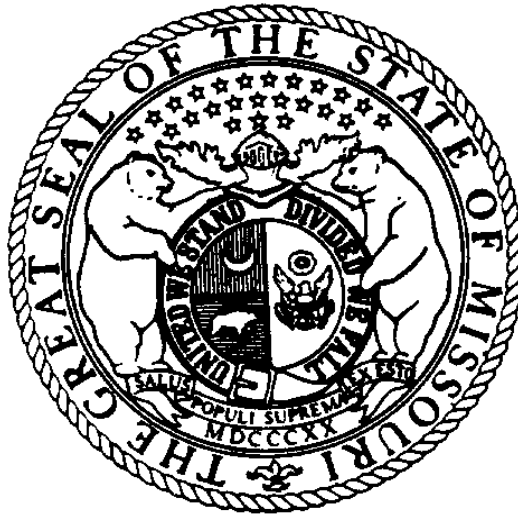


**PRELIMINARY REPORT**  
**OF**  
**THE SPECIAL COMMITTEE**  
**ON SOCIAL SERVICE PROGRAM SAVINGS**



Prepared by  
Adriane Crouse and Adam Koenigsfeld, Senate Research and Appropriations Staff

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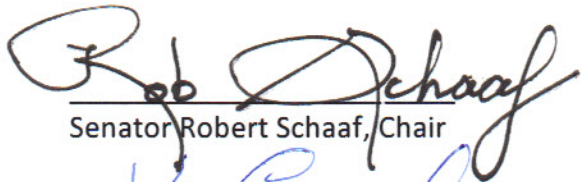
APPENDIX- Chart from the Department of Social Services regarding Major Federal Non  
Medicaid Grants and All Other Federal Grants with State Matching Requirements

March 21, 2012

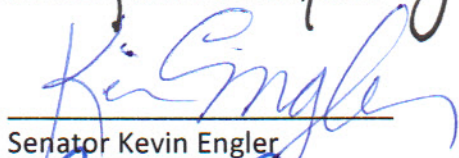
The Honorable Robert Mayer, President Pro Tempore  
State Capitol, Room 326  
Jefferson City, Missouri 65101

Dear Mr. President:

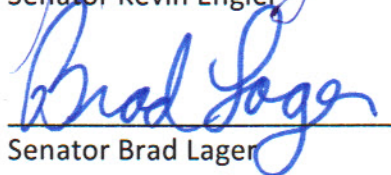
The Special Committee on Social Service Program Savings, acting pursuant to Rule 31 of the Missouri Senate, has met and taken testimony. As requested, the Committee now presents to the General Assembly a preliminary report of findings and general background information on the issue of block grants and waivers as they apply to Medicaid and other Social Service Programs administered by the Department of Social Services.



Senator Robert Schaaf, Chair



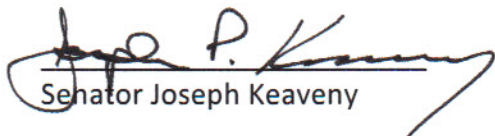
Senator Kevin Engler



Senator Brad Lager



Senator Shalonn "Kiki" Curls



Senator Joseph Keaveny

## **Special Committee on Social Service Program Savings**

### **I. OVERVIEW**

On February 9, 2012, President Pro Tempore Senator Robert Mayer established the Special Committee on Social Service Program Savings. The Committee was charged with the task of conducting hearings for the purpose of exploring past and anticipated changes in the participation and cost of each social service program offered in Missouri. The Committee is further charged with studying possible structural changes of each program, including program elimination, changes to federal funding, eligibility, new programs coordinated with the federal government and any other program changes designed to reduce cost. The membership of the Committee consists of the following senate members: Senator Robert Schaaf, Senator Kevin Engler, Senator Brad Lager, Senator Shalonn “Kiki” Curls, and Senator Joseph Keaveny.

To date, the Committee has held two hearings and solicited testimony from the National Conference of State Legislatures (NCSL) and the Department of Social Services (DSS). Hearings were held on the following dates and locations:

February 21, 2012  
February 28, 2012

Jefferson City, Missouri  
Jefferson City, Missouri

### **II. BACKGROUND INFORMATION**

The initial testimony and information presented to the Committee was on the issues of federal block grants and waivers as they apply to Medicaid and Major Non-Medicaid Social Service programs. A brief explanation of waivers and block grants follows.

#### **A. Waivers**

States have been obtaining “waivers” from the federal Social Security Act for many years. Typically, such waivers are used to try different methods of Medicaid delivery, to make a program change not allowed under program rules or to encompass more categories of people or services that would not otherwise be a part of a typical Medicaid program. Waivers to the Social Security Act are also the basis of the federal Child Support and Child Welfare programs<sup>1</sup>. Waivers, as authorized by Sections 1115 or 1130 of the Social Security Act, authorize the federal Department of Health and Human Services Secretary to waive certain statutory requirements of major health and welfare programs, including Medicaid and SCHIP, provided the Secretary

deems the initiative as a research and demonstration project that also furthers the purposes of the program.<sup>2</sup> The waiver authority is broad, but there are some limits.<sup>3</sup>

Waivers must be budget neutral to the federal government. The state is required to show that during the course of the entire waiver project, the federal Medicaid expenditures will not exceed what the federal government would have spent without the waiver. Waivers are usually approved for a five-year period, but states may seek renewals of the waiver, with such waivers typically renewed for three-year periods after that.<sup>4</sup>

States generally work together with the federal Centers for Medicare and Medicaid Services (CMS) to develop an informal concept paper/outline and then finally submit a proposal. All waivers contain terms and conditions that outline the operation and financing of the approved demonstration project. The waiver process consists of state and federal negotiations and was once thought of a long and arduous process.

Some additional examples of waivers include 1915(b) Managed Care Waivers for use in Medicaid/State Children's Health Insurance program (SCHIP) delivery and 1915(c) Home and Community-Based Waivers for providing long term care services in home and community based settings under the Medicaid program. It is through such a waiver that both standard medical services and non-medical services can be delivered to participants<sup>5</sup>.

Various states have been recently looking into Global Waivers such as the one granted to Rhode Island. Rhode Island asked for and received a capped \$12 billion spread out of funds over five years. Rhode Island is still required to spend state money first to obtain the federal match. However, once met, Rhode Island is allowed to make widespread changes to the Medicaid program without repeatedly seeking federal approval<sup>6</sup>.

## **B. Block Grants**

Block grants are fixed-sum awards that give state or local government broad flexibility to design and carry out programs. Typically, there is not a great deal of federal requirements and not much oversight of the state or local program. Block grants represent a consolidation of existing discretionary programs and funding streams into one grant. Total funding is usually less than funding of all programs added together. However, despite program flexibility to the states, the grants may include federal set-aside and /or maintenance of effort requirements<sup>7</sup>.

It was stated during a hearing that a block grant transforms an individual entitlement program to an entitlement to the states, meaning under the standard Medicaid plan, if a person qualifies for Medicaid, the individual is entitled to obtain Medicaid services. Whereas, if a state were to receive a block grant, it would be the state that is entitled to the cash amount allotted to it, and the state then can set the eligibility requirements. Block grants cap federal expenditures in

some way; eliminates the individual entitlement and provides more flexibility to the states<sup>8</sup>.

In order to obtain a Medicaid block grant, there would have to be a change in federal law. As outlined by NCSL, over the years there have been numerous efforts to change federal law to allow for Medicaid block grants:

- (1) 1981-Reagan
- (2) 1995-1997-Clinton/Gingrich era
- (3) 2003- Bush
- (4) 2011-Rep. Paul Ryan, proposal

Throughout this discussion of block grants, certain issues have been identified relating to Medicaid block grants. Questions have been posed as to how the Medicaid formula for determining the federal match for the block grant would be determined. What would be the minimum requirements as far as eligibility and services to be provided? Would the federal maintenance of effort still be required? How shall undocumented immigrants be treated? What will become of provider reimbursement and regulation? Just how flexible may the state be in administering the program? What happens with private rights of action<sup>9</sup>?

### **III. FEDERAL INDIVIDUAL ENTITLEMENT PROGRAMS WITH STATE MATCHING REQUIREMENTS**

Individual entitlement programs have no upper limit on the amount of funds the federal government will contribute toward allowable costs. If individuals qualify under the program parameters, such individual is entitled to the program services<sup>10</sup>. As with Medicaid, individuals qualifying based on income and resources are entitled to Medicaid services, meaning such individuals have legally enforceable rights to have payment made for basic medically necessary care<sup>11</sup>. Although such programs are individual entitlements, states are not required to participate in such programs. The following programs are federal individual entitlement programs with state matching requirements administered in Missouri by the Department of Social Services.

#### **A. Medicaid**

Medicaid was created by Congress, through Title XIX of the Social Security Act in 1965, as a program to provide medical assistance for individuals and families with low incomes and limited resources. Unlike Medicare, the federal and state government jointly funds Medicaid. Missouri began offering health coverage to low-income individuals in 1959 through a limited medical assistance program that covered a portion of inpatient hospital care. This program was expanded in 1963 to include limited coverage for prescription drugs and dental care. Missouri's Medicaid program under Title XIX of the Social Security Act began in 1967, and coverage initially

included physician's services, outpatient hospital care, and nursing home care. Eligibility was expanded to include the permanently and totally disabled and blind populations as well as expanding services to families receiving Aid to Families with Dependent Children.<sup>12</sup> In fiscal year 1968, Medicaid expenditures totaled \$26 million dollars. In contrast, in fiscal year 2011, Medicaid expenditures exceeded \$7.6 billion dollars. In 2007, Missouri's Medicaid program was renamed the Missouri MO HealthNet program<sup>13</sup>.

As of December 31, 2011, there were 893,449 participants enrolled in the MO HealthNet program, including 540,433 children, 27,092 pregnant women, 80,197 low income parents, 168,104 persons with disabilities, and 77,623 low income seniors<sup>14</sup>.

State participation in Medicaid is voluntary and a state could choose to opt out of the program entirely. Right now, all states participate in the program, and no state has ever opted out. If Missouri were to opt out of the program then it would not receive the funds that comprise the federal portion of the program and any state public health care delivery system would have to be funded entirely with state general revenue.

The federal Affordable Care Act of 2010 ("ACA") revises the framework of the Medicaid program. Under the ACA, no changes may be made to the current eligibility requirements nor can Missouri make it more difficult to apply for coverage. The new federal law requires states to maintain existing income eligibility levels for all Medicaid populations as of March 23, 2010. If the state changes the eligibility standards or makes the methodologies more restrictive than those in place on March 23, 2010, such changes will result in the loss of federal matching funding. The maintenance of efforts standards are in effect for adults until 2014 and for children in Medicaid and the state children's health insurance program (SCHIP) until 2019. In 2014, the new coverage requirements go into effect and states will be required to expand Medicaid to individuals up to 133 percent of the federal poverty level<sup>15</sup>.

#### **B. Title IV-D Child Support -Individual Entitlement Program/ Waiver of Section 1115 of the Social Security Act**

The Child Support Program administered by the Family Support Division (FSD) within the Department of Social Services is charged with collecting financial and medical support for children by locating parents, establishing paternity and determining obligations, and enforcing those obligations. The program is administered from the FSD's central office located in Jefferson City. The FSD also partners with the county governments and the city of St. Louis to increase the quantity and quality of child support services provided to families.<sup>16</sup>

The Child Support Program is an individual entitlement program as authorized by federal law, so the state of Missouri must provide services to any child of an individual who applies for child

support services. The federal amount awarded to the state for Fiscal Year 2011 is \$45.3 million with a state match requirement of \$23.3 million. In Fiscal Year 2011, \$648.5 million was collected through IV-D funded Child Support Program initiatives<sup>17</sup>.

The primary expenditures for this program are for the salaries, communication costs and office expenses for front-line workers, supervisory and support staff to operate the 18 Child Support Field offices located across the state of Missouri and central field support units. Expenditures also include costs associated with county prosecuting attorneys and multi-county services centers for child support activities.

States that have a TANF program must also have a Title IV-D Child support program<sup>18</sup>.

### **C. Food Stamp Program - Individual Entitlement Program**

The Department of Social Services (DSS) is charged with administering the Food Stamp program which assists low-income families with accessing food via an Electronic Benefit Transfer (EBT) card. The card allows eligible individuals and families to purchase food at most grocery stores. The actual cost of the food that is purchased through the program is 100% federally funded and is NOT included in the DSS's budget. The actual cost of the food purchased through the program totals approximately \$1.5 billion<sup>19</sup>.

The Food Stamp program is an individual entitlement program as authorized by federal law. The program is administered by staff within the DSS' Family Support Division. Expenditures for this program include the salaries of FSD employees that determine eligibility, monitor quality and fraud control, provide management evaluation, and other administrative costs. Expenditures also include information technology costs and contractual costs associated with issuance of the EBT card. The administrative costs associated with the program have a 50% state match requirement. Federal funding received for Fiscal Year 2011 was \$36.8 million thus a state match of \$36.8 million was required<sup>20</sup>.

A state can choose not to operate a food stamp program. The department is not aware of any federal provision that would allow or require the federal government to administer a food stamp benefit in Missouri. Missouri citizens receive \$1.5 billion in food stamps annually. According to the department, 97% of food stamp benefits are spent at Missouri retailers<sup>21</sup>.

### **D. Title IV-E Child Welfare –Individual Entitlement Program/ Waiver of Section 1130 of the Social Security Act**

Title IV-E funds are used to assist in providing safe and stable out-of-home care for children until they are safely returned home, placed permanently with adoptive families or placed in other planned arrangements for permanency. In Fiscal Year 2011, the state received \$88.4



million in federal funds with a state matching requirement of \$33.9 million. The funds under this program are used using the Federal Medical Assistance Percentages (FMAP) rates, which are the rates to determine the matching funds rate allocated annually to certain medical and social service programs. FMAP rates are also used in Medicaid funding<sup>22</sup>.

The state does not have to accept the Title IV-E Child Welfare funding from the federal government. If we chose to opt out of this program, the state would have to use state general funds to provide services to children in the supervision and custody of the Department of Social Services as required by state law in Section 210.001<sup>23</sup>.

#### **IV. FEDERAL BLOCK GRANT PROGRAMS WITH STATE MATCHING REQUIREMENTS**

The following list of block grant programs are state entitlement programs in that such grants are noncompetitive awards based on a predetermined formula. If Congress appropriates the funds, the grant is available to the state. The state is not mandated by federal law to administer any of these programs listed below and Missouri could elect to stop participating in such programs. However, throughout the years, Missouri has enacted statutes, promulgated rules or established policy in order to implement such programs or to have such programs tied to other federal or state-only social service programs. If Missouri were to choose to opt out of any of these programs, consideration would have to be made as to the effect of the withdrawal from participation in such programs and any associated funding on other state programs. Also, in some instances, if the state chooses not to participate in a particular program, funds allocated to Missouri would be available to be reallocated to other states<sup>24</sup>.

##### **A. Temporary Assistance for Needy Families (TANF)- Block Grant/State Entitlement**

The purpose of TANF is to assist needy families with children so that they can be cared for in their own homes. TANF is also used to reduce the dependency of needy parents by promoting job preparation, work and marriage as well as preventing out-of-wedlock pregnancies and encouraging the formation and maintenance of two-parent families.

Some of the major provisions of the TANF program include requiring able-bodied adult cash recipients to work or be in work activities after two years of receiving assistance. There are limited good cause exemptions to the requirements.

In Fiscal year 2011-2012, the state was awarded \$217.1 million. The funding has remained the same since 1996. The required state match for the program was \$128.1 million. The main expenditures for the program include: Cash Assistance; Work activities for Cash Assistance recipients; Child Care Subsidy (this portion is also for the Missouri Child Care Program which comes from the Child Care Block Grant); and Staffing and administrative costs related to Cash Assistance program administration<sup>25</sup>.

## **B. Child Care Development Block Grant (CCDBG)- Block Grant/State Entitlement**

The Child Care and Development Block Grant, also known as the Child Care and Development Fund, is the main source of federal funding for child care subsidies for low-income working families and to improve child care quality. The program assists low income families, families receiving temporary public assistance, and those transitioning from public assistance in obtaining child care so they can work or attend training and education programs.

In fiscal years FY 2011-2012, Missouri was awarded \$24.7 million from the Mandatory Fund, \$32.4 million from the Matching Fund and \$42.8 million from the Discretionary Fund. The state had to match the Mandatory Fund in the amount of \$16.5 million and in the amount of \$18.8 million to the Matching Fund. The main expenditures for the program are in the child care subsidy and in the staffing and administrative costs related to child care program administration<sup>26</sup>.

## **C. Low-Income Heating Energy Assistance Program (LIHEAP) - Block Grant/State Entitlement**

The Missouri Low-Income Heating Energy Assistance Program assists low income households, particularly those with the lowest incomes that pay a high proportion of household income for home energy, in meeting their immediate home energy needs. The main expenditures for LIHEAP consist of energy assistance, which is designed to provide financial assistance to help pay heating bills during the months of October, November, December, January, February and March and crisis assistance, which provides an expedited process for obtaining assistance for applications involving a household in a life-threatening energy crisis related situation. In fiscal year 2011, the state received \$68.2 million. There is no state match requirement<sup>27</sup>.

## **D. Social Services Block Grant (SSBG) - Block Grant/State Entitlement**

The Social Services Block Grant is a 100% federal block grant program, from which the state of Missouri received \$32.9 million in Fiscal Year 2011. This block grant is used to help individuals of all ages achieve and maintain economic self-sufficiency and to reduce or eliminate dependency. It is also used to prevent or reduce inappropriate institutional care by providing community-based care, home-based care, or other forms of less intensive care.

Expenditures include home-based services, home-delivered meals and transportation for elderly individuals. It may also include case management, residential treatment, children's treatment services, day care, and foster care<sup>28</sup>.

#### **E. Community Services Block Grant (CSBG) - Block Grant/State Entitlement**

The Community Services Block Grant is a 100% federal block grant block program, which the state of Missouri received \$18.7 million in Fiscal Year 2011. The CSBG's primary purposes are to reduce poverty, revitalize low-income communities, and to empower low-income families and individuals in rural and urban areas to become more fully self-sufficient.

Federal statutes require that at least 90% of the funding be passed through to the 19 Community Action Agencies (CAA) located throughout the state. Missouri Community Action Agencies use CSBG funds to provide a mix of the following services and activities: early childhood education, literacy, job training, transportation, utility assistance, emergency food, asset development, financial literacy, economic development, and community development<sup>29</sup>.

#### **F. IV-B 2 Safe and Stable Families - Block Grant/State Entitlement**

The Safe and Stable Families program dollars are used to prevent the unnecessary separation of children from their families, and ensure permanency for children by reuniting them with their parents by adoption or by another permanent living arrangement through children's treatment services, community partnerships, and mentoring programs.

There is a 25% state match requirement for these dollars. In Fiscal Year 2011, the state received \$9.8 million with a state match requirement of \$3.2 million<sup>30</sup>.

#### **G. Title I Vocational Rehabilitation - Block Grant/State Entitlement**

Title I Vocational Rehabilitation funds are allocated to the state through a formula that requires a 21% state match. In Fiscal Year 2011, the state received \$8.8 million in federal funds with a state matching requirement of \$2.4 million. Dollars are used to assist individuals with physical or mental disabilities to obtain employment and live more independently by providing such supports as counseling, medical and psychological services, job training and other individualized services.

Expenditures include services to enable a blind or visually impaired individual to retain, maintain, or obtain employment<sup>31</sup>.

#### **H. Title IV-B 1 (Child Welfare) - Block Grant/State Entitlement**

Title IV-B 1 dollars are allocated to the state through a federal block grant but require a 25% state match. In Fiscal Year 2011, the state received \$5.5 million in federal dollars with a required state match of \$1.8 million. Funds are used to support at-risk families through services to help children remain with their family or to return them to their family in a timely

manner.

Expenditures include intensive In-Home services, which is a short-term, intensive, home-based crisis intervention program to prevent the removal of a child from his/her family, and Intensive Family Reunification services, which is aimed at determining the factors that caused the removal of the child and work to eliminate those factors that keep the child from returning home<sup>32</sup>.

#### **I. Chafee Foster Care Independence Program (CFCIP) - Block Grant/State Entitlement**

The CFCIP is authorized by Title IV-E of the Social Security Act to offer assistance to help older youth in care and former foster youth (ages 18-21) to acquire training and independent living skills so they can become self-sufficient. States receive the funds upon approval of a state plan and such funds can be used for assisting youth with education, employment, financial management, housing, emotional support, and other activities.

In Fiscal Year 2011, the state received \$3.1 million in federal dollars with a required state match of \$ 0.78 million, representing a 20% state match. If the state chose not to participate in the program, funds allocated to Missouri would be available to be reallocated to other states<sup>33</sup>.

#### **J. IV-E Chafee Education and Training Voucher (ETV) Program - Block Grant/State Entitlement**

The Education and Training Voucher program for youths aging out of foster care was added to the CFCIP in 2002. ETV provides resources to meet the education and training needs of youth aging out of foster care. The program provides up to \$5,000 per year per youth for post secondary education and training.

In Fiscal Year 2011, the state received \$1,042,739 in federal dollars with a required state match of \$ 260,685, representing a 20% state match<sup>34</sup>.

#### **K. Independent Living Services for Older Individuals who are Blind (OIB) - Block Grant/State Entitlement**

The OIB program provides independent living services for individuals age 55 or older who are blind or severely visually impaired, and to help them adjust to blindness so that they may live more independently in their homes and communities.

In Fiscal Year 2011, the state received \$ 643,766 in federal dollars with a required state match of \$ 71,529, representing a 10% state match. The main expenditures in this program are for visual screenings, therapeutic treatment, outreach, provision of eyeglasses, other vision aids,

guide services, transportation, orientation and mobility training, reader services, Braille instruction, information and referral, peer counseling and adaptive technologies<sup>35</sup>.

#### **L. Access and Visitation (AV) Program - Block Grant/State Entitlement**

The AV program assists noncustodial parents to obtain access and visitation rights with their children. In Fiscal Year 2011, the state received \$ 180,659 in federal dollars with a required state match of \$ 20,073 representing a 10% state match<sup>36</sup>.

#### **M. The Emergency Assistance Food Program (TEFAP) - Block Grant/State Entitlement**

The TEFAP serves to provide food to the low-income and unemployed population through select local organizations that directly distribute to households or serve meals. The main expenditures consist of covering transportation, storage and distribution of food commodities. In Fiscal Year 2011, the state received \$ 1, 429, 537 in federal dollars with a required state match of \$ 142,941, representing a 50% state match on administration matters only. In Fiscal Year 2011, this program distributed 18.3 million pounds of food to eligible Missouri citizens. For this program, the state is required to submit a state plan of operation and administration every four years to be eligible to receive the funds<sup>37</sup>.

### **V. FEDERAL DISCRETIONARY COMPETITIVE GRANT PROGRAMS**

#### **Adoption Opportunities (Diligent Recruitment) – Discretionary Competitive**

Missouri chose to apply for this grant and was awarded the funds through a competitive process. This program serves to eliminate barriers, including geographic barriers, to adoption and to provide permanent, loving homes for children who would benefit from adoption, particularly children with special needs. In Fiscal Year 2011, the state received \$ 470, 903 in federal dollars with a required state match of \$ 52,323 representing a 10% state match.

The major expenditures consist of intensive, individualized recruitment efforts in St. Louis City and County, Jefferson County and St. Charles County to increase permanency for children through general, targeted or child-specific recruitment and wrap around services<sup>38</sup>.

### **CONCLUSION**

This preliminary report serves to provide background information on the federal and state programs primarily administered by the Department of Social Services. As part of the Committee's efforts to study and explore Missouri's options and responsibility as to such programs, it has proved necessary to first understand the state programs which are subject to federal requirements and which tie the state budget with federal funding.

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<sup>1</sup> Major Federal Non Medicaid Grants and All Other Federal Grants with State Matching Requirements, Department of Social Services, presented to the Special Committee on Social Service Program Savings on March 5, 2012.

<sup>2</sup> Federal Core Requirements State Policy Options in Medicaid: Current Policies and Key Issues, Kaiser Commission on Medicaid and the Uninsured, April 2011

<sup>3</sup> Overview:Medicaid Block Grants and 1115 Demonstration Waivers, Joy Johnson Wilson, Health Policy Director, National Conference of State Legislatures, presentation to the Special Committee on Social Service Program Savings on February 21, 2012.

<sup>4</sup> Section 1115 Demonstrations: 1115 Waiver Basics, Medicaid.gov, operated by the Center for Medicaid and Chip Services an agency of the U.S. Department of Health and Human Services, <http://www.medicaid.gov/Medicaid-CHIP-Program-Information/By-Topics/Waivers/1115/Section-1115-Demonstration.html>,viewed on March 5, 2012

<sup>5</sup> *Ibid*

<sup>6</sup> Overview:Medicaid Block Grants and 1115 Demonstration Waivers, Joy Johnson Wilson, Health Policy Director, National Conference of State Legislatures; and Rhode Island's Medicaid Gamble, Pamela M. Prah, Stateline Staff Writer, May 11, 2010, <http://www.stateline.org/live/details/story?contentId=483799>

<sup>7</sup> Overview:Medicaid Block Grants and 1115 Demonstration Waivers, Joy Johnson Wilson, Health Policy Director, National Conference of State Legislatures

<sup>8</sup> *Ibid*

<sup>9</sup> *Ibid*

<sup>10</sup> Major Federal Non Medicaid Grants and All Other Federal Grants with State Matching Requirements, Department of Social Services

<sup>11</sup> Testimony of Joy Johnson Wilson, Health Policy Director, National Conference of State Legislatures, presentation to the Special Committee on Social Service Program Savings on February 21, 2012

<sup>12</sup> MO HealthNet Division History, Missouri Department of Social Services, <http://www.dss.mo.gov/mhd/general/pages/history.htm> viewed on March 7, 2012 and from DSS budget

<sup>13</sup> *Ibid*

<sup>14</sup> MO HealthNet Block Grant Option, Ian McCaslin, MD, Director of the MO HealthNet Division, Department of Social Services, presentation to the Special Committee on Social Service Program Savings on February 21, 2012

<sup>15</sup> Federal Core Requirements State Policy Options in Medicaid: Current Policies and Key Issues, Kaiser Commission on Medicaid and the Uninsured, April 2011

<sup>16</sup> Major Federal Non Medicaid Grants and All Other Federal Grants with State Matching Requirements, Department of Social Services

<sup>17</sup> *Ibid*

<sup>18</sup> *Ibid*

<sup>19</sup> *Ibid*

<sup>20</sup> *Ibid*

<sup>21</sup> *Ibid*

<sup>22</sup> *Ibid*

<sup>23</sup> *Ibid*

<sup>24</sup> *Ibid*

<sup>25</sup> *Ibid*

<sup>26</sup> *Ibid*

<sup>27</sup> *Ibid*

<sup>28</sup> *Ibid*

<sup>29</sup> *Ibid*

<sup>30</sup> *Ibid*

<sup>31</sup> *Ibid*

<sup>32</sup> *Ibid*

<sup>33</sup> *Ibid*

<sup>34</sup> *Ibid*

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<sup>35</sup> *Ibid*

<sup>36</sup> *Ibid*

<sup>37</sup> *Ibid*

<sup>38</sup> *Ibid*

**PRELIMINARY REPORT**  
**OF**  
**THE SPECIAL COMMITTEE**  
**ON SOCIAL SERVICE PROGRAM SAVINGS**

**APPENDIX**

Chart from the Department of Social Services regarding Major Federal Non Medicaid Grants and All Other Federal Grants with State Matching Requirements



## Department of Social Services

### Major Federal Non Medicaid Grants and All Other Federal Grants with State Matching Requirements

**State Entitlement:** Non competitive award based on pre-determined formula. If Congress appropriates the funds, the grant is available to the State.

**Individual Entitlement:** No upper limit on the amount of funds the Federal Government will contribute toward allowable costs.

**Discretionary/Competitive:** State chooses to apply for a Federal grant; that application is evaluated and may result in an award.

Grant Name	General Purpose	Grant Type	Missouri FY11/FY12 Award	State Matching Requirements	Main Expenditures	Waiver Authority	State Requirements
Temporary Assistance for Needy Families (TANF)	<ul style="list-style-type: none"> <li>- Assisting needy families so that children can be cared for in their own homes</li> <li>- Reducing the dependency of needy parents by promoting job preparation, work and marriage</li> <li>- Preventing out-of-wedlock pregnancies</li> <li>- Encouraging the formation and maintenance of two-parent families.</li> </ul>	Block / State Entitlement	\$217.1 million	\$128.1 million MOE	<ul style="list-style-type: none"> <li>- Cash Assistance</li> <li>- Work activities for Cash Assistance recipients</li> <li>- Child Care subsidy</li> <li>- Staffing and administrative costs related to Cash Assistance program administration.</li> </ul>		<ul style="list-style-type: none"> <li>- TANF is not mandated by federal law. Missouri could elect to stop participating in the program. However, Missouri's participation in the TANF program is set out in Missouri law. If Missouri decides to opt out of the TANF program Missouri will have to amend or repeal of number of statutes (e.g., RSMo 208.040) and regulations, and make appropriate state plan changes. A number of other programs that Missouri participates in are tied to the TANF program. Missouri would need to carefully research and determine the effect of the withdrawal from participation in the TANF program and its associated funding on other state programs.</li> </ul>
Child Care Development Fund (CCDF)	<ul style="list-style-type: none"> <li>- Assisting low-income families, families receiving temporary public assistance, and those transitioning from public assistance in obtaining child care so they can work or attend training/education.</li> </ul>	Block / State Entitlement			<ul style="list-style-type: none"> <li>- Child Care subsidy</li> </ul>		<ul style="list-style-type: none"> <li>- A State chooses to apply and meet the terms and conditions of the block grant. A State is not required to apply for the Federal Child Care block grant.</li> </ul>
Funds are allocated as follows:		Mandatory Fund	\$24.7 million	\$16.5 million MOE	<ul style="list-style-type: none"> <li>- Staffing and administrative costs related to child care program administration.</li> </ul>		
		Matching Fund	\$32.4 million	\$18.8 million state match (FMAP match)			<ul style="list-style-type: none"> <li>- The child care program is authorized under RSMo 208.044 and RSMo 208.046.</li> </ul>
		Discretionary Fund	\$42.8 million				

Grant Name	General Purpose	Grant Type	Missouri FY11/FY12 Award	State Matching Requirements	Main Expenditures	Waiver Authority	State Requirements
Title IV-E Child Welfare	- Assist in providing safe and stable out-of-home care for children until they are safely returned home, placed permanently with adoptive families or placed in other planned arrangements for permanency.	Entitlement / Individual Entitlement	\$88.4 million	\$33.9 million (FMAP- program 50% admin 75% training)	- Maintenance assistance, adoption assistance, case planning and management, pre-placement activities, eligibility determinations and state and local training.	Section 1130 Social Security Act	- A State does not have to accept Title IV-E Child Welfare funding from the Federal government. However, RSMo 210.001 requires DSS to provide services to children in the supervision and custody of DSS and to their families. Title IV-E helps fund these services.
Low-Income Heating Energy Assistance	- Assisting low income households, particularly those with the lowest incomes that pay a high proportion of household income for home energy, primarily in meeting their immediate home energy needs.	Block / State Entitlement	\$68.2 million (varies)	N/A	- Energy assistance  - Crisis assistance		- A State chooses to apply and meet the terms and conditions of the block grant. A State is not required to apply for the Federal LIHEAP block grant.  - RSMo 660.110 designates DSS as the responsible party for coordinating the LIHEAP grant. Additionally, this program is in State regulation.
Title IV-D Child Support	- Assisting in obtaining support (both financial and medical) for children through locating parents, establishing paternity and support obligations, and enforcing those obligations.	Entitlement / Individual Entitlement	\$45.3 million	\$23.3 million (34% state match)	- Staffing, contractor, IT and other administrative costs related to administration of the child support program, reimbursement to prosecutors and multi-county service centers for child support activities.	Section 1115 Social Security Act	- States that have a TANF program must also have a Title IV-D Child Support program.  - The Child Support program is provided for in RSMo 454.  - In FY 2011, \$648.5 million was collected through IV-D funded Child Support program initiatives.

Grant Name	General Purpose	Grant Type	Missouri FY11/FY12 Award	State Matching Requirements	Main Expenditures	Waiver Authority	State Requirements
Food Stamp Admin	- Assisting low-income families with accessing food via an EBT card that is used to purchase food at most grocery stores and helping them learn to make healthy eating and active lifestyle choices.	Entitlement / Individual Entitlement	\$36.8 million	\$36.8 million (50% state match)	- Food stamp eligibility determinations, program quality and fraud control, management evaluation, IT and other administrative costs.		- A State can choose not to operate a food stamp program. DSS is unaware of any Federal provision that would allow/require the Federal government to administer a food stamp benefit in Missouri. Missourians receive \$1.5 billion in food stamps annually; 97% of food stamp benefits are spent at Missouri retailers.
Social Services Block Grant (SSBG)	<ul style="list-style-type: none"> <li>- Achieving or maintaining economic self-support top prevent, reduce or eliminate dependency.</li> <li>- Achieving or maintaining self-sufficiency, including reduction or prevention of dependency.</li> <li>- Preventing or reducing inappropriate institutional care by providing for community-based care, home-based care or other forms of less intensive care.</li> <li>- Securing referral or admission for institutional care when other forms of care are not appropriate or providing services to individuals in institutions.</li> </ul>	Block / State Entitlement	\$32.9 million	N/A	<ul style="list-style-type: none"> <li>- DHSS - Home-based services, home-delivered meals, and transportation.</li> <li>- Case management, residential treatment, children's treatment services, day care, and foster care.</li> </ul>		- A State does not have to accept the SSBG block grant from the Federal government.

Grant Name	General Purpose	Grant Type	Missouri FY11/FY12 Award	State Matching Requirements	Main Expenditures	Waiver Authority	State Requirements
Community Services Block Grant (CSBG)	- Assisting in alleviating the causes and conditions of poverty in communities.	Block / State Entitlement	\$18.7 million	N/A	- Pass through to the 19 Community Action Agencies (Federal requirement to pass through at least 90%)		<ul style="list-style-type: none"> <li>- A State chooses to apply and meet the terms and conditions of the block grant. A State is not required to apply for Federal CSBG.</li> <li>- RSMo 660.370 through 660.376 provides for the CSBG program. Funding the program is subject to appropriation (RSMo 660.374)</li> </ul>
IV-B 2 (Safe and Stable Families)	- Preventing the unnecessary separation of children from their families, improving the quality of care and services to children and their families, and ensuring permanency for children by reuniting them with their parents, by adoption or by another permanent living arrangement.	Block / State Entitlement	\$9.8 million	\$3.2 million (25% state match)	<ul style="list-style-type: none"> <li>- Children's Treatment Services (prevention / reunification)</li> <li>- Community Partnerships</li> <li>- Mentoring</li> </ul>		<ul style="list-style-type: none"> <li>- A State chooses to apply and meet the terms and conditions of the block grant. A State is not required to apply for Federal IV-B 1 or 2 funds.</li> </ul>
Title I - Vocational Rehabilitation	- Assisting individuals with physical or mental disabilities to obtain employment and live more independently through the provision of such supports as counseling, medical and psychological services, job training and other individualized services.	Block / State Entitlement	\$8.8 million	\$2.4 million (21% state match)	- Services to enable a blind or visually impaired individual to retain, maintain or obtain employment.		<ul style="list-style-type: none"> <li>- DESE is the Single State agency administering the Vocational Rehabilitation grant. A portion of the funds are sub granted to DSS for administration of services to eligible blind and visually impaired individuals. The State Agency designated to administer the vocational rehabilitation program may receive funds with the submission of an approved State plan.</li> <li>- RSMo 178.600 178.630 provides for the Vocational Rehabilitation program.</li> </ul>

Grant Name	General Purpose	Grant Type	Missouri FY11/FY12 Award	State Matching Requirements	Main Expenditures	Waiver Authority	State Requirements
IV-B 1 (Child Welfare)	- Supporting at-risk families through services which allow children to remain with their families, or return to their families in a timely manner.	Block / State Entitlement	\$5.5 million	\$1.8 million (25% state match)	- Children's Treatment Services (prevention / reunification)		- A State chooses to apply and meet the terms and conditions of the block grant. A State is not required to apply for Federal IV-B 1 or 2 funds.
Chafee Foster Care Independence Program	- Assisting older youth in foster care to acquire training and independent living skills to help them become self-sufficient.	Block / State Entitlement	\$3.1 million	\$0.78 million (20% state match)	- Activities and programs that help with education, employment, financial management, housing and emotional support for youth.		- A State chooses to apply and meet the terms and conditions of receiving the funds. A State is not required to apply for Chafee funds. Funds allocated to a state and not accepted by that state are available to be reallocated to other states.
IV-E Chafee Education and Training Voucher (ETV) Program	- Meeting the education and training needs of youth aging out of foster care.	Block / State Entitlement	\$1,042,739	\$260,685 (20% state match)	- Provides up to \$5,000 per year per youth for post secondary education and training for eligible youth.  Vocational Training, or preparation for post-secondary education.		- A State chooses to apply and meet the terms and conditions of receiving the funds. A State is not required to apply for Chafee ETV funds. Funds allocated to a state and not accepted by that state are available to be reallocated to other states.

Grant Name	General Purpose	Grant Type	Missouri FY11/FY12 Award	State Matching Requirements	Main Expenditures	Waiver Authority	State Requirements
Independent Living Services for Older Individuals who are Blind (OIB)	- To provide independent living services for individuals age 55 or older who are blind or severely visually impaired, and to help them adjust to blindness so that they may live more independently in their homes and communities.	Block / State Entitlement	\$643,766	\$71,529 (10% state match)	- Services provided under the program are visual screening, therapeutic treatment, outreach, provision of eyeglasses, other vision aids, guide services, transportation, orientation and mobility training, reader services, Braille instruction, information and referral, peer counseling and adaptive skills training		- A State chooses to apply and meet the terms and conditions of receiving the funds. A State is not required to apply for the Independent Living OIB funds.
Blind State Independent Living	- Assisting individuals with significant disabilities to support independent living.	Block / State Entitlement	\$43,704	\$4,856 (10% state match)	- Provide financial assistance to provide, expand and improve independent living services.		- DESE is the Single State agency administering the Independent Living grant. A portion of the funds are sub granted to DSS for administration of services to eligible blind and visually impaired individuals. The State Agency designated to administer the independent living program may receive funds with the submission of an approved State plan.
Access & Visitation	- Assisting the noncustodial parents to access and visit their children.	Block / State Entitlement	\$180,659	\$20,073 (10% state match)	-		- A State must submit a state plan to apply for funds. A State is not required to apply for Access & Visitation funds.

Grant Name	General Purpose	Grant Type	Missouri FY11/FY12 Award	State Matching Requirements	Main Expenditures	Waiver Authority	State Requirements
The Emergency Assistance Food Program (TEFAP)	- Assisting in providing food to the low-income and unemployed population through select local organizations that directly distribute to households or serve meals.	Block / State Entitlement	\$1,429,537	\$142,941 (50% state match on Admin only)	- Covers transportation, storage and distribution of food commodities.		- A State must submit a state plan of operation and administration every four years to be eligible to receive commodities and related administrative funds to distribute those commodities. A State is not required to apply for the commodities or TEFAP administrative funds.  - In FY 2011, this program distributed 18.3 million pounds of food to eligible Missourians.
Adoption Opportunities (Diligent Recruitment)	- To eliminate of barriers, including geographic barriers, to adoption and to provide permanent, loving home environments for children who would benefit from adoption, particularly children with special needs.	Discretionary / Competitive	\$470,903	\$52,323 (10% state match)	- Intensive, individualized recruitment efforts in St. Louis City and County, Jefferson County and St. Charles County to increase permanency for children through general, targeted and/or child-specific recruitment and wrap around services.		- Missouri applied for this grant and was awarded funds through a competitive process.