

DEPARTMENT OF HEALTH AND HUMAN SERVICES
ADMINISTRATION FOR CHILDREN AND FAMILIES

PROMOTING SAFE AND STABLE FAMILIES

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FY 2011 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, 2010*)

ADMINISTRATION FOR CHILDREN AND FAMILIES
Promoting Safe and Stable Families

Authorizing Legislation

	FY 2010 Amount Authorized	FY 2010 Budget Estimate	FY 2011 Amount Authorized ¹	FY 2011 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

¹ Includes proposed straightline reauthorization of \$20 million for State Court Improvement programs.

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>
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

2010		
Appropriation	408,311,000	408,311,000
Pre-appropriated		35,000,000
Total	408,311,000	443,311,000
2011		
Appropriation	408,311,000	
Pre-appropriated		35,000,000
Total	408,311,000	

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Amounts Available for Obligation

	FY 2009 <u>Actual</u>	FY 2010 <u>Enacted</u>	FY 2011 <u>Estimate</u>
Annual, B.A.	\$408,311,000	\$408,311,000	\$408,311,000
Pre-Appropriated, B.A.	0	0	35,000,000
Pre-appropriated	35,000,000	35,000,000	0
Subtotal, Net Budget Authority	\$443,311,000	\$443,311,000	\$443,311,000
Unobligated balance, lapsing	-77,000	0	0
Total Obligations	\$443,234,000	\$443,311,000	\$443,311,000

Budget Authority by Activity

	FY 2009 <u>Enacted</u>	FY 2010 <u>Enacted</u>	FY 2011 <u>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)	15,000,000	15,000,000	15,000,000
Total, Budget Authority	\$443,311,000	\$443,311,000	\$443,311,000

ADMINISTRATION FOR CHILDREN AND FAMILIES
Promoting Safe and Stable Families

Justification

FY 2009 Enacted	FY 2010 Enacted	FY 2011 Estimate	Increase or Decrease
\$443,311,000	\$443,311,000	\$443,311,000	\$0

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

2011 Authorization \$580,000,000 (\$345,000,000 in mandatory funds and \$200,000,000 in discretionary funds; \$15,000,000 in pre-appropriated funds for Family Connection Grants, and \$20,000,000 in pre-appropriated funds for State Court Improvement Programs proposed in a straightline reauthorization)

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 vulnerable 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.

Program Description and Accomplishments

Formula Grants – Funds are distributed to states based on the state's share of children in all states receiving Supplemental Nutrition Assistance Program (SNAP) 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 (SCIP) 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 originally 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 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:

Fiscal Year	Mandatory	Discretionary	Pre-Appropriated	Total
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
2010	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 the timeliness of exits from foster care to either guardianship or adoption within two years of placement. ACF reports strong performance in this area with steadily increasing numbers that exceed targets. In FY 2008, 41.9 percent of children exiting from foster care to guardianship or adoption did so 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 2011 request for the Promoting Safe and Stable Families program is \$443,311,000, the same as the FY 2010 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 the Administration's proposal for a straightline reauthorization of \$20 million in pre-appropriated funds for two elements within the SCIP, improved data collection and training and collaboration between courts and child welfare agencies.

The SCIP supports the critical role the courts play in the child welfare system. The Child and Family Services Reviews and Title IV-E Eligibility Reviews indicate a serious need for improved automation on the part of courts in order to track cases as delays in permanency are often attributable to court delays. The SCIP funds targeted to data collection and analysis, with the Performance Measurement Toolkit developed jointly by CB and OJJDP, are enabling courts to develop court case tracking and move toward data exchange with child welfare agencies. The reviews also demonstrate a critical need for cross-training between the courts and child welfare staff in addition to the need to develop court rules and processes that are grounded in an outcomes orientation consistent with the developmental needs of the children under their jurisdiction. Since 2006, courts have used the SCIP training grant to train judges, attorneys, and other legal personnel in child welfare cases, and to conduct cross-training with child welfare agency staff and contractors. The reauthorization of these funding streams will continue critical support for these state court efforts to improve child safety, permanency and well-being.

It is expected that through FY 2011, 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 2011, ACF has set a target of exceeding the FY 2010 actual result by two percentage points. Continued

improvement on this measure is likely to be supported by passage of the Fostering Connections to Success and Increasing Adoption Act, which, among other provisions, created an option for states to operate a Guardianship Assistance Program under title IV-E of the Social Security Act beginning in FY 2009. The law also increased incentive amounts payable to states under the Adoption Incentives program and added a new category which rewards states for exceeding their highest ever adoption rate between fiscal years 2002 and 2007, which may also lead to improved performance on this measure.

Outputs and Outcomes Table

Measure	Most Recent Result	FY 2010 Target	FY 2011 Target	FY 2011 +/- FY 2010
<p><u>7.4LT</u>: One states or jurisdiction 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 nine by 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></p>	N/A	1 ¹	N/A	N/A
<p><u>7.5LT</u>: One state or jurisdiction 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 10 by 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></p>	N/A	1 ¹	N/A	N/A
<p><u>7.6LT</u>: One state or jurisdiction 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 three by 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></p>	N/A	1 ¹	N/A	N/A

¹ The Children’s Bureau has made changes to the CFSR process that have resulted in a more consistent and strict assessment of a state’s ability to meet outcome measures and systemic factors. Based on a reassessment of current data on state performance, ACF has revised the targets for FY 2010 targets for all long term CFSR goals.

Measure	Most Recent Result	FY 2010 Target	FY 2011 Target	FY 2011 +/- FY 2010
<p><u>7.7LT</u>: Ten states or jurisdictions will be in substantial conformity with the systemic factor “Service Array” by the end of FY 2010, and 35 by 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. (PSSF) (Outcome)</p>	N/A	10 ¹	N/A	N/A
<p><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)</p>	FY 2009: 100% of states (50) with a closed out PIP penalty free (Target Exceeded)	90% of states with a closed out PIP penalty free	90% of states with a closed out PIP penalty free	Maintain
<p><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)</p>	FY 2009: 98% of states (49) with a closed out PIP penalty free (Target Exceeded)	90% of states with a closed out PIP penalty free	90% of states with a closed out PIP penalty free	Maintain
<p><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)</p>	FY 2009: 98% of states (49) with a closed out PIP penalty free (Target Exceeded)	90% of states with a closed out PIP penalty free	90% of states with a closed out PIP penalty free	Maintain

Measure	Most Recent Result	FY 2010 Target	FY 2011 Target	FY 2011 +/- FY 2010
<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. <i>(PSSF) (Outcome)</i>	FY 2009: 100% of states (50) with a closed out PIP penalty free (Target Exceeded)	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). <i>(Child Welfare Services, PSSF) (Efficiency)</i>	FY 2009: 9.7 months (Baseline)	9.2 months (Prior Result -0.5)	Prior Result -0.5	Maintain
<u>7O</u> : Increase the percentage of children who exit foster care within two years of placement either through guardianship or adoption. <i>(PSSF, SSBG) (Outcome)</i>	FY 2008: 41.9% (Target Exceeded)	Prior Result +2PP	N/A	+2.01
<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) (Efficiency)</i>	FY 2008: 3.4% (Target Exceeded)	Prior Result -0.5PP	Prior Result -0.5PP	Maintain
<u>7xi</u> : Number of children who exit foster care within two years of placement either through guardianship or adoptions. <i>(PSSF) (Output)</i>	FY 2008: 30,351 (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) (Output)</i>	FY 2008: 424,960 (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 2009 Actual	FY 2010 Enacted	FY 2011 Estimate
<u>Resource Data:</u>			
Service Grants			
Formula	\$390,222,000	\$400,222,000	\$400,222,000
Discretionary			
Research/Evaluation	1,394,000	2,124,000	2,959,000
Demonstration/Development	44,608,000	33,778,000	32,608,000
Training/Technical Assistance	6,400,000	6,887,000	6,962,000
Program Support	610,000	300,000	560,000
Total, Resources	\$443,234,000	\$443,311,000	\$443,311,000
<u>Program Data:</u>			
Number of Grants	310	291	291
New Starts			
#	252	224	227
\$	\$406,312,000	\$400,222,000	\$401,422,000
Continuations			
#	58	67	64
\$	\$31,134,000	\$36,379,000	\$33,683,000
Contracts			
#	8	6	7
\$	\$4,288,000	\$5,077,000	\$6,238,000
Interagency Agreements			
#	3	3	3
\$	\$1,500,000	\$1,633,000	\$1,968,000

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 2011 DISCRETIONARY/MANDATORY STATE/FORMULA GRANTS

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

STATE/TERRITORY	FY 2009 Actual	FY 2010 Estimate	FY 2011 Estimate	Increase or Decrease
Alabama	\$7,318,725	\$7,318,725	\$7,318,725	\$0
Alaska	713,511	713,511	713,511	0
Arizona	7,911,159	7,911,159	7,911,159	0
Arkansas	4,781,565	4,781,565	4,781,565	0
California	34,901,689	34,901,689	34,901,689	0
Colorado	3,408,680	3,408,680	3,408,680	0
Connecticut	2,204,833	2,204,833	2,204,833	0
Delaware	883,352	883,352	883,352	0
District of Columbia	1,000,148	1,000,148	1,000,148	0
Florida	14,910,444	14,910,444	14,910,444	0
Georgia	12,816,325	12,816,325	12,816,325	0
Hawaii	995,128	995,128	995,128	0
Idaho	1,253,449	1,253,449	1,253,449	0
Illinois	15,642,231	15,642,231	15,642,231	0
Indiana	7,311,841	7,311,841	7,311,841	0
Iowa	2,728,459	2,728,459	2,728,459	0
Kansas	2,312,094	2,312,094	2,312,094	0
Kentucky	6,587,687	6,587,687	6,587,687	0
Louisiana	8,775,072	8,775,072	8,775,072	0
Maine	1,572,539	1,572,539	1,572,539	0
Maryland	3,848,206	3,848,206	3,848,206	0
Massachusetts	4,878,111	4,878,111	4,878,111	0
Michigan	13,564,982	13,564,982	13,564,982	0
Minnesota	3,479,397	3,479,397	3,479,397	0
Mississippi	5,480,223	5,480,223	5,480,223	0
Missouri	10,856,737	10,856,737	10,856,737	0
Montana	951,987	951,987	951,987	0
Nebraska	1,590,590	1,590,590	1,590,590	0
Nevada	1,578,244	1,578,244	1,578,244	0
New Hampshire	643,090	643,090	643,090	0
New Jersey	5,258,898	5,258,898	5,258,898	0
New Mexico	3,363,764	3,363,764	3,363,764	0
New York	19,652,186	19,652,186	19,652,186	0
North Carolina	11,296,092	11,296,092	11,296,092	0
North Dakota	532,260	532,260	532,260	0

STATE/TERRITORY	FY 2009 Actual	FY 2010 Estimate	FY 2011 Estimate	Increase or Decrease
Ohio	13,055,730	13,055,730	13,055,730	0
Oklahoma	5,401,162	5,401,162	5,401,162	0
Oregon	4,873,614	4,873,614	4,873,614	0
Pennsylvania	12,693,536	12,693,536	12,693,536	0
Rhode Island	961,846	961,846	961,846	0
South Carolina	6,723,020	6,723,020	6,723,020	0
South Dakota	778,911	778,911	778,911	0
Tennessee	10,246,956	10,246,956	10,246,956	0
Texas	37,039,086	37,039,086	37,039,086	0
Utah	1,824,083	1,824,083	1,824,083	0
Vermont	494,987	494,987	494,987	0
Virginia	6,291,758	6,291,758	6,291,758	0
Washington	5,955,248	5,955,248	5,955,248	0
West Virginia	2,825,519	2,825,519	2,825,519	0
Wisconsin	5,071,545	5,071,545	5,071,545	0
Wyoming	316,323	316,323	316,323	0
Subtotal	339,557,022	339,557,022	339,557,022	0
Indian Tribes	11,049,330	11,049,330	11,049,330	0
American Samoa	223,489	223,489	223,489	0
Guam	405,794	405,794	405,794	0
Northern Mariana Islands	182,502	182,502	182,502	0
Puerto Rico	6,436,577	6,436,577	6,436,577	0
Virgin Islands	277,760	277,760	277,760	0
Subtotal	18,575,452	18,575,452	18,575,452	0
Total States/Territories	358,132,474	358,132,474	358,132,474	0
Technical Assistance	8,089,263	8,089,263	8,089,263	0
Set Aside for State Courts	32,089,263	32,089,263	32,089,263	0
Meth./Subst. Abuse Grants	30,000,000	20,000,000	20,000,000	0
Family Connection Grants	14,923,380	15,000,000	15,000,000	0
Subtotal Adjustments	85,101,906	75,178,526	75,178,526	0
TOTAL RESOURCES	\$443,234,380	\$433,311,000	\$433,311,000	\$0