

EXECUTIVE SUMMARY

INTRODUCTION AND MISSION

The mission of the Administration for Children and Families (ACF) within the U.S. Department of Health and Human Services (HHS) is to promote the economic and social well-being of children, youth, families, and communities, focusing particular attention on vulnerable populations such as children in low-income families, refugees, Native Americans, and individuals with developmental disabilities. ACF administers programs carried out by state, territorial, county, city, and tribal governments as well as by private, non-profit, and community- and faith-based organizations designed to meet the needs of a diverse cross-section of society.

FY 2010 BUDGET OVERVIEW

The FY 2010 President's Budget request for the Administration for Children and Families, including both mandatory (pre-appropriated and entitlement) and discretionary programs, is almost \$50 billion in budget authority – a reduction of approximately \$960 million below the FY 2009 enacted level. This budget makes significant investments in approaches that have proven to be effective, seeks to realign the scope of existing spending authorities to better address the human services needs of our Nation, and seeks to ensure that programs are responsive to the needs of America's children and families.

The discretionary portion of the budget totals almost \$15.6 billion, \$1.6 billion below the FY 2009 enacted level. The primary reason for this reduction reflects unusually high funding levels for the Low Income Home Energy Assistance Program (LIHEAP) in FY 2009 and the Administration's decision to address severe spikes in energy use through the establishment of a mandatory LIHEAP funding trigger.

The FY 2010 discretionary budget:

- Sustains critical support for children, youth and families by investing an additional \$122 million in Head Start and Early Head Start to maintain the historic expansions funded by the American Recovery and Reinvestment Act (ARRA).
- Addresses rising teen pregnancy rates with \$164 million in discretionary and mandatory funds for a new Teen Pregnancy Prevention Initiative to support efforts to reduce teenage pregnancy using age-appropriate, medically-accurate, evidence-based models
- Invests \$50 million in a new Strengthening Communities Fund charged with building the capacity of the nation's non-profit organizations as well as state, local and tribal government offices responsible for outreach to faith-based and community organizations
- Includes \$20 million for a new Innovative Approaches to Foster Care pilot program that provides both upfront service dollars and additional bonus funding for improved outcomes for long-term foster-care placements
- Provides energy assistance to low-income families by making available \$790 million for the LIHEAP Contingency Fund to address unanticipated emergencies

- Supports key programs for children and families with an additional \$21 million for Federal Administration to fulfill the critical need for sufficient staff to implement major new program responsibilities

The request for mandatory spending is \$34.3 billion, an increase of approximately \$672 million above FY 2009. The mandatory budget maintains funding for all key entitlement programs and proposes the creation of a new Home Visitation program to support low-income families, which will provide funds to states to establish and expand evidence-based home visitation programs for low-income families to help give children a healthy start in life. Initial funding for this effort is estimated to be \$124 million, growing to \$1.8 billion by FY 2019.

The following programs have been eliminated from the ACF budget: Compassion Capital Fund, Community-Based Abstinence Education, State Abstinence Education, and Rural Community Facilities.

Program Increases:

- **Head Start (+\$122 million)** – The FY 2010 request for the Head Start program is \$7.2 billion, an increase of \$122 million above the FY 2009 omnibus level. These funds will allow local programs to continue to serve approximately 978,000 children, including 69,000 children funded by significant investments in Head Start and Early Head Start made in ARRA, while assuring that Head Start grantees maintain quality programs. Of the ARRA-funded children, 55,000 are in Early Head Start, representing almost double the number of children previously served. ARRA funding made a down payment on the President’s comprehensive Zero to Five Plan, and this budget sustains critical support for young children and their families by building on these investments.
- **Teen Pregnancy Prevention Initiative (+\$164 million)** – The FY 2010 request for the new Teen Pregnancy Prevention initiative includes \$164 million to fund approximately 275 discretionary grants, formula grants to all states and territories, and rigorous evaluations. A 2007 evaluation of abstinence-only programs showed no impact on participants’ likelihood of engaging in sexual activity. This initiative will support efforts to reduce teen pregnancy using age-appropriate, evidence-based models that stress the importance of abstinence while providing medically-accurate information about ways to reduce the risks of pregnancy and sexually-transmitted diseases.
- **Home Visitation (+\$124 million)** – The FY 2010 budget proposes establishment of a Home Visitation program as a capped entitlement designed to support the establishment and expansion of evidence-based home visitation programs for low income families and pregnant women in states and territories. The initiative will primarily fund models that have been rigorously evaluated and shown to have positive effects on critical outcomes for children and families. At the same time, a portion of the funds will be used to support promising models requiring additional evaluation. Research including several randomized control trial studies showed one particular model of home visitation resulted in Medicaid savings from reductions in preterm births, emergency room use, and subsequent births. Expanding proven effective home visitation programs is estimated to save Medicaid \$664 million over ten years, including \$189 million in 2019.
- **Innovative Approaches to Foster Care (+\$20 million)** – The FY 2010 request proposes funding demonstration grants to incentivize improved outcomes for children and families in foster care. These pilot programs will provide and encourage an upfront investment in services, and provide additional bonus payments to grantees that attain successful outcomes for children with long-term stays in foster care.

- **Strengthening Communities Fund (+\$50 million)** – The FY 2010 budget establishes ongoing funding for the Strengthening Communities Fund, a new initiative designed to build the capacity of government and nonprofit organizations, with a focus on increasing community access to public benefits and improving services for low-income and disadvantaged populations. This funding will support over 80 grants to non-profit organizations as well as state, local, and tribal government offices responsible for outreach to faith-based and community organizations.
- **Federal Administration (+\$21 million)** – The FY 2010 request will support 1,479 FTE, an increase of 151 FTE over FY 2009. This request reflects the critical need to fund sufficient staff to effectively manage expansive new program responsibilities, including implementation of (1) the Head Start reauthorization and significant expansion of the number of Head Start and Early Head Start children served by these programs primarily as a result of ARRA funding; (2) the Fostering Connections to Success and Improving Adoptions Act of 2008; (3) the William Wilberforce Trafficking Victims Protection Reauthorization Act; and, (4) new programmatic initiatives proposed in the FY 2010 budget as described above.

NOTE: In addition to these ACF-funded initiatives, the FY 2010 President’s Budget provides the Department of Labor with \$50 million for a new Transitional Jobs initiative. ACF may collaborate with the Department of Labor to conduct a demonstration or series of demonstrations of transitional jobs programs that may target certain groups such as low-income non-custodial parents, youth aging out of foster care and ex-offenders. Transitional job programs place participants in short-term subsidized or supported employment and provide case management with links to support services, including training, basic education, and emergency assistance. ACF would collaborate with DOL on program design and the development of a strategy to evaluate different models of transitional jobs in order to determine their effectiveness.

Program Decreases:

- **Low Income Home Energy Assistance Program (-\$1.9 billion)** – The FY 2010 discretionary request includes \$3.2 billion for the Low Income Home Energy Assistance Program (LIHEAP) to help low-income families with their heating and cooling expenses. This is the highest level of LIHEAP funding for any year except the most recent, when the nation was threatened with an unprecedented increase in energy costs. The request also includes a \$200 million increase in the Contingency Fund to cover unanticipated state energy emergencies. In addition, the Administration proposes creating a new permanent mandatory trigger mechanism that will automatically increase funding for energy assistance whenever there are spikes in energy prices. Using probabilistic methods, this trigger is expected to cost \$450 million per year.

The budget justifications included in this submission include outcome and output measures that reflect historical practice, and will need to be reviewed by the new Administration.

An All-Purpose Table showing the FY 2008 and 2009 enacted levels and the FY 2010 President’s Budget request for all ACF programs is shown on the following pages.

ADMINISTRATION FOR CHILDREN AND FAMILIES

All Purpose Table

FY 2010 Congressional Justification

Program	FY 2008 Appropriation	FY 2009 Omnibus	FY 2009 Recovery Act	FY 2010 Estimate
<u>DISCRETIONARY PROGRAMS:</u>				
LOW INCOME HOME ENERGY ASSISTANCE PROGRAM:				
Block Grant.....	1,980,000,000	4,509,672,000		2,410,000,000
Contingency Fund.....	590,328,000	590,328,000		790,000,000
Total, LIHEAP, B.A.....	2,570,328,000	5,100,000,000 ^{1/}		3,200,000,000
CHILD CARE & DEVELOPMENT BLOCK GRANT:				
Child Care & Development Block Grant.....	2,052,432,000	2,117,171,000	2,000,000,000	2,117,171,000
Research and Evaluation Fund.....	9,649,000	9,910,000		9,910,000
Total, Child Care & Development Block Grant, B.A.....	2,062,081,000	2,127,081,000	2,000,000,000	2,127,081,000
PROMOTING SAFE & STABLE FAMILIES, B.A.....	63,311,000	63,311,000		63,311,000
CHILDREN & FAMILIES SERVICES PROGRAMS:				
Head Start				
Current Funding.....	5,513,437,000	7,112,786,000		7,234,783,000
Advance From Prior Year	1,364,538,000	1,388,800,000		
Advance Funding Enacted.....	[1,388,800,000]			.
Head Start.....			1,000,000,000	
Early Head Start.....			1,100,000,000	
Subtotal, Head Start.....	6,877,975,000	7,112,786,000	2,100,000,000	7,234,783,000
Runaway and Homeless Youth Programs				
Basic Center Program	52,860,000	53,469,000		53,469,000
Transitional Living Program.....	43,268,000	43,765,000		43,765,000
Subtotal, Runaway and Homeless Youth Programs.....	96,128,000	97,234,000		97,234,000
Education & Prevention Grants to Reduce Sexual Abuse of Runaway, Homeless and Street Youth.....	17,221,000	17,721,000		17,721,000

Program	FY 2008 Appropriation	FY 2009 Omnibus	FY 2009 Recovery Act	FY 2010 Estimate
Teen Pregnancy Prevention Initiative				
Discretionary Grants.....	-	-		110,000,000
PHS Evaluation Funds.....	-	-		4,455,000
Formula Grants to States (Mandatory).....	-	-		50,000,000
Subtotal, Teen Pregnancy Prevention, Program Level.....	-	-		164,455,000
[Community-Based Abstinence Education (Discretionary), B.A PHS Evaluation Fund)	108,900,000	94,659,000		-
Abstinence Education Program (Pre-Appropriated Mandatory)	4,500,000	4,455,000		-
Subtotal, Abstinence Education, Program Level	50,000,000	37,500,000		-
	163,400,000	136,614,000		-
Strengthening Communities Fund.....			50,000,000	50,000,000
[Compassion Capital Fund]	52,688,000	47,688,000		-
Mentoring Children of Prisoners.....	48,628,000	49,314,000		49,314,000
Child Abuse Programs				
CAPTA State Grants.....	26,535,000	26,535,000		26,535,000
Child Abuse Discretionary Activities.....	37,135,000	41,757,000		39,345,000
Community-Based Child Abuse Prevention.....	41,689,000	41,689,000		41,689,000
Subtotal, Child Abuse Programs.....	105,359,000	109,981,000		107,569,000
Child Welfare Programs				
Child Welfare Services.....	281,744,000	281,744,000		281,744,000
Child Welfare Research, Training and Demonstration, including Innovative Approaches to Foster Care.....	7,207,000	7,207,000		27,207,000
Adoption Opportunities.....	26,379,000	26,379,000		26,379,000
Abandoned Infants Assistance Programs.....	11,628,000	11,628,000		11,628,000
Subtotal, Child Welfare Programs.....	326,958,000	326,958,000		346,958,000
Chafee Education and Training Vouchers.....	45,351,000	45,351,000		45,351,000
Adoption Incentives.....	4,323,000	36,500,000		39,500,000
Children's Health Act Programs				
Infant Adoption Awareness.....	9,558,000	10,058,000		10,058,000
Special Needs Adoption Programs.....	2,895,000	2,895,000		2,895,000
Subtotal, Children's Health Act Programs.....	12,453,000	12,953,000		12,953,000

Program	FY 2008 Appropriation	FY 2009 Omnibus	FY 2009 Recovery Act	FY 2010 Estimate
Developmental Disabilities				
State Councils on Developmental Disabilities.....	72,482,000	74,316,000		74,316,000
Protection and Advocacy.....	39,024,000	40,024,000		40,024,000
Projects of National Significance.....	14,162,000	14,162,000		14,162,000
University Centers for Excellence in Developmental Disabilities.....	36,943,000	37,943,000		37,943,000
Subtotal, Developmental Disabilities.....	162,611,000	166,445,000		166,445,000
Voting Access for Individuals with Disabilities.....	17,410,000	17,410,000		17,410,000
Native American Programs.....	45,523,000	47,023,000		47,023,000
Social Services Research & Demonstration, B.A.....	15,193,000	14,498,000		-
<i>PHS Evaluation Funds.....</i>	<i>6,000,000</i>	<i>5,762,000</i>		<i>5,762,000</i>
<i>Subtotal, Social Services Research & Demonstration, Program Level.....</i>	<i>21,193,000</i>	<i>20,260,000</i>		<i>5,762,000</i>
Federal Administration.....	184,496,000	196,930,000		217,624,000
Center for Faith-Based and Community Initiatives.....	1,362,000	1,362,000		1,376,000
Subtotal, Federal Administration.....	185,858,000	198,292,000		219,000,000
Disaster Human Services Case Management	-	-		2,000,000
Community Services Programs				
Community Services Block Grant.....	653,800,000	700,000,000	1,000,000,000	700,000,000
Community Service Discretionary Activities:				
Community Economic Development.....	31,467,000	36,000,000		36,000,000
Rural Community Facilities.....	7,860,000	10,000,000		-
Job Opportunities for Low Income Individuals.....	5,288,000	5,288,000		5,288,000
Assets for Independence.....	24,025,000	24,025,000		24,025,000
Subtotal, Community Services Programs.....	722,440,000	775,313,000	1,000,000,000	765,313,000
Violent Crime Reduction				
Family Violence Prevention and Services/Battered				
Women's Shelters.....	122,552,000	127,776,000		127,776,000
Domestic Violence Hotline	2,918,000	3,209,000		3,209,000
Subtotal, Violent Crime Reduction.....	125,470,000	130,985,000		130,985,000
Total, Children & Families Services Programs, B.A.....	8,970,489,000	9,301,111,000	3,150,000,000	9,459,559,000

Program	FY 2008 Appropriation	FY 2009 Omnibus	FY 2009 Recovery Act	FY 2010 Estimate
REFUGEE AND ENTRANT ASSISTANCE:				
Transitional and Medical Services.....	296,057,000	282,348,000		337,102,000
Victims of Trafficking.....	9,814,000	9,814,000		9,814,000
Social Services.....	154,005,000	154,005,000		154,005,000
Victims of Torture.....	9,817,000	10,817,000		10,817,000
Preventive Health.....	4,748,000	4,748,000		4,748,000
Targeted Assistance.....	48,590,000	48,590,000		48,590,000
Unaccompanied Alien Children	132,600,000	123,120,000		175,581,000
Total, Refugee and Entrant Assistance, B.A	655,631,000	633,442,000		740,657,000
Total, Discretionary Programs, B.A.....	14,321,840,000	17,224,945,000 ^{1/}		15,590,608,000
Total, Mandatory Programs, B.A.....	50,000,000	37,500,000		50,000,000
Total, Recovery Act.....			5,150,000,000	
PHS Evaluation Funds.....	10,500,000	10,217,000		10,217,000
Total, Program Level	14,382,340,000	17,272,662,000	5,150,000,000	15,650,825,000
<u>MANDATORY PROGRAMS:</u>				
PAYMENTS TO STATES FOR HOME VISITATION, B.A.....	-	-		124,000,000
PAYMENTS TO STATES FOR CHILD SUPPORT ENFORCEMENT & FAMILY SUPPORT PROGRAMS:				
State Child Support Administrative Costs.....	4,058,772,000	3,977,899,000	2/	4,133,709,000
Federal Incentive Payments to States.....	483,000,000	504,000,000		504,000,000
Access and Visitation Grants.....	10,000,000	10,000,000		12,000,000
Subtotal, Child Support Enforcement.....	4,551,772,000	4,491,899,000		4,649,709,000
Payments to Territories - Adults.....	32,808,000	33,000,000		33,000,000
Repatriation.....	1,000,000	1,000,000		1,000,000
Subtotal, Other Payments.....	33,808,000	34,000,000		34,000,000
Total, Payments to States for CSE & FS Programs, Obligations.....	4,585,580,000	4,525,899,000		4,683,709,000
Payments to States for CSE & FS Programs, Net B.A.....	4,272,877,000	4,316,699,000		4,574,509,000
CHILDREN'S RESEARCH & TECHNICAL ASSISTANCE:				
Training & Technical Assistance.....	12,318,000	12,318,000		12,318,000
Federal Parent Locator Service.....	24,635,000	24,635,000		24,635,000
Child Welfare Study.....	6,000,000	6,000,000		6,000,000
Welfare Research.....	15,000,000	15,000,000		15,000,000
Total, Children's Research & Technical Assistance, B.A.....	57,953,000	57,953,000		57,953,000

Program	FY 2008 Appropriation	FY 2009 Omnibus	FY 2009 Recovery Act	FY 2010 Estimate
TEMPORARY ASSISTANCE FOR NEEDY FAMILIES:				
State Family Assistance Grants.....	16,488,667,000	16,488,667,000		16,488,667,000
Territories -- Family Assistance Grants.....	77,875,000	77,875,000		77,875,000
Matching Grants to Territories.....	15,000,000	15,000,000		15,000,000
Supplemental Grants for Population Increases.....	319,450,000	319,450,000	3/	319,450,000
Healthy Marriage Promotion and Responsible Fatherhood Grants	150,000,000	150,000,000		150,000,000
Tribal Work Programs.....	7,633,000	7,633,000		7,633,000
TANF Emergency Contingency Fund.....			5,000,000,000	
Contingency Fund.....	[1,747,489,563]	[1,319,320,632]		[0]
Total, TANF, B.A.....	17,058,625,000	17,058,625,000	5,000,000,000	16,739,175,000
Total, TANF, B.A., Program Level.....	17,058,625,000	17,058,625,000	5,000,000,000	17,058,625,000
CHILD CARE ENTITLEMENT:				
Mandatory.....	1,177,525,000	1,177,525,000		1,177,525,000
Matching.....	1,673,843,000	1,673,843,000		1,673,843,000
Training & Technical Assistance.....	7,292,000	7,292,000		7,292,000
Tribal Mandatory Funds.....	58,340,000	58,340,000		58,340,000
Total, Child Care Entitlement, B.A.....	2,917,000,000	2,917,000,000		2,917,000,000
PAYMENTS FOR FOSTER CARE & PERMANANCY:				
Foster Care.....	4,581,000,000	4,660,000,000	2/	4,681,000,000
Adoption Assistance.....	2,156,000,000	2,371,000,000	2/	2,462,000,000
Guardianship Assistance.....		14,000,000	2/	49,000,000
Chafee Foster Care Independence Program.....	140,000,000	140,000,000		140,000,000
Tribal IV-E Technical Assistance (Pre-Appropriated).....		3,000,000		3,000,000
Total, Foster Care and Adoption Assistance, B.A.....	6,877,000,000	7,188,000,000		7,335,000,000
PROMOTING SAFE & STABLE FAMILIES:				
B.A.....	345,000,000	345,000,000		345,000,000
State Court Improvement Program (Pre-Appropriated).....	20,000,000	20,000,000		20,000,000
Family Connection Grants (Pre-Appropriated).....		15,000,000		15,000,000
Total, Promoting Safe and Stable Families.....	365,000,000	380,000,000		380,000,000
SOCIAL SERVICES BLOCK GRANT, B.A.....				
Disaster Relief.....	1,700,000,000	1,700,000,000		1,700,000,000
	600,000,000	^{4/}		
TEEN PREGNANCY PREVENTION FORMULA GRANTS TO STATES, B.A..				
	-	-		50,000,000
LIHEAP HOME ENERGY AUTOMATIC TRIGGER, B.A.....				
	-	-		450,000,000
TOTAL, DISCRETIONARY PROGRAMS, B.A.....	14,321,840,000	17,224,945,000	^{1/}	15,590,608,000
TOTAL, MANDATORY PROGRAMS, B.A.....	33,298,455,000	33,655,777,000		34,327,637,000

Program	FY 2008 Appropriation	FY 2009 Omnibus	FY 2009 Recovery Act	FY 2010 Estimate
TOTAL, B.A.....	47,620,295,000	50,880,722,000		49,918,245,000
SSBG ^{4/}	600,000,000			
<i>TOTAL, RECOVERY ACT</i> ^{5/}			10,150,000,000	319,450,000
PHS EVALUATION FUNDS.....	10,500,000	10,217,000		10,217,000
<i>TOTAL, PROGRAM LEVEL</i>	48,230,795,000	50,890,939,000	10,150,000,000	50,247,912,000

NOTES:

1/ Funding for the Low Income Home Energy Assistance Program was provided in Public Law 110-329, the Consolidated Security, Disaster Assistance, and Continuing Appropriations Act, 2009.

2/ Funding resulting from policy changes in the American Recovery and Reinvestment Act of 2009, P.L. 111-5, is included in the FY 2009 Omnibus appropriation and the FY 2010 Estimate.

3/ The American Recovery and Reinvestment Act of 2009, P.L. 111-5, provides funding for TANF Supplemental Grants in FY 2010.

4/ Disaster Relief funding was provided in Public Law 110-329, the Disaster Assistance and Continuing Appropriations Act, 2009.

5/ Funds appropriated in FY 2009 under P.L. 111-5, the American Recovery and Reinvestment Act of 2009, are available in FY 2009 and FY 2010.

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