



SOCIAL SERVICES BLOCK GRANT FISCAL YEAR 2019 FOCUS REPORT

OREGON

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

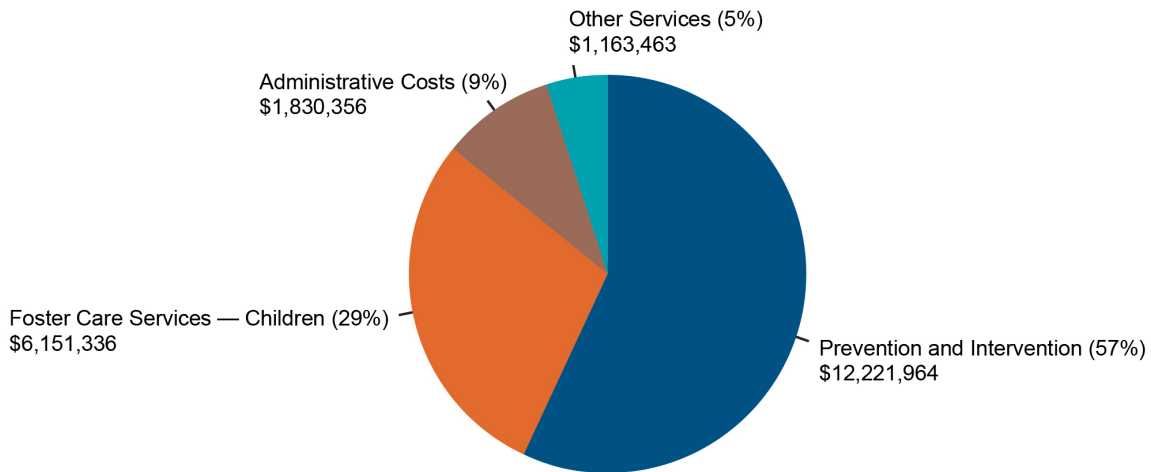
- Home-Based Services
- Housing Services
- Legal Services
- Prevention and Intervention
- Recreational Services
- Transportation
- Other Services

SSBG EXPENDITURES AND RECIPIENTS

In FY 2019, Oregon expended over \$21 million in Total SSBG Expenditures to support a variety of social services for children and their families. Of Oregon’s Total SSBG Expenditures, all the funds were SSBG Expenditures (\$0 from TANF transfer funds). SSBG funds make up only 9% of the \$224 million in Total Expenditures (which includes all federal, state, and local dollars expended alongside the SSBG dollars) for these same social services.

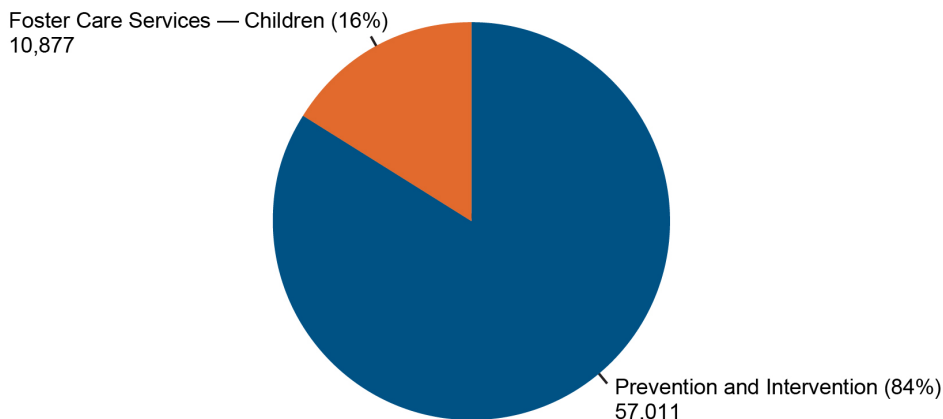
The three SSBG service categories Oregon funded in FY 2019 were Foster Care Services – Children, Prevention and Intervention, and Other Services. (see **Figure 1**).

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



Oregon reported 67,888 recipients, all of which were children. Most of the recipients were reported for Prevention and Intervention (84%) and the rest were reported in Foster Care Services – Children (16%) (see **Figure 2**). No recipients were reported in the Other Services service category.

FIGURE 2. Recipients by SSBG Service Category, FY 2019



PREVENTION AND INTERVENTION

The state spent over \$12 million in Total SSBG Expenditures for Prevention and Intervention services. This accounts for 57% of the state's Total SSBG Expenditures in FY 2019. These expenditures comprise 35% of the Total Expenditures for this service category.

Oregon's SSBG Prevention and Intervention programs served 57,011 children throughout FY 2019. These services included a diverse array of services to keep children safe and with their families. In-home services can include safety and change services. Safety services ensure child safety and can include assistance with behavior management and identifying and controlling current or ongoing safety threats. Change services provide activities and resources focused on lasting behavioral change and building safe home environments. An assigned caseworker will aid recipients in accessing any necessary formal or informal community resources to ensure child safety. Community, school, and county-based services are also provided for and are intended to provide support at the local level. Funds are provided to these organizations to deliver outcome-based services designed to keep children, youth, and families from needing more intensive intervention.

Additionally, the state funds tribal social services through the Oregon Indian Tribal Organization social service agencies to provide culturally relevant social services including needs assessment, referrals, advocacy, substance abuse treatment and support, counseling, daycare, community awareness, child protective services, and the recruitment and certification of foster families.

FOSTER CARE SERVICES – CHILDREN

Oregon expended over \$6 million in Total SSBG Expenditures for Foster Care Services – Children. This accounts for 29% of the state's Total SSBG Expenditures in FY 2019. These expenditures comprise 5% of the Total Expenditures for this service category.

In FY 2019, Oregon reported 10,877 child recipients of Foster Care Services – Children. The state supports a Substitute Care program which provides protective care and support for children who require 24-hour emergency shelter, foster care, residential care, or other treatment services due to a determination that a child is unsafe in their home. Services are focused on child safety and, where possible, engaging the family in services that improve their capacity to provide for the safety, permanency, and well-being of their children. Services may include needs assessment, referrals, monitoring, legal assistance, and placement.

OTHER SERVICES

In FY 2019, Oregon expended over \$1 million in Total SSBG Expenditures for Other Services. This accounts for 5% of the state's Total SSBG Expenditures and comprises 2% of the Total Expenditures for this service category.

Oregon reported zero recipients for Other Services but provides that expenditures were for child welfare program administration and qualified as direct program costs.¹⁰

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

Oregon spent 99% of SSBG Expenditures as originally planned in FY 2019, up from 87% 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

Oregon spent under \$2 million for administrative costs, accounting for 9% of the state's Total SSBG Expenditures in FY 2019, which is consistent with the 9% reported in the previous FY.

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	\$0	\$0	\$0	\$0	0	0	0	0	0
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	\$6,151,336	\$0	\$119,443,696	\$125,595,032	10,877	0	0	0	10,877
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	\$0	\$0	\$0	\$0	0	0	0	0	0
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	\$12,221,964	\$0	\$22,868,839	\$35,090,803	57,011	0	0	0	57,011
Protective Services — Adults	\$0	\$0	\$0	\$0	0	0	0	0	0
Protective Services — Children	\$0	\$0	\$0	\$0	0	0	0	0	0
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*	\$1,163,463	\$0	\$61,800,843	\$62,964,306	0	0	0	0	0
Sum of Services	\$19,536,763	\$0	\$204,113,378	\$223,650,141	67,888	0	0	0	67,888
Administrative Costs	\$1,830,356	\$0							
Totals	\$21,367,119	\$0							
Total SSBG Expenditures	\$21,367,119								

*NOTE: Other Services included child welfare program administration expenditures that qualify as direct program costs.

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 See: Definition and Allowability of Direct and Administrative Costs at <https://www.acf.hhs.gov/ocs/grant-funding/ssbg-im-02-2008-definition-and-allowability-direct-and-administrative-costs>
- 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