



CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

February 24, 2003

S. 342

Keeping Children and Families Safe Act of 2003

*As ordered reported by the Senate Committee on Health, Education, Labor, and Pensions
on February 12, 2003*

SUMMARY

Programs under the Child Abuse Prevention and Treatment Act, the Child Abuse Prevention and Treatment and Adoption Reform Act of 1978, and the Abandoned Infants Assistance Act of 1988 were authorized through 2001. These programs were continued in 2002 by the 2002 Department of Health and Human Services Appropriations Act and in 2003 by the Consolidated Appropriations Resolution, 2003 (Public Law 108-10). S. 342 would reauthorize these programs through 2008. It also would extend authorizations through 2008 for some programs authorized under the Family Violence Prevention and Services Act. Most programs under that act are currently authorized through 2005.

The bill would authorize appropriations of \$315 million in 2004. CBO estimates that authorizations under S. 342 would total about \$2.2 billion over the 2004-2008 period, assuming that annual levels are adjusted to keep pace with inflation when specific annual authorizations are not provided. (Without such inflation adjustments, the authorization total would be about \$2.1 billion over the 2004-2008 period.) CBO estimates that appropriations of the authorized levels would result in additional outlays of \$1.4 billion over the 2004-2008 period, if inflation adjustments are included. Enacting S. 342 would not affect direct spending or receipts.

S. 342 contains no intergovernmental or private-sector mandates as defined in UMRA. A significant portion of the funds authorized by S. 342 would be available for grants to state, local, and tribal governments. Any costs those governments incur to fulfill requirements of the grants would be conditions of assistance and thus voluntary.

ESTIMATED COST TO THE FEDERAL GOVERNMENT

The estimated budgetary impact of S. 342 is shown in Table 1. The costs of this legislation fall within budget function 500 (education, training, employment, and social services).

TABLE 1. ESTIMATED BUDGETARY EFFECTS OF S. 342, THE KEEPING CHILDREN AND FAMILIES SAFE ACT OF 2003

	By Fiscal Year, in Millions of Dollars					
	2003	2004	2005	2006	2007	2008
SPENDING SUBJECT TO APPROPRIATION						
With Adjustments For Inflation						
Spending Under Current Law						
Budget Authority/Authorization Level ^a	263	183	183	0	0	0
Estimated Outlays	241	241	198	164	55	17
Proposed Changes						
Estimated Authorization Level	0	315	321	510	516	523
Estimated Outlays	0	36	168	275	445	497
Spending Under S. 342						
Estimated Authorization Level	263	498	504	510	516	523
Estimated Outlays	241	276	365	439	501	514
Without Adjustments For Inflation						
Spending Under Current Law						
Budget Authority/Authorization Level ^a	263	183	183	0	0	0
Estimated Outlays	241	241	198	164	55	17
Proposed Changes						
Estimated Authorization Level	0	315	315	498	498	498
Estimated Outlays	0	36	167	272	438	483
Spending Under S. 342						
Estimated Authorization Level	263	498	498	498	498	498
Estimated Outlays	241	276	365	436	493	501

NOTES: Components may not sum to totals because of rounding.

a. The 2003 level is the amount appropriated for that year for programs authorized under the Child Abuse Prevention and Treatment Act, the Child Abuse Prevention, Treatment, and Adoption Reform Act of 1978, the Abandoned Infants Assistance Act of 1988, and the Family Violence Prevention and Services Act. The amounts shown for 2004 and 2005 are current authorization levels for certain programs under the Family Violence Prevention and Services Act.

BASIS OF ESTIMATE

S. 342 would authorize funding through 2008 for various programs created under the Child Abuse Prevention and Treatment Act, the Child Abuse Prevention and Treatment and Adoption Reform Act of 1978, the Abandoned Infants Assistance Act of 1988, and the Family Violence Prevention Services Act. Programs authorized under the first three acts would be reauthorized at specific levels for 2004 and for such sums as may be necessary for 2005 through 2008. Programs authorized by the Family Violence Prevention and Services Act, most of which are already authorized through 2005, would be extended at current levels through 2008.

S. 342 would authorize the appropriation of \$315 million in 2004. CBO estimates that this bill would authorize total funding of \$2.2 billion over the 2004-2008 period assuming that "such sums" amounts provided after 2004 are adjusted for inflation. If the authorized amounts are appropriated, outlays would increase by \$36 million in the first year and by \$1.4 billion over the five-year period.

Table 2 presents CBO's estimates with inflation adjustments for the various components of each title under S. 342. The estimated outlays reflect historical rates of spending for the affected programs.

Title I - Child Abuse Prevention and Treatment Act

Title I of S. 342 would reauthorize and revise programs currently authorized under the Child Abuse Prevention and Treatment Act. S. 342 would authorize a total of \$200 million for 2004 for programs under title I. CBO estimates the total funding for title I for the 2004-2008 period would be about \$1 billion, assuming adjustments for inflation, with resulting outlays of \$619 million over those five years.

Child Abuse Prevention Programs. S. 342 would authorize \$120 million in 2004 for both the Child Abuse and Neglect State Grant program and the Child Abuse Discretionary Activities program and such sums as may be necessary in 2005 through 2008. The state grant program provides formula grants to states to improve child protection services. The discretionary activities program awards funds to agencies for innovative programs and projects. The two programs are funded at \$56 million in 2003.

TABLE 2. DETAILED EFFECTS OF S. 342, THE KEEPING CHILDREN AND FAMILIES SAFE ACT OF 2003, WITH ADJUSTMENTS FOR INFLATION

	By Fiscal Year, in Millions of Dollars					
	2003	2004	2005	2006	2007	2008
SPENDING SUBJECT TO APPROPRIATION						
Spending Under Current Law						
Budget Authority/Authorization Level ^a	263	183	183	0	0	0
Estimated Outlays	241	241	198	164	55	17
Proposed Changes:						
Title I -Child Abuse Prevention and Treatment						
Child Abuse Prevention State Grants and Discretionary Activities						
Estimated Authorization Level	0	120	122	125	128	130
Estimated Outlays	0	6	59	97	114	121
Community Based Grants						
Estimated Authorization Level	0	80	82	83	85	87
Estimated Outlays	0	6	19	44	73	81
Subtotal, Title I						
Estimated Authorization Level	0	200	204	208	213	217
Estimated Outlays	0	12	77	142	186	202
Title II -Adoption Opportunities						
Adoption Opportunities						
Estimated Authorization Level	0	40	41	42	43	43
Estimated Outlays	0	2	28	37	39	41
Title III - Abandoned Infants Assistance						
Abandoned Infants Assistance						
Estimated Authorization Level	0	45	46	47	48	49
Estimated Outlays	0	2	33	43	46	48
Administrative Expenses for Abandoned Infants Assistance						
Estimated Authorization Level	0	2	2	2	2	2
Estimated Outlays	0	2	2	2	2	2
Subtotal, Title III						
Estimated Authorization Level	0	47	48	49	50	51
Estimated Outlays	0	4	36	46	48	50

Continued

TABLE 2. Continued.

	By Fiscal Year, in Millions of Dollars					
	2003	2004	2005	2006	2007	2008
Title IV - Family Violence Prevention and Services						
Family Violence Prevention and Services/Battered Women's Shelters ^b						
Estimated Authorization Level	0	0	0	175	175	175
Estimated Outlays	0	0	0	21	138	168
Domestic Violence Hotline/National Domestic Violence Shelter Network						
Estimated Authorization Level	0	3	3	5	5	5
Estimated Outlays	0	3	3	5	5	5
Demonstration Grants for Community Initiatives ^b						
Estimated Authorization Level	0	0	0	6	6	6
Estimated Outlays	0	0	0	1	4	5
Transitional Housing Assistance						
Estimated Authorization Level	0	25	25	25	25	25
Estimated Outlays	0	15	24	24	25	25
Subtotal, Title IV						
Estimated Authorization Level	0	28	28	211	211	211
Estimated Outlays	0	18	27	51	172	203
Total Proposed Changes						
Estimated Authorization Level	0	315	321	510	516	523
Estimated Outlays	0	36	168	275	445	497
Total Spending Under S. 342						
Estimated Authorization Level	263	498	504	510	516	523
Estimated Outlays	241	276	365	439	501	514

NOTES: Components may not sum to totals because of rounding.

a. The 2003 level is the amount appropriated for that year for programs authorized under the Child Abuse Prevention and Treatment Act, the Child Abuse Prevention, Treatment, and Adoption Reform Act of 1978, the Abandoned Infants Assistance Act of 1988, and the Family Violence Prevention and Services Act. The 2004 and 2005 amounts are current authorization levels for certain programs under the Family Violence Prevention and Services Act.

b. The Family Violence Prevention and Services, Domestic Violence Hotline, and Demonstration Grants for Community Initiatives programs are currently authorized until 2005. Table 2 shows only new authorizations. See text for a description of authorizations.

Community Based Grants. S. 342 also would authorize \$80 million in 2004 and such sums as may be necessary over the 2005-2008 period for community-based efforts to develop, and operate initiatives aimed at the prevention of child abuse and neglect. The program is funded at \$33 million in 2003.

Title II - Adoption Opportunities

Title II would reauthorize the Adoption Opportunities program, currently authorized under the Child Abuse Prevention and Treatment and Adoption Reform Act of 1978.

The bill would authorize \$40 million in 2004 and such sums as may be necessary over the 2005-2008 period for the program. The Adoption Opportunities program provides funds to organizations for programs that eliminate barriers to adoption and help provide permanent homes for children, particularly children with special needs. These activities are funded at \$27 million in 2003.

Title III - Abandoned Infants Assistance

Title III would reauthorize the Abandoned Infants Assistance program, currently authorized under the Abandoned Infants Assistance Act of 1988.

The bill would authorize \$45 million in 2004 and such sums as may be necessary for the next four fiscal years for the program. The Abandoned Infants Assistance program provides funds to organizations for programs that prevent abandonment of infants with HIV/AIDS, assist abandoned infants, and recruit and train foster parents and health and social services professionals. The bill also would authorize about \$2 million in each fiscal year for administrative expenses. The program is funded at \$12 million in 2003.

Title IV - Family Violence Prevention and Services Act

Title IV would authorize \$28 million in 2004 and \$689 million over the 2004-2008 period for four family violence prevention programs that are currently authorized under the Family Violence Prevention and Services Act. The Family Violence Prevention and Services Act already authorizes most of these appropriations through 2005, and this bill would extend the authorizations through 2008.

Family Violence Prevention and Services. The bill would extend the authorization of the Family Violence Prevention and Services/Battered Women's Shelter program from 2005 through 2008. The program provides grants to states to provide shelter and assistance for victims, preventive services for perpetrators of domestic violence, and programs to address the needs of children who witness domestic violence. The current authorization is \$175 million annually through 2005. The program is funded at \$126 million in 2003.

National Domestic Violence Hotline and National Domestic Violence Shelter Network. The bill would create a new grant to a non-profit organization to establish and operate a secure Internet website linking the National Domestic Violence Hotline and other participating local domestic violence shelters and agencies. The bill would authorize \$5 million in 2004 and such sums as may be necessary for each of the years 2005 through 2008 for both the new grant and the existing Domestic Violence Hotline. The bill specifies that the National Domestic Violence Shelter Network would only receive funds if the appropriation exceeds \$3 million. The hotline was funded at \$2.6 million in 2003.

Demonstration Grants for Community Initiatives. The bill would extend the authorization for grants for community initiatives through 2008. The program awards grants to organizations to coordinate domestic violence intervention and prevention programs in local communities. The program is currently authorized at \$6 million annually through 2005 and is funded at \$6 million in 2003.

Transitional Housing Assistance. S. 342 would authorize \$25 million in each of the fiscal years 2004 through 2008 for housing assistance for victims of domestic violence. The program was authorized at \$25 million for 2001, but the program has never been funded.

INTERGOVERNMENTAL AND PRIVATE-SECTOR IMPACT

S. 342 contains no intergovernmental or private-sector mandates as defined in UMRA. The bill would authorize the appropriation of \$315 million in grants in 2004 (\$2.2 billion over the 2004-2008 period), and a significant portion of those funds would be available to state, local, and tribal governments. Any costs those governments incur to fulfill requirements of the grants would be conditions of assistance and thus voluntary.

PREVIOUS CBO ESTIMATE

On February 24, 2003, CBO transmitted a cost estimate for H.R. 14, the Keeping Children and Families Safe Act of 2003, as ordered reported by the House Committee on Education and the Workforce on February 13, 2003. The two bills would authorize similar amounts of funding.

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