



SOCIAL SERVICES BLOCK GRANT FISCAL YEAR 2015 FOCUS REPORTS

THE TEMPORARY ASSISTANCE FOR NEEDY FAMILIES (TANF)

BACKGROUND AND HISTORY

This focus report will examine states' use of allowable transfers of funds from the Temporary Assistance for Needy Families (TANF) block grant to their Social Services Block Grant (SSBG) programs.

The TANF block grant law provides that states may transfer up to 10 percent of their TANF grant to the SSBG.¹ 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).^{2,3}

HIGH LEVEL SERVICE AREA 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. A review of the Uniform Definition of Services⁴ determined service area groupings to identify related categories. These categories will be referenced throughout the report.

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 refer 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).

¹ Section 404(d) of the Social Security Act establishes a state's authority to transfer no more than 30 percent of the amount of its TANF block grant (Section 403(a)) for a fiscal year to the Child Care and Development Block Grant or SSBG.

² 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.

³ U.S.C. §604(d)(3)(B).

⁴ 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>.



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.^{5,6}

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.^{7,8}

TANF TRANSFER FUNDS

This section provides an overview of TANF transfer fund expenditures towards SSBG Service Categories in FY 2015.



In FY 2015, 40 states expended \$1.14 billion in TANF transfer funds for SSBG Services. These funds comprised 41 percent of all Total SSBG Expenditures. While TANF transfer funds were most prominently utilized for child specific services (such as those in the Child Welfare/Youth at Risk or the Day Care – Children HLSAs), any service claiming recipients that qualify for the restrictions placed on TANF transfer funds is eligible to receive those funds. **Figure 1** displays the TANF transfer funds and SSBG Expenditures for each HLSA. TANF transfer funds accounted for the majority of expenditures for two SSBG HLSAs: Child Welfare/Youth at Risk (59 percent) and Day Care – Children (83 percent). TANF transfer funds accounted for three to 34 percent of funding for the remaining six HLSAs.

- 5 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.
- 6 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).
- 7 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).
- 8 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).

FIGURE 1.
SSBG High Level Service Areas, SSBG Expenditures and TANF Transfer Funds

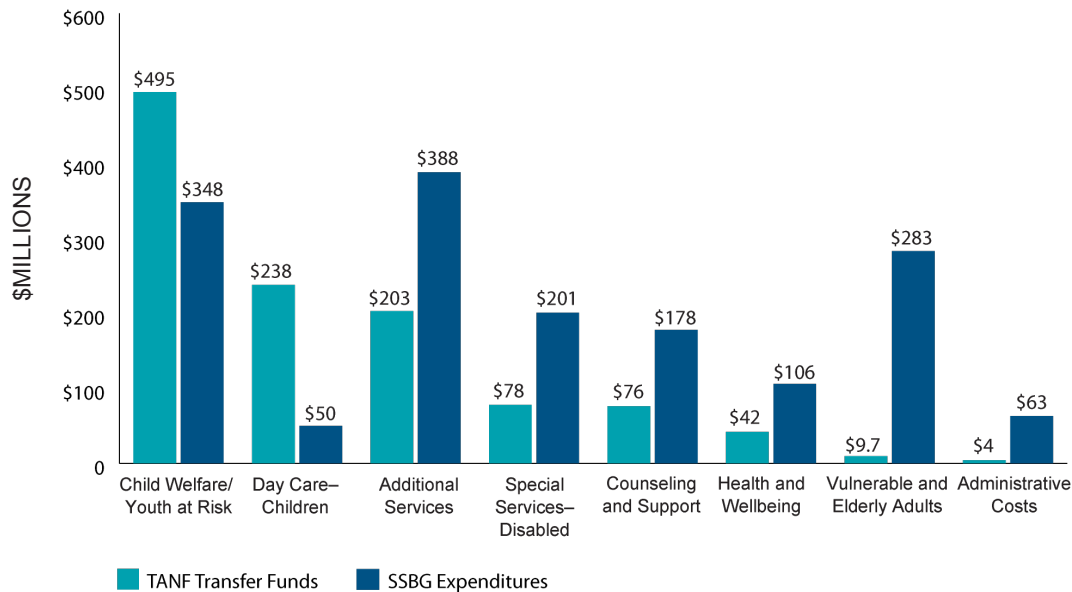
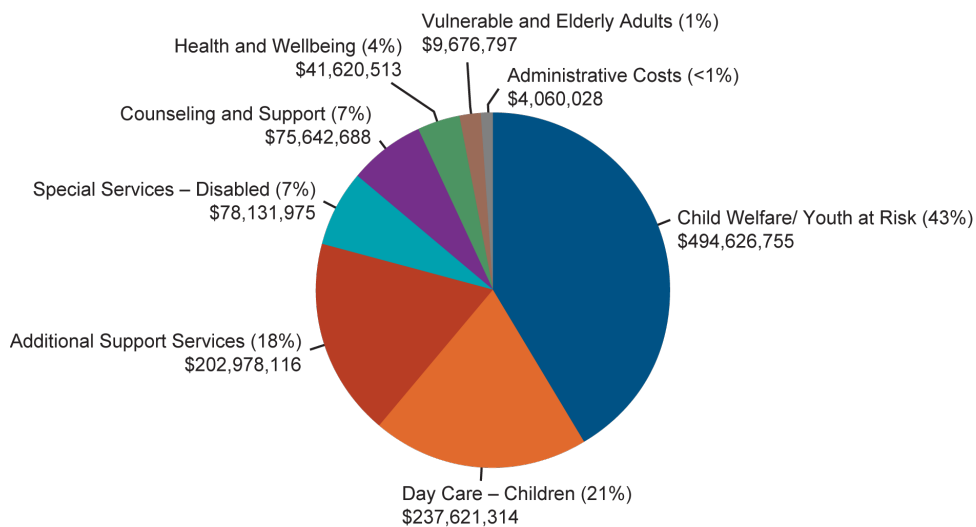


Figure 2 displays the percentage of TANF transfer funds expended for each HLSA.

FIGURE 2.
TANF Transfer Expenditures by HLSA



Total SSBG Expenditures for each of the 29 SSBG Service Categories include TANF transfer funds in addition to funds from the yearly SSBG allocation. TANF transfer fund expenditures ranged from just under \$57,000 for Recreation Services to over \$310 million for Foster Care Services – Children. Eight SSBG Service Categories expended 94 percent of all TANF transfer funds. The remaining 21 categories accounted for the last six percent and each of those SSBG Service Categories had less than one percent of the total TANF transfer funds (see **Figure 3**).

FIGURE 3.
TANF Transfer Fund Expenditures by SSBG Service Category

SSBG SERVICE CATEGORY	2015
FOSTER CARE SERVICES – CHILDREN	\$310,468,387
DAY CARE – CHILDREN	\$237,621,314
PROTECTIVE SERVICES – CHILDREN	\$171,586,149
PREVENTION AND INTERVENTION	\$133,262,595
SPECIAL SERVICES – DISABLED	\$78,131,975
CASE MANAGEMENT	\$67,505,238
OTHER SERVICES	\$47,762,948
RESIDENTIAL TREATMENT	\$33,109,791
HOME-BASED SERVICES	\$9,435,460
HEALTH-RELATED SERVICES	\$7,741,788
ADOPTION SERVICES	\$7,239,151
DAY CARE – ADULTS	\$6,112,811
TRANSPORTATION	\$5,146,133
SPECIAL SERVICES – YOUTH AT RISK	\$4,563,863
EDUCATION AND TRAINING SERVICES	\$4,327,038
COUNSELING SERVICES	\$4,202,117
ADMINISTRATIVE COSTS	\$4,060,028
INFORMATION AND REFERRAL	\$3,935,333
HOUSING SERVICES	\$2,414,472
HOME-DELIVERED MEALS	\$1,388,835
PROTECTIVE SERVICES – ADULTS	\$1,193,695
INDEPENDENT/TRANSITIONAL LIVING SERVICES	\$769,205
FOSTER CARE SERVICES – ADULTS	\$672,335
LEGAL SERVICES	\$453,102
FAMILY PLANNING SERVICES	\$336,371
CONGREGATE MEALS	\$309,121
SUBSTANCE ABUSE SERVICES	\$300,313
PREGNANCY AND PARENTING	\$132,250
EMPLOYMENT SERVICES	\$119,450
RECREATION SERVICES	\$56,918

STATE HIGHLIGHTS

This section provides data highlights pertaining to states' use of TANF transfer funds.

States varied greatly in their distribution of TANF transfer funds. Each state may determine whether to transfer funds to eligible programs across the 29 SSBG Service Categories to serve the needs of their population.

Figure 4 contains a list of the 12 states that spent more than 50 percent of their Total SSBG Expenditures from TANF transfer funds, while **Figure 5** contains a list of the 12 states that did not transfer any funds from the their TANF allocation.

FIGURE 4.
More than 50% of Total SSBG Expenditures from
TANF Transfer Funds

STATE NAME
ALASKA
CALIFORNIA
CONNECTICUT
HAWAII
MASSACHUSETTS
MICHIGAN
NEBRASKA
NEW YORK
OHIO
RHODE ISLAND
VERMONT
WEST VIRGINIA

FIGURE 5.
Zero Total SSBG Expenditures from
TANF Transfer Funds

STATE NAME
ARKANSAS
DELAWARE
INDIANA
KENTUCKY
MAINE
NEVADA
NEW HAMPSHIRE
NEW MEXICO
NORTH DAKOTA
OREGON
SOUTH CAROLINA
TENNESSEE

With the diversity of services and amounts of TANF transfer funds across the 40 states that expended TANF transfer funds, summary statistics cannot present an adequate picture of the TANF transfer fund expenditure landscape. While TANF transfer funds may be integral to many state programs, this report will focus on the states with the highest TANF transfer fund expenditures (see **Figure 6**) and the states with the highest proportion of intrastate Total SSBG Expenditures from TANF transfer fund expenditures (see **Figure 7**).

FIGURE 6.
TANF Transfer Fund Expenditures, Top 5 States

STATE	TANF Transfer Funds	Percentage
CALIFORNIA	\$345,153,047	30%
NEW YORK	\$181,820,995	16%
MICHIGAN	\$77,535,285	7%
OHIO	\$60,593,787	5%
FLORIDA	\$55,552,422	5%
REMAINING 35 STATES	\$423,702,650	37%

FIGURE 7.
Intrastate TANF Transfer Fund Expenditures, Top 5 States

STATE	TANF Transfer Funds	Percent of Total SSBG Expenditures
NEBRASKA	\$17,180,664	65%
CALIFORNIA	\$345,153,047	65%
VERMONT	\$4,915,548	62%
NEW YORK	\$181,820,995	62%
MICHIGAN	\$77,535,285	61%

Figure 8 displays the top three TANF transfer-funded service categories in each of the states with the largest TANF transfer fund expenditures.

FIGURE 8.

Top 3 TANF Transfer-Funded Service Categories by Top 3 States

STATE	SSBG Service Category	TANF Transfer Funds	SSBG Expenditures	Total SSBG Expenditures	Percent of States Total SSBG Expenditures
CALIFORNIA					
1	DAY CARE – CHILDREN	\$173,234,000	\$31,988,699	\$205,222,699	38%
2	FOSTER CARE SERVICES – CHILDREN	\$94,762,047	\$0	\$94,762,047	18%
3	SPECIAL SERVICES – DISABLED	\$77,157,000	\$138,762,789	\$215,919,789	40%
NEW YORK					
1	PREVENTION & INTERVENTION	\$116,416,937	\$0	\$116,416,937	40%
2	SPECIAL SERVICES – YOUTH AT RISK	\$65,404,058	\$0	\$65,404,058	22%
MICHIGAN					
1	FOSTER CARE SERVICES – CHILDREN	\$74,591,603	\$10,586,765	\$85,178,368	16%
2	PROTECTIVE SERVICES – CHILDREN	\$1,723,062	\$7,738,776	\$9,461,838	2%
3	SPECIAL SERVICES – YOUTH AT RISK	\$1,069,629	\$2,301,874	\$3,371,503	1%

Figure 9 displays the top three TANF transfer-funded service categories in each of the states with the largest proportions of intrastate Total SSBG Expenditures from TANF transfer fund expenditures.

FIGURE 9.

Top 3 TANF Transfer-Funded Service Categories by Top 3 Intrastate Expenditures

STATE	SSBG Service Category	TANF Transfer Funds	SSBG Expenditures	Total SSBG Expenditures	Percent of States Total SSBG Expenditures
NEBRASKA					
1	PROTECTIVE SERVICES – CHILDREN	\$8,606,346	\$2,319,785	\$10,926,131	41%
2	DAY CARE – ADULTS	\$2,132,829	\$203,388	\$2,336,217	9%
3	HOME-BASED SERVICES	\$1,947,686	\$185,733	\$2,133,419	8%
CALIFORNIA					
1	DAY CARE – CHILDREN	\$173,234,000	\$31,988,699	\$205,222,699	38%
2	FOSTER CARE SERVICES – CHILDREN	\$94,762,047	\$0	\$94,762,047	18%
3	SPECIAL SERVICES – DISABLED	\$77,157,000	\$138,762,789	\$215,919,789	40%
VERMONT					
1	DAY CARE – CHILDREN	\$3,600,000	\$257,603	\$3,857,603	49%
2	CASE MANAGEMENT	\$1,078,552	\$251,885	\$1,330,437	17%
3	ADMINISTRATIVE COSTS	\$180,230	\$268,230	\$448,460	6%

FY 2011 TO FY 2015

This section provides context regarding data on TANF transfer fund expenditures from FY 2011 to FY 2015.

Individual states may vary greatly in their use of allowable transfers of funds from their TANF block grants to their SSBG service programs from year to year. Since FY 2011, 37 states have expended TANF transfer funds for SSBG services every year. Six states have at least one year since FY 2011 where TANF transfer funds were spent and one year where TANF transfer funds were not spent (see **Figure 10**). The total amount of TANF transfer funds expended has increased by four percent from FY 2011.

SUMMARY

Overall, 40 states combined to spend nearly \$1.14 billion supporting SSBG services. These funds supplement expenditures from the annual SSBG allocation states receive each year.

FIGURE 10.
TANF Transfer Fund Expenditures by State, FY 2011 to FY 2015

STATE	2011	2012	2013	2014	2015	Change from FY 2011 to FY 2015	Percent Change from 2011	Percent of Intrastate 2015 Funds
Alabama	\$8,964,038	\$2,500,000	\$5,000,000	\$9,331,520	\$9,331,520	\$367,482	4%	28%
Alaska	\$4,891,040	\$4,322,622	\$4,526,033	\$4,509,708	\$4,460,737	-\$430,303	-9%	55%
Arizona	\$22,142,757	\$13,656,462	\$21,478,358	\$24,067,963	\$19,368,747	-\$2,774,010	-13%	39%
Arkansas	\$0	\$0	\$0	\$0	\$0	\$0	0%	0%
California	\$313,257,131	\$296,325,660	\$368,108,848	\$365,684,660	\$345,153,047	\$31,895,916	10%	65%
Colorado	\$1,779,097	\$0	\$1,963,705	\$767,724	\$746,755	-\$1,032,342	-58%	3%
Connecticut	\$26,678,810	\$26,678,810	\$19,110,234	\$23,336,865	\$22,604,520	-\$4,074,290	-15%	51%
Delaware	\$0	\$0	\$0	\$0	\$0	\$0	0%	0%
District of Columbia	\$3,935,917	\$3,935,917	\$3,935,917	\$3,935,917	\$3,935,917	\$0	0%	50%
Florida	\$61,680,029	\$55,471,999	\$57,134,483	\$56,081,277	\$55,552,422	-\$6,127,607	-10%	37%
Georgia	\$0	\$0	\$0	\$1,641,996	\$6,723,084	\$6,723,084	100%	12%
Hawaii	\$7,417,500	\$9,800,000	\$9,890,000	\$7,890,000	\$9,890,000	\$2,472,500	33%	56%
Idaho	\$1,292,534	\$3,272,657	\$1,199,522	\$1,292,535	\$1,292,534	\$0	0%	11%
Illinois	\$14,733,622	\$1,200,000	\$1,200,000	\$1,200,000	\$1,200,000	-\$13,533,622	-92%	2%
Indiana	\$0	\$0	\$0	\$0	\$0	\$0	0%	0%
Iowa	\$12,962,008	\$13,962,007	\$12,962,008	\$12,962,008	\$12,962,008	\$0	0%	46%
Kansas	\$7,191,254	\$10,193,106	\$10,193,106	\$10,193,106	\$10,193,106	\$3,001,852	42%	42%
Kentucky	\$0	\$0	\$0	\$0	\$0	\$0	0%	0%
Louisiana	\$16,397,196	\$17,660,575	\$15,857,122	\$16,115,665	\$16,362,882	-\$34,314	0%	39%
Maine	\$0	\$0	\$7,812,089	\$7,812,089	\$0	\$0	0%	0%
Maryland	\$22,909,803	\$22,909,803	\$22,909,803	\$22,909,803	\$22,909,803	\$0	0%	44%
Massachusetts	\$45,937,112	\$45,937,112	\$45,937,112	\$45,937,112	\$45,937,112	\$0	0%	58%
Michigan	\$77,535,285	\$77,535,285	\$77,535,284	\$77,535,285	\$77,535,285	\$0	0%	61%
Minnesota	\$4,650,003	\$4,790,000	\$4,790,001	\$4,790,000	\$4,650,000	-\$3	0%	15%
Mississippi	\$9,274,483	\$8,676,757	\$8,676,758	\$8,676,758	\$8,676,759	-\$597,724	-6%	37%
Missouri	\$25,388,728	\$21,701,176	\$21,701,176	\$21,701,176	\$21,701,176	-\$3,687,552	-15%	42%
Montana	\$1,998,226	\$2,265,132	\$1,998,226	\$1,998,226	\$1,998,226	\$0	0%	29%
Nebraska	\$0	\$0	\$0	\$0	\$17,180,664	\$17,180,664	100%	65%
Nevada	\$1,168,713	\$0	\$0	\$0	\$0	-\$1,168,713	-100%	0%
New Hampshire	\$0	\$0	\$793,611	\$0	\$0	\$0	0%	0%
New Jersey	\$16,473,167	\$10,684,118	\$17,590,308	\$15,726,397	\$15,688,562	-\$784,605	-5%	25%
New Mexico	\$0	\$0	\$0	\$0	\$0	\$0	0%	0%
New York	\$167,245,286	\$192,797,333	\$362,794,978	\$193,279,236	\$181,820,995	\$14,575,709	9%	62%
North Carolina	\$10,311,311	\$13,002,983	\$10,075,769	\$10,469,677	\$9,952,000	-\$359,311	-3%	17%
North Dakota	\$0	\$0	\$0	\$0	\$0	\$0	0%	0%
Ohio	\$56,021,757	\$46,209,000	\$45,742,186	\$59,465,345	\$60,593,787	\$4,572,030	8%	51%
Oklahoma	\$14,528,144	\$14,528,144	\$14,528,144	\$14,528,144	\$14,528,144	\$0	0%	43%
Oregon	\$0	\$0	\$0	\$0	\$0	\$0	0%	0%
Pennsylvania	\$30,977,000	\$30,977,000	\$30,576,016	\$29,460,863	\$30,467,272	-\$509,728	-2%	32%
Puerto Rico	\$7,156,250	\$7,156,250	\$7,156,250	\$4,293,750	\$7,155,750	-\$500	0%	47%
Rhode Island	\$7,560,000	\$8,760,000	\$9,337,841	\$9,059,250	\$7,126,618	-\$433,382	-6%	59%
South Carolina	\$0	\$0	\$0	\$0	\$0	\$0	0%	0%
South Dakota	\$2,127,965	\$2,076,390	\$1,915,800	\$2,115,712	\$1,993,156	-\$134,809	-6%	33%
Tennessee	\$0	\$0	\$0	\$0	\$0	\$0	0%	0%
Texas	\$32,149,608	\$28,440,159	\$33,494,741	\$32,149,324	\$33,363,160	\$1,213,552	4%	20%
Utah	\$7,607,000	\$7,607,000	\$7,607,000	\$7,475,884	\$7,576,800	-\$30,200	0%	33%
Vermont	\$4,735,319	\$5,016,010	\$4,735,318	\$4,954,876	\$4,915,548	\$180,229	4%	62%
Virginia	\$12,648,498	\$12,724,123	\$13,825,500	\$15,825,500	\$15,825,500	\$3,177,002	25%	28%
Washington	\$8,236,000	\$7,176,000	\$5,675,000	\$5,233,000	\$4,675,000	-\$3,561,000	-43%	12%
West Virginia	\$11,017,631	\$11,017,630	\$11,017,631	\$11,017,631	\$11,017,631	\$0	0%	55%
Wisconsin	\$14,837,317	\$15,422,201	\$15,443,200	\$15,443,200	\$15,443,201	\$605,884	4%	35%
Wyoming	\$1,850,053	\$1,850,053	\$1,850,053	\$1,848,664	\$1,848,758	-\$1,295	0%	40%
TOTAL	\$1,097,667,592	\$1,058,239,474	\$1,318,079,131	\$1,162,717,846	\$1,144,358,186	\$46,690,594	-6%	