

# SSBG 2014 Focus Reports

## SERVICES FOR OLDER ADULTS

This focus report provides a summary of States' Social Services Block Grant (SSBG) expenditures for, and recipients of, support services for older adults across all SSBG service categories in Federal fiscal year (FY) 2014. The SSBG program defines older adults as individuals 60 years of age and older. An analysis of five-year trends in the use of SSBG expenditures for these services is also included.

States have substantial discretion in the use of SSBG funds and may determine what services to provide, who is eligible to receive services, and how funds are used.<sup>1</sup> States may use SSBG funds to support a variety of services for older adults. While data presented in this report will review older adults served in all SSBG service categories, further analysis will focus on eight service categories with the highest percentages of SSBG expenditures spent on older adults:

- adult day care
- adult foster care
- adult protective services
- congregate meals
- home-based services
- home-delivered meals
- recreational services
- transportation services<sup>2</sup>

The 2014 American Communities Survey, conducted by the U.S. Census Bureau, identified approximately 65 million individuals 60 years of age and older who accounted for

---

<sup>1</sup> For purposes of this report, "States" include the 50 States, the District of Columbia, and Puerto Rico.

<sup>2</sup> 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>.



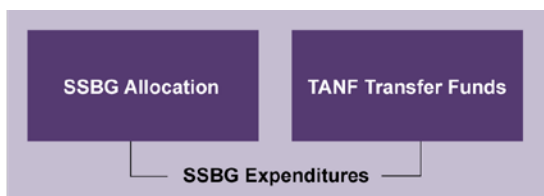
approximately 20% of the total population.<sup>3</sup> As the “baby boomer” generation (adults born between 1946 and 1964) ages, they will face a host of challenges living healthy and independent lives. It is estimated that 37 million older adults will experience and manage more than one chronic condition by 2030.<sup>4</sup>

States may use SSBG funds to support a variety of services for older adults. These services may help older adults remain in their homes and communities, live independently, and improve their quality of life. Services may also be provided to prevent or remedy abuse, neglect, or exploitation of older adults.<sup>5</sup> The following sections examine how States have utilized SSBG funding for older adult services in FY 2014, and detail the number of recipients benefiting from these services.

## SSBG EXPENDITURES FOR AND RECIPIENTS OF SERVICES FOR OLDER ADULTS IN 2014

SSBG disburses funds to States in proportion to their population. In addition, a State may transfer up to 10% of its annual Temporary Assistance to Needy Families (TANF) block grant allocation into its SSBG program.<sup>6</sup> States report annually on SSBG expenditures and recipients in a post-expenditure report. SSBG expenditures are the expenditures of the SSBG allocation combined with TANF funds transferred into the SSBG program (TANF transfer). (See figure 1.)

**Figure 1**  
**Expenditure Terminology**



States report the number of adult recipients in two categories—age 59 years and younger and age 60 years and older. If a State does not collect data on the age of adult recipients, recipients are reported as “adults of unknown age.” Therefore, the number of older adult recipients for services supported in whole or in part by SSBG may be an under representation of the number of adults age 60 years and older receiving services.

<sup>3</sup> U.S. Department of Commerce, U.S. Census Bureau. (2016). *2014 American Community Survey 1-Year Estimates*. Retrieved from [http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_14\\_1YR\\_DP05&src=pt](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_14_1YR_DP05&src=pt).

<sup>4</sup> American Hospital Association, First Consulting Group. (2007). *When I'm 64: How boomers will change health care*. Retrieved from <http://www.aha.org/content/00-10/070508-boomerreport.pdf>.

<sup>5</sup> For in-depth information on the use of SSBG funds for adult protective services, see: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services. (2016). *Social Services Block Grant Program Focus Reports 2014, Adult Protective Services*. Retrieved from <http://www.acf.hhs.gov/programs/ocs/programs/ssbg>.

<sup>6</sup> 42 U.S.C. §604(d)(3)(B).

In FY 2014, 41 States reported spending approximately \$284 million for services to older adults, accounting for 10% of all SSBG expenditures.<sup>7</sup> (See table 1.)

Among the 41 States that reported SSBG expenditures for services for older adults, the percentage of SSBG expenditures used for this purpose varied from less than 1% to 47%.

(See table 2):

- Texas reported spending 47% of its SSBG expenditures for services for older adults. The State used approximately \$82 million in SSBG expenditures on services for this population in FY 2014.
- An additional seven States used between 20% and 45% of their SSBG expenditures for services for older adults—Indiana (44%), Puerto Rico (41%), Maryland (40%), South Dakota (27%), North Carolina (26%), Arizona (22%), and Kansas (20%).

Approximately 2 million adults 60 years of age and older received services funded in whole or in part by SSBG in FY 2014. This represents 12% of the total adult population served by SSBG in FY 2014. (See tables 1 and 2.) This number may be an under representation of the number of adults age 60 years and older receiving services supported by SSBG. Approximately 9.1 million adults of unknown age received services supported by SSBG in FY 2014.

Eleven States reported that 60% or more of the adults served were age 60 and older—Wyoming (100%), Mississippi (87%), South Dakota (81%), Hawaii (76%), South Carolina (75%), Puerto Rico (75%), Tennessee (75%), Colorado (74%), Kansas (71%), Delaware (65%), and Georgia (64%). (See table 2.)

## **SSBG EXPENDITURES AND RECIPIENTS IN EIGHT SERVICE CATEGORIES FOR OLDER ADULTS IN 2014**

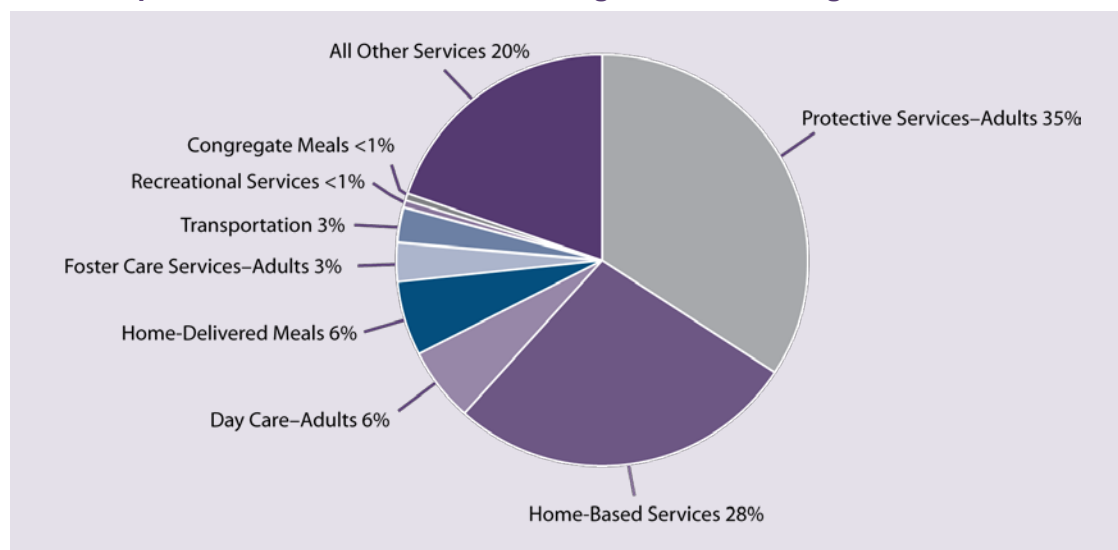
Of the estimated \$284 million in SSBG expenditures for services for older adults, approximately 80% (\$226 million) was reported for eight service categories—adult protective services, home-based services, adult day care, home-delivered meals, adult foster care, transportation services, recreational services, and congregate meals.

Adult protective services accounted for 35% of SSBG expenditures for services for older adults. Home-based services accounted for 28% of SSBG expenditures for older adult services. Adult day care and home-delivered meals each accounted for 6% of SSBG expenditures for older adults. Adult foster care and transportation each accounted for 3% of older adult expenditures. Recreational services and congregate meals each accounted for less than 1% of SSBG expenditures for older adults. (See figure 2.)

---

<sup>7</sup> SSBG expenditures for services for older adults are calculated by multiplying the percentage of recipients age 60 years of age and older by the SSBG expenditures in each service category for each State and summing the results.

**Figure 2**  
**SSBG Expenditures for Older Adults in Eight Service Categories, 2014**



The following sections describe the services, expenditures, and number of older adult recipients in each of these eight service categories.

**Adult protective services** are designed to prevent or remedy abuse, neglect, or exploitation of adults who are unable to protect themselves. In this service category, SSBG funds may be used for a variety of services including investigation, intervention, emergency medical services, emergency shelter, and counseling:

- Twenty-nine States reported spending approximately \$99 million for adult protective services for older adults.
- Older adults accounted for 36% of all adult recipients of this service.

**Home-based services** are provided to individuals or families to assist with household or personal care activities that improve or maintain the recipient’s well-being. SSBG funds used for this service may be used for homemaker or chore services, home maintenance, and household management:

- Twenty-five States reported SSBG expenditures of approximately \$79 million for home-based services for older adults.
- Older adults accounted for 48% of all adult recipients of this service.

**Adult day care services** are intended for adults who require care or supervision for some portion of the day. The services provided in adult day care centers typically include: medical, health, and personal care services; social and recreational services; meals; transportation; and caregiver support:

- Fifteen States reported SSBG expenditures of approximately \$17 million for adult day care for older adults.
- Older adults accounted for 26% of all adult recipients of this service.

**Home-delivered meals** are provided to individuals in their residences. In addition to providing nutritious meals, the daily visit reduces social isolation. Component services may also include assessment of nutritional and dietary needs, nutritional education and counseling, and referral to other services:

- Thirteen States reported SSBG expenditures of approximately \$16 million for home-delivered meals for older adults.
- Older adults accounted for 86% of all adult recipients of this service.

**Adult foster care** is intended for adults that need substitute care due to social, physical, or mental health challenges, or as a consequence of abuse or neglect. Component services may include case planning and management, counseling services, assistance in obtaining necessary supportive services, and the recruitment and licensing of adult foster care providers:

- Eleven States reported SSBG expenditures of approximately \$7.5 million for adult foster care for older adults.
- Older adults accounted for 13% of all adult recipients of this service.

**Transportation services** are critical for older adults who are unable to drive or use public transportation. These services provide individuals with transportation in order to access services, medical care, or employment:

- Fourteen States reported SSBG expenditures of approximately \$7.4 million of SSBG expenditures for transportation services for older adults.
- Older adults accounted for 61% of all adult recipients of this service.

**Recreational services** are provided to facilitate involvement in recreational activities, improve social interaction, and reduce social isolation:

- Five States reported SSBG expenditures of approximately \$784,000 for recreational services for older adults.
- Older adults accounted for 98% of all adult recipients of this service.

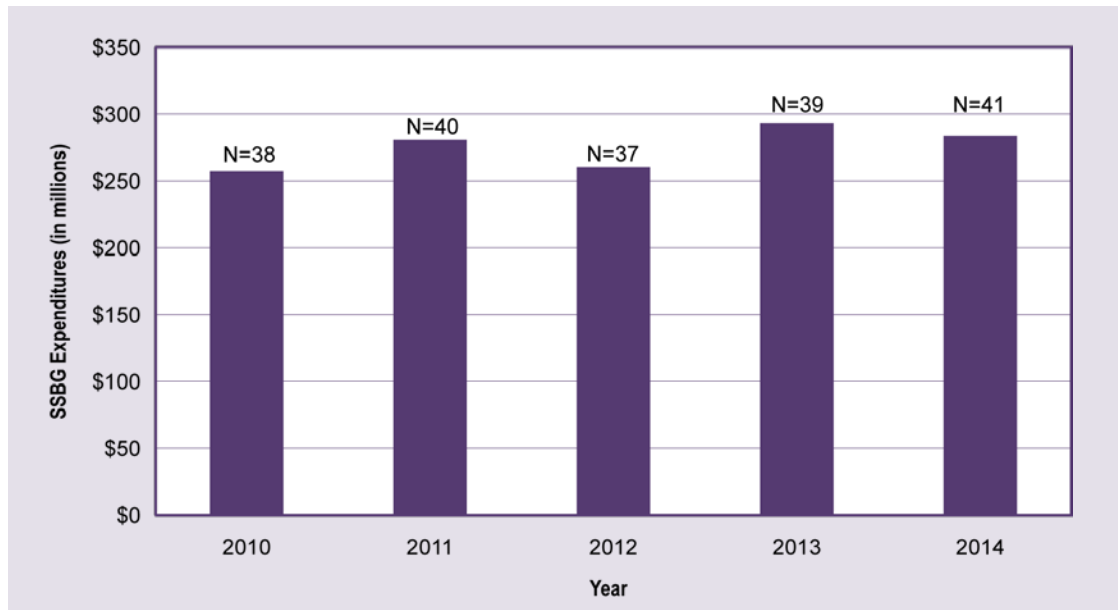
**Congregate meals** are served to individuals in group settings, providing nutritional meals as well as lessening the likelihood of institutionalization or social isolation. Congregate meal services may include nutritional education and counseling, and transportation to and from the meal site:

- Seven States reported SSBG expenditures of approximately \$693,000 for congregate meals for older adults.
- Older adults accounted for 69% of all adult recipients of this service.

## SSBG EXPENDITURE TRENDS FOR SERVICES FOR OLDER ADULTS: 2010–2014<sup>8</sup>

In the last five years, SSBG expenditures for services for older adults increased by 10% from \$257 million in FY 2010 to \$284 million in FY 2014. (See [figure 3](#).) During this period, expenditures fluctuated, increasing to approximately \$281 million in FY 2011 before decreasing to \$260 million in FY 2012. Expenditures then increased again to a high of \$293 million in FY 2013 before decreasing to their FY 2014 level. Of the eight SSBG services detailed above, SSBG expenditures for older adults increased from FY 2010 to FY 2014 for adult day care, adult protective services, home-based services, home-delivered meals, transportation services, and recreational services. SSBG expenditures for older adults decreased from FY 2010 to FY 2014 for adult foster care and congregate meals. (See [table 3](#)).

**Figure 3**  
**SSBG Expenditures for Services for Older Adults, 2010-2014**

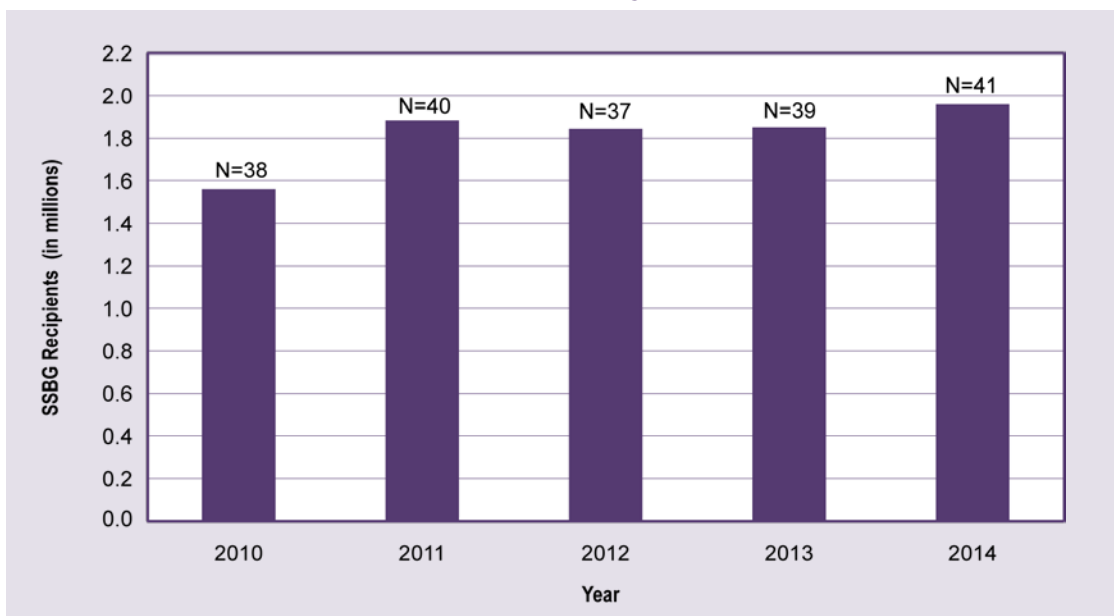


N= Number of States reporting expenditures and older adult recipients for older adult services

The total number of older adults receiving SSBG-funded services increased by 26%, in the last five years, from approximately 1.6 million in FY 2010 to approximately 2 million in FY 2014. (See [figure 4](#).) During this time, recipient numbers increased to approximately 1.9 million in FY 2011 before decreasing to 1.8 million in FY 2012 and FY 2013. Recipient numbers then increased again to their high of approximately 2 million in FY 2014.

<sup>8</sup> Between the time SSBG Annual Reports are produced and the production of the SSBG Focus Reports, some States may update their expenditures data. As a result, some estimates will differ slightly between SSBG Annual Reports and SSBG Focus Reports.

**Figure 4**  
**Older Adult Recipients of Services Funded by SSBG, 2010-2014**



N= Number of States reporting expenditures and older adult recipients for older adult services

## SUMMARY

In FY 2014, 41 States spent approximately \$284 million on SSBG-funded services for older adults, benefitting approximately 2 million adults age 60 and older. Older adult services comprised 10% of all SSBG expenditures in FY 2014. Approximately \$226 million (80%) of SSBG expenditures for older adult services in FY 2014 were used to provide one of eight services: adult day care, adult protective services, adult foster care, congregate meals, home-based services, home-delivered meals, recreational services, and transportation services.

Between FY 2010 and FY 2014, expenditures for older adult services increased overall by 10%, while recipient numbers increased by 26%. Among the eight services with the highest percentage of SSBG expenditures for older adults, SSBG expenditures for older adults between FY 2010 and FY 2014 increased for adult day care, adult protective services, home-based services, home-delivered meals, recreational services and transportation services, while decreasing for adult foster care and congregate meals. At least 37 States reported SSBG expenditures for older adult services in each of the five years.

**Table 1**  
**SSBG Expenditures for and Recipients of Services for Older Adults by Service Category, 2014**

Service Category	SSBG Expenditures for Service	Estimated SSBG Expenditures for Adults Age 60 Years and Older <sup>1</sup>	Percentage of SSBG Expenditures for Adults Age 60 Years and Older	Total Adult Recipients	Number of Adult Recipients Age 60 Years of Age and Older <sup>2</sup>	Percentage of Adult Recipients Age 60 Years and Older	Number of States Providing Service to Older Adults
Adoption Services	\$ 36,781,332	\$ 12,239	<1%	9,223	117	1%	4
Case Management	\$ 188,872,594	\$ 21,653,920	11%	4,411,159	779,956	18%	14
Congregate Meals	\$ 1,528,705	\$ 693,084	45%	98,054	67,697	69%	7
Counseling Services	\$ 28,841,102	\$ 3,214,202	11%	99,296	30,641	31%	11
Day Care—Adults	\$ 25,909,369	\$ 16,624,979	64%	66,790	17,642	26%	15
Day Care—Children	\$ 299,759,015	\$ 0	0%	3,653	0	0%	0
Education and Training Services	\$ 9,728,952	\$ 324,443	3%	497,217	36,957	7%	5
Employment Services	\$ 6,479,366	\$ 204,255	3%	32,158	279	1%	6
Family Planning Services	\$ 6,379,137	\$ 6,672	<1%	128,893	183	<1%	3
Foster Care Services—Adults	\$ 34,546,007	\$ 7,539,722	22%	77,026	10,009	13%	11
Foster Care Services—Children	\$ 426,929,948	\$ 5,634	<1%	3,359	14	<1%	1
Health-Related Services	\$ 20,605,490	\$ 2,393,062	12%	71,264	25,345	36%	10
Home-Based Services	\$ 149,118,086	\$ 78,736,185	53%	198,362	96,018	48%	25
Home-Delivered Meals	\$ 22,816,300	\$ 15,800,267	69%	78,782	67,660	86%	13
Housing Services	\$ 13,458,632	\$ 642,191	5%	151,523	27,697	18%	8
Independent/Transitional Living	\$ 8,970,480	\$ 545,570	6%	20,674	1,830	9%	6
Information and Referral	\$ 21,176,147	\$ 2,114,460	10%	3,120,811	256,703	8%	9
Legal Services	\$ 16,643,066	\$ 2,306,118	14%	50,324	12,641	25%	8
Pregnancy and Parenting	\$ 6,517,614	\$ 12,950	<1%	201,210	40	<1%	1
Prevention and Intervention	\$ 206,240,319	\$ 2,334,870	1%	4,841,665	19,584	<1%	13
Protective Services—Adults	\$ 191,048,216	\$ 98,521,751	52%	578,105	209,739	36%	29
Protective Services—Children	\$ 328,617,452	\$ 390,035	<1%	606,731	58,241	10%	3
Recreational Services	\$ 950,351	\$ 783,549	82%	40,228	39,291	98%	5
Residential Treatment	\$ 91,768,353	\$ 178,615	<1%	6,706	169	3%	3
Special Services—Disabled	\$ 277,222,259	\$ 7,460,352	3%	567,716	15,782	3%	16
Special Services—Youth at Risk	\$ 66,243,901	\$ 5,627	<1%	6,556	31	<1%	1
Substance Abuse Services	\$ 13,452,131	\$ 144,157	1%	109,032	3,193	3%	5
Transportation	\$ 22,549,093	\$ 7,372,635	33%	204,497	124,115	61%	14
Other Services	\$ 149,764,134	\$ 13,562,081	9%	406,895	57,347	14%	14
Administrative Costs	\$ 62,771,553						
<b>TOTAL</b>	<b>\$ 2,735,689,104</b>	<b>\$ 283,583,626</b>	<b>10%</b>	<b>16,687,909</b>	<b>1,958,921</b>	<b>12%</b>	<b>41</b>

<sup>1</sup> SSBG expenditures for services for older adults are calculated by multiplying the percentage of total recipients who are 60 years of age and older by SSBG expenditures in each service category for each State and summing the results. The State-level data used for the calculation are not included in this table.

<sup>2</sup> These numbers may be underestimates of adults age 60 years of age and older, since the age of some recipients is unknown.



**Table 2**  
**SSBG Expenditures for and Recipients of Services for Older Adults by State, 2014**

State	SSBG Expenditures for All Services	Estimated SSBG Expenditures for Adults Age 60 Years and Older <sup>1</sup>	Percentage of SSBG Expenditures for Older Adults	Number of Adult Recipients	Number of Adult Recipients Age 60 Years and Older <sup>2</sup>	Percentage of Adult Recipients Age 60 Years and Older	Number of Services Provided to Older Adults
Alabama	\$ 32,368,941	\$ 0	0%	6,720	0	0%	0
Alaska	\$ 8,165,125	\$ 0	0%	65	0	0%	0
Arizona	\$ 47,646,268	\$ 10,540,801	22%	4,559,565	50,894	1%	15
Arkansas	\$ 15,535,089	\$ 2,460,599	16%	123,156	72,675	59%	8
California	\$ 557,522,606	\$ 7,946,095	1%	399,630	27,529	7%	3
Colorado	\$ 26,586,908	\$ 1,470,543	6%	6,837	5,059	74%	1
Connecticut	\$ 44,560,056	\$ 3,321,167	7%	450,789	74,724	17%	14
Delaware	\$ 4,032,236	\$ 513,929	13%	934	604	65%	5
District of Columbia	\$ 7,884,211	\$ 1,192,524	15%	2,371	658	28%	1
Florida	\$ 154,695,300	\$ 8,891,826	6%	2,617,255	30,233	1%	2
Georgia	\$ 51,216,934	\$ 8,778,683	17%	74,842	47,694	64%	4
Hawaii	\$ 15,399,256	\$ 243,648	2%	1,098	837	76%	2
Idaho	\$ 9,343,423	\$ 208	<1%	283	10	4%	1
Illinois	\$ 65,132,779	\$ 2,616,183	4%	413,794	59,750	14%	5
Indiana	\$ 33,614,285	\$ 14,779,740	44%	212,328	72,189	34%	10
Iowa	\$ 27,904,395	\$ 148,441	1%	45,346	4,465	10%	2
Kansas	\$ 24,506,998	\$ 4,899,966	20%	13,766	9,745	71%	2
Kentucky	\$ 19,734,503	\$ 294,400	1%	102,148	20,835	20%	2
Louisiana	\$ 35,731,931	\$ 62,089	<1%	3,413	171	5%	1
Maine	\$ 13,655,153	\$ 162,488	1%	81,448	385	<1%	2
Maryland	\$ 52,317,915	\$ 20,956,701	40%	26,582	12,827	48%	6
Massachusetts	\$ 78,876,886	\$ 0	0%	52,523	0	0%	0
Michigan	\$ 126,927,389	\$ 0	0%	71,425	0	0%	0
Minnesota	\$ 30,475,752	\$ 3,295,271	11%	88,561	29,083	33%	15
Mississippi	\$ 23,593,930	\$ 3,774,655	16%	19,795	17,228	87%	7
Missouri	\$ 51,794,070	\$ 0	0%	28,115	0	0%	0
Montana	\$ 6,753,035	\$ 511,195	8%	6,321	2,817	45%	2
Nebraska	\$ 9,272,988	\$ 1,620,916	17%	24,022	8,444	35%	8
Nevada	\$ 14,201,244	\$ 2,596,487	18%	36,614	12,142	33%	7
New Hampshire	\$ 7,922,127	\$ 0	0%	100,278	0	0%	0
New Jersey	\$ 56,376,203	\$ 10,144,127	18%	885,959	412,883	47%	17
New Mexico	\$ 10,422,479	\$ 1,956,741	19%	3,489	1,032	30%	1
New York	\$ 289,618,126	\$ 38,063,022	13%	154,368	7,070	5%	9
North Carolina	\$ 55,707,530	\$ 14,742,830	26%	348,879	50,855	15%	16
North Dakota	\$ 3,496,392	\$ 0	0%	4,110	0	0%	0
Ohio	\$ 115,563,561	\$ 9,262,273	8%	223,774	43,479	19%	22
Oklahoma	\$ 33,592,712	\$ 0	0%	7,112	0	0%	0
Oregon	\$ 22,261,010	\$ 0	0%	0	0	0%	0
Pennsylvania	\$ 93,716,176	\$ 1,720,447	2%	4,122,869	659,738	16%	5
Puerto Rico	\$ 12,453,750	\$ 5,109,750	41%	5,932	4,432	75%	2
Rhode Island	\$ 13,972,052	\$ 1,366,950	10%	245,361	44,395	18%	8
South Carolina	\$ 22,389,238	\$ 4,099,487	18%	2,806	2,111	75%	3
South Dakota	\$ 8,403,077	\$ 2,275,863	27%	4,298	3,495	81%	2
Tennessee	\$ 30,167,609	\$ 5,692,760	19%	17,262	12,872	75%	3
Texas	\$ 172,948,971	\$ 81,669,466	47%	900,117	126,950	14%	11
Utah	\$ 23,604,871	\$ 955,975	4%	95,802	17,559	18%	18
Vermont	\$ 8,180,876	\$ 653,794	8%	14,526	1,594	11%	5
Virginia	\$ 56,734,381	\$ 0	0%	50,156	0	0%	0
Washington	\$ 39,700,826	\$ 0	0%	2,094	0	0%	0
West Virginia	\$ 20,290,060	\$ 97,429	<1%	5,625	400	7%	1
Wisconsin	\$ 44,060,881	\$ 4,692,955	11%	23,340	9,052	39%	11
Wyoming	\$ 4,656,590	\$ 1,200	<1%	6	6	100%	1
<b>TOTAL</b>	<b>\$ 2,735,689,104</b>	<b>\$ 283,583,626</b>	<b>10%</b>	<b>16,687,909</b>	<b>1,958,921</b>	<b>12%</b>	<b>28</b>

<sup>1</sup> SSBG expenditures for services for older adults are calculated by multiplying the percentage of total recipients who are 60 years of age and older by SSBG expenditures in each service category for each State and summing the results. The State-level data used for the calculation are not included in this table.

<sup>2</sup> These numbers may be underestimates of adults age 60 years of age and older, since the age of some recipients is unknown.

**Table 3**  
**Change in SSBG Expenditures for Services for Older Adults, 2010-2014<sup>1</sup>**

Service Category	2010 SSBG Expenditures	2014 SSBG Expenditures	Percent Change 2010-2014
Protective Services—Adults	\$ 86,218,012	\$ 98,521,751	14%
Home-Based Services	\$ 65,658,587	\$ 78,736,185	20%
Day Care—Adults	\$ 13,468,330	\$ 16,624,979	23%
Home-Delivered Meals	\$ 15,523,953	\$ 15,800,267	2%
Foster Care Services—Adults	\$ 11,493,005	\$ 7,539,722	-34%
Transportation	\$ 6,000,078	\$ 7,372,635	23%
Recreational Services	\$ 472,820	\$ 783,549	66%
Congregate Meals	\$ 835,977	\$ 693,084	-17%

<sup>1</sup> This table contains trend information on SSBG expenditures for the eight individual services with the highest percentages of expenditures for older adult recipients.

This report was prepared for the Office of Community Services, Administration for Children and Families, U.S. Department of Health and Human Services by WRMA, Inc., a TriMetrix Company, under contract #GS10F0297L. Information about the Social Services Block Grant (SSBG) program is available at <http://www.acf.hhs.gov/programs/ocs/programs/ssbg>.

For additional information, contact the SSBG Federal Project Officer at the following address:

Marsha Werner, SSBG Program Specialist  
Office of Community Services  
Administration for Children and Families  
U.S. Department of Health and Human Services  
330 C Street SW, 5th Floor  
Mail Room 5425  
Washington, DC 20201  
Phone: 202-401-5281  
[marsha.werner@acf.hhs.gov](mailto:marsha.werner@acf.hhs.gov)

Material contained in this report is in the public domain and may be reproduced, fully or partially, without permission from the Federal Government. The courtesy of crediting the source of the material is requested. The recommended citation follows:

U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services. (2016). *Social Services Block Grant Program Focus Reports 2014, Services for Older Adults*. Retrieved from <http://www.acf.hhs.gov/programs/ocs/programs/ssbg>