



SOCIAL SERVICES BLOCK GRANT FISCAL YEAR 2019 FOCUS REPORT

LOUISIANA

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

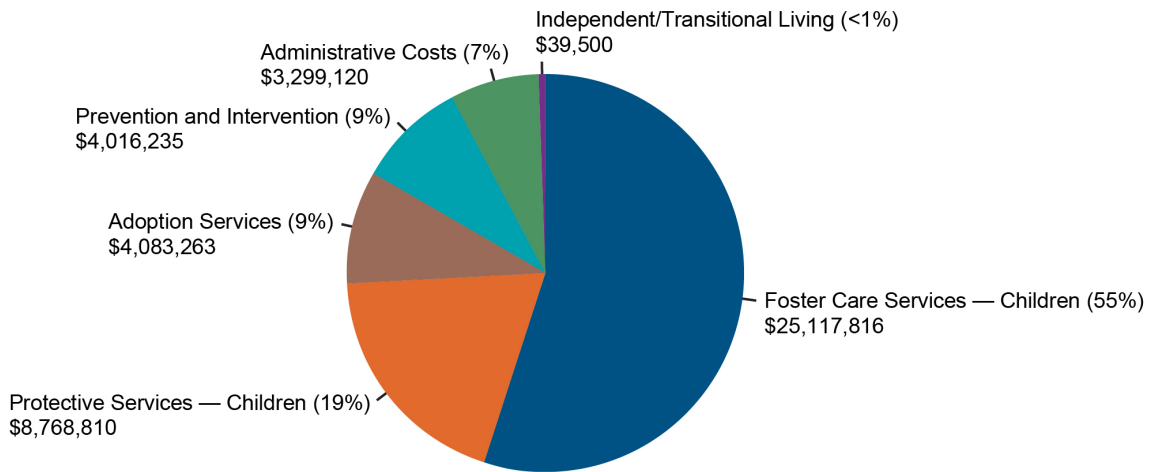
- Home-Based Services
- Housing Services
- Legal Services
- Prevention and Intervention
- Recreational Services
- Transportation
- Other Services

SSBG EXPENDITURES AND RECIPIENTS

In FY 2019, Louisiana expended over \$45 million dollars in Total SSBG Expenditures to support a variety of social services for children and their families. Of Louisiana’s Total SSBG Expenditures, just under \$29 million (64%) were SSBG Expenditures and over \$16 million (36%) were from TANF transfer funds. SSBG funds make up only 18% of the nearly \$246 million in Total Expenditures (which includes all federal, state, and local dollars expended alongside the SSBG dollars) for these same social services (see **Appendix**).

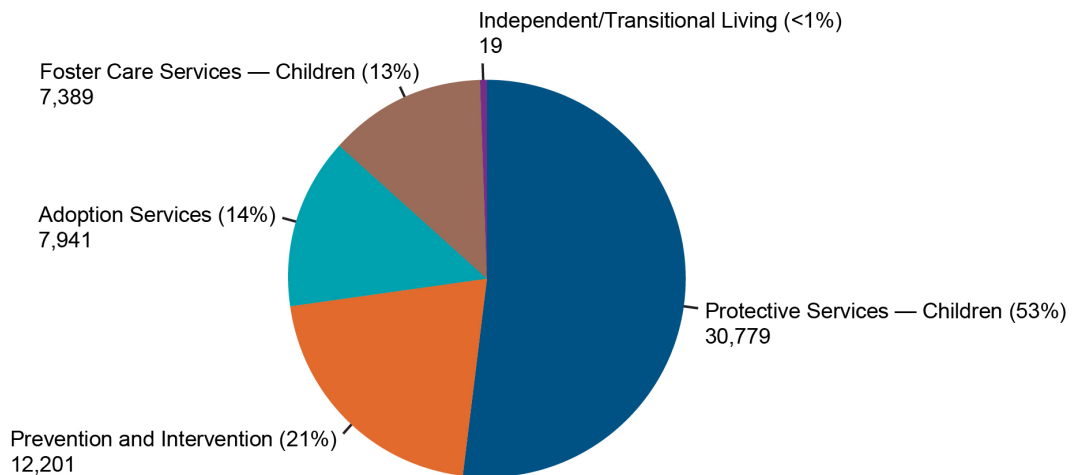
The five SSBG service categories Louisiana funded in FY 2019 were Foster Care Services – Children, Protective Services – Children, Adoption Services, Prevention and Intervention, and Independent/Transitional Living Services (see **Figure 1**).

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



Louisiana reported 58,329 recipients. The total includes 54,490 children (93%) and 3,839 adults (7%). Over 99% of the adults served were 60 years or older at the time of service. Most of the recipients were reported for Protective Services – Children with over half of the total recipients (53%) (see **Figure 2**).

FIGURE 2. Recipients by SSBG Service Category, FY 2019¹⁰



FOSTER CARE SERVICES – CHILDREN

Louisiana expended over \$25 million in Total SSBG Expenditures for Foster Care Services – Children. This accounts for 55% of the state’s Total SSBG Expenditures in FY 2019. Of the \$25 million, over \$18 million (72%) were SSBG Expenditures and \$7 million (28%) were from TANF transfer funds. These expenditures comprise 21% of the Total Expenditures for this service category.

Services for the 7,389 reported recipients (13%), all of which were children, include assessment of the child’s needs, case planning and case management, medical care, counseling, referrals and assistance in obtaining other necessary supportive services, and recruitment and licensing of foster homes and childcare institutions. These services may be provided to children in foster family homes, foster homes of relatives, group homes, emergency shelters, residential facilities, childcare institutions, pre-adoptive homes or supervised independent living situation.

PROTECTIVE SERVICES – CHILDREN

The state spent under \$9 million in Total SSBG Expenditures for Protective Services – Children. This accounts for 19% of the state’s Total SSBG Expenditures in FY 2019. Of the \$9 million, over \$4.5 million (52%) were SSBG Expenditures and the other \$4 million (48%) were from TANF transfer funds. These expenditures comprise 14% of the Total Expenditures for this service category.

Louisiana reported 30,779 recipients (53%) of Protective Services – Children in FY 2019, all of which were children. In Louisiana, Protective Services – Children are those services or activities designed to prevent or remedy abuse, neglect, or exploitation of children who may be harmed through physical or mental injury, sexual abuse or exploitation, and negligent treatment or maltreatment, including failure to be provided with adequate food, clothing, shelter, or medical care. Service provisions include the assessment of reports alleging abuse or neglect, emergency medical services, emergency shelter, initiation of legal action (if needed), counseling, assessment of family circumstances, arranging alternative living arrangements, preparing for foster placement, and case management and referrals to service providers.

ADOPTION SERVICES

In FY 2019, Louisiana expended \$4 million in Total SSBG Expenditures for Adoption Services. This accounts for 9% of the state’s Total SSBG Expenditures. Of the \$4 million, over \$2 million (57%) were SSBG Expenditures and under \$2 million (43%) were from TANF transfer funds. This comprises 15% of the Total Expenditures for this service category.

Louisiana reports providing Adoption Services to 7,941 children (no adults) in FY 2019, accounting for 14% of the state’s reported recipients. Adoption Services in Louisiana are those services or activities provided to assist in bringing about the adoption of a child. Component services and activities may include recruitment of adoptive homes, and pre- and post-placement training and/or counseling.

PREVENTION AND INTERVENTION

Louisiana spent \$4 million in Total SSBG Expenditures for Prevention and Intervention. This accounts for 9% of the state's Total SSBG Expenditures in FY 2019. Of the \$4 million, over \$2 million (51%) were SSBG Expenditures and under \$2 million (49%) were from TANF transfer funds. These expenditures comprise 13% of the Total Expenditures for this service category.

There were 12,201 reported recipients of Prevention and Intervention services. Of the recipients, 8,362 (69%) were children and 3,839 (31%) were adults. Prevention and intervention services are those services or activities designed to provide early identification and/or timely intervention to support families and prevent or ameliorate the consequences of abuse, neglect, or family violence, or to assist in making arrangement for alternate placements or living arrangements. Component services may include investigation, assessment, counseling, developmental and parenting skills training, respite care, supervision, case management, and transportation.

INDEPENDENT/TRANSITIONAL LIVING

In FY 2019, Louisiana expended \$39,500 in Total SSBG Expenditures for Independent/Transitional Living. This accounts for less than 1% of the state's Total SSBG Expenditures. All of the \$39,500 expended were SSBG Expenditures, no TANF transfer funds were reported for this service category. This comprises 2% of the Total Expenditures for this service category.

Louisiana reports providing Independent/Transitional Living services to 19 children in FY 2019 (no adults). These services and activities include the provision of support, a living arrangement and an alternative family life experience for youth who have been abused, neglected or dependent, and achieve the age of majority in family care. Services are provided to youth in foster family homes, foster homes of relatives, or independent housing arrangements. Component services or activities may include assessment of the youth's needs, case management, and other services including supervision and transportation.

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 2019.¹¹

Louisiana spent 95% of SSBG Expenditures as originally planned in FY 2019 up from 72% 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.¹²

Louisiana spent under three and a half million for administrative costs, accounting for 7% of the state's Total SSBG Expenditures in FY 2019, down from administrative costs which accounted for 8% 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	\$2,320,487	\$1,762,776	\$23,516,475	\$27,599,738	7,941	0	0	0	7,941
Case Management	\$0	\$0	\$0	\$0	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	\$0	\$0	\$0	\$0	0	0	0	0	0
Education and Training Services	\$0	\$0	\$0	\$0	0	0	0	0	0
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	\$18,157,109	\$6,960,707	\$92,859,926	\$117,977,742	7,389	0	0	0	7,389
Health-Related Services	\$0	\$0	\$0	\$0	0	0	0	0	0
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	\$39,500	\$0	\$1,909,441	\$1,948,941	19	0	0	0	19
Information and Referral	\$0	\$0	\$0	\$0	0	0	0	0	0
Legal Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Pregnancy and Parenting	\$0	\$0	\$0	\$0	0	0	0	0	0
Prevention and Intervention	\$2,050,061	\$1,966,174	\$26,229,914	\$30,246,149	8,362	0	3,805	34	12,201
Protective Services — Adults	\$0	\$0	\$0	\$0	0	0	0	0	0
Protective Services — Children	\$4,565,266	\$4,203,544	\$56,077,747	\$64,846,557	30,779	0	0	0	30,779
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	\$0	\$0	\$0	\$0	0	0	0	0	0
Special Services — Youth at Risk	\$0	\$0	\$0	\$0	0	0	0	0	0
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	\$27,132,423	\$14,893,201	\$200,593,503	\$242,619,127	54,490	0	3,805	34	58,329
Administrative Costs	\$1,826,166	\$1,472,954							
Totals	\$28,958,589	\$16,366,155							
Total SSBG Expenditures	\$45,324,744								

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 These percentages do not sum to 100 percent due to rounding.
- 11 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>
- 12 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