

1. Low Income Home Energy Assistance Program (LIHEAP)

1.1 LT Long Term Goal: By FY 2010, increase the benefit targeting index score to 115 and the burden reduction targeting index score to 110 for high-energy burden LIHEAP recipient households.			
Annual Measure	FY	Target	Result
1A. Increase the reciprocity targeting index score of LIHEAP households having at least one member 60 years or older. ² (outcome)	2008	96	Jul-09
	2007	94	Jul-08
	2006	92	Jul-07
	2005	84	79
	2004	82	78
	2003	Baseline	79
1B. Maintain the reciprocity targeting index score of LIHEAP households having at least one member five years or younger. ³ (outcome)	2008	122	Jul-09
	2007	122	Jul-08
	2006	122	Jul-07
	2005	122	113
	2004	122	115
	2003	Baseline	122
	2002	Pre-baseline	122
2001	Pre-baseline	115	
Data Source: State <i>LIHEAP Household Report</i> and Census Bureau's Annual Social and Economic Supplement (ASEC) to the Current Population Survey.			
Data Validation: ACF obtains weighted number of LIHEAP income eligible (low income) households from the ASEC which itself is validated by the Census Bureau. ACF aggregates the states' annual <i>LIHEAP Household Report</i> to furnish national counts of LIHEAP households that receive heating assistance (including data on the number of LIHEAP households having at least one member who is 60 year or older and the number of LIHEAP recipient households having at least one member who is five years or younger). The aggregation and editing of state reported LIHEAP reciprocity data for the previous fiscal year are available generally in July of the current fiscal year. Consequently, the data are not			

² The reciprocity targeting index quantifies the extent to which such households are receiving LIHEAP assistance. The index is computed by dividing the percent of LIHEAP recipient households that are members of a target group by the percent of all LIHEAP income eligible households that are members of the target group and then multiplying by 100. For example, if 25 percent of LIHEAP recipients are elderly households, and 20 percent of all income eligible households are elderly households, the reciprocity targeting index for elderly recipient households is 125 (25/20 x 100). An index score above 100 indicates that LIHEAP is serving a target group of households at a higher rate than all LIHEAP income eligible households that are members of the target group

³ See previous footnote.

available in time to modify ACF interventions prior to the current fiscal year. There are no federal quality control or audit requirements for the data obtained from the *LIHEAP Household Report*. However ACF provides to states an electronic version of the *LIHEAP Household Report* that includes formulae that protect against math errors.

Cross Reference: This performance goal and related measures support HHS Strategic Objectives 6.1 and 6.2, and the Secretary's 500 Day priority to, "Protect Life and Human Dignity."

Long term goal 1.1 directly relates to the LIHEAP statute, which mandates that LIHEAP assistance be targeted to those eligible households with the highest home energy needs, i.e., vulnerable households and high-energy burden households. 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 what they represent in the income eligible target household population.

ACF implemented a federal LIHEAP outreach campaign in FY 2004 to increase the reciprocity targeting index scores of LIHEAP vulnerable households; this campaign involves the distribution of ACF's LIHEAP brochure nationwide. Thus far, ACF has been working with the Administration on Aging at the U.S. Department of Health and Human Services to reach low income households with an elderly member. Since May of 2006, ACF has been collaborating with several national organizations and health professionals to develop a national outreach campaign concerning the health and safety issues related to low income, vulnerable households that lack sufficient home heating and cooling.

ACF tracks LIHEAP's outreach campaign annually through reciprocity targeting index scores that can be used for multiple purposes.⁴ The results of LIHEAP's outreach efforts will need to be examined with respect to external factors that may affect the obtained targeting index scores. For example, the national economy will generally affect the need for human services programs such as LIHEAP. In addition, the following factors can impact LIHEAP program performance in particular: (1) weather; (2) home energy prices; (3) utility deregulation; (4) utility arrearages; (5) welfare reform; (6) the availability of additional energy assistance funding sources (such as public service benefit programs, state funds, and private fuel funds); and (7) the block grant design of LIHEAP.⁵

Regarding annual measure 1A, 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 were underserved within the eligible population of elderly households. Both the FY 2004 targeting index score of 78 and the FY 2005 targeting index score of 79 indicate that there was basically no improvement in targeting the elderly once the LIHEAP outreach campaign began in FY 2004. ACF's target is to increase the index score to 96 by FY 2008. By then, ACF anticipates that the scope of its LIHEAP outreach campaign along with the development of a national energy assistance campaign will have been broadened to reach more LIHEAP income eligible households with an elderly member. ACF also is studying what effect the increasing growth of low income, elderly households will have on achieving its targets for elderly LIHEAP households.

Regarding annual measure 1B, the baseline targeting reciprocity index score for households with a young child was 122 for FY 2003. Both the FY 2004 targeting index score of 115 and FY 2005 targeting index score of 113 represent a decrease in performance from FY 2003. However, the scores indicate that

⁴ For example: 1) to enhance ACF's LIHEAP outreach activities campaign, the reciprocity targeting index scores can be analyzed geographically to determine which sections of the country vulnerable households are being underserved; 2) to focus future LIHEAP outreach activities the dissemination of the LIHEAP brochures to those underserved sections of the country; and 3) to evaluate the effectiveness of the LIHEAP outreach campaign in increasing the extent to which vulnerable households are receiving LIHEAP assistance.

⁵ The Department has left states maximum flexibility under the block grant statutes to design and operate programs suited to the states' own assessments of their citizens' needs. Consequently, the federal government has very limited control of block grant programs such as LIHEAP. For this reason, there will be variations in program performance due to how states design their program to reflect their program goals which may differ from ACF's performance goals.

LIHEAP program still is providing more than sufficient outreach to these households, though the target was not achieved for unknown reasons. ACF will study how the Food Stamp program was able to reverse its downward trend of serving low income young child households to determine whether similar strategies can be applied to LIHEAP. ACF also is investigating whether standard errors of measurement can be calculated for the targeting indexes to test for statistical significance in changes of targeting index scores over time.

ACF's *LIHEAP Energy Burden Evaluation Study* (July 2005) examined the performance of LIHEAP in serving high-energy burden households in FY 2001. The study used data from the Energy Information Administration's 2001 Residential Energy Consumption Survey (RECS). This survey is conducted every four years. ACF funded the LIHEAP REC Supplemental Sample as part of the 2001 RECS and 2005 RECS. The 2001 LIHEAP RECS Supplemental Sample provided for the first time: (1) national data to compute the benefit targeting index⁶ and the burden reduction targeting index⁷; (2) examination of the overlap between vulnerable eligible households and high-energy burden eligible households; and (3) development of empirical thresholds for defining low, moderate, and high home energy burdens.

The study found the following:

- For FY 2001 the benefit targeting index score for high-energy burden households was 108. This indicates that these households received somewhat higher LIHEAP benefits than other types of LIHEAP recipients. However the study also found that the burden reduction targeting index score for these households was 96. This indicates that these households have a somewhat smaller burden reduction than other types of LIHEAP recipient households. The study has led ACF to investigate whether the results will be replicated in the 2005 RECS, which included an improved sampling design and questions for the 2005 RECS LIHEAP Supplemental Sample.
- About 20 percent of low income households are both vulnerable and high-energy burden households. ACF needs to determine whether there is a practical way for LIHEAP grantees to identify LIHEAP eligible households that are both vulnerable and high-energy burden.

⁶ The benefit targeting index score is computed by dividing the mean LIHEAP benefit for a target group of recipient households by the percent of LIHEAP benefits for all LIHEAP recipient households times 100. For example, if high energy burden recipient households have a mean heating assistance benefit of \$250 and the mean heating assistance benefit for all households receiving heating assistance is \$200, then the benefit targeting index is 125 (\$250 divided by \$200 times 100). A benefit targeting index score above 100 indicates that LIHEAP is providing higher benefits to a target group of households than to all LIHEAP recipient households.

⁷ The burden reduction targeting score is computed by dividing 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 by the percent reduction in the median home energy burden for all LIHEAP households. For example, if high burden recipient households have their home energy burden reduced by 25 percent and all recipient households have their home energy reduced by 20 percent, the burden reduction index is 125 (25 percent divided by 20 percent times 100). An index score above 100 indicates that LIHEAP benefits are providing a target group of households a greater reduction in home energy burden than for all LIHEAP recipient households.

Efficiency Measure	FY	Target	Result
1C. Increase the ratio of LIHEAP households assisted (heating, cooling, crisis, and weatherization assistance) per \$100 of LIHEAP administrative costs. (<i>OMB approved</i>)	2008	3.88	Aug-09
	2007	3.81	Aug-08
	2006	3.74	Aug-07
	2005	3.67 ⁸	3.71
	2004	Baseline	3.67 ⁹
	2003	Pre-baseline	3.61
	2002	Pre-baseline	3.67
	2001	Pre-baseline	3.64
	2000	Pre-baseline	3.75
Data Source: <i>LIHEAP Grantee Survey</i> and <i>LIHEAP Household Report</i> . ACF is planning to identify in FY 2007 a program strategy to effect change by FY 2009.			
Data Validation: Each winter, state LIHEAP grantees report on the <i>LIHEAP Grantee Survey</i> the amount of obligated LIHEAP administrative costs for the previous fiscal year. This data along with data from the <i>LIHEAP Household Report</i> are used to calculate the efficiency measure. The aggregation and editing of the administrative cost data for the previous fiscal year are completed generally by July of the current fiscal year. Consequently, the data are not available in time to modify interventions prior to the current fiscal year. There are no federal quality control or audit requirements for the data obtained from the <i>LIHEAP Grantee Survey</i> . However, as with the <i>LIHEAP Household Report</i> , for the last several years ACF has made available an electronic version of the <i>LIHEAP Grantee Survey</i> that state LIHEAP grantees are using in submitting the data to ACF. The electronic version includes a number of edits that check the data for math mistakes and against statutory limits in the use of LIHEAP funds.			
Cross Reference: This efficiency measure supports HHS Strategic Goal 6 and the Secretary's 500 Day priority to, "Protect Life and Human Dignity."			

Efficiency measure 1C focuses on increasing the ratio of state LIHEAP administrative costs (numerator) to the number of households receiving LIHEAP assistance (denominator). An increase in the ratio indicates an increase in program efficiency through LIHEAP households being served at a lower administrative cost. The trend data for FY 1999 through FY 2004 indicate that this ratio ranged from 3.61 to 3.75. The LIHEAP statute limits LIHEAP grantees' administrative dollars to 10 percent of the funds payable. Twenty one states reached the 10 percent cap in FY 2005. The target for FY 2005 reflects the FY 2004 baseline measure. The targets for FY 2006, FY 2007, and FY 2008 are to increase the ratio of LIHEAP households assisted per \$100 of LIHEAP administrative costs by 1.5 standard deviations from the mean each year.¹⁰ The program strategy will be to reduce grantee administrative costs through identifying and disseminating best practices (in terms of administrative cost savings) to state LIHEAP grantees, identifying best practices from other block grant programs, and reducing information burden on the states through electronic reporting. The data for FY 2005 indicates that the resulting ratio exceeded the target. However this result is not due to the implementation of ACF's program strategy. ACF plans to implement the program strategy in FY 2008.

The factors that can impact LIHEAP program efficiency are essentially the same as those previously described for LIHEAP reciprocity targeting performance.

⁸ This target was previously reported as 3.68, which was a preliminary figure, pending data from one additional state. This target has since been revised to reflect data from all states.

⁹ This result was previously reported as 3.68, which was a preliminary figure, pending data from one additional state. This result has since been updated to reflect data from all states.

¹⁰ The mean is for the period of FY 2000 through FY 2004.

Child Care and Development Block Grant

2. Child Care and Development Block Grant

2.1 LT Long Term Goal: Reduce the percentage of Temporary Assistance for Needy Families (TANF) families with children that are exempt from employment participation because child care is unavailable to 1 percent by FY 2009.			
Annual Measure	FY	Target	Result
2A. Maintain the proportion of children served through Child Care and Development Fund (CCDF), Temporary Assistance for Needy Families (TANF), and Social Services Block Grant (SSBG) child care funding as compared to the number of children in families with income under 150 percent of the Federal Poverty Level. ¹¹ (outcome)	2008	32%	Dec-09
	2007	32%	Dec-08
	2006	32%	Dec-07
	2005	32%	34%
	2004	32%	32%
	2003	Baseline (new)	32%
	2002	Baseline (old)	2.54 million ¹²
Data Source:			
2.1 LT: National TANF Database. ¹³			
2A: State monthly case-level report administrative data (ACF-801) and CCDF expenditure data. ¹⁴ FY 2005 data is preliminary until summer 2007.			
Data Validation: The Child Care Bureau (CCB) is committed to facilitating states' compliance with CCDF reporting requirements. The Child Care Bureau Information System (CCBIS) is a web portal that receives and processes CCDF child care aggregate and case level data from the 50 states, the District of Columbia, territories, and Tribes. It allows federal staff to access data obtained from the Tribal annual report, state annual aggregate report, and state monthly case-level report. All data received via the CCBIS are stored in national databases. Data standards have been set and training and technical assistance is provided to all states and territories on reporting requirements and submission procedures. These technical assistance activities include on-site visits, training workshops, presentations at regional and national meetings, and two comprehensive software tools to help grantees collect data, assess data quality, and administer their subsidy programs. Between 2004 and 2006, CCB and its technical assistance contractor worked with large population states to provide case-level data, thereby helping to improve the quality of national CCDF statistics. Further, CCB gave Regional offices access to the CCBIS to track grantee data submissions and further enhance data quality.			
Cross Reference: This performance goal supports HHS Strategic Objectives 6.1 and 7.1 and the			

¹¹ This measure estimates the average monthly number of children receiving child care subsidies from all federal sources (Temporary Assistance for Needy Families, CCDF, and Social Services Block Grant), compared on an annual basis to an estimate of the average monthly number of children who may be eligible for child care subsidies. Specifically, the denominator includes the average monthly number of children ages 0 to 12 (including disabled teenagers) with family income under 150 percent of the Federal Poverty Level whose parents/guardians are working or in school (any number of hours). The denominator is computed by the Urban Institute's TRIM microsimulation model and is based on the Census Bureau's Current Population Survey data. Note: Under CCDF law, states have substantial flexibility to establish their own rules regarding eligibility for child care subsidies within broad Federal guidelines. This estimate of potentially eligible children does not take into account state-specific eligibility thresholds and other requirements families must meet to receive child care subsidies.

¹² Measure was changed during FY 2006 budget process. The former measure was not a proportion, but simply estimated the average monthly number of children receiving child care subsidies through all Federal sources (TANF, CCDF, and SSBG).

¹³ This measure is based on data submitted from state TANF programs. TANF regulations stipulate that states may not require caretakers with children under six to meet TANF work requirements if child care is not available. This measure tracks the number of families receiving this exemption. (45 CFR § 261.56)

¹⁴ The average monthly number of children receiving subsidies through CCDF is obtained from state aggregate and case-level reports. In the absence of comparable TANF and SSBG child counts, the Child Care Bureau, in ACF, models children served through these programs, based on state monthly case-level report (ACF-801) administrative data as well as CCDF expenditure data. This involves dividing TANF-direct and SSBG expenditures by the CCDF average cost per child to arrive at monthly child estimates for TANF-direct and SSBG spending on child care. The numerator is therefore a sum of actual counts of children served from CCDF administrative data, and an estimated count of additional children served through TANF and SSBG.

Secretary’s 500 Day priority to, “Protect Life and Human Dignity.”

Regarding annual measure 2A, ACF aims to maintain the proportion of children served by the Child Care and Development Fund (CCDF), Temporary Assistance for Needy Families (TANF), and Social Services Block Grant (SSBG) child care funding at 32 percent as compared to all potentially eligible children (whose families are under 150 percent of the Federal Poverty Level). ACF surpassed its target for FY 2005: 34 percent of eligible children were served. The total estimated number of children served increased from 2.3 million to 2.4 million, while the total number of potentially eligible children under 150 percent of poverty decreased from 7.2 million to 7.1 million. Because of the unknown number of families using unpaid child care arrangements or who may not need child care subsidies, these estimates are not estimates of “take-up rates” among families who are eligible and have expressed a need for child care assistance. Instead, they show the extent to which CCDF, TANF, and SSBG funds serve the broad pool of children and families whose age, income, and work status indicate a possible need for child care subsidies.

The Deficit Reduction Act of 2005 increased funding for CCDF by \$200 million annually through FY 2010. Yet, the impact of this increase in funding cannot be determined at this time. By law, CCDF affords states great flexibility in how they design their subsidy programs. As a result, states may use the increased funding in a number of ways to serve their specific population needs, such as making adjustments to program eligibility requirements, child care provider reimbursement rates, or family co-payment amounts. Only some of these options would directly increase the number of families served (the numerator of the performance measure).

Efficiency Measure	FY	Target	Result
2B. Increase the proportion of regulated centers and family child care homes that serve families and children receiving child care subsidies. <i>(OMB approved)</i>	2008	68.0%	Jun-09
	2007	67.0%	Jun-08
	2006	66.0%	Jun-07
	2005	65.0%	67.3%
	2004	Baseline	64.0%
Data Source: Administrative Data (ACF Forms 800 and 801, Aggregate Reports) and the National Child Care Information Center. ¹⁵			
Data Validation: The National Association for Regulatory Administration (NARA) and the National Child Care Information Center (contracted by the Child Care Bureau) conduct the annual licensing study of child care programs. NARA sends a survey to all state child care licensing agencies requesting the total number of licensed programs. The organization conducts follow-up calls with non-responding states to ensure data from all 50 states are collected. Calls are also made to state licensing agencies when data provided are inconsistent with past history for clarification.			
Cross Reference: This efficiency measure supports HHS Strategic Objectives 6.1 and 7.1 and the Secretary’s 500 Day priority to, “Protect Life and Human Dignity.”			

Efficiency measure 2B demonstrates the level of access low-income families have to child care options. The rate compares the number of regulated providers who serve children receiving CCDF subsidies in a fiscal year to all regulated centers and family child care homes. ACF hopes to broaden the base of this measure to include regulation-exempt or unregulated providers once there is adequate data available.

This measure recognizes that lack of appropriate child care can be a barrier to employment and self-sufficiency for many families, and seeks to increase economic independence and productivity by bolstering access to child care. Increasing the number and type of providers accessible through the

¹⁵ Data for providers serving children through CCDF is based on ACF-800 administrative data. Data is collected through ACF Forms 800 and 801, Aggregate Reports. The number of regulated providers is collected by the National Child Care Information Center.

subsidy system enables recipient families to better select the child care that fits their work and family needs, especially families working non-traditional hour and rotating schedules.

Linked to the program’s long term employment outcome, this efficiency measure is an indicator of the extent to which CCDF is well administered and provides timely, stable funding for providers. Individual child care providers are not obligated to serve families receiving subsidies through CCDF. For example, if the reimbursement rates paid by a state are too low or if providers have difficulty getting paid or collecting co-payments from families, providers may choose not to serve subsidized families. Therefore, the proportion of regulated centers and homes caring for subsidized families and children can indicate how efficiently the program is being administered, and thus its effectiveness in supporting parental employment.

Cost savings can be achieved through reduced expenditures on cash assistance and other forms of government assistance as parents are able to find and keep employment – and become self-sufficient – due to stable, affordable child care arrangements. Cost savings can also be achieved through reduced spending on efforts to recruit and retain providers, as well as training providers on how to navigate the subsidy system and comply with state health and safety regulations.

2.2 LT Long Term Goal: Increase the percentage of young children (ages three to five not yet in kindergarten) from families under 150 percent of poverty receiving non-parental care showing three or more school readiness skills from 32 percent in 2001 to 42 percent in 2011.			
Annual Measure	CY	Target	Result
2C. Increase by 10 percent the number of regulated child care centers and homes nationwide accredited by a recognized early childhood development professional organization. (<i>outcome</i>)	2008	10% improvement over prior year result	Jun-09
	2007	10% improvement over prior year result ¹⁶	Jun-08
	2006	14,411	Jun-07
	2005	13,076	13,101
	2004	11,544	11,888
	2003	9,822	10,495
	2002	9,725	9,561
	2001	9,630	9,237
	2000	Baseline	9,535
Data Source:			
2.2 LT: National Household Education Survey (NHES).			
2C: The following independent bodies are nationally-recognized sources of information about provider accreditation and certification: National Association for Family Child Care, the National Association for the Education of Young Children (NAEYC), and the National Afterschool Association (formerly known as National School-Age Care Alliance).			
Data Validation: Some of these child care quality performance measures require new reporting and/or data gathering methods, including obtaining information from national organizations.			
2.2 LT: The Child Care Bureau uses data collected from the 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 three to five from child care settings, is utilized to look at a subset of children comparable to those served through CCDF (children in 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.			

¹⁶ These targets, previously reported as a number, have been restated as a percentage to correspond to the language in the measure.

2C: The NAEYC has been revising its accreditation system. The new system will be fully operational in 2006, 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 an increasing numbers of providers are now being accredited using state-recognized systems. The Child Care Bureau is exploring options for collecting this state-specific information.

Cross Reference: This performance goal supports HHS Strategic Objective 7.2 and the Secretary’s 500 Day priority to, “Protect Life and Human Dignity.”

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

Annual measure 2C 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, and a growing number of states are developing Quality Rating Systems that assess the quality of providers for purposes such as consumer education and differential subsidy reimbursement, often based on national accreditation standards. The number of accredited child care centers has increased every year since CY 2001. In CY 2005, the Child Care Bureau met its target: 13,101 child care centers and homes were accredited.

Annual Measure	CY	Target	Result
2D. Increase the number of states that have implemented state early learning guidelines in literacy, language, pre-reading, and numeracy for children ages three to five that align with state K-12 standards and are linked to the education and training of caregivers, preschool teachers, and administrators. ¹⁷ (output)	2009	35	Dec-09
	2007	28	Dec-07
	2005	15	22
	2003	Baseline	3

Data Source: Biennial CCDF Report of State Plans; National Child Care Information Center.¹⁸

Data Validation: The CCDF State Plan preprint was revised to require states to provide information about their progress in implementing the components of the Administration’s *Good Start, Grow Smart* initiative related to early learning. It is important to note that *GSGS* is a voluntary Presidential initiative. Thus results for this measure reflect the federal government’s ability to influence state policies related to school readiness. On a biennial basis, the information for this measure will be available through state plans.

Cross Reference: This performance goal supports HHS Strategic Goal 7.2 and the Secretary’s 500 Day priority to, “Protect Life and Human Dignity.”

Under the Administration’s *Good Start, Grow Smart* initiative,¹⁹ 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 behaviors children need when they enter kindergarten. Research indicates that learning, including early language acquisition, begins during infancy through

¹⁷ This measure is biennially reported due to constraints on data availability.

¹⁸ Because state plans are submitted biennially, the data for this measure is currently available only every two years. The data is based on state self-report; interpretation of preprint questions may vary by state.

¹⁹ *Good Start, Grow Smart* is a Presidential initiative to help states and local communities strengthen early learning for young children. The goal is to ensure that young children enter kindergarten with the skills they will need to succeed at reading and other early learning activities.

nurturing relationships with parents and caregivers. In addition, preschool children who enter school with linguistic, cognitive, and social development are better prepared to succeed in kindergarten and beyond. This measure assesses the degree to which states have established guidelines to be used as the basis for caregiver education and training. Because the link between caregiver behaviors and outcomes for children is well established in research, this measure will serve as an indicator of child outcomes.

Promoting Safe and Stable Families

Please see “Child Abuse Prevention and Child Welfare Programs” for performance measures and analysis. This program was subject to a PART review in CY 2006 and received a rating of “Moderately Effective.”

Children and Families Services Programs

3. Head Start

3.1 LT Long Term Goal: Increase the percentage of programs in which children on average can identify 10 or more letters of the alphabet as measured in the spring by the National Reporting System to 100 percent by FY 2010.			
Annual Measure	FY	Target	Result
3A. Increase the percentage of programs in which children on average can identify 10 or more letters of the alphabet as measured in the spring by the National Reporting System. (outcome)	2010	100%	Dec-10
	2009	99.0%	Dec-09
	2008	97.0%	Dec-08
	2007	96.0%	Dec-07
	2006	94.0%	93.5%
	2005	Baseline	91.8%
	2004	Pre-baseline	88.5%
Data Source: National Reporting System (NRS) ²⁰ .			
Data Validation: The NRS is a nationwide assessment of all four-year-old children in Head Start, and incorporates components of scientifically validated, reliable, and respected measures of child outcomes such as the Peabody Picture Vocabulary Test (PPVT) and the Woodcock-Johnson Applied Problems scale. Assessment of children in the NRS is done by assessors who have been trained to consistently implement the instrument; quality assurance studies indicate that the test’s fidelity is strong across assessors, with little variation in execution. Individual child and program-level information is collected in a Computer Based Reporting System, and the information in this system is linked to the assessment results, which are recorded on standardized forms and sent directly to the NRS contractor for analysis. Fail-safes in the implementation of the instrument, the collection of the test results, and the analysis of the data ensure the validity and accuracy of the data reported.			
Cross Reference: This performance goal supports HHS Strategic Objective 7.2.			

Long term goal 3.1 and annual measure 3A assess individual program performance toward meeting the objective of increasing the percentage of programs in which enrolled children are capable of identifying 10 or more letters of the alphabet when exiting the Head Start program. The threshold of 10 or more letters was determined based upon the Congressional mandate (see Head Start Act, Section 641A (b) (4)

²⁰ The Office of Head Start requires every four-year-old in the Head Start program to be assessed on literacy, math, and language skills at the beginning and end of each program year, through the NRS. Assessments in additional developmental domains are under development. The NRS instrument is administered by teachers or assistants in each Head Start classroom in the country, in English and Spanish where appropriate.

(c)).²¹ In FY 2006, in 93.5 percent of programs, children on average identify 10 or more letters of the alphabet as measured in the spring by the National Reporting System (NRS). This figure represents continuing improvement upon results from FY 2004 (88.5 percent) and FY 2005 (91.8 percent), yet falls short of the FY 2006 target of 94 percent. The Office of Head Start will use data from the 2005-2006 NRS to learn more about those programs where average child performance falls below this level and direct technical assistance to them to support their improvement in this area.

3.2 LT Long Term Goal: Increase the percentage of programs that achieve average fall to spring gains of at least 12 months in word knowledge (PPVT) in the National Reporting System to 66 percent by FY 2012. The baseline is 52 percent in FY 2005.
3.3 LT Long Term Goal: Increase the percentage of programs that achieve average fall to spring gains of at least four counting items in the National Reporting System to 84 percent by FY 2010. The baseline is 72.61 percent in FY 2004. ²²
3.4 LT Long Term Goal: Increase the percentage of programs in which children make prescribed gains on a measure of social skills between the fall and spring of their pre-kindergarten Head Start year, as measured in the National Reporting System. ²³
Data Source: National Reporting System (NRS).
Data Validation: Please see the previous performance detail table under measure 3.1 LT for a detailed explanation.
Cross Reference: These performance goals support HHS Strategic Objective 7.2.

Regarding long term goals 3.1-3.3, this grouping meets the goal established during Head Start’s CY 2002 PART review of assessing the progress of individual grantees in improving children’s school readiness. These measures assess the extent to which individual programs show increases from fall to spring in standardized assessments of cognitive outcomes. Percentage increases across cohorts would demonstrate the success of the Office of Head Start in effectively targeting training and technical assistance to improve individual programs. Children’s word knowledge (i.e., vocabulary), letter identification, and early numeracy skills at the end of Head Start have been shown to predict improved academic performance in school as evidenced by the Family and Child Experiences Survey (FACES). These skills are the precursors to learning to read, write, and do arithmetic; thus, these measures provide a direct and useful indication of how well the entire Head Start program, as well as individual Head Start grantees, are succeeding in promoting school readiness among low-income children. These measures are ambitious because they set the required achievement level higher than would be expected without intervention, require a high level of achievement in all three cognitive domains, and require continuous improvement over time by programs.²⁴ These measures also require continual increases in the percentages of programs achieving these gains. Progress in these measures over time also helps to show how well Head Start is targeting training and technical assistance to improve program performance in these areas. These measures do not penalize already high performing grantees as long as they continue to achieve gains over time.

Regarding long term goal 3.2, data from the Head Start FACES Study have demonstrated that children completing Head Start make more progress than the typical child in vocabulary on the Peabody Picture

²¹ This annual performance measure corresponds to measure 5.2c in the FY 2007 performance budget, “Achieve at least an average 70 percent gain (3.4 scale points) in letter identification for children completing the Head Start program.” The previous measure used data from the FACES study, which is collected every three years. The new measure will be available annually, since it is based on data from the NRS, and it improves on the previous measure by showing the extent to which individual programs show improvement, rather than tracking an overall national average.

²² This is a new measure, which is a revision to a previous, analogous measure.

²³ This is a new measure, which is a revision to a previous, analogous measure. The baseline for this developmental measure will be set in FY 2007.

²⁴ Measure 3.1 LT operationalizes a developmental performance measure (5.2d) in the FY 2007 performance budget.

Vocabulary Test (PPVT) during the Head Start year. Children’s vocabulary scores at the end of the Head Start program are a strong 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. To improve outcomes on this measure, significant resources have been targeted to train thousands of Head Start teachers in effective methods for implementing literacy curricula in Head Start programs across the country. This activity, *Project Step*, which was conducted in concert with a Presidential initiative, began in FY 2002.

Regarding long term goal 3.3, children completing Head Start need to improve their mathematical skills, which have been shown to be an important component of school readiness. 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 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).

Regarding long term goal 3.4, a number of social skills have been shown to be essential for school success including, among others, paying attention, communication skills, and cooperation skills such as following directions. High scores on a measure of social skills are indicators of school adjustment and social competence and have been shown to be predictive of kindergarten behaviors that promote learning and those that impede learning. To ensure continuous program improvement, the indicator and targets also require increases over time in the percentage of Head Start children showing this gain.²⁵

3.5 LT Long Term Goal: Increase the percentage of children completing the Head Start program rated by parent as being in excellent or very good health to 83 percent by FY 2010. The baseline is 77 percent in FY 1998.			
3.6 LT Long Term Goal: Increase the percentage of Early Head Start children completing all medical screenings to 91 percent by FY 2010.			
Annual Measure	FY	Target	Result
3B. Increase the percentage of Early Head Start children completing all medical screenings. (<i>outcome</i>)	2010	91.0%	Dec-10
	2009	89.0%	Dec-09
	2008	87.0%	Dec-08
	2007	85.0%	Dec-07
	2006	83.0%	82.8%
	2005	Baseline	82.1%
	2004	Pre-baseline	81.0%
Data Source: 3.5 LT Family and Child Experiences Survey (FACES) ²⁶ .			

²⁵ Measure 3.4 LT is similar to measure 5.2e in the FY 2007 performance budget, “Achieve at least an average 14 percent gain (two scale points) in social skills for children completing the Head Start program.” It improves upon the previous measure by focusing on the proportion of children achieving an ambitious gain, rather than an overall average. The performance measure was also revised to require improved performance over time.

²⁶ FACES is an ongoing, longitudinal study of Head Start program quality and child outcomes, which currently has three nationally representative cohorts (1997, 2000 & 2003). The FACES study provides information about the knowledge and skills that children have when they enter the Head Start program and their progress during the Head Start year and in kindergarten. It also describes the quality of Head Start classrooms over time and factors that help explain variations in quality across Head Start classrooms. In addition, the FACES data provide insights into the relationship of program and classroom characteristics to children’s outcomes, as well as the relationship of family and parental characteristics to children’s outcomes.

- In 1997, the FACES design included a nationally representative sample of 3,200 children and their families in 40 programs.
- The subsequent FACES 2000 sample included a cohort of 2,800 children and their families in 43 different Head Start programs across the nation.
- A third FACES cohort began in 2003 and includes a sample of 2,400 children and their families in 60 programs across the nation (data from this third cohort are in preparation).

3.6 LT and 3B. Program Information Report (PIR)²⁷.

Data Validation:

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

3.6 LT and 3B. Data collection for the PIR is automated to improve efficiency in the collection and analysis of data. Head Start achieves a 100 percent response rate annually from 2,600 respondents. The collection includes a component which tracks costs hourly, daily, and annually across service components and allows judgments to be made by federal officials about the reasonableness of a Head Start grantee's proposed costs. The Office of Head Start also engages in significant monitoring of Head Start grantees through the Program Review Instrument for Systems Monitoring (PRISM) of Head Start and Early Head Start grantees, which examines and tracks Head Start Program Performance Standards compliance at least every three years for each program. Teams of ACF Regional Office and Central Office staff, along with trained reviewers, conduct more than 500 on-site reviews each year. The automated data system provides trend data so that the team can examine strengths and weaknesses in all programs.

Cross Reference: These performance goals support HHS Strategic Objective 7.2.

Regarding long term goals 3.5 and 3.6, an important part of the Head Start program's mission is the provision of comprehensive services, including educational services, social services, parent involvement activities, and health and mental health services. The long term measures gauge the performance of the Head Start program in both linking children to appropriate health services and educating parents about their children's health.

Regarding annual measure 3B, this is a new annual measure, introduced in the Head Start PART reassessment that took place in CY 2006. For the 2005-2006 program year, 82.8 percent of Early Head Start children completed all medical screenings expected for their age. This result represents continued improvement upon the results from FY 2004 (81.0 percent) and FY 2005 (82.1 percent), yet falls slightly short of the FY 2006 target of 83.0 percent. The Office of Head Start will use data from the 2005-2006 Head Start Program Information Report (PIR) to identify Early Head Start programs with lower levels of medical screening completion and direct technical assistance to them to support their improvement in this area.

- A 2006 FACES cohort is expected to begin data collection with a similar number of children and programs in fall 2006.

Data reported for these measures comes from a sample of pre-kindergarten four year-olds who spend one preschool year in Head Start.

²⁷ All local programs receiving Head Start funds are required to submit an annual PIR tracking program participation statistics such as the age of children, the kind of education program they receive, and the medical, dental, and mental health services the children receive. Annual one-time questions capture information about children's families and the kind of support services required such as job training, education, housing, counseling, and other community based services.

3.7 LT Long Term Goal: Increase percentage of parents of children in their pre-kindergarten Head Start year who report reading to child three times per week or more, as measured in the spring of their pre-kindergarten Head Start year, to 85 percent by FY 2013. The baseline is 68.4 percent in FY 1998.
Data Source: Family and Child Experiences Survey (FACES).
Data Validation: Please see the previous performance detail table under measure 3.5 LT for a detailed explanation.
Cross Reference: This performance goal supports HHS Strategic Objective 7.2.

Regarding long term goal 3.7, the Head Start FACES Study has demonstrated a link between frequency of parental reading and children’s competence and improvement in early literacy activities. Therefore, setting a program goal of supporting parent reading helps take literacy activities from the classroom into the home learning environment and emphasizes the primary role of parents in children’s learning. The baseline for this measure (68.4 percent of parents) was determined based upon data from the first FACES cohort in spring 1998. The annual targets set represent ambitious yet feasible goals for Head Start parents’ involvement in children’s early literacy. Ambitious annual targets for this measure were chosen based upon a two percent improvement every three years, which corresponds to an additional 18,000 Head Start children being read to by their parents three or more times a week. Taken into consideration in setting these targets are two factors. First, Head Start parents are often experiencing literacy problems of their own—thus Head Start is working with the parents to improve their reading skills at the same time that they are educating parents about the importance of reading to their children and working with the children on early literacy skills in the classroom. Second, nationally, 85 percent of all parents from all income levels report reading to their child (age one to five) three or more times a week²⁸, which may provide a realistic “ceiling” to what might be expected even under optimal circumstances (the measure’s goal is to reach the 85 percent average by the FACES 2013 cohort).

3.8 LT Long Term Goal: Increase to 55 percent the percentage of classrooms with lead teachers scoring 73 or higher (unweighted) on an observational measure of teacher-child interaction by FY 2010. The baseline is 51 percent in FY 2004.			
Annual Measure	FY	Target	Result
3C. Increase the percentage of teachers with AA, BA, Advanced Degree, or a degree in a field related to early childhood education. ²⁹ (<i>outcome</i>)	2008	73.0%	Jan-09
	2007	71.0%	Jan-08
	2006	65.0%	Jan-07
	2005	65.0%	69.0%
	2004	56.0%	64.8%
	2003	50.0%	57.5%
	2002	47.0%	51.0%
	2001	Baseline	45.0%
Data Source: 3.8 LT: Family and Child Experiences Survey (FACES). 3C: Program Information Report (PIR).			
Data Validation: 3.8 LT: Please see the previous performance detail table under measure 3.5LT for a detailed explanation. 3C: Please see the previous performance detail table under measure 3.6LT for a detailed explanation.			
Cross Reference: This performance goal supports HHS Strategic Objective 7.2.			

²⁸ Urban Institute, National Survey of America’s Families

²⁹ This measure replaces a previous measure to achieve 100 percent of classroom teachers with a degree in early childhood education or other relevant credential. The FY 2004 rate of 64.8 percent reflects a technical correction and update in the data; the FY 2006 CJ reported 67.7 percent, which is the figure for both Head Start and Early Head Start.

Regarding long term goal 3.8, the Head Start FACES Study indicates that teacher-child interaction is a demonstrated measure of classroom quality, and may be linked to children’s school readiness outcomes. This measure requires that the program maintain a high average lead teacher score on an observational measure of teacher-child interaction, as determined by the FACES Study.

Regarding annual measure 3C, Head Start grantees are required to develop plans for using their allocation to increase the number of teachers with degrees. Head Start has shown a steady increase in the number of teachers with BA, AA, or advanced degrees in early childhood education and has met the present goal required by the Head Start Act. The Head Start Act now requires that at least 50 percent of all teachers have an AA, BA, or degree in a field related to early childhood education. For FY 2005, 69 percent of Head Start’s teachers have an AA degree or higher. Of the 55,839 teachers, 18,355 have an AA degree, 17,538 have a BA degree, and 2,641 have a graduate degree. Not included in the percentage are an additional number of teachers with a Child Development Associate (CDA) or state credential (no degree): 12,288. Of those teachers, 8,443 are enrolled in Early Childhood Education (ECE) degree programs. The total FY 2005 figure represents an increase of 2,061 degreed teachers over the previous year.

Annual Measure	FY	Target	Result
3D. Reduce the percent of grantees with repeat deficiencies through the provision of targeted technical assistance. (<i>outcome</i>)	2008	TBD	Jan-09
	2007	TBD	Jan-08
	2006	Baseline	Jan-07
Data Source: Program Review Instrument for Systems Monitoring (PRISM) data. ³⁰			
Data Validation: The validity of PRISM data is ensured by the comprehensive and objective nature of the instrument (a checklist with over 1600 clear, discrete elements) as well as high standards for reviewers. In addition, all PRISM data is sent to the central ACF office, where it is carefully examined for consistency with reviewer guidance.			
Cross Reference: This performance goal supports HHS Strategic Objective 7.2.			

Regarding annual measure 3D, this indicator shows the extent to which targeted technical assistance helps grantees make the systemic changes they need to prevent being cited for repeat deficiencies during their next onsite monitoring review. The GAO report, “Head Start: Comprehensive Approach to Identifying and Preventing Grantee Financial Management Weaknesses,” found that 53 percent of grantees with financial management findings were again cited in the grantee’s next review. Technical assistance providers work with grantees to correct deficiencies and to ensure that all management, financial, reporting, and programming systems comply with all applicable federal regulations.

³⁰ The Office of Head Start engages in significant monitoring of Head Start grantees through the Program Review Instrument for Systems Monitoring (PRISM) of Head Start and Early Head Start Grantees, which examines and tracks Head Start Program Performance Standards compliance at least every three years for each program. Teams of ACF Regional Office and Central Office staff, along with trained reviewers with comprehensive expertise in Head Start, conduct more than 500 detailed on-site reviews each year, using an extensive checklist related to program curriculum, financial management, program governance, local assessment practices, reporting, facilities, and classroom quality. Based on the results of the PRISM review, the Office of Head Start issues corrective action plans and targets technical assistance to grantees to resolve deficiencies.

Annual Measure	FY	Target	Result
3E. Decrease the number of grantees with deficiencies in early childhood development. (outcome)	2008	TBD	Jan-09
	2007	TBD	Jan-08
	2006	Baseline	Jan-07
Data Source: PRISM Review data.			
Data Validation: The validity of PRISM data is ensured by the comprehensive and objective nature of the instrument (a checklist with over 1600 clear, discrete elements) as well as high standards for reviewers. In addition, all PRISM data is sent to the central ACF office, where it is carefully examined for consistency with reviewer guidance.			
Cross Reference: This performance goal supports HHS Strategic Objective 7.2.			

Regarding annual measure 3E, the Head Start education and early childhood development performance standards require that grantees provide for the development of each child’s cognitive and language skills, including supporting emerging literacy and numeracy development (Section 1304.21(a)(4(IV))). Additionally the Standards require that the child development and education approach provide for the development of cognitive skills by encouraging each child to organize his or her experiences, to understand concepts, and to develop age appropriate literacy, numeracy, reasoning, problem solving and decision-making skills for a foundation for school readiness and later school success (1304. 21(c)(ii)). Grantees are also required to conduct ongoing assessment of each enrolled child. Compliance with these requirements is examined during triennial PRISM reviews.

Efficiency Measure	FY	Target	Result
3F. Decrease under-enrollment in Head Start programs, thereby increasing the number of children served per dollar. (OMB approved)	2008	2.7%	Jan-09
	2007	2.8% ³¹	Jan-08
	2006	3.6%	Jan-07
	2005	4.0%	2.8%
	2004	Baseline	4.4%
Data Source: Program Information Report (PIR).			
Data Validation: Please see the previous performance detail table under measure 3.6LT for a detailed explanation.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 7.2.			

Regarding efficiency measure 3F, ACF must ensure that Head Start is serving the full number of children for which Congress has appropriated funds. In other words, ACF must assure that Head Start is providing services to as many children and families as possible. By decreasing the national total of under-enrolled children, Head Start will ensure the most appropriate use of federal funds and improve overall program efficiency by lowering the average cost per child. Since Head Start grantees range in size from super-grantees with multiple delegate agencies serving 20,000 children to individual centers with enrollments as small as 15 children, a national under-enrollment rate is a better illustration of under enrollment as an efficiency measure than the proportion of grantees meeting enrollment targets.

An un-enrolled space or “vacancy” in Head Start is defined as a funded space that is vacant for over 30 days. Using this definition, a vacancy of 31 days is counted the same as a vacancy of 250 days. This is important to understand in order not to misinterpret under-enrollment rates and overstate the cost to taxpayers of funding unfilled spaces. The reasons for under-enrollment vary. Sometimes a grantee’s under-enrollment problem is temporary in nature (e.g. children are being displaced from a particular facility), or more permanent (e.g. changing community demographics, inadequate outreach to new or

³¹ The FY 2007 target was adjusted following the release of FY 2005 data, in order to maintain realistic targets for this efficiency measure.

changing populations of low-income families). By decreasing the national total of under-enrolled children, the Office of Head Start will ensure the most appropriate use of allocated funds. With increased action related to under-enrollment at the national level, we will also expect to see an increase in under-enrollment-related technical assistance on grantee training and technical assistance plans. As such, meeting projected targets will result in a more efficient use of Head Start technical assistance funds.

Head Start programs are required to maintain a waiting list to ensure that vacant positions can be rapidly filled. However, there are a number of reasons that this may not occur, or may not be implemented effectively. First, some Head Start programs may not be fully effective at enrolling certain populations, for example, Hispanic families. Additionally, low-income families often experience a great deal of mobility, and eligible families on the waiting list may have moved and are no longer in the Head Start service area. Furthermore, as state pre-kindergarten programs grow in some areas, parents may choose to send their children to those programs. Although Head Start programs do try to design services hours and locations to meet the needs of the community, some families may have work requirements that do not fit the hours of operation of Head Start (for example, shift work) and thus may not be able to take advantage of Head Start services. Regardless of the possible reasons, the Office of Head Start has consistently maintained that Head Start programs are required and expected fill each funded space. Technical assistance is available to programs to help develop strategies for reducing chronic under-enrollment problems.

The most recent data available indicate that, during the 2004-2005 program year, Head Start grantees had, on average, not enrolled 2.8 percent of the children which they had been funded to serve. This represents approximately 25,300 children who could have been served using the Head Start funds appropriated and awarded to grantees.

4. Runaway and Homeless Youth (RHY)

4.1 LT Long Term Goal: Achieve the proportion of youth served in the Runaway and Homeless Youth (RHY) Transitional Living Program (TLP) entering safe and appropriate settings after exiting ACF-funded TLP services at 85 percent and maintain this level through FY 2010.			
Annual Measure	FY	Target	Result
4A. Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded Transitional Living Program (TLP) services. (<i>outcome</i>)	2008	85%	Dec-08
	2007	84%	Dec-07
	2006	83%	82%
	2005	80%	82%
	2004	80%	78%
	2003	80%	78%
	2002	Baseline	79%
Data Source: National Extranet Optimized Runaway and Homeless Youth Management Information System (NEORHYMIS).			
Data Validation: RHYMIS incorporates numerous business rules and edit checks, provides a hot-line/help desk and undergoes continuous improvement and upgrading. Extensive cleanup and validation of data take place after each semi-annual transfer of data from grantee systems into the national database. A new version 2.0 (NEORHYMIS, the National Extranet Optimized RHYMIS) was released in December, 2004.			
Cross Reference: This performance measure supports HHS Strategic Objective 7.4 and the Secretary's 500 Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."			

Long term goal 4.1 and annual measure 4A address principal objectives of the RHY program: safety, security and successful placements. “Safe and appropriate exits” in TLP include all exit situations (out of 28 specific placement settings identified in RHYMIS) except “to the street,” “unknown,” and “to a shelter” (since the TLP is designed to promote independent living). The revision of this goal focuses efforts on the TLP program instead of both the TLP and Basic Center Programs (BCP: short-term emergency shelters) as was previously the case³². The “safe exit” level for the combined programs is approximately 90 percent for a number of years. In FY 2006, TLP served 3,228 youth and BCP served approximately 45,245 youth. BCP has maintained its safe exit rate over the past several fiscal years. Because of BCP’s much larger scale, any deficiencies or improvements in TLP were being obscured. Since 2005, TLP has been improving from historical levels below 80 percent. The success in TLP is particularly notable because, during FY 2004-2005, the Family and Youth Services Bureau (FYSB), which administers RHY programs, specifically focused on improving the TLP safety rate.

Youth in RHY programs can be very hard to serve and may choose to end their program tenure at any time. The Transitional Living Program (TLP), even after recent improvements, has a higher unsafe or inappropriate exit rate than the Basic Center Program (BCP). This is both because of a more stringent standard that classifies exits from the TLP into a shelter as inappropriate, since TLP seeks to move youth into permanent housing. Shelter placements from BCP are often part of a phased reentry process during reunification of the runaway with his or her family. Additionally TLP is for older youth who have little or no likelihood of reunification with their families and are more likely to return to street culture. Some of these youth face significant disadvantages, such as mental health, behavioral and/or substance abuse issues.

The RHY program improved “safe exit” results for TLP by applying caseload analysis findings (conducted in-house using RHYMIS, FY 2003-2004, n = 5,234) that indicated the need to focus attention on youths’ completions of their programs (i.e., graduation), effective exit care, discharge planning, and aftercare, as well as targeted in-service activities and treatment. ACF began focusing attention on these factors during FY 2004, and TLP completion rates started rising consistently, apparently leading, as we predicted, to the increased safe exit levels that emerged in FY 2005 and making progress toward the long term goal of 85 percent, which is very probably close to its natural level (i.e., a few points lower than the current, stable level for BCP, with the less stringent definition).

The BCP rate will continue to be the focus of improvement efforts, many of which can be applied to both programs. While youth are under the direct care and shelter of RHY grantees for either program, they are residing in safe and appropriate settings supervised by trained staff. The program facilities receive onsite inspections and monitoring visits every three years by federal staff and youth services experts, in addition to being subject to state or municipal regulatory standards for staffing ratios, training, background checks, etc. The program announcement for RHY programs specifies that applicants will be evaluated on their demonstrated ability to provide adequate supervision and treatment of youth with a ratio in compliance with state and local regulations.

Independent (unpublished) research by the National Opinion Research Center on three years of BCP data (RHYMIS, FY 2002-2004, n = 171,000) was completed in FY 2005, and ACF expects that the application of insights derived from that research will drive similar improvements in that program, despite its already respectable level. While BCP does not have data variables corresponding to “program completion,” the study clearly identified risk factors for unsafe exits and quantified how these correlated with the performance and caseload composition of specific local programs.

³² The measure “Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded RHY services” has been retired to focus on the TLP component where improvements are most needed.

Beginning with FY 2005, NEORHYMIS has been eliciting more specific descriptions of services to each BCP and TLP youth at the point of discharge, including after care and referrals. (The presence of these new variables in RHYMIS may have in itself helped, since “what is measured is what gets done” and for every exiting youth the system reminded staff to think in terms of aftercare and follow-up and provided a range of both standard and innovative possibilities.) ACF has also been utilizing training and technical assistance resources and the ten regional ACF offices to focus on safe exits in both programs. Each regional office, almost for the first time, is starting to analyze raw data from RHYMIS, following FYSB’s lead.

4.2 LT Long Term Goal: By FY 2010, increase to 55 percent the percent of youth who successfully complete the Transitional Living Program (TLP) by “graduating” or who leave ahead of schedule based upon a positive opportunity.			
Efficiency Measure	FY	Target	Result
4B. Increase funding efficiency by increasing the percent of youth who complete the transitional living program (TLP) by graduating or who leave ahead of schedule based upon an opportunity. (<i>OMB approved</i>)	2008	51.6%	Dec-08
	2007	49.6%	Dec-07
	2006	47.6%	50.0%
	2005	45.6%	47.9%
	2004	43.6%	45.6%
	2003	Baseline	42.6%
Data Source: National Extranet Optimized Runaway and Homeless Youth Management Information System (NEORHYMIS).			
Data Validation: Please see the previous performance detail table under measure 5A for a detailed explanation.			
Cross Reference: This performance measure supports HHS Strategic Objective 7.4 and the Secretary’s 500 Day Plan, which concentrates on, “Supporting the First Lady’s initiative on Helping America’s Youth.”			

Long term goal 4.2 and efficiency measure 4B capture both program efficiency and effectiveness by measuring the number of youth who successfully complete their Transitional Living Program (TLP) long term residential experience, rather than dropping out or being expelled. (“Completion” refers to youth who graduate from the program as planned and those who voluntarily leave ahead of time to pursue positive opportunities). These measures account for efficiency since youth who complete their programs make the best use of the funding for their experiences, while dropouts may encumber a slot that could go to a youth with greater commitment. In addition, program completion has been shown to increase the likelihood of safe exits and (understandably) improve educational and employment progress, compared with shorter tenures, particularly under 60 days. As a result of technical assistance, caseload analysis, and training, the targets continue to be exceeded.

ACF is designing and has funded the initial year of an evaluation of long term outcomes in the TLP programs. Selection of an independent research organization will take place during FY 2007. This study will teach us more about how youth fare after they exit from TLP and which housing, services and program models most benefit their long-term well-being and maturation. This evaluation will study over several years how youth leaving the program are doing months, a year, or more after they depart, primarily in terms of their housing stability. This study could examine, among other things, how approaches tailored to youth risk factors can increase commitment to complete the program and reduce dropping out. The challenge will be to maintain focus upon the neediest (but committed) youth and not “cream” the program by helping only those “most likely to succeed.” Many youth workers assert that the hardest cases offer the greatest professional and personal rewards. Viable housing options are vital to youths’ independence, but such opportunities are sustained only in the context of better connections to the workforce, education completion, risk reduction, and positive youth development.

Annual Measure	FY	Target	Result
4C. Increase the percentage of Transitional Living Program (TLP) youth who are engaged in community service and service learning activities while in the program. (<i>outcome</i>)	2008	34.0%	Dec-08
	2007	33.0%	Dec-07
	2006	32.0%	29.0%
	2005	30.0%	31.0%
	2004	30.0%	27.0%
	2003	29.0%	30.0%
	2002	Baseline	27.5%
Data Source: National Extranet Optimized Runaway and Homeless Youth Management Information System (NEORHYMIS).			
Data Validation: Please see the performance detail table under measure 5A for a detailed explanation.			
Cross Reference: This performance measure supports HHS Strategic Objective 7.4 and the Secretary's 500 Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."			

Annual measure 4C addresses an important principle of positive youth development: giving a youth the sense that he or she can make a difference, that what they do matters. Moreover, giving something back to the community can be a powerful stimulant of self-efficacy and pro-social attitudes.³³

This measure focuses on TLP because community service learning programs may be impractical in BCP temporary shelters where stays are limited to 15 days. These kinds of activities potentially do the most good in the long term TLP. Service learning is most effective when it is structured, not improvised, and there is a reflective component, in addition to the "volunteer" participation. TLP affords far more time and opportunity for providing service learning most effectively. Even so, these experiences are not always appropriate in every youth's treatment plan. The fact that the rate has not steadily improved from FY 2005 may not indicate that programs are failing to provide such services where they are of value to the youth. The long term target will probably remain at about 34 percent, only slightly over one third of the caseload. FYSB will not necessarily continue trying to drive it higher, given the need to allow on-site judgment by caseworkers to govern how services are prescribed for each youth.

Annual Measure	FY	Target	Result
4D. Increase by two percent annually the proportion of youth who are prevented from running away through BCP in-home/off-site services as a percentage of all youth receiving such services, including those who must be fully admitted to the shelter despite such preventive efforts. (<i>outcome</i>)	2009	FY 2008 plus 2%	Dec-09
	2008	FY 2007 plus 2%	Dec-08
	2007	Baseline	Dec-07
Data Source: National Extranet Optimized Runaway and Homeless Youth Management Information System (NEORHYMIS).			
Data Validation: Please see the performance detail table under measure 5A for a detailed explanation.			
Cross Reference: This performance measure supports HHS Strategic Objective 7.4 and the Secretary's 500 Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."			

³³ National Research Council and the Institute of Medicine, Committee on Community-Level Programs for Youth, November, 2004.

Regarding annual measure 4D, the Runaway and Homeless Youth Act provides that BCP programs can deliver services to youth and families on a non-residential, outpatient, in-home or off-site basis to prevent episodes of running away. They may also help families in crisis deal constructively with conflicts and other causes or side effects of risky or destructive behavior. Home-based services include: 24-hour service to respond to family crises, information, and counseling for youth and families (including services relating to basic life skills, interpersonal skills, educational advancement, job attainment skills, mental and physical health care, parenting skills, financial planning, and referral to sources of other needed services).

Once youth run away, they are exposed to the dangers of the street and the outdoors. Young people are all too often attracted to street life, particularly the longer they become accustomed to it, and develop survival habits that reinforce their alienation, may violate the law, and increase risk levels. Thus, focusing on prevention may have life-saving and life-changing benefits.

ACF is enriching RHYMIS data element(s) for this measure and will have a more complete picture of in-home services by the second half of FY 2007. The new measure will record how many youth receive “preventive services” in various modalities, how many remain with the family or are provided alternative placement settings, how many nevertheless run away or must be sheltered in spite of such services, and how many youth enter the shelters directly before such interventions are offered. Baselines and targets will be adjusted to be more realistic or ambitious after the initial phase of data collection. Programming of the measure into RHYMIS and dissemination to grantee systems are scheduled for FY 2007.

Beginning with FY 2007, FYSB is making two out of the three TLP goals part of the individual performance plans for every FYSB staff outstationed in the ten regions and for the Director of Regional Operations. The BCP prevention measure will be included when it is fully in place.

5. Abstinence Education

5.1 LT Long Term Goal: Decrease the proportion of students in grades 9-12 that have ever had sexual intercourse to 44.5 percent by 2009.			
5.2 LT Long Term Goal: Decrease the rate of births to unmarried teenage girls (i.e. births per 1,000 women) ages 15-19 to 33.0 by 2008.			
Annual Measure	CY	Target	Result
5A. Decrease the proportion of students grades 9-12 that have ever had sexual intercourse. (<i>outcome</i>)	2009	44.5%	Jun-11
	2007	45.0% ³⁴	Jun-09
	2005	45.5%	46.8%
	2003	Baseline	46.7%
	2001	Pre-baseline	45.6%
	1999	Pre-baseline	49.9%
	1997	Pre-baseline	48.4%
	1995	Pre-baseline	53.1%

³⁴ Given the uncertainty of final FY 2007 appropriation levels at the time ACF developed this performance budget, the FY 2007 targets were not modified to reflect differences between the President’s Budget and the Continuing Resolution funding levels. Enacted funding may require a modification to this performance measure.

5B. Decrease the rate of births to unmarried teenage girls (i.e. births per 1,000 women) ages 15-19. (<i>outcome</i>)	2008	33.0	Sep-10
	2007	33.4 ³⁵	Sep-09
	2006	33.8	Sep-08
	2005	34.2	Sep-07
	2004	34.6	34.7
	2003	35.0	34.8
	2002	Baseline	35.4
	2001	Pre-baseline	37.0
	2000	Pre-baseline	39.0
Data Source:			
5A: Youth Risk Behavior Surveillance System (YRBSS).			
5B: National Vital Statistics System (NVSS).			
Data Validation:			
5A: The Center for Disease Control and Prevention (CDC) administers the YRBSS which includes a national school-based survey. This survey is conducted every two years and provides data representative of U.S. high school students. The YRBSS has been designed to determine the prevalence of health-risk behaviors among high school students, including sexual behaviors. The YRBSS also was designed to monitor progress toward achieving national health objectives. One of the survey items asks students, “Have you ever had sexual intercourse?” and students can choose a “Yes” or “No” response.			
5B: The CDC administers the NVSS which is a compilation of data obtained from the registration of vital events, including all birth certificates, in the United States. Within the CDC, the National Center for Health Statistics (NCHS) works with states to obtain the data and provide the statistical information of the NVSS. Information on births, such as age of mother, is reported by the mother. Mother’s marital status is captured only at the time of birth by a direct question in the birth registration process in 48 states and DC (Michigan and New York use an inferential procedure to determine marital status).			
Cross Reference: These performance measures support HHS Strategic Objective 1.2 and Strategic Goal 7. These measures also support the Secretary’s 5,000 Day Horizon, in which, “Protection of life and sexual abstinence outside of marriage are values supported by public policies and taught to future generations.”			

Regarding annual measure 5A (sexual activity), the Youth Risk Behavior Surveillance Survey (YRBSS) data meaningfully reflects the program purpose which is to promote abstinence from sexual activity. Recent data from the YRBSS demonstrate a statistically significant decline in sexual activity among American youth from 1995 to 2003. Although estimates of the percentage of youth who had engaged in sexual intercourse from 2001 to 2003 rose slightly and remained essentially stable in 2005, these differences are not statistically significant.

Regarding annual measure 5B (unmarried teen birth rate), the National Vital Statistics System (NVSS) data meaningfully reflect the purpose of the Abstinence Education program because the state grant program is required to focus on those groups that are most likely to bear children out-of-wedlock. Further, both the discretionary and state grant programs use a definition for abstinence education that includes teaching that abstinence is the only certain way to avoid out-of-wedlock pregnancy and teaching that bearing children out-of-wedlock is likely to have harmful consequences for the child, the child’s parents, and society. Recent data from the CDC reflect that the birth trends between 1995 and 2004 have

³⁵ Given the uncertainty of final FY 2007 appropriation levels at the time ACF developed this performance budget, the FY 2007 targets were not modified to reflect differences between the President’s Budget and the Continuing Resolution funding levels. Enacted funding may require a modification to this performance measure.

steadily decreased from 43.8 per 1,000 unmarried girls ages 15-19 to 34.7, respectively. Overall, teenage childbearing has declined among all racial and/or Hispanic origin groups since 1991.

Efficiency Measure	FY	Target	Result
5C. Decrease the cost of program delivery per youth. (OMB approved)	2008	2% reduction under previous FY	Aug-09
	2007	Baseline 3	Aug-08
	2006	Baseline 2	Aug-07
	2005	Baseline 1	\$54
Data Source: Annual Title V grantee reports.			
Data Validation: See discussion below table.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 1.2 and Strategic Goal 7, and the Secretary's 5,000 Day Horizon, in which, "Protection of life and adherence to sexual abstinence outside of marriage are values supported by public policies and taught to each new generation."			

Regarding efficiency measure 5C, preliminary data reported by 40 states from 2005 suggests that the median cost per student served is \$54. There was wide variation in cost per student. Of those reporting, 40 percent of states spent \$30 dollars or less per student. In contrast to this, two states reported spending in excess of \$1000 per student. Given the distribution of the data, the median provides the best measure of central tendency. Future data will provide more detailed information about the number of hours of abstinence education provided to each student and the proportion of students that complete the program.

6. Mentoring Children of Prisoners

6.1 LT Long-Term Goal: Duration of relationships so as to meet or exceed the 12-month standard: By FY 2008, 65 percent of children of prisoners receiving mentoring through MCP will be or will have been in relationships lasting at least one year.			
Annual Measure	FY	Target	Result
6A. Increase the percentage of mentees in active mentoring relationships lasting more than 11 months and concluding as planned in the twelfth month or shortly thereafter, plus the percent of mentees in active mentoring relationships that have already lasted 12 months or more, as a percent of the entire caseload. (outcome)	2008	65.0%	Dec 08
	2007	60.0%	Dec-07
	2006	30.0%	28.4%
	2005	20.0%	20.0%
	Q1 FY2005	Baseline	20.0%
6.2 LT Long Term Goal: Sustainability of relationships: Achieve the proportion of mentees in active mentoring relationships that have already lasted more than twelve months as a percentage of the entire caseload at 22 percent and maintain this level through FY 2010.			
Annual Measure	FY	Target	Result
6B. Increase the percentage of mentees in active mentoring relationships that have already lasted more than 12 months as a percentage of the entire caseload. (outcome)	2008	22.0%	Dec-08
	2007	20.0%	Dec-07
	2006	18.0%	26.3%
	2005	16.0%	19.0%
	Q2, FY 2005	Baseline	15.6%
Data Source: ACF Online Data Collection System (OLDC): aggregate caseload data reported quarterly.			
Data Validation: Quarterly reports are analyzed by program and support staff for anomalies. Edit checks and validation rules are being built into the system based on error analysis and detection of issues. Dedicated contract technical support staff provide guidance to users or refer questions to the program.			

Cross Reference: These performance measures support HHS Strategic Objective 7.2 and the Secretary’s 500 Day Plan, which concentrates on, “Supporting the First Lady’s initiative on Helping America’s Youth.”

Regarding long term goals 6.1 and 6.2, relationships that endure are evidence of a lasting bond and possibly a long-term relationship. Research shows that relationships that last at least six months are associated with the most positive youth benefits.³⁶ This is a challenging goal because many Mentoring Children of Prisoners (MCP) relationships involve volunteer mentors who have met their commitments (and may or may not seek to renew their relationships). Some mentees age out of the program or are in transient or unstable families and move away or lose contact. This is a fairly new program, and the denominator (total caseload) is continually increased by the influx of new cases as the program expands, adding to the number of matches that are still on their way to twelve months. Nevertheless, there has been steady growth in both “longevity measures,” both year by year and quarter by quarter. In the final quarter of FY 2006 the two targets were approached or exceeded, respectively.

ACF has established a national technical assistance system to help grantees with all aspects of improving services, including increasing the number of matches and improving skills in supporting relationships and helping them endure.

Annual Measure	FY	Target ³⁷	Result
6C. Increase the number of children of prisoners in one-to-one matches with caring adults who have been trained and screened by the MCP program and its local and national partners. (outcome)	2008	109,000	Dec 08
	2007	75,000 ³⁸	Dec-07
	2006	69,000	40,118
	2005	36,000	14,000
	2004	Baseline	3,000 ³⁹
Data Source: ACF Online Data Collection System (OLDC): aggregate caseload data reported quarterly.			
Data Validation: Please see the previous performance detail table under measure 6A for a detailed explanation.			
Cross Reference: This performance measure supports HHS Strategic Objective 7.2 and the Secretary’s 500 Day Plan, which concentrates on, “Supporting the First Lady’s initiative on Helping America’s Youth.”			

Annual measure 6C is based on the number of children of prisoners growing up with caring adult companions in relationships that conform to the evidence-based (one-to-one relationship) standard of the MCP program. Forming and supporting these matches is the primary task of MCP grantees. Progress is not following a straight line but rather an accelerated curve dependent on the time and costs necessary to start up new MCP programs and powered by the increasing experience and success of grantees. The program currently funds 238 state and local, Tribal, and faith-based and community organizations, many of which are new to the Federal grant process and have required extended start-up times. For smaller organizations in particular, these required greater time and effort than initially anticipated. Community

³⁶ Rhodes, J. (2002). Stand by Me, The Risks and Rewards of Mentoring Today's Youth. Cambridge: Harvard University Press. Dr. Rhodes is one of the pre-eminent researchers and evaluators of mentoring programs.

³⁷ Targets shown are cumulative. Previously targets for FY 2005 and FY 2006 were shown as annual increments: 33,000 new cases in FY 2005, 33,000 new cases in FY 2006. The target for FY 2007 has been adjusted from 100,000 to 75,000 cumulative cases based on trend data.

³⁸ Given the uncertainty of final FY 2007 appropriation levels at the time ACF developed this performance budget, the FY 2007 targets were not modified to reflect differences between the President’s Budget and the Continuing Resolution funding levels. Enacted funding may require a modification to this performance measure.

³⁹ These are children matched by 52 grantees funded in FY 2003 many of whom reached the end of their three year project cycle in FY 2006. Some but not all successfully competed during FY 2006 for new three year grants; beginning in FY 2004, the number of grantees grew to 218 through additional FY 2004 grants which have one more year to operate. Updated data reports increased the FY 2003 result to 3,000 from the preliminary figure of 2,099 reported in the FY 2007 Congressional Justification.

and faith-based start-up organizations spend time, energy and money in developing their program design, a roadmap of how they manage, implement and evaluate their program over the remaining years of the grant. Some start-up community and faith-based grantees have had to modify their plans as they have moved along, when the circumstances and experiences have dictated. Start-up costs incurred by the community-based and faith-based grantees have been dedicated to planning, selecting a management team, establishing policies and procedures, developing a financial plan, and other necessary functions. From the standpoint of creating new matches, the most important organizational effort involves outreach, recruitment of mentees and mentors, and partnership building with social service agencies, with correctional systems, and with organizations and communities from which volunteers can be drawn.

Annual Measure	FY	Target	Result
6D. Increase the percentage of mentees surveyed that respond with an overall average score of three or above on 15 key questions in a mentoring relationship quality instrument that has been validated by research. (<i>outcome</i>)	2008	3.50% (2% increase)	Dec-08
	2007	3.43% (2% increase)	Dec-07
	2006	Baseline (preliminary results of FY 2006 survey ⁴⁰)	3.36%
Data Source: Relationship Quality Survey.			
Data Validation: A validated and reliable relationship measuring tool, developed by Rhodes, Reddy, Roffman, and Grossman, ⁴¹ assesses the dynamics of the mentor/mentee relationships, including mentee satisfaction with the relationships; the extent to which mentors have helped mentees cope with problems; how happy mentees feel (or don't feel) when they are with their mentors; and whether there is evidence of trust in the mentoring relationships.			
Cross Reference: This performance measure supports HHS Strategic Objective 7.2 and the Secretary's 500 Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."			

Regarding annual measure 6D, a component of the MCP Program is to promote positive, healthy mentoring relationships. These relationships are mediators of successful outcomes. A positive assessment of a mentoring experience is strongly associated with the duration of the relationship and positive youth outcomes. ACF trained grantees on the relationship quality instrument at the national MCP conference in June, 2006. Grantees administered the survey to a subset of young people during the summer of 2006 and submitted results through the ACF online data collection system, which also collected caseload data in the other measures.

Survey respondents were youth aged nine years and older who have experienced relationships with the same mentor lasting nine months or longer as of July 1. In interviews with staff designed to be conducted over the phone, with no other adult listening in (unless parents or guardians insisted), MCP youth responded to fifteen statements like those below using a scale where 1 = Not At All True; 2 = Not Very True; 3 = Sort of True; 4 = Very True.

- 1) My mentor has lots of good ideas about how to solve a problem.
- 2) My mentor makes fun of me in ways I don't like.
- 3) My mentor helps me take my mind off things by doing something with me.

In calculating the outcome, responses suggesting positive relationship factors such as (1) and (3) were coded to yield higher scores (from 3 to 4) and negative factors (2) were coded to yield lower scores (between 1 and 2). In other words, "Very True" would be a 4 on a question with positive implications

⁴⁰ Survey results based on 2221 usable surveys. 57 percent of agencies had responded by the November 30, 2006 deadline. FYSB staff are contacting late responders.

⁴¹ Rhodes J., Reddy, R., Roffman, J., and Grossman J.B. (March, 2005). Promoting Successful Youth Mentoring Relationships: A Preliminary Screening Questionnaire. *The Journal of Primary Prevention*, 26:2, 147-167.

and a 1 on a negative question. The preliminary national composite is an average of the scores each child generated on all questions he or she answered. Surveys with more than seven unanswered questions were dropped. The average score of 3.36 across the 15 questions indicates that children in the program perceived their relationships with mentors as between good and excellent. These preliminary results are based on 2221 responses sufficient for inclusion. About 57 percent of agencies reported, but some of the missing may have had no children in the eligible range. Others may have been in the final quarter of their FYSB grant and were shutting down. Both of the latter groups of agencies will be contacted since they are still required to submit data. Survey data continue to be received, including more complete information about the number of potential responses. FYSB will attempt to attain an 80 percent response rate among the children in the target group and a 100 percent response among the agencies, but this is a challenge when dealing with very small organizations with resource issues. This survey will be conducted annually.

6.3 LT Long Term Goal: Positive Life Changes: By FY 2009, there will be improved risk reduction and academic commitment in the MCP evaluation's experimental group as compared to comparison groups.			
Measure	FY	Target	Result
6E. Intermediate outcomes involving identity, psychological/cognitive/social/emotional development and relationships and longer term outcomes including risk reduction and academic performance.	2007-2010	Conduct research and issue findings	Dec-10
	2006	Begin field work	Research instruments designed & entered into information collection approval process; site & sample selection underway
	2005	Develop research design	Completed
Data Source: Surveys administered in national mentoring evaluation. Data will be collected by sampling, interviews, and onsite research over a period of several years beginning in FY 2007. This is not an annual, recurring measure.			
Data Validation: Well-validated research methodologies will be utilized to ensure adequate sample selection, to address issues of attrition and bias, and to assure valid comparison with benchmark groups.			
Cross Reference: This performance measure supports HHS Strategic Objective 7.2 and the Secretary's 500 Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."			

Regarding long term goal 6.3 and annual measure 6E, ACF has designed a comparison-based evaluation of the program's long term effect upon individual child outcomes, such as school attendance and performance, risk reduction and youth development. This component will track children over several years and may provide preliminary observations by FY 2008, with longer term findings the following year. As with the activities above, whatever is learned that can make a difference will be put to practical use as soon as relevance and reliability can be established. Children in MCP will be compared with similarly at-risk children in the concurrent Big Brothers Big Sisters school mentoring program being conducted by the same research organization using common data elements and compatible survey instruments. Comparable pre-post outcome data are available. Data from the relationship survey under measure 6E will be correlated with outcomes, where this is feasible. Contextual information about program design, demographics, and other factors will also enrich the findings.

Efficiency Measure	FY	Target	Result
6F. Minimize matches of very short duration: By FY 2007, reduce the percentage of matches that terminate at three months or less to 20 percent of all matches terminating in the year. <i>(OMB approved)</i>	2008	18.0%	Dec-08
	2007	20.0%	Dec-07
	2006	25.0%	21.6%
	2005	Baseline	37.0%
Data Source: ACF Online Data Collection System (OLDC): aggregate caseload data reported quarterly.			
Data Validation: Please see the previous performance detail table under measure 6A for a detailed explanation.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 7.2 and the Secretary's 500 Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."			

Regarding efficiency measure 6F, matches which end within the first three months represent a significant investment loss, because costs are associated to a large degree with outreach, recruiting, screening, training and preparing mentors before the initiation of matches. Premature cessations are also a programmatic liability, since a child's self-esteem can be impacted negatively if he or she loses trust or feels abandoned. In the MCP program, mentors are expected to commit to at least twelve month relationships. Some terminated matches end ahead of time by mutual agreement for neutral reasons and are not due to mentor desertion or failure, for example, if the mentor's job takes him or her out of the area. In addition, often children of prisoners are in itinerant or disorganized families with impermanent living circumstances. Grantees must strive not only to hold mentors to their pledges, but to keep the children connected to the program and its positive benefits by gaining commitment from the family. This measure addresses both sides of the match. By effectively matching adults and children and providing supportive activities, grantees protect their investment and strengthen the odds of continuation by families and by mentors.

The current targets, which embody the reduction of a negative, are highly ambitious. "One half of all volunteer [mentoring] relationships dissolve within a few months."⁴² In FY 2005, while the entire group of grantees did not reach the target, the group which had operated longer had more experience in match preservation and hit the target of 30 percent exactly. In the same period, the more recently funded, less experienced group of grantees had a 44 percent level of early terminations. The greatly improved FY 2006 results, which exceeded the target, illustrate the value of program experience and technical assistance after another year of operation. ACF's research efforts underway help ensure that grantees are informed of and incorporate promising practices, such as screening, training, and ongoing support of the mentor and the mentoring match. These practices help prevent relationships from dissolving unnecessarily. It is important to note that these double digit percentages are in the range shown because they have small denominators. In the final quarter of FY 2006, there were only 263 cases that lasted three months or less. 1219 cases terminated ahead of schedule during the same period and the total active caseload was 16,626 cases. In other words, the three-month cases were only 1.6 percent of the caseload and continuing to decrease.

The duration-related percentages among the MCP outcome and efficiency targets improved steadily from quarter to quarter during FY 2006.

⁴² Rhodes, 2002, *op cit.*

7. Child Abuse Prevention and Child Welfare Programs

CHILD ABUSE PREVENTION

7.1 LT Long Term Goal: For FY 2008, the Child and Family Services Review (CFSR) 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. ⁴³			
Annual Measure	FY	Target	Result
7A. Decrease the rate of first-time victims per 1,000 children, based on National Child Abuse and Neglect Data System (NCANDS) reporting of the child maltreatment victims each year who had not been maltreatment victims in any prior year. (<i>outcome</i>)	2008	0.20 annual reduction (from previous FY)	Oct-09
	2007	6.26	Oct-08
	2006	6.46	Oct-07
	2005	6.66	7.31 ⁴⁴
	2004	6.86	7.16 ⁴⁵
	2003	Baseline ⁴⁶	7.06
7B. Decrease the percentage of children with substantiated reports of maltreatment that have a repeated substantiated report of maltreatment within six months. (<i>outcome</i>)	2008	7%	Oct-09
	2007	7%	Oct-08
	2006	7%	Oct-07
	2005	7%	8%
	2004	7%	8%
	2003	7%	8%
	CY 2002	7%	9%
	CY 2001	7%	9%
CY 2000	Baseline	9%	
Data Source:			
7.1 LT: Child Family and Service Reviews (CFSRs) Program Improvement Plan (PIP) closeout results.			
7A and 7B: National Child Abuse and Neglect Data System (NCANDS) for annual measures.			
Data Validation:			
7.1 LT: Please see the performance detail table under measures 7.2 LT for a detailed explanation.			
7A and 7B: States report child welfare data to ACF through the National Child Abuse and Neglect Data System (NCANDS). Each state's annual NCANDS data submission undergoes an extensive validation process which may result in revisions to improve data accuracy. To speed improvement in these data, ACF funds the NCANDS contractor which provides technical assistance to states to improve NCANDS reporting and validate all state NCANDS data related to outcome measures. The Children's Bureau, in ACF, and the NCANDS project team are working with states through national meetings, advisory groups, and state-specific technical assistance to encourage the most complete and accurate reporting of these data in all future submissions. All of these activities should continue to generate additional improvements in the data over the next few years.			
Cross Reference: These performance measures support HHS Strategic Objective 7.4 and the Secretary's 5,000 Day Horizon, in which, "Children are protected from abuse and neglect."			

The Child and Family Service Review (CFSR) is the comprehensive, results-focused process used to monitor state performance in delivering child protective and child welfare services. The CFSR was

⁴³ This is also a long-term goal of the Foster Care program.

⁴⁴ The FY 2004 and FY 2005 rates exclude Florida's data because the state's first-time victim rate is more than five percentage points higher than the next highest state's rate and appears to be an outlier.

⁴⁵ FY 2004 rate revised due to submission of updated state data.

⁴⁶ Baseline updated as of January 2006 with revised state data for FY 2003.

developed in response to the Social Security Amendments of 1994 which mandated the development of a review process to determine whether states are in “substantial conformity” with requirements of titles IV-B and IV-E of the Social Security Act (which include the Child Welfare Services and Promoting Safe and Stable Families Program, as well as foster care and adoption assistance). The Act also required that any financial penalties or withholding of funds be commensurate with the degree of nonconformity and that states be given an opportunity for corrective action and access to assistance prior to the imposition of penalties. Given the comprehensive nature of the reviews, CFSR findings are critical to the performance measurement of many of the federal child welfare programs.

Long term goal 7.1 (state improvement in child welfare outcomes) involves states (including the District of Columbia and Puerto Rico) demonstrating continuous improvement in their child welfare programs. The Child and Family Services Reviews (CFSRs) assess the performance of state child welfare programs on seven outcomes and seven systemic factors. This measure focuses on the seven outcomes in the 52 states, for a total of 364 total outcomes (see Table 7C in Child Welfare Programs). When states are deemed not in conformity with a particular outcome, they are provided an opportunity to improve their performance. If they fail to improve, a financial penalty is taken. By FY 2008, all states will have completed their first reviews and the time period available to improve performance will have passed. Prior to the CFSRs, the federal government had not conducted systematic on-site monitoring of state child welfare programs in over five years. Given this extensive lapse of time and the fact that this target is for the first cycle of reviews, the achievement of a 90 percent non-penalization rate is very ambitious. As of the end of FY 2006, 42 states had completed program improvement plans⁴⁷. Final decisions have been made for 20 of those states, 19 of which will be “penalty-free” because the states have successfully reached their PIP goals on all seven outcomes. Therefore, state performance to date indicates that excellent progress is being made toward the goal.

Annual measure 7A tracks the rate of first-time child maltreatment victims (maltreatment victims who have not been maltreatment victims in any prior year) per 1,000 children as a short-term goal with annual targets (see Table 7A).⁴⁸ The trend information shows a decrease from the FY 2001 rate of 7.21⁴⁹ to the FY 2003 baseline rate of 7.06. The annual targets and the 2010 long-range goal are based on an annual reduction of 0.20 in the rate of first-time victims. It is important to note that continually achieving consistent reductions in the annual rate of first-time maltreatment victims will be difficult. Furthermore, this measure will continue to be affected by an increase in the number of states reporting over time.

⁴⁷ CFSR progresses thus far in 2007, as well as the compiled findings from the initial 52 CFSRs and reports of individual state reviews, are posted on the Children’s Bureau website at: <http://www.acf.hhs.gov/programs/cb/cwmonitoring/index.htm>.

⁴⁸ Community-Based Child Abuse Prevention (CBCAP) grants assist each state’s child welfare program in preventing child abuse and neglect and in promoting healthy parent-child relationships by developing, operating, expanding, and enhancing community-based prevention-focused programs and activities designed to strengthen and support families. This federal program 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. ACF estimates that Federal CBCAP funds comprise about 10 – 20 percent of the states’ total funds for child abuse and neglect prevention, based on the reported prevention expenditures the states submit as leveraged claims. Because each state co-mingles 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.

⁴⁹ The baseline rate for FY 2001 was adjusted in January 2006 by using improved statistical methods, which removed outlier values that were influencing the average rate.

Year	Number of States Responding⁵¹	Number of First-Time Victims	Rate of First-Time Victims, per 1,000 children
2005	40	431,613	7.31
2004	38	409,002	7.16 ⁵²
2003	36	390,581	7.06
2002	33	384,138	7.28
2001	31	371,895	7.21

At the present time, the reported performance information for fiscal years 2004 and 2005 shows an increase in the rate of first time victims between FY 2003 and FY 2005 from 7.06 in FY 2003 to 7.31 in FY 2005. However, the number of states reporting the information has also increased each year, with 40 states reporting data for this measure in FY 2005, compared to only 36 states in FY 2003. As more states report this data and improve their ability to track unique children in their data systems over time, the information will become more stable and reliable for national performance monitoring.

ACF plans to review the progress on annual measure 7A in relationship to the proportion of screened out reports for each state to ensure that the focus on this measure does not result in an unintended consequence of increasing the proportion of screened out cases in order to minimize the rate of first-time victims. ACF will continue to work with the states to ensure more accurate data collection and reporting. ACF has also achieved its goal of having a minimum of 40 states report this information one year earlier than expected (in FY 2005). Each subsequent year at least two more states will report, so that by 2010, ACF expects to have more than 90 percent of all states reporting this information.

Annual measure 7B (repeat child maltreatment) evaluates whether the program has been successful in decreasing the percent of children with substantiated reports of repeat maltreatment. This measure has fallen short of target goals to date: from FY 2003 to FY 2005, repeat maltreatment rates have remained stable at eight percent. While that rate represents an improvement from the CY 2002 repeat maltreatment rate of nine percent., it falls short of the target to reduce the percentage of victims who experience repeat maltreatment to seven percent. Progress is being made with many states that are undergoing Child and Family Services Reviews (CFSRs), with many states meeting the CFSR 6.1 percent repeat maltreatment standard. In FY 2000, 29 percent of states met this standard, 33 percent in FY 2001; 38 percent in FY 2002; 38.6 percent in FY 2003 and 42.2 percent in FY 2004. All states not meeting this standard have put into place a CFSR Program Improvement Plan (PIP) identifying specific activities aimed at reducing maltreatment recurrence. Thus far, 48 out of 52 states/jurisdictions have either met the standard, or have met their official PIP goals. As the remaining states complete their PIPs to reduce repeat maltreatment, improvement is expected toward the seven percent national target.

⁵⁰ The annual rates of first-time victims are computed from the NCANDS Child File data on first-time victims and annual Census information on the number of children in the reporting states. Based on issues raised about some state data used in earlier analyses, the trend information for both FY 2001 and FY 2002 has been updated.

⁵¹ These data exclude Florida. See explanation in the text.

⁵² FY 2004 rate revised due to submission of updated state data.

Annual Outcome and Efficiency Measure	FY	Target	Result
7C. 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. ⁵³ (outcome) (OMB approved efficiency)	2008	5% reduction of previous FY	Oct-09
	2007	5% reduction of previous FY	Oct-08
	2006	5% reduction of previous FY (63.65 hours)	Oct-07
	2005	5% reduction of previous FY (45.60 hours)	67.00 hours
	2004	5% reduction of previous FY (63.65 hours)	48.00 hours
	2003	Baseline	67.00 hours
	CY 2002	Pre-baseline	51.00 hours
Data Source: NCANDS Agency File. ⁵⁴			
Data Validation: Please see the previous performance detail table under measure 7A for a detailed explanation.			
Cross Reference: This performance measure supports HHS Strategic Objective 7.4 and the Secretary's 5,000 Day Horizon, in which, "Children are protected from abuse and neglect."			

Annual measure 7C (maltreatment report-to-investigation response time) is based on the median⁵⁵ of all states' average "response time," defined as the hours between the log-in call alleging maltreatment and the initial contact with the alleged victim or other person, where appropriate. This outcome/efficiency measure reflects the timeliness of state and local child protective services (CPS) agencies' initiation of an investigation in response to reports of child abuse or neglect. (The Child Abuse Prevention and Treatment Act state grant program is intended to improve CPS systems in areas including the screening, assessment and investigation of reports of abuse and neglect.) This measure is targeted to decrease by five percent each year. This approach set an ambitious target for the FY 2004 median response time to reflect a decrease from the FY 2003 response time of 67 hours to the FY 2004 target of 63.7 hours, which was exceeded by the FY 2004 median response time across 26 reporting states of 48.0 hours (see Table 7B). However, in FY 2005 the median response time rose to 67 hours, based on data from 27 states. ACF will continue to work with states to explore the reasons behind the changes in reported performance and will seek to improve the accuracy and completeness of the data, as well as to improve actual performance in ensuring that states respond to reports of abuse and neglect in a timely manner.

Year	Number of States Responding	Median of States' Average Report-to-Investigation Time
2005	27	67.0 hours
2004	26	48.0 Hours
2003	27	67.0 Hours
2002	23	51.0 Hours
2001	20	54.8 Hours

⁵³ A more prompt response is likely to reduce the potential of risk to children involved in reports of maltreatment.

⁵⁴ This information is provided in the NCANDS Agency File supplied by the states, rather than by computing the response time based on the NCANDS child-specific data also submitted by states. The disadvantage of the child-specific data is that the report-to-investigation response time can only be computed in whole days, by calculating the difference between the date of the child maltreatment report and the date of the start of the investigation. Using these dates to compute this measure would result in a loss of the precision supplied by the Agency File response time which is reported in hours.

⁵⁵ ACF is using the median of the all states' average reported response times, as this measure of central tendency is less affected by any individual state's reported response time which is an outlier (much higher or lower) compared to the other states' reported average response times.

Efficiency Measure	FY	Target	Result
7D. Increase the percentage of Community-Based Child Abuse Prevention (CBCAP) total funding that supports evidence-based and evidence-informed child abuse prevention programs and practices. (<i>OMB approved</i>)	2008	TBD	Feb-09
	2007	TBD	Feb-08
	2006	Baseline	Feb-07
Data Source: States are required to submit an Annual Report addressing each of the CBCAP performance measures outlined in Title II of CAPTA. One section of the report must “provide evaluation data on the outcomes of funded programs and activities.” The 2006 CBCAP Program Instruction adds a requirement that the states must also report on the OMB PART reporting requirements and national outcomes for the CBCAP program. States will be required to report on this new efficiency measure starting in December 2006. Future annual targets will be set after the baseline data is collected.			
Data Validation: The CBCAP and PART Outcomes Workgroup defined “evidence-based and evidence-informed programs and practices.” The Children’s Bureau and its National Resource Center (NRC) for CBCAP will provide technical assistance and resource information to all the grantees so that they understand what programs and practices should be included in their data reporting. Data validation will occur on multiple levels since the Annual Reports are carefully reviewed by the Project Officer, Regional Office staff, and the NRC staff for accuracy.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 7.4 and the Secretary’s 5,000 Day Horizon, in which, “Children are protected from abuse and neglect.”			

Recognizing that the use of evidence-based and evidence-informed practices often facilitates the efficiency and effectiveness of funding, the Community-Based Child Abuse Prevention program (CBCAP) has developed a new efficiency measure (7D) to reflect CBCAP’s progress towards this goal. Currently, the Children’s Bureau and its National Resource Center for CBCAP are working closely with the states to promote more rigorous evaluations of their funded programs. Over time, the program expects to increase the number of effective programs and practices that are implemented, thereby maximizing the impact and efficiency of CBCAP funds.

Programs determined to fall within specified program parameters will be considered, for the purposes of this measure, to be implementing “evidence-informed” or “evidence-based” practices (EBP). The funding directed towards these types of programs (weighted by EBP level) will be calculated over the total amount of CBCAP funding used for direct service programs to determine the percentage of total funding that supports evidence-based and evidence-informed programs and practices.

CHILD WELFARE PROGRAMS

7.2 LT Long-Term Goal: By the end of FY 2010, the year in which the on-site portion of the second round of Child and Family Services Reviews (CFSRs) will be completed, 9 states or jurisdictions will be in substantial conformity on Safety Outcome Measure 1: “Children are first and foremost protected from abuse and neglect.”
7.3 LT Long-Term Goal: By the end of FY 2010, the year in which the on-site portion of the second round of Child and Family Services Reviews (CFSRs) will be completed, 5 states or jurisdictions will be in substantial conformity with Permanency Outcome Measure 1 “Children have permanency and stability in their living situation.”
7.4 LT Long-Term Goal: By the end of FY 2010, the year in which the on-site portion of the second round of Child and Family Services Reviews (CFSRs) will be completed, 20 states or jurisdictions will be in substantial conformity with the systemic factor “Case Review System.”

7.5 LT Long-Term Goal: By the end of FY 2010, the year in which the on-site portion of the second round of Child and Family Services Reviews (CFSRs) will be completed, 9 states or jurisdictions will be in substantial conformity on Safety Outcome Measure 2: "Children are maintained in their homes whenever possible and appropriate."			
7.6 LT Long-Term Goal: By the end of FY 2010, the year in which the on-site portion of the second round of Child and Family Services Reviews (CFSRs) will be completed, 10 states or jurisdictions will be in substantial conformity with Permanency Outcome Measure 2: "The continuity of family relationships and connections is preserved for children."			
7.7 LT Long-Term Goal: By the end of FY 2010, the year in which the on-site portion of the second round of Child and Family Services Reviews (CFSRs) will be completed, 3 states will be in substantial conformity on Well-Being Outcome 1: "Families have enhanced capacity to provide for their children's needs."			
7.8 LT Long-Term Goal: By the end of FY 2010, the in year which the on-site portion of the second round of Child and Family Services Reviews (CFSRs) will be completed, 35 states or jurisdictions will be in substantial conformity with the systemic factor "Service Array."			
Annual Measure	FY	Target⁵⁶	Actual
7E. Each FY, for all cumulative closed-out CFSR Program Improvement Plans (PIPs), XX states (number of states with a closed out PIP*.90) will be penalty free on Safety Outcome Measure 1: "Children are first and foremost protected from abuse and neglect." (<i>outcome</i>)	2008	47 states	Oct-08
	2007	38 states	Oct-07
	2006	18 states	20 states
	2005	10 states	11 states
	2004	Baseline	4 states
7F. Each FY, for all cumulative closed-out CFSR PIPs, XX states (number of states with a closed out PIP*.90) will be penalty free on Permanency Outcome Measure 1: "Children have permanency and stability in their living situation." (<i>outcome</i>)	2008	47 states	Oct-08
	2007	38 states	Oct-07
	2006	18 states	20 states
	2005	10 states	11 states
	2004	Baseline	4 states
7G. Each FY, for all cumulative closed-out CFSR PIP's, XX states (number of states with a closed out PIP*.90) will be penalty free on the systemic factor "Case Review System." (<i>outcome</i>)	2008	47 states	Oct-08
	2007	38 states	Oct-07
	2006	18 states	20 states
	2005	10 states	11 states
	2004	Baseline	4 states
7H. Each FY, for all cumulative closed-out CFSR PIP's, XX states (number of states with a closed out PIP*.90) will be penalty free for Safety Outcome 2: "Children are maintained in their homes whenever possible and appropriate." (<i>outcome</i>)	2008	47 states	Oct-08
	2007	38 states	Oct-07
	2006	18 states	20 states
	2005	10 states	11 states
	2004	Baseline	4 states
7I. Each FY, for all cumulative closed-out CFSR PIP's, XX states (number of states with a closed out PIP*.90) will be penalty free for Permanency Outcome 2: "The continuity of family relationships and connections is preserved for children." (<i>outcome</i>)	2008	47 states	Oct-08
	2007	38 states	Oct-07
	2006	18 states	20 states
	2005	10 states	11 states
	2004	Baseline	4 states
7J. Each FY, for all cumulative closed-out CFSR PIP's, XX states (number of states with a closed out PIP*.90) will be penalty free for Well Being Outcome 1: "Families have enhanced capacity to provide for their children's needs." (<i>outcome</i>)	2008	47 states	Oct-08
	2007	38 states	Oct-07
	2006	18 states	20 states
	2005	10 states	11 states
	2004	Baseline	4 states

⁵⁶ Measures 7E through 7K were established through the CY 2006 PART cycle; per GPRA, targets are set for FY 2007.

7K. Each FY, for all cumulative closed-out CFSR PIP's, XX states (number of states with a closed out PIP*.90) will be penalty free for the systemic factor "Service Array." (<i>outcome</i>)	2008	47 states	Oct-08
	2007	38 states	Oct-07
	2006	18 states	20 states
	2005	10 states	11 states
	2004	Baseline	4 states
Data Source: Child and Family Service Review (CFSR) final reports, Program Improvement Plans (PIPs) and PIP status tracking information.			
Data Validation: CFSR information is subject to several forms of data validation. Statewide data information, used as part of the initial review and the tracking of PIP progress, is collected through NCANDS and AFCARS which each have extensive validation procedures discussed elsewhere in this section. Information collected during the onsite portion of the review is subject to rigorous quality assurance procedures to assure the accuracy of the findings of substantial conformity. States submit quarterly progress reports on PIP implementation which are carefully reviewed by ACF staff to assess the completeness and accuracy of the information. The Children's Bureau also has a database (maintained by a contractor) that tracks all key milestones for CFSR reviews.			
Cross Reference: These performance measures support HHS Strategic Objective 7.4 and the Secretary's 5,000 Day Horizon, in which, "Children are protected from abuse and neglect."			

The long term goals 7.2 through 7.8, developed through the PART reviews of the Child Welfare Services and Promoting Safe and Stable Families programs authorized under title IV-B, measure the number of states in "substantial conformity" on specific CFSR outcomes and systemic factors. As stated above, the CFSR assesses achievement of seven outcomes across three broad domains of safety, permanency, and well-being, and also assesses performance on seven systemic factors (see Table 7C).

Table 7C: Child and Family Service Review (CFSR) Outcomes and Systemic Factors
Safety, Permanency and Well Being Outcomes
Safety 1: Children are first and foremost protected from abuse and neglect
Safety 2: Children are maintained in their homes whenever possible and appropriate
Permanency 1: Children have permanency and stability in their living situation
Permanency 2: The continuity of family relationships and connections is preserved for children
Well-Being Outcome 1: Families have enhanced capacity to provide for their children's needs
Well-Being Outcome 2: Children receive appropriate services to meet their educational needs
Well-Being Outcome 3: Children receive adequate services to meet their physical and health needs
Systemic Factors
Statewide Information System
Case Review System
Quality Assurance System
Staff Training
Service Array
Agency Responsiveness to the Community
Foster & Adoptive Parent Licensing, Recruitment and Retention

Through the CFSR, the Children's Bureau assesses state activities associated with maintaining children safely in their own homes whenever possible, minimizing the risk of harm to children through placement in foster care, and moving children in foster care to permanency. Determinations of substantial conformity in the CFSR are based on multiple sources of information, including the state's statewide self-assessment, an onsite review of a sample of cases, onsite interviews with key stakeholders, and, for certain outcomes, performance on data indicators for which there are national standards. During the first round of the CFSR, for a state to be found in substantial conformity on an outcome, the state had to meet the national standard for any applicable national data indicators associated with the outcome and 90

percent of cases reviewed onsite had to be rated as a “strength.” Any outcome on which the state was not in substantial conformity is required to be addressed through a Program Improvement Plan (PIP). At the conclusion of the PIP, a determination is made on whether all actions required by the PIP were completed and whether agreed upon improvements in quantifiable outcomes were met. If quantifiable outcomes are achieved, then the state is determined to be “penalty free.” However, if they fail to improve, a financial “penalty” is assessed. States that demonstrate continuous improvement are termed “penalty free.” Annual measures 7E through 7K track the number of states that are penalty-free on specific CFSR outcomes and systemic factors.

Whether a state is in “substantial conformity,” however, cannot be determined through evaluation of the PIPs. Rather, substantial conformity must be determined upon the completion of the next full onsite review. Hence, to determine whether the first round of program improvement has resulted in an increased number of states being in substantial conformity, it is necessary to complete a second round of onsite CFSRs, projected to be completed by FY 2010. Furthermore, during the second round of CFSRs the standard for the onsite portion will be raised from 90 percent of cases rated a “strength” to 95 percent of cases. In addition, national standards for data indicators are being changed, with the standards of performance on safety being raised and new composite measures relating to permanency being used for the first time. Therefore, in setting targets for the long-term measures associated with the number of states that will be in substantial conformity on particular outcomes and systemic factors by FY 2010, ACF has taken into account the number of states that were in substantial conformity during the first round, progress that has been made through the PIPs, and the increase in the standards that will be in effect during the second round. For example, we have set a target that by the end of 2010, nine states or jurisdictions will be in substantial conformity on Safety Outcome Measure 1: “Children are first and foremost protected from abuse and neglect” (up from six states in round one) and five states or jurisdictions will be in substantial conformity with Permanency Outcome Measure 1 “Children have permanency and stability in their living situation” (up from zero states in round one). Given the high standards of the reviews, these are ambitious targets.

As noted earlier, states have made very good progress through their program improvement efforts thus far. As of September 30, 2006, 20 PIPs have been closed out and 19 of those have been determined to be “penalty-free” because the states have successfully completed PIP activities and reached their PIP goals on all seven outcomes and seven systemic factors. On the outcomes and systemic factors noted above, 100 percent of the states with closed out PIPs have been determined to be penalty free, exceeding the target of 90 percent of closed out PIPs being penalty free for the specified outcomes and systemic factors. The Children’s Bureau has provided extensive technical assistance to states through a network of national Child Welfare Resource Centers, national and regional trainings and meetings and other methods to assist states in developing and implementing program improvement strategies. Technical assistance will continue to be provided as states prepare for the second round of the CFSR.

Efficiency Measure	FY	Target	Result
7L. Reduce the time needed to approve state Child and Family Service Review (CFSR) Program Improvement Plans (PIPs). (<i>OMB approved</i>)	2011	TBD	Oct-11
	2010	TBD	Oct-10
	2009	TBD	Oct-09
	2008	Baseline	Oct-08
Data Source: Children’s Bureau administrative data on CFSRs and PIPs.			
Data Validation: The Children’s Bureau has a database (maintained by a contractor) that tracks all key milestones for CFSR reviews, including the dates of final report issuance and the date of approval of the PIPs.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 7.4 and the Secretary’s 5,000 Day Horizon, in which, “Children are protected from abuse and neglect.”			

As stated above, states determined not to be in conformity are provided an opportunity to improve their performance through their PIPs. After the first round of onsite reviews, particularly in the first years, there was significant variability in the amount of time needed to negotiate and approve state PIPs. Overall, between FY 2001 and FY 2004, the approval time ranged from a low of five months from issuance of the final report to approval of the PIP to a high of 19.2 months. The median time from report issuance to PIP approval during the first round of reviews was 10 months. With both states and the federal government having the benefit of experience from the first round of reviews and with the ready availability of technical assistance to help the states in developing high quality PIPs, we expect that following the second round of reviews, we will be able to decrease the amount of time needed to develop and approve PIPs. Data for this measure will be collected beginning in FY 2008 (since the second round of onsite reviews will commence during FY 2007).

FOSTER CARE

7.1 LT Long Term Goal: For FY 2008, the Child and Family Services Review (CFSR) 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. ⁵⁷			
7.9 LT Long Term Goal: Increase the adoption rate from 9.19 percent in FY 2003 to 10.0 percent in FY 2008. ⁵⁸			
Annual Measure	FY	Target	Result
7M. Increase the percentage of children who exit foster care within two years of placement either through guardianship or adoption. ⁵⁹ (<i>outcome</i>)	2008	36.0%	Oct-09
	2007	35.0%	Oct-08
	2006	35.0%	Oct-07
	2005	35.0%	36.8%
	2004	33.0%	34.7% ⁶⁰
	2003	Baseline	32.9% ⁶¹
	2002	Pre-baseline	31.0%
7N. Maintain the percentage of children who exit the foster care system through reunification within one year of placement. (<i>outcome</i>)	2008	68.0%	Oct-09
	2007	68.0%	Oct-08
	2006	68.0%	Oct-07
	2005	68.0%	67.9%
	2004	67.0%	68.4% ⁶²
	2003	67.0%	67.8% ⁶³
	2002	67.0%	68.0%
	2001	67.0%	68.0%
	2000	67.0%	67.0%
	1999	Baseline	65.0%
	1998	Pre-baseline	63.0%

⁵⁷ This is also a long term goal of the Child Abuse Prevention programs, and is previously mentioned above.

⁵⁸ This is also a long term goal for the Adoption Assistance program.

⁵⁹ This measure is also used to measure performance for the Promoting Safe and Stable Families program.

⁶⁰ Changes in previously reported performance for FY 2003 and FY 2004 on measures 7M through 7P are due to revised data submissions from states and/or to corrected rounding of previously reported figures.

⁶¹ This figure has been updated as a result of revised data submissions from states and/or to corrected rounding of previously reported figures.

⁶² This figure has been updated as a result of revised data submissions from states and/or to corrected rounding of previously reported figures.

⁶³ This figure has been updated as a result of revised data submissions from states and/or to corrected rounding of previously reported figures.

7O. Decrease the percentage of children who exit foster care through emancipation. (<i>outcome</i>)	2008	7.0%	Oct-09
	2007	7.0%	Oct-08
	2006	7.0% ⁶⁴	Oct-07
	2005	5.0%	8.5%
	2004	6.0%	8.2%
	2003	Baseline	8.0% ⁶⁵
	2002	Pre-baseline	7.2%
7P. For those children who had been in care less than 12 months, maintain the percentage that had no more than two placement settings. ⁶⁶ (<i>outcome</i>)	2008	80.0%	Oct-09
	2007	80.0%	Oct-08
	2006	80.0%	Oct-07
	2005	80.0%	82.9%
	2004	80.0%	82.6% ⁶⁷
	2003	62.0%	82.3% ⁶⁸
	2002	60.0%	82.0%
	2001	72.0%	83.0%
	2000	Baseline	82.0%
	1999	Pre-baseline	78.0%
	1998	Pre-baseline	71.0%

Data Source:

7.1LT: Child Family and Service Reviews (CFSRs) Program Improvement Plan (PIP) closeout results.

7.9LT and 7M through 7P: Adoption and Foster Care Analysis Reporting System (AFCARS).

Data Validation:

7.1LT: Please see the performance detail table under measure 7.2 LT for a detailed explanation.

7.9LT and 7M through 7P: States report child welfare data to ACF through the Adoption and Foster Care Analysis Reporting System (AFCARS). All state semi-annual AFCARS data submissions undergo extensive edit-checks for internal reliability. The results of the AFCARS edit-checks for each of the six-month data submissions are automatically generated and sent back to each state, to help the state to improve data quality. Many states submit revised data to insure that accurate data are submitted, often for more than one prior submission period.⁶⁹ The Children's Bureau conducts several AFCARS compliance reviews each year, which typically result in a comprehensive AFCARS Improvement Plan (AIP). Also, states' Statewide Automated Child Welfare Information Systems (SACWIS) systems are undergoing reviews to determine the status of their operation and the automated system's capability of meeting the SACWIS requirement to report accurate AFCARS data. To speed improvement in these data, the agency funds the National Resource Center for Child Welfare Data and Technology. This Resource Center provides technical assistance to states to improve reporting to AFCARS, improve statewide information systems, and to make better use of their data. Finally, ACF has recently implemented the AFCARS Project that includes a detailed review of all aspects of AFCARS by federal staff and participation of the

⁶⁴ The target for FY 2006 was changed from five percent to seven percent to reflect actual data trends and to make the target both realistic and ambitious. While the intent is to continue to decrease the percentage of children exiting to emancipation, the target for fiscal years 2007-2008 are being maintained at the level of seven percent until there is evidence that sufficient progress is being made before establishing new lower targets for the out years.

⁶⁵ This figure has been updated as a result of revised data submissions from states and/or to corrected rounding of previously reported figures.

⁶⁶ This measure is also used to measure performance for the Child Welfare Services program.

⁶⁷ This figure has been updated as a result of revised data submissions from states and/or to corrected rounding of previously reported figures.

⁶⁸ This figure has been updated as a result of revised data submissions from states and/or to corrected rounding of previously reported figures.

⁶⁹ Since AFCARS foster care data are used in the implementation of Program Improvement Plans (PIPs), resulting from the Child and Family Services Review (CFSR) process, states often resubmit AFCARS data to ensure that the data used for this purpose are accurate. The resubmitted data are then processed and the data are made available to the statistical analysts as soon as possible. The analysts review the data to determine which states' data are usable in this plan.

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.

Cross-Reference: These performance measures support HHS Strategic Objective 7.4 and the Secretary's 5,000 Day Horizon, in which, "Children are protected from abuse and neglect."

Annual measure 7M (exits from foster care via guardianship or adoption) is a combination of two former measures of timely exits to permanency: exits via guardianship alone, and exits via adoption alone. ACF believes that these two outcomes are comparable in their relationship to permanency; thus ACF now tracks in one measure, i.e. exits from foster care to either guardianship or adoption within two years of placement. ACF had expected to increase the percentage of children who achieved permanency by exiting to either adoption or guardianship from 31 percent in FY 2002, to 35 percent in FY 2005 and exceeded that target, with 36.8 percent of children exiting to either adoption or guardianship within two years of placement. ACF expects that there will continue to be an increase in the rate of adoptions over the next few years, as well as an increase in the use of guardianships. These are both possible permanency outcomes for foster children when reunification with parents or relatives is not possible. The Adoption and Safe Families Act (ASFA) and other federal legislation enacted during the last 25 years have promoted the adoption of children from the public child welfare system when reunification is not possible. Specifically, ASFA created a timeline for seeking termination of parental rights for children in foster care. It was presumed that this timeline would result in foster children moving to a permanent adoptive home more swiftly. If a state has determined that adoption is the most appropriate outcome for a child, it should be done within a reasonable time frame.

Meanwhile, guardianship is rapidly becoming a preferred permanency outcome option for certain children who cannot return home and for whom adoption is not appropriate. The reports of discharges to guardianship have grown over the past few years to almost 13,000 in FY 2005 from a little over 4,000 in FY 1998. There are a number of factors that have contributed to this reported increase, including increased use of guardianship as a permanency option and improved data reporting. At the substantive level, the use of guardianship as a permanency option, particularly for children in relative foster care, appears to be growing. A number of states are using Title IV-E child welfare waiver demonstrations⁷⁰ to implement subsidized guardianship programs. These demonstrations authorize states to use federal Title IV-E dollars to provide monthly subsidies (similar to adoption assistance subsidies) to caretakers who take legal guardianship of children formerly in foster care. From FY 2004 to FY 2006 five additional subsidized guardianship child welfare waiver demonstrations were approved and this is likely to lead to increased use of guardianship as a permanency option in the participating states. In terms of data improvements, AFCARS reviews have identified problems in the coding of guardianships in some states, and those states are taking action to correct the problems. In addition, the Data Profile component of the Statewide Assessment used in the CFSR process emphasizes complete and accurate reporting of all discharge reasons, which is also leading to more complete reporting of guardianships.

Annual measure 7N (reunification) includes both discharges to reunification with the parent(s) or to a relative. This measure reflects the child welfare system's priority for children to be raised by their parents or a relative rather than by the state or a non-family member, when the child's safety and well-being at home are no longer at risk. This measure tracks whether foster children are reunified with their families swiftly when reunification is the most appropriate outcome; specifically, the goal is that reunification occurs within one year for over two-thirds of the children who exit through reunification. Performance on this measure increased between FY 1998 and FY 2000, but has remained stable since FY 2000, with approximately 68 percent of the children who exited to reunification doing so within one year of placement each year. This leveling off in performance may be a positive sign since research has shown

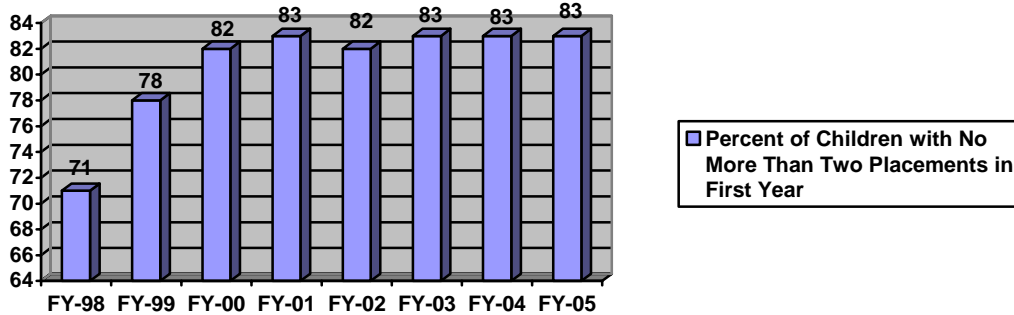
⁷⁰ The legislative authority to approve new child welfare waiver demonstrations expired on March 31, 2006.

that the shorter the length of stay for children, the higher the rate of re-entry to foster care, suggesting that additional substantial increases in this measure could result in higher re-entry rates.

Annual measure 7O (decreasing emancipation) is the percentage of children discharged from foster care to emancipation, which occurs when the child reaches the age of majority by virtue of age, marriage, or judicial determination and leaves the foster care system. Often, emancipation represents a failure on the part of the public child welfare system to find permanent homes for the children in its care. The target for this rate is to decrease from the FY 2004 rate of over eight percent to seven percent in FY 2006. More realistic targets for this measure have been set for FY 2006 and FY 2007, after better AFCARS reporting of exit information showed a consistent and steady increase from the FY 2002 pre-baseline of 7.2 percent to 7.9 percent in FY 2003, 8.2 percent in FY 2004 and now 8.5 percent in FY 2005. Although an ambitious target, ACF's intense work with the states in the CFSRs, technical assistance, the expected increase in the use of guardianship as a permanency option (discussed above) and the increased emphasis on finding adoptive homes for older youth in foster care (see, e.g., measure 7R) will make progress possible toward achieving this target.⁷¹

Annual measure 7P (stability while in foster care) relates to children who have been removed from their homes and placed in foster care; this trauma can be aggravated further when a child is moved from placement setting to placement setting while in care. It is, therefore, in the best interest of the child to keep the number of placement settings to a minimum. ACF expects that no less than 80 percent (the 2005 actual is just under 83 percent) of the children experience no more than two placement settings during their first year in care (see Figure 7P). The data from this measure have been revised significantly due to the extensive re-submission of data by states, the maturing of Statewide Automated Child Welfare Information Systems (SACWIS), and a revision to the programming for the measure. Contrary to previous conservative estimates, it is possible to have four out of five children experience no more than two placement settings during their first twelve months in foster care.

Figure 7P: Percentage of Children Who Had No More than Two Placement Settings within the First Year since Removal



⁷¹ However, one factor associated with emancipation could possibly distort findings related to this measure. Many of the children emancipated in some states may be children in care because of juvenile justice reasons. In general, their experiences in care and approach to exit may differ substantially from those of other children. Unfortunately, AFCARS cannot distinguish between those in care for primarily juvenile justice reasons from those in care for more traditional child protection reasons. If the juvenile justice population substantially increases, it is likely that the emancipation percentage will also increase.

Efficiency Measure	FY	Target	Result
7Q. Decrease the percent of foster children in care 12 or more months with no case plan goal (including case plan goal “Not Yet Determined”). ⁷² (OMB approved)	2008	5.9%	Oct-09
	2007	6.4%	Oct-08
	2006	6.9%	Oct-07
	2005	7.4%	6.5%
	2004	Baseline	7.5% ⁷³
	2003	Pre-baseline	8.3%
	2002	Pre-baseline	8.2%
	2001	Pre-baseline	11.2%
Data Source: Adoption and Foster Care Analysis Reporting System (AFCARS).			
Data Validation: Please see the previous performance detail table under measure 7M through 7P for a detailed explanation.			
Cross Reference: This efficiency measure, developed through the PART review, supports HHS Strategic Goals 6 and 7 and the Secretary’s 5,000 Day Horizon, in which, “Children are protected from abuse and neglect.”			

Regarding efficiency measure 7Q, federal law requires that every child in foster care have a case plan that specifies the permanency goal for the child (e.g., reunification or adoption) and that details the types of services the child and parents will receive to facilitate achievement of that goal. Despite this requirement, a significant proportion of cases are reported as having no case goal or “case plan goal not yet determined” even when children have been in care for a year or more. Because identifying an appropriate goal is a crucial first step in moving a child to permanency, this efficiency measure seeks to decrease the percentages of cases reported as lacking a case plan goal. Specifically, the measure is computed from the number of foster children in care at least 12 or more months with either a missing or “Not Yet Determined” case goal divided by the total number of foster children who were in foster care at least 12 months or more. The targets reflect a steady annual decline of 0.5 percentage points for foster care children in care 12 or more months with a missing or “Not Yet Determined” case plan goal. Trend data for earlier years show that this percentage has gradually decreased since FY 2001. Preliminary data for FY 2005 shows notable improvement, with only 6.5 percent of the cases lacking a case plan goal.

ADOPTION ASSISTANCE, ADOPTION INCENTIVES⁷⁴, AND ADOPTION OPPORTUNITIES

7.10 LT Long Term Goal: By 2009, 75 percent of Adoption Opportunities grantees will have their findings applied to practice. The baseline is 60 percent in FY 2006.
7.11 LT Long Term Goal: By 2009, 75 percent of Adoption Opportunities grantees will have their findings provide the impetus for policies being enacted or amended. The baseline is 67 percent in FY 2006.
7.12 LT Long Term Goal: Decrease the number of children with Title IV-E Adoption Assistance who experience a displaced adoption. ⁷⁵
7.13 LT Long Term Goal: Decrease the gap between the percentage of children nine and older waiting to be adopted and those actually adopted by 15 percentage points between FY 2006 and FY 2015. ⁷⁶

⁷² This measure is also used to measure the efficiency of the Child Welfare Services and Promoting Safe and Stable Families programs.

⁷³ Change in previously reported FY 2004 performance is due to revised data reports from states.

⁷⁴ Given the uncertainty of final FY 2007 appropriation levels at the time ACF developed this performance budget, the FY 2007 targets were not modified to reflect differences between the President’s Budget and the Continuing Resolution funding levels. Enacted funding may require modifications to the performance measures for this program.

⁷⁵ A displaced adoption occurs when an adopted child enters foster care.

⁷⁶ Based on data available as of September 2005.

Annual Measure	FY	Target	Result	
7R. Decrease the gap between the percentage of children nine and older waiting to be adopted and those actually adopted. (outcome)	2015 ⁷⁷	1.9%	Oct-16	
	2008	13.7 %	Oct-09	
	2007	15.2 %	Oct-08	
	2006	16.7 %	Oct-07	
	2005	Baseline	18.4%	
	2004	Pre-baseline	16.8% ⁷⁸	
	2003	Pre-baseline	16.6 % ⁷⁹	
	2002	Pre-baseline	15.3 %	
	2001	Pre-baseline	14.3 %	
	2000	Pre-baseline	12.5 %	
1999	Pre-baseline	10.3 %		
7.9 LT Long Term Goal: Increase the adoption rate from 9.19 in FY 2003 to 10.0 in FY 2008. ⁸⁰				
Annual Measure	FY	Target	Result – Adopt. Numbers	Result – Adopt. Rate
7S. Increase the adoption rate. ⁸¹ (outcome)	2008	10.00%	N/A	Oct-09
	2007	9.90%	N/A	Oct-08
	2006	9.85%	N/A	Oct-07
	2005	Baseline	51,000	9.86%
	2005	54,000	51,000	9.86%
	2004	53,000	51,000	10.00% ⁸²
	2003	58,500	50,000	9.19%
	2002	56,000	53,000	9.72%
	2001	51,000	51,000	9.24%
	2000	46,000	51,000	8.99%
	1999	41,000	47,000	8.41%
	1998	Baseline	37,000	7.16%
	1997	Pre-baseline	31,000	6.11%
	1996	Pre-baseline	28,000	5.80%
Data Source:				
7.10 LT and 7.11 LT: Children’s Bureau’s Performance Management On-line Tool.				
7.12LT, 7.13LT, 7.9 LT, and 7R: Adoption and Foster Care Analysis Reporting System (AFCARS).				
7S: Adoption and Foster Care Analysis Reporting System (AFCARS) for FY 1998 and all subsequent years; Adoption Incentive Program and the Adoption 2002 Initiative for FY 1997 and all years prior.				
Data Validation:				
7.10 LT and 7.11 LT: The Children’s Bureau and the Child Welfare Information Gateway will provide technical assistance and resource information to all grantees so that they understand the criteria for their data reporting. Data submitted semi-annually will be checked for validity by Children’s Bureau staff and cross referenced with grantees’ semi-annual reports.				
7.12LT, 7.13LT, 7.9LT, 7R and 7S: Please see the previous performance detail table under measures 7M to 7P for a detailed explanation.				

⁷⁷ The targets for years 2009 through 2014 are as follows: 12.2 percent, 10.7 percent, 9.2 percent, 7.7 percent, 6.2 percent, and 4.7 percent.

⁷⁸ Changes in previously reported FY 2003 and 2004 performance levels are due to revised reports from states.

⁷⁹ See previous footnote.

⁸⁰ This is also a long term goal for other aspects of the Child Welfare program.

⁸¹ This measure formerly examined number of adoptions.

⁸² This figure has been updated as a result of revised data submissions from states.

Cross Reference: These performance measures support HHS Strategic Objective 7.4 and the Secretary's 5,000 Day Horizon, in which, "Children are protected from abuse and neglect."

Regarding long term goals 7.10 and 7.11 (concerning Adoption Opportunities grantees), toward the end of every Adoption Opportunities grant project, each grantee will have produced both a report of findings and a dissemination plan for these findings. Using the recently implemented performance measurement on-line tool, grantees will supply information for these two long term goals.

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

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

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

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

Regarding long term goal 7.12 (displaced adoption), ACF has created a developmental measure that assesses the number of adoptions that fail, thus resulting in a child's re-entry into foster care. Adoptive displacement occurs when a child who has been previously adopted from foster care later re-enters foster care. The current AFCARS contains data on children entering the foster care system who have been previously adopted. However, a substantial amount of data are missing, and the data do not permit a distinction between those children who were receiving title IV-E adoption assistance and those who were not. The Children's Bureau/ACF is currently conducting an intensive and detailed review of AFCARS. Addressing this measure will be a high priority in the review, and ACF will implement a solution by FY 2009 for this long term goal.

Regarding long term goal 7.13 and annual measure 7R (decreasing the gap between those waiting, and those actually adopted), ACF has created a measure to evaluate progress of the Adoption Incentives program in reducing the gap between percentage of children nine and older waiting to be adopted and those actually adopted. This gap grew from 10.3 percent to 18.4 percent between FY 1999 and FY 2005. Annual AFCARS data on the numbers of waiting children, adopted children and their ages are being collected and used for this measure. While the trend in performance thus far has not been in the desired direction, ACF has initiated or is implementing a number of activities, including a national public service ad campaign and the revised adoption incentives program, to target and encourage the adoption of older youth in foster care.

Regarding long term goal 7.9 and annual measure 7S, in order to measure program performance more accurately, ACF has replaced a prior measure of total adoptions with an adoption rate calculated as the annual number of adoptions divided by the number of children in foster care at the end of the prior year. Developed through the PART review, the adoption rate measure takes into account the size of the pool of children in foster care from which those children for whom adoption is the appropriate permanency plan are identified. This change to an adoption rate measure is particularly salient since the total number of children in foster care has declined from 567,000 in FY 1999 to 513,000 in FY 2005. As a result, while

the annual number of adoptions continues at a historically high level of over 50,000 (as compared to the 26,000 adoptions reported in FY 1995), since FY 2002, the annual number of adoptions has leveled off.

Preliminary data indicate that there were 51,000 adoptions in FY 2005, although this number is likely to increase as additional adoptions for the FY 2005 year are reported.⁸³ In addition to the decrease in the foster care population other trends continue to make it more challenging to increase adoptive placements, including the fact that the age of children “waiting” to be adopted continues to increase. Almost half of the “waiting” children are over the age of nine. Simultaneously, the proportion of children in foster care with a case plan goal of adoption has declined. Thus a gradual increase in the adoption rate to 10 percent by FY 2008 is ambitious, but also realistic due to the aging of the foster care population, the decline in the number of children in foster care, and the decrease in the proportion of children with a goal of adoption. At its current FY 2005 rate (9.86 percent), the program appears to be on track to meet its FY 2006 target rate.

Efficiency Measure	FY	Target	Result
7T. Maintain or decrease the average administrative claim per IV-E Adoption Assistance child. ⁸⁴ (OMB approved)	2008	\$1,504	Oct-09
	2007	\$1,535	Oct-08
	2006	\$1,566	Oct-07
	2005	\$1,598	\$1,560
	2004	Baseline	\$1,627
	2003	Pre-baseline	\$1,678
	2002	Pre-baseline	\$1,833
	2001	Pre-baseline	\$1,951
Data Source: IV-E-1 form used by states to submit financial claims.			
Data Validation: Federal staff in the ACF Regions carefully review claims information submitted by the states each quarter and may ask for additional information to verify claims, when necessary.			
Cross Reference: These performance measures support HHS Strategic Objective 7.4 and the Secretary’s 5,000 Day Horizon, in which, “Children are protected from abuse and neglect.”			

Annual measure 7T sets annual targets to demonstrate improved efficiency through a gradual reduction in the average administrative claim per IV-E Adoption Assistance child. This is calculated by total computable claims submitted by states on the IV-E-1 form for administrative costs divided by the average monthly number of children receiving Adoption Assistance maintenance payments. The annual targets reflect an ambitious decline of two percent from the prior year’s average administrative cost per child. In light of the fact that more children are receiving IV-E adoption assistance each year, this measure captures the more efficient administration of the program through lower administrative costs per child.

Efficiency Measure	FY	Target	Result
7U. Reduce the cost per adoptive placement for the Adoption Opportunities Program. (OMB approved)	2008	5% reduction from previous FY	Oct-08
	2007	5% reduction from previous FY (\$11,868)	Oct-07
	2006	Baseline	\$12,493 (est.) ⁸⁵
Data Source: AdoptUsKids tracking system; PM-OTOOL, the Children’s Bureau’s performance			

⁸³ AFCARS permits the reporting of adoptions finalized in one year to be reported in later years. The current FY 2005 number of adoptions is 51,000. Based on previous experience, it is likely, with new AFCARS adoptions submissions and resubmissions from the states, that the number of adoptions finalized in FY 2005 will increase by as many as 2,000 adoptions.

⁸⁴ This is an approved efficiency measure for the Adoption Incentive program also.

⁸⁵ This figure may be revised in the future due as grantees complete or revise data submissions for FY 2006.

measurement online tool for discretionary grantees.

Data Validation: The Collaboration to AdoptUsKids⁸⁶ makes available to states a national photolisting website featuring children awaiting adoptive placements. State officials enter information on individual children featured on the site. When removing a child from the site, the state official is required to enter information on the reason for removing the child from the photolisting (e.g., placement in an adoptive home). This information is captured in a monthly tracking report, prepared by the AdoptUsKids grantee and submitted to the Federal Project Officer. The monthly reporting of data allows both the project staff and federal staff to carefully monitor trends in the use of the site and its success in facilitating the placement of children awaiting adoption and to provide technical assistance to states, as needed.

Cross Reference: These performance measures support HHS Strategic Objective 7.4 and the Secretary’s 5,000 Day Horizon, in which, “Children are protected from abuse and neglect.”

Regarding efficiency measure 7U, the Adoption Opportunities Program funds state and local agencies, as well as national and community-based organizations, to undertake activities that eliminate barriers to the adoption of children in foster care. Projects funded through this program report program-specific data including the number of children served who receive adoptive placements. Measure 7U is calculated by dividing the amount of funds appropriated for the Adoption Opportunities program by the number of adoptive placements for children served by the funded projects.

THE CHAFEE FOSTER CARE INDEPENDENCE PROGRAM

Efficiency Measure	FY	Target	Result
7V. Increase the percentages of Chafee Foster Care Independence Program (CFCIP) youth who avoid high-risk behaviors which might otherwise lead to criminal investigations and incarceration. <i>(developmental outcome efficiency measure – approved by OMB)</i>	2012	TBD	Dec-13
	2011	TBD	Dec-12
	2010	TBD	Dec-11
	2009	Baseline	Dec-10
Data Source: National Youth in Transition Database (NYTD).			
Data Validation: States will report data to ACF through the NYTD. All state data submissions will undergo extensive edit-checks for internal reliability.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 7.4.			

The Chafee Foster Care Independence Program (CFCIP) under section 477 of the Social Security Act will develop a full set of performance measures once the National Youth in Transition Database (NYTD) is implemented and finalized. A Notice of Public Rulemaking (NPRM) to implement the new data collection was issued on July 14, 2006. NYTD is designed to meet statutory requirements for data collection and performance measurement. The statute requires the Secretary to develop outcome measures, identify data elements to track, and develop and implement a plan to collect the needed information. NYTD will measure the following six outcomes: financial self-sufficiency, educational attainment, positive connections with adults, homelessness, high-risk behavior, and health insurance coverage. Although the program cannot develop outcome performance measures until NYTD is implemented, the program has established an interim efficiency measure and a developmental efficiency measure to support the President’s Management Agenda initiative on Budget-Performance Integration.

⁸⁶ In October 2002, The Children’s Bureau contracted with The Adoption Exchange Association and its partners (The Collaboration to AdoptUsKids) to devise and implement a national adoptive family recruitment and retention strategy, operate the AdoptUsKids.org website, encourage and enhance adoptive family support organizations and conduct a variety of adoption research projects. Please see www.AdoptUsKids.org for more information.

Efficiency Measure	FY	Targets	Result	
7W. Promote efficient use of Chafee Foster Care Independence Program (CFCIP) funds by 1) increasing the number of jurisdictions that completely expend their allocations within the two-year expenditure period, and 2) decreasing the total amount of funds that remain unexpended by states at the end of the prescribed period. (OMB approved)	2008	1. Increase by 2% (over the previous FY) the number of states fully expending allocation	Jan-10	
		2. Decrease by 10% (over the previous FY) the total amount of unexpended funds	Jan-10	
	2007	1. Increase by 7% (over the previous FY) the number of states fully expending allocation	Jan-09	
		2. Decrease by 20% (over the previous FY) the total amount of unexpended funds	Jan-09	
	2006	1. The number of states fully expending allocation (Target N/A)	Jan-08	
		2. The total amount of unexpended funds (Target N/A)	Jan-08	
	2005	1. The number of states fully expending allocation (Target N/A)	44 of 52 states	
		2. The total amount of unexpended funds (Target N/A)	\$873,511 (est.)	
	2004	Identify baseline based on spending of FY2003 funds as of September 30, 2004	42 of 52 (81%) jurisdictions expended all of their grant funds	
			\$3,080,305 ⁸⁷ in grant funds were unexpended	
	Data Source: CFCIP annual grant close-out reports.			
	Data Validation: Data are maintained by the Office of Grants Management (OGM), ACF.			
Cross-Reference: This efficiency measure supports HHS Strategic Objective 7.4.				

Efficiency measure 7W aims to increase the efficiency of the Chafee Foster Care Independence Program (CFCIP) operations through the timely and total expenditure of grant funds pursuant to section 477 (d)(3) of the Social Security Act (the Act). The Foster Care Independence Act (FCIA) authorized an increase in funds available to states from \$70 million to \$137.9 million. Under the new law, state allocations were increased by more than 100 percent in some cases. For example, prior to Chafee, Alaska received less than \$14,000 in independent living funds; under Chafee, their allocation is \$500,000, the small-state minimum. Early in the initial implementation of the CFCIP, some states experienced difficulties expending Chafee dollars. The resource infusion created challenges for states, specifically in the areas of enhancing their infrastructure and meeting the 20 percent match requirement.

In accordance with Section 477(d)(3) of the Act, states have two years within which to expend funds awarded for each fiscal year. The Children’s Bureau employs several methods to encourage the timely expenditure of grant funds including providing technical assistance to states on allowable costs and

⁸⁷ Information on expenditures of FY 2003 funds was updated by the Office of Grants Management in October 2006, based on revised and improved reporting by states.

services, and meeting match requirements under CFCIP. An analysis of close-out tables for fiscal years 2003 and 2004 prepared by the Office of Grants Management indicate that 10 states/jurisdictions did not expend their total allocations in FY 2003; and approximately \$3,080,305 was not expended within the required time period. Since the states have two years within which to expend their funds, final information on close-out status will not be available until the second quarter of the second year after funds are awarded. Based on current reporting, an estimate has been provided for FY 2004 and is subject to further revision as close outs are completed.

While some states may not be able to fully expend 100 percent of their Chafee allocation due to unforeseeable reasons (e.g., inability to meet matching requirements), ACF’s goal is to maximize the amount of funds all states will expend within the allotted time period. Available information indicates that progress has already been made toward this goal.

8. Developmental Disabilities

8.1 LT Long Term Goal: Continue a one percentage point increase per year in individuals with developmental disabilities who are independent, self-sufficient, and integrated into the community beginning FY 2007 through FY 2010.			
Annual Measure	FY	Target	Result
8A. Increase the percentage of individuals with developmental disabilities reached by the Councils who are independent, self-sufficient and integrated into the community. (<i>outcome</i>)	2008	0.10% increase over prior year ⁸⁸	Jun-09
	2007	14.03%	Jun-08
	2006	13.64%	Jun-07
	2005	13.42%	11.27%
	2004	13.20%	12.06%
	2003	13.07%	12.68%
	2002	Baseline	12.94%
Data Source: Program Performance Reports (PPRs) of State Councils on Developmental Disabilities (SCDDs).			
Data Validation: Outcome data for each fiscal year are reported in annual PPRs, submitted in January of the following fiscal year. SCDDs submit PPRs through the On Line Data Collection (OLDC) system. Verification and validation of data occur through ongoing review and analysis of annual electronic reports, technical assistance site visits, and input from individuals with developmental disabilities, their families, and others. The Administration on Developmental Disabilities (ADD) works with individual grantees, along with a technical assistance contractor, 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.			
Cross Reference: This performance goal and related measure support HHS Strategic Objectives 6.1 and 6.3. This measure also supports the Secretary’s 5,000 Day Horizon, in which, “... persons with disabilities are cared for with dignity and respect,” and “Government policies foster self-reliance and reward work.”			

Long-term goal 8.1 and related annual measure 8A comprise data from the State Councils on Developmental Disabilities (SCDDs)⁸⁹. The State Councils do not provide services directly, but rather

⁸⁸ The target for FY 2008 represents a change in projecting outcomes from a set increase to a percent increase over the previous year’s actual level. This change better reflects and predicts outcome levels for the program. It also reflects a more stable approach given the long term program and social/environmental cycles. This approach is consistent with other program outcome and efficiency measures.

⁸⁹ SCDDs are responsible for increasing the number of individuals with developmental disabilities receiving services and supports necessary for living in the community. This measure includes data in eight areas: employment, housing, transportation, health services, child care, recreation, quality assurance, and education. SCDDs focus on three approaches to promoting life in the community: (1) capacity building and improvements

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. The data for the measure are collected by the Councils from subgrantees, and the Administration on Developmental Disabilities (ADD) works in partnership with the Councils in pursuing data quality and consistency at the national level.

With regard to annual measure 8A, there was an apparent reduction in level of performance compared to the previous year and compared with the target. A component of the reduction, however, is an artificial reduction due to increased data quality efforts that make the FY 2005 measure lower but also more accurate than either the FY 2004 measure or the baseline of FY 2002, upon which the targets are based. The ongoing data quality improvements are expected to be fully in effect for the FY 2009 measure. There have been changes in performance that ADD is still analyzing in order to better understand the trends. With better understanding of what is driving this measure, ADD will in the future be able to better manage it.

Annual Measure	FY	Target	Result
8B. Percentage of individuals who have their complaint of abuse, neglect, discrimination, or other human or civil rights corrected compared to the total assisted. (outcome)	2008	1% increase over prior year ⁹⁰	Jun-09
	2007	93.0%	Jun-08
	2006	92.0%	Jun-07
	2005	91.0%	91.0%
	2004	88.0%	88.7%
	2003	Baseline	78.0%
	2002	Pre-baseline	87.0%
Data Source: Program Performance Reports (PPRs) of Protection and Advocacy (P&A) Systems.			
Data Validation: Outcome data for each fiscal year are reported in PPRs submitted in January of the following fiscal year. Protection and Advocacy Systems (P&As) submit PPRs through the On Line Data Collection (OLDC) system. 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.			
Cross Reference: This performance measure supports HHS Strategic Objectives 5.4 and 6.3. This measure also supports the Secretary's 5,000 Day Horizon, in which, "... persons with disabilities are cared for with dignity and respect."			

Regarding annual measure 8B, Protection and Advocacy systems (P&As) have the lead in the effort to pursue the safety of individuals with developmental disabilities living in the community or in institutions. P&As use various strategies to protect and advocate for individuals with developmental disabilities, including individual advocacy.⁹¹ Due to P&As' efforts, more individuals with developmental disabilities had their human and civil rights protected in FY 2005: 91 percent of individuals assisted by P&As had their complaint corrected. Nevertheless, the measure for this goal is still being analyzed for possible future revision: ADD continues to analyze both the significance of changes in this measure as well as the appropriateness of this measure, especially in light of how the effectiveness of P&A systems is measured across the spectrum of different populations that are served by P&As.

within service systems; (2) changing opinions and attitudes of the public, professionals, and the business world; and (3) empowering consumers to request and obtain the services that they need.

⁹⁰ The target for FY 2008 represents a change in projecting outcomes from a set increase to a percent increase over the previous year's actual level. This change better reflects and predicts outcome levels for the program. It also reflects a more stable approach given the long-term program and social/environmental cycles. This approach is consistent with other program outcome and efficiency measures. The change will also permit grantees to aggressively pursue difficult cases of individuals, which they are obligated to take, and which may not be successful short term, but nonetheless have long term potential.

⁹¹ These strategies include negotiation and mediation, provision of technical assistance to other advocates and to self-advocates, attendance at administrative hearings, and finally, when necessary in a limited number of cases, pursuit of litigation.

Annual Measure	FY	Target	Result
8C. Increase the percentage of trained individuals actively working to improve access of individuals with developmental disabilities to services and supports. ⁹² (outcome)	2008	1% increase over prior year ⁹³	Jun-09
	2007	94.10%	Jun-08
	2006	93.50%	Jun-07
	2005	93.13%	71.00%
	2004	92.76%	58.00%
	2003	Baseline	51.00%
	2002	Pre-baseline	92.26%
Data Source: Program Performance Reports (PPRs) of State Councils on Developmental Disabilities (SCDDs).			
Data Validation: Please see the previous performance table under measure 8A for a detailed explanation.			
Cross Reference: This performance measure supports HHS Strategic Objectives 6.1 and 6.3. This measure also supports the Secretary's 5,000 Day Horizon, in which, "... persons with disabilities are cared for with dignity and respect."			

Regarding annual measure 8C, although the target of 93.13 percent was not reached for FY 2005, the increase over the previous year continues an annual trend of improvement that is credited to technical assistance focusing on the need to push for actual efforts following up on training. This annual measure tracks community-based efforts to promote availability of services and supports necessary to individuals with developmental disabilities living in the community.⁹⁴ This measure comprises data from SCDDs, and the measure for this goal – ratio of individuals with developmental disabilities and family members active in systems advocacy, compared to individuals with developmental disabilities and family members trained in systems advocacy – is still being analyzed for possible future revision. For example, ADD has been working to make definition of individuals “actively working” more uniform across states. Moreover, there have been changes in performance that ADD is still analyzing in order to better understand the trends. With better understanding of what is driving this measure, ADD will in the future be able to better manage it.

Annual Measure	FY	Target	Result
8D. Increase the percent of University Centers of Excellence in Developmental Disabilities (UCEDD) trainees who demonstrate leadership in the developmental disabilities field at 1, 5, and 10 years after completion of UCEDD training. (outcome)	2008	1% increase over prior year	Sept-08
	2007	Baseline	Sep-07
Data Source: National Information Reporting System (NIRS).			
Data Validation: All UCEDDs have data management staff who received training and technical assistance from ADD staff on the measure, and how to collect data for the measure. ADD developed policies on data collection including an OMB approved annual report template that includes definitions.			
Cross Reference: This performance measure supports HHS Strategic Objective 6.3, and was developed as a result of the PART review. This measure also supports the Secretary's 5,000 Day Horizon, in which, "... persons with disabilities are cared for with dignity and respect."			

⁹² The following will comprise the formula for determining performance for the above measure: ratio of individuals with developmental disabilities and family members active in systems advocacy compared to individuals with developmental disabilities and family members trained in systems advocacy.

⁹³ The target for FY 2008 represents a change in projecting outcomes from a set increase to a percent increase over the previous year's actual level. This change better reflects and predicts outcome levels for the program. It also reflects a more stable approach given the long-term program and social/environmental cycles. This approach is consistent with other program outcome and efficiency measures.

⁹⁴ As required under the Olmstead Supreme Court decision.

Annual measure 8D was established during the PART review in CY 2003. In contrast with a previous measure on UCEDDs, ADD has broadened its information collection to more accurately reflect the work of the UCEDDs.⁹⁵ ADD expects to identify the baseline for this measure in FY 2007.

Efficiency Measure	FY	Target	Result
8E. Increase the number of individuals with developmental disabilities reached by the Councils who are independent, self-sufficient and integrated into the community, per \$1,000 of federal funding to the Councils. <i>(OMB approved)</i>	2008	1% increase over previous year	Jun-09
	2007	1% increase over previous year	Jun-08
	2006	1% increase over previous year (7.16)	Jun-07
	2005	1% increase over previous year (7.61)	7.09
	2004	Baseline	7.53
Data Source: Program Performance Reports (PPRs) of State Councils on Developmental Disabilities (SCDDs), Protection and Advocacy systems (P&As), and University Centers of Excellence in Developmental Disabilities (UCEDDs).			
Data Validation: Please see the previous performance table under measure 8A for a detailed explanation.			
Cross Reference: This efficiency measure supports HHS Strategic Objectives 6.1 and 6.3. This measure also supports the Secretary's 5,000 Day Horizon, in which, "... persons with disabilities are cared for with dignity and respect," and "Government policies foster self-reliance and reward work."			

Regarding efficiency measure 8E, the State Councils on Developmental Disabilities (Councils) program is a force within state governments for systems change and capacity building, as well as providing training to individuals with developmental disabilities and their family members to prepare them to participate in the process of policy making, since they often have a deeper appreciation of their own needs than do even professionals in the field. Sitting on each State Council are individuals with developmental disabilities, family members, representatives of state agencies and service providers, and also representatives of the federally funded P&As and University Centers.

At the end of each fiscal year, the Council reports on its achievements during the past 12 months which involved use of the federal funding provided by ADD. In order to maximize the efficacy and efficiency of these efforts, ADD provides policy support as well as technical assistance. This efficiency measure reflects performance data reported to ADD on existing annual reports from the states. ADD collected data for this efficiency measure from the Councils in FY 2004, finding 7.53 individuals with developmental disabilities reached per \$1,000 federal funding to the Councils. The target shown for each successive year is one percent increase over the previous year. Thus, the target for FY 2005 is one percent more than the efficiency for FY 2004: 7.61 individuals with developmental disabilities reached per \$1,000 federal funding to the Councils.

As noted for measure 8A, there was a decrease in the efficiency measure: 7.09 individuals with developmental disabilities were reached per \$1,000 federal funding to the Councils in FY 2005, down from 7.53 individuals in FY 2004, due largely to efforts by ADD to reign in data quality. Thus the efficiency of the program appears to have decreased during FY 2005 from the previous year. This is partly due to increased challenges as state and local budgets were impacted for a wide array of programs. This is also partly artificial, in that increased data quality efforts have made the FY 2005 measure lower but also more accurate than the FY 2004 measure. The ongoing data quality improvements are expected

⁹⁵ The UCEDDs: 1.) provide interdisciplinary pre-service preparation and continuing education to students and fellows in a variety of disciplines; and 2.) provide training and technical assistance to individuals with developmental disabilities, their families, professionals, paraprofessionals, policymakers, students and others in the community.

to be fully in effect for the FY 2009 measure. There have been changes in performance that ADD is still analyzing in order to better understand the trends. With better understanding of what is driving this measure, ADD will in the future be able to better manage it.

9. Native American Programs

9.1 LT Long Term Goal: Increase the number of jobs created through Administration for Native Americans (ANA) funding to five percent over the baseline by the year 2010.			
Annual Measure	FY	Target	Result
9A. Increase the number of jobs created through ANA funding. (<i>outcome</i>)	2008	TBD	Jan-09
	2007	TBD	Jan-08
	2006	Baseline	748
Data Source: Administration for Native Americans (ANA) monitoring and impact evaluation tools.			
Data Validation: ANA has developed an on-site impact evaluation tool to evaluate the impact and effectiveness of ANA-funded projects.			
Cross Reference: This program goal and related measure support HHS Strategic Goal 6. This measure also supports the Secretary's 5,000-Day Horizon, in which, "Self-reliance and work are rewarded."			

The Administration for Native Americans' (ANA) economic development strategy was created, in part, to address socio-economic trends which indicate that, when compared to all other groups of citizens in the United States, Native Americans living on reservations and in urban communities rank at the bottom of nearly every social, health, and economic indicator. ANA's discretionary grants provide project seed funding to assist communities in the planning, development, and implementation of short-term community-based projects (average 1-3 years) which result in jobs and long-term social and economic benefits supporting healthy children, families and communities. Regarding annual measure 9A, ANA has developed an evaluation tool that includes a site visit at the end of a grant. Based on 49 site visits of projects ending in FY 2006, it was found that 165 jobs were created through ANA funding. From this, a baseline was established using the following calculation: 165 divided by 49 = 3.4 jobs per project, multiplied by 220 (average # of ANA projects) = 748. ANA will continue to explore data collection methods that reliably capture all of the jobs created, retained, and sustained as a result of ANA funding.

Annual Measure	FY	Target	Result
9B. Increase the number of projects involving youth in Native American communities. (<i>outcome</i>)	2008	TBD	Jan-09
	2007	TBD	Jan-08
	2006	Baseline	160
9C. Increase the number of intergenerational projects in Native American communities. (<i>outcome</i>)	2008	TBD	Jan-09
	2007	TBD	Jan-08
	2006	Baseline	143
Data Source: Administration for Native Americans (ANA) monitoring and impact evaluation tools.			
Data Validation: Please see the previous performance detail under measure 9A for an explanation.			
Cross Reference: This performance measure supports HHS Strategic Goals 6 and 7. This measure also supports the Secretary's 500-Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."			

Regarding annual measure 9B (projects involving youth), meeting the needs of Native American youth is a component of many ANA projects and is reflected in ANA's Social and Economic Development Strategies (SEDS) program area as well as its Native Language Preservation and Maintenance program area. ANA has developed youth-specific impact/performance indicators to gauge the extent to which

grantees are targeting – and meeting – the needs of today’s Native youth. Examples of offerings under this measure include after-school projects, Native youth camps, mentoring programs, and conflict-resolution workshops for youth. Based on 49 site visits of projects ending in FY 2006, it was found that 36 projects involved Native American youth. From this, a baseline was established using the following calculation: 36 divided by 49 = 73 percent of projects involved youth, multiplied by 220 (average # of ANA projects) = 160.

Annual measure 9C (projects involving both elders and youth) relates to the heart of many ANA-funded projects. These projects facilitate the passing-on of cultural traditions from elders to youth and instill greater pride and self-worth. Many of these projects are supported through ANA’s Native Language Preservation and Maintenance program area although projects in the Social and Economic Development Strategies (SEDS) program area are increasingly bridging the generational divide and bringing together youth and elders to promote and preserve Native American cultures. Based on 49 site visits of projects ending in FY 2006, it was found that 32 projects offered intergenerational opportunities for native youth and elders. From this, a baseline was established using the following calculation: 32 divided by 49 = 65 percent of projects offered intergenerational opportunities, multiplied by 220 (average # of ANA projects) = 143.

9.2 LT Long Term Goal: Increase the number of community partnerships formed by ANA grantees to five percent over the baseline by the year 2010.			
Annual Measure	FY	Target	Result
9D. Increase the number of community partnerships formed by ANA grantees. (outcome)	2008	TBD	Jan-09
	2007	TBD	Jan-08
	2006	Baseline	1,760
Data Source: Administration for Native Americans (ANA) monitoring and impact evaluation tools.			
Data Validation: Please see the previous performance detail under measure 9A for an explanation.			
Cross Reference: This performance goal and related measure support HHS Strategic Goal 6.			

Regarding long term goal 9.2 and annual measure 9D, ANA encourages grantees to partner with other Tribes, organizations, and agencies to maximize ANA funds and further advance their project goals. ANA works with grantees to encourage partnership development and ensure that they are reaching their leveraging potential. Based on 49 site visits of projects ending in FY 2006, it was found that grantees had formed 379 partnerships. From this, a baseline was established using the following calculation: 379 divided by 49 = 8 partnerships per project, multiplied by 220 (average # of ANA projects) = 1,760.

Efficiency Measure	FY	Target	Result
9E. Increase the percentage of applicants who receive ANA Training/Technical Assistance (T/TA) and go on to score in the funding range. (OMB approved)	2008	49%	Nov-08
	2007	47%	Nov-07
	2006	45%	40%
	2005	Baseline	43%
Data Source: T/TA Quarterly Reports, ANA application data, and Panel Review scores for applications.			
Data Validation: ANA is in the process of developing and field testing new tools to monitor new, existing, and past grantee use of ANA T/TA.			
Cross Reference: This efficiency measure supports HHS Strategic Goal 6.			

Efficiency measure 9E tracks the effectiveness of ANA dollars that are spent on training and technical assistance (T/TA) services. ANA provides T/TA at no cost to potential applicants, with the goal of helping these applicants develop and submit projects that score in the “funding range.” All project applications are scored on a scale of 0 through 100 by independent application reviewers from Native communities who are knowledgeable in ANA’s program areas. Projects scoring between 70 and 100 are

considered to be in the “funding range.” ANA collects information from its T/TA providers, which includes the names of all Tribes and organizations that received T/TA assistance with their ANA applications. This information is cross-referenced with the applications that are submitted to determine whether these training services are meeting their intended objective (i.e., to equip potential applicants with the skills needed to conceptualize, prepare and submit viable applications to ANA). Because the funding range is static, and because the scores which determine whether or not an applicant lands in the funding range are determined by external, independent sources, this is a valuable measure which helps ANA to determine the effectiveness of its T/TA services in achieving their intended results.

FY 2006 results for this efficiency measure show a small decrease in the percentage of applicants who received ANA T/TA and went on to score in the funding range. While there were several variables that may have affected this result (e.g., this was the first year ANA grantees submitted applications electronically, and some reported glitches which prevented them from submitting comprehensive applications), ANA is looking at making improvements in three areas related to this measure: 1) Training quality – ANA will conduct on-site evaluations of T/TA contractors’ training sessions and explore innovative T/TA content and delivery alternatives. ANA is also analyzing common pitfalls of low-scoring applications to better focus the T/TA curriculum. 2) Data collection and analysis – currently, ANA’s four regional T/TA contractors provide training data to ANA quarterly, and all use their own discrete tracking systems. ANA has commissioned a standardized reporting system for FY 2007 which will require T/TA contractors to provide ANA with details of all T/TA as it happens – ensuring uniform tracking and timely reporting from each T/TA contractor. Ensuring data are reported accurately will aid in more accurate measurement of this performance measure. 3) ANA has been working with the Office of Information Systems to provide feedback regarding glitches in the electronic submission process – changes are underway and improvements have already been made.

10. Compassion Capital Fund

10.1 LT Long Term Goal: Increase the proportion of Compassion Capital Fund (CCF) assisted faith-based and community organizations (FBCOs) awarded funding from federal, state, local, or private sources by 15 percent and 10 percent by FY 2011, for the Demonstration Program and Targeted Capacity Building (mini-grant) Program respectively.			
Annual Measure	FY	Target	Result
10A. Increase the proportion of CCF-assisted FBCOs awarded funding from federal, state, local, or private sources for the Demonstration Program. <i>(outcome)</i>	2011	Baseline +15%	April-12
	2010	Baseline +12%	April-11
	2009	Baseline +9%	April-10
	2008	Baseline +6%	April-09
	2007	Baseline +3%	April-08
	2006	Baseline	April-07
10B. Increase the proportion of CCF-assisted FBCOs awarded funding from federal, state, local, or private sources for the Targeted Capacity Building Program. <i>(outcome)</i>	2011	Baseline +10%	April -12
	2010	Baseline +8%	April-11
	2009	Baseline +6%	April-10
	2008	Baseline +4%	April-09
	2007	Baseline +2%	April-08
	2006	Baseline	April-07

10.2 LT Long Term Goal: Increase the ratio of capacity building activities achieved by CCF-assisted FBCOs to CCF Demonstration Program and Targeted Capacity Building (mini-grant) funding by 20 percent by FY 2011.			
Annual Measure	FY	Target	Result
10C. Increase the ratio of capacity building activities achieved by CCF assisted FBCOs to CCF Demonstration Program and Targeted Capacity Building Program funding. (<i>outcome</i>)	2011	Baseline +20%	April-12
	2010	Baseline +16%	April-11
	2009	Baseline +12%	April-10
	2008	Baseline +8%	April-09
	2007	Baseline +4%	April-08
	2006	Baseline	April-07
Data Source: Outcomes are measured and reported by grantees through their annual and final reports. ⁹⁶			
Data Validation: The data are reported by CCF grantees under the Demonstration and Targeted Capacity Building programs. The data reported are reviewed by CCF staff for consistency, completeness and conformance with approved grant plans. CCF staff regularly examine grantee progress in relation to approved plans.			
Cross Reference: These performance measures support HHS Strategic Objective 6.5 and the Secretary's 500 Day Plan which focuses on, "Expanding choices for individuals in federal programs by increasing participation of faith-based and community groups."			

The Compassion Capital Fund (CCF) has as a primary purpose of enhancing the organizational capacity, service effectiveness, and funding opportunities for faith-based and community organizations (FBCOs). At least in part, the program can track its success by measuring the proportion of CCF-assisted FBCO's that are awarded funding from other sources and the capacity building activities achieved. Long term goals 10.1 and 10.2, as well as annual measures 10A, 10B and 10C, track success in this area. Data are expected in April of 2007.

Efficiency Measure	FY	Target	Result
10D. Increase the ratio of the total number of FBCOs assisted with CCF funds annually to the number of direct CCF grants to intermediaries. (<i>OMB approved</i>)	2011	Baseline +20%	April-12
	2010	Baseline +16%	April-11
	2009	Baseline +12%	April-10
	2008	Baseline +8%	April-09
	2007	Baseline +4%	April-08
	2006	Baseline	April-07
Data Source: Outcomes are measured and reported by grantees through their annual and final reports.			
Data Validation: Please see the previous performance detail under measure 11A for a detailed explanation.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 6.5 and the Secretary's 500 Day Plan which focuses on, "Expanding choices for individuals in federal programs by increasing participation of faith-based and community groups."			

To address CCF program efficiency, annual measure 10D builds on the controls inherent in the CCF grant structure. It allows the program to determine efficiency by focusing on ACF's ability to use CCF dollars

⁹⁶ Currently, CCF is in the process of instituting new reporting grantee guidelines to gather data for the newly proposed performance measures. For Intermediaries, information reported includes work plans detailing activities on outreach, selection, award, reporting and monitoring of sub-awardees. Intermediary semiannual progress report collects information on project milestones, units of service provided, a list of training and technical assistance engagements and a list of organizations receiving sub-awards. Mini grantees report semiannually on project milestones and a final report on accomplishments. Upon receipt, CCF staff log the reports and crosscheck reported information with grantee proposals for compliance with content and activities. When discrepancies or issues are identified, CCF staff contact the grantee to rectify the issue.

to build capacity among thousands of FBCOs throughout the country by means of grants awarded to a small number of intermediaries through the CCF Demonstration Program.

11. Federal Administration (President’s Management Agenda)

Annual Measure	FY	Target	Result
11A. Obtain ultimate ‘Green’ progress for each initiative under the President’s Management Agenda (PMA). (<i>outcome</i>)	2008	8 green scores on progress	Nov-08
	2007	8 green scores on progress ⁹⁷	Nov-07
	2006	7 green scores on progress ⁹⁸	Met green criteria for all initiatives in FY 2006
	2005	6 green scores on progress ⁹⁹	Met green criteria through 4 th quarter FY 2005 for all initiatives ¹⁰⁰
	2004	5 green scores on progress	5 green scores through 4 th quarter FY 2004
Data Source: The Assistant Secretary for Administration and Management and the Assistant Secretary for Resources and Technology in the Department of Health and Human Services.			
Data Validation: Data are validated via the Assistant Secretary for Resources and Technology (ASRT) reference OMB standards for “Green” in the President’s Management Agenda for Departments.			
Cross Reference: This annual measure supports HHS Strategic Goal 8 and the Secretary’s 500 Day Plan to improve budget and performance integration.			

Eight initiatives comprise the President’s Management Agenda (PMA): Strategic Management of Human Capital, Competitive Sourcing, Expanded Electronic Government, Improved Financial Performance, Improved Budget and Performance Integration, Eliminating Improper Payments, Real Property Asset Management and Faith-Based Initiatives. ACF is committed to achieving results through these eight PMA initiatives.

Regarding the strategic management of human capital, in FY 2006, ACF served in a leadership role in the development of the Office of Personnel Management (OPM) approved HHS Human Capital Competency Model that identified employee skills that are essential to achieving the agency’s strategic goals. ACF submitted to OPM its training model for all Mission Critical Occupations (MCOs). In partnership with HHS University, ACF established formal training classes to enhance the technical skills of grants management specialists. ACF’s leadership was highlighted most recently when the International Public Management Association for Human Resources (IPMA-HR) awarded ACF its annual Leading Edge Award.

For the fourth consecutive year, ACF has improved accountability by cascading the Assistant Secretary’s performance contract to managers and employees, linking employee performance plans to agency goals and performance measures. ACF successfully implemented its HHS approved FY 2006 Strategic Hiring Plan to build workforce. Focused on obtaining a more diverse workforce, ACF has created tracking measures to ensure diversity and has sustained workforce diversity at or above all governmental

⁹⁷ The ACF progress rating for the eighth initiative, “Faith-Based Initiatives” was introduced in the third quarter of FY 2006.

⁹⁸ The ACF progress rating for the seventh initiative, “Real Property,” was introduced in FY 2006.

⁹⁹ A sixth initiative, “Eliminating Improper Payments,” was introduced in FY 2005.

¹⁰⁰ Green criteria were met, except for Eliminating Improper Payments, where no ACF scorecard rating was applicable for the new initiative.

benchmarks.¹⁰¹ For the third consecutive year, ACF has used the student tuition assistance and loan reimbursement programs to retain high caliber talent.

Regarding competitive sourcing, ACF accelerated its Competitive Sourcing Plan in FY 2006 by completing thirteen comprehensive studies comprising 112 positions. As a result, ACF has successfully evaluated 62 percent of its commercial inventory to date, surpassing the Office of Management and Budget (OMB) approved “Green” Plan target by 18 percent. ACF has exceeded, within budgetary constraints, its goal for the number of re-training requests granted to employees affected by the competitive sourcing studies.

Regarding expanding electronic government, the Grants Center of Excellence (HHS/ACF COE) is an innovative Electronic Government initiative that supports multiple facets of the President’s Management Agenda. The HHS/ACF COE is an important component for seven partner agencies’ financial and programmatic stewardship. Because of the partner success, three new agencies selected the HHS/ACF COE for their grants management services in FY 2006 (USDA Food Safety and Inspection Service, HHS Health Resources and Services Administration, and Treasury Community Development Financial Institutions). As an HHS Grants Center of Excellence, ACF continues to support the Administration on Aging (AoA), the Indian Health Service (IHS) and the Centers for Medicare and Medicaid (CMS) in successfully deploying ACF’s grants system. ACF was selected by OMB to be one of only three government-wide agencies for providing e-business services to the entire Federal government. In addition, ACF has surpassed the OMB FY 2006 assigned goal for posting competitive application packages on Grants.gov at 165 percent of the goal.

In improving financial performance, for a third year, ACF was part of the HHS expedited and consolidated audit. The Department received another clean opinion on its FY 2005 audit (the seventh consecutive clean audit opinion for ACF, with no ACF-specific material weaknesses in FY 2005). ACF’s Federal Manager’s Financial Integrity Act (FMFIA) review revealed no material internal control weaknesses. ACF management has proactively participated in the development of the Unified Financial Management System (UFMS) at all levels from project governance through the provision of subject matter experts. UFMS was implemented as scheduled on October 16, 2006, and will provide capability for more timely and accurate information for management purposes and will standardize and streamline processes and procedures across the Department. In addition, ACF has successfully implemented the newly revised OMB Circular A-123, which requires a more rigorous testing of internal controls.

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

Regarding improper payments, in FY 2006, ACF continued to take a proactive role in OMB/HHS’ improper payment initiatives, negotiating plans and deliverables with HHS and OMB for ACF’s four A-11 identified programs. ACF’s contribution to Improper Payments is not only limited to internal

¹⁰¹ ACF uses data from the personnel system (managed by the HHS Program Support Center) to assess demographic, gender, and ethnic diversity across ACF and compare it within HHS and outside (federal-wide comparisons) to measure progress. ACF has recently also been able to overlay this information to mission critical occupations and average grade. Concerning privacy issues, these data are collected and computed without attribution to individuals and without inquiry of employees by ACF.

progress, but to the overall progress of the Department. In the FY 2005 Performance and Accountability Report (PAR), ACF reported a national error rate of 1.6 percent for the Head Start program--a significant reduction from the 3.9 percent error rate reported in the FY 2004 PAR. During FY 2006, ACF took aggressive action to develop a statistically valid methodology designed to produce an improper payment error rate for its Child Care program, reached agreement with HHS and OMB on a TANF “Green” Plan which will utilize the Office of the Inspector General (OIG) support to establish a national Temporary Assistance for Needy Families (TANF) improper payment error rate, and established a workgroup to implement the Foster Care administrative costs plan approved by HHS and OMB. In addition, through the exercise of proactive leadership in administering the Public Assistance Reporting Information System (PARIS) a significant number of new states have chosen to participate in the project, bringing the total to 42 states. ACF continues to conduct PARIS presentations at national conferences across the country and to actively solicit new states to join PARIS.

Regarding real property asset management, since the establishment of the Real Property initiative in FY 2005, ACF has actively assisted HHS leadership in the establishment of metrics for HHS Leased Space program and in revisions to the PHS Facilities Manual and the HHS Real Property Human Capital Retention Study. ACF provided current data in the HHS-wide real property inventory database for submission to the General Services Administration (GSA) in December 2005. All ACF program announcements and grants contain appropriate language regarding the requirements of the National Historic preservation Act (NHPA) to ensure proper stewardship of historic property.

Regarding faith-based initiatives, since its inception as a stand alone initiative in FY 2006, ACF has been a leader across the Administration for advancing the President’s Faith-Based Initiatives of including faith-based and community groups in federally-funded human and social services delivery. Through its oversight and aggressive implementation of key elements of the Faith-Based Community Initiatives agenda, including the Compassion Capital Fund and the Mentoring Children of Prisoners program, ACF has dramatically expanded the number of Faith-Based Communities (FBCs) partnering with HHS. ACF also has made significant progress in measuring the qualitative improvement in program performance by its FBCs. A recently-completed evaluation of Compassion Capital Fund grantees and sub-grantees shows significant increases in the capacity of participating organizations to meet the social and human services needs of the communities they serve.

12. Community Services Block Grant

12.1 LT Long Term Goal: By 2010, reduce poverty conditions for low-income individuals, families and communities by 20 percent over the baseline.			
Annual Measure	FY	Target	Result
12A. Reduce the number of conditions of poverty among low-income individuals, families, and communities as a result of community action interventions. ¹⁰² (outcome)	2008	4% increase from previous FY	Jul-09
	2007	4% increase from previous FY	Jul-08
	2006	4% increase from previous FY	Jul-07
	2005	20 million	27 million
	2004	Baseline	19 million
Data Source: Data collected by the CSBG Information System (CSBG/IS) survey administered by the National Association for State Community Services Programs (NASCS) includes both statistical and performance data.			

¹⁰² The performance measure is intended to track the impact of seven of twelve national performance indicators on the lives of low-income individuals, families, and communities. Each indicator includes specific quantifiable achievements (subcategories) that can be directly related to reducing conditions of poverty, e.g. gainful employment, obtaining safe and stable housing, and the creation of accessible “living wage” jobs in the community.

Data Validation: OCS and NASCSP have worked to ensure that the survey captures the required information. The CSBG Block Grant allows states to have different program years; this can create a substantial time lag in preparing annual reports. States and local agencies are working toward improving their data collection and reporting technology. In order to improve the timeliness and accuracy of these reports, NASCSP and OCS are providing states better survey tools and reporting processes.

Cross Reference: This performance goal supports HHS Strategic Objective 6.4 and the Secretary’s 5,000 Day Horizon, in which, “Government policies foster self-reliance and reward work.”

Long term goal 12.1 and annual measure 12A track the impact of seven of the twelve national CSBG performance indicators on the lives of low-income individuals, families, and communities. Each indicator includes specific quantifiable achievements (subcategories) that can be directly related to reducing conditions of poverty, e.g. gainful employment, obtaining safe and stable housing, and the creation of accessible “living wage” jobs in the community. FY 2004 data indicate that 19 million conditions of poverty among low-income individuals, families, and communities were reduced or eliminated as a result of community action interventions. For example, in response to emergency and safety-net services, 9.2 million service units (e.g. shelter, emergency medical care, food distribution) were provided, ; and, 3.8 million service units were provided for employment and family stability, including obtainment of child care, transportation, food, or health care. In FY 2005, 27 million conditions of poverty were reduced or eliminated, which significantly exceeded the target of 20 million. FY 2005 was the second year in which the CSBG network collected data on the National Performance Indicators. Major changes in reporting systems sometimes result in a fluctuation in the numbers being reported. As such, this increase may be explained by the grantees providing more accurate information, due to standardization of their reports.

Efficiency Measure	FY	Target	Result
12B. Reduce total grantee and sub-grantee CSBG administrative expenditures per individual served. (OMB approved)	2008	\$9.41	Jul-10
	2007	\$9.51	Jul-09
	2006	N/A	Jul-08
	2005	N/A	Jul-07
	2004	Baseline	\$9.61

Data Source: Data collected by the CSBG Information System (CSBG/IS) survey administered by the National Association for State Community Services Programs (NASCSP) includes both statistical and performance data.

Data Validation: Please see the previous performance detail table under measure 12A for a detailed explanation.

Cross Reference: This performance goal supports HHS Strategic Objective 6.4, and was developed as a result of the PART review. This measure also supports the Secretary’s 5,000 Day Horizon, in which, “Government policies foster self-reliance and reward work.”

Efficiency measure 12B tracks administrative costs per individual served through the Community Services Block Grant. OMB has provisionally approved this efficiency measure. The program is continuing to explore options for improved measurement of outcomes and efficiency.

13. Assets for Independence (Individual Development Accounts)

13.1 LT Long-Term Measure: Degree to which participants improve their economic situation, measured by income, net worth, and/or asset retention at two and five years after asset purchase.			
Annual Measure	FY	Target	Result ¹⁰³
13A. Increase the annual amount of Assets for Independence (AFI) Individual Development Account (IDA) savings (earned income only) participants use for the three asset purchase goals. (<i>outcome</i>)	2008	Average of two previous years, plus growth factor ¹⁰⁴	Feb-09
	2007	Average of two previous years, plus growth factor	Feb-08
	2006	Average of two previous years, plus growth factor (\$4,936,397)	Feb-07
	2005	Baseline	\$3,772,417
	2004	Pre-baseline	\$3,384,236
13B. Increase in the number of participants who withdraw funds for the three asset purchase goals. (<i>outcome</i>)	2008	Average of two previous years, plus growth factor ¹⁰⁵	Feb-09
	2007	Average of two previous years, plus growth factor	Feb-08
	2006	Average of two previous years, plus growth factor (2,969)	Feb-07
	2005	Baseline	2,925 participants
	2004	Pre-baseline	890 participants
Data Source: Annual Progress Report; Annual Data Collections for Reports to Congress.			
Data Validation: ACF collects data annually from grantees on participants' progress in their transition out of poverty (e.g., the number who open IDAs, the number who complete financial education training, the amount of earned income participants save in IDAs, the number of participants who withdraw savings to purchase an appreciable asset, the amount of funds withdrawn for these purposes, and so forth). ACF requires each grantee to provide a well-developed plan for collecting, validating, and reporting the necessary data in a timely fashion. In addition, grantees must agree to participate in the national program evaluation and are urged to carry out an ongoing assessment of the data and information collected as an effective management/feedback tool in implementing their project.			
Cross Reference: These performance measures support HHS Strategic Objective 6.4 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

Annual measures 13A and 13B are two components of one new outcome measure developed in coordination with AFI Program grantees, in response to recommendations from the PART review. Measure 13A is the amount of savings (earned income) participants withdraw from their IDAs for purchase of any of three assets (e.g., first home, small business or post-secondary education). Measure 13B tracks the number of participants who withdraw IDA funds to purchase these assets. FY 2005 is the baseline year.

ACF calculates the annual targets on results from the prior two years.¹⁰⁶ The targets are the average of Year 1 and Year 2 IDA savings deposits used for purchases multiplied by the percentage growth in the

¹⁰³ Grantees provide data on the status of their work as of September 30 annually. They submit the data by December 1. ACF finalizes the information by February annually.

¹⁰⁴ See formula in narrative discussion below table.

¹⁰⁵ See formula in narrative discussion below table.

number of IDAs opened in Year 2. For example, for FY 2006, the target is the average of savings used for purchases in 2004 and 2005 plus a 36 percent growth factor.¹⁰⁷ Annual targets for the number of participants who withdraw IDA funds are based on the same formula as above: average of the number of participants who made withdrawals in the prior two years plus the annual percentage growth in IDAs.

Participants access their IDA savings after regularly depositing earned income and graduating from training on purchasing and sustaining a long term asset. By the time they make a withdrawal, participants have attended general financial literacy education and asset-specific training that equips them for home ownership, business management, or education. ACF expects that participants who save in an IDA and purchase a long term asset will have better quality of life, greater amount of intergenerational economic well-being, higher educational performance, and more stable family life.

The long term outcome measure is being developed. It will measure the overall impact of AFI IDAs on participants' economic standing and self-sufficiency. As currently planned, ACF will survey a sample of AFI Project participants at enrollment and at two and five years after they purchase an asset with IDA savings. Data elements may include income, credit score, net worth, and/or asset retention.

Efficiency Measures	FY	Target	Result ¹⁰⁸
13C. Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of year one of the five-year AFI project. (OMB approved)	2008	0.88	Feb-09
	2007	0.88	Feb-08
	2006	0.88	Feb-07
	2005	0.88	1.57
	2004	Baseline	0.88
13D. Maintain the amount of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of the five-year AFI project. (OMB approved)	2008	7.23	Feb-09
	2007	7.23	Feb-08
	2006	7.23	Feb-07
	2005	7.23	5.86
	2004	Baseline	7.23 ¹⁰⁹
Data Source: Annual Data Collections for Report to Congress; grantee draw down information from the HHS Payment Management System.			
Data Validation: All AFI grantees submit detailed information annually including the amount of earned income deposited in participant IDAs. The Office of Community Services (OCS) and its contractors assist grantees with the data collection to ensure that reported data are reasonably accurate. Grantees access their federal grant from the HHS Payment Management System. HHS ensures that system information is accurate.			
Cross Reference: These efficiency measures support HHS Strategic Objective 6.4 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

¹⁰⁶ The baseline is an average of 2004 and 2005 because that period reflects the overall results of the first grantee cohort. These grantees received grants in 1999 for their five-year projects. Nearly one-half of those grantees completed their work in December 2004. The remainder received 12-month project period extensions and, therefore, continued through December 2005.

¹⁰⁷ The 36 percent is the growth rate in the number of IDAs between 2004 and 2005. This is not the change in dollars saved or participants withdrawing funds; rather, it is rate of growth in the number of IDAs. As the number of IDAs increases, the potential savings (measure 14A) and withdrawals (measure 14B) will also increase. We anticipate that the growth rate will increase from year to year, particularly as HHS awards more AFI grants and low-income families learn more about the benefits of saving in IDAs.

¹⁰⁸ Grantees provide data on the status of their work as of September 30 annually. They submit the data by December 1. ACF finalizes the information by February annually.

¹⁰⁹ The baseline may shift as ACF collects more data. The FY 2004 data show the results of the first grantee cohort. That cohort is anomalous because a large portion of the grantees in that group received supplemental grants in the second year of their project period. No other cohort has received supplemental grants in this way. Therefore, this cohort's results may differ from the results of later grantee groups. We will watch the data closely to determine whether it would be useful to adjust the baseline.

Efficiency measures 13C and 13D are components of one efficiency measure, developed with recommendations from the PART review. These measures track the ratio between program outputs (amount of earned income participant's deposit) and inputs (the maximum amount of AFI grant funds grantees may use for programmatic and administrative functions). The numerator is the sum of amounts deposited by participants in the grantee cohort.¹¹⁰ The denominator is 13 percent of the sum of all federal grants drawn down by grantees in the cohort.¹¹¹

The measure is calculated two times: at the end of the first and fifth years of each grantee cohort's project period. ACF uses two calculations because the AFI Projects have distinct phases. In the early phases, a typical grantee allocates a larger portion of grant funds for programmatic activities while participants save a relatively small amount. Later in the project period, grantees use fewer grant funds for programmatic activities, while the cumulative amount of participant savings has grown larger. The two calculations will serve as early- and end-of-project benchmarks for future cohorts. The target is to maintain the current level of efficiency.

The FY 2005 data is the initial "test" of this efficiency measure. Program grantees in their first year exceeded the target by a substantial amount. Grantees at the five year mark slightly missed their target. Given that the AFI program is still relatively new, these might not be meaningful results. We anticipate that the program will begin to show more consistent results with a few more years of data.

The program continues to work with the grantees to develop effective performance measures for reports to OMB and HHS, and a menu of performance indicators grantees will use to manage their AFI Projects.

14. Family Violence Prevention and Services

14.1 LT Long Term Goal: By FY 2010, maintain the number of federally recognized Indian Tribes that have family violence prevention programs at 205.			
Annual Measure	FY	Target	Result
14A. Maintain the number of federally recognized Indian Tribes that have family violence prevention programs. (<i>output</i>)	2008	205	Sep-08
	2007	205	Sep-07
	2006	190	188
	2005	205	188
	2004	200	184
	2003	195	180
	2002	190	184
	2001	189	181
	2000	174	187
	1999	162	174
	1998	Baseline	174
Data Source: Family Violence Prevention Applications.			
Data Validation: Applications are processed, and Tribal violence prevention program grants are awarded, via the Family and Youth Services Bureau (FYSB) in ACF.			

¹¹⁰ A cohort is the group of grantees that receive AFI grants in a particular fiscal year. For example, the 2001 cohort is made up of organizations that received AFI grants in FY 2001 and administered AFI Projects over the five year period 2001 – 2006.

¹¹¹ The 13 percent represents the portion of AFI grant funds and an equal amount of nonfederal cash contributions that grantees can manipulate to increase efficiencies. They may use these funds for programmatic and administrative functions including, for example, economic literacy training, credit counseling and repair, case management, asset purchase counseling, and access to other supportive services, staff, and so forth. The grantees have no discretion over the remaining 87 percent of the grant funds or of the equal amount of nonfederal cash required for this program. Those funds must be used to "match" participants' IDA savings and to support data collection for the program evaluation.

Cross Reference: This performance goal supports HHS Strategic Objectives 1.6 and 3.6, and the Secretary’s 5,000 Day Horizon, in which, “Children are protected from abuse and neglect.”

The Family Violence Prevention and Services Act (FVPSA) program provides technical assistance¹¹² and information to the states and Indian Tribes, in order to increase the number of Indian Tribes that sponsor family violence prevention programs. Over the past decade, the number of grants to Indian Tribes for preventing family violence has increased. In FY 2005 the FVPSA program awarded grants to 188 Indian Tribes and Alaskan Native Villages; however the program did not meet the goal for Tribal communities participating in the FVPSA program. The shortfall in the number of grantees for this program among the Tribes and Villages continues to be partly a function of staff turnover in the Tribes and Alaska Native Villages, inexperience of the program staff in Tribal social service programs, and disinterest on the part of some eligible Tribes and Villages.

Feedback from the Tribal Grantee Conferences in FY 2005 have indicated that the difficulty of recruitment of additional Tribes and Villages results not only from turnover and recruitment but from the attraction of increased compensation in other areas of employment. This additional feedback from the Tribal Conferences will be a consideration in developing the direction of our technical assistance efforts that we will continue to provide through our resource centers to Tribes and Alaskan Native Villages.

Given the stalled recruitment of Tribes and Alaskan Native Villages into the FVPSA program, ACF revised the target for FY 2006 to 190 Tribal and Village participants. ACF initiated a review of previous grantee lists and followed-up directly during FY 2006 with awardees that have discontinued their participation and provide technical assistance and guidance to enable their return.

14.2 LT Long Term Goal: By FY 2010, the average number of calls per month to which the National Domestic Violence Hotline responds to reaches 17,000.

Annual Measure	CY ¹¹³	Target	Result
14B. Increase through training the capacity of the National Domestic Violence Hotline to respond to an increase in the average number of calls per month (as measured by average number of calls per month to which the hotline responds). (<i>outcome</i>)	2008	16,000 calls	Dec-09
	2007	15,500 calls ¹¹⁴	Dec-08
	2006	15,000 calls	Jan-08
	2005	14,500 calls	16,500 calls
	2004	12,500 calls	16,000 calls
	2003	12,000 calls	14,000 calls
	2002	11,500 calls	12,500 calls
	2001	11,000 calls	13,800 calls
	2000	Baseline	11,000 calls
	1999	Pre-baseline	11,000 calls
	1998	Pre-baseline	8,000 calls

Data Source: Administrative Data of National Domestic Violence Hotline (NDVH).

Data Validation: Data are maintained by the National Domestic Violence Hotline and reported to ACF. All calls are counted electronically, including calls that are responded to and calls that are “dropped” (when callers hang up). Calls are tracked for time, location, status of caller, and reason for call.

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

¹¹² A collaborative effort among the national resource center network and selected state domestic violence coalitions provides this technical assistance.

¹¹³ Data are calculated on a calendar year, not a fiscal year (as was erroneously reported in previous performance budgets).

¹¹⁴ FY 2006 and FY 2007 targets continue historical trends for targets for this measure. Note that calls spiked in FY 2004 and FY 2005 due to heavy hurricane activity in multiple states. Nevertheless, in the absence of such catastrophes, ACF still expects to meet targets for FY 2006 and FY 2007.

Staff and volunteers on the National Domestic Violence Hotline (NDVH) provide victims of domestic violence, and those calling on their behalf, crisis intervention, information about domestic violence, and referrals to local service providers. Each year, both the number of incoming calls and the number of calls responded to by advocates have increased.¹¹⁵ ACF's target to increase the capacity of the NDVH to respond to an increased average-calls-per-month was met and exceeded in CY 2005: the NDVH responded to an average of 16,500 calls per month, exceeding its target of 14,500 by 13 percent. During the six-month period from October 1, 2005 thru March 30, 2006 the NDVH responded to 97,915 calls for an average of 16,319 calls per month. Surpassing the CY 2005 target was accomplished by technological improvements, improving staffing patterns for Hotline coverage, and on-going training for advocacy staff.¹¹⁶

Efficiency Measure	CY ¹¹⁷	Target	Result
14C. Shorten the average “wait time” (on calls to the National Domestic Violence Hotline) in order to increase the number of calls responded to and that provide needed information to callers. (OMB approved)	2008	3% reduction under previous CY	Mar-09
	2007	3% reduction under previous CY	Mar-08
	2006	3% reduction under previous CY	Mar-07
	2005	Baseline	0:26
	2004	Pre-baseline	0:34 ¹¹⁸
Data Source: Administrative Data of National Domestic Violence Hotline.			
Data Validation: Data are maintained by the National Domestic Violence Hotline and reported to ACF.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 1.6.			

Efficiency measure 14C focuses on “wait time” on the National Domestic Violence Hotline (NDVH). From January to December of 2005, the Hotline received 231,305 calls and answered 201,064 – meaning that 30,241 calls were abandoned before they were able to be answered. Although these 30,241 abandoned calls constitute 13 percent of all calls received, the rate is an improvement over the 2004 percentage of abandoned calls – 17 percent. The NDVH will continue to utilize the technological improvements that may be available to it, as well as consider current staffing patterns¹¹⁹ as they implement efforts to reduce the “wait time” for individuals that have placed calls to the Hotline. As part of the capacity building effort to increase the advocates’ ability to respond to sexual assault and crisis calls, in-service training is continually provided to the advocates to ensure that all advocates have up-to-date knowledge and skills.

Efficiency Measure	FY	Target	Result
14D. Reduce the Family Violence Prevention Services Act (FVPSA) dollars spent per “bed night.” ¹²⁰ (OMB approved)	2008	TBD	Dec-10
	2007	TBD	Dec-09
	2006	TBD	Dec-08
	2005	Baseline	Dec-07
Data Source: Reports by 100 shelters that receive a significant portion of funding via FVPSA and other public and private funding sources.			

¹¹⁵ In FY 2001, the National Domestic Violence Hotline’s capacity to receive and respond to calls was expanded by a one-time grant from a corporate contributor resulting in a response of 13,800 average calls per month exceeding the projected target by 2,800 calls. Since its implementation in February of 1996, the Hotline has responded to over 1.2 million calls.

¹¹⁶ Although the spike in calls from October 1, 2005 through March 30, 2006 was in part due to the impact of hurricanes Katrina and Rita, ACF is not changing the target for FY 2006 and fully expects the current target to be met and possibly exceeded.

¹¹⁷ Data are calculated on a calendar year, not a fiscal year (as was erroneously reported in previous performance budgets).

¹¹⁸ Data have been revised to current results, replacing former result of 2:00 in 2004.

¹¹⁹ Staff are arrayed when there are spikes in the number of incoming calls generated by external organizations, such as television program, public service announcements, and other non-Hotline outreach activities.

¹²⁰ “Bed nights” refers to nights spent in a domestic violence shelter, whether the nights are spent by an adult female, adult male, or child, this term will also be used as a proxy for the core set of services in support of a bed night.

Data Validation: To be determined.
Cross Reference: This efficiency measure supports HHS Strategic Objective 1.6.

Efficiency measure 14D originally considered the cost of “bed nights,” or nights spent in a domestic violence shelter by adult females, adult males, or children. This measure will require some modification as it will change in the upcoming months. The program is seeking to concentrate on the maintenance of the quality of services, the cost of core services in battered women’s shelters compared to the cost in other publicly funded shelters (if possible), and the impact of extensive volunteer commitments to any efficiency measure. The Family Violence Prevention Services Act (FVPSA) program in ACF believes that this measure will more adequately track shelter efficiency than simpler unit-cost measures. At present, the program intends to narrow the universe of shelters to 100 shelters which have federal dollars as a significant portion of income, thereby enabling ACF to focus on FVPSA funding; nevertheless, the 100 shelters will represent a number of shelter models and will therefore be representative of all shelters funded by FVPSA monies.

A cost-efficiency workshop, with participants representing state agencies, domestic violence coalitions, domestic violence resource centers, and researchers from institutes of higher education was convened on April 4, 2006 and took many steps to implement this efficiency measure. The term “core services” was substituted for “bed nights” as it more adequately reflects the universe of what domestic violence programs provide; the participants affirmed that quality assurance measures are as important as cost efficiency; and the participants confirmed that service definitions and program standards, as well as quality assurance standards, need to be identified and agreed to by March 2007. Sub-tasks have been identified and assigned and the workshop participants are scheduled for additional meetings as needed in CY 2006 and a full workshop meeting in January 2007 in Washington, DC. Workshop participants agreed that this issue is of such importance that with the establishment of a baseline for the efficiency measure, a report of the workshop’s findings and results will be provided in December 2007.

Refugee and Entrant Assistance¹²¹

15. Transitional and Medical Services

15.1 LT Long Term Goal: Increase the percent of cash assistance terminations due to earned income from employment for those refugee clients receiving cash assistance at employment entry to 62.29 percent by FY 2010.			
Annual Measure	FY	Target¹²²	Result¹²³
15A. Increase the percent of cash assistance terminations due to earned income from employment for those clients receiving cash assistance at employment entry. (<i>outcome</i>)	2009	61.07%	Dec-10
	2008	59.87%	Dec-09
	2007	58.70%	Dec-08
	2006	57.55%	Dec-07
	2005	61.78%	56.42%
	2004	Baseline	60.57%
Data Source: Quarterly Performance Report (Form ORR-6). ¹²⁴			
Data Validation: Desk monitoring and tracking of performance report data occur quarterly in the state-administered and Wilson-Fish programs. Data are validated by periodic desk and on-site monitoring, in which refugee cases are randomly selected and reviewed. During on-site monitoring, outcomes reported by service providers are verified with both employers and refugees to ensure accurate reporting of job placements, wages, and retentions.			
Cross Reference: This performance goal supports HHS Strategic Objective 6.1 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

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

Regarding annual measure 15A and related long term goal 15.1, a cash assistance termination is defined as the closing of a cash assistance case due to earned income in an amount that is predicted to exceed the state's payment standard for the case based from employment on family size, rendering the case ineligible for cash assistance. Success under this measure would indicate that the CMA program is meeting its goal of promoting economic self-sufficiency through cash and medical assistance to newly arriving refugees (who are eligible for this assistance for only up to eight months after arrival in the U.S.).

¹²¹ Given the uncertainty of final FY 2007 appropriation levels at the time ACF developed this performance budget, the FY 2007 targets were not modified to reflect differences between the President's Budget and the Continuing Resolution funding levels. Enacted funding may require modifications to the performance measures for these programs.

¹²² As part of a review of the Office of Refugee Resettlement's (ORR) data collection and reporting systems undertaken in July and August of 2006, it was shown that the previous method for calculating the cash assistance termination rate was inaccurate. The previous method used the total number of refugees entering employment as the denominator for computing the termination rate (i.e., cash terminations / total entered employments). The correct denominator, however, is the total number of refugees entering employment who were receiving cash assistance (i.e., cash terminations / total entered employments by those receiving cash assistance). The previous calculation significantly underreported the actual cash assistance termination rate. The current figures included in the table are correct and include recalculations of the 2004 baseline and the successive targets. Targets were recalculated with a two percent increase over the previous year's actual or target rates (i.e., a two percent increase from the 60.57 percent baseline equals $(60.57\%)*(102\%)$, or a 2005 target of 61.78 percent).

¹²³ See note above.

¹²⁴ Data are submitted quarterly by all grantees participating in the state-administered and Wilson-Fish programs via the Quarterly Performance Report (QPR) (Form ORR-6). Baseline data for all measures were derived from FY 2002 annual unduplicated outcome data as reported on the annual Outcome Goal Plans through FY 2002. As of FY 2003, targets are set based on the previous year's actual performance.

15.2 LT Long Term Goal: Increase the average hourly wage of refugees at placement (employment entry) to \$8.45/hour by FY 2010.			
Annual Measure	FY	Target ¹²⁵	Result ¹²⁶
15B. Increase the average hourly wage of refugees at placement (employment entry). (<i>outcome</i>)	2009	\$8.37	Dec-10
	2008	\$8.29	Dec-09
	2007	\$8.20	Dec-08
	2006	\$8.12	Dec-07
	2005	\$8.02	\$8.04
	2004	Baseline	\$7.94
Data Source: Quarterly Performance Report (Form ORR-6).			
Data Validation: Please see the previous performance detail table under measure 15A for a detailed explanation.			
Cross Reference: This performance goal supports HHS Strategic Objective 6.1 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

Measure 15B and the related long-term goal examine the quality of jobs obtained by refugees who have received assistance under the Refugee Cash and Medical Assistance (CMA) program. FY 2005 saw a \$0.10 increase in the aggregate average wage from the FY 2004 baseline, besting the target by \$0.02. Of the 48 states and 13 California counties reporting average wages, 31 states and 10 California counties had wages higher than the goal of \$8.02. Success under this measure indicates that the CMA program is meeting its goal of promoting economic self-sufficiency to newly arriving refugees; by providing cash and medical assistance for a limited period of up to eight months, the Office of Refugee Resettlement (ORR) provides assistance and incentives such as training bonuses, early employment bonuses, and job retention bonuses that help refugees move quickly into good-quality jobs.

Efficiency Measure	FY	Target	Result
15C. For refugees receiving Temporary Assistance for Needy Families (TANF) or other forms of federal cash assistance, shorten the length of time from arrival in the U.S. to achievement of self-sufficiency. ¹²⁷	2008	TBD	Dec-09
	2007	Baseline	Dec-08
Data Source: Quarterly Performance Report (Form ORR-6).			
Data Validation: Please see the previous performance detail table under measure 15A for a detailed explanation.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 6.1 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

The annual efficiency measure above reflects ORR's efforts to improve grantees' efficiency in helping refugees and entrants terminate federal cash assistance by obtaining unsubsidized employment. ORR is

¹²⁵ As part of a review of ORR's data collection and reporting systems undertaken in July and August of 2006, it was determined that the previous method for calculating average wages was suboptimal and a new weighted average has been implemented which represents a more precise metric for this measure. The previous calculation used a simple average of the individual state averages (i.e. total sum of state averages / total number of states). This methodology gave as much weight in the aggregate average to small states having only a couple of entered employments as to large states having several thousand. The new weighted average takes into account the number of entered employments in a given state and represents a more precise measurement of aggregate average wage (i.e., ((Alabama total full time entered employments * Alabama average wage) + (Alaska total full time entered employments * Alaska average wage)... + (Wyoming total full time entered employments * Wyoming average wage)) / aggregate total of full time entered employments). Targets were recalculated with a 1 percent increase over the previous year's actual or target.

¹²⁶ See note above.

¹²⁷ As part of a review of ORR's data collection and reporting systems undertaken in July and August of 2006, it was shown that the previous language of this efficiency measure was problematic for data reporting. This efficiency measure reflects updated language to allow for an accurate reporting mechanism, and is currently in the process of being proposed for approval by OMB.

currently working to revise its reporting tools to gather appropriate data to effectively measure this length of time.

16. Matching Grants

16.1 LT Long Term Goal: Increase the percentage of clients enrolled in the Matching Grant program who achieve economic self-sufficiency by the 180th day to 80.5 percent by CY 2009.			
Annual Measure	CY	Target	Result
16A. Increase the percent of refugees who enter employment through the Matching Grant (MG) program as a subset of all MG employable adults by a percent of the prior year's actual percentage outcome. ¹²⁸ (outcome)	2008	Increase by 1% over prior year	Dec-09
	2007	Increase by 1% over prior year	Dec-08
	2006	Increase by 3% over prior year	Dec-07
	2005	74.16%	74.24%
	2004	71.10%	72.00%
	2003	72.10%	69.00%
	2002	14,576 (78.00%)	70.00%
	2001	9,504	13,882 (50.51%)
	2000	9,051	10,931
	1999	8,620	9,713
1998	Baseline	8,049	
16B. Increase the percent of refugees who are self-sufficient (not dependent on any cash assistance) within the first four months (120 days) after arrival by a percent of the prior year's actual percentage outcome. ¹²⁹ (outcome)	2008	Increase by 1% over prior year's actual outcome	Dec-09
	2007	Increase by 1% over prior year's actual outcome	Dec-08
	2006	Increase by 3% over prior year's actual outcome	Dec-07
	2005	74.16%	78.00%
	2004	72.10%	73.00% ¹³⁰
	2003	74.16%	70.00%
	2002	10,860 (81.00%)	72.00%
	2001	6,176	10,442
	2000	5,938	10,597
	1999	5,710	6,497
1998	Baseline	5,194	
16C. Increase the percent of refugees who are self-sufficient (not dependent on any cash assistance) within the first six months (180 days) after arrival by a percent of the prior year's actual percentage outcome. (outcome)	2008	80.0%	Dec-09
	2007	79.5%	Dec-08
	2006	79.0%	Dec-07
	2005	78.0%	81.0%
	2004	Baseline	78.0% ¹³¹

Data Source: Matching Grant Progress Report forms.¹³²

¹²⁸ Prior to FY 2002, this measure reported on numbers of refugees rather than percentages.

¹²⁹ Prior to FY 2002, this measure reported on numbers of refugees rather than percentages.

¹³⁰ This figure has been updated from the previously reported data as a result of updated program information.

¹³¹ This figure has been updated from the previously reported data as a result of updated program information.

Data Validation: Data are validated with methods similar to those used with Quarterly Performance Reports. Please see the previous performance detail table under measure 15A for a detailed explanation. Note that there are only two staff (less than two Full-Time Equivalents [FTEs]) in the Office of Refugee Resettlement (ORR), in ACF, that are working on the Matching Grant program, and additional staff may be necessary to adequately monitor this program.

Cross-Reference: The long-term goal and measure 16C were established during the PART review. This performance goal supports HHS Strategic Objective 6.1 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."

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

- 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

Only the first three outcome measures are included in the above table. Long term goal 16.1 and annual measure 16C are focused on self-sufficiency at 180 days, due to the Matching Grant Program's recent increased emphasis on this timeline. In addition to implementing these measures, the Matching Grant Program also implemented, starting in CY 2005, a performance-based award system whereby grantees receive increases or cuts in their funding (and, consequently, their caseload) based on their ability to achieve overall refugee self-sufficiency at 180 days.

The Matching Grant Program met CY 2004 targets on annual measures 16A and 16B.¹³³ With regard to the 80 percent target for the proposed long-term goal and the targets for the proposed outcome measures, ORR believes that these targets are also ambitious – especially considering the diversity of refugees currently served. Performance on all Matching Grant Program measures is dependent upon the size of the families that arrive in the U.S. and subsequently enroll in the Matching Grant Program. Unlike in the past 25 years when the U.S. brought in huge numbers of refugees from a limited number of countries, current refugee populations are coming from a far greater number of countries than ever before and are therefore increasingly diverse in language, culture, and the nature of their barriers to employment. Matching Grant Program affiliates throughout the country have accepted the challenge of working with this increasingly diverse and hard-to-employ group of clients.

¹³² Data for the Matching Grant program are submitted to ACF three times per year on the Matching Grant Progress Report form. Baseline data for the Matching Grant program are derived from the CY 2002 outcomes (prior to CY 2002, the data was reported in numbers rather than percentages, so the baseline shifted from 1998 to 2002). Matching Grant unduplicated annual performance data for a CY are submitted to ACF in February of the following year.

¹³³ Though these targets were met for CY 2004, the Office of Refugee Resettlement (ORR), in ACF, believes that the target of increasing outcomes by three percent each year is unsustainable. ORR proposes an increase of one percent per year starting in CY 2007; this target is more sustainable, though still ambitious.

Efficiency Measure	CY	Target	Result
16D. Increase the number of Matching Grant program refugees who are self-sufficient (not dependent on any cash assistance) within the first six months (180 days after arrival), per million federal dollars awarded to grantees (adjusted for inflation). (OMB approved)	2008	420	Dec-09
	2007	410	Dec-08
	2006	400	Dec-07
	2005	390	415
	2004	Baseline	385
Data Source: Matching Grant Progress Report forms. ¹³⁴			
Data Validation: Please see the previous performance detail table under measures 18A through 18C for a detailed explanation.			
Cross Reference: This efficiency measure was established during the PART review. This performance goal supports HHS Strategic Objective 6.1 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

This efficiency measure focuses on the 180-day (six month) self-sufficiency of refugees in the Matching Grant Program. The 180th day is, by far, the best measure of the program and results in the best accountability measure of what we get for the money. ORR went to performance based awards beginning in 2005. The performance based award is calculated with a formula that weighs 120-day and final 180-day self-sufficiency markers for each agency against the overall performance for the program. This has led to a dramatic improvement in performance of the weakest performer and improved outcomes for the program overall.

The Matching Grant Program awards approximately \$50 million in federal funding to grantees each calendar year, serving approximately 25,000 refugees annually. The number of refugees served is directly linked to the amount of federal money awarded by ORR to grantees, since the program provides \$2,000 in federal funds for each refugee served (and grantees must match that federal money when providing services). To calculate performance on this measure, the number of refugees who are self-sufficient at 180 days is divided by the federal award (in millions of dollars) to grantees for that year. The measure is adjusted for inflation with a baseline year of 2004, using the Consumer Price Index Inflation Calculator.

17. Victims of Trafficking

17.1 LT Long Term Goal: Increase the number of victims of trafficking certified to 800 per year by FY 2011.			
Annual Measure	FY	Target	Result
17A. Increase the number of victims of trafficking certified per year. (outcome)	2008	500	June-09
	2007	400	Jun-08
	2006	300	Jun-07
	2005	200	230 ¹³⁵
	2004	Baseline	163
Data Source: HHS database of trafficking victim certifications, based on information provided by the Department of Justice (DOJ), the Department of Homeland Security (DHS), and Office of Refugee Resettlement (ORR) Human Trafficking Program grantees.			

¹³⁴ Data for the Matching Grant program are submitted to ACF three times per year on the Matching Grant Progress Report form. Baseline data for the Matching Grant program are derived from CY 2002 outcomes. Matching Grant unduplicated annual performance data are submitted to ACF in February of each year.

¹³⁵ This figure was previously reported as 231, and has since been updated with more recent program data.

Data Validation: DHS provides real-time notices of awards of “continued presence” statuses, receipt of “bona fide” T-visa applications, and T-visa awards. This information triggers issuance of HHS certifications.¹³⁶

Cross Reference: This performance goal was established during the PART review. This performance goal supports HHS Strategic Objective 6.1 and the Secretary’s 500 Day Plan to, “Protect Life and Human Dignity.”

The Human Trafficking Program has the goal of maximizing the number of victims of trafficking who are detected and rescued, so that they may receive benefits and services under the Trafficking Victims Protection Act (TVPA) to regain their dignity and safely rebuild their lives in the United States. The Office of Refugee Resettlement’s (ORR’s) primary responsibility under the TVPA is to certify victims of trafficking and provide benefits and services to them. ORR’s long term goal by FY 2011 is to achieve 800 victims’ certification per year. There is a congressionally imposed annual limitation of 5000 T-Visas (visas specifically set aside for victims of trafficking under the TVPA). In FY 2005, 230 victims were certified – which exceeded the target of 200. This measure serves as a proxy for the program’s desired outcome of rescuing victims of trafficking. Due to changes in the structure of the Human Trafficking Program, such as awareness campaigns, a set of new grants to expand existing outreach activities to identify trafficking victims, and the acquisition of a nationwide contractor to target services to victims as needed, ORR anticipates that it will be able to meet targets as laid out.

Efficiency Measures	FY	Target	Result
17B. Increase number of victims certified and served by whole network of grantees per million dollars invested. (OMB approved)	2008	50	Jun-09
	2007	40	Jun-08
	2006	30	Jun-07
	2005	20	23.1
	2004	Baseline	16
17C. Increase Media Impressions, Hotline Calls, and Website Visits per thousand dollars invested. (OMB approved)	2008	TBD	Jun-09
	2007	Media Impressions: 50,570 Hotline Calls: 1.800 Website Visitors: 69	Jun-08
	2006	Media Impressions: 29,750 Hotline Calls: 0.890 Website Visitors: 33	Jun-07
	2005	Media Impressions: 27,000 Hotline Calls: 0.810 Website Visitors: 30	Media Impressions: 104,600 Hotline Calls: 1.812 Website Visitors: 17
	2004	Baseline	Media Impressions: 23,000 Hotline Calls: 0.540 Website Visitors: 15

Data Source:

17B: This measure is calculated by dividing the number of victims certified and served in one fiscal year by the total funding for Human Trafficking program in that fiscal year.

17C: Media Outreach: Public Awareness Campaign Contractors.¹³⁷

¹³⁶ The provision of this information is governed by a Memorandum of Understanding (MOU) between HHS, DHS and DOJ, which created a general framework for our collaboration on trafficking. The MOU with DHS and DOJ facilitates information-sharing between federal partners.

¹³⁷ ACF also receives monthly tracking data concerning the “Rescue and Restore” campaign, including: total media impressions generated, reports on the status of the anti-trafficking coalitions in our launch cities, play given to public service announcements, and audiences for paid advertising. Total audience impressions reflect the number of individuals that may read, see, or hear a message. They are referred to as audience impressions because the number is simply an estimate based on newspaper circulation and Nielsen viewership. It is impossible to calculate exactly how many people actually saw, read or heard the message, so this method provides a general guideline as to this number. For print media, total audience impressions are calculated by multiplying a publication's circulation by a factor of 2.5. This is the acceptable

<p>Hotline: Covenant House, operator of the Trafficking Information and Referral Hotline, provides monthly reports on the number and profile of calls to the hotline.¹³⁸</p> <p>Website: ACF Web Team provides information regarding the number of total hits for the Office of Refugee Resettlement website, and the percentage of hits that visit the Trafficking homepage.</p>
<p>Data Validation: The program engages in regular monitoring of grantees and contractors providing media, hotline traffic, and website information.</p>
<p>Cross Reference: These efficiency measures were established during the PART review. These performance goals support HHS Strategic Objective 6.1 and the Secretary’s 500 Day Plan to, “Protect Life and Human Dignity.”</p>

Annual measure 17B relates to certification, which is an outcome in and of itself but is also the link to providing victims with the opportunity to obtain services and receive benefits. Since the “Rescue and Restore” campaign was instituted in April 2004, the program has already seen major efficiency gains on this measure (as seen in the above table). From FY 2004 to FY 2005, ACF saw an increase in victims certified per million dollars from 16 to 23.1. The FY 2005 actual exceeded the target of 20 in FY 2005. It is expected that these efficiency gains will persist.

Regarding annual measure 17C, the Human Trafficking program is aggressively managed from both a performance and cost-efficiency standpoint. In response to the inadequate rate of victim identification and rescue experienced under the initial grant-based strategy, the program implemented the “Rescue and Restore” public awareness campaign and a new category of grants supporting specific, direct, on-the-street, one-on-one contact with populations among which victims of trafficking are likely to be found, while disinvesting in generic “community outreach” grants.

industry standard to calculate those they may have been exposed to your message. It is based on the assumption that newspapers delivered to households, libraries and offices are read by approximately 3 persons. For broadcast media (radio and television), Video Monitoring Service (VMS) provides estimated audience figures based on Nielsen ratings.

¹³⁸ Covenant House also sends e-mail notices of information received concerning specific cases of trafficking. The Hotline reports includes the amount of calls received every month, the date, the call number, the call start time, the language, the city, the state, the caller’s gender, the caller’s age group, a brief description of the type of call (e.g., homeless, child abuse, immigration statutes, domestic violence, etc), to whom it was referred, and any additional information if the hotline counselors set a conference call with grantees.

18. Social Services/Targeted Assistance

18.1 LT Long Term Goal: By 2012, grantees will achieve a 60 percent entered employment rate.¹³⁹			
Annual Measure	FY	Target	Result
18A. Increase the percent of refugees entering employment through ACF-funded refugee employment services. ¹⁴⁰ (outcome)	2008	Increase by 1% over prior year	Dec-09
	2007	Increase by 1% over prior year	Dec-08
	2006	56.49%	Dec-07
	2005	51.50%	53.49%
	2004	46.35%	50.00%
	2003	55.05%	45.00%
	2002	52.03%	53.45%
	2001	56,885	45,893 (50.51%)
	2000	54,176	48,820
	1999	51,597	50,208
1998	Baseline	52,298	
18B. Increase the percent of entered employment with health benefits available as a subset of full-time job placements. ¹⁴¹ (outcome)	2008	Increase by 1% over prior year	Dec-09
	2007	Increase by 1% over prior year	Dec-08
	2006	67.24%	Dec-07
	2005	57.70%	64.24%
	2004	61.80%	56.00%
	2003	65.51%	60.00%
	2002	71.00%	63.60%
	2001	30,613	27,270 (68.93%)
	2000	29,156	27,080
	1999	27,767	28,425
1998	Baseline	27,124	
18C. Increase the percent of 90-day job retention as a subset of all entered employment. ¹⁴² (outcome)	2008	Increase by 1% over prior year	Dec-09
	2007	Increase by 1% over prior year	Dec-08
	2006	77.29%	Dec-07
	2005	76.20%	74.29%
	2004	72.10%	74.00%
	2003	79.52%	70.00%
	2002	73.03%	77.20%
	2001	41,824	31,137 (70.90%)

¹³⁹ This is a technical correction from the former FY 2012 target of 85 percent.

¹⁴⁰ Prior to FY 2002, this measure reported on numbers of refugees rather than percentages. The performance is calculated by dividing the total number of entered employments in a year by the total national refugee and entrant caseload for employment services.

¹⁴¹ Prior to FY 2002, this measure reported on numbers of refugees rather than percentages. The performance is calculated by dividing the total number of refugees who have entered jobs with health benefits by the total number of full-time (35-hours-a-week or more) entered employments in that FY.

¹⁴² Prior to FY 2002, this measure reported on numbers of refugees rather than percentages. The performance is calculated by dividing the total number of refugees with 90-day job retention by the total number of entered employments in the first three quarters of that FY, plus the total number of entered employments in the last quarter of the previous FY.

	2000	39,833	33,626
	1999	37,936	36,055
	1998	Baseline	38,040
Data Source: Quarterly Performance Report (Form ORR-6). ¹⁴³			
Data Validation: Correcting discrepancies in data ¹⁴⁴ is a priority. Desk monitoring and tracking of performance report data occur quarterly in the state-administered and Wilson-Fish programs. Data are validated by periodic desk and on-site monitoring, in which refugee cases are randomly selected and reviewed. During on-site monitoring, outcomes reported by service providers are verified with both employers and refugees to ensure accurate reporting of job placements, wages, and retentions.			
Cross Reference: This performance goal supports HHS Strategic Objective 6.1 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

Long term goal 18.1 reflects the emphasis of the Office of Refugee Resettlement (ORR) on improving grantees' ability to assist refugees in entering employment. States (including states providing services under the Wilson-Fish program) with an entered employment rate (EER) of less than 50 percent are expected to achieve an annual increase of at least five percent of the prior year's actual percentage outcome. States with an EER greater than 50 percent are expected to achieve an annual increase of at least three percent of the prior year's performance. Average national EER's are calculated a) for all states, b) for all except the two states with the largest caseloads, and c) for each of the two cohorts listed above.¹⁴⁵ States that reach a high employment and self-sufficiency rate of 85 percent among employable refugees may choose to maintain their target levels rather than increase them. Although there are no monetary punishments or rewards, ORR has implemented a number of strategies and incentives aimed at challenging states to improve performance for targets that were not achieved. ORR publishes state performance results in the Annual Report to Congress, certificates of commendation are presented to states with increased performance at the annual ORR national conference, and ORR teams negotiate the targets and provide technical assistance and monitoring to the states to achieve mutually acceptable goals.

Annual measures 18A through 18C reflect states' annual progress toward refugee and entrant self-sufficiency, including entered employment, job retention, and job quality. Though these measures are used to gauge performance for the entire program, each state is also expected to set individual targets toward these measures. When setting targets, states are asked to aim to improve upon the previous year's actual performance. While there are no national performance requirements or formal-comparison of states, each state's actual annual performance is compared with that state's projected targets to calculate the level of achievement and to ensure that states strive for continuous improvement in their goal-setting process from year to year. Starting in FY 1996, states (and California counties) have submitted an end-of-year report to ORR comparing projected annual targets with actual outcomes achieved for each of the measures. States may include a narrative to explain increases or decreases in performance due to local conditions that may have affected performance during the year. This includes labor market conditions or other factors, such as unanticipated reduction in refugee arrivals.

For 2005, two of the three above performance targets were met, namely, 1) increasing the percentage of refugees entering employment through ACF-funded refugee employment services ; and 2) increasing the

¹⁴³ Data are submitted quarterly by all grantees participating in the state-administered and Wilson-Fish programs via the Quarterly Performance Report (QPR) (Form ORR-6). Baseline data for all measures were derived from FY 2002 annual unduplicated outcome data as reported on the annual Outcome Goal Plans through FY 2002. As of FY 2003, targets are set based on the previous year's actual performance.

¹⁴⁴ For example, some clients who request employment assistance receive services and, in the midst of service provision, find a job "on their own" but are unavailable or unwilling to share their employment information may be recorded incorrectly. Discrepant data are being reported for some cases because some states are struggling to identify numbers of clients being served. For employable clients receiving cash assistance, the assistance is sometimes reduced as a result of employment instead of being terminated. In some states, some refugee populations served with ORR funding are hard to place and often need extensive longer-term assistance to find a job.

¹⁴⁵ The two cohorts are those states with an entered employment rate of less than 50 percent and those with more than 50 percent

percentage of refugees entering full-time employment which offer health benefits. The resulting entered employment rate bested the target by nearly two percent with the actual health benefits rate eclipsing the goal by more than 6.5 percent.

The third target of increasing the percentage of refugees retaining employment after 90 days fell short of the FY 2005 target by almost two percent. Of the 48 states and 10 California counties with retention data for 2005, however, 60 percent exceeded the aggregate ORR retention goal of 76.2 percent. While the majority of states and California counties reported retention rates greater than the target, overall performance fell short due to underperformance by a few states that have large refugee populations.

19. Unaccompanied Alien Children

19.1 LT Long Term Goal: Reduce time between Department of Homeland Security/Immigration and Customs Enforcement (DHS/ICE) notification to Office of Refugee Resettlement (ORR) of Unaccompanied Alien Child (UAC) apprehension and ORR placement designation in a care provider facility by [X] hours over the baseline by FY 2011.			
Annual Measure	FY	Target	Result
19A. Reduce time between DHS/ICE notification to ORR of UAC apprehension and ORR placement designation in a care provider facility by [X] hours. (<i>outcome</i>)	2008	TBD	Mar-09
	2007	TBD	Mar-08
	2006	Baseline	Mar-07
	2005	Pre-baseline	1.22 days ¹⁴⁶
Data Source: The UAC hotline (24/7 on-call staff coverage for placement referrals) and the Division of Unaccompanied Children’s Services (DUCS) Tracking and Management System (staged implementation to streamline case management and placement process and provide data for reporting). ¹⁴⁷			
Data Validation: DUCS collects grantee-related performance information including: Quarterly Program Progress Reports on program adjustments and progress toward meeting performance goals and objectives of the UAC Cooperative Agreement; Monthly Statistical Reports (arrivals, departures, releases, and immigration case disposition); Weekly Statistical Reports (runaways, significant incidents, case disposition); Daily grantees’ electronic updates and case file information (admission information - admission date, time, and type; and Discharge Information - discharge date, time, type, and detail); Information on UAC’s Attorney of Record. DUCS also conducts annual program monitoring and site visits as needed for the purpose of ensuring that the grantee’s service delivery and financial management meet the requirements and standards of the DUCS program. The TMS will provide close to real-time statistics on discharges, capacity availability, and UAC pending placement by DHS post referral. Data collected by grantees through the TMS will be carefully tracked and verified by DUCS; new data fields created to capture real time data will also be carefully monitored, and grantees will be provided with detailed guidance to ensure consistent reporting.			
Cross Reference: This performance goal supports HHS Strategic Objective 7.4 and the Secretary’s 500 Day Plan to, “Protect Life and Human Dignity.”			

The goal of this measure is to reduce the amount of time from Department of Homeland Security (DHS) referral to the Division of Unaccompanied Children’s Services (DUCS) placement designation. This measure is representative of the “placement” aspect of the Unaccompanied Alien Children (UAC) program. The Office of Refugee Resettlement (ORR) makes placement designations to care provider

¹⁴⁶ Exact baseline data will be available following grantee submission of reports from those quarters (probably data aggregated over four consecutive quarters).

¹⁴⁷ The TMS will be expanded to capture real time data, including placement time measured in hours. DUCS is in the process of developing the exact TMS mechanisms needed to collect the data necessary for establishing baseline and targets. It is expected that these mechanisms will be in an operational state by the end of 4th Quarter of FY 2006

facilities for UAC referred by DHS officials. Timeliness of this designation is crucial to allow DHS to arrange transportation to the designated placement facilities, which may be located outside of the district of initial apprehension, and to ensure DHS has personnel ready to escort the UAC during transport. For much of the year, placement designations are made within several hours of notification by DHS. This time increases on the weekend and non-regular business hours. The most significant delays occur during periods of high migration influx. This measure directly correlates to DUCS' bed space capacity – timely designations cannot be made unless bed space is available. Reducing the time between DHS referral and DUCS' placement designation, especially during influx periods, will reflect DUCS' improved strategic planning and capacity development.

19.2 LT Long Term Goal: Increase the percentage of UAC that receive medical care screening or examination within 48 hours by [X] percent over the baseline by FY 2011.			
Annual Measure	FY	Target	Result
19B. Increase the percentage of UAC that receive medical screening or examination within 48 hours by [X] percent. <i>(outcome)</i>	2008	TBD	Mar-09
	2007	Baseline	Mar-08
	2006	Pre-Baseline	Mar-07
Data Source: Potential data sources for this measure include the Division of Unaccompanied Children's Services' (DUCS) Tracking and Management System (TMS), Interagency Agreements with the Public Health Service, initial medical exams ¹⁴⁸ , and electronic processing of medical treatment authorizations for screenings and various medical services. DUCS is in the process of developing the exact TMS mechanisms needed to collect the data necessary for establishing its baseline or targets. It is expected that these mechanisms will be in an operational state by late 3 rd Quarter or early 4 th Quarter of FY 2006. Exact baseline data will be available following grantee submission of reports from those quarters (probably data aggregated over four consecutive quarters). The data collection fields to be incorporated will capture the following: (1) time of notification from DHS for UAC placement; (2) the time in which UAC are designated placement by ORR; (3) date and time when UAC receive the initial medical screening.			
Data Validation: Please see previous detail information under measure 19A.			
Cross Reference: This performance goal supports HHS Strategic Objective 7.4 and the Secretary's 500 Day Plan to, "Protect Life and Human Dignity."			

The goal of annual measure 19B is to increase the access of UAC to needed health care services. Via this measure, DUCS proposes to measure the percentage of UAC who receive medical screening/examination within 48 business hours after admission to a DUCS-funded care provider facility. This measure is a response to the Flores Settlement Agreement minimum standards, which state that UAC are to be medically examined within 48 business hours of admission, excluding weekends and holidays. A goal of 48 hours represents a realistic performance goal for all DUCS-funded facilities. Upon admission, UAC are administered intake and admission forms that require interviewing, are bathed and given clothing, meals, etc. In addition, UAC need at least a day to feel comfortable with shelter staff so that they may report any physical and/or mental symptoms. For these reasons, it is not feasible to screen UAC too soon after admission. 48-hours from admission is a reasonable period of time within which to complete a medical screening. Currently, not all facilities are achieving the 48-hour goal. In response to this, DUCS designed several data collection tools to track program performance. In addition, DUCS provides ongoing targeted technical assistance to support the care providers' compliance with this measure. Lastly, DUCS encourages facilities to be innovative in identifying means to achieve this goal.

¹⁴⁸ This includes physical examination, oral/vision/hearing examinations, behavioral screening, mental health screening, and immunizations.

Annual Measure	FY	Target	Result
19C. Maintain the percentage of runaways from UAC shelters at 1.5 percent. ¹⁴⁹	2008	1.5%	Mar-09
	2007	1.5%	Mar-08
	2006	Baseline	Mar-07
Data Source: Significant Incident Reports ¹⁵⁰ and Division of Unaccompanied Children's Services' (DUCS) Tracking and Management System (TMS).			
Data Validation: DUCS conducts programmatic and financial on-site monitoring of grantees on an annual and as needed basis for the purpose of ensuring that the grantee's service delivery program and financial management system meet the requirements and standards of the program.			
Cross Reference: This performance measure was established during the PART process. This performance goal supports HHS Strategic Objective 7.4 and the Secretary's 500 Day Plan to, "Protect Life and Human Dignity."			

The goal of annual measure 19C is to maintain a low percentage of runaways from the UAC program, which reflects the success of care providers to provide programs with engaging programs, nurturing environments, quality programmatic services, highly trained staff, and appropriate security measures.

Efficiency Measure	FY	Target	Result
19D. Increase the percentage of "closed" corrective actions. (OMB approved)	2008	2% increase over previous FY	Mar-09
	2007	Baseline 2	Mar-08
	2006	Baseline 1	Mar-07
Data Source: DUCS is in the process of developing the exact mechanisms necessary for establishing its baseline or targets. Data for this measure will be collected from monitoring reports by DUCS Project Officers, which include corrective action citations with timelines for completing corrections. The "closed" corrective action plans submitted by grantees in response to the monitoring reports will be reviewed and used as the data source.			
Data Validation: DUCS conducts programmatic and financial on-site monitoring of grantees on an annual and as needed basis for the purpose of ensuring that the grantee's service delivery program and financial management system meet the requirements and standards of the program.			
Cross Reference: This performance goal was established during the PART review. This efficiency measure supports HHS Strategic Objective 7.4 and the Secretary's 500 Day Plan to, "Protect Life and Human Dignity."			

The goal of annual measure 19D is to increase the efficiency of DUCS in improving the overall quality of UAC shelters through monitoring, guidance, training, and technical assistance. This measure allows DUCS to monitor its efficiency in using training, technical assistance, and guidance/monitoring activities to improve program performance. After monitoring a grantee, DUCS prepares a report, citing program deficiencies that require a corrective action. The grantee is given a timeframe in which to respond to the report and inform DUCS which deficiencies and non-compliance areas have been corrected. DUCS totals the number of corrective action citations in the monitoring report, and then totals the number of "closed" corrective actions (deficiencies that have been corrected) to produce a percentage of "closed corrective actions". This process gives DUCS a good assessment of the performance of the shelter grantees. It is expected that as the UAC program grows and DUCS staff carries out more monitoring visits and becomes

¹⁴⁹ Though data is collected on runaways from facilities, it is undergoing a correction and rectification process, so only approximate figures can be presented at this time. The program expects to identify accurate baseline by 4th Quarter of FY 2006. Since the goal of this measurement is the maintenance of the baseline figure, the target will remain static.

¹⁵⁰ Significant Incident Reports are submitted by care providers and DUCS on-call staff members.

more skilled in program evaluation and technical assistance, there will be fewer corrective actions cited for each shelter facility, and thus, a corresponding decrease in “closed” corrective actions.

MANDATORY PROGRAMS

Child Support Enforcement and Family Support Programs

20. Child Support Enforcement

20.1 LT Long Term Goal: Increase annual child support distributed collections up to \$26 billion by FY 2008 and up to \$33 billion by FY 2013.¹⁵¹			
Annual Measure	FY	Target	Result
20A. Maintain the paternity establishment percentage (PEP) ¹⁵² among children born out-of-wedlock. (This includes not only current paternity established cases but also completion of backlogs of older IV-D cases.) (<i>outcome</i>)	2008	95% ¹⁵³	Sep-09
	2007	95% ¹⁵⁴	Sep-08
	2006	98%	Sep-07
	2005	98%	98.%
	2004	98%	99%
	2003	98%	96%
	2002	97%	95%
	2001	96.5%	91%
	2000	96%	95%
	1999	96%	106%
20B. Increase the percentage of IV-D (child support) cases having support orders. ¹⁵⁵ (<i>outcome</i>)	2008	75%	Sep-09
	2007	73%	Sep-08
	2006	72%	Sep-07
	2005	71%	76%
	2004	70%	74%
	2003	67%	72%
	2002	64%	70%
	2001	62%	66%
	2000	76%	62%
	1999	74%	60%
20C. Maintain the IV-D (child support) collection rate ¹⁵⁶ for current support. (<i>outcome</i>)	2008	61% ¹⁵⁷	Sep-09
	2007	61% ¹⁵⁸	Sep-08
	2006	62%	Sep-07
	2005	61%	60%
	2004	60%	59%
	2003	58%	58%
	2002	55%	58%
	2001	54%	57%

¹⁵¹ The long term goal to increase distributed collections by FY 2008 was slightly reduced from \$27 billion to \$26 billion due to projections in the FY 2007 President's Budget where actual collection data was used up to FY 2005.

¹⁵² Number of children in state with paternity established or acknowledged during the fiscal year, divided by number of children in state born out-of-wedlock in the preceding FY.

¹⁵³ This target has been revised in anticipation of the impact of the Deficit Reduction Act (DRA).

¹⁵⁴ This target has been revised in anticipation of the impact of the DRA.

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

¹⁵⁶ Collections on current support in IV-D cases, divided by current support amount owed in IV-D cases. Please note that the wording of this measure has been changed from "increase the rate" to "maintain the rate" based on historical trends.

¹⁵⁷ This target has been revised in anticipation of the impact of the DRA.

¹⁵⁸ This target has been revised in anticipation of the impact of the DRA.

	2000	71%	56%
	1999	70%	53%
20D. Maintain the percentage of paying cases among IV-D (child support) arrearage cases. ¹⁵⁹ (outcome)	2008	61% ¹⁶⁰	Sep-09
	2007	61% ¹⁶¹	Sep-08
	2006	64%	Sep-07
	2005	63%	60%
	2004	62%	60%
	2003	61%	60%
	2002	55%	60%
	2001	54.5%	59%
	2000	46%	57%
	1999	46%	55%

Data Source: Office of Child Support Enforcement (OCSE) Form 157.

Data Validation: States currently maintain information on the necessary data elements for the above performance measures. All states were required to have a comprehensive, statewide, automated Child Support Enforcement system in place by October 1, 1997. Fifty-two states and territories were Family Support Act-certified and PRWORA-certified as of October 2006.¹⁶² Certification requires states to meet automation systems provisions of the specific act. Continuing implementation of these systems, in conjunction with cleanup of case data, will improve the accuracy and consistency of reporting. As part of OCSE's review of performance data, OCSE reviews the states' and auditors' ability to produce valid data. Data reliability audits are conducted annually. Self-evaluation by states and OCSE audits provide an on-going review of the validity of data and the ability of automated systems to produce accurate data. There is a substantial time lag in data availability. The OCSE Audit Division has completed the FY 2005 data reliability audits: for FY 2001 and succeeding years, the reliability standard is 95 percent.

Cross-Reference: These performance measures support HHS Strategic Goal 7.3 and the Secretary's 5,000-Day Horizon, in which, "Children are protected from abuse and neglect."

The Deficit Reduction Act of 2005 (DRA) includes a series of provisions to strengthen and improve the Child Support Enforcement (CSE) program. DRA prioritizes collection of medical child support, strengthens existing collection and enforcement tools, reduces unnecessary federal expenditures, and allows states the option to provide additional support to the families who need it most. DRA includes several provisions that impact this analysis including: new efforts to increase collections such as expanding passport denial, reducing the federal match rate for genetic testing from 90 percent to 66 percent, mandatory review and adjustment of support orders, ending federal matching of state expenditures using incentive payments, improving processes for identifying proceeds from insurance settlements, and an annual user fee of \$25 for child support cases with collections who have never received Temporary Assistance for Needy Families (TANF) assistance.

Additionally, in FY 2008, DRA eliminates federal match for state expenditure of incentive payments. This provision is expected to reduce overall program expenditures and correspondingly reduce the rate of growth of collections. In developing the FY 2008 performance measure targets, the Office of Child

¹⁵⁹ Number of IV-D cases paying toward arrears, divided by number of IV-D cases with arrears due. Please note that the wording of this measure has been changed from "increase the rate" to "maintain the rate" based on historical trends.

¹⁶⁰ This target has been revised in anticipation of the impact of the DRA.

¹⁶¹ This target has been revised in anticipation of the impact of the DRA.

¹⁶² The Family Support Act of 1998 (FSA) and the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) define the functional requirements for federal certification of state automated systems for child support enforcement. States must meet the requirements to satisfy provisions of both Acts. Under PRWORA, states must have a statewide automated data processing and information retrieval system.

Support Enforcement (OCSE) expects that while states will increase their state contributions to cover some of the lost federal funds available for matching, they will not completely make up the shortfall and overall expenditures will be reduced.

Annual measure 20A (paternity establishment) compares paternities established during the fiscal year with the number of non-marital births during the preceding fiscal year. The statute allows states to measure a state-wide Parentage Establishment Percentage (PEP). The rates above include paternities established by both the IV-D program and hospital-based programs. In FY 2005, ACF equaled its target of 98 percent.

In June 2005, OCSE held a two day meeting with approximately 80 state representatives to share ideas and strategies about the PEP measure. Achieving the target rate of 98 percent in fiscal years 2005 to 2006 requires states to increase paternity establishment for new out-of-wedlock births, since states have already been so successful at establishing paternity in backlogged cases. ACF will implement early interventions to increase the PEP rate through expanding hospital-based paternity establishment programs and partnering with birth record agencies, pre-natal clinics, and other entities, and through encouraging voluntary acknowledgments, in accordance with the requirements of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA). In collaboration with partners and stakeholders, ACF will also explore a variety of activities to help individuals better understand their parental responsibilities, including distributing brochures about the CSE program.

DRA reduced the federal financial participation (FFP) for paternity laboratory costs from 90 percent to 66 percent in FY 2007. In FY 2005, federal and state combined spent \$31 million on laboratory genetic tests for paternity establishment. The federal share of administrative costs for paternity establishment will decrease by approximately \$7 million per year beginning in FY 2007. The targets for FY 2007 and FY 2008 have been reduced to 95 percent in anticipation of the impact of the DRA. States have been cleaning up their caseloads by establishing paternity orders for older children. The number of older children needing paternity establishment services has been shrinking, due to past efforts of the IV-D agencies. DRA eliminates federal match for state expenditure of child support incentive payments beginning in FY 2008. States that do not make up the lost federal match funds will have less money and may lose staff, which may lessen the efforts put into establishing paternity. It may also cause them to reduce the scope of voluntary acknowledgment programs.

Annual measure 20B (child support orders) compares the number of IV-D cases with support orders established (which are required to collect child support) with the total number of IV-D cases. In FY 2005, approximately 12 million cases had support orders established out of a total 15.8 million IV-D cases (76 percent) (approximately 1.2 million of these 12 million cases were new child support orders), which is five percentage points above the target for FY 2005. This reflects an increase of two percentage points over the previous year (approximately 11.8 million support order cases out of 15.8 million IV-D cases were established). The targets for fiscal years 2005, 2006, and 2007 increase by one percentage point in each year, and ACF projected an increase in the target rate for FY 2008 to 75 percent based on the FY 2004 actual of 74 percent.

State staffing levels have decreased slightly while IV-D caseloads with support orders continue to increase slightly; thus, increasing performance requires more effort. PRWORA provided states with new tools to establish an order more quickly, such as administrative authority to require genetic testing, ability or authority to subpoena financial and other information, and the ability to access a wide array of records. More states are voluntarily shifting from establishing court-based orders to establishing administrative-

based orders.¹⁶³ PRWORA requires expedited administrative procedures for establishing orders, expands paternity acknowledgment programs to birth record agencies (for order establishment), and requires that all states enact the Uniform Interstate Family Support Act. This Act grants states expansive long-arm jurisdiction, allowing them to establish support orders against non-residents, thus avoiding the lengthy two-state process.

Annual measure 20C (child support collection rate), a proxy for the regular and timely payment of support, compares total dollars collected for current support in IV-D cases with total dollars owed for current support in IV-D cases. The total amount of child support distributed as current support in FY 2005 was \$17.4 billion, approximately a 5.5 percent increase over FY 2004. The total amount of current support due in FY 2005 was \$29.1 billion, which is approximately a four percent increase over FY 2004. This provides a collection rate for current support of 60 percent, which missed the target for FY 2005 by one percentage point. OCSE has reduced the FY 2007 and FY 2008 targets to 61 percent in anticipation of DRA impacts. OCSE expects DRA to reduce overall expenditures due to provisions such as the elimination of federal match on incentives payments. Expenditures and collections are closely related in child support, and OCSE expects that this will result in current support collections increasing at a decreasing rate compared to pre-DRA levels. Nevertheless, OCSE will work to eliminate the one percent gap between the current support collection target and the actual performance by focusing on new and improved enforcement techniques, such as the expanded passport denial program.

Since the creation of the CSE program, child support collections within the program have grown annually. States have increased collections by using a wide variety of approaches such as income withholding, offset of income tax refunds, and reporting to credit bureaus. In addition, new collection tools and program improvements, such as new hire reporting and increasing statewide automation, have increased collections and reliability of collections data and will continue to do so as these tools become fully implemented in all states.

Annual measure 20D (child support arrears payment rate) compares the total number of IV-D cases paying any amount toward arrears to the total number of IV-D cases with arrears due. There were 11.1 million cases with arrearages due in FY 2005, which was a one percent increase from FY 2004. Total cases paying toward arrearages was 6.6 million in FY 2005, a one percentage point increase over FY 2004. This is 60 percent of paying cases among IV-D arrearage cases, which is slightly lower than the target of 63 percent. OCSE decreased the FY 2007 and FY 2008 targets to 61 percent, based on the actual performance in FY 2005 and, as above, due to anticipated impacts of DRA. Obtaining payment of arrears is often difficult, which makes achieving these targets all the more challenging. States must collect both current support and any accrued arrearages. Non-custodial parents often cannot keep up with both current support and arrears, hence arrears payments suffer. Moreover, trend data indicate that cases with arrears due are increasing which makes achieving these targets all the more challenging. Nevertheless OCSE will focus on improved enforcement techniques emphasizing automated mechanisms for enforcement, collections, and payments to families. Because DRA reduces federal expenditures, states that do not make up the lost federal match funds will have less money and may lose staff, which may lessen the efforts put into paying arrearage cases.

CSE agencies are systematically utilizing tools other than wage withholding to enforce these orders. Arrears management involves setting appropriate orders initially, modifying orders promptly when family circumstances change, and immediately intervening when current support is not paid. Another approach is to target certain groups of debtors who are low income and are most likely to accumulate the debt, for interest amnesty or debt compromise programs. The child support program wants this support to be a

¹⁶³ Administrative procedure is a method by which support orders are made and enforced by an executive agency rather than by courts and judges as in the court procedure.

reliable source of income for children, and since arrears may impede payment of current support, they must be successfully addressed.

Preliminary research by the Urban Institute to understand child support arrears indicates that the key factors contributing to arrears are assessing interest on a routine basis, incomplete enforcement, and setting support orders too high for low-income obligors. About one-third of states do not assess interest on arrears and two-thirds of states assess interest on arrears either routinely or intermittently.

20.2 LT Long Term Goal: Increase the Child Support Performance and Incentive Act (CSPIA) cost-effectiveness ratio up to \$4.63 by FY 2008 and up to \$5.00 by FY 2013.			
Efficiency Measure	FY	Target	Result
20E. Increase the cost-effectiveness ratio (total dollars collected per \$1 of expenditures). (OMB approved)	2008	\$4.63	Sep-09
	2007	\$4.56	Sep-08
	2006	\$4.49	Sep-07
	2005	\$4.42	\$4.58
	2004	\$4.35	\$4.38
	2003	\$4.25	\$4.32
	2002	\$4.20	\$4.13
	2001	\$4.00	\$4.18
	2000	\$5.00	\$4.21
	1999	\$5.00	\$3.94
	1998	Baseline	\$4.00
Data Source: Office of Child Support Enforcement (OCSE) Forms 34A and 396A.			
Data Validation: Please see the previous performance detail table under measures 20A-20D for a detailed explanation.			
Cross Reference: This performance measure supports HHS Strategic Goal 7.3 and the Secretary's 5,000-Day Horizon, in which, "Children are protected from abuse and neglect."			

Efficiency measure 20E calculates efficiency by comparing total IV-D dollars collected by states with total IV-D dollars expended by states for administrative purposes; this is the Child Support Performance and Incentive Act (CSPIA) cost-effectiveness ratio (CER). In FY 2005, the national ratio was \$4.58 which exceeded the target of \$4.42. The formula for determining the CER is the collections distributed (\$23.0 billion), plus the collections forwarded to other states for distribution (\$1.4 billion), and fees retained by other states (\$900 thousand) divided by the administrative expenditures (\$5.4 billion), less the non-IV-D administrative costs (\$22 million).

Data from FY 2005 show that a record high of \$23 billion was collected for child support, representing a 29 percent increase since 2000 and a five percent increase from the previous fiscal year, benefiting 15.9 million families in FY 2005. A tool that states have used to increase collections is the tax refund and administrative offset, from which \$1.58 billion in delinquent child support was collected in tax year 2005. More than 1.4 million families benefited from these tax collections. Tax offsets are based on intercepts of federal tax refunds while administrative offsets are based on intercepts of certain federal payments such as vendor and miscellaneous payments¹⁶⁴ and federal retirement payments.

¹⁶⁴ Administrative offset include both recurring and one-time payments. Types of payments that can be intercepted include payments to private vendors who perform work for a government agency and relocation and travel reimbursements owed to federal employees.

States slightly decreased administrative investments in automated data processes (down five percent in FY 2005). OCSE expects the current amount on automated data processes to be maintained in future years, which will improve the efficiency of state programs.

Increasing the target rate for fiscal years 2005 to 2008 by \$.07 per year requires greater effort because the total amount of child support owed increases each year. For example, in FY 2005, the IV-D caseload increased slightly but the total amount of arrearages due for all fiscal years increased by 4.1 percent. ACF will focus on increased efficiency of state programs through automated systems of case management, enforcement, collection and disbursement; staffing, administrative processes and increased collections resulting from approaches described previously under current collections; and arrears cases paying.

Foster Care and Adoption Assistance

Please see “Child Welfare and Abuse Prevention Programs” for performance measures and analysis. Foster Care was subject to a PART review in CY 2004 and received a rating of “Results Not Demonstrated”; the program was re-assessed in CY 2003 and received a rating of “Adequate.” Adoption Assistance was subject to a PART review in CY 2003 and received a rating of “Moderately Effective.”

Social Services Block Grant

21. Social Services Block Grant

ACF is re-examining measurement of success in the Social Services Block Grant (SSBG) based on recommendations from the CY 2005 PART review. In previous fiscal years, SSBG had multiple output measures: these included counts of children receiving support for day care, adults receiving special services for the disabled, and adults receiving home care, all supported with SSBG funds. In developing new measures, ACF will attempt to assess achievement of SSBG outcomes, while ensuring that states continue to have the flexibility laid out in the legislation.

Efficiency Measure	FY	Target	Result
21A. Decrease administrative costs as a percent of total costs. <i>(OMB approved)</i>	2008	9%	Aug-09
	2007	9%	Aug-08
	2006	N/A	Aug-07
	2005	N/A	7%
	2004	Baseline	10%
	2003	Pre-baseline	9%
	2002	Pre-baseline	10%
	2001	Pre-baseline	11%
Data Source: SSBG postexpenditure reports. ¹⁶⁵			
Data Validation: ACF assists states in improving SSBG data collection and reporting by asking states to regularly validate their data and by providing technical assistance where practical. Moreover, the data from the state postexpenditure reports are entered into a database and validated to identify errors or inconsistencies.			
Cross-Reference: This efficiency measure supports HHS Strategic Goal 6 and the Secretary’s 500 Day priority to “Protect Life Human Dignity.”			

¹⁶⁵ As part of SSBG requirements, all states must submit to ACF a pre-expenditure report, which includes information about the types of activities supported and the characteristics of the individuals who are served with SSBG funding, and a post-expenditure report, which collects data on the activities for which SSBG funds were expended and the recipients of these services.

The Office of Community Services has worked hard to bring down the overall percent of administrative costs through such means as increased technical assistance and reviewing postexpenditure reports. States are more cognizant of reporting expenditures by specific SSBG service category, rather than lumping expenditures into the “administrative” spending category. This measure identifies the sum effort of all states to reduce administrative costs in order to assure that SSBG funds social services for children and adults to as great an extent as possible. ACF is continuing to explore options for outcome and efficiency measures for the program.

Promoting Safe and Stable Families

Please see “Child Abuse Prevention and Child Welfare Programs” for performance measures and analysis. This program was subject to a PART review in CY 2006 and received a rating of “Moderately Effective.”

Temporary Assistance for Needy Families (TANF)

22. Temporary Assistance for Needy Families (TANF)

22.1 LT Long Term Goal: By FY 2010, at least 50 percent of all cases receiving TANF that are headed by adults will participate in work-related activities.			
Annual Measure	FY	Target	Result
22A. All states meet the TANF all-families work participation rate: FY2002-2005 All families rate = 50% work participation (<i>outcome</i>)	2008	85%	Oct-09
	2007	80% ¹⁶⁶	Oct-08
	2006	100%	Oct-07
	2005	100%	Feb-07
	2004	100%	96%
	2003	100%	98%
	2002	100%	100%
	2001	100%	100%
	2000	100%	100%
	1999	100%	100%
	1998	Baseline	100%
Data Source: TANF Administrative Data.			
Data Validation: Data are validated via single state audits.			
Cross Reference: This performance measure was used in TANF’s PART review. This performance measure supports HHS Strategic Objective 6.1 and the Secretary’s 5,000 Day Horizon, in which, “Government policies foster self-reliance and reward work.”			

Annual measure 22A reports on whether states have achieved the Temporary Assistance for Needy Families (TANF) all-families work participation rate. Congress established the TANF work participation rate targets for states for FY 1997 through FY 2002. These targets were unchanged pending reauthorization. From FY 1998 through FY 2002, all states met the all-families work participation rates. For FY 2004, two states, Indiana and Mississippi, failed to meet their target rates. In the same time frame, there has also been a steady increase in the percentage of states that provide TANF assistance to two-parent families (from 66 percent to 83 percent) meeting the more rigorous two-parent work

¹⁶⁶ The FY 2007 target has been adjusted from 100 percent (as previously reported) to 80 percent as a result of the impact of the DRA on states.

participation rate (there is a separate work participation rate for two-parent families – 90 percent of two-parent families must have one parent working). The TANF program was reauthorized under the Deficit Reduction Act of 2005 (DRA) in February 2006. The performance targets for subsequent years remain unchanged, i.e., all states must meet the all-family statutory work participation rate of 50 percent. This performance target will be more difficult to meet beginning in FY 2007. Under DRA, the work participation rate calculation includes adults in families that were previously excluded from the rate, i.e., families in the Separate State Maintenance of Effort Programs and some “Child Only Families.” In addition, individual state performance targets are more rigorous given the recalibration of the caseload reduction credit. The FY 2007 performance target has been adjusted based on the caseload decline between FY 2005 and FY 2007.¹⁶⁷ Note that states that fail to meet the 50 percent requirement of the all-family rate (adjusted by the caseload reduction credit) are subject to a work participation penalty.

22.2 LT Long Term Goal: Increase (from the baseline year, FY 1999) the percentage of adult TANF recipients who become newly employed to 38 percent by FY 2009.			
Annual Measure	FY	Target	Result
22B. Increase the percentage of adult TANF recipients who become newly employed. <i>(outcome)</i>	2008	37.0%	Oct-09
	2007	36.0%	Oct-08
	2006	35.0%	Oct-07
	2005	44.0%	34.3%
	2004	44.0%	35.0%
	2003	44.0% (new Baseline ¹⁶⁸)	34.0%
	2002	43.0%	36.0%
	2001	43.0%	33.0% ¹⁶⁹
	2000	42.0%	46.4%
	1999	Baseline	43.3%
	1998	Pre-baseline	38.7%
22C. Increase the percentage of adult TANF recipients/former recipients employed in one quarter that were still employed in the next two consecutive quarters. <i>(outcome)</i>	2008	63.0%	Oct-09
	2007	62.0%	Oct-08
	2006	61.0%	Oct-07
	2005	68.0%	64.4%
	2004	68.0%	59.0%
	2003	68.0% (new Baseline ¹⁷⁰)	59.0%
	2002	65.0%	59.0%
	2001	84.0%	63.0%
	2000	Baseline	65.0%
	1999	Pre-baseline	76.8% ¹⁷¹
	1998	Pre-baseline	80.0%

¹⁶⁷ State work participation rate targets are adjusted downward by the percentage that the state TANF caseload declines from a base year (FY 2005).

¹⁶⁸ Targets were revised to accommodate for changes in performance measurement due to use of a new, standardized data source (the National Directory of New Hires).

¹⁶⁹ Performance in FY 2001 and FY 2002 may be explained by the change in data source (see Data Validation below measures).

¹⁷⁰ Targets were revised to accommodate for changes in performance measurement due to use of a new, standardized data source (the National Directory of New Hires).

¹⁷¹ For FY 1998 to FY 1999, this measure was limited to job retention over one subsequent quarter.

22D. Increase the percentage rate of earnings gained by employed adult TANF recipients/former recipients between a base quarter and a second subsequent quarter. (outcome)	2008	40.8% ¹⁷²	Oct-09
	2007	40.7%	Oct-08
	2006	38.8%	Oct-07
	2005	29.0%	35.5%
	2004	29.0% (new Baseline ¹⁷³)	37.0%
	2003	29.0%	33.0%
	2002	28.0%	33.0%
	2001	28.0%	26.0%
	2000	27.0%	25.0%
	1999	Baseline	27.0%
	1998	Pre-baseline	24.0%

Data Source: National Directory of New Hires (NDNH).

Data Validation: Beginning with performance in FY 2001, the above employment measures – job entry, job retention, and earnings gain – are based solely on performance data obtained from the NDNH¹⁷⁴. Data are updated by states, and data validity is ensured with normal auditing functions for submitted data.

¹⁷⁵ Prior to use of the NDNH, states had flexibility in the data source(s) they used to obtain wage information on current and former TANF recipients under HPB specifications for performance years FY 1998 through FY 2000. ACF moved to this single source national database (NDNH) to ensure equal access to wage data and uniform application of the performance specifications. Performance achieved for FY 2001 and FY 2002 may have been affected by this change in data source. For example, through the NDNH, ACF now has access to Federal employment wage data, which was not generally available to states earlier. Also, because changes in employment status during a quarter can not be identified in the quarterly wage data on the NDNH database, a state may have been able to identify employment status changes monthly through use of its administrative records.

Cross Reference: These performance measures were used in TANF’s PART review. These performance measures support HHS Strategic Objective 6.1 and the Secretary’s 5,000 Day Horizon, in which, “Government policies foster self-reliance and reward work.”

Regarding annual measure 22B (new employment), states have had considerable success in moving TANF recipients to work; in FY 2005, 34 percent of recipients became employed. This success is attributed to several factors including the employment focus of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA), ACF’s commitment to finding innovative and effective employment tools through research, the identification and dissemination of information on the effects of alternative employment strategies, a range of targeted technical assistance efforts, and a strong economy. The new employment targets for FY 2001 through FY 2003 reflect performance estimates before ACF implemented the use of a single data source, NDNH, for the work performance measures. Of the three employment measures presented here (22B, 22C, and 22D), only measure 22B – job entry – appears to be significantly affected by the use of the NDNH. This is now a long-term outcome measure. New targets for 2006 and 2007 were set during the PART review.

Regarding annual measure 22C (job retention), the retention rate was 64 percent in FY 2005, missing the 68 percent target. The current employment retention measure represents a more rigorous measure than

¹⁷² The targets for FY 2006 and FY 2007 reflect an ACF ten percent improvement goal by FY 2007 from the 37 percent base for this measure. We have increased the target for FY 2008 by only one tenth of one percent because the FY 2007 target is rigorous.

¹⁷³ Targets were revised to accommodate for changes in performance measurement due to use of a new, standardized data source (the National Directory of New Hires).

¹⁷⁴ The three measures offered above have also been used to determine states’ achievement of a High Performance Bonus (HPB).

¹⁷⁵ These employment measures also comprise the common measures related to employment, which were created in collaboration with the Office of Management and Budget and the Departments of Labor, Education, Housing and Urban Development, Interior, and Veteran’s Affairs.

that used prior to FY 2000. When setting the 68 percent target, ACF did not take into consideration the dampening effect of the caseload reduction credit, which significantly reduced state work participation rate targets and thus reduced state incentive for moving TANF recipients into employment. In fact for the past four years, nearly 60 percent of the adult TANF recipients have not engaged in any work or work preparation activities. The TANF reauthorization in the DRA strengthens current work requirements to ensure adult TANF recipients are engaged in work or activities leading to employment. Factors to consider in relation to targets include the time it will take to regulate the new work requirements, as well as the time for states to fully implement the new work requirements. New targets for 2006 and 2007 were set during the CY 2005 PART review.

Regarding annual measure 22D, the earnings gain rate is calculated via dividing the earnings of employed TANF recipients (and former recipients¹⁷⁶) in a third quarter by the earnings of TANF recipients in a first quarter, provided they were employed in the first and third quarters.^{177, 178} Since converting to the NDNH, ACF has exceeded its performance targets; in FY 2005, TANF recipients and former recipients showed an increase in earnings of 36 percent between two successive quarters, six percentage points higher than the target (29 percent). The target established for FY 2007 was based on the FY 2004 baseline performance using the existing earnings gain measure.

Annual Measure	FY	Target	Result
22E. Increase the rate of case closures related to employment, child support collected, and marriage. ¹⁷⁹ (outcome)	2008	20.8%	July-09
	2007	20.4%	July-08
	2006	20.3%	July-07
	2005	19.8%	20.1%
	2004	19.3%	19.6%
	2003	Baseline	18.8%
Data Source: TANF Data Report database, comprised of state TANF reports submissions.			
Data Validation: Data are validated via single state audits.			
Cross Reference: This performance measure supports HHS Strategic Objective 6.1 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work," and "Family interests are protected and marriages strengthened."			

The TANF measures, taken together, assess state success in moving recipients from welfare to work and self-sufficiency. Full success requires not only getting recipients into jobs, but also keeping them in those jobs and increasing their earnings in order to reduce dependency and enable families to support themselves. Annual measure 22E tracks the rate of case closures related to employment, as well as marriage and the receipt of child support, which generally reflect the earnings of others. The baseline for this measure is 18.8 percent in FY 2003. We project that the rate of closures will level off in FY 2007 before increasing in FY 2008 as result of states implementing DRA. Therefore ACF has set an increase in the target between FY 2006 and FY 2007 of .1 percentage point. Caseload closures data provide information on the number of families leaving TANF, but do not indicate the number of families that are more self-sufficient as a result of employment or other income.

¹⁷⁶ "Former recipients" includes only those that received TANF in the first quarter but left the rolls in either the second or third quarter.

¹⁷⁷ This rate is calculated for all quarters: thus, employed recipient earnings in quarter 1 are compared with employed earnings in quarter 3, employed recipient earnings in quarter 2 are compared with employed earnings in quarter 4, employed recipient earnings in quarter 3 are compared with employed earnings in quarter 1 of the following year, etc.

¹⁷⁸ The rate is compiled for each year by averaging the gains by quarters one, two, three and four from the previous year's quarters three and four and the current year's quarters one and two.

¹⁷⁹ The language of this measure has been modified to include case closures related to employment and child support, in order to provide additional focus on other ACF goals. The reported number of cases leaving due to marriage and receipt of child support is small (about one percentage point of the 18.8 percent baseline).

Efficiency Measure	FY	Target	Result
22F. Decrease the annual cost per recipient. (OMB approved)	2008	TBD	Oct-09
	2007	TBD	Oct-08
	2006	TBD	Oct-07
	2005	TBD	\$2,619
	2004	Baseline	\$2,516 ¹⁸⁰
Data Source: TANF Administrative Data.			
Data Validation: Data are validated via single state audits.			
Cross Reference: This efficiency measure was used in TANF's PART review. This efficiency measure supports HHS Strategic Objective 6.1 and the Secretary's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

Efficiency measure 22F tracks TANF costs per recipient. The numerator is total federal TANF and state maintenance of effort expenditures on work-related activities/expenses, transportation, and a proportional amount on administration and systems. The denominator is number of adult TANF recipients.

22.3 LT Long Term Goal: By FY 2010, increase the number of children living in married couple households as a percentage of all children living in households to 74 percent.			
Annual Measure	CY	Target	Result
22G. Increase the number of children living in married couple households as a percentage of all children living in households. (outcome)	2008	72%	Oct-09
	2007	71%	Oct-08
	2006	70%	Oct-07
	2005	70%	69%
	2004	Baseline	69%
Data Source: Census survey data, reported as Table 5:11 (page A-293) in the 6 th TANF Annual Report to Congress.			
Data Validation: Annual supplemental Census survey data provide reliable state and national estimates for this measure. Using expanded sampling by the Census Bureau allows ACF to measure the extent to which children are living in married couple households. Through this measure, ACF will indirectly track state TANF efforts in the area of healthy marriage. ACF will continue to work with states and other partners in developing or enhancing data collections systems to capture marriage-related information and facilitate future research.			
Cross Reference: This performance measure was used in TANF's PART review. This measure supports HHS Strategic Goal 7.1 and the Secretary's 5,000-Day Horizon, in which, "Family interests are protected and marriages strengthened."			

Regarding annual measure 22G, 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. ACF is exploring the development of measures to capture other aspects of healthy marriage and responsible fatherhood in addition to the marital status of the families in which children live, as captured by measure 22G. The baseline for measure 22G is 69 percent.

¹⁸⁰ This figure, previously reported as \$2,491, has been updated based on revised state expenditure data.

Child Care Entitlement

Please see “Child Care and Development Block Grant” for performance measures and analysis. This program was subject to a PART review in CY 2004 and received a rating of “Moderately Effective.”

DROPPED MEASURES

Head Start

Dropped Annual Measure	FY	Target	Result
5.2a Achieve at least an average 34 percent gain (12 scale points) in word knowledge for children completing the Head Start program. (<i>outcome</i>) REPLACED BY 3.2 LT	2008	Dropped/Revised	
	2007	TBD	N/A
	2006	34%	N/A
	2005	34%	N/A
	2004	34%	N/A ¹⁸¹
	2003	32%	32% ¹⁸²
	2002	32%	10 (32%)
	2001	10	10 (32%)
	2000	Baseline	10 (32%)
5.2b Achieve at least an average 52 percent gain (4 scale points) in mathematical skills for children completing the Head Start program. (<i>outcome</i>) REPLACED BY 3.3 LT	2008	Dropped/Revised	
	2007	TBD	N/A
	2006	52%	N/A
	2005	52%	N/A
	2004	52%	N/A ¹⁸³
	2003	43%	3 (43%) ¹⁸⁴
	2002	43%	3 (43%) ¹⁸⁵
	2001	3	3 (43%)
	2000	Baseline	3 (43%)
5.2c Achieve at least an average 70 percent gain (3.4 scale points) in letter identification for children completing the Head Start program. (<i>outcome</i>) REPLACED BY 3A.	2008	Dropped/Revised	
	2007	TBD	N/A
	2006	70%	N/A
	2005	70%	N/A
	2004	70%	N/A ¹⁸⁶
	2003	70%	2 (38%) ¹⁸⁷
	2002	70%	2 (38%) ¹⁸⁸
	2001	3.4	2 (38%)
	2000	Baseline	1.5 (35%)

¹⁸¹ As a result of updated performance measures and subsequent changes to data collection, comparable data for this measure is not available to be reported on for the 2003 FACES cohort over fiscal years 2004, 2005, and 2006.

¹⁸² Because FACES has triennial cohorts, data for a comparable sample of four year-olds in Head Start is only available every three years. Data from the 2000-2001 Head Start program year for the 2000 FACES cohort is reported in 2001, 2002, and 2003 for all FACES measures. Similarly, data for the 2003 FACES cohort from the 2003-2004 program years will be reported in 2004, 2005, and 2006. For FY 2000, data reported is from the FY 1997 FACES cohort (from the 1997-1998 Head Start program year).

¹⁸³ As a result of updated performance measures and subsequent changes to data collection, comparable data for this measure is not available to be reported on for the 2003 FACES cohort over fiscal years 2004, 2005, and 2006.

¹⁸⁴ See footnote under measure 5.2a regarding triennial cohorts.

¹⁸⁵ See footnote under measure 5.2a regarding triennial cohorts.

¹⁸⁶ As a result of updated performance measures and subsequent changes to data collection, comparable data for this measure is not available to be reported on for the 2003 FACES cohort over fiscal years 2004, 2005, and 2006.

¹⁸⁷ See footnote under measure 5.2a regarding triennial cohorts.

¹⁸⁸ See footnote under measure 5.2a regarding triennial cohorts.

5.2d Proportion of Head Start grantees, using the National Reporting System, that meet or exceed numerical targets in selected dimensions of school readiness. (<i>outcome</i>) REPLACED BY 3.1LT, 3A, 3.2LT, 3.3LT, 3.4LT	2008	Dropped/Revised	
	2007	TBD	Dec-08
	2006	TBD	Dec-07
	2005	TBD	Dec-06
	2004	Baseline	Jun-06 ¹⁸⁹

Data Source:

5.2a-c: Family and Child Experiences Survey (FACES).

5.2d: The National Reporting System (NRS).

Data Validation:

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

5.2d: The NRS is a nationwide assessment of all four-year-old children in Head Start, and incorporates components of scientifically validated, reliable, and respected measures of child outcomes such as the PPVT and the Woodcock-Johnson Applied Problems scale. Assessment of children in the NRS is done by assessors who have been trained to consistently implement the instrument; quality assurance studies indicate that the test's fidelity is strong across assessors, with little variation in execution. Individual child and program-level information is collected in a Computer Based Reporting System, and the information in this system is linked to the assessment results, which are recorded on standardized forms and sent directly to the NRS contractor for analysis. Fail-safes in the implementation of the instrument, the collection of the test results, the analysis of the data, and the compilation of findings ensure the validity and accuracy of the data reported.

Cross Reference: These performance measures support HHS Strategic Objective 7.2.

Dropped Annual Measure	FY	Target	Result
5.2e Achieve at least an average 14 percent gain (2 scale points) in social skills for children completing the Head Start program.(<i>outcome</i>) REPLACED BY 3.4LT	2008	Dropped/Revised	
	2007	TBD	Dec-09
	2006	14%	16% ¹⁹⁰
	2005	14%	16% ¹⁹¹
	2004	14%	16%
	2003	10%	1.9 (13%) ¹⁹²
	2002	10%	1.9 (13%) ¹⁹³

¹⁸⁹ As a result of updated performance measures and subsequent changes to data collection, this developmental measure was never developed with a baseline or targets. Data for this measure is therefore not available.

¹⁹⁰ See footnote under measure 5.2a regarding triennial cohorts.

¹⁹¹ See footnote under measure 5.2a regarding triennial cohorts.

¹⁹² See footnote under measure 5.2a regarding triennial cohorts.

	2001	1.4%	1.9 (13%)
	2000	Baseline	1.4 (10%)
5.2g Achieve goal of at least 70 percent the percentage of parents who report reading to child three times per week or more. <i>(outcome)</i> REPLACED BY 3.7LT	2008	Dropped/Revised	
	2007	TBD	Dec-09
	2006	70%	74% ¹⁹⁴
	2005	70%	74% ¹⁹⁵
	2004	70%	74%
	2003	70%	69% ¹⁹⁶
	2002	70%	69% ¹⁹⁷
	2001	70%	69%
	2000	Baseline	66%
	5.2i Maintain the average lead teacher score on an observational measure of teacher-child interaction. <i>(outcome)</i>	2008	Dropped
2007		73	Dec-09
2006		73	74 ¹⁹⁸
2005		73	74 ¹⁹⁹
2004		73	74
2003		73	72 ²⁰⁰
2002		73	72 ²⁰¹
2001		73	72
2000		Baseline	73
Data Source: Family and Child Experiences Survey (FACES).			
Data Validation: FACES (see measures 5.2 a-c for description).			
Cross Reference: These performance measures support HHS Strategic Objective 7.2.			

Dropped Annual Measure	FY	Target	Result
5.2j Increase the percentage of Head Start children who receive necessary treatment for emotional or behavioral problems after being identified as needing such treatment. <i>(outcome)</i>	2008	Dropped	
	2007	80%	Dec-07
	2006	90%	72%
	2005	90%	73%
	2004	90%	72%
	2003	90%	72%
	2002	85%	74%
	2001	83%	77%
	2000	81%	77%
	1999	81%	75%
	1998	Baseline	75%
Data Source: Program Information Report (PIR). All local programs receiving Head Start funds are required to submit an annual PIR tracking program participation statistics such as the age of children, the kind of education program they receive, and the medical, dental, and mental health services the children receive. Annual one-time questions capture information about children's families and the kind of support			

¹⁹³ See footnote under measure 5.2a regarding triennial cohorts.

¹⁹⁴ See footnote under measure 5.2a regarding triennial cohorts.

¹⁹⁵ See footnote under measure 5.2a regarding triennial cohorts.

¹⁹⁶ See footnote under measure 5.2a regarding triennial cohorts.

¹⁹⁷ See footnote under measure 5.2a regarding triennial cohorts.

¹⁹⁸ See footnote under measure 5.2a regarding triennial cohorts.

¹⁹⁹ See footnote under measure 5.2a regarding triennial cohorts.

²⁰⁰ See footnote under measure 5.2a regarding triennial cohorts.

²⁰¹ See footnote under measure 5.2a regarding triennial cohorts.

services required such as job training, education, housing, counseling, and other community-based services.

Data Validation: Data collection for the PIR is automated to improve the efficiency in the collection and analysis of data. Head Start achieves 100 percent response rate annually from 2,600 respondents. The collection includes a component which tracks 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.

Cross Reference: This performance measure supports HHS Strategic Objective 3.5.

Dropped Annual Measure	FY	Target	Result
5.2x Achieve at least an average 43 percent gain (1.24 scale points) in fine motor skills for children completing the Head Start program. (output)	2004	Dropped	
	2003	43%	34% (1.05)
	2002	43%	34% (1.05)
	2001	1.24	34% (1.05)
	2000	Baseline	34% (1.05)

Data Source: Family and Child Experiences Survey (FACES).

Data Validation: FACES (see measures 5.2 a-c for description).

Cross Reference: This performance measure supports HHS Strategic Objective 7.2.

Runaway and Homeless Youth

Dropped Annual Measure	FY	Target	Result
6.2a. Increase the proportion of youth living in safe and appropriate settings after exiting ACF-funded Runaway and Homeless Youth (RHY) services. (outcome) REPLACED BY 4A.	2008	Dropped	
	2007	94%	Dec-08
	2006	93%	Dec-07
	2005	92%	89.3%
	2004	91%	89.5%
	2003	86%	89.5%
6.2c. Increase the number of RHY youth who are engaged in community service and service learning activities while in the program. (outcome) REPLACED BY 4C.	2002	Baseline (Target for baseline year: 86%)	89.5%
	2008	Dropped	
	2007	15%	Dec-08
	2006	15%	Dec-07
	2005	14%	8.3% (TLP 30.7%)
2004	Baseline (Target for baseline year: 10%)	12.0% (TLP 26.9%)	

Data Source: National Extranet Optimized Runaway and Homeless Youth Management Information System (NEORHYMIS).

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

Cross Reference: These performance measures support HHS Strategic Objective 7.4. These measures also support Secretary Leavitt's 500 Day Plan, which concentrates on, "Supporting the First Lady's initiative on Helping America's Youth."

Assets for Independence (Individual Development Accounts)

Dropped Annual Measure	FY	Target	Result
2.1a Increase small business capitalization, homeownership, and post-secondary education acquisition by low-income working families. (<i>outcome</i>) REPLACED BY 13A. AND 13B.	2008	Dropped	
	2007	TBD	Dec-08
	2006	TBD	Dec-07
	2005	Baseline	N/A ²⁰²
Data Source: Annual Progress Report; Annual Data Collections for Reports to Congress.			
Data Validation: ACF collects data annually from grantees on participants' progress in their transition out of poverty (e.g., the number who open Individual Development Accounts [IDAs], the number who complete financial education training, the amount of earned income participants save in IDAs, the number of participants who withdraw savings to purchase an appreciable asset, the amount of funds withdrawn for these purposes, and so forth). ACF requires each grantee to provide a well-developed plan for collecting, validating, and reporting the necessary data in a timely fashion. In addition, grantees must agree to participate in the national program evaluation and are urged to carry out an ongoing assessment of the data and information collected as an effective management/feedback tool in implementing their project.			
Cross Reference: This performance measure supports HHS Strategic Objective 6.4. The measure also supports Secretary Leavitt's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

Dropped Efficiency Measure	FY	Target	Result
2.1c Maintain the ratio of total earned income saved in IDAs per grant dollar spent on programmatic and administrative activities at the end of year three of the five- year AFI project. (<i>new efficiency – approved by OMB</i>)	2008	Dropped	
	2007	3.95	Feb-08
	2006	3.95	Feb-07
	2005	3.95	3.48
	2004	Baseline	3.95
Data Source: Annual Data Collections for Report to Congress; grantee draw down information from the HHS Payment Management System.			
Data Validation: All Assets for Independence (AFI) grantees submit detailed information annually including the amount of earned income deposited in participant IDAs. The Office of Community Services (OCS) and its contractors assist grantees with the data collection to ensure that reported data are reasonably accurate. Grantees access their federal grant from the HHS Payment Management System. HHS ensures that system information is accurate.			
Cross Reference: This efficiency measure supports HHS Strategic Objective 6.4. This measure also supports Secretary Leavitt's 5,000 Day Horizon, in which, "Government policies foster self-reliance and reward work."			

²⁰² This developmental measure was never fully developed; therefore the reporting of data is not possible.

Victims of Trafficking

Dropped Long Term/Annual Measure	FY	Target	Result
1.2l Increase the proportion of victims of trafficking restored to self-sufficiency (independence from cash assistance). (<i>outcome</i>)	2006	69% of victims certified in FY 2004 required fewer than two years of assistance	N/A ²⁰³
	2005	67% of victims certified in FY 2003 required fewer than two years of assistance	N/A ²⁰⁴
	2004	Baseline	N/A ²⁰⁵
Data Source: Proposed tracking through the network of grantees and data collected by the anticipated per capita services mechanism, cross-referenced with the Office of Refugee Resettlement (ORR) and Temporary Assistance to Needy Families (TANF) program.			
Data Validation: The program engages in regular monitoring of grantees and receives reports from all grantees semi-annually, covering both financial and programmatic performance.			
Cross Reference: This performance goal was developed during the PART review. This performance goal supports HHS Strategic Objective 6.1 and the Secretary’s 500 Day Plan to, “Protect Life and Human Dignity.”			

²⁰³ Data for this measure will not be available for reporting due to subsequently identified barriers to data collection. The data provided here supercedes that which is displayed in PARTWeb, specifically an FY 2004 baseline, projected targets for FY 2007 and FY 2008, and a long-term goal for FY 2011.

²⁰⁴ See previous footnote for measure 1.2l.

²⁰⁵ Although a figure of 65 percent was previously reported in the previous performance budget, this figure was based on an estimate for proposed data collection rather than confirmed results.