**SUPPORTING STATEMENT**

**0930-0242 Regulations to Implement the Substance Abuse and Mental Health Services Administration’s (SAMHSA)** **Charitable Choice Statutory Provisions:**

**42 CFR Parts 54 and 54a**

**Ref ID: 202505-0930-004**

**Check off which applies:**

☐ New

☒ Revision

☐ Reinstatement with Change

☐ Reinstatement without Change

☐ Extension

☐ Emergency

☐ Existing

1. **Circumstances of Information Collection**

The Substance Abuse and Mental Health Services Administration (SAMHSA) is seeking Office of Management and Budget (OMB) approval for a revision to the Charitable Choice Statutory Provisions: 42 CFR Parts 54 and 54a. These provisions are approved under OMB No. 0930-0242, which expires on 05/31/2025. SAMHSA's two Charitable Choice provisions [Sections 581-584 and Section 1955 of the Public Health Service (PHS) Act, 42 USC 290kk and 42 USC 300x-65 respectively] were enacted in late 2000. These nearly identical provisions set forth various rights and responsibilities for governments, providers, and recipients, with the overall goal of enabling religious organizations to maintain their religious character. The provisions apply to two SAMHSA formula-grant programs: (1) Substance Use Prevention, Treatment, and Recovery Services Block Grant (SUPTRS BG) and (2) Projects for Assistance in Transition from Homelessness (PATH) program. In addition, the provisions apply to SAMHSA discretionary programs that fund "activities to prevent or treat substance use." No changes are being made to the regulations or the information collection provisions. A minor change reflecting current state reporting has been made to the annual burden estimates in 54.8(c)(4) resulting in total burden costs reported decreasing.

On September 30, 2003, SAMHSA published regulations implementing these provisions. The regulations ensure that SAMHSA substance use programs are neutral regarding the religious character of participating organizations and clearly establish the proper use of funds and conditions for receipt of funding. SAMHSA also provided a model "Notice to Individuals Receiving Substance Use Services" for use by religious organizations to inform program beneficiaries or potential beneficiaries who object to the religious character of that program participant of the right to referral to an alternate provider.

In most instances, the regulations seek to provide maximum flexibility to the states and to religious organizations that are "program participants" in implementing these provisions. Duly designated officials from the states reapplying for designated grant programs will sign funding agreements, certifications, and assurances to comply with these provisions as applicable.

The regulations clarify how religious organizations receiving SAMHSA’s SUPTRS BG funds must proceed to implement the Charitable Choice legislative provisions. Specifically, SAMHSA requests approval for renewal of the following information collection requirements of the proposed rule:

*Part* 54 - *States Receiving SUPTRS BGs and/or Projects for Assistance in Transition from*

*Homelessness Grants*

Reporting Requirements

42 CFR 54.8(c)(4) Requires that a program participant shall notify the state of a referral of a program beneficiary to an alternative provider.

42 CFR 54.8(e) Requires that PATH grantees include in their annual report to SAMHSA a description of activities undertaken to comply with 42 CFR Part 54.

Disclosure Requirements

42 CFR 54.8(b) Requires that notice is provided to program beneficiaries or prospective beneficiaries of their rights to a referral to an alternative service provider if they object to the religious character of a specific program participant.

Recordkeeping Requirements

42 CFR 54.6(b) Requires that a program participant that believes the requirements of 42 USC 300x-57 or 42 USC 290cc-33(a)(2) would impose a significant burden must sign a certification to that effect and maintain documentation in support of the certification (to be available to SAMHSA upon request).

In addition, 42 CFR Part 96 was modified to include the following reporting requirement:

42 CFR 96. 122(f)(5)(v) Requires that the SUPTRS BG annual report include a description of the activities the state has undertaken to comply with 42 CFR Part 54.

*Part 54a* -*States, local governments and religious organizations receiving funding under Title V*

*of the PHS Act for substance use prevention and treatment services*

Reporting Requirements

42 CFR 54a.8(c)(1)(iv) Requires that a program participant shall notify the responsible unit of government (i.e., state or local) of a referral of a program beneficiary to an alternative provider.

42 CFR 54a.8( d) When SAMHSA is the responsible unit of government, program participants shall notify SAMHSA of referrals as part of regular grant reporting.

Disclosure Requirements

42 CFR 54a.8(b) Requires that notice is provided to program beneficiaries or prospective beneficiaries of their rights to a referral to an alternative service provider if they object to the religious character of a specific program participant.

1. **Purpose and Use of Information**

The documentation in support of the burden imposed by the requirements of 42 use 300x-57(a)(2) or 42 use 290cc-33(a)(2) will be available for review by SAMHSA. The information that program participants must disclose to program beneficiaries or potential beneficiaries will inform them of the right to object to the religious character of that participant and receipt of services from an alternate service provider within a reasonable period of time. Information reported to SAMHSA, state or local governments about referrals will provide information about the extent to which beneficiaries are requesting service from alternate providers. The reports by states and affected religious organizations on activities undertaken to implement the regulations serve to document what is done, how it is done, and further understanding of the implementation of the charitable choice provisions.

In addition, in 2004, SAMHSA’s Center for Substance Abuse Treatment developed a Charitable Choice checklist on states’ implementation of Charitable Choice (see Item 12 for further information). Also, PATH participants were required to sign an agreement indicating that the state or territory will comply with Charitable Choice regulations.

No changes are being made to the regulations or the information collection provisions. A minor change reflecting current state reporting has been made to the annual burden estimates in 54.8(c)(4) resulting in total burden costs reported decreasing.

1. **Use of Information Technology**

Initially, all reporting to SAMHSA was done in hard copy. However, as it relates to the SUPTRS BG, states are now given the option to report on this requirement via the Web Block Grant Application System (WebBGAS). However, the Department of Health and Human Services, through the Office of the Chief Information Officer, has continued discussions on a department-wide strategy for compliance with the requirements of the Government Paperwork Elimination Act (GPEA). Through the WebBGAS internet portal SAMHSA continues to make available a fully electronic option of the SUPTRS BG and PATH applications for appropriate information collections to comply with the requirements of the GPEA.

1. **Efforts to Identify Duplication**

This initiative resulted from changes to SAMHSA's authorizing legislation in 2000. There is no possibility of duplication.

1. **Involvement of Small Entities**

Many of the organizations to which these requirements apply are small businesses. Every effort has been made to assure the reporting and disclosure requirements allow maximum flexibility in implementation and impose minimum burden on them.

1. **Consequences if Information is Collected Less Frequently**

In as much as information is disclosed to new patients and reports of referrals to alternate providers are generated on an "as occurs" basis, a discussion of less frequent information collection is not applicable to these provisions. Less frequent disclosure would not provide each patient with notice. Annual reports on activities to implement the regulations are also considered the minimum necessary so that SAMHSA can be assured that entities are properly fulfilling obligations.

1. **Consistency with the Guidelines in 5 CFR 1320.S(d)(2)**

This data collection complies with 5 CFR 1320.S.

1. **Consultation Outside the Agency**

The notice required by 5 CFR1320.8(d) was published in the *Federal Register* on March 28, 2022 (87 FR 17315). No comments were received in response to this notice.

1. **Payment to Respondents**

No payments or gifts will be provided to respondents.

1. **Assurance of Confidentiality**

No assurance of confidentiality is being provided. No personal information is being sought by the Charitable Choice implementation. Since the assurance will be signed by the appropriate representative of the organizations and will be filed with the grant applications, a Privacy Act

System of Records is not being established.

1. **Questions of a Sensitive Nature**

Charitable Choice protects an entity's right to retain its religious character. None of the information collection activities for which approval is sought asks about specific organizational beliefs or individuals.

1. **Estimates of Annualized Hour Burden**

Based on input from states’ completion of the “Charitable Choice checklist” in the SUPTRS BG application, SAMHSA estimated the burden for substance use disorder (SUD) program participants and beneficiaries. The hourly burden estimates are based on information from the SUBG annual report checklists as well as the time for similar activities in SUD prevention and treatment programs. In addition, hourly wage information is based on staff familiarity with similar requirements for these programs.

SAMHSA reviewed fiscal year 2023 compliance reports submitted by the State Substance Use Agencies on their implementation of the Charitable Choice provisions. Key findings include the following:

* Grantees used various approaches with notifying program beneficiaries with 23 States using the regulation model and 10 using a State designed model.
* Twenty-six states sent notice to religious organization providers.
* When referring to alternative services, ten States developed a specific referral system whereas 23 states incorporated the requirement into an existing referral system.
* States also used SAMHSA’s Treatment Facility Locator (n =25) and other networks and information systems (n= 22) when referring to alternative services to identify providers.

Annual Burden Estimates

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| 42 CFR Citation and Purpose | No. of respondents | Responses per respondent | Total Responses | Hours per response | Total hours | Hourly  Wage | Total  Cost |
| Part 54--States Receiving SUBG and/or Projects for Assistance in Transition from Homelessness |  |  |  |  |  |  |  |
| Reporting |  |  |  |  |  |  |  |
| 96.122(f)(5) Annual report of activities the state undertook to comply with 42 CFR Part 54 | 60 | 1 | 60 | 1 | 60 | $25 | $1,500 |
| 54.8(c)(4) Total number of referrals to alternative service providers reported by program participants to States (respondents).  SUBG  PATH | 7  10 | 7(avg.)  5 | 47  50 | 1  1 | 47  50 | $25  $25 | $1,175  $1,250 |
| 54.8 (e) Annual report by PATH grantees on activities undertaken to comply with 42 CFR Part 54 | 56 | 1 | 56 | 1 | 56 | $25 | $1,400 |
| Disclosure |  |  |  |  |  |  |  |
| 54.8(b) Program participant notice to program beneficiaries of rights to referral to an alternative service provider  SUBG  PATH | 60  56 | 1  1 | 60  56 | .05  .05 | 3  3 | $25  $25 | $75  $75 |
| Recordkeeping |  |  |  |  |  |  |  |
| 54.6(b) Documentation must be maintained to demonstrate significant burden for program participants under 42 U.S.C. 300x-57 or 42 U.S.C. 290cc-33(a)(2) | 60 | 1 | 60 | 1 | 60 | $25 | $1,500 |
| Part 54—Subtotal | 116 | - | 389 | - | 279 |  | $6,975 |
| Part 54a--States, local governments and religious organizations receiving funding under Title V of the PHS Act for substance use prevention, treatment and recovery services |  |  |  |  |  |  |  |
| Reporting |  |  |  |  |  |  |  |
| 54a.8(c)(1)(iv) Program participant notification to state or local government of a referral to an alternative provider | 25 | 4 | 100 | .083 | 8 | $25 | $200 |
| 54a(8)(d) Program participant notification to SAMHSA of referrals. (NOTE: This notification will occur during the course of the regular reports that may be required under the terms of the funding award). | 20 | 2 | 40 | .25 | 10 | $25 | $250 |
| Disclosure |  |  |  |  |  |  |  |
| 54a.8(b) Program participant notice to program beneficiaries of rights to referral to an alternative service provider | 1,460 | 1 | 1,460 | 1 | 1,460 | $25 | $36,500 |
| Part 54a -- Subtotal | 1,505 |  | 1,600 |  | 1,478 |  | $36,950 |
| TOTAL | 1,621 |  | 2,077 | 1 | 1,845 |  | $43,925 |

1. **Estimates of Annualized Cost Burden to Respondents**

SAMHSA‘s belief that start-up and operational costs to respondents will be minimal, has been borne out. Most states have provided training to nonprofit religious organizations about Charitable Choice recordkeeping and have established simple systems to keep track of the number of referrals to alternative services and to document efforts to ensure individual contact with the alternative provider. States have also developed procedures for implementing Charitable Choice among SUBG sub-recipients and for informing those organizations of these requirements.

a. Start-up costs:

Most states have established and distributed guidance for their grantees with regard to disclosure of beneficiary rights, referrals, and reporting, and have incorporated the information collection requirements of these regulations into other funding documents for their own grantees. SAMHSA’s initial estimates of $29,000 in start-up costs for the block grant (approximately 10 hours per primary grantee in these programs (N=116; 56 in PATH and 60 in the SUBG) to develop and document their required systems (hourly wage of $25) appear to be sound. Although SAMHSA has not surveyed program participants in applicable discretionary grant programs on the costs of establishing a simple system to identify and report referrals, SAMHSA still estimates it will take approximately five hours at a rate of $25 per hour per provider (e.g., $125 each for 100 providers), for a total of $12,500.

b. Operation and maintenance costs:

In subsequent years, SAMHSA continues to project that states will invest an average of five hours per year to review, update and maintain these specifications, for an annual cost of $14,500. In subsequent years, SAMHSA estimates that it will take 100 program participants approximately two hours at a rate of $25 per hour or $50 per program participant to review, update and maintain their systems, for a total cost of $5,000.

With regard to program beneficiary notices, SAMHSA estimates the costs for copying (e.g., $0.07 per copy) to be approximately $392.28 for 5,604 beneficiaries (e.g., one hundred programs in the discretionary grants program with an average of three beneficiaries each; 60 programs with an average of one beneficiary each in the SUPTRS BG program; and, 56 grantees in the PATH program with an average of one beneficiary each).

Thus, the total estimated costs for system development and operation/maintenance associated with the guidance information collection requirements was approximately $63,865 for the first year and $56,242 per year in later years, for an annual average over the first three years of $58,783.

1. **Estimates of Annualized Cost to the Government**

The new estimated annual cost to the federal government for the Charitable Choice provision implementation is approximately $5,622. This estimate is based on approximately five percent of a full-time grade GS 12, step 5 employee ($112,425 annual salary).

1. **Changes in Burden**

A minor change reflecting current state reporting has been made to the annual burden estimates in 54.8(c)(4) resulting in total burden costs reported decreasing slightly.

1. **Time Schedule, Publication, and Analysis Plans**

There are no plans to publish information collected for statistical use.

1. **Display of Expiration Date**

Not applicable. There are no information collection forms associated with these regulations.

1. **Exceptions to Certification Statement**

This collection of information involves no exceptions to the Certification for Paperwork Reduction

Act Submissions.