



SOCIAL SERVICES BLOCK GRANT FISCAL YEAR 2019 FOCUS REPORT

FLORIDA

BACKGROUND AND HISTORY

The Social Services Block Grant (SSBG) program was created when The Omnibus Reconciliation Act of 1981 (P.L. 97-35) amended Title XX to establish the SSBG and give states greater flexibility in their use of entitlement funds. Federal law establishes five broad goals for the SSBG. Social services funded by states must be linked to one or more of these statutory goals¹:

<p>Achieve or maintain economic self-support to prevent, reduce, or eliminate dependency</p> <p>1</p>	<p>Achieve or maintain self-sufficiency, including reduction or prevention of dependency</p> <p>2</p>	<p>Prevent or remedy neglect, abuse, or exploitation of children and adults unable to protect their own interests or preserve, rehabilitate, or reunite families</p> <p>3</p>	<p>Prevent or reduce inappropriate institutional care by providing for community-based care, or other forms of less intensive care</p> <p>4</p>	<p>Secure referral or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions</p> <p>5</p>
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States determine what services will be provided, eligible populations of adults and children, locations in which each service is provided, and whether the services are provided by state or local agency staff or through grants or contracts with private organizations.

The SSBG is a capped entitlement program. This means that states are entitled to their share of funds, according to a formula, from an amount of money that is capped in the statute at a specific level (also known as a funding ceiling). Each year, Congress determines the level of funding to be appropriated to the SSBG. SSBG funds are allocated to each of the 50 states and the District of Columbia according to their relative population size.² Designated state agencies administer the SSBG.

Funds received for or transferred into the SSBG program must be expended within a two-year grant period.



DEFINITIONS OF EXPENDITURES AND RECIPIENTS

Total SSBG Expenditures: Total SSBG Expenditures refers to the sum of two separate funding sources reported by states: expenditures of the SSBG allocation (referred to as SSBG Expenditures, see below) and expenditures of the funds transferred into the SSBG from the Temporary Assistance for Needy Families (TANF) block grant (referred to as TANF Transfer Funds, see below).

SSBG Expenditures: States report dollars spent from their SSBG allocation for services and administrative costs. The amount reported may differ from the annual SSBG allocation if the full amount was not expended in the fiscal year during which it was allocated, or if a portion of the SSBG allocation from the previous year was expended during the reporting year.

TANF Transfer Funds: States report any expended dollars transferred from the TANF block grant into the SSBG. A state may transfer up to 10% of its annual TANF block grant allocation into its SSBG program³. Funds transferred from TANF to SSBG are to be used only for programs or services to children or their families whose income is less than 200% of the federal income poverty guideline applicable to a family of the size involved.⁴

Other Federal, State, and Local Funds: States report the total amount of other federal, state, and local funds spent for each service provided in part or in whole by SSBG funds. States do not report other federal, state, and local funds for services in which no SSBG funds were reported.

Recipients: States report the actual or estimated number of adult and child recipients for each service category funded, in part or in whole, with SSBG funds.^{5,6}

Total Expenditures: Total Expenditures refers to the sum of Total SSBG Expenditures and all other federal, state, and local funds.

SSBG HIGH LEVEL SERVICE AREAS

States have broad discretion in the specific services they provide with SSBG funds. The final rule issued in 1993 by the U.S. Department of Health and Human Services in the Code of Federal Regulations included uniform definitions for 28 social services. If a service falls outside of the 28 definitions, states report their expenditure and recipient data under Other Services.^{7, 8} Starting in FY 2015, the Office of Community Service (OCS) has grouped the 29 SSBG service categories into eight SSBG High Level Service Areas to facilitate the evaluation and analysis of data. Service area groupings were determined based on a report by the Center on Budget and Policy Priorities and a thorough review of the Uniform Definition of Services to identify related categories.⁹ For a breakdown of service categories by High Level Service Area, see the infographic below:



CHILD WELFARE/YOUTH AT RISK

- Adoption Services
- Foster Care Services – Children
- Protective Services – Children
- Special Services – Youth at Risk



COUNSELING AND SUPPORT

- Case Management
- Counseling Services
- Information and Referral



DAY CARE – CHILDREN

- Day Care – Children



HEALTH AND WELLBEING

- Family Planning Services
- Health-Related Services
- Pregnancy and Parenting
- Residential Treatment
- Substance Abuse Services



SELF SUFFICIENCY

- Education and Training Services
- Employment Services
- Independent/Transitional Living



SPECIAL SERVICES – DISABLED

- Special Services – Disabled



VULNERABLE AND ELDERLY ADULTS

- Congregate Meals
- Day Care – Adults
- Foster Care Services – Adults
- Home-Delivered Meals
- Protective Services – Adults



ADDITIONAL SUPPORT SERVICES

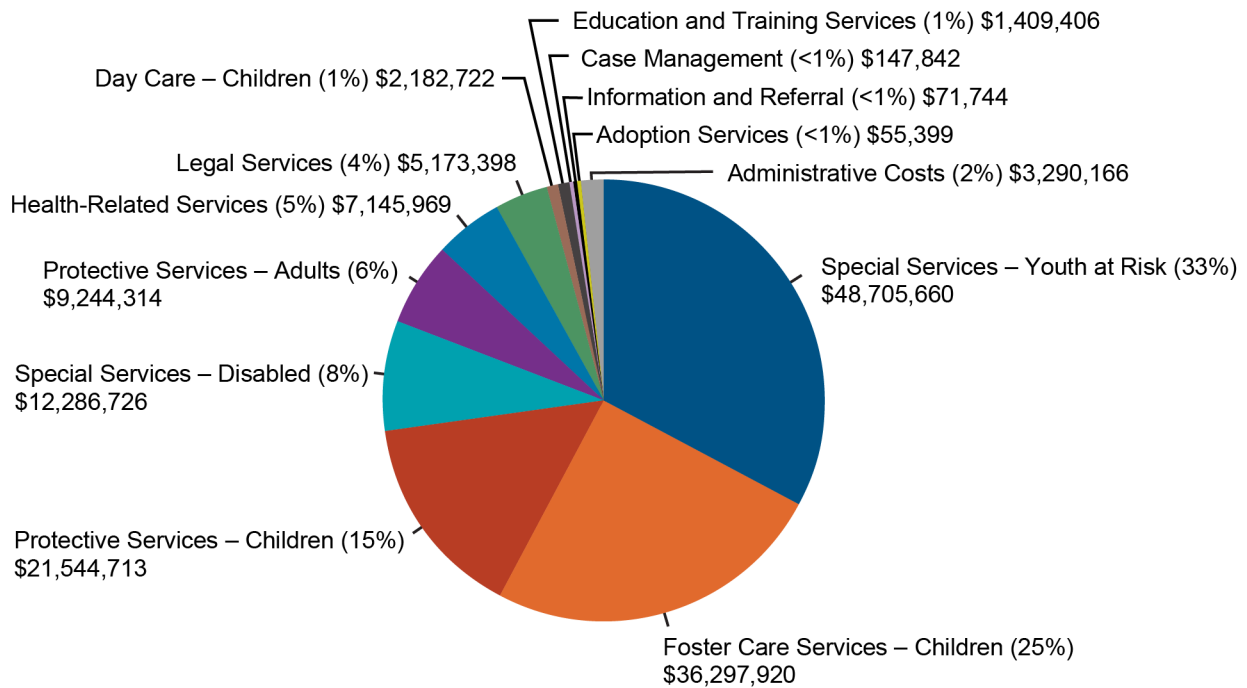
- Home-Based Services
- Housing Services
- Legal Services
- Prevention and Intervention
- Recreational Services
- Transportation
- Other Services

SSBG EXPENDITURES AND RECIPIENTS

In FY 2019, Florida expended nearly \$148 million in Total SSBG Expenditures to support a variety of social services for children and their families. Of Florida's Total SSBG Expenditures, over 98 million (67%) were SSBG Expenditures and over \$49 million (33%) were from TANF transfer funds. SSBG funds make up only 25% of the \$599 million in Total Expenditures (which includes all federal, state, and local dollars expended alongside the SSBG dollars) for these same social services (see **Appendix**).

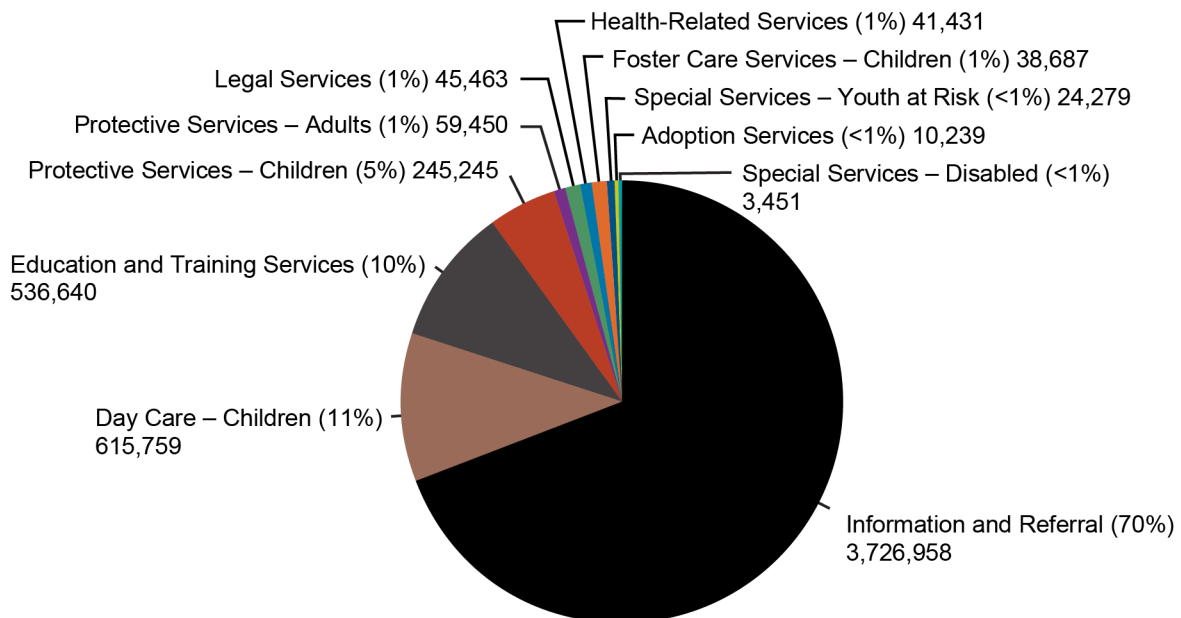
In 2019 Florida funded programs in the following service categories: Special Services – Youth at Risk; Foster Care Services – Children; Protective Services – Children; Special Services – Disabled; Protective Services – Adults; Health-Related Services; Legal Services; Day Care – Children; Education and Training Services; Case Management; Information and Referral; and Adoption Services. (see **Figure 1**).

FIGURE 1. Total SSBG Expenditures by Service Category, FY 2019



Florida reported 5,347,602 recipients. Of those 5.3 million, there were over one million children (19%) and more than 4.3 million adults (81%). Most of the recipients were reported for Information and Referral with 3.7 million (70%) of the total recipients (see **Figure 2**).

FIGURE 2. Recipients by SSBG Service Category, FY 2019



SPECIAL SERVICES — YOUTH AT RISK

Florida expended nearly \$49 million in Total SSBG Expenditures for Special Services – Youth at Risk. This accounts for 33% of the state’s Total SSBG Expenditures in FY 2019. Of the \$49 million, all funds were SSBG Expenditures. These expenditures comprise 86% of the Total Expenditures for this service category.

Services for the 24,279 reported recipients (<1%), all of which were children, include services designed to enhance family functioning with the goal of developing socially appropriate behavior. This includes counseling, intervention therapy, residential, and medical referral services. These services were provided to youth that were at risk of involvement with criminal activities or juvenile justice system and their families.

FOSTER CARE SERVICES – CHILDREN

Florida expended over \$36 million in Total SSBG Expenditures for Foster Care Services – Children. This accounts for 25% of the state’s Total SSBG Expenditures in FY 2019. Of the \$36 million, \$648,615 (2%) were SSBG Expenditures and under \$36 million (98%) were from TANF transfer funds. These expenditures comprise 20% of the Total Expenditures for this service category.

All of the 38,687 reported recipients (1%) of Foster Care Services – Children were children. Foster care services for children included needs assessment, counseling, referrals, legal representation, court related services, and follow-up assessment and care. These services were provided to children in foster homes, group homes, agency boarding homes, or childcare institutions.

PROTECTIVE SERVICES – CHILDREN

The state expended under \$22 million in Total SSBG Expenditures for Protective Services – Children. This accounts for 15% of the state’s Total SSBG Expenditures in FY 2019. Of the \$22 million, over \$9 million (43%) were SSBG Expenditures and over \$12 million (57%) were from TANF transfer funds. These expenditures comprise 10% of the Total Expenditures for this service category.

In FY 2019, Florida reported 245,245 recipients (5%) of Protective Services – Children, all of which were children. These services included case management, investigation of abuse, neglect, or exploitation reports, diagnostic medical and psychiatric evaluations, and child protection programs such as the Florida Abuse Hotline.

SPECIAL SERVICES — DISABLED

Florida expended over \$12 million in Total SSBG Expenditures for Special Services – Disabled. This accounts for 8% of the state’s Total SSBG Expenditures in FY 2019. Of the \$12 million all funds were SSBG Expenditures.

Of the 3,451 (<1%) recipients reported for this category, 607 (18%) were children and 2,844 were adults (82%). Of the 2,844 adults served, over 93% were age 59 or younger. Services included case management, administration, counseling, companionship, transportation, telephone assurance, and arranging for social interaction activities. These services were provided to aged, blind, and disabled persons.

PROTECTIVE SERVICES — ADULTS

Florida expended over \$9 million in Total SSBG Expenditures for Protective Services – Adults. This accounts for 6% of the state’s Total SSBG Expenditures in FY 2019. Of the \$9 million, all funds were SSBG Expenditures. These expenditures comprise 16% of the Total Expenditures for this service category.

Florida reports providing services to 59,450 adult recipients (no children) in FY 2019, accounting for 1% of the state’s reported recipients. Services included case management, administration, collateral interviews, advocacy, post-placement supervision, transportation, arrangement for placement, and relocation coordination. Adult protective services are designed to assist in the placement of aged or disabled adults in alternate care. This includes adult family care homes, nursing homes, adult congregate living facilities, emergency facilities, family settings, and state hospitals/receiving facilities.

HEALTH-RELATED SERVICES

The state expended over \$7 million in Total SSBG Expenditures for Health-Related Services. This accounts for 5% of the state’s Total SSBG Expenditures in FY 2019. Of the \$7 million, all of the funds were SSBG Expenditures.

Health-related services were provided to 41,431 child recipients (1%) in the state (no adults). Services included assessment, treatment plan development, assistance with obtaining medical treatment, preventive medical care, in-home health services, emergency services, and follow-up services. These services were provided to individuals and families, with the goal of helping them attain and maintain a favorable condition of health.

LEGAL SERVICES

Florida expended over \$5 million in Total SSBG Expenditures for Legal Services. This accounts for 4% of the state’s Total SSBG Expenditures in FY 2019. All of the \$5 million were SSBG Expenditures. These expenditures comprise 11% of the Total Expenditures for this service category.

The state provided Legal Services to 45,463 recipients (1%), all of whom were children. Services included case management, administration, advocacy, information and referral, arrangements for civil/legal service, and the provision or purchase of legal counsel. These services are intended to assist child clients in becoming aware of and protecting their legal rights through activities of non-legally trained staff and direct intervention by attorneys or legal paraprofessionals.

DAY CARE — CHILDREN

Florida expended over \$2 million in Total SSBG Expenditures for Day Care – Children. This accounts for 1% of the state’s Total SSBG Expenditures in FY 2019. Of the \$2 million all funds were SSBG Expenditures and with nothing being transferred from TANF funds. These expenditures comprise 18% of the Total Expenditures for this service category.

Day Care – Children services were provided to 615,759 (12%) recipients (all children). Services included developmental activities for children such as recreation, nutrition, transportation, health support services, social service counseling for parents, and plan development. Activities for the licensing and monitoring of childcare facilities also fall under this service category.

EDUCATION AND TRAINING SERVICES

Florida expended over \$1.4 million in Total SSBG Expenditures for Education and Training Services. This accounts for 1% of the state's Total SSBG Expenditures in FY 2019. Of the \$1.4 million, \$962,961 (68%) were SSBG Expenditures and \$446,445 (32%) were from TANF transfer funds. These expenditures comprise 11% of the Total Expenditures for this service category.

In FY 2019, 536,640 adult recipients (no children) were reported for Education and Training Services accounting for 10% of the state's reported recipients. Services included screening, assessment, testing, instruction, tutoring, provision of books and supplies, instructional materials, counseling, transportation, and referrals to community resources. These services are intended to improve knowledge or daily living skills, and to enhance cultural opportunities for both children and parents.

CASE MANAGEMENT

Florida expended \$147,842 in Total SSBG Expenditures for Foster Care Services – Children. This accounts for <1% of the state's Total SSBG Expenditures in FY 2019. All of the funds spent on Case Management were SSBG Expenditures. These expenditures comprise 21% of the Total Expenditures for this service category.

Expenditures for Case Management in Florida are related to the Interstate Compact for Placement of Children (ICPC) program and there currently is not a report available to provide unduplicated count of clients served, so no recipient count was reported. Services related to the ICPC included case and class advocacy, client assessment, counseling, linking clients and services, service plan monitoring and review, evaluation of services and client goals, and implementation and monitoring of safety plans. These services are intended to help service workers meet the safety, permanency, and well-being needs of children and families.

INFORMATION AND REFERRAL

Florida expended \$71,744 in Total SSBG Expenditures for Information and Referral. This accounts for <1% of the state's Total SSBG Expenditures in FY 2019. All of the funds were SSBG Expenditures. These expenditures comprise 14% of the Total Expenditures for this service category.

The state reported 3.7 million adult recipients (no children) of Information and Referral services making it Florida's largest recipient category with 70% of the total. Information and Referral services are activities designed to perform a brief assessment of client needs (but not diagnosis and evaluation) to facilitate appropriate referrals to community resources provided by public and private service providers.

ADOPTION SERVICES

Florida expended \$55,399 in Total SSBG Expenditures for Foster Care Services – Children. This accounts for <1% of the state’s Total SSBG Expenditures in FY 2019. All the funds were SSBG Expenditures. These expenditures comprise 9% of the Total Expenditures for this service category.

Adoption Services were provided to 10,239 children (no adults). These services included counseling, recruitment of adoptive homes, and pre- and post-placement training and counseling.

PERFORMANCE MEASUREMENT

The SSBG affords states substantial discretion in the use of funds to provide services. A fundamental principle of block grant accountability is that the federal government must be assured that the funds are spent only for the designated purposes. To this end, OCS developed two performance measures to improve efficiency and accountability within states’ SSBG programs. The first of these measures analyzes states’ pre-expenditure plans and reported SSBG Expenditures to determine the percentage of SSBG Expenditures that each state spent as originally planned. The second performance measure examines states’ administrative costs compared to the funds used for the direct provision of services.

EFFICIENCY: SSBG EXPENDITURES TO PLAN PERFORMANCE

The summary performance measure represents the percentage of SSBG Expenditures spent as planned. The performance measure is capped at 100%, reflecting how close a state came to spending at least the dollars it committed to spend as planned. OCS established a target percentage of 80% for FY 2019.¹⁰

Florida spent 98% of SSBG Expenditures as originally planned in FY 2019, up from 92% in FY 2018.

ADMINISTRATION: TOTAL SSBG EXPENDITURES AS ADMINISTRATIVE COSTS

The purpose of the administrative costs’ efficiency measure is to ensure that maximum funds are used for the direct provision of services. OCS established a target goal for states’ administrative costs not to exceed 9% of Total SSBG Expenditures.¹¹

Florida spent under three and a half million for administrative costs, accounting for 2% of the state’s Total SSBG Expenditures in FY 2019, down from administrative costs which accounted for 4% in FY 2018.

APPENDIX. STATE DATA TABLE



SSBG Expenditures and Recipients by Service Category in FY 2019

SSBG Service Category	SSBG Expenditures	TANF Transfer	Other Federal, State, and Local Funds	Total Expenditures	Children	Adults 59 Years and Younger	Adults 60 Years and Older	Adults of Unknown Age	Total Recipients
Adoption Services	\$55,399	\$0	\$595,997	\$651,396	10,239	0	0	0	10,239
Case Management	\$147,842	\$0	\$545,919	\$693,761	0	0	0	0	0
Congregate Meals	\$0	\$0	\$0	\$0	0	0	0	0	0
Counseling Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Day Care — Adults	\$0	\$0	\$0	\$0	0	0	0	0	0
Day Care — Children	\$2,182,722	\$0	\$9,976,505	\$12,159,227	615,759	0	0	0	615,759
Education and Training Services	\$962,961	\$446,445	\$11,203,467	\$12,612,873	0	0	0	536,640	536,640
Employment Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Family Planning Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Foster Care Services — Adults	\$0	\$0	\$0	\$0	0	0	0	0	0
Foster Care Services — Children	\$648,615	\$35,649,305	\$141,891,183	\$178,189,103	38,687	0	0	0	38,687
Health-Related Services	\$7,145,969	\$0	\$0	\$7,145,969	41,431	0	0	0	41,431
Home-Based Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Home-Delivered Meals	\$0	\$0	\$0	\$0	0	0	0	0	0
Housing Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Independent/Transitional Living	\$0	\$0	\$0	\$0	0	0	0	0	0
Information and Referral	\$71,744	\$0	\$426,842	\$498,586	0	0	0	3,726,958	3,726,958
Legal Services	\$5,173,398	\$0	\$43,572,806	\$48,746,204	45,463	0	0	0	45,463
Pregnancy and Parenting	\$0	\$0	\$0	\$0	0	0	0	0	0
Prevention and Intervention	\$0	\$0	\$0	\$0	0	0	0	0	0
Protective Services — Adults	\$9,244,314	\$0	\$48,119,665	\$57,363,979	0	16,230	42,815	405	59,450
Protective Services — Children	\$9,201,981	\$12,342,732	\$187,508,870	\$209,053,583	245,245	0	0	0	245,245
Recreation Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Residential Treatment	\$0	\$0	\$0	\$0	0	0	0	0	0
Special Services — Disabled	\$12,286,726	\$0	\$0	\$12,286,726	607	2,663	181	0	3,451
Special Services — Youth at Risk	\$48,705,660	\$0	\$7,775,786	\$56,481,446	24,279	0	0	0	24,279
Substance Abuse Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Transportation	\$0	\$0	\$0	\$0	0	0	0	0	0
Other Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Sum of Services	\$95,827,331	\$48,438,482	\$451,617,040	\$595,882,853	1,021,710	18,893	42,996	4,264,003	5,347,602
Administrative Costs	\$2,395,969	\$894,197							
Totals	\$98,223,300	\$49,332,679							
Total SSBG Expenditures	\$147,555,979								

ENDNOTES

- 1 42 U.S.C. §1397.
- 2 SSBG appropriations for Puerto Rico, American Samoa, Guam, the Northern Mariana Islands, and the U.S. Virgin Islands are determined according to standard ratios established at the inception of the SSBG.
- 3 The original welfare reform law (P.L. 104-193) set the limit on transfers from TANF to SSBG at 10% of the TANF block grant. P.L. 105-178 (Transportation Equity Act for the 21st Century) reduced funding for SSBG and the transfer authority from TANF to SSBG to 4.25%, effective FY 2001. TEA also established a new, lower SSBG funding ceiling of \$1.7 billion starting in FY 2001. However, annual appropriation bills and temporary extension legislation (that continued TANF on the terms of previous years) have provided for a 10% transfer limit for FY 2001 and each subsequent fiscal year.
- 4 As defined and revised annually by the Office of Management and Budget 42, U.S.C. §604(d)(3)(B).
- 5 In reporting recipient and expenditure data, each state must report actual numbers of recipients and actual expenditures when this information is available. For purposes of this report, each state should, if possible, count only a single recipient for each service. States should also consider a service provided to a recipient for the length of the reporting period (one year) or any fraction thereof as a single service. Data based on sampling and/or estimates will be accepted when actual figures are unavailable. Each state must indicate for each service whether the data are based on actual figures, sampling, or estimates and must describe the sampling and/or estimation process(es) it used to obtain these data in the annual report. Each state must also indicate, in reporting recipient data, whether the data reflects an unduplicated count of recipients. – 45 C.F.R. §96.74(b)(3).
- 6 Each state must use its own definition of the terms “child” and “adult” in reporting service recipients.
- 7 45 C.F.R. §96.74(b).
- 8 Appendix A to 45 C.F.R. Part 96 - Uniform Definition of Services, Federal Register, Volume 58, Number 218, Monday, November 15, 1993.
- 9 Pavetti, L., & Floyd, I. (2016, April 18). Eliminating Social Services Block Grant Would Weaken Services for Vulnerable Children, Adults, and Disabled. Retrieved from <https://www.cbpp.org/research/eliminating-social-services-block-grant-would-weaken-services-for-vulnerable-children>
- 10 U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services. (2012, February). Implementation of a new performance measure (Information Memorandum Transmittal No. 01-2012). Retrieved from <http://www.acf.hhs.gov/programs/ocs/resource/implementation-of-a-new-performance-measure>
- 11 U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services. (2007, June). Implementing a new performance measure to enhance efficiency (Information Memorandum Transmittal No. 04-2007). Retrieved from http://archive.acf.hhs.gov/programs/ocs/ssbg/procedures/ssbg_im_04_2007.html