

Child Welfare in the President's FY2022 Budget Request: In Brief

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The President's FY2022 budget request includes about \$11.8 billion in funding for child welfare purposes. In FY2021, \$12.6 billion was provided under the same child welfare authorities. However, as much as \$2.0 billion of the FY2021 funding is temporary or additional funding provided generally in response to the COVID-19 pandemic or to assist with implementation of the Family First Prevention Services Act (Title VII,

Division E, P.L. 115-123). At the federal level, child welfare funding is primarily administered by the Children's Bureau, an agency within the Administration for Children and Families (ACF) at the U.S. Department of Health and Human Services (HHS). Several competitive grant programs included in the Victims of Child Abuse Act are administered by the Office of Justice Programs at the U.S. Department of Justice.

The FY2022 budget requests \$9.7 billion to support provision of foster care, adoption assistance, and guardianship assistance under Title IV-E of the Social Security Act (Title IV-E program). The FY2022 request for Title IV-E support is roughly \$135 million less than the sum expected to be necessary for these activities in FY2021. The decline is based on an expected end (during FY2022) of the pandemic-related increase in federal cost sharing for Title IV-E assistance payments. During FY2022, the number of Title IV-E eligible children receiving assistance on an average monthly basis is expected to total about 720,000 (including 522,000 receiving adoption assistance, 152,000 receiving foster care maintenance, and 46,000 receiving guardianship assistance). This is up from the estimated 700,000 children receiving these types of assistance in FY2021. Most of the expected growth is attributed to expected increases in the number of children receiving adoption assistance.

FY2022 will be the third year that states and tribes may opt to use the Title IV-E program to offer selected, evidence-based prevention services. As of late June 2021, there were 13 jurisdictions (11 states, the District of Columbia, one tribe) with an approved Title IV-E prevention services plan and 15 additional jurisdictions (13 states, two tribes) had submitted a plan that was under review. For FY2022, HHS anticipates about \$100 million in federal Title IV-E spending for prevention services will be used to assist some 40,000 children on an average monthly basis. (By contrast, FY2021 federal Title IV-E prevention spending is estimated to be \$13 million on behalf of an estimated 7,000 children).

While the FY2022 budget does not propose changes in child welfare programs with mandatory funding authorities, it does call for \$976 million in discretionary funds, which is \$212 million above the amount provided for these programs via regular FY2021 appropriations (primarily Division H of P.L. 116-260). This includes a request for \$100 million in new competitive grant funding (under Section 426 of the Social Security Act) to demonstrate collaborative (cross-agency) approaches to advance racial equity in child welfare systems, including by re-orienting their work toward family support and prevention of unnecessary foster care placements, and \$2 million for a related workforce development and retention initiative.

Under the Child Abuse Prevention and Treatment Act (CAPTA), the FY2022 budget seeks a combined \$200 million for state grants to improve state child protective services systems and for community-based grants to prevent child abuse and neglect (up from \$151 million provided for these two grants in regular FY2021 funds). The Administration also seeks \$46 million under the Adoption Opportunities program (up from \$44 million in FY2021) to address an "urgent" need for states to carry out required "diligent recruitment" of foster and/or adoptive family homes that match the racial and ethnic diversity of children in care needing these homes. In addition to these and other requests for additional discretionary child welfare program funds, the budget seeks \$19 million in new program administration funds for HHS-ACF. The new support is requested to assist states and tribes in implementing the Family First Prevention Services Act (Title VII, Division E, P.L. 115-123) and to help states improve child abuse- and neglect-related data collection and tracking.

SUMMARY

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Introduction

The President's FY2022 budget request includes about \$11.8 billion in funding for child welfare purposes. This compares to \$12.6 billion provided under the same child welfare authorities for FY2021. However, as much as \$2.0 billion of that FY2021 funding is temporary or supplemental funding provided to (1) boost support for child and family services and assist youth in, or formerly in, foster care during the COVID-19 pandemic (\$485 million);¹ (2) temporarily increase the share of Title IV-E foster care maintenance, adoption assistance and guardianship assistance payment costs that is borne by the federal government (estimated \$523 million);² (3) increase support for child protective services (\$350 million);³ and (4) assist certain jurisdictions that formerly operated child welfare (Title IV-E) waiver projects to transition that work to implementation of the Family First Prevention Services Act (FFPSA) (\$654 million).⁴

Federal child welfare funding is primarily administered by the Children's Bureau, which is an agency within the Administration for Children and Families (ACF) at the U.S. Department of Health and Human Services (HHS). However, several competitive grant programs included in the Victims of Child Abuse Act are administered by the Office of Justice Programs at the U.S. Department of Justice (DOJ).

¹ Division X of P.L. 116-260 appropriated \$75 million for child and family services under the Promoting Safe and Stable Families (PSSF) program (Title IV-B, Subpart 2 of the Social Security Act [SSA]), \$10 million for the Court Improvement Program (Section 438 of the SSA), and \$400 million for the Chafee Foster Care Program for Successful Transition to Adulthood (including \$50 million for Chafee Educational and Training Vouchers). Combined, this totaled \$485 million in additional funding that was directly appropriated by Division X. That amount is included in the \$2.0 billion in estimated additional funding for FY2021. Separately, Division X of P.L. 116-260 temporarily authorized expanded Title IV-E eligibility to prevent aging out of foster care (April 1, 2020, through September 30, 2021) and increased federal cost sharing for Title IV-E prevention services and for the Title IV-E kinship navigator program (across the same time period). No data from the U.S. Department of Health and Human Services (HHS), Administration for Children and Families (ACF), Office of Legislative Affairs and Budget (OLAB) was received regarding increased spending under those authorities, so any additional Title IV-E funding that resulted is not included as part of the estimated additional FY2021 funding. However, in a January 2021 communication with CRS the Congressional Budget Office (CBO) estimated that this increased federal cost sharing would result in \$132 million in additional federal Title IV-E spending, across multiple years. For more information on Division X provisions, congressional clients may request a copy of CRS Congressional Distribution Memorandum, Child Welfare and Home Visiting Provisions in the Consolidated Appropriations Act of 2021, March 19, 2021. See also CRS Report R46770, Youth Provisions in the Supporting Foster Youth and Families through the Pandemic Act (Division X of P.L. 116-260).

² Section 6008 of the Families First Coronavirus Relief Act (FFCRA) authorized this temporary increase in federal cost sharing via a 6.2 percentage point increase in the federal medical assistance percentage (FMAP). Acc ording to HHS, ACF, OLAB, this temporary FMAP change is expected to increase federal Title IV-E spending during FY2021 by \$523 million. The provision was also in place for three quarters of FY2020 and may be in place for the first quarter of FY2022. For more information, see CRS Insight IN11297, *Federal Medical Assistance Percentage (FMAP) Increase for Title IV-E Foster Care and Permanency Payments*.

³ Section 2205 of the American Rescue Plan Act (P.L. 117-2) provided \$350 million in additional FY2021 CAPT A funding. This funding may be spent in any of FY2021-FY2025. HHS, ACF, *Supplemental funding under the American Rescue Plan Act of 2021 for the CBCAP and CAPTA State Grant programs*, May 5, 2021, at https://www.acf.hhs.gov/sites/default/files/documents/cb/pi2107.pdf.

⁴ Section 602(c)(2), Division N, P.L. 116-94 appropriated whatever funding needed to award "funding certainty" grants to eligible jurisdictions for FY2020 and FY2021. Grants for FY2020 funding certainty were made in spring 2021 and totaled \$654 million. That amount is counted in this report as part of FY2021 child welfare funding.

Title IV-E Foster Care, Prevention and Permanency Request

FY2022 funding for Title IV-E foster care, adoption assistance, and guardianship assistance is requested at \$9.720 billion, or 82% of the total child welfare request (compared to \$9.856 billion for FY2021). The reduced request for these Title IV-E activities (-\$135 million) is attributed to the expected end in increased federal cost sharing for assistance payments that is tied to the COVID-19 public health emergency.⁵ According to HHS-ACF, the number of children eligible for and expected to receive Title IV-E foster care assistance on an average monthly basis in FY2022 is 151,900⁶ (which is expected to be less than 40% of all children in foster care).⁷ For that same year, the numbers of children formerly in foster care receiving adoption and kinship guardianship assistance are estimated to be 522,000 and 45,800, respectively.⁸

FY2022 will be the third year for which states and tribes with an approved Title IV-E prevention services plan may opt to provide selected evidence-based services to prevent foster care placement. As of late June 2021, there were 13 jurisdictions (11 states, the District of Columbia, and one tribe) with approved Title IV-E prevention services plans, allowing them to use Title IV-E funds to support prevention work and an additional 15 jurisdictions (13 states and two tribes) had submitted plans seeking approval.⁹ For FY2022, HHS-ACF estimates approximately \$100 million will be spent under Title IV-E for prevention services on behalf of 40,000 children. This compares to an estimated \$6.8 million spent to serve 3,500 children in FY2020 and approximately \$13 million spent to serve an estimated 7,000 children in FY2021.¹⁰

Funding Certainty Grants

Under the Family First Transition Act (FFTA; Section 604, Division N of P.L. 116-94), any of the 24 jurisdictions (22 states, the District of Columbia, and one tribe) that operated an approved child welfare demonstration project ("Title IV-E waiver" project) until the last day those projects were authorized (September 30, 2019) is guaranteed a certain level of Title IV-E foster care funding for

⁵ Based on CRS communication with HHS, ACF, OLAB on June 11, 2021, the budget authority requested for Title IV-E foster care, as shown in the HHS, ACF, *FY2022 Justification of Estimates for Appropriations Committees*, includes \$99,750,000 that is being requested for federal Title IV-E prevention services spending in FY2022. The Title IV-E foster care, adoption assistance, and guardianship assistance number shown in the text then is based on the numbers shown in the HHS-ACF justifications adjusted to remove the budget authority sought for Title IV-E prevention activities.

⁶ Based on CRS communication with HHS, ACF, OLAB on June 11, 2021, the number of children estimated as receiving "foster care" assistance in FY2022, as shown in FY2022 budget documents, includes 40,000 children who are expected to receive prevention services. Accordingly, the number of children expect ed to receive foster care as shown in this report is based on that information and is 40,000 less than the number shown in the FY2022 budget documents, including as given at HHS, ACF, *FY2022 Justification of Estimates for Appropriations Committees*, May 2021, p. 316, https://www.acf.hhs.gov/sites/default/files/documents/olab/fy_2022_congressional_justification.pdf.

 ⁷ HHS, ACF, *FY2022 Justification of Estimates for Appropriations Committees*, May 2021, p. 312, https://www.acf.hhs.gov/sites/default/files/documents/olab/fy_2022_congressional_justification.pdf. This estimated share of the caseload receiving Title IV-E maintenance payments is as calculated by HHS-ACF based on FY2020 data.
⁸ Ibid., p. 316.

⁹ HHS, ACF, Administration for Children, Youth and Families (ACYF), Children's Bureau, "Status of Submitted Title IV-E Prevention Program Five-Year Plans," at https://www.acf.hhs.gov/cb/data/status-submitted-title-iv-e-prevention-program-five-year-plans.

¹⁰ Information received by CRS from HHS, ACF, OLAB on June 16, 2021.

FY2020 and FY2021.¹¹ Authorized for two years only, FFTA's "funding certainty grants" were designed to help these jurisdictions transition from waiver funding to traditional Title IV-E claiming in the context of new policies under the Family First Prevention Services Act (FFPSA; Title VII, Division E of P.L. 115-123).¹² For FY2020 an eligible state's or tribe's funding certainty level is generally equal to 90% of the maximum funding level it was guaranteed under its Title IV-E waiver project, and for FY2021 the funding certainty level is set at 75% of the state's or tribe's last maximum guaranteed level.¹³ A state's or tribe's funding certainty award is determined then by comparing its relevant Title IV-E foster care claims in FY2020 (and separately in FY2021) to the guaranteed funding level. If the relevant federal IV-E foster care funding a state received is less than the funding certainty level for the given year, an award is made; if the amount received is equal to or more than the funding certainty level, no funding certainty award is made.

Grant amounts owed to a jurisdiction may only be calculated once the amount of federal money the jurisdiction claimed for Title IV-E during the relevant year is known. Accordingly, the amounts of FY2020 grants were determined in FY2021, and in spring 2021 18 jurisdictions (16 states, the District of Columbia, and one tribe) received awards totaling \$654 million. FY2021 grants are expected to total \$490 million and will be awarded during FY2022.¹⁴ Funding certainty grants are not authorized for FY2022 and the President's budget does not seek new funding for them.¹⁵

Discretionary Funding Increases Sought

While the President's FY2022 budget does not propose to expand mandatory funding authorized for child welfare purposes, it does seek discretionary funding increases of \$212 million spread across multiple programs. The requested increases are sought to further racial equity in child welfare practices and encourage greater support for families in order to prevent both child abuse and neglect and the need to place children in foster care. Specifically, the budget seeks the following increases in discretionary funding:

Title IV-B of the Social Security Act

• \$121 million for Child Welfare Research, Training or Demonstration (Section 426 of the Social Security Act) (compared to \$19 million provided in FY2021). This amount includes \$100 million for new competitive grants intended to support

¹¹ HHS, ACF, ACYF, Children's Bureau, *Family First Transition Act*, PI-20-04, February 27, 2020, at https://www.acf.hhs.gov/sites/default/files/documents/cb/pi2004.pdf.

¹² For more information on this issue, congressional clients may request a copy of CRS Congressional Distribution Memorandum *Title IV-E Waiver Projects and Implementation of Family First*, September 19, 2019. See also CRS Insight IN10858, *Family First Prevention Services Act (FFPSA)*.

¹³ Generally, the funding certainty grants were designed to ensure a former waiver jurisdiction received relevant Title IV-E foster care funding in FY2020 that was no less than 90% of its guaranteed waiver funding level, and receives funding in FY2021 that is no less than 75% of that waiver funding level. Division X of P.L. 116-260 made an adjustment to the calculation of this guaranteed level to account for increased federal Title IV-E funding authorized via the Family First Coronavirus Relief Act (P.L. 116-127). See HHS, ACF, ACYF, Children's Bureau, *Adjustment of Baselines for Family First Transition Act Funding Certainty Grants*, PI-21-07, Section E, March 9, 2021, at https://www.acf.hhs.gov/sites/default/files/documents/cb/pi2104.pdf.

¹⁴ Information received by CRS from HHS, ACF, OLAB on June 11, 2021. FY2020 funding certainty grants were made in spring 2021 to AZ, AR, CA, DC, FL, HI, IL, IN, KY, NE, NV, NY, OH, OR, TN, UT, WA, and the Port Gamble S'Klallam Tribe.

¹⁵ HHS, ACF, *FY2022 Justification of Estimates for Appropriations Committees*, May 2021, p. 308, https://www.acf.hhs.gov/sites/default/files/documents/olab/fy_2022_congressional_justification.pdf.

ongoing, cross-agency collaborations that advance practice and policy changes to increase racial equity and reduce the use of foster care—providing greater support to families to prevent both child abuse and neglect and unnecessary removal of children to foster care, and \$2 million to support related child welfare workforce recruitment, retention, and training initiatives.¹⁶

- \$106 million in discretionary funding for the MaryLee Allen Promoting Safe and Stable Families (PSSF) program (compared to \$83 million provided in FY2021), with the greater discretionary funding used to¹⁷
 - increase support for the development, operation, and evaluation of kinship navigator programs (\$30 million requested, compared to \$20 million provided in FY2021);
 - boost funds for the Family First (Title IV-E) Prevention Services Clearinghouse to support program evaluation, including technical assistance to states on program evaluations (\$9 million requested, compared to \$2.75 million provided in FY2021); and
 - offer an additional \$7 million for regional partnership grants (RPGs) to improve outcomes for children and families affected by substance use disorder.
- \$275 million for the Stephanie Tubbs Jones Child Welfare Services (CWS) program (compared to \$269 million in FY2021) to help improve state and tribal agencies' child welfare services with the goal of keeping families together.¹⁸

Child Abuse Prevention and Treatment Act (CAPTA)

- \$120 million for grants to strengthen state child protective services under CAPTA (compared to \$90 million provided for these grants in regular FY2021 enacted funding) to enhance interagency collaboration, better support families to prevent child abuse and neglect, and improve services to families and children affected by substance use disorder.¹⁹
- \$80 million for CAPTA's community-based grants for child abuse prevention (CBCAP) (compared to \$61 million provided for these grants in regular FY2021 enacted funding) to increase the ability of state lead agencies to develop and coordinate effective and culturally responsive community-based family support and prevention services for historically marginalized communities (including families of color, immigrant populations, rural communities, and others).²⁰

¹⁶ Ibid., pp. 172-173.

¹⁷ Ibid., p. 287. In FY2021, the funding provided for kinship navigators and for the Title IV-E clearinghouse was \$19 million and \$2.6 million, respectively, based on a separate proviso of the appropriations law that increased PSSF discretionary funds reserved for other program-related research and evaluation. The appropriations language included in the FY2022 budget request is unclear on how that proviso would apply to amounts requested for those purposes in FY2022 as well as the amount requested for regional partnership grants (RPGs).

¹⁸ Ibid., p. 166.

¹⁹ Ibid., p. 150.

²⁰ Ibid., p. 160.

Other Programs

- \$48 million for Chafee Educational and Training Vouchers (ETVs) (compared to \$43 million in regular FY2021 funding) to enable an additional 1,000 to 2,000 current and former foster youth to receive this post-secondary education support.²¹
- \$46 million for Adoption Opportunities (compared to \$44 million in FY2021) to address an "urgent" need for improved "diligent recruitment" efforts to identify home and families that meet the needs, and reflect the racial and cultural representation, of children in care.²²
- \$70 million combined for three grant programs under the Victims of Child Abuse Act, including \$50 million for Children's Advocacy Centers (compared to \$30 million in FY2021),²³ \$14 million for Court Appointed Special Advocates (compared to \$12.5 million in FY2021),²⁴ and \$6 million for training of judicial practitioners and personnel in handling of child abuse cases (compared to \$3.5 million in FY2021).²⁵

Separately, and apart from direct child welfare program support, the FY2022 budget requests an additional \$19 million in federal administration funds to enable HHS-ACF to help states and tribes implement the Family First Prevention Services Act and to help states improve data collection and tracking related to child abuse and neglect.²⁶

Table 1 shows, by child welfare program, final FY2021 funding and funding requested for FY2022 as part of the President's budget.

²¹ Ibid., p. 219.

²² Ibid., p. 176.

²³ U.S. Department of Justice, Office of Justice Programs, *FY2022 Performance Budget*, May 2021, p. 120 at https://www.justice.gov/jmd/page/file/1399261/download.

²⁴ Ibid., p. 134.

²⁵ Ibid., p. 135.

²⁶ HHS, ACF, *FY2022 Justification of Estimates for Appropriations Committees*, May 2021, p. 227, https://www.acf.hhs.gov/sites/default/files/documents/olab/fy_2022_congressional_justification.pdf.

Table 1. Child Welfare Programs:FY2021 Enacted Funding and President's Request for FY2022

(Dollars in millions; parts may not sum to total due to rounding)

Program	FY2021 (Enacted Funding)	FY2022 (President's Request)
TOTAL	\$12,614 ª (including additional and temporarily authorized funding ^b)	
Title IV-B of the Social Securi	ty Act (42 U.S.C. §621 et se	eq.)
Stephanie Tubbs Jones Child Welfare Services (CWS)	\$269	\$275
MaryLee Allen Promoting Safe and Stable Families (PSSF)	\$493° = \$407 regular funds + \$85 supplemental	\$451°
Child Welfare Research, Training or Demonstration	\$19	\$121
Title IV-E of the Social Securit	ty Act (42 U.S.C. §670 et se	eq.)
Foster Care	\$5,783 ^d	\$5,730 ^d
Adoption Assistance	\$3,802	\$3,736
Kinship Guardianship Assistance	\$271	\$254
Prevention Services	\$I3 ^d	\$100 ^d
Prevention Services Clearinghouse	\$1 +\$2.6 out of PSSF funds	\$1 +\$9 requested out of PSSF funds
Tribal Title IV-E Plan Development and Technical Asst.	\$3	\$3
Chafee Foster Care Program for the Successful Transition to Adulthood (Chafee)	\$493 = \$143 regular funds + \$350 supplemental	\$143
Chafee Educational and Training Vouchers (ETVs)	\$93 = \$43 regular funds + \$50 supplemental	\$48
Adoption and Legal Guardianship Incentive Payments	\$75	\$75
Funding Certainty Grants (Temporarily authorized by the Family First Transition Act, Section 602, Division N of P.L. 116-94)	\$654	\$490
Child Abuse Prevention and Treatment Act (CAPT	A) and Related Program	s (42 U.S.C. §§5101 et seq.)
State Grants (Title I)	\$190 = \$90 regular funds + \$100 supplemental	\$120
Discretionary Activities (Title I)	\$35	\$35
Community-Based Grants to Prevent Child Abuse (CBCAP grants) (Title II)	\$311 = \$61 in regular funds + \$250 million supplemental	\$80
Children's Justice Act Grants	\$20	\$20
Adoption Opportunities	\$44	\$46

Program	FY2021 (Enacted Funding)	FY2022 (President's Request)		
Victims of Child Abuse Act (34 U.S.C. §\$2030-20304)				
Children's Advocacy Centers (CACs) and related technical assistance and training	\$30	\$50		
Court Appointed Special Advocates (CASAs)	\$12.5	\$14		
Training for Judicial Practitioners and Personnel	\$3.5	\$6		

Source: Table prepared by the Congressional Research Service based on U.S. Department of Health and Human Services (HHS), Administration for Children and Families (ACF), *Justification of Estimates for Appropriations Committees*, May 2021; and CRS communications with HHS, ACF, Office of Legislative Affairs and Budget (OLAB), June 11, 2021.

Notes: Parts may not sum to total due to rounding. Numbers shown include final appropriations provided for FY2021 via P.L. 116-260, Division H (and for supplemental funds, Division X of P.L. 116-260, and P.L. 117-2), or amounts requested in the FY2022 President's budget. In the case of Title IV-E foster care, adoption assistance, guardianship assistance, and prevention services, however, the amount *generally* includes definite budget authority, HHS, ACF, OLAB estimated as necessary for these purposes in the given year. See table note a for an exception to this rule and table note d for additional information about the foster care and prevention numbers.

- a. These FY2021 final and FY2022 request total amounts include \$654 million and \$490 million, respectively, for funding certainty grants. These grants were authorized for FY2020 and FY2021 (so the budget authority belongs to those years). However, based on the statute, the amount of these grants may not be determined prior to the subsequent fiscal year. Thus, \$654 million (FY2020 authority) was awarded during FY2021 and \$490 million (FY2021 authority) is expected to be awarded in FY2022; those amounts are shown in the year they are expected to be awarded. Funding certainty grants were temporarily authorized in the Family First Prevention Services Act (Title VII, Division E of P.L. 115-123) and are not authority to fund them for that year.
- b. This amount includes \$835 million in supplemental funding provided as definite sums in the Supporting Foster Youth and Families Through the Pandemic Act (Division X of P.L. 116-260) and in the American Rescue Plan Act (Section 2205 of P.L. 117-2). It also includes \$523 million that is the estimated amount of additional federal Title IV-E funds paid to states and tribes based on the temporary increase in the federal medical assistance percentage (FMAP), including in the Families First Coronavirus Relief Act (P.L. 116-127). For more information, see CRS Insight IN11297, Federal Medical Assistance Percentage (FMAP) Increase for Title IV-E Foster Care and Permanency Payments. Division X of P.L. 116-260 also provided additional authority for use of Title IV-E foster care funds to maintain youth in care who would otherwise age out during the pandemic, and to expand federal cost sharing for Title IV-E prevention services and Title IV-E kinship navigator funding. The amount of budget authority associated with those additional provisions (each slated to expire on September 30, 2021) was not itemized in data received by CRS from HHS, ACF, OLAB.
- c. These numbers include both mandatory and discretionary funding provided for PSSF. Final FY2021 funding is shown post-sequestration, which reduced the appropriated mandatory PSSF funding by close to \$19.7 million. The President's FY2022 budget request is shown pre-sequestration. However, the OMB Report to Congress on the BBEDCA 251A Sequestration for Fiscal Year 2022 shows a reduction of 5.7% applicable to PSSF account, which would again be roughly \$19.7 million.
- d. The information shown for Title IV-E foster care and Title IV-E prevention services is based on CRS communication with HHS, ACF, OLAB on June II and 16, 2021. According to this communication, the budget authority associated with Title IV-E foster care (for FY2021 and the FY2022 request) includes budget authority for Title IV-E prevention services. The data shown here are based on HHS-ACF estimates that separate these two purposes. However, when summed (for each year) they equal the number shown for foster care in HHS, ACF, FY2022 Justification of Estimates for Appropriations Committees, May 2021, p. 308, https://www.acf.hhs.gov/sites/default/files/documents/olab/fy_2022_congressional_justification.pdf.

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