

**COMMONWEALTH OF VIRGINIA  
SOCIAL SERVICES BLOCK GRANT  
PRE-EXPENDITURE REPORT  
FEDERAL FISCAL YEAR 2023**

**I. INTRODUCTION**

This document required by the 1981 Omnibus Budget Reconciliation Act, is Virginia's Pre-Expenditure Report/Plan for Social Services for FFY 2023 (October 1, 2022 – September 30, 2023). SSBG in Virginia is not a single program to which individuals can apply directly. It is a funding source, which partially supports various services delivered through local departments of social services. This report contains information on expected expenditure of federal funds under the Social Services Block Grant (SSBG).

**II. PUBLIC INSPECTION OF PRE-EXPENDITURE REPORT**

The Pre-Expenditure Report was made available to the public via a public notice indicating the availability of the report for review upon request and the location of the report on the state's website (Reference "Public" Notice: Attachment #1 located in section VII of this report.). A broadcast notice to the local departments of social services (LDSS) was placed on FUSION, the VDSS intranet, for access by all localities (Reference "Broadcast" Notice: Attachment #2 located in section VII of this report.).

**III. ADMINISTRATIVE OPERATIONS**

The mission of the Virginia Department of Social Services is *"to design and deliver high-quality human services that help Virginians achieve safety, independence, and overall well-being."*

Programs of the Virginia Department of Social Services are designed to assist persons in need; provide effective intervention when necessary; and ensure the safety, stability, and well-being of the most vulnerable citizens.

In Virginia, one hundred and twenty (120) local departments of social services (LDSS) have been an integral part of the social services delivery system for over 30 years. They are the focal point in each community for the delivery of family-focused preventive, supportive, and protective services. These agencies are allocated federal social services funds, which are budgeted by them to either deliver a service directly or purchase a service. LDSS use federal, state, and local funds to

deliver services. This Pre-Expenditure Report includes basic information and statewide summaries of services and funding.

Service delivery activities are directed toward five national goals. The goals include self-support, self-sufficiency, protection of children and adults, community and home based care, and institutional care.

#### **IV. FISCAL OPERATIONS**

##### **DESCRIPTION OF CRITERIA FOR DISTRIBUTION AND USE OF FUNDS**

For FFY 2023, budget line allocations are direct service activity based on one of five methodologies: (1) projected program expenditures, (2) approved formulas, (3) allocations based upon approved locality plans, (4) federal fiscal year 2022 allocations, or (5) indirect costs that are allocated to SSBG based upon the federally approved Public Assistance Cost Allocation Plan (PACAP).

##### **DESCRIPTION OF FINANCIAL OPERATIONS SYSTEM:**

###### **1) THE COST ALLOCATION PROCESS**

- Costs are accumulated and processed quarterly using PACAP guidelines through a CAP system application that was developed by VDSS.
- The CAP system is used to process and allocate all costs on a quarterly basis to appropriate state and federal grants and programs.
- Financial Accounting & Analysis System (FAAS) is the VDSS Accounting/Financial System of record for all federal, state and local expenditures related to social/public assistance services.
- FAAS chart of accounts is a systematic structure for recording and reporting accounting information pertaining to the financial activities of VDSS. The major account segments within FAAS used by the CAP module to determine the allocation treatment of costs are the:
  - a) Cost Code - The primary segment used for most costs.
  - b) Project Number – A unique number assigned in conjunction with the cost code if costs within a cost code will result in different allocation methodologies or benefiting programs

- Activities for Cost Codes that can be identified with a single grant or program on a consistent basis are treated as direct costs and maintain their pre-assigned grant or program designation within the allocation process.
- Activities for Cost Codes that benefit more than one grant or program are treated as indirect costs and are allocated based on methodologies that reflect the benefit received by each of the programs.
- Indirect Cost Codes are assigned to an allocation pool that identifies the programs that the costs benefit.
- Program/Service Areas are as follows:

<b>Program Service Area #'s</b>	<b>Program/Service Area Titles</b>
45101	Training and Assistance to Local Staff
45103	Central Administration and Quality Assurance for Family Services
45105	Central Administration and Quality Assurance for Community Programs
46010	Local Staff and Operations
46802	Adult In-Home and Supportive Services
46803	Domestic Violence Prevention and Support Activities
46901	Foster Care Payments and Supportive Services
46902	Supplemental Child Protective Activities
46903	Adoption Subsidies and Supportive Services
49203	Other Payments to Human Services Organizations
49901	General Management and Direction
49902	Information Technology Services
49903	Accounting and Budgeting Services
49914	Human Resources Services
49916	Planning and Evaluation Services
49918	Procurement and Distribution Services
49919	Public Information Services
49922	State Indirect Cost Allocation Plan
49929	Financial and Operational Audits
56101	Regulation of Adult and Child Welfare Facilities
56106	Interdepartmental Licensure and Certification
77503	Emergency Planning Preparedness Assistance

**DESCRIPTION OF THE STATE’S METHOD OF CALCULATING COSTS**

**2) VDSS’s ALLOCATION METHODOLOGIES AND STATISTICAL TYPES**

- When assigning costs as either direct or indirect, the Department ensures that costs are accorded consistent treatment. Costs are not assigned to a Federal award as a direct cost if any other cost incurred for the same purpose in like circumstances has been allocated to the Federal award as an indirect cost.
- Various allocation methodologies and statistics are used and are updated in the CAP system prior to the start of the quarterly allocation process. The allocation pools and the statistics used are listed in the following table:

	<b>Allocation Methodologies</b>	<b>Statistic Types</b>
1.	ADAPT Pool	Average Active Client Counts
2.	Administrative Non-IV D	Agency Cumulative Costs – Excluding IV-D
3.	Administrative Pool	Agency Cumulative Costs
4.	<u>Child Support Business Operations Administrative Pool</u>	<u>Total Positions (FTE and Wage)</u>
4.5.	CPMO (Customer Portal – Maintenance/Operations Pool	Modified RMS
5.6.	CSE (Child Support Enforcement)(TMC)	Time Log
6.7.	Cumulative Costs of CC 52301 (ESM Contract)	Calculated
7.8.	DBP Pool (Division of Benefit Programs)	Program Cumulative Costs
9.	<u>DBCP (Division of Benefit and Child Care Programs)</u>	<u>Program Cumulative Costs</u>
10.	<u>DCO (ITS Deputy Commissioner’s Office Administration Costs)</u>	<u>Program Cumulative Costs</u>
8.11	DCVS Pool (Division of Community & Volunteer Services)	Program Cumulative Costs
9.12	DFS Pool (Division of Family Services)	Program Cumulative Costs
10.1	DIS Enterprise System P-APD Pool (Division of Information Systems)	Program Cumulative Costs
11.1	DIS Enterprise System I-APD – Customer Portal Pool (Division of Information Systems)	Calculated
12.1	DIS Time Log Pool (Division of Information Systems)	Time Log
13.1	DLP Pool (Division of Licensing)	Program Cumulative Costs
14.1	EA Time Log Pool (Economic Assistance Unit)(TMJ)	Time Log
15.1	Eligibility (ELIG)	Calculated
16.1	Eligibility Enhanced (ELIG_E)	Calculated
17.2	ESM COTS Software (ESCTS)	Calculated
18.2	ESM Development-Migration (ESMG)	Calculated
19.2	ESM Development-(Conversion) (ESMC)	Calculated
20.2	ESM - MAGI (ESMM)	Calculated
21.2	ESM Other - (ESMO) Non-Medicaid Contract Expense	Calculated
22.2	ESM Management Oversight (DESM)	Calculated
23.2	FAMIS P-Rate Pool	Enrollees
24.2	FC Pool (Foster Care Unit Administrative Pool)	Program Cumulative Costs
25.2	FC/Adopt A Pool (Foster Care/Adoption Case Counts) – 50% FFP	Penetration Rate

	<b>Allocation Methodologies</b>	<b>Statistic Types</b>
<del>26.2</del>	FC Adopt E Pool (Foster Care/Adoption Case Counts) Enhanced	Penetration Rate
<del>27.3</del>	FC Adopt - Provider Management P-Rate (FCA_PM)	Penetration Rate
<del>28.3</del>	Fraud Pool	Fraud Investigations Completed
<del>29.3</del>	Hearings Pool	Appeals Disposed
<del>33.</del>	<u>CAH Pool (CPS/APS Hotline)</u>	<u>Number of Calls</u>
<del>30.3</del>	ICPC/ICAMA Pool (Interstate Compact)	Active Cases (Children)
<del>31.3</del>	IV-E Adopt A Pool (IV-E Adoption Admin Penetration Rate)	Penetration Rate
<del>32.3</del>	IV-E Adopt E Pool (IV-E Adoption Enhanced Penetration Rate)	Penetration Rate
<del>33.3</del>	IV-E FC A Pool (IV-E Foster Care Administrative Penetration Rate)	Penetration Rate
<del>34.3</del>	IV-E FC E Pool (IV-E Foster Care Enhanced Penetration Rate)	Penetration Rate
<del>39.</del>	<u>IV-E KinGAP P-rate</u>	<u>Penetration Rate</u>
<del>40.</del>	<u>LCP Pool (LDSS Centralized Postage)</u>	<u>Program Printing Costs</u>
<del>35.4</del>	Licensing Pool	Mandated Inspections
<del>36.4</del>	MA Pool (Medical Assistance)	Active Cases (Enrollees)
<del>43.</del>	<u>New Licensing System Development Pool</u>	<u>Adult and Child Care Facilities Inspections</u>
<del>44.</del>	<u>ONCS (Office of Newcomer Services Pool)</u>	<u>Refugee Costs</u>
<del>37.4</del>	P-Rate Adoption & SSBG Adoption	Penetration Rate
<del>38.4</del>	P-Rate Foster Care & SSBG Foster Care	Penetration Rate
<del>39.4</del>	P-Rate Independent Living - Foster Care Other Admin & SSBG Foster Care	Penetration Rate
<del>40.4</del>	P-Rate Pre-Placement & SSBG Prevention	Penetration Rate
<del>41.4</del>	P-Rate Time Limited Family Reunification - Foster Care Other & SSBG Foster Care	Penetration Rate
<del>42.5</del>	PRS Pool – PARIS Pool (Public Assistance Reporting Information System)	Calculation
<del>43.5</del>	QC Pool (Quality Control)	Quality Control Cases
<del>44.5</del>	RMS Single Pool	Observations
<del>45.5</del>	RMS Single Pool (Excluding Adult Services & Adult Protective Services)	Observations
<del>54.</del>	<u>RMS Benefit Programs Only</u>	<u>Observations</u>
<del>55.</del>	<u>RMS Single Pool (VaCMS)</u>	<u>Observations</u>
<del>56.</del>	<u>SPA (State Programs Administrative Pool)</u>	<u>Position Count</u>
<del>46.5</del>	Training	Course Hours
<del>47.5</del>	Virginia Case Management System (VaCMS)	Calculated
<del>48.5</del>	Workforce Development Time Log (TANF Unit) (TMU)	Time Log

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- Each Local Department of Social Services (LDSS) must participate in the RMS process, which is used to collectively and statistically allocate costs to federal grants.
- The RMS process allows localities to identify and allocate activities carried out by its local staff without keeping minute-by-minute records of activities during the day.

## V. PROGRAM OPERATIONS

Service delivery activities are directed toward five national SSBG statutory goals. The goals include:

- Achieving or maintaining economic *self-support* to prevent, reduce, or eliminate dependency;
- Achieving or maintaining *self-sufficiency*, including reduction or prevention of dependency;
- Preventing or remedying *neglect, abuse, or exploitation of children and adults* unable to protect their own interests, or preserving, rehabilitating, or reuniting families;
- Preventing or reducing inappropriate institutional care by providing *community-based care, home-based care*, or other forms of less intensive care; and
- Securing referral or admission for *institutional care* when other forms of care are not appropriate or providing services to individuals in institutions.

The following categories will be serviced for Federal Fiscal Year 2023:

**Universal Access**

Certain services are available to all people without regards to income. There are seven direct services (i.e., delivered directly by local welfare/social service agencies):

***Child Protective Services*** – The goal of Child Protective Services (CPS) is to provide a specialized continuum of services to protect children from abuse, neglect, or exploitation, to preserve families whenever possible, and to prevent further maltreatment. "Child protective services" means the identification, receipt and immediate response to complaints and reports of alleged child abuse or neglect for children under 18 years of age. It also includes assessment, arranging for, and providing necessary protective and rehabilitative services for a child and his family when the child has been found to have been abused, neglected, or at risk of being abused or neglected.

***Adult Protective Services*** - Adult Protective Services (APS) includes the receipt and investigation of reports of abuse, neglect or exploitation, and the provision of services to stop or prevent the abuse. Protective services also include assessing service needs, determining whether the subject of the report is in need of protective services, documenting the need for protective services, specifying what services are needed, and providing or arranging for service delivery. Because there is no federal statute or funding directly related to the delivery of APS, each state has developed its own system for service delivery. Nationwide, APS is usually the first responder to reports of abuse, neglect, or exploitation of vulnerable adults.

***Assessment and Case Management*** - LDSS provide a statewide system of prevention, protective services, needs assessments, and case management services for incapacitated individuals who are 18 and over and adults who are 60 years of age and over. LDSS are the focal point for delivery of services through eligibility determination and needs assessment. Assessment is an integral part of case management and includes an assessment of both individual and family needs and wishes. Completing the Virginia Uniform Assessment Instrument (UAI) is the first step in obtaining services.

***Adult Services*** - Adult Services (AS) assists adults age 60 and over and incapacitated individuals 18 and over and their families when appropriate. Services are designed to help adults remain in the least restrictive environment of their choosing -- preferably their own home -- for as long as possible. Adequate home-based services and case management decrease or delay the need for institutional placement, reduce costs, and ensure appropriate support services.

***Prevention and Intervention Services*** – Includes purchasing any service to prevent disruption of the family and stabilize the situation, provided that the need is documented in the case record. These services may include the purchase of emergency shelter until more permanent arrangements can be made and may also include items such as clothing, food, utilities, or rent when no other resource is available and the lack of these goods and services become life threatening or may result in institutionalization.

***Foster Care and Adoption for Families*** - Foster care provides services, substitute care, and supervision for children on a 24-hour basis until a child can either return to their family, be placed in an adoptive home, or other permanent foster placement.

The services may all be universal access services, or localities have the option to exclude Employment Services, in which case there would be six universally available services.

For purchased services, the following services are universal access:

Adult Protective Services  
Child Protective Services - Foster Care for Children  
Prevention Services

## **CHARACTERISTICS OF INDIVIDUALS TO BE SERVED**

- a) The Virginia Department of Social Services provides services to children and adults of all ages.
- b) Eligibility Criteria - persons who are eligible based on their membership in federal income maintenance groups. The income maintenance groups include Temporary Assistance for Needy Families and Supplemental Security Income (SSI) recipients.
- c) Income Guidelines – persons who are eligible based on their income as compared to Virginia’s annual median income.
- d) Definitions as they relate to the state of Virginia’s SSBG operation:
  - Child:** Any person less than 18 years of age
  - Adult:** Any person 18 years of age or over
  - Family:** The client and all individuals living together in which there is a legal and/or caregiver relationship

## **TYPES OF ACTIVITIES TO BE SUPPORTED**

**Direct Services** – These services are provided directly by local welfare/social service agencies and include: Adult Protective Services, Adult Services, Child Protective Services, Employment Services, Foster Care and Adoption for Families, Assessment & Case Management, and Prevention and Support Services.

**Purchased Services** – These services are purchased from private individuals, private agencies or other public agencies. They include services to children in foster care, preventive services, and protective services for children and adults.

**State Department of Social Services** – Funds are appropriated to this state agency for central and regional administrative activities such as planning, policy making, and monitoring and evaluation with regard to all programs.

**TANF/SSBG** – Virginia transfers the maximum amount allowable from TANF to SSBG. Section 404(d)(3)(A) of the Social Security Act governs the transfer of TANF funds to the SSBG program. It limits the amount that a state may currently transfer to no more than 10% of its total annual TANF grant to SSBG. All funds transferred to the SSBG program are subject to the statute and regulations of the recipient SSBG program in place for the current fiscal year at the time when the transfer occurs. All amounts paid to a State under this part that are used to carry out state programs pursuant to Title XX shall be used only for programs and services to children or their



families whose income is less than 200 percent of the official poverty level applicable to a family of the size involved.

The Virginia Department of Social Services uses the same program titles according to those listed for the SSBG Uniform Definition of Services.

Virginia operates a state supervised, locally administered welfare system that consists of one hundred and twenty (120) local departments of social services (LDSS). The focal point in each community is the delivery of family-focused preventive, supportive, and protective services.

**VI. PRE-EXPENDITURE REPORTING FORM**

**VII. DOCUMENTATION OF PUBLIC HEARING**

**VIII. CERTIFICATIONS –**

- (A) ANTI-LOBBYING
- (B) DRUG-FREE WORK REQUIREMENTS
- (C) DEBARMENT AND SUSPENSION
- (D) ENVIRONMENTAL TOBACCO SMOKE, ALSO KNOWN AS THE PRO-CHILDREN ACT OF 119, P.L.103-227.

**IX. PROOF OF AUDIT -**

The Auditor of Public Accounts conducted a Single Audit for the year ended June 30, 2021. There were no findings for SSBG.