

DEPARTMENT OF HEALTH AND HUMAN SERVICES  
ADMINISTRATION FOR CHILDREN AND FAMILIES

Promoting Safe and Stable Families

<u>FY 2004 Budget</u>	<u>Page</u>
Appropriation Language and Explanation of Language Change .....	E-2
Amounts Available for Obligation .....	E-3
Summary of Changes.....	E-4
Budget Authority by Activity .....	E-5
Budget Authority by Object .....	E-5
Authorizing Legislation.....	E-6
Appropriations History Table.....	E-7
Justification:	
General Statement.....	E-8
Promoting Safe and Stable Families.....	E-10
Mentoring Children of Prisoners .....	E-15

ADMINISTRATION FOR CHILDREN AND FAMILIES  
Promoting Safe and Stable Families

For carrying out section 436 of the Social Security Act, \$305,000,000; for section 437, [\$200,000,000] \$199,978,000; and for section 439, [\$25,000,000] \$50,000,000.

*Departments of Labor, Health and Human Services and Education, and Related Agencies  
Appropriations Act, 2003, as proposed in the FY 2003 President's Budget*

DEPARTMENT OF HEALTH AND HUMAN SERVICES

Administration for Children and Families

Promoting Safe and Stable Families

**Amounts Available for Obligation**

	<b><u>2002 Actual</u></b>	<b><u>2003 President's Budget</u></b>	<b><u>2004 Estimate</u></b>
Appropriation: Annual <sup>1</sup> .....	\$374,986,000	\$530,000,000	\$554,978,000
Unobligated balance, lapsing .....	-1,304	0	0
Total Obligations .....	\$374,984,696	\$530,000,000	\$554,978,000

---

<sup>1</sup> Funds are a combination of \$305 million in mandatory funds with the remainder in discretionary funds.

Promoting Safe and Stable Families

**SUMMARY OF CHANGES**

FY 2003 President's Budget Request	
Total estimated budget authority.....	\$530,000,000
FY 2004 Estimate.....	
	\$554,978,000
Net change.....	+\$24,978,000

---

	<u>2003 President's Budget Base</u>	<u>Change from Base</u>
Increases:		
<u>Program:</u>		
Increase for Mentoring Children of Prisoners .....	\$25,000,000	+\$25,000,000
Total Program increases.....		+\$25,000,000
Decreases:		
<u>Program:</u>		
Reduction in level of information technology support .....	\$200,000,000	-\$22,000
Total Program decreases.....		-\$22,000
Net Change.....		+\$24,978,000

Promoting Safe and Stable Families

**Budget Authority by Activity**

	<b><u>2002 Actual</u></b>	<b><u>2003 President's Budget</u></b>	<b><u>2004 Estimate</u></b>
Promoting Safe and Stable Families .....	\$374,984,696	\$505,000,000	\$504,978,000
Mentoring Children of Prisoners .....	0	25,000,000	50,000,000
Total Obligations .....	\$374,984,696	\$530,000,000	\$554,978,000

**Budget Authority by Object**

	<b><u>2003 Appropriation</u></b>	<b><u>2004 Estimate</u></b>	<b><u>Increase Or Decrease</u></b>
Salaries and benefits (11.0, 12.0, and 13.0) .....	\$56,360	\$97,632	+\$41,272
Travel (21.0) .....	1,500	3,000	+1,500
Advisory and assistance services (25.1) .....	3,922,421	\$4,576,050	+\$653,629
Purchases of goods and services from government accounts (25.3) .....	2,357,640	2,626,368	+268,728
Supplies and materials (31.0) .....	2,000	3,000	+1,000
Grants, subsidies and contributions (41.0) .....	523,660,079	547,671,950	+24,011,871
Total, Budget Authority .....	\$530,000,000	\$554,978,000	+\$24,978,000

Promoting Safe and Stable Families

**Authorizing Legislation**

	<b><u>2003 Amount Authorized</u></b>	<b><u>2003 President's Budget</u></b>	<b><u>2004 Amount Authorized</u></b>	<b><u>2004 Estimate</u></b>
Promoting Safe and Stable Families - Sections 430-438 of the Social Security Act, as amended.	\$505,000,000	\$505,000,000	\$505,000,000	\$504,978,000
Mentoring Children of Prisoners – Section 439 of the Social Security Act, as amended.	\$67,000,000	\$67,000,000	Such sums	\$50,000,000

Promoting Safe and Stable Families

APPROPRIATIONS HISTORY TABLE

<u>Year</u>	<u>Budget Estimate To Congress</u>	<u>House Allowance</u>	<u>Senate Allowance</u>	<u>Appropriation</u>
1995	150,000,000	150,000,000	150,000,000	150,000,000
1996	225,000,000	225,000,000	225,000,000	225,000,000
1997	240,000,000	240,000,000	240,000,000	240,000,000
1998	255,000,000	255,000,000	255,000,000	255,000,000
1999	275,000,000	275,000,000	275,000,000	275,000,000
Rescission				-44,000
2000	295,000,000	295,000,000	295,000,000	295,000,000
2001	305,000,000	305,000,000	305,000,000	305,000,000
2002	572,000,000	375,000,000	375,000,000	375,000,000
Rescission				-14,000
2003	530,000,000			
2004	554,978,000			

## Promoting Safe and Stable Families

### Justification

<b>2002 Enacted</b>	<b>2003 President's Budget</b>	<b>2004 Estimate</b>	<b>Increase or Decrease</b>
\$374,986,000	\$530,000,000	\$554,978,000	+\$24,978,000

### 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 services 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 services and other support necessary to address their multiple needs in a culturally sensitive manner. The definition was amended in the recent 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 that is removed from home and placed in a foster care setting and to the parents or primary caregiver. These services are available only during a child's first 15 months in foster care in order to facilitate the safe and timely reunification of the family.
- Adoption promotion and support services are designed to encourage more adoptions out of foster care when adoptions promote the best interests of the children. They include pre- and post-adoption services designed to expedite the adoption process and support adoptive families.

Legislation was enacted in November, 2002 to reauthorize this program through FY 2006 and increase the authorization to \$505,000,000 for each year. The new law authorized mandatory funding of \$305 million for FY 2002 through FY 2006 with the existing set-aside amounts. The law also authorized additional discretionary funding of \$200 million for FY 2002 through 2006.

From any discretionary funding, the law provides a 3.3 percent set-aside for evaluation, research and technical assistance, a 3.3 percent set-aside for State Court Improvements and a 2 percent set-aside for grants to tribes. In addition, the new law includes a discretionary initiative to provide competitive grants to State and local governments, Indian tribes and consortia and faith-based and community-based organizations to mentor children of prisoners and those recently released from prison. A grant under the mentoring program is available to pay up to 75 percent of the first two fiscal years for which the grant is awarded and up to 50 percent for subsequent fiscal years.

## **PROMOTING SAFE AND STABLE FAMILIES**

Authorizing Legislation – Sections 436 and 437, Title IV-B, Subpart 2 of the Social Security Act as amended.

<b>2002 Enacted</b>	<b>2003 President's Budget</b>	<b>2004 Estimate</b>	<b>Increase or Decrease</b>
\$374,986,000	\$505,000,000	\$504,978,000	-\$22,000

2004 Authorization....\$505,000,000 (\$305,000,000 in mandatory funding and \$200,000,000 in discretionary funding).

### **Purpose and Method of Operation**

The Promoting Safe and Stable Families program provides grants to States to develop, establish and expand coordinated programs of four types of community-based services: (1) family preservation services, (2) time-limited family reunification services, (3) community-based family support services, and (4) adoption promotion and support services. States are required to use a portion of these funds for each group of services.

Current law provides that one percent of the mandatory amounts and two percent of discretionary funds appropriated are reserved for allotment to tribal organizations 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. From the mandatory funds, \$10 million is set aside for State court improvement programs, and \$6 million is set aside for evaluation, research and training. An additional 3.3 percent of any discretionary funds are to be used for each of the above activities. The remaining 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.

Funding for the Promoting Safe and Stable Families Program (formerly Family Preservation and Support Program) during the last five years has been as follows:

1999.....	\$275,000,000
2000.....	\$295,000,000
2001.....	\$305,000,000
2002.....	\$374,986,000 <sup>1</sup>
2003.....	\$505,000,000 <sup>2</sup>

**Rationale for the Budget Request**

The FY 2004 request for the Promoting Safe and Stable Families program is \$504,978,000, \$22,000 less than the FY 2003 request. The Administration is committed to helping families in crisis and to protecting children from abuse and neglect. The federal-State child welfare system needs to sustain its investment in supporting and preserving families. The current child welfare system has three primary goals: to ensure children’s safety; to create permanency in children’s living arrangements; and to promote the well-being of children and families.

---

<sup>1</sup> Funding is a combination of \$305 million in mandatory funding and \$70 million in discretionary funding.

<sup>2</sup> Funding is a combination of \$305 million in mandatory funding and \$200 million in discretionary funding.

Resource and Program Data  
Promoting Safe and Stable Families

	<b>FY 2002 Actual</b>	<b>FY 2003 President's Budget</b>	<b>FY 2004 Estimate</b>
<b><u>Resource Data:</u></b>			
Service Grants:			
Formula	\$356,674,696	\$475,800,000	\$475,779,452
Discretionary	10,000,000	16,600,000	16,599,274
Research/Evaluation	504,652	2,250,000	2,250,000
Demonstration/Development	1,049,868	1,049,177	1,050,000
Training/Technical Assistance	6,299,830	8,600,000	8,617,000
Program Support <sup>1</sup>	455,650	700,823	682,274
Total, Resources	\$374,984,696	\$505,000,000	\$504,978,000
<b><u>Program Data:</u></b>			
Number of Grants	56	56	56
New Starts:			
#			
\$			
Continuations:			
#	56	56	56
\$	\$370,191,383	\$499,285,079	\$498,921,950
Contracts:			
#	11	14	14
\$	\$2,688,313	\$3,609,921	\$3,951,050
Interagency Agreements:			
#	5	5	5
\$	\$2,105,000	\$2,105,000	\$2,105,000

<sup>1</sup> Includes funding for information technology support, contract fees and support for Departmental evaluation activities. FY 2004 includes a reduction in information technology support.

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

**FY 2004 MANDATORY/DISCRETIONARY STATE/FORMULA GRANTS**

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

<b>STATE/TERRITORY</b>	<b>2002 Actual</b>	<b>2003 Pres. Budget</b>	<b>2004 Estimate</b>	<b>Difference +/- 2003</b>
Alabama	\$7,223,812	\$10,112,024	\$10,111,587	-\$437
Alaska	792,286	999,151	999,108	-43
Arizona	6,346,894	7,626,586	7,626,257	-329
Arkansas	4,412,657	5,963,304	5,963,046	-258
California	55,883,291	67,623,587	67,620,664	-2,923
Colorado	3,366,643	4,018,984	4,018,810	-174
Connecticut	3,417,595	4,295,203	4,295,018	-185
Delaware	813,972	934,971	934,931	-40
District of Columbia	1,575,506	2,070,118	2,070,029	-89
Florida	17,701,135	21,120,278	21,119,366	-912
Georgia	12,352,474	15,695,275	15,694,597	-678
Hawaii	2,184,128	2,817,704	2,817,582	-122
Idaho	1,067,760	1,467,125	1,467,062	-63
Illinois	16,476,219	20,177,255	20,176,384	-871
Indiana	5,562,410	7,507,111	7,506,787	-324
Iowa	2,382,460	2,955,205	2,955,077	-128
Kansas	2,174,220	2,593,227	2,593,115	-112
Kentucky	6,409,881	8,363,654	8,363,293	-361
Louisiana	10,130,810	13,380,172	13,379,594	-578
Maine	1,587,519	1,894,836	1,894,754	-82
Maryland	5,827,063	6,669,187	6,668,899	-288
Massachusetts	5,593,489	6,818,406	6,818,112	-294
Michigan	13,731,216	17,002,407	17,001,673	-734
Minnesota	3,801,649	4,911,755	4,911,543	-212
Mississippi	6,024,915	7,521,007	7,520,682	-325
Missouri	7,571,740	9,696,704	9,696,285	-419
Montana	1,065,149	1,386,792	1,386,732	-60
Nebraska	1,679,725	2,085,839	2,085,749	-90
Nevada	1,294,455	1,589,321	1,589,252	-69
New Hampshire	721,274	926,518	926,478	-40
New Jersey	7,727,122	9,149,934	9,149,539	-395
New Mexico	3,483,414	4,448,232	4,448,040	-192
New York	0	34,597,673	34,596,179	-1,494
North Carolina	8,607,159	12,096,623	12,096,101	-522
North Dakota	600,246	752,309	752,277	-32

STATE/TERRITORY	2002 Actual	2003 Pres. Budget	2004 Approp.	Difference +/- 2003
Ohio	12,224,628	15,115,783	15,115,130	-653
Oklahoma	5,024,273	6,417,126	6,416,849	-277
Oregon	3,692,435	4,918,335	4,918,123	-212
Pennsylvania	15,044,630	18,735,616	18,734,807	-809
Rhode Island	1,504,529	2,000,591	2,000,505	-86
South Carolina	6,022,201	7,685,339	7,685,007	-332
South Dakota	836,500	1,130,520	1,130,471	-49
Tennessee	8,775,755	11,356,176	11,355,686	-490
Texas	34,112,074	39,683,910	39,682,196	-1,714
Utah	1,886,385	2,359,224	2,359,122	-102
Vermont	688,968	902,169	902,130	-39
Virginia	7,107,738	8,397,017	8,396,654	-363
Washington	6,290,048	7,460,125	7,459,803	-322
West Virginia	3,748,510	4,772,782	4,772,576	-206
Wisconsin	3,935,636	4,946,991	4,946,777	-214
Wyoming	468,447	607,428	607,402	-26
<b>Subtotal</b>	<b>340,953,045</b>	<b>457,757,609</b>	<b>457,737,840</b>	<b>-19,769</b>
Tribes	4,450,000	7,050,000	7,049,696	-304
American Samoa	221,474	250,125	250,114	-11
Guam	409,423	482,787	482,766	-21
Northern Mariana Islands	160,845	175,073	175,065	-8
Puerto Rico	7,860,670	9,706,692	9,706,273	-419
Virgin Islands	324,543	377,714	377,698	-16
<b>Subtotal</b>	<b>13,426,955</b>	<b>18,042,391</b>	<b>18,041,612</b>	<b>-779</b>
<b>Total States/Territories</b>	<b>354,380,000</b>	<b>475,800,000</b>	<b>475,779,452</b>	<b>-20,548</b>
Technical Assistance	8,294,696	12,600,000	12,599,274	-726
State Courts	12,310,000	16,600,000	16,599,274	-726
<b>Subtotal Adjustments</b>	<b>20,604,696</b>	<b>29,200,000</b>	<b>29,198,548</b>	<b>-1,452</b>
<b>TOTAL RESOURCES</b>	<b>\$374,984,696</b>	<b>\$505,000,000</b>	<b>\$504,978,000<sup>1</sup></b>	<b>\$0</b>

<sup>1</sup> A small reduction in the level of information technology support was taken in FY 2004 in a variety of discretionary accounts, including Promoting Safe and Stable Families. Because the distribution of funds in Promoting Safe and Stable Families is driven by formula, it was not possible to limit the impact to solely program support funding.

**MENTORING CHILDREN OF PRISONERS**

Authorizing Legislation – Section 439, Title IV-B, Subpart 2 of the Social Security Act, as amended.

<b>2002 Enacted</b>	<b>2003 President’s Budget</b>	<b>2004 Estimate</b>	<b>Increase or Decrease</b>
\$0	\$25,000,000	\$50,000,000	+\$25,000,000

2004 Authorization....Such sums.

**Purpose and Method of Operation**

Legislation was enacted in 2001 to amend Title IV-B subpart 2 of the Social Security Act to create a discretionary program to provide competitive grants to State and local governments, Indian tribes and consortia, and faith and community-based organizations to mentor children of prisoners and those recently released from prison. Applicants can apply for grants up to \$5 million. Grantees are required to become gradually more self-sufficient through public-private partnerships. A grant for a program shall be available to pay up to 75 percent of program cost in the first two fiscal years of funding and up to 50 percent in the subsequent fiscal years.

Funding for Mentoring Children of Prisoners has been as follows:

2003..... \$25,000,000

**Rationale for the Budget Request**

The FY 2004 request for the Mentoring Children of Prisoners program is \$50,000,000, an increase of \$25 million from the FY 2003 President’s Budget. As a result of this funding increase, the number of grants awarded will be doubled in FY 2004.

This program helps children through the time parents are imprisoned, including efforts to keep children connected to a parent in prison, and increase the chances that the family can come together successfully when the parent is released. The arrest and incarceration of a parent often results in traumatic separations for children, followed frequently by erratic shifts from one caregiver to another. As a group, these children are less likely than their peers to succeed in school and more likely to succumb to substance abuse, gangs, early childbearing, and delinquency. Children of incarcerated mothers are particularly vulnerable, as these children typically come from households where the mother was the sole provider, making placement in foster care more likely when the mother is in prison. The limited data available indicates that placements in foster care as a result of a parent’s incarceration increased from 2.5 percent of the placements in 1997 to 5.9 percent (roughly 30,000 children) in 1999.

Resource and Program Data  
Mentoring Children of Prisoners

	2002 Actual	2003 President's Budget	2004 Estimate
<b><u>Resource Data:</u></b>			
Service Grants:			
Formula			
Discretionary			
Research/Evaluation			
Demonstration/Development		\$24,375,000	\$48,750,000
Training/Technical Assistance		312,500	625,000
Program Support <sup>1</sup>		312,500	625,000
Total, Resources		\$25,000,000	\$50,000,000
<b><u>Program Data:</u></b>			
Number of Grants		10	20
New Starts:			
#		10	10
\$		\$24,375,000	\$24,375,000
Continuations:			
#			10
\$			\$24,375,000
Contracts:			
#		3	4
\$		\$625,000	\$1,250,000
Interagency Agreements:			
#			
\$			

<sup>1</sup> Includes funding for information technology support, grant review cost, and staff and associated overhead costs.