

DEPARTMENT OF HEALTH AND HUMAN SERVICES
ADMINISTRATION FOR CHILDREN AND FAMILIES

PROMOTING SAFE AND STABLE FAMILIES

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FY 2009 Proposed Appropriation Language

ADMINISTRATION FOR CHILDREN AND FAMILIES

Promoting Safe and Stable Families

For carrying out section 436 of the Social Security Act, \$345,000,000 and section 437,

~~\$64,437,000~~ **\$63,311,000.**

DEPARTMENT OF HEALTH AND HUMAN SERVICES
Administration for Children and Families
Promoting Safe and Stable Families

Authorizing Legislation

	FY 2008 Amount Authorized	FY 2008 Budget Estimate	FY 2009 Amount Authorized	FY 2009 Budget Request ¹
Promoting Safe and Stable Families [Sections 436, 437 and 438 of the Social Security Act]	\$565,000,000	\$428,311,000	\$565,000,000	\$428,311,000

¹ Amounts in this column represent the President's Budget.

ADMINISTRATION FOR CHILDREN AND FAMILIES
Promoting Safe and Stable Families

APPROPRIATIONS HISTORY TABLE

<u>Year</u>	<u>Budget Estimate to Congress</u>	<u>Appropriation</u>
2000		
Appropriation	\$295,000,000	\$295,000,000
2001		
Appropriation	305,000,000	305,000,000
2002		
Appropriation	572,000,000	375,000,000
Rescission		-14,000
Total		374,986,000
2003		
Appropriation	530,000,000	405,000,000
Rescission		-650,000
Total		404,350,000
2004		
Appropriation	554,978,000	405,000,000
Rescission		-617,000
Total		404,383,000
2005		
Appropriation	505,000,000	404,383,000
Rescission		-797,000
Total		403,586,000
2006		
Appropriation	410,000,000	435,000,000
Pre-appropriated		20,000,000
Rescission		-900,000
Transfer to CMS		-61,000
Total		454,039,000
2007		
Appropriation	434,100,000	434,100,000
Pre-appropriated		20,000,000
Total		454,100,000

<u>Year</u>	<u>Budget Estimate to Congress</u>	<u>Appropriation</u>
2008		
Appropriation	434,100,000	409,437,000
Pre-appropriated		20,000,000
Rescission		-1,126,000
Total		428,311,000
2009		
Appropriation	434,100,000	408,311,000
Pre-appropriated		20,000,000
Total		428,311,000

ADMINISTRATION FOR CHILDREN AND FAMILIES
Promoting Safe and Stable Families

Amounts Available for Obligation

	<u>FY 2007</u> <u>Enacted</u>	<u>FY 2008</u> <u>Enacted</u>	<u>FY 2009</u> <u>Estimate</u>
Appropriation:			
Annual ¹	\$434,100,000	\$408,311,000	\$408,311,000
Pre-Appropriated	20,000,000	20,000,000	20,000,000
Total, Obligations	\$454,100,000	\$428,311,000	\$428,311,000

Budget Authority by Activity

	<u>FY 2007</u> <u>Enacted</u>	<u>FY 2008</u> <u>Enacted</u>	<u>FY 2009</u> <u>Estimate</u>
Promoting Safe and Stable Families	\$454,100,000	\$428,311,000	\$428,311,000
Total, Obligations	\$454,100,000	\$428,311,000	\$428,311,000

¹ Funds are a combination of \$345 million in mandatory funds with discretionary funds of \$89.1 million for FY 07. In FY 08 and FY 09, \$345 million in mandatory funds, with discretionary funds of \$63.3 million.

ADMINISTRATION FOR CHILDREN AND FAMILIES
Promoting Safe and Stable Families

Justification

	FY 2007 Enacted	FY 2008 Enacted	FY 2009 Estimate	Increase or Decrease
Promoting Safe and Stable Families, B.A.	\$434,100,000	\$408,311,000	\$408,311,000	\$0
<i>State Court Improvement (pre-appropriated)</i>	<i>20,000,000</i>	<i>20,000,000</i>	<i>20,000,000</i>	<i>0</i>
Total, Program Level	\$454,100,000	\$428,311,000	\$428,311,000	\$0

Authorizing Legislation – Sections 436-438 of the Social Security Act.

2009 Authorization\$565,000,000 (\$345,000,000 in mandatory funds and \$200,000,000 in discretionary funds; \$20,000,000 in pre-appropriated funds.)

Allocation Method Formula Grant

General Statement

The Promoting Safe and Stable Families program is a combination of a capped entitlement program and a discretionary grant program. Its purpose is to enable each state to operate a coordinated program of family preservation services, community-based family support services, time-limited reunification services, and adoption promotion and support services.

- Family preservation services are designed to help families alleviate crises; maintain the safety of children in their own homes; support families who are preparing to reunify or adopt, and assist families to obtain support to address their multiple needs in a culturally sensitive manner. The definition was amended in the 2002 reauthorization to allow states to support infant safe haven programs.
- Family support services are primarily community-based preventive activities designed to promote parental competencies and behaviors that will increase the ability of families to successfully nurture their children; enable families to use other resources and opportunities available in the community; create supportive networks to enhance child-rearing abilities of parents and help compensate for the increased social isolation and vulnerability of families; and strengthen parental relationships and promote healthy marriages.
- Time-limited reunification services are provided to a child who is removed from home and placed in a foster care setting and to the parents or primary caregiver. These services are available only for 15 months from the date the child enters foster care. Time-limited reunification services facilitate the safe and timely reunification of the child with the family.

- Adoption promotion and support services are designed to encourage more adoptions of children out of the foster care system when adoptions are in the best interests of the children. They include pre- and post-adoption services designed to expedite the adoption process and support adoptive families.

This budget reflects enactment of the Deficit Reduction Act of 2005 (P.L.109-171), which created two new elements within the State Court Improvement program: improved data collection and training; and collaboration between courts and child welfare agencies. This budget also reflects the enactment of the Child and Family Services Improvement Act of 2006 (P.L. 109-288), which divides additional mandatory funding (an increase of \$40 million from \$305,000,000 to \$345,000,000) between formula grants for state improvement on the quantity and quality of caseworker visits and competitive grants for regional partnerships to provide services and activities to work with children and families impacted by a parent's or caretaker's methamphetamine or other substance abuse.

Program Description and Accomplishments – Funds are distributed to states based on the state's share of children in all states receiving food stamp benefits. States are entitled to payments equal to their allotments for use in paying not more than 75 percent of the costs of activities under the approved state plan. The remaining 25 percent of costs must be paid with funds from non-federal sources. States carry out a comprehensive planning process, consulting with a broad range of public and private agencies providing services to families, as well as with parents and families themselves, to ensure that services are coordinated and that funds are spent in a manner responsive to the needs of families.

From the mandatory funds, \$40 million is allocated between formula grants for state improvement on the quantity and quality of caseworker visits and competitive grants for regional partnerships to provide services and activities to work with children and families impacted by a parent's or caretaker's methamphetamine or other substance abuse (the statute designates the amount of funds targeted to each of these initiatives for each fiscal year).

In addition, three percent of both the mandatory and discretionary funds appropriated (after deducting the \$40 million specified for new initiatives) are reserved for allotment to tribal consortia or Indian tribes that have submitted a plan and whose allotment is greater than \$10,000. Tribal allotments are based on the number of children in the tribe relative to the number of children in all tribes with approved plans. The allotment to Puerto Rico, Guam, the Virgin Islands, the Northern Mariana Islands and American Samoa is determined by a formula.

Finally, \$10 million is set aside for State Court Improvement programs to assess and improve handling of court proceedings related to foster care and adoption. Six million dollars is set aside for evaluation, research and training, of which \$2 million must address the new child welfare worker and substance abuse initiatives. An additional 3.3 percent of any discretionary funds are to be used for each of the above activities.

An additional \$20 million in pre-appropriated funds is allocated for improved data collection and collaboration between courts and child welfare agencies, and training of judges, attorneys and other legal persons in child welfare cases, as authorized by the Deficit Reduction Act.

Funding for the Promoting Safe and Stable Families program during the last five years has been as follows:

	Mandatory	Discretionary	Pre-Appropriated	Total
2004	\$305,000,000	\$98,586,000		\$404,383,000
2005	\$305,000,000	\$98,586,000		\$403,586,000
2006	\$345,000,000	\$89,039,000	\$20,000,000	\$454,039,000
2007	\$345,000,000	\$89,100,000	\$20,000,000	\$454,100,000
2008	\$345,000,000	\$63,311,000	\$20,000,000	\$428,311,000

The program received a PART rating of Moderately Effective in CY 2006. The review cited the Child and Family Service Review (CFSR) assessment as an effective management strategy for the purpose of providing targeted technical assistance. As a result of the PART review, the program is working to reduce the length of time needed to approve state CFSR Program Improvement Plans (PIPs) and continuing to provide technical assistance to states on the use of a new curriculum on developing a PIP.

Complementing the measures that draw on CFSR results are measures assessing national performance on a number of other key indicators. One such complementary measure is 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 2006 and exceeded that target, with 39.7 percent of children exiting to either adoption or guardianship within two years of placement. In addition, the Data Profile component of the Statewide Assessment used in the CFSR process emphasizes complete and accurate reporting of all discharge reasons. This, coupled with re-submission of data by states, has improved the accuracy and reliability of the data giving ACF a more precise representation of the permanency outcomes of children in foster care.

Budget Request — The FY 2009 request for the Promoting Safe and Stable Families program is \$428,311,000, which is the same as the FY 2008 enacted level. These funds will continue our investment in supporting and preserving families, in addition to strengthening and enhancing the availability of services targeted to achieving the goals of safety, permanency and well-being. This budget includes \$20 million in pre-appropriated funds for the State Court Improvement program.

It is expected that by FY 2009, the Children’s Bureau will continue to see annual increases in the number of children exiting care within two years of placement through guardianship or adoption, exceeding the target rate of 38 percent.

Outputs and Outcomes Table

#	Key Outcomes	FY 2004 Actual	FY 2005 Actual	FY 2006		FY 2007		FY 2008 Target	FY 2009 Target	Out-Year Target
				Target	Actual	Target	Actual			
Long-Term Objective 7.4: Nine states or jurisdictions will be in substantial conformity with Safety Outcome Measure 2: “Children are maintained in their homes whenever possible and appropriate” by the end of FY 2010. To be in substantial conformity with this measure, states must achieve desired outcomes in 95 percent of reviewed cases. ² (PSSF)										
Long-Term Objective 7.5: Ten states will be in substantial conformity with Permanency Outcome Measure 2: “The continuity of family relationships and connections is preserved for children” by the end of FY 2010. To be in substantial conformity with this measure, states must achieve desired outcomes in 95 percent of reviewed cases. ² (PSSF, Foster Care)										
Long-Term Objective 7.6: Three states will be in substantial conformity with Well-Being Outcome 1: “Families have enhanced capacity to provide for their children’s needs” by the end of FY 2010. To be in substantial conformity with this measure, states must achieve desired outcomes in 95 percent of reviewed cases. ² (Foster Care, PSSF)										
Long-Term Objective 7.7: Thirty-five states or jurisdictions will be in substantial conformity with the systemic factor “Service Array” by the end of FY 2010. Systemic factors measure a state’s capacity to achieve safety and permanence for children and well-being for children and their families. This measure examines whether states have in place throughout the state services to assess the strengths and needs of children and families and to provide an array of services that can be individualized to meet the unique needs of children and families served by the child welfare agency. ² (PSSF)										
7 H	Each fiscal year, an increasing number of states with a closed out PIP will be penalty free on Safety Outcome Measure 2: “Children are maintained in their homes whenever possible and appropriate.” In order for a state to be designated penalty free it must address all findings identified in its most recent CFSR by completing all agreed to actions and meeting quantifiable outcomes within specified time frames. ² (outcome, PSSF)	4 states	11 states	18 states	20 states	38 states	30 states	47 states	47 states ³	n/a
7 I	Each fiscal year, an increasing number of states with a closed out PIP will be penalty free on Permanency Outcome Measure 2: “The continuity of family relationships and connections is preserved for children.” In order for a state to be designated penalty free it must address all findings identified in its most recent CFSR by completing all agreed to actions and meeting quantifiable outcomes within specified time frames. ² (outcome, PSSF, Foster Care)	4 states	11 states	18 states	20 states	38 states	30 states	47 states	47 states ³	n/a
7 J	Each fiscal year, an increasing number of states with a closed out PIP will be penalty free on Well Being Outcome 1: “Families have enhanced capacity to provide for their children’s needs.” In order for a state to be designated penalty free it must address all findings identified in its most recent CFSR by completing all agreed to actions and meeting quantifiable outcomes within specified time frames. ² (outcome, PSSF, Foster Care)	4 states	11 states	18 states	20 states	38 states	29 states	47 states	47 states ³	n/a

² The language of this measure was revised to be consistent with the structure of the larger grouping of CFSR measures.

³ The targets for FY 2009 are identical to the targets for FY 2008 since it is expected that all PIPs from the first round of CFSRs will be closed by the end of FY 2008 and no PIPs from the second round are expected to be closed until FY 2010.

#	Key Outcomes	FY 2004 Actual	FY 2005 Actual	FY 2006		FY 2007		FY 2008 Target	FY 2009 Target	Out-Year Target
				Target	Actual	Target	Actual			
7 K	Each fiscal year, an increasing number of states with a closed out PIP will be penalty free on the systemic factor "Service Array." In order for a state to be designated penalty free it must address all findings identified in its most recent CFSR by completing all agreed to actions and meeting quantifiable outcomes within specified time frames. ² (outcome, PSSF)	4 states	11 states	18 states	20 states	38 states	30 states	47 states	47 states ³	n/a
7 N	Reduce the time needed to approve state Child and Family Service Review (CFSR) Program Improvement Plans (PIPs). (OMB approved efficiency, Child Welfare Services, PSSF)	n/a	n/a	n/a	n/a	n/a	n/a	n/a	TBD	TBD
7 O	Increase the percentage of children who exit foster care within two years of placement either through guardianship or adoption. (outcome, PSSF)	36.1% ⁴	38.8% ⁴	35.0%	39.7%	35.0%	Oct-08	36.0%	38.0%	n/a
7 Q	Decrease the percent of foster children in care 12 or more months with no case plan goal (including case plan goal "Not Yet Determined"). (OMB approved efficiency, Child Welfare Services, PSSF, Foster Care)	8.8% ⁴	8.3% ⁴	6.9%	7.6%	6.4%	Oct-08	5.9%	5.4%	n/a

#	Key Outputs	FY 2004 Actual	FY 2005 Actual	FY 2006		FY 2007		FY 2008 Target/Est.	FY 2009 Target/Est.	Out-Year Target/Est.
				Target/Est.	Actual	Target/Est.	Actual			
	Number of children who exit foster care within two years of placement either through guardianship or adoptions	23,802	26,242	n/a	25,450	n/a	Oct-08	n/a	n/a	n/a
	Number of children in foster care 12 months or more	445,087	440,272	n/a	444,542	n/a	Oct-08	n/a	n/a	n/a
	Number of children in foster care for 12 months or more with no case plan goal (including case plan goal "Not Yet Determined")	32,404	28,813	n/a	21,782	n/a	Oct-08	n/a	n/a	n/a
	Appropriated Amount (\$ Million)	\$404.4	\$403.6	\$454.1		\$454.1		\$428.3	\$428.3	

⁴ This figure has been updated as a result of revised data submissions from states.

Resource and Program Data
Promoting Safe and Stable Families

	2007 Actual	2008 Enacted	2009 Estimate
<u>Resource Data:</u>			
Service Grants			
Formula	\$405,160,000	\$385,223,000	\$389,593,000
Discretionary	33,145,000	29,770,000	29,770,000
Research/Evaluation		1,700,000	1,700,000
Demonstration/Development	1,732,000	1,450,000	1,390,000
Training/Technical Assistance	12,905,000	9,635,000	5,265,000
Program Support ¹	1,158,000	533,000	593,000
Total, Resources	\$454,100,000	\$428,311,000	\$428,311,000
<u>Program Data:</u>			
Number of Grants	134	134	134
New Starts:			
#	53	0	4
\$	\$33,145,000	\$0	\$2,331,000
Continuations:			
#	81	134	130
\$	\$410,097,000	\$419,433,000	\$421,471,000
Contracts:			
#	4	4	4
\$	\$8,732,000	\$7,403,000	\$3,034,000
Interagency Agreements:			
#	5	5	5
\$	\$2,126,000	\$1,475,000	\$1,475,000

¹ Includes funding for information technology support, grant paneling/review, contract fees and printing.

**DEPARTMENT OF HEALTH AND HUMAN SERVICES
ADMINISTRATION FOR CHILDREN AND FAMILIES**

FY 2009 DISCRETIONARY/MANDATORY STATE/FORMULA GRANTS

PROGRAM: Promoting Safe and Stable Families (CFDA #93.556)

STATE/TERRITORY	FY 2007 Actual	FY 2008 Enacted	FY 2009 Estimate	Increase or Decrease
Alabama	\$7,549,130	\$7,091,825	\$7,196,638	+\$104,813
Alaska	800,898	752,382	763,502	+11,120
Arizona	8,472,175	7,958,956	8,076,584	+117,628
Arkansas	5,029,413	4,724,746	4,794,575	+69,829
California	37,396,892	35,131,497	35,650,719	+519,222
Colorado	3,535,937	3,321,741	3,370,834	+49,093
Connecticut	2,560,753	2,405,630	2,441,183	+35,553
Delaware	853,665	801,953	813,805	+11,852
District of Columbia	1,140,922	1,071,808	1,087,649	+15,841
Florida	16,058,441	15,085,668	15,308,625	+222,957
Georgia	12,895,318	12,114,158	12,293,197	+179,039
Hawaii	1,210,738	1,137,395	1,154,205	+16,810
Idaho	1,336,795	1,255,816	1,274,376	+18,560
Illinois	15,735,750	14,782,525	15,001,001	+218,476
Indiana	7,620,465	7,158,840	7,264,643	+105,803
Iowa	2,525,105	2,372,142	2,407,200	+35,058
Kansas	2,395,461	2,250,351	2,283,610	+33,259
Kentucky	6,999,233	6,575,240	6,672,417	+97,177
Louisiana	10,492,371	9,856,774	10,002,450	+145,676
Maine	1,507,202	1,415,900	1,436,826	+20,926
Maryland	3,972,642	3,731,991	3,787,147	+55,156
Massachusetts	5,052,378	4,746,320	4,816,467	+70,147
Michigan	13,529,588	12,710,005	12,897,851	+187,846
Minnesota	3,513,591	3,300,748	3,349,531	+48,783
Mississippi	5,813,506	5,461,341	5,542,056	+80,715
Missouri	9,503,673	8,927,968	9,059,918	+131,950
Montana	1,055,546	991,604	1,006,259	+14,655
Nebraska	1,648,982	1,549,091	1,571,986	+22,895
Nevada	1,760,250	1,653,619	1,678,058	+24,439
New Hampshire	689,863	648,073	657,651	+9,578
New Jersey	5,404,912	5,077,499	5,152,541	+75,042
New Mexico	3,510,815	3,298,140	3,346,885	+48,745
New York	20,525,133	19,281,781	19,566,753	+284,972
North Carolina	11,166,583	10,490,144	10,645,182	+155,038
North Dakota	578,261	543,232	551,260	+8,028

STATE/TERRITORY	FY 2007 Actual	FY 2008 Enacted	FY 2009 Estimate	Increase or Decrease
Ohio	13,684,000	12,855,063	13,045,053	+189,990
Oklahoma	5,730,734	5,383,583	5,463,149	+79,566
Oregon	5,397,913	5,070,923	5,145,868	+74,945
Pennsylvania	12,864,817	12,085,504	12,264,120	+178,616
Rhode Island	1,148,772	1,079,183	1,095,133	+15,950
South Carolina	7,306,030	6,863,452	6,964,889	+101,437
South Dakota	824,005	774,089	785,529	+11,440
Tennessee	10,505,368	9,868,983	10,014,840	+145,857
Texas	37,545,671	35,271,265	35,792,551	+521,286
Utah	1,979,017	1,859,134	1,886,611	+27,477
Vermont	502,225	471,802	478,775	+6,973
Virginia	6,363,433	5,977,955	6,066,305	+88,350
Washington	5,883,990	5,527,556	5,609,249	+81,693
West Virginia	3,177,173	2,984,710	3,028,822	+44,112
Wisconsin	5,185,405	4,871,289	4,943,283	+71,994
Wyoming	400,925	376,638	382,205	+5,567
Subtotal	352,341,865	330,998,032	335,889,966	+4,891,934
Indian Tribes	11,823,000	12,849,330	12,849,330	0
American Samoa	230,723	220,887	223,142	+2,255
Guam	421,622	400,103	405,035	+4,932
Northern Mariana Islands	187,805	180,595	182,248	+1,653
Puerto Rico	6,926,833	6,507,214	6,603,389	+96,175
Virgin Islands	287,552	274,239	277,290	+3,051
Subtotal	19,877,535	20,432,368	20,540,434	+108,066
Total States/Territories	372,219,400	351,430,400	356,430,400	+5,000,000
Technical Assistance	8,884,943	8,940,300	8,940,300	0
Set Aside for State Courts	32,940,300	32,940,300	32,940,300	0
Meth./Subst. Abuse grants	40,000,000	35,000,000	30,000,000	-5,000,000
Subtotal Adjustments	81,825,243	76,880,600	71,880,600	-5,000,000
TOTAL RESOURCES	\$454,044,643	\$428,311,000	\$428,311,000	\$0

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