



# SOCIAL SERVICES BLOCK GRANT FISCAL YEAR 2019 FOCUS REPORT

## U.S. VIRGIN ISLANDS

### 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 goals<sup>1</sup>:

<p>Achieve or maintain economic self-support to prevent, reduce, or eliminate dependency</p> <p><b>1</b></p>	<p>Achieve or maintain self-sufficiency, including reduction or prevention of dependency</p> <p><b>2</b></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><b>3</b></p>	<p>Prevent or reduce inappropriate institutional care by providing for community-based care, or other forms of less intensive care</p> <p><b>4</b></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><b>5</b></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.<sup>2</sup> 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 program<sup>3</sup>. 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.<sup>4</sup>

**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.<sup>5,6</sup>

**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.<sup>7,8</sup> 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.<sup>9</sup> 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

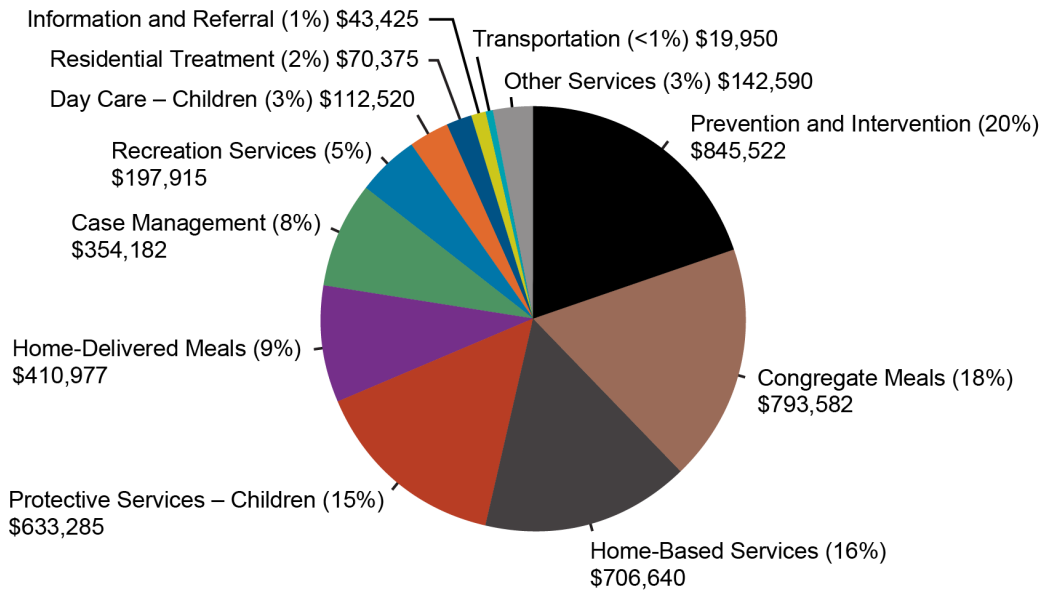
- Home-Based Services
- Housing Services
- Legal Services
- Prevention and Intervention
- Recreational Services
- Transportation
- Other Services

# SSBG EXPENDITURES AND RECIPIENTS

In FY 2019, the United States Virgin Islands (USVI) expended over \$4 million in Total SSBG Expenditures to support a variety of social services for children and their families. All the expended funds were SSBG Expenditures with no TANF transfer funds.<sup>10</sup>

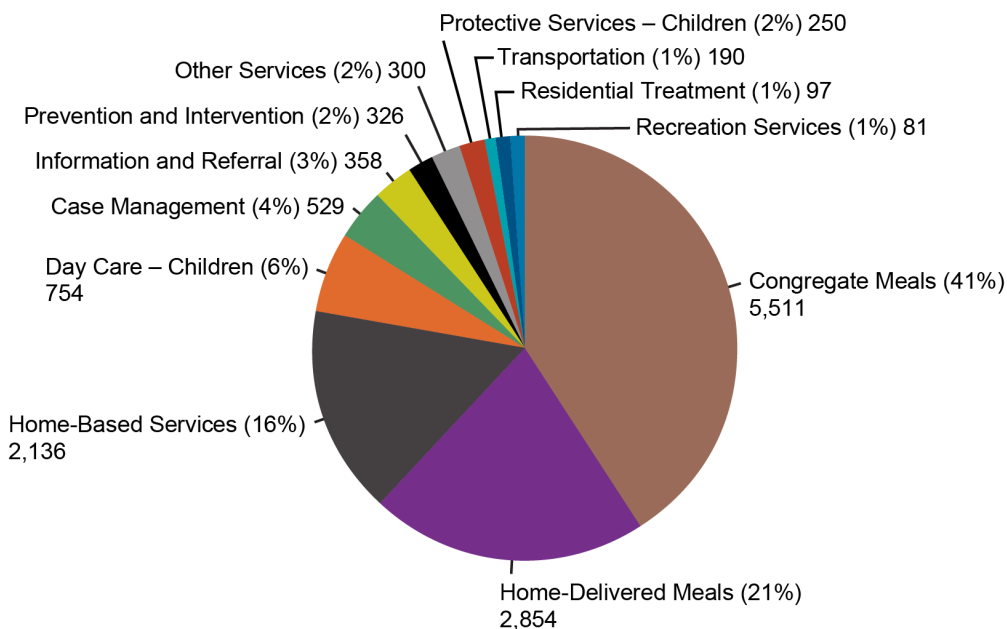
The SSBG service categories the USVI funded in FY 2019 were Case Management, Congregate Meals, Day Care – Children, Home-Based Services, Home-Delivered Meals, Information and Referral, Prevention and Intervention, Protective Services – Children, Recreation Services, Residential Treatment, Transportation, and Other Services (see **Figure 1**).

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



The USVI reported 13,386 recipients which includes 1,859 children (14%) and 11,527 adults (86%). Most of the recipients were reported in Congregate Meals (41%) (see **Figure 2**).

**FIGURE 2. Recipients by SSBG Service Category, FY 2019**



## PREVENTION AND INTERVENTION

The USVI expended \$845,522 in Total SSBG Expenditures for Prevention and Intervention. This accounts for 20% of the state's Total SSBG Expenditures in FY 2019.

Prevention and Intervention services were provided to 326 children (2%). These services included crises intervention, parenting skills, anger management, household management, budgeting, shopping, counseling, time management, and social worker visits to the home. Prevention and intervention services in the USVI are carried out by the Family Preservation Services (FPS) agency, an intensive home-based service designed to meet the specific needs of families whose children are at imminent risk of an out-of-home placement.

## CONGREGATE MEALS

In FY 2019, the USVI expended \$793,582 in Total SSBG Expenditures for Congregate Meals. This accounts for 18% of the state's Total SSBG Expenditures in FY 2019.

The 5,511 adults (41%) reported for Congregate Meals received services that included personal care and meal preparation. Adults may be eligible to receive meals based on income, financial resources, and need as determined by an assessment.

## HOME-BASED SERVICES

The USVI expended \$706,640 in Total SSBG Expenditures for Home-Based Services. This accounts for 16% of the state's Total SSBG Expenditures in FY 2019.

Home-Based Services were provided to 2,136 adults (16%) in FY 2019. These services included personal care, house cleaning, essential shopping, simple household repairs, yard maintenance, teaching of homemaking skills, training in self-care skills, meal planning and preparation, sanitation, and general household management. Eligibility is based on age and requires a physician statement verifying the individual has a current medical need for assistance with personal care tasks and other activities of daily living.

## PROTECTIVE SERVICES – CHILDREN

The USVI expended \$633,285 in Total SSBG Expenditures for Protective Services – Children. This accounts for 15% of the state's Total SSBG Expenditures in FY 2019.

The USVI reported 250 children (2%) recipients of Protective Services – Children. Child protective services included crises intervention, hospital transportation, home visits, and referrals to community resources. Services are provided based on the need for protection from abuse, neglect, or exploitation.

## HOME-DELIVERED MEALS

The USVI expended \$410,977 in Total SSBG Expenditures for Home-Delivered Meals. This accounts for 9% of the state's Total SSBG Expenditures in FY 2019.

Home-Delivered Meals were provided to 2,854 adult (21%) recipients. The Meals on Wheels program prepares and delivers meals directly to recipient homes. Adults may be eligible to receive meals based on income, financial resources, and need as determined by an assessment.

## CASE MANAGEMENT

The USVI expended \$354,182 in Total SSBG Expenditures for Case Management. This accounts for 8% of the state's Total SSBG Expenditures in FY 2019.

The 529 children (4%) reported for this service category were provided services for them and their families which included needs assessment, therapy, case management, referrals to community resources, and follow ups. These services are intended to apply therapeutic processes to personal, family, situational, or occupational problems.

## RECREATION SERVICES

The USVI expended \$197,915 in Total SSBG Expenditures for Recreation Services. This accounts for 5% of the state's Total SSBG Expenditures in FY 2019.

The 81 adults (1%) reported for this service category received assistance with transportation, meals, personal needs, shopping, presentations, and wellness activities. Recreation services are provided to adults age 60 or older and disabled individuals of any age.

## OTHER SERVICES

The USVI expended \$142,590 in Total SSBG Expenditures for Other Services. This accounts for 3% of the state's Total SSBG Expenditures in FY 2019.

The USVI reports 300 adults (2%) receiving Other Services. For FY 2019, the Other Services expenditures refers to funds for the Low Income Home Energy Assistant Program (LIHEAP). LIHEAP provides financial assistance to low-income households that pay a high proportion of household income for home energy, primarily in meeting their immediate home energy needs. The program will pay up to \$400 per bill, every other month for eligible households. Services are provided to adults age 60 or older, or to disabled persons of any age.

## DAY CARE – CHILDREN

The USVI expended \$112,520 in Total SSBG Expenditures for Day Care – Children. This accounts for 3% of the state's Total SSBG Expenditures in FY 2019.

Day Care – Children was provided to 754 child (6%) recipients in FY 2019. Daycare services included recreation, meals and snacks, transportation, health support services, social service counseling for parents, plan development, and the licensing/monitoring of child care homes and facilities. Eligibility is limited to children under 13 years of age except for children age 13 who have disabilities.

## RESIDENTIAL TREATMENT

The USVI expended \$70,375 in Total SSBG Expenditures for Residential Treatment. This accounts for 2% of the state's Total SSBG Expenditures in FY 2019.

The state provided Residential Treatment services to 97 adults (1%). These services included psychological evaluation, diagnosis, therapy, vocational training, GED preparation, personal care, home management, 24-hour supervision and transportation assistance.

## INFORMATION AND REFERRAL

The USVI expended \$43,425 in Total SSBG Expenditures for Information and Referral. This accounts for 1% of the state's Total SSBG Expenditures in FY 2019.

In FY 2019, 358 adults (3%) contacted the Information and Referral agency with concerns or questions and were provided service. Assistance was provided through referrals to the appropriate internal division or community resource.

## TRANSPORTATION

The USVI expended \$19,950 in Total SSBG Expenditures for Transportation. This accounts for <1% of the state's Total SSBG Expenditures in FY 2019.

In FY 2019, the USVI provided Transportation services to 190 adults (1%). These services included transportation, nutritional meals, activities, information, and referrals.

## 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.<sup>11</sup>

The USVI spent 60% of SSBG Expenditures as originally planned in FY 2019, up from 4% reported 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.<sup>12</sup>

The USVI did not spend any SSBG Expenditures on administrative costs in FY 2019, consistent with 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	\$354,182	\$0	\$0	\$354,182	529	0	0	0	529
Congregate Meals	\$793,582	\$0	\$0	\$793,582	0	0	0	5,511	5,511
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	\$112,520	\$0	\$0	\$112,520	754	0	0	0	754
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	\$0	\$0	\$0	\$0	0	0	0	0	0
Health-Related Services	\$0	\$0	\$0	\$0	0	0	0	0	0
Home-Based Services	\$706,640	\$0	\$0	\$706,640	0	0	0	2,136	2,136
Home-Delivered Meals	\$410,977	\$0	\$0	\$410,977	0	0	0	2,854	2,854
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	\$43,425	\$0	\$0	\$43,425	0	0	0	358	358
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	\$845,522	\$0	\$0	\$845,522	326	0	0	0	326
Protective Services — Adults	\$0	\$0	\$0	\$0	0	0	0	0	0
Protective Services — Children	\$633,285	\$0	\$0	\$633,285	250	0	0	0	250
Recreation Services	\$197,915	\$0	\$0	\$197,915	0	0	0	81	81
Residential Treatment	\$70,375	\$0	\$0	\$70,375	0	67	30	0	97
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	\$19,950	\$0	\$0	\$19,950	0	0	190	0	190
Other Services*	\$142,590	\$0	\$0	\$142,590	0	0	0	300	300
Sum of Services	\$4,330,963	\$0	\$0	\$4,330,963	1,859	67	220	11,240	13,386
Administrative Costs	\$0	\$0							
Totals	\$4,330,963	\$0							
Total SSBG Expenditures	\$4,330,963								



## 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 The USVI reported no Other Federal, State, and Local Funds for FY 2019.
- 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](http://archive.acf.hhs.gov/programs/ocs/ssbg/procedures/ssbg_im_04_2007.html)