

DEPARTMENT OF HEALTH AND HUMAN SERVICES
ADMINISTRATION FOR CHILDREN AND FAMILIES

PROMOTING SAFE AND STABLE FAMILIES

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FY 2010 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 of such Act, \$63,311,000. (*Department of Health and Human Services Appropriations Act, 2009*)

ADMINISTRATION FOR CHILDREN AND FAMILIES
Promoting Safe and Stable Families

Authorizing Legislation

	FY 2009 Amount Authorized	FY 2009 Budget Estimate	FY 2010 Amount Authorized	FY 2010 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
2. Family Connection Grants [Section 427 of the Social Security Act]	\$15,000,000	\$15,000,000	\$15,000,000	\$15,000,000
Total request level		\$443,311,000		\$443,311,000
Total request level against definite authorizations	\$580,000,000	\$443,311,000	\$580,000,000	\$443,311,000

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>
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		-787,000
Total		403,586,000
2006		
Appropriation	410,000,000	435,000,000
Pre-appropriated		20,000,000
Rescission		-900,000
Section 202 Transfer		-61,000
Total		454,039,000
2007		
Appropriation	434,100,000	434,100,000
Pre-appropriated		20,000,000
Total		454,100,000
2008		
Appropriation	434,100,000	409,437,000
Pre-appropriated		20,000,000
Rescission		-1,126,000
Total		428,311,000
2009		
Appropriation	408,311,000	408,311,000
Pre-appropriated		35,000,000
Total		443,311,000

<u>Year</u>	<u>Budget Estimate to Congress</u>	<u>Appropriation</u>
2010		
Appropriation	408,311,000	
Pre-appropriated	35,000,000	35,000,000
Total	443,311,000	

Amounts Available for Obligation

	<u>FY 2008 Actual</u>	<u>FY 2009 Estimate</u>	<u>FY 2010 Estimate</u>
Annual, B.A.	\$408,311,000	\$408,311,000	\$408,311,000
Pre-Appropriated, B.A.	20,000,000	35,000,000	35,000,000
Total, Obligations	\$428,311,000	\$443,311,000	\$443,311,000

Budget Authority by Activity

	<u>FY 2008 Enacted</u>	<u>FY 2009 Estimate</u>	<u>FY 2010 Estimate</u>
Promoting Safe and Stable Families	\$408,311,000	\$408,311,000	\$408,311,000
State Court Improvement Program (Pre-Appropriated)	20,000,000	20,000,000	20,000,000
Family Connection Grants (Pre-Appropriated)	0	15,000,000	15,000,000
Total, Budget Authority	\$428,311,000	\$443,311,000	\$443,311,000

ADMINISTRATION FOR CHILDREN AND FAMILIES
Promoting Safe and Stable Families

Justification

FY 2008 Appropriation	FY 2009 Omnibus	FY 2010 PB Request	FY10 Change from FY09 Omnibus
\$428,311,000	\$443,311,000	\$443,311,000	\$0

Authorizing Legislation – Sections 427 and 436-438 of the Social Security Act

2010 Authorization \$580,000,000 (\$345,000,000 in mandatory funds and \$200,000,000 in discretionary funds; \$35,000,000 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 allows 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 three public laws: 1) the Deficit Reduction Act of 2005 (P.L.109-171), which appropriated \$20 million for two additional elements within the State Court Improvement program – improved data collection and training and collaboration between courts and child welfare agencies; 2) the Child and Family Services Improvement Act of 2006 (P.L. 109-288), which provided additional mandatory funding for \$40 million in 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; and 3) the Fostering Connections to Success and Increasing Adoptions Act of 2008 (P.L. 110-351) which appropriated \$15 million for each year from FY 2009 to FY 2013 for new discretionary Family Connection Grants to help children, who are in or are at-risk of entering into foster care, reconnect with family members.

Program Description and Accomplishments

Formula Grants – 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.

In addition, three percent of both the mandatory and discretionary funds appropriated (after deducting the \$40 million specified for 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.

Targeted Funds – There are several statutory provisions which target funds under the Promoting Safe and Stable Families program:

- 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 as follows:

Fiscal Year	Caseworker Visit Grants	Methamphetamine and Substance Abuse Grants
2006	\$40,000,000	\$0
2007	0	40,000,000
2008	5,000,000	35,000,000
2009	10,000,000	30,000,000
2010	20,000,000	20,000,000
2011	20,000,000	20,000,000

- Ten million dollars of the mandatory appropriation and 3.3 percent of any discretionary appropriation are to be used for State Court Improvement programs to assess and improve handling of court proceedings related to foster care and adoption. 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.

- Six million dollars of the mandatory appropriation and 3.3 percent of any discretionary appropriation are set aside for evaluation, research and training, of which \$2 million must address the child welfare worker and substance abuse initiatives.
- The Fostering Connections to Success and Improving Adoptions Act of 2008 (P.L. 110-351), created the Family Connection Grant program which pre-appropriated \$15 million for the Secretary to award competitive, matching grants to State, local or Tribal child welfare agencies, and private non-profit organizations to establish: 1) kinship navigator programs (a \$5 million set-aside); 2) family-finding programs to locate biological family and reestablish relationships; 3) family group decision-making meetings; or 4) residential family treatment programs. No more than 30 new grants may be awarded and the grant durations must be between 1 to 3 years. The federal contribution declines from 75 percent for the first two years of the grant program to 50 percent in the third year. There also is funding set-aside for evaluation (3 percent) and technical assistance (2 percent) of the pre-appropriated funds.

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

	Mandatory	Discretionary	Pre-Appropriated	Total
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
2009	\$345,000,000	\$63,311,000	\$35,000,000	\$443,311,000

The program's performance is informed by Child and Family Service Review (CFSR) measures. During the program assessment in CY 2006, the CFSRs were cited as an effective tool for determining how to best target technical assistance services to the states. As a result of the program assessment, 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 to develop PIPs.

One measure of the effectiveness of Promoting Safe and Stable Families 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 2007, and exceeded that target with 42.2 percent of children exiting to either guardianship or adoption 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 2010 request for the Promoting Safe and Stable Families program is \$443,311,000, the same as the FY 2009 omnibus 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 and \$15 million in pre-appropriated funds for Family Connection Grants.

It is expected that through FY 2010, the Children’s Bureau will see annual increases in the number of children exiting care within two years of placement through guardianship or adoption. For FY 2010, ACF has set a target of exceeding the FY 2009 actual result by two percentage points.

Outputs and Outcomes Table

Measure	Most Recent Result	FY 2009 Target	FY 2010 Target	FY 2010 +/- FY 2009
7.4LT: 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 and FY 2016. To be in substantial conformity with this measure, states must achieve desired outcomes in 95 percent of reviewed cases. <i>(PSSF) (Outcome)</i>	N/A	N/A	9.0	N/A
7.5LT: 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 and FY 2016. To be in substantial conformity with this measure, states must achieve desired outcomes in 95 percent of reviewed cases. <i>(PSSF, Foster Care) (Outcome)</i>	N/A	N/A	10	N/A
7.6LT: 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 and FY 2016. To be in substantial conformity with this measure, states must achieve desired outcomes in 95 percent of reviewed cases. <i>(PSSF, Foster Care) (Outcome)</i>	N/A	N/A	3	N/A
7.7LT: Thirty-five states or jurisdictions will be in substantial conformity with the systemic factor “Service Array” by the end of FY 2010 and FY 2016. 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. <i>(PSSF) (Outcome)</i>	N/A	N/A	35	N/A

Measure	Most Recent Result	FY 2009 Target	FY 2010 Target	FY 2010 +/- FY 2009
<u>7H</u> : 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. (PSSF) (Outcome)	FY 2008: 100% of states with a closed out PIP penalty free (Target Exceeded) ¹	90% of states with a closed out PIP penalty free	90% of states with a closed out PIP penalty free	Maintain
<u>7I</u> : 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. (PSSF, Foster Care) (Outcome)	FY 2008: 98% of states with a closed out PIP penalty free (Target Exceeded) ²	90% of states with a closed out PIP penalty free	90% of states with a closed out PIP penalty free	Maintain
<u>7J</u> : 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. (PSSF, Foster Care) (Outcome)	FY 2008: 100% of states with a closed out PIP penalty free (Target Exceeded) ³	90% of states with a closed out PIP penalty free	90% of states with a closed out PIP penalty free	Maintain
<u>7K</u> : 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. (PSSF) (Outcome)	FY 2008: 100% of states with a closed out PIP penalty free (Target Exceeded) ⁴	90% of states with a closed out PIP penalty free	90% of states with a closed out PIP penalty free	Maintain
<u>7N</u> : Reduce the time needed to approve state Child and Family Service Review (CFSR) Program Improvement Plans (PIPs). (Child Welfare Services, PSSF) (Efficiency)	FY 2008: 11.7 months (Baseline)	11.2 months	Prior Result -0.5	N/A

¹In FY 2008, 44 states closed out PIPs penalty free on Safety Outcome Measure 2.

²In FY 2008, 43 states closed out PIPs penalty free on Permanency Outcome Measure 2.

³In FY 2008, 44 states closed out PIPs penalty free on Well Being Outcome Measure 1.

⁴In FY 2008, 44 states closed out PIPs penalty free on the systemic factor

Measure	Most Recent Result	FY 2009 Target	FY 2010 Target	FY 2010 +/- FY 2009
<u>7Q</u> : Increase the percentage of children who exit foster care within two years of placement either through guardianship or adoption. (<i>PSSF, SSBG</i>) (<i>Outcome</i>)	FY 2007: 42.2% (Target Exceeded)	38%	Prior Result +2PP	N/A
<u>7Q</u> : Decrease the percent of foster children in care 12 or more months with no case plan goal (including case plan goal "Not Yet Determined"). (<i>Child Welfare Services, PSSF, Foster Care</i>) (<i>Efficiency</i>)	FY 2007: 4.8% (Target Exceeded)	5.4%	Prior Result - 0.5PP	N/A
<u>7xi</u> : Number of children who exit foster care within two years of placement either through guardianship or adoptions. (<i>PSSF</i>) (<i>Output</i>)	FY 2007: 28,806 (Historical Actual)	N/A	N/A	N/A
<u>7xii</u> : Number of children in foster care 12 months or more. (<i>PSSF, Foster Care</i>) (<i>Output</i>)	FY 2007: 437,657 (Historical Actual)	N/A	N/A	N/A
Program Level Funding (\$ in millions)	N/A	\$443.3	\$443.3	\$0

Resource and Program Data
Promoting Safe and Stable Families

	FY 2008 Actual	FY 2009 Estimate	FY 2010 Estimate
<u>Resource Data:</u>			
Service Grants			
Formula	\$385,222,000	\$390,222,000	\$400,222,000
Discretionary			
Research/Evaluation	710,000	1,020,000	1,614,000
Demonstration/Development	31,910,000	44,909,000	33,953,000
Training/Technical Assistance	10,088,000	6,740,000	7,162,000
Program Support	381,000	420,000	360,000
Total, Resources	\$428,311,000	\$443,311,000	\$443,311,000
<u>Program Data:</u>			
Number of Grants	291	303	284
New Starts			
#	224	245	225
\$	\$385,222,000	\$407,322,000	\$400,272,000
Continuations			
#	67	58	59
\$	\$33,728,000	\$30,759,000	\$37,203,000
Contracts			
#	6	6	4
\$	\$6,910,000	\$3,670,000	\$4,143,000
Interagency Agreements			
#	8	4	4
\$	\$2,451,000	\$1,560,000	\$1,693,000

Notes:

1. Demonstration/Development – Includes funding for regional partnership grants focused on the impact of methamphetamine and substance abuse and the Family Connection grants.
2. Program Support – Includes funding for information technology support, grant paneling review and support for Departmental evaluation activities.

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

FY 2010 DISCRETIONARY/MANDATORY STATE/FORMULA GRANTS

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

STATE/TERRITORY	FY 2008 Actual	FY 2009 Estimate	FY 2010 Estimate	Increase or Decrease
Alabama	\$7,204,332	\$7,317,414	\$7,520,229	\$202,815
Alaska	727,790	715,186	759,702	44,516
Arizona	7,985,018	7,918,408	8,335,147	416,739
Arkansas	4,690,610	4,783,412	4,896,285	112,873
California	34,757,984	34,934,230	36,282,060	1,347,830
Colorado	3,409,322	3,408,623	3,558,815	150,192
Connecticut	2,287,580	2,212,397	2,387,886	175,489
Delaware	851,498	881,596	888,835	7,239
District of Columbia	1,058,351	1,003,004	1,104,758	101,754
Florida	14,932,841	14,926,623	15,587,619	660,996
Georgia	12,462,122	12,805,013	13,008,564	203,551
Hawaii	1,043,003	1,000,069	1,088,737	88,668
Idaho	1,279,549	1,254,444	1,335,655	81,211
Illinois	15,217,505	15,628,346	15,884,765	256,419
Indiana	7,203,284	7,312,709	7,519,135	206,426
Iowa	2,554,830	2,719,935	2,666,855	-53,080
Kansas	2,275,355	2,311,973	2,375,125	63,152
Kentucky	6,509,776	6,592,178	6,795,218	203,040
Louisiana	9,298,467	8,813,532	9,706,188	892,656
Maine	1,487,112	1,569,067	1,552,319	-16,748
Maryland	3,738,627	3,847,608	3,902,559	54,951
Massachusetts	4,809,894	4,877,812	5,020,799	142,987
Michigan	12,964,581	13,549,705	13,533,055	-16,650
Minnesota	3,330,993	3,476,680	3,477,051	371
Mississippi	5,472,553	5,483,707	5,712,515	228,808
Missouri	9,733,737	10,807,708	10,160,544	-647,164
Montana	984,790	953,861	1,027,971	74,110
Nebraska	1,600,315	1,590,536	1,670,486	79,950
Nevada	1,596,965	1,581,637	1,666,989	85,352
New Hampshire	641,768	643,712	669,908	26,196
New Jersey	5,166,607	5,257,412	5,393,153	135,741
New Mexico	3,376,325	3,364,304	3,524,371	160,067
New York	19,217,966	19,655,728	20,060,639	404,911
North Carolina	11,002,855	11,280,590	11,485,310	204,720
North Dakota	520,555	532,977	543,380	10,403

STATE/TERRITORY	FY 2008 Actual	FY 2009 Estimate	FY 2010 Estimate	Increase or Decrease
Ohio	12,966,674	13,059,425	13,535,239	475,814
Oklahoma	5,294,420	5,404,626	5,526,571	121,945
Oregon	4,944,115	4,883,044	5,160,906	277,862
Pennsylvania	12,535,973	12,684,918	13,085,653	400,735
Rhode Island	1,005,017	966,025	1,049,085	83,060
South Carolina	6,727,143	6,732,132	7,022,116	289,984
South Dakota	782,671	779,343	816,990	37,647
Tennessee	10,069,250	10,243,336	10,510,768	267,432
Texas	36,417,678	37,014,127	38,014,528	1,000,401
Utah	1,870,870	1,826,465	1,952,904	126,439
Vermont	474,003	494,666	494,787	121
Virginia	6,186,216	6,287,119	6,457,470	170,351
Washington	5,772,646	5,946,993	6,025,766	78,773
West Virginia	2,896,223	2,832,310	3,023,217	190,907
Wisconsin	4,882,862	5,069,364	5,096,967	27,603
Wyoming	351,533	318,340	366,947	48,607
Subtotal	334,572,154	339,554,369	349,242,541	9,688,172
Indian Tribes	11,049,339	11,049,330	11,049,330	0
American Samoa	220,401	223,464	230,065	6,601
Guam	399,039	405,739	416,536	10,797
Northern Mariana Islands	180,239	182,484	188,142	5,658
Puerto Rico	6,437,990	6,439,362	6,720,284	280,922
Virgin Islands	273,580	277,726	285,576	7,850
Subtotal	18,560,588	18,578,105	18,889,933	311,828
Total States/Territories	353,132,742	358,132,474	368,132,474	10,000,000
Technical Assistance	8,089,272	8,089,263	8,089,263	0
Set Aside for State Courts	32,089,272	32,089,263	32,089,263	0
Meth./Subst. Abuse Grants	35,000,000	30,000,000	20,000,000	-10,000,000
Family Connection Grants	0	15,000,000	15,000,000	
Subtotal Adjustments	75,178,544	85,178,526	75,178,526	-10,000,000
TOTAL RESOURCES	\$428,311,286	\$443,311,000	\$443,311,000	\$0

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