



# SOCIAL SERVICES BLOCK GRANT FISCAL YEAR 2016 FOCUS REPORTS

## VULNERABLE AND ELDERLY ADULTS

### BACKGROUND AND HISTORY

This focus report presents expenditure and recipient data reported in the Social Services Block Grant (SSBG) High Level Service Area of Vulnerable and Elderly Adults in federal fiscal year (FY) 2016.

The 2016 American Communities Survey, conducted by the U.S. Census Bureau, identified approximately 69 million individuals 60 years of age and older who accounted for approximately 21 percent of the total population.<sup>1</sup> It is estimated that 37 million older adults will experience more than one chronic medical condition by 2030.<sup>2</sup> In addition to medical conditions, it is estimated that at least one in 10 older adults experience some form of abuse.<sup>3</sup> The services provided with SSBG funds sought to help older adults remain in their homes and communities, live independently, improve their quality of life, and remedy any abuse, neglect, or exploitation.

### HIGH LEVEL SERVICE AREA

The Office of Community Services (OCS) has grouped the 29 SSBG service categories (including Other Services) into seven SSBG High Level Service Areas (HLSA) to facilitate the evaluation and analysis of data related to services and individuals served. The Vulnerable and Elderly Adults HLSA is comprised of the five SSBG service categories that most directly pertain to adult welfare services and do not fall into another designated HLSA. The five SSBG service categories are:<sup>4</sup>

#### 1. Congregate Meals

Congregate meals are those services or activities designed to prepare and serve one or more meals a day to individuals in central dining areas in order to prevent institutionalization, malnutrition, and feelings of isolation. Component services or activities may include the cost of personnel, equipment, and food; assessment of nutritional and dietary needs; nutritional education and counseling; socialization; and other services such as transportation and information and referral.

#### 2. Day Care — Adults

Day care services for adults are those services or activities provided to adults who require care and supervision in a protective setting for a portion of a 24-hour day. Component services or activities may include opportunity for social interaction, companionship and self-education; health support or assistance in obtaining health services; counseling; recreation and general leisure time activities; meals; personal care services; plan development; and transportation.

#### 3. Foster Care Services — Adults

Foster care services for adults are those services or activities that assess the need and arrange for the substitute care and alternate living situation of adults in a setting suitable to the individual's needs. Individuals may need such services because of social, physical or mental disabilities, or as a consequence of abuse or neglect.



Care may be provided in a community-based setting, or such services may arrange for institutionalization when necessary. Component services or activities include assessment of the individual's needs; case planning and case management to assure that the individual receives proper care in the placement; counseling to help with personal problems and adjusting to new situations; assistance in obtaining other necessary supportive services; determining, through periodic reviews, the continued appropriateness of and need for placement; and recruitment and licensing of foster care homes and facilities.

#### **4. Home-Delivered Meals**

Home-delivered meals are those services or activities designed to prepare and deliver one or more meals a day to an individual's residence in order to prevent institutionalization, malnutrition, and feelings of isolation. Component services or activities may include the cost of personnel, equipment, and food; assessment of nutritional and dietary needs; nutritional education and counseling; socialization services; and information and referral.

#### **5. Protective Services — Adults**

Protective services for adults are those services or activities designed to prevent or remedy abuse, neglect or exploitation of adults who are unable to protect their own interests. Examples of situations that may require protective services are injury due to maltreatment or family violence; lack of adequate food, clothing or shelter; lack of essential medical treatment or rehabilitation services; and lack of necessary financial or other resources. Component services or activities may include investigation; immediate intervention; emergency medical services; emergency shelter; developing case plans; initiation of legal action (if needed); counseling for the individual and the family; assessment/evaluation of family circumstances; arranging alternative or improved living arrangements; preparing for foster placement, if needed; and case management and referral to service providers.

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

**Other Federal, State, and Local Funds:** States report the total amount of other federal, state, and local funds spent for each service supported in part or in whole 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 part or in whole, with Total SSBG Expenditures. States report recipients in one of three age categories: children, adults age 59 and younger, and adults age 60 years and older.<sup>7,8</sup>

## TOTAL SSBG EXPENDITURES



### TOTAL SSBG EXPENDITURES

**\$284,047,731**  
TOTAL SSBG EXPENDITURES

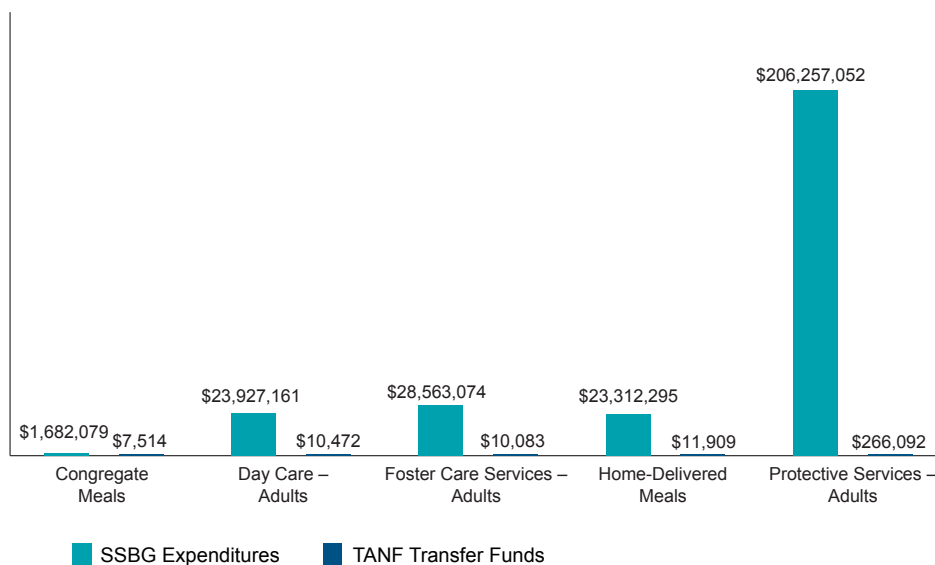
**\$283,741,661**  
SSBG EXPENDITURES

**\$306,070**  
TANF TRANSFERS

This section provides a summary of the Total SSBG Expenditures for Vulnerable and Elderly Adults service categories and highlights notable data points.

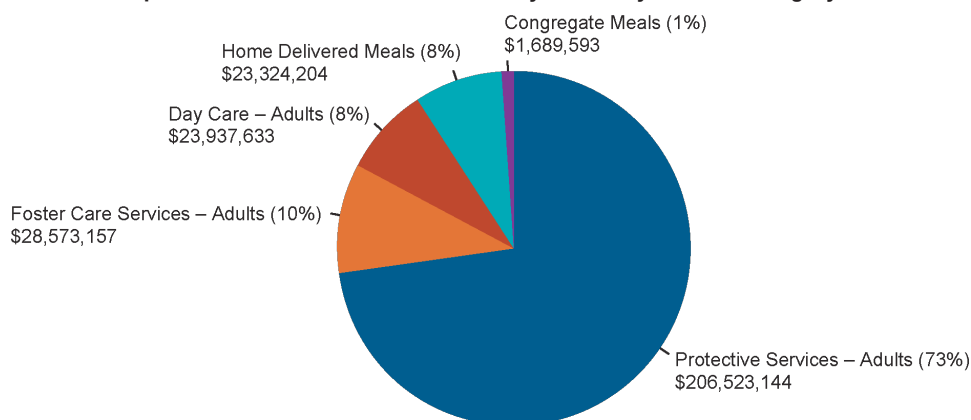
In FY 2016, 42 states spent \$284 million to provide Vulnerable and Elderly Adults services. This accounts for 10 percent of all Total SSBG Expenditures in FY 2016, making Vulnerable and Elderly Adults the third largest HLSA by Total SSBG Expenditures.

**FIGURE 1.**  
**SSBG Expenditures by Service Category**



**Figure 1** displays the amount of SSBG Expenditures and TANF transfer funds reported for each Vulnerable and Elderly Adults service category.

**FIGURE 2.**  
**Total SSBG Expenditures for Vulnerable and Elderly Adults by Service Category**



**Figure 2** displays the amount of Total SSBG Expenditures reported for each service category within Vulnerable and Elderly Adults.

**FIGURE 3.**

**Total SSBG Expenditures for Vulnerable and Elderly Adults, Top Five States**

STATE NAME	Total SSBG Expenditures
TEXAS	\$69,579,440
NEW YORK	\$66,000,000
MICHIGAN	\$24,470,044
CALIFORNIA	\$18,072,235
NORTH CAROLINA	\$13,090,971

## TOTAL RECIPIENTS



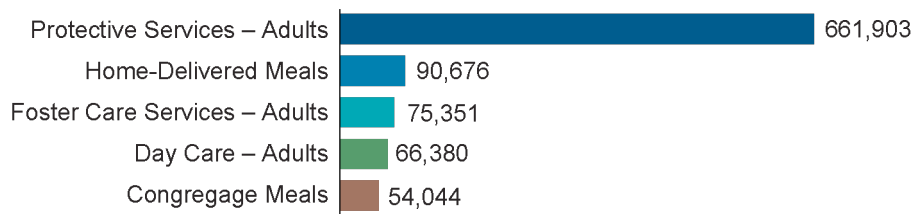
### TOTAL RECIPIENTS

**948,354**  
TOTAL RECIPIENTS

This section provides a summary of the recipients of Vulnerable and Elderly Adults services in FY 2016. Forty-two states reported almost 950,000 recipients of Vulnerable and Elderly Adults services.

**FIGURE 4.**

**Recipients of Vulnerable and Elderly Adults by Service Category**



**Figure 4** displays the number of reported recipients for each Vulnerable and Elderly Adults service category.

**FIGURE 5.**

**Recipients of Vulnerable and Elderly Adults, Top Five States**

STATE NAME	Total SSBG Expenditures
KENTUCKY	151,466
TEXAS	146,608
PENNSYLVANIA	98,392
CALIFORNIA	96,365
MICHIGAN	71,122

## SSBG SERVICE CATEGORIES

This section provides highlights for each of the individual SSBG service categories within Vulnerable and Elderly Adults. The amount of expenditures and the number of recipients for each service category can be affected by several factors including population needs, general awareness of the available services, planned expenditures, and more.

**FIGURE 6.****Total SSBG Expenditures and Recipients for Vulnerable and Elderly Adults by Service Category**

SSBG SERVICE CATEGORY	Total SSBG Expenditures	Total Recipients
CONGREGATE MEALS	\$1,689,593	54,044
DAY CARE-ADULTS	\$23,937,633	66,380
FOSTER CARE SERVICES-ADULTS	\$28,573,157	75,351
HOME-DELIVERED MEALS	\$23,324,204	90,676
PROTECTIVE SERVICES-ADULTS	\$206,523,144	661,903
TOTAL	\$284,047,731	948,354

**Congregate Meals**

- 9 states used SSBG funds to provide congregate meals and associated services.
- Ohio, Arkansas, and Missouri combined expended 83 percent of the Total SSBG Expenditures for this service category.
- New Jersey, Arizona, and Missouri combined served 93 percent of recipients reported in this service category.

**Day Care — Adults**

- 20 states used SSBG funds to provide adult day care services.
- Texas, California, and Indiana combined expended 51 percent of the Total SSBG Expenditures for this service category.
- North Carolina, Washington, and Missouri combined served 58 percent of recipients reported in this service category.

**Foster Care Services — Adults**

- 14 states used SSBG funds to provide adult foster care services.
- California, Michigan, and Texas combined expended 81 percent of the Total SSBG Expenditures for this service category.
- California, Michigan, and Indiana combined served 97 percent of recipients reported in this service category.

**Home-Delivered Meals**

- 16 states used SSBG funds to provide home-delivered meals and associated services.
- Texas, New Hampshire, and Mississippi combined expended 80 percent of the Total SSBG Expenditures for this service category.
- Mississippi, New Jersey, and Texas combined served 63 percent of recipients reported in this service category.

**Protective Services — Adults**

- 36 states used SSBG funds to provide adult protective services.
- New York, Texas, and Michigan combined expended 59 percent of the Total SSBG Expenditures for this service category.
- Kentucky, Texas, and Pennsylvania combined served 57 percent of recipients reported in this service category.

## FY 2014 – FY 2016

This section presents Total SSBG Expenditure data for Vulnerable and Elderly Adults from FY 2014 to FY 2016.








**FIGURE 7.**

Total SSBG Expenditures for Vulnerable and Elderly Adults, FY 2014 – FY 2016

YEAR	Total SSBG Expenditures
FY 2014	\$275,848,597
FY 2015	\$293,069,527
FY 2016	\$284,047,731

**FIGURE 8.**

Percent Change in Total SSBG Expenditures for Vulnerable and Elderly Adults, FY 2014 – FY 2016

 <b>VULNERABLE AND ELDERLY ADULTS</b>			
SSBG SERVICE CATEGORY	TOTAL SSBG EXPENDITURES CHANGE		
CONGREGATE MEALS	\$160,888		11%
DAY CARE – ADULTS	-\$1,971,736		-8%
FOSTER CARE SERVICES – ADULTS	-\$5,972,850		-17%
HOME-DELIVERED MEALS	\$507,904		2%
PROTECTIVE SERVICES – ADULTS	\$15,474,928		8%
HLSA: VULNERABLE AND ELDERLY ADULTS	\$8,199,134		3%

## SUMMARY

Overall, 42 states spent \$284 million providing Vulnerable and Elderly Adults services to almost 950,000 recipients in FY 2016. These services included congregate meals, adult day care services, adult foster care services, home-delivered meals, and adult protective services. These services sought to improve the health and wellbeing of at risk and elderly adults.

## ENDNOTES

- <sup>1</sup> U.S. Department of Commerce, U.S. Census Bureau. (2017). 2016 American Community Survey 1-Year Estimates. Retrieved on March 6, 2018 from [https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_14\\_1YR\\_DP05&src=pt](https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_14_1YR_DP05&src=pt)
- <sup>2</sup> American Hospital Association, First Consulting Group. (2007). When I'm 64: How boomers will change health care. Retrieved on March 6, 2018 from <http://www.aha.org/content/00-10/070508-boomerreport.pdf>.
- <sup>3</sup> Acierno, R., Hernandez, M.A., Amstadter, A.B., Resnick, H.S., Steve, K., Muzzy, W., & Kilpatrick, D.G. (2010). Prevalence and Correlates of Emotional, Physical, Sexual, and Financial Abuse and Potential Neglect in the United States: The National Elder Mistreatment Study. *Research and Practice*, 100(2), 292-297. Retrieved on March 6, 2018 from <http://www.ncbi.nlm.nih.gov/pmc/articles/PMC2804623/pdf/292.pdf>.
- <sup>4</sup> 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>.
- <sup>5</sup> 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. The Transportation Equity Act for the 21st Century (P.L. 105-178) 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.
- <sup>6</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 percent of the federal 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).
- <sup>7</sup> “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).
- <sup>8</sup> “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).