



SOCIAL SERVICES BLOCK GRANT FISCAL YEAR 2015 FOCUS REPORTS

CHILD WELFARE/YOUTH AT RISK

BACKGROUND AND HISTORY

This focus report provides an analysis of the Social Services Block Grant (SSBG) expenditures for and recipients of the SSBG High Level Service Area (HLSA) of Child Welfare/Youth at Risk in federal fiscal year (FY) 2015. These services seek to improve the health, wellbeing, and permanency of children, youth, and their families. Both public and private entities provide these services and these entities may or may not be child welfare agencies. A brief analysis of the change in Total SSBG Expenditures from FY 2011 to FY 2015 is also included.

Child welfare services impact millions of children nationally each year. An estimated 4 million referrals affecting 7.2 million children were made to child protective services agencies in FY 2015. Child Protective Services (CPS) investigations or alternative responses took place for an estimated 3.4 million children. These investigations identified approximately 683,000 child victims of abuse and neglect.¹

The federal government provides several sources of funding to states for the delivery of child welfare services. Titles IV-E and IV-B of the Social Security Act are the federal funding sources dedicated to child welfare services. In addition to these funds, many states rely on non-dedicated federal funding streams to support child welfare services. Additional federal funding sources include the SSBG, the Temporary Assistance for Needy Families (TANF) block grant, and Medicaid. In previous years, federal funding has covered 46 percent of total funding for child welfare services with the SSBG comprising 12 percent of those federal funds.²

HIGH LEVEL SERVICE AREAS EXPLANATION

The Office of Community Services (OCS) has grouped the 29 SSBG Service Categories (including “Other Services”) into eight SSBG High Level Service Areas (HLSA) to facilitate the evaluation and analysis of data related to services and individuals served. The Child Welfare/Youth at Risk HLSA is comprised of the five SSBG Service Categories that most directly pertain to child welfare services and do not fall into another designated HLSA. The five SSBG Service Categories are³:

- ¹ U.S. Department of Health & Human Services, Administration for Children and Families, Administration on Children, Youth and Families, Children's Bureau. (2017). Child Maltreatment 2015. Available from <http://www.acf.hhs.gov/programs/cb/research-data-technology/statistics-research/child-maltreatment>.
- ² DeVooght, K., & Cooper, H. (2013, February 21). Brief: Child Welfare Financing in the United States. Retrieved March 28, 2017, from <http://childwelfaresparc.org/child-welfare-financing-in-the-united-states>.
- ³ Definitions from Appendix A to 45 C.F.R. Part 96—Uniform Definition of Services, Federal Register, Volume 58, Number 218, Monday, November 15, 1993. SSBG service definitions can be found on the Office of Community Services website: <http://www.acf.hhs.gov/programs/ocs/resource/uniform-definition-of-services>.



1. Adoption Services

Adoption services are those services or activities provided to assist in bringing about the adoption of a child. Component services and activities may include, but are not limited to, counseling the biological parent(s), recruitment of adoptive homes, and pre- and post- placement training and/or counseling.

2. Foster Care Services – Children

Foster care services for children are those services or activities associated with the provision of an alternative family life experience for abused, neglected or dependent children, between birth and the age of majority, on the basis of a court commitment or a voluntary placement agreement signed by the parent or guardian. Services may be provided to children in foster family homes, foster homes of relatives, group homes, emergency shelters, residential facilities, child care institutions, pre-adoptive homes or supervised independent living situation. Component services or activities may include assessment of the child's needs; case planning and case management to assure that the child receives proper care in the placement; medical care as an integral but subordinate part of the service; counseling of the child, the child's parents, and the foster parents; referral and assistance in obtaining other necessary supportive services; periodical reviews to determine the continued appropriateness and need for placement; and recruitment and licensing of foster homes and child care institutions.

3. Independent/Transitional Living Services

Independent and transitional living services are those services and activities designed to help older youth in foster care or homeless youth make the transition to independent living, or to help adults make the transition from an institution, or from homelessness, to independent living. Component services or activities may include educational and employment assistance, training in daily living skills, and housing assistance. Specific component services and activities may include supervised practice living and post-foster care services.

4. Protective Services – Children

Protective services for 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. Component services or activities may include immediate investigation and intervention; emergency medical services; emergency shelter; developing case plans; initiation of legal action (if needed); counseling for the child and the family; assessment/evaluation of family circumstances; arranging alternative living arrangement; preparing for foster placement, if needed; and case management and referral to service providers.

5. Special Services – Youth at Risk

Special services for youth involved in or at risk of involvement with criminal activity are those services or activities for youth who are, or who may become, involved with the juvenile justice system and their families. Components services or activities are designed to enhance family functioning and/or modify the youth's behavior with the goal of developing socially appropriate behavior and may include counseling, intervention therapy, and residential and medical services if included as an integral but subordinate part of the service.

EXPLANATIONS OF EXPENDITURES AND RECIPIENTS

The following section provides definitions of several terms used throughout this report. In this report, "states" include the District of Columbia and the Commonwealth of Puerto Rico.

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 TANF block grant (referred to as TANF transfer funds; see below).

SSBG Expenditures: States report dollars from the SSBG allocation spent for services and administrative costs. The total reported amount may differ from the amount of 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 percent of its annual TANF block grant allocation into its SSBG program.^{4,5}

Other Federal, State, and Local Funds: States report the total amount of other federal, state, and local funds spent for each service supported in whole or in part with Total SSBG Expenditures. States do not report other federal, state, and local funds for services in which no Total SSBG Expenditures are reported. Other federal, state, and local funds do not appear in calculations or in the narrative of this report when discussing Total SSBG Expenditures. However, states report on these other funds to indicate a more accurate total cost of service provision.

Recipients: States report the actual or estimated number of adult and child recipients for each service category funded, in whole or in part, with Total SSBG Expenditures.^{6,7}

TOTAL SSBG EXPENDITURES



This section provides an overview of the Total SSBG Expenditures for Child Welfare/Youth at Risk service categories and highlights notable data points regarding specific states.

In FY 2015, 46 states expended nearly \$842 million to support Child Welfare/Youth at Risk services. This accounts for 30 percent of all Total SSBG Expenditures for FY 2015 making Child Welfare/Youth at Risk the largest HLSA by Total SSBG Expenditures. Of the five individual categories that comprise the Child Welfare/Youth at Risk HLSA, Foster Care – Children comprised \$432 million (51 percent) of Total SSBG Expenditures followed by Protective Services – Children with \$297 million (35 percent) of the Total SSBG Expenditures for Child Welfare/Youth at Risk services. The final \$112 million (13 percent) was divided between the remaining categories of Special Services

⁴ The original welfare reform law (P.L. 104-193) set the limit on transfers from TANF to SSBG at 10 percent 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 percent, 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 percent transfer limit for FY 2001 and each subsequent fiscal year.

⁵ 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 percent of the income poverty guideline applicable to a family of the size involved (as defined and revised annually by the Office of Management and Budget). – 42 U.S.C. §604(d)(3)(B).

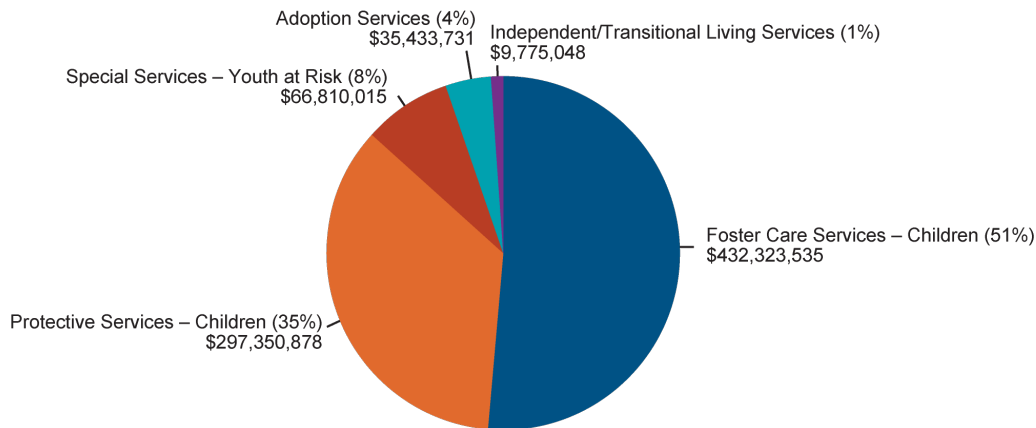
⁶ In reporting recipient and expenditure data, each state must report actual numbers of recipients and actual expenditures when this information is available. For purposes of this report, each state should, if possible, count only a single recipient for each service. States should also consider a service 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).

⁷ Each state must use its own definition of the terms “child” and “adult” in reporting the data required in paragraphs (a) (1) through (5) of this section. – 45 C.F.R. §96.74(b)(5).

– Youth at Risk (\$67 million, eight percent), Adoption Services (\$35 million, four percent), and Independent/Transitional Living Services (\$10 million, one percent; see **Figure 1**).⁸

FIGURE 1.

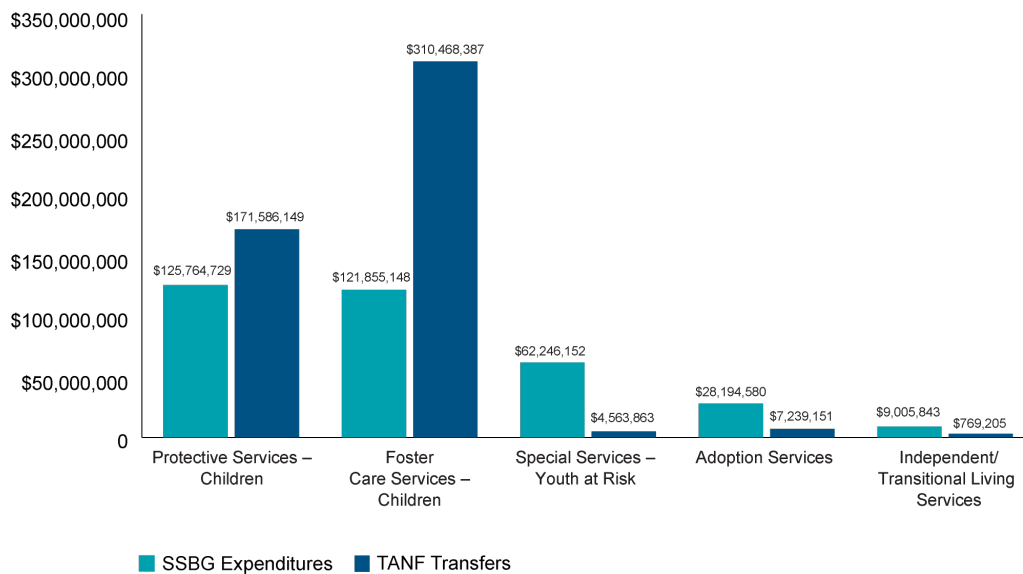
Total SSBG Expenditures by Child Welfare/Youth at Risk SSBG Service Category



The Child Welfare/Youth at Risk HLSA lends itself well to the utilization restrictions of TANF transfer funds as the primary focus of services is to improve the overall safety and continuing wellbeing of children and their families. Of the \$842 million expended for Child Welfare/Youth at Risk services, \$495 million (59 percent) was accounted for in TANF transfer funds while the remaining \$347 million (41 percent) was from SSBG Expenditures. (See **Figure 2** for a breakdown of funding from TANF transfers and SSBG Expenditures by individual service category.)

FIGURE 2.

SSBG Expenditures and TANF Transfer Funds by Child Welfare/Youth at Risk SSBG Service Category



States have significant discretion in the utilization of SSBG funds and may determine what services to provide, who is eligible to receive services, and how funds are used. **Figure 3** shows Total SSBG Expenditures by state for Child Welfare/Youth at Risk services.

⁸ Due to rounding, percentages do not equal 100 percent.

FIGURE 3.**Total SSBG Expenditures for Child Welfare/Youth at Risk by State**

STATE NAME	Total SSBG Expenditures
ALABAMA	\$0
ALASKA	\$6,234,332
ARIZONA	\$28,944,198
ARKANSAS	\$1,098,112
CALIFORNIA	\$94,762,047
COLORADO	\$19,308,544
CONNECTICUT	\$10,027,178
DELAWARE	\$2,136,296
DISTRICT OF COLUMBIA	\$0
FLORIDA	\$111,068,759
GEORGIA	\$9,567,621
HAWAII	\$16,622,973
IDAHO	\$4,602,991
ILLINOIS	\$3,179,059
INDIANA	\$14,539,219
IOWA	\$818,714
KANSAS	\$19,238,970
KENTUCKY	\$13,313,031
LOUISIANA	\$34,837,549
MAINE	\$0
MARYLAND	\$13,829,855
MASSACHUSETTS	\$29,643,117
MICHIGAN	\$98,223,845
MINNESOTA	\$7,348,615
MISSISSIPPI	\$9,236,217
MISSOURI	\$6,834,926
MONTANA	\$1,998,226
NEBRASKA	\$10,934,439
NEVADA	\$4,578,934
NEW HAMPSHIRE	\$23,925
NEW JERSEY	\$0
NEW MEXICO	\$6,900,008
NEW YORK	\$65,404,058
NORTH CAROLINA	\$12,428,867
NORTH DAKOTA	\$0
OHIO	\$15,764,666
OKLAHOMA	\$23,106,319
OREGON	\$5,296,623
PENNSYLVANIA	\$12,942,070
PUERTO RICO	\$3,220,314
RHODE ISLAND	\$24,175
SOUTH CAROLINA	\$11,355,610
SOUTH DAKOTA	\$3,942,618
TENNESSEE	\$0
TEXAS	\$5,469,156
UTAH	\$5,683,723
VERMONT	\$308,265
VIRGINIA	\$39,545,669
WASHINGTON	\$23,567,528
WEST VIRGINIA	\$18,699,943
WISCONSIN	\$12,656,564
WYOMING	\$2,425,339
TOTALS	\$841,693,207

In addition to examining the states with the largest Total SSBG Expenditures, examining which states spent the largest proportions of their intrastate Total SSBG Expenditures for Child Welfare/Youth at Risk services can highlight states with clear priorities to serve specific populations. The five states that expended the largest proportion of their Total SSBG Expenditures for Child Welfare/Youth at Risk services were Hawaii (94 percent), West Virginia (93 percent), Louisiana (83 percent), Kansas (78 percent), and Michigan (78 percent). Eleven additional states spent more than 50 percent of their Total SSBG Expenditures for Child Welfare/Youth at Risk services (see **Figure 4**). Only six states chose not to expend any Total SSBG Expenditures for Child Welfare/Youth at Risk services (see **Figure 5**). The average for intrastate expenditures across all states was 35 percent.

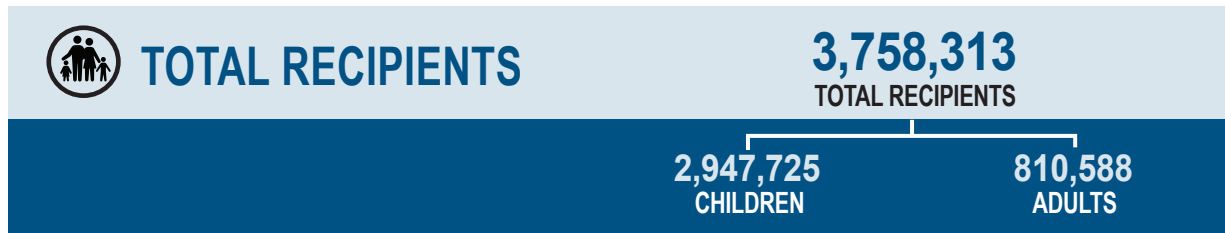
FIGURE 4.
More than 50% of Total SSBG Expenditures for
Child Welfare/Youth at Risk

STATE NAME	Percent
HAWAII	94%
WEST VIRGINIA	93%
LOUISIANA	83%
KANSAS	78%
MICHIGAN	78%
ALASKA	77%
FLORIDA	73%
COLORADO	73%
VIRGINIA	70%
OKLAHOMA	69%
NEW MEXICO	67%
SOUTH DAKOTA	66%
KENTUCKY	61%
WASHINGTON	60%
ARIZONA	59%
WYOMING	52%

FIGURE 5.
Zero Total SSBG Expenditures for
Child Welfare/Youth at Risk

STATE
ALABAMA
DISTRICT OF COLUMBIA
MAINE
NEW JERSEY
NORTH DAKOTA
TENNESSEE

TOTAL RECIPIENTS



This section provides an overview of the recipients of Child Welfare/Youth at Risk services in FY 2015. While SSBG Service Categories within the Child Welfare/Youth at Risk HLSA may be targeted to help improve the safety, permanency, and wellbeing of children, this also includes providing services to the adults in those children's lives. Forty-six states reported just under 3.8 million recipients of Child Welfare/Youth at Risk services in FY 2015. Children comprised 78 percent (2.9 million) of total recipients and adults comprised the remaining 22 percent (810,588) of recipients of Child Welfare/Youth at Risk services.

Figure 6 displays the percentage of total recipients reported in each of the SSBG Service Categories within the Child Welfare/Youth at Risk HLSA. Protective Services – Children received the most reported recipients with over 3.1 million (83 percent) of the total recipients. Foster Care Services – Children accounted for 442,005 (12 percent) recipients, Adoption Services accounted for 82,318 (two percent) recipients, Special Services – Youth at Risk accounted for 73,255 (two percent) recipients, and Independent/Transitional Living Services accounted for 27,542 (one percent) recipients.

FIGURE 6.

Recipients of Child Welfare/Youth at Risk Services by SSBG Service Category

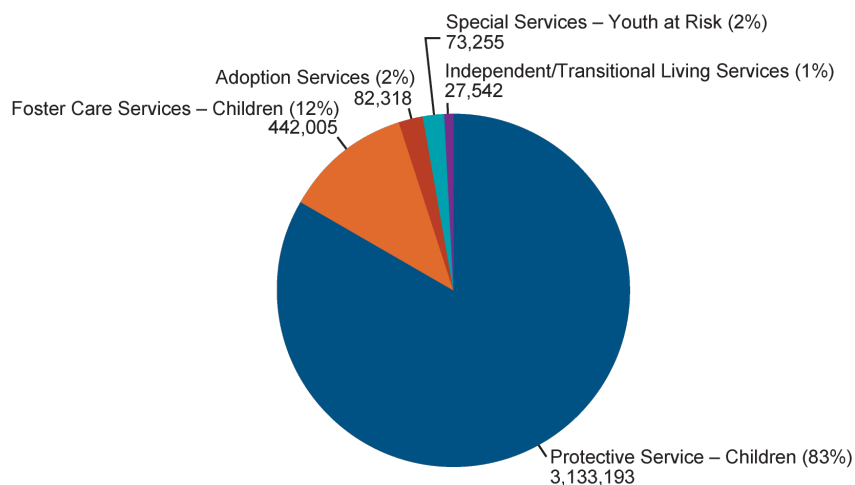


Figure 7 displays the number of recipients for Child Welfare/Youth at Risk services by state.

FIGURE 7.**Recipients of Child Welfare/Youth at Risk Services by State**

STATE NAME	Total Recipients
ALABAMA	0
ALASKA	35,242
ARIZONA	43,919
ARKANSAS	8,190
CALIFORNIA	77,343
COLORADO	24,132
CONNECTICUT	384,651
DELAWARE	10,766
DISTRICT OF COLUMBIA	0
FLORIDA	271,414
GEORGIA	14,500
HAWAII	12,962
IDAHO	1,673
ILLINOIS	9,308
INDIANA	68,777
IOWA	2,609
KANSAS	42,451
KENTUCKY	352,218
LOUISIANA	63,011
MAINE	0
MARYLAND	49,002
MASSACHUSETTS	56,730
MICHIGAN	106,578
MINNESOTA	46,933
MISSISSIPPI	35,028
MISSOURI	23,157
MONTANA	4,436
NEBRASKA	13,964
NEVADA	7,050
NEW HAMPSHIRE	35,003
NEW JERSEY	0
NEW MEXICO	26,141
NEW YORK	66,412
NORTH CAROLINA	205,083
NORTH DAKOTA	0
OHIO	34,871
OKLAHOMA	44,965
OREGON	21,588
PENNSYLVANIA	239,246
PUERTO RICO	1,491
RHODE ISLAND	668
SOUTH CAROLINA	19,838
SOUTH DAKOTA	5,910
TENNESSEE	0
TEXAS	1,013,016
UTAH	47,164
VERMONT	4,228
VIRGINIA	56,355
WASHINGTON	96,411
WEST VIRGINIA	27,276
WISCONSIN	40,367
WYOMING	6,236
TOTALS	3,758,313

The five states that reported 75 percent or more of their recipients under Child Welfare/Youth at Risk services were Hawaii (93 percent), New Mexico (89 percent), Delaware (89 percent), Louisiana (87 percent), and Washington (75 percent). A total of 15 states reported more than 50 percent of their total recipients received Child Welfare/Youth at Risk services in FY 2015 (see **Figure 8**). Six states reported zero recipients of Child Welfare/Youth at Risk services (Alabama, District of Columbia, Maine, New Jersey, North Dakota, and Tennessee).

FIGURE 8.
More than 50% of Total Intrastate Recipients for Child Welfare/Youth at Risk

STATE NAME	Percent
HAWAII	93%
NEW MEXICO	89%
DELAWARE	89%
LOUISIANA	87%
WASHINGTON	75%
SOUTH CAROLINA	74%
KENTUCKY	69%
WYOMING	67%
WEST VIRGINIA	62%
KANSAS	62%
ALASKA	59%
MICHIGAN	58%
TEXAS	55%
MARYLAND	53%
VIRGINIA	53%

SSBG SERVICE CATAGORIES

This section will provide brief highlights for each of the individual SSBG Service Categories. SSBG Service Categories vary greatly in their resource use intensity. As well, the number of service recipients for any given category can be affected by a multitude of factors including: service funding, cost-effectiveness, availability, population needs, awareness of the service, and more. **Figure 9** shows the amount of Total SSBG Expenditures and total recipients in Child Welfare/Youth at Risk for each SSBG Service Category.

FIGURE 9.
Expenditures for and Recipients of Child Welfare/Youth at Risk by SSBG Service Category

SSBG SERVICE CATEGORY	Total SSBG Expenditures	Total Recipients
ADOPTION SERVICES	\$35,433,731	82,318
FOSTER CARE SERVICES – CHILDREN	\$432,323,535	442,005
INDEPENDENT/TRANSITIONAL LIVING SERVICES	\$9,775,048	27,542
PROTECTIVE SERVICES – CHILDREN	\$297,350,878	3,133,193
SPECIAL SERVICES – YOUTH AT RISK	\$66,810,015	73,255
TOTAL	\$841,693,207	3,758,313

Adoption Services

- 19 states provided Adoption Services to 82,318 recipients.
- States expended \$35,433,731 in Total SSBG Expenditures (20 percent from TANF transfer funds).
- Virginia, Wisconsin, and New Mexico expended a combined \$17,148,534 in Total SSBG Expenditures which accounts for nearly half (48 percent) of all funds expended for this SSBG Service Category.

Foster Care Services – Children

- 33 states provided Foster Care Services – Children to 442,005 recipients.
- States expended \$432,323,535 in Total SSBG Expenditures (72 percent from TANF transfer funds).
- California, Michigan, and Florida expended a combined \$222,004,432 in Total SSBG Expenditures which accounts for over half (52 percent) of all funds expended for this SSBG Service Category.

Independent/Transitional Living

- 14 states expended funds for Independent/Transitional Living to 27,542 recipients.⁹
- States expended \$9,775,048 in Total SSBG Expenditures (8 percent from TANF transfer funds).
- Connecticut expended \$6,710,812 in Total SSBG Expenditures which accounts for 69 percent of all funds expended for this SSBG Service Category.

Protective Services – Children

- 37 states provided Protective Services – Children to 3,133,193 recipients.
- States expended \$297,350,878 in Total SSBG Expenditures (58 percent from TANF transfer Funds).
- Hawaii expended 86 percent of their Total SSBG Expenditures for this SSBG Service Category.

Special Services – Youth at Risk

- 17 states provided Special Services – Youth at Risk to 73,255 recipients.
- States expended \$66,810,015 in Total SSBG Expenditures (7 percent from TANF transfer Funds).
- Florida expended \$47,004,271 in Total SSBG Expenditures which accounts for 70 percent of all funds expended for this SSBG Service Category.

FY 2011 TO FY 2015

This section provides data on Total SSBG Expenditures for this HLSA from FY 2011 to FY 2015. In addition to comparing the proportional change in Total SSBG Expenditures, this section will also provide a breakdown of these changes in each of the SSBG Service Categories within this HLSA. **Figure 10** shows the Total SSBG Expenditures reported for Child Welfare/Youth at Risk services from FY 2011 to FY 2015.

FIGURE 10.

Total SSBG Expenditures for Child Welfare/Youth at Risk Services, FY 2011 to FY 2015








YEAR	Total SSBG Expenditures
2011	\$766,029,446
2012	\$844,728,918
2013	\$921,657,500
2014	\$867,543,113
2015	\$841,693,207

⁹ Minnesota reported Total SSBG Expenditures but no recipients for this service. Minnesota provides this explanation, "This category of service is contracted and on-going services. Not all counties report the specific number of recipients served and therefore recipient counts are not included."

Between FY 2011 and FY 2015 Total SSBG Expenditures for Child Welfare/Youth at Risk increased by \$76 million (10 percent). While Total SSBG Expenditures have collectively increased for the Child Welfare/Youth at Risk HLSA, only two of the SSBG Service Categories, Foster Care Services – Children and Protective Services – Children, saw an increase in Total SSBG Expenditures. Special Services – Youth at Risk and Adoption Services both saw a decrease in their Total SSBG Expenditures (see **Figure 11**).

FIGURE 11.

Percent Change in Total SSBG Expenditures for Child Welfare/Youth at Risk, FY 2011 to FY 2015

 CHILD WELFARE/YOUTH AT RISK		
SSBG SERVICE CATEGORY	TOTAL SSBG EXPENDITURES CHANGE	
FOSTER CARE SERVICES – CHILDREN	\$77,668,124  22%	
PROTECTIVE SERVICES – CHILDREN	\$5,999,681  2%	
SPECIAL SERVICES – YOUTH AT RISK	-\$3,942,809  6%	
ADOPTION SERVICES	-\$5,006,386  12%	
INDEPENDENT/TRANSITIONAL LIVING SERVICES	\$945,151  11%	
TOTAL SSBG EXPENDITURES: CHILD WELFARE/YOUTH AT RISK	\$75,663,761  10%	

SUMMARY

Overall, 46 states expended nearly \$842 million (\$495 million from TANF transfers and \$347 million from SSBG Expenditures) to benefit just under 3.8 million recipients of Child Welfare/Youth at Risk services. SSBG services included in this HLSA are Adoption Services, Foster Care Services – Children, Independent/Transitional Living Services, Protective Services – Children, and Special Services – Youth at Risk. These services sought to improve the health, wellbeing, and permanency of children, youth, and their families.