



Resource Map of Expenditures for Tennessee Children and Youth

Tennessee Commission on Children and Youth
Annual Report to the Legislature
April 2023





STATE OF TENNESSEE
TENNESSEE COMMISSION ON CHILDREN AND YOUTH

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TO: Members of the Tennessee General Assembly
FROM: Richard Kennedy, Executive Director
Rose Naccarato, Director of Data, Communication, and Impact
DATE: April 15, 2023
RE: *Resource Mapping 2023 Report*

In accordance with 2008 Public Chapter 1197, codified as TCA 37-3-116 (included as Appendix A), attached please find the *Resource Mapping 2023 Report* of federal and state expenditures for services for Tennessee children. This report includes data for FY 2021-22.

TCCY appreciates the assistance of the many staff across state government who made the collection of data for the *Resource Mapping 2023 Report* possible. Collaborators in providing information are essential for developing this report. Staff across departments change, but their quick responses, cooperative nature and dedication to accuracy never does. Resource Mapping asks departments to report data differently than they do for other purposes. Departments that primarily serve children and youth may have fewer challenges than those serving all ages. Separating expenditures on children from those benefiting all Tennesseans can be difficult, and further dividing the data geographically or by program focus is sometimes too much for existing data systems. We push those limits a bit more every year, and our data partners across state government always try to give us information the way we need it.

As a result of statewide and national focus on behavioral health services, this year's report examines the portion of expenditures supporting those services. As discussed in the analysis, choosing which services to classify as behavioral health, and separating those expenditures from others, was challenging. In many cases, the results can only be called best estimates. Full explanations of methodology for programs in each department with services classified as behavioral health is included in an appendix to this report. Program staff across departments went above and beyond to help us identify the correct services and estimate the proper portions. Their help is deeply appreciated. TCCY plans to launch a more comprehensive look at expenditures on, and types and availability of, behavioral health services for children across the state. Resource Mapping data has provided an important start, but the picture is far from fully illuminated.

Mapping resources invested in Tennessee children and youth is a living process that improves at least a little bit every year. We frequently identify programs for inclusion, resulting in a new department or commission added to the data. Data changes this year reflect programs moving back toward pre-pandemic activity. Serving students during the pandemic created so many new challenges, school expenditures still increased for that period. Several other programs, however, suspended or reduced services. These program expenditures show a move toward more typical levels. At the same time, federal funds sent to the states to address disruptions to needed services continue to filter through. Changes in federal funding began to emerge in FY 2020-21, but effects will likely continue for years. TCCY staff is working with data reporters from the various agencies on how best to examine these effects over the next few years.

One of the tasks included in the legislation creating the Resource Mapping project is “a description of the manner in which the funds are being used within the agencies or organizations, the performance measures in place to assess the use of such funding and the intended outcomes of the programs and services.” These questions are asked and answered in the data, but it is our continued hope to take this one step further and measure how well programs are meeting their stated goals. To that end, we have recommended for each of the last several years that Tennessee develop a workable Statewide Longitudinal Data System (SLDS) allowing a link between services received and outcomes. Services for children and youth are provided with the hope of long-term improvements in educational attainment, health, mental health, family and economic stability and career success. Without the ability to connect outcomes to services, it is difficult to assess service effectiveness or recommend changes or improvements to them. Tennessee’s child-serving agencies have significantly increased their internal evaluation of services over the past few decades, and the state’s P-20 database officially qualifies as an SLDS, but data necessary to connect services to long-term outcomes remains elusive.

We thank the members of the General Assembly for their continued support of this important work as we all strive to ensure Tennessee children are Safe, Healthy, Educated , Nurtured and Supported, and Engaged in activities helping them reach their potential.

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Resource Mapping 2023

Tennessee benefits when citizens work with the public sector to maintain and improve our way of life through careful stewardship of our public structures – whether law enforcement, highways, libraries, colleges or services for children. Our public systems must be stable to guarantee Tennessee’s citizens can continue to look forward to a quality of life that provides the foundation for a healthy state.

The state budget is the instrument we use to plan for the future, and it reflects our shared priorities. Over the past several decades Tennessee has established public-private and state-local partnerships to implement essential “infrastructure” services for children, families and vulnerable Tennesseans. These basic public supports developed in our child welfare, education, health, human services, youth justice, mental health and disability services systems are interrelated; therefore weakening public structure resources in one system erodes the strength of the foundation in all systems.

“An investment in knowledge always pays the best interest.”

Benjamin Franklin

These services and supports provide children with opportunities to thrive, become productive citizens, remain with their families, succeed in school, and become part of Tennessee’s economic engine of the future. They do this by improving health and educational opportunities and reducing child abuse and involvement with child welfare and youth justice systems.

In FY 2020-21, Tennessee launched *Resilient TN*, which grew out of earlier efforts to prevent and mitigate the impact of adverse childhood experiences – ACEs – because of their lifelong impact on both individuals and communities. The original ACEs identified in the seminal study by Kaiser Permanente and the Centers for Disease Control in the mid-1990s included physical, emotional, and sexual abuse, physical and emotional neglect, parental mental illness and substance abuse, domestic violence, parental incarceration, and parental absence due to divorce, separation or single parenthood. More recent studies indicate additional undesirable conditions, including poverty, racism, bullying and community violence also create toxic stress that disrupts the architecture of the developing brain in young children.

“It is easier to build strong children than to repair broken men.”

Frederick Douglass

The early years of life matter because the basic architecture of the human brain is constructed through an ongoing process that begins before birth and continues into adulthood. Early experiences literally shape how the brain is built, establishing either a sturdy or a fragile foundation for all the development and behavior that follows. Left unaddressed, ACEs and their impact make it more difficult for a child to succeed in school, live a healthy life, and contribute to the state’s future prosperity – our communities, our workforce, and our civic life.

Resilient TN is focusing less on increasing awareness of ACEs and more on building resilience. Tennessee's public service infrastructure reduces stress on families and thus on children. Nonetheless, some children will experience adverse events and toxic stress. Providing means for children to be resilient in the face of adverse experiences makes Tennessee stronger. Addressing ACEs requires a two-generation approach helping children and their parents and caregivers understand the importance of safe, stable, nurturing environments and relationships.

Resilient TN focuses on Positive Childhood Experiences (PCEs) resulting from those positive environments and relationships. PCEs are experiences in childhood that build a child's sense of belongingness and connection. New research shows that PCEs predict positive outcomes, including a child's good health (now and in adulthood) and success in school. Anyone can be a nurturing, trusted adult in a child's life, and resilient communities are those making it easier for parents, caregivers, families, schools, churches, and everyone in a child's life to provide PCEs.

A positive childhood experience is feeling safe in our families to talk about emotions and things that are hard and feeling supported during hard times.
Dr. Christina Bethell

Tennessee has been heavily reliant on federal funding for the public structures that provide many essential services and supports for Tennessee children and families. The federal portion of dollars spent on children through the Tennessee state budget has varied over the life of the Resource Mapping project. In the depths of the Great Recession, almost half of this spending (48.5 percent) was federally sourced. As the economy recovered, federal dollars were reduced to a low of 38 percent over the last three fiscal years. In FY 2021-22, federal expenditures accounted for the largest portion yet in Resource Mapping at 50.2 percent, as various COVID-19 relief bills funded expanded services. The largest increases came through the Department of Education and the Department of Human Services, though TennCare's increase was also substantial.

TennCare expenditures and enrollment increased overall in FY 2021-22, with federal dollars growing faster than state. This is primarily the result of an increased Federal Medical Assistance Percentage (FMAP) for TennCare. The Families First Coronavirus Response Act raised the FMAP by 6.2 percent for the duration of the official public health emergency and incorporated maintenance-of-effort (MOE) protections that keep states from imposing new eligibility restrictions or terminating coverage while receiving the extra federal funds. Tennessee usually pays about a third of the cost of Medicaid services, but this FMAP boost reduced Tennessee's state portion to less than 27 percent. CoverKids had a substantial federal portion increase some years ago, and has been on the decline since, even through COVID-19. The federal portion of CoverKids fell from 91 to 80 percent over the same time.

Over the 13 years of reported resource mapping data, total expenditures for children in Tennessee have increased each year, largely on the strength of steady Basic Education Program (BEP) increases. Perhaps the most basic state responsibility for children is education. Tennessee's BEP distributes funding to local education agencies and is the largest single category of expenditures for children. It is entirely funded by state dollars. State BEP funding

has steadily risen with increases generated by the formula each year and by changes in state support for teachers' salaries and insurance. The importance of educational funding cannot be overstated; however, it is equally true that children who are NOT safe, healthy, nurtured and supported, and engaged in productive activities will have more difficulty learning.

After the BEP, TennCare has always been the largest funding category, but FY 2020-21 showed a difference for the first time in Resource Mapping. The Department of Education's non-BEP expenditures were second, the Department of Human Services was third, and TennCare was fourth. These changes were driven by large federal COVID-19 increases to education and SNAP. In FY 2021-22, these began to revert. The Department of Education's non-BEP spending is still above TennCare's, though the difference is smaller, and Department of Human Services spending is no longer higher than TennCare's.

Over 50 percent of all expenditures for children in FY 2021-22 were federal dollars. When required matching and maintenance of effort (MOE) dollars for agencies that provide the major federally-funded services to children and youth are considered, reliance on federal funding is even more apparent. *Excluding* the BEP, almost eight of every 10 dollars spent on services for Tennessee children and families in FY 2021-22 were from federal funding sources. State funding accounted for just one sixth of all non-BEP expenditures. Again, excluding the BEP, over nine of every 10 dollars in the state budget for children—91 percent—in FY 2021-22 were either federal or required as match/MOE for federal funding.

"Education is the cornerstone of our communities and our country... Every child should have the opportunity to receive a quality education"

Bill Frist

Federal funding provides the infrastructure for essential services and supports for children to be safe, healthy, nurtured and supported, and engaged in productive activities. Federal funding also constitutes almost 30 percent of the more than \$7.3 billion (not including local government expenditures) spent to educate Tennessee children in FY 2021-22.

TennCare/Medicaid is the largest source of federal funding for health and mental health services for children. These dollars provide children with preventive care to keep them healthy as well as medications and treatment when they are ill. Good health in children provides the foundation for healthy and productive adults. Children who suffer from chronic illnesses like diabetes and asthma without a secure medical home and access to health insurance are less likely to do well throughout their lives.

TennCare also provides the funding for most mental health services for children, though this year's analysis of mental and behavioral health services reveals the importance of the Department of Education to behavioral health. Children who have untreated mental health needs are at greater risk of doing poorly in school and having disruptive behaviors that challenge parents at home and teachers in the classroom. Too often, untreated mental health issues put children at greater risk of substance abuse through self-medicating and also place them at greater risk of entering state custody, either because of their behaviors or in order to access services they need.

In FY 2021-22 federal Temporary Assistance for Needy Families (TANF), known as Families First in Tennessee, provided \$135 million in financial assistance to very poor children, an increase of almost 40 percent over the previous fiscal year. The spending increase is likely attached to \$175 million in TANF grants awarded to seven non-profits for pilot programs to serve low-income families. These efforts come as the state works to spend down its over \$700 million TANF surplus.

Important federal programs help reduce hunger in children and better enable them to receive essential nutrients for healthy, growing bodies and developing brains. The Supplemental Nutrition Assistance Program (SNAP—commonly known as Food Stamps) provides low-income families with access to food to improve the quality of their diets. The Women, Infants and Children (WIC) program provides baby formula, cereals, milk, eggs and cheese for pregnant women and young children to help improve outcomes for growing babies and help children stay healthy. The free and reduced-price school lunch and breakfast programs couple with SNAP and other nutrition programs to keep children healthy and better able to learn in school. Research demonstrates hungry children have a difficult time paying attention and learning.

SNAP expenditures on children decreased by about \$80 million after last year's increase of almost \$450 million. Some of the expanded benefits from the pandemic are beginning to filter out. At the same time, National School Lunch expenditures delivered by the Department of Education increased 45 percent as children all over the state went back to school full time. They had declined substantially during the pandemic, from \$283 million in FY 2018-19 to \$209 million in FY 2019-20. They recovered somewhat in FY 2020-21, to \$221 million and reached a new high of \$322 million this past year. As extra COVID-19-related benefits begin to wane, this may come down again.

Recommendations

Ensure Changes to Tennessee's Education Funding Formula Retain the Strengths of the BEP

One observation made in Resource Mapping every year is the continued increase in education funding. Tennessee's per-student expenditures are low compared to the rest of the country, but fully funding the BEP requires increases every year to keep up with the cost of inputs the formula measures. Because it measures the cost of these inputs each year, the BEP formula offers an automatic inflation adjustment of a sort. While it did not include all teachers needed, and thus continually lost ground, the BEP nevertheless drove increases in education funding every year since the beginning of the Resource Mapping project. This was especially noticeable during recessions, when other states often cut education spending. This strength of the BEP formula should not be lost as the state transitions to the Tennessee Investment in Student Achievement (TISA) formula. New expenditures will quickly lose their value if inflationary adjustments are not made every year. Making such adjustments automatic prevents the threat of these losses and makes for a more stable funding formula.

Any new educational funding formula should include automatic inflationary adjustments to maintain the strength of new investment.

Increase Funding for Prevention, Early Intervention, and Services for Young Children

Resource mapping data reveals prevention and early intervention services cost significantly less per child than more intensive intervention. However, these less costly, but often more effective, services generally do not receive the resources necessary to prevent many poor outcomes. This ends up costing taxpayers more in the long term for more costly and more intensive interventions. Research is increasingly clear: the biggest return on investment for public expenditures is services for young children that provide them enhanced opportunities to achieve their full potential and prevent costly and avoidable remedial expenditures.

In 2013, the Robert Wood Johnson Foundation Commission to Build a Healthier America released a report entitled "Time to Act: Investing in the Health of Our Children and Communities." Recommendation number one in the report is as follows: "Make investing in America's youngest children a high priority. This will require a significant shift in spending priorities and major new initiatives to ensure that families and communities build a strong foundation in the early years for a lifetime of good health."¹ Numerous studies since reiterate the importance of early investment in ensuring children reach their potential.

Research further demonstrates the importance of providing safe, stable, nurturing environments and relationships, especially in the early years when the impact on the developing brain is most significant. Maintaining and expanding existing prevention and early intervention services is critical. Continuing to focus on ACEs, building resilience and working toward creating trauma-informed communities and systems is important to ensure innovative and forward-thinking programs achieve their potential to improve outcomes for Tennessee children, families and communities.

¹ Robert Wood Johnson Foundation. 2014. <http://www.rwjf.org/content/dam/farm/reports/reports/2014/rwjf409002>

Access Federal Medicaid Funds

One of the tasks set forth in the legislation creating the Resource Mapping project requires “An inventory of the funds for which the state may be eligible, but is currently not receiving or using, and the reasons why the funds are not being used.” Accepting Medicaid expansion dollars not only means far fewer Tennesseans will remain uninsured (current estimates are 339,000 Tennesseans would receive coverage), it would have added about \$2.1 billion in federal funds to Tennessee’s economy in 2022 alone, while only requiring the state to contribute about \$233 million.² The multiplier effect of the extra economic activity alone easily covers the state portion, no matter how conservative the estimate. The benefits would accrue to children and families, the state’s health care system (especially rural hospitals whose survival is in jeopardy), the state’s economy as a whole, and most importantly to the individuals who currently live with the economic uncertainty and inadequate preventive care accompanying the lack of health insurance.

Children with health care coverage are more successful in school. Health insurance provides access to services allowing children to miss fewer days and receive treatment for illnesses such as asthma or ear infections that, if left untreated, could limit educational opportunities and cause life-long disability. The Early and Periodic Screening, Diagnosis and Treatment available to children enrolled in TennCare increases opportunities for more effective treatment at an early stage, preventing minor conditions from deteriorating into problems that are more serious and more costly and difficult to treat. Children with serious emotional disturbances, severe mental illness or significant substance abuse issues can access treatment, avoiding academic delays **or the need for state custody to gain health care coverage eligibility.**

Medical bills from treatment of catastrophic illness or injury are among the leading contributors to personal bankruptcy in Tennessee.
Sycamore Institute

Tennessee’s expansion of insurance to post-partum mothers to a full year will benefit their children in multiple ways and is a significant step for newborns and their mothers. Still, the lack of access to health care prior to pregnancy remains a challenge. Young adult women with access to health care are healthier when they become pregnant and more likely to receive regular prenatal care, ensuring a greater likelihood of giving birth to a healthy baby, and reducing infant mortality, low birth weight and other poor birth outcomes. The number of births to mothers suffering from substance abuse issues is at alarming rates in Tennessee.

Additional federal funding, and the health insurance it provides, would improve access to substance abuse treatment for young women before and during pregnancy, preventing some of the negative health outcomes of Neonatal Abstinence Syndrome and legal intervention leading to state custody. If all uninsured low-income children in Tennessee were eligible for enrollment, then **unnecessary placements in state custody to access health care services could be avoided**, and those children who did come into state custody would already have an insurance provider, easing access to treatment services.

² <https://www.healthinsurance.org/medicaid/tennessee/>

Expanding insurance coverage to low-income adults will increase health care access for more eligible children. Parents with health care coverage are more likely to enroll their eligible children and keep them enrolled, reducing coverage gaps and maintaining continuity of care. Covering parents makes it more likely children receive both necessary and preventive care. Children with insured parents are more likely to receive regular check-ups and immunizations. Coverage for young adult mothers enables them to better navigate the health care system and coordinate their family's health care needs and empowers them to use health care resources more efficiently and effectively.

Parents' health care needs affect their children's lives. Parental mental illness and substance abuse are two of the original adverse childhood experiences (ACEs) causing toxic stress and disrupting brain development in young children with potentially lifelong consequences. Parents with untreated health, mental health and substance abuse issues are unable to provide their children the safe, stable, nurturing relationships necessary to mitigate the impact of ACEs and help children succeed in school and in life. Providing access to treatment for parents with mental health and substance abuse issues gives families opportunities to stay intact and avoid more drastic interventions, such as out of home placement.

Health care coverage for low-income parents improves family financial well-being by reducing the impact catastrophic illness or injury can have on family finances. Medical bills from treatment of catastrophic illness or injury are among the leading causes of personal bankruptcy in Tennessee.³ Insurance coverage provides security to low-income families so that medical bills do not leave them destitute and unable to save and invest in their family's future.

Further Develop a Statewide Longitudinal Data System (SLDS) in Tennessee

State government has a lot of data. Every program in state government tracks its expenditures and services in some fashion, but the data are not uniformly linked across systems to allow analysis to identify programs that address needs most efficiently. Under its Race to the Top grant, the state began this process with the P-20 database, which now houses data from several departments. This database officially qualifies as an SLDS as it houses data from more than one core agency. While multiple departments have data in the P-20 database, they only input the data if it is useful to them to do so. When researchers want to look at the short- and long-term effectiveness of programs, there are often holes in what is available even from contributing departments that prevent effective use. Additionally, multiple child-serving departments do not report data to the P-20 database at all. In the long run, the cost savings Tennessee could realize from better understanding expenditures across programs and from integrating and improving services are substantial. **Children and families stand to benefit from policy based more firmly on evidence of effectiveness.** Further adaptation of the P-20 database may be the best path

The goal is to turn data into information, and information into insight.

Carly Fiorina

³ <https://www.sycamoreinstitute.org/medical-debt-tennessee/>

forward or development of something new may be better. Either way, integrating service data has much to offer Tennessee in tracking funds and evaluating programs.

Enhance Opportunities for the State to Receive Federal and Other Funding

The resource mapping data demonstrate a heavy reliance on federal funding for the provision of essential services and supports for children and families. The state should take advantage of all possible sources of federal and other external funding consistent with state purposes and goals. One of the main barriers to departments' ability to receive additional funding is the often lengthy approval process in the state system. A more timely/expedited approval process for authorization to spend grant dollars is needed. Delays in General Assembly approval for federal, foundation or other funding are a substantial deterrent to applying for such funding, even when it would be beneficial for the state and Tennessee children, and especially when programs must be implemented and/or funds must be expended within a relatively short timeframe.

My dream is that every child has enough food to eat, good medical care, and the chance to go to school and even attend college.

Bill Gates

Resource Mapping FY 2021-22 Data

The program and fiscal information contained in the **Children and Youth Program Expenditures online application** was completed by all departments with programs serving children and youth. The online database was designed to collect extensive, detailed information about each of the programs to enable TCCY to compile, analyze and present data in a variety of ways.

Departments/agencies reported the number of children served by each of their programs. Most Tennessee children receive services from multiple departments/agencies. For example, virtually all children who receive Families First (Temporary Assistance for Needy Families) also receive TennCare (Medicaid) and Supplemental Nutrition Assistance Program (SNAP, commonly known as Food Stamps), and many also receive child care assistance. School-age children who attend public schools receive services from a variety of funding streams, and they may participate in many other activities receiving state support, such as afterschool programs, 4-H, arts education programs, and universal prevention services.

Number of Agencies:	28
Number of Data Records:	4,733
Number of Children Served (with duplicates)	65,748,588
Total Expenditures	\$ 13,618,382,550

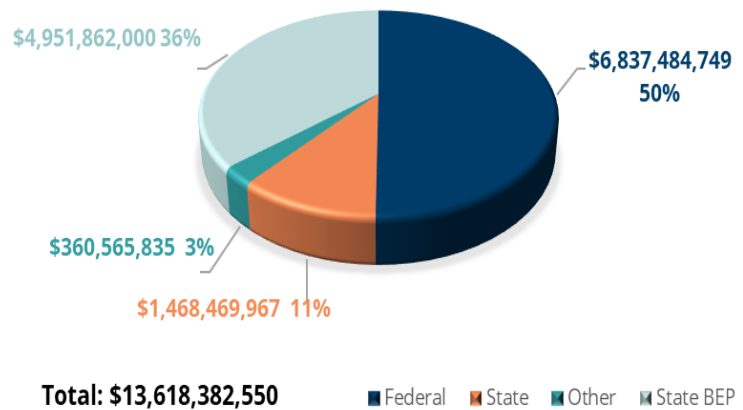
Source: Tennessee Commission on Children and Youth Resource Mapping Project

The Department of Education, for example, reports 980,167 children served by the Basic Education Program (BEP), which funds all K-12 students in public schools. The department also lists 37,377,234 students served by its other programs. When the two are totaled, the Department of Education has reported serving almost 40 times the number of students in public schools, as many of the same students are served by multiple programs. The number of children served by all state- and federally-funded programs is 65,748,588 for FY 2021-22. This marks more than a 15 percent increase over the previous year. This strongly suggests that the number of children accessing multiple state programs increased. Almost all Tennessee children access one program or another in a given year, but those served by several programs are generally a smaller group. Resource Mapping data suggests that group grew in 2021-22.

Data systems in Tennessee are currently inadequate to precisely track the over 1.5 million children across multiple services and across departments/agencies. They also do not tell us whether children receiving services had one or multiple contacts with each program reporting them. The valuable information that might be gained from such an integrated data system is something the Resource Mapping Project has recommended strongly each year. Several states have data systems that are more integrated, allowing for better counts of people served and better tracking of what is effective for people and what is not. Tennesseans' privacy is always a concern, especially for children, but other states have succeeded in maintaining data confidentiality while integrating information across systems.

When Basic Education Program (BEP) state funds and other state funds are combined, almost 50 percent of expenditures on children and youth in Tennessee were state dollars in FY 2021-22.

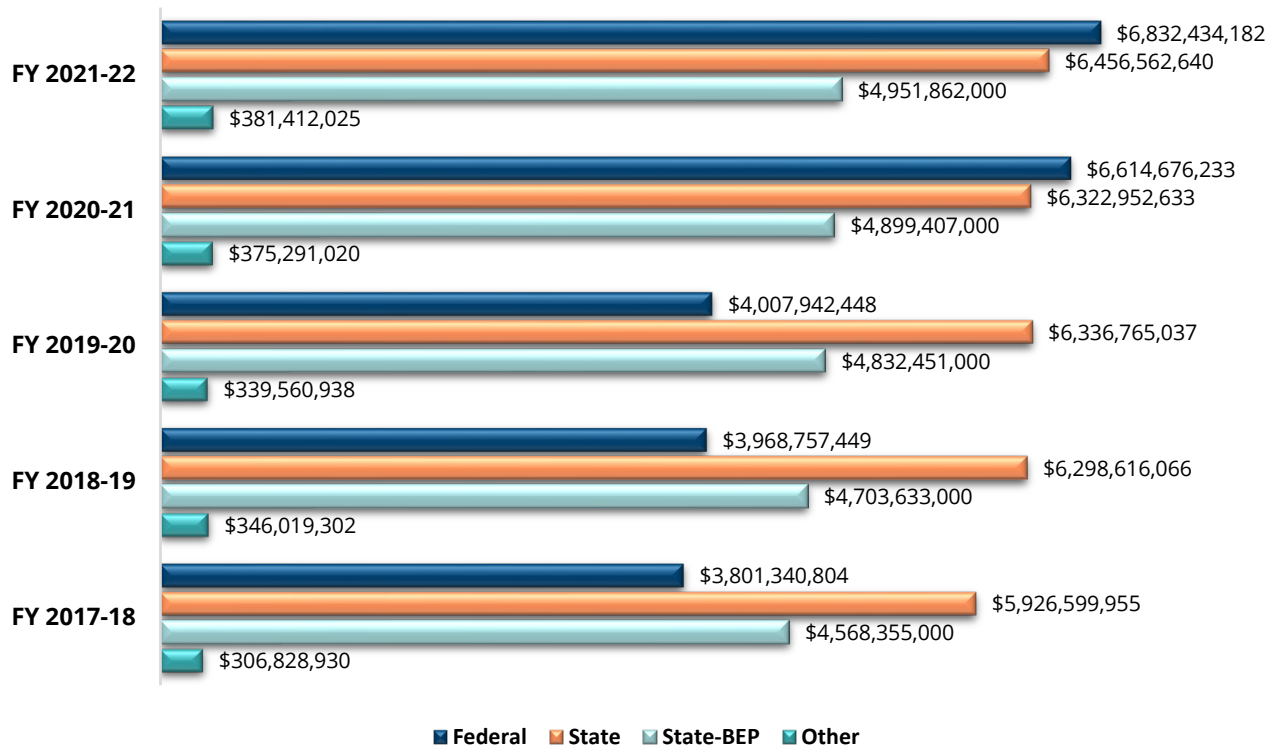
TOTAL EXPENDITURES BY SOURCE FY 2021-22



Changes in State Expenditures

Non-BEP state spending on children for FY 2021-22 increased by almost \$45 million, led by TennCare, the Department of Health and the Governor’s Early Literacy Foundation. TennCare’s state spending increased by over \$43 million, though its federal increase was significantly larger. TennCare’s mix of state and federal dollars is controlled by the Federal Medical Assistance Percentage (FMAP), which varies by state and changes annually based on state resources. Tennessee’s FMAP increased slightly over last year, which likely contributed to the difference. The Department of Health’s state expenditures went up in several areas, notably county health department screenings and services as people start returning to regular preventive checkups post-pandemic. The department’s care coordination program, CHANT, also saw a significant increase.

Total Expenditures by Source



Total Expenditures by Source, FY 2021-22

Department	Federal	State	Other	Total
Administrative Office of the Courts	\$3,164,647	\$16,227,022	\$0	\$19,391,669
Commission on Aging and Disability	\$406,824	\$0	\$0	\$406,824
CoverKids	\$121,771,988	\$29,038,573	\$999,885	\$151,810,446
Department of Agriculture	\$0	\$65,000	\$200,000	\$265,000
Department of Children's Services	\$470,794,962	\$445,571,438	\$0	\$916,366,400
Department of Correction	\$190,407	\$190,407	\$0	\$380,814
Department of Education	\$2,662,282,076	\$190,194,831	\$250,000	\$2,852,726,907
Department of Education: BEP	\$0	\$4,951,862,000	\$0	\$4,951,862,000
Department of Environment and Conservation	\$0	\$194,346	\$4,658	\$199,004
Department of Health	\$82,271,674	\$66,382,398	\$2,556,624	\$151,210,696
Department of Human Services	\$2,005,853,294	\$75,768,113	\$0	\$2,081,621,407
Department of Intellectual and Developmental Disabilities	\$9,101,516	\$46,752,648	\$0	\$55,854,164
Department of Labor and Workforce Development	\$14,787,821	\$0	\$0	\$14,787,821
Department of Mental Health and Substance Abuse Services	\$23,939,832	\$43,337,771	\$1,620,810	\$68,898,413
Department of Military	\$32,528	\$0	\$87,000	\$119,528
Department of Safety	\$0	\$692,320	\$0	\$692,320
Governor's Early Literacy Foundation	\$1,126,633	\$10,947,405	\$0	\$12,074,038
Office of Criminal Justice Programs	\$33,261,595	\$0	\$0	\$33,261,595
TennCare	\$1,397,710,017	\$530,298,835	\$308,151,394	\$2,236,160,246
Tennessee Arts Commission	\$69,000	\$793,150	\$0	\$862,150
Tennessee Commission on Children and Youth	\$792,372	\$4,227,316	\$73,736	\$5,093,424
Tennessee Higher Education Commission	\$3,998,938	\$2,563,551	\$30,177,200	\$36,739,689
Tennessee Highway Safety Office	\$1,233,022	\$0	\$25,000	\$1,258,022
Tennessee Housing Development Agency	\$0	\$0	\$239,984	\$239,984
Tennessee State Museum	\$0	\$219,100	\$0	\$219,100
Tennessee Wildlife Resources Agency	\$314,734	\$27,200	\$0	\$341,934
UT Institute of Agriculture	\$1,176,509	\$4,978,543	\$2,761,500	\$8,916,552
Volunteer TN	\$3,204,359	\$0	\$13,418,044	\$16,622,403
Total	\$6,837,484,749	\$6,420,331,967	\$360,565,835	\$13,618,382,550

The Basic Education Program (BEP), the funding mechanism for the vast majority of the state's K-12 spending, had the largest dollar increase in state spending with a change of over \$52 million, marking over a one percent increase. The BEP outlines the resources required for, as the name suggests, a Basic Education. The cost of a Basic Education is figured based on a clearly defined set of resources needed to provide it. The state pays a set percentage of the cost of the different types of resources. As their costs go up, state expenditures go up. Outside of a general deflation in input costs, the only way to stop annual increases is to change the definition of a Basic Education, change the mix of resources required to provide it, or reduce the portion of different types of resources the state pays. As none of these have happened, state BEP expenditures inch reliably upward every year.

This is the positive side of the BEP. When many states cut education funding during the last recession, Tennessee did not. On the negative side, the resources defined as providing a Basic Education in many cases do not. Especially in some of the specialized, higher-cost areas often receiving federal funds, like English Language Acquisition and Special Education, the definition of a Basic Education really is not adequate to the task. School systems providing just the required local match, and thus just the resources laid out in the BEP, do not get educational results anyone would call adequate. Further, more and more teachers are being hired outside the BEP because districts need them. These teachers, and their pay increases, are not covered by the BEP. Within BEP resources, the portion each county is required to contribute varies depending primarily on county tax bases. With a new funding formula set to launch in FY 2023-24—one that does not rely on input costs—counties may see their reliable annual increases slow, especially during any future recession.

Only four departments showed declines in state dollars compared to last year. The UT Institute of Agriculture showed the largest decline in state spending, though only from incorrect estimates last year when pandemic data problems affected their reporting. The Department of Education's non-BEP spending declined a small amount, though increases in BEP spending left the department as a whole with a large increase. The Department of Children's Services had a similar small decline in state expenditures, almost certainly from staff retention issues. The Tennessee State Museum also had a small decline in student museum visitation.

The largest percentage increases in state dollars were in the Governor's Early Literacy Foundation (GELF), the Tennessee Arts Commission and the Department of Health. GELF has only recently widened its mission to include early literacy beyond Imagination Library book distribution, and these new programs drove its increases. The Tennessee Arts Commission likely benefited from people returning to activities the pandemic had significantly affected. Other departments with smaller percentage increases likely experiencing the same effect included the Wildlife Resources Agency, Environment and Conservation (state parks), and the department of Safety and Homeland Security, whose children's programming is largely delivered in schools.

Percentage declines in state spending were the same four agencies mentioned before, the only ones with state fund declines. The largest was the UT Institute of Agriculture's 4-H program, but that, again, reflected data issues from last year. No doubt their programs are also seeing post-pandemic returns to more typical levels.

State Expenditures by Agency

FY 2020-21 and FY 2021-22

Department	2020-21	2021-22	Dollar change	Percent Change
Administrative Office of the Courts	\$15,403,078	\$16,227,022	\$823,944	5.3%
Commission on Aging and Disability	\$0	\$0	\$0	0.0%
CoverKids	\$26,621,789	\$29,038,573	\$2,416,784	9.1%
Department of Agriculture	\$55,000	\$65,000	\$10,000	18.2%
Department of Children's Services	\$459,273,876	\$445,571,438	-\$13,702,438	-3.0%
Department of Correction	\$174,998	\$190,407	\$15,409	8.8%
Department of Education	\$203,358,722	\$190,194,831	-\$13,163,891	-6.5%
Department of Education: BEP	\$4,899,407,000	\$4,951,862,000	\$52,455,000	1.1%
Department of Environment and Conservation	\$120,732	\$194,346	\$73,614	61.0%
Department of Health	\$37,043,151	\$66,382,398	\$29,339,247	79.2%
Department of Human Services	\$72,975,088	\$75,768,113	\$2,793,025	3.8%
Department of Intellectual and Developmental Disabilities	\$45,748,225	\$46,752,648	\$1,004,423	2.2%
Department of Labor and Workforce Development	\$0	\$0	\$0	0.0%
Department of Mental Health and Substance Abuse Services	\$41,354,244	\$43,337,771	\$1,983,527	4.8%
Department of Military	\$0	\$0	\$0	0.0%
Department of Safety and Homeland Security	\$501,376	\$692,320	\$190,945	38.1%
Governor's Early Literacy Foundation	\$4,980,756	\$10,947,405	\$5,966,649	119.8%
Office of Criminal Justice Programs	\$0	\$0	\$0	0.0%
TennCare	\$486,720,825	\$530,298,835	\$43,578,010	9.0%
Tennessee Arts Commission	\$405,434	\$793,150	\$387,716	95.6%
Tennessee Commission on Children and Youth	\$4,186,990	\$4,227,316	\$40,326	1.0%
Tennessee Higher Education Commission	\$2,318,978	\$2,563,551	\$244,573	10.5%
Tennessee Highway Safety Office	\$0	\$0	\$0	0.0%
Tennessee Housing Development Agency	\$0	\$0	\$0	0.0%
Tennessee State Museum	\$293,462	\$219,100	-\$74,362	-25.3%
Tennessee Wildlife Resources Agency	\$17,820	\$27,200	\$9,380	52.6%
UT Institute of Agriculture	\$21,991,090	\$4,978,543	-\$17,012,547	-77.4%
Volunteer TN	\$0	\$0	\$0	0.0%
Total	\$6,322,952,633	\$6,420,331,967	\$97,379,333	1.5%

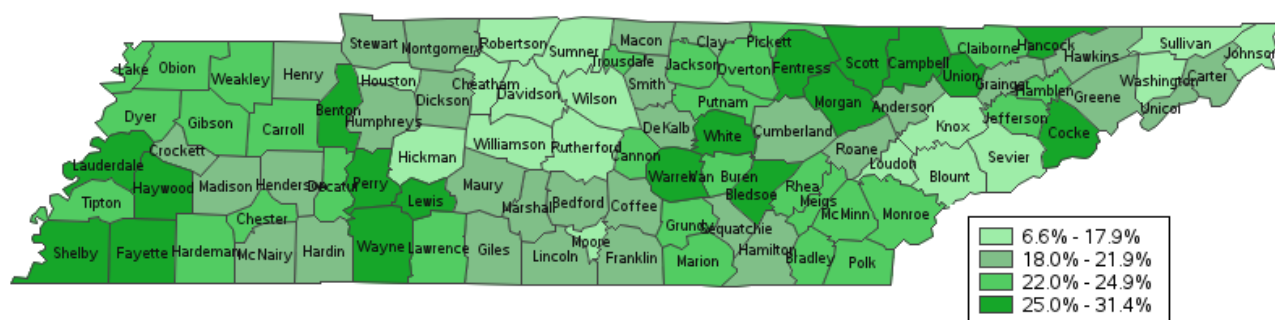
Reliance on Federal Funds

Excluding the BEP, nearly eight of every ten dollars spent on services for children and families in Tennessee came from federal funding sources (79 percent in FY 2021-22). State funding accounted for 17 percent of all non-BEP expenditures in FY 2021-22. In most years, the federal portion is closer to two thirds, but COVID-19 funds changed the balance over the last few years. Further, as noted in the introduction to this report, again excluding the BEP, over nine of every 10 dollars in the state budget for children—91 percent in FY 2021-22—were either federal or required as match/maintenance of effort for federal funding. More than half the funds in five of the seven main child-serving departments are federal dollars, and excluding the BEP, all other Department of Education funds are more than half federal. The one remaining, the Department of Mental Health and Substance Abuse Services is about 35 percent federal.

There has been some discussion of forgoing federal Department of Education funds and replacing them with state dollars. Removing federal protections for some of our most vulnerable students, including those with disabilities, English Language Learners, children without stable homes and others is a frightening prospect to those communities. Further, supplemental funding for “Title I” schools, so called because they receive substantial federal funds sent to schools with more than half their students below the federal poverty line, would be expensive to replace. Without a requirement to meet the needs of students like these who are heavily reliant on federal funds, the state might be tempted to cut its replacement funds in times when budgets are tighter than now.

Giving up those funds should only affect federal revenues flowing through the state. Using data from the Department of Education’s Annual Statistical Report, it appears almost 19 percent of LEA funds in FY 2021-22 would potentially be lost. These range from a low of 6 percent in Williamson County to a high of over 31 percent in Hancock County. These numbers are higher than they were prior to pandemic increases, and LEA reliance on federal funds will likely reduce again naturally. In FY 2018-19, the range was 3 percent to 25 percent, and the overall LEA reliance on federal funds was closer to 12 percent. A map of county (multiple LEAs in single counties are combined based on Average Daily Membership) reliance on federal funds flowing through the state, below, shows the areas likely most affected by such a change.

Percent of County Education Revenues from Federal Funds through the State, FY 2021-22



Federal Expenditures by Agency

FY 2020-21 and FY 2021-22

Department	2020-21	2021-22	Dollar change	Percent Change
Administrative Office of the Courts	\$2,799,439	\$3,164,647	\$365,208	13.0%
Commission on Aging and Disability	\$77,787	\$406,824	\$329,037	423.0%
CoverKids	\$109,585,878	\$121,771,988	\$12,186,110	11.1%
Department of Agriculture	\$0	\$0	\$0	0.0%
Department of Children's Services	\$413,965,914	\$470,794,962	\$56,829,047	13.7%
Department of Correction	\$117,050	\$190,407	\$73,357	62.7%
Department of Education	\$2,630,319,954	\$2,662,282,076	\$31,962,122	1.2%
Department of Education: BEP	\$0	\$0	\$0	0.0%
Department of Environment and Conservation	\$0	\$0	\$0	0.0%
Department of Health	\$130,267,902	\$82,271,674	-\$47,996,228	-36.8%
Department of Human Services	\$1,971,042,939	\$2,005,853,294	\$34,810,355	1.8%
Department of Intellectual and Developmental Disabilities	\$9,328,350	\$9,101,516	-\$226,834	-2.4%
Department of Labor and Workforce Development	\$23,909,491	\$14,787,821	-\$9,121,670	-38.2%
Department of Mental Health and Substance Abuse Services	\$22,830,967	\$23,939,832	\$1,108,865	4.9%
Department of Military	\$0	\$32,528	\$32,528	0.0%
Department of Safety and Homeland Security	\$0	\$0	\$0	0.0%
Governor's Early Literacy Foundation	\$3,384,490	\$1,126,633	-\$2,257,857	-66.7%
Office of Criminal Justice Programs	\$25,060,228	\$33,261,595	\$8,201,367	32.7%
TennCare	\$1,256,423,738	\$1,397,710,017	\$141,286,279	11.2%
Tennessee Arts Commission	\$30,156	\$69,000	\$38,844	128.8%
Tennessee Commission on Children and Youth	\$886,813	\$792,372	-\$94,441	-10.6%
Tennessee Higher Education Commission	\$4,635,464	\$3,998,938	-\$636,526	-13.7%
Tennessee Highway Safety Office	\$2,651,257	\$1,233,022	-\$1,418,235	-53.5%
Tennessee Housing Development Agency	\$0	\$0	\$0	0.0%
Tennessee State Museum	\$0	\$0	\$0	0.0%
Tennessee Wildlife Resources Agency	\$23,107	\$314,734	\$291,627	1262.1%
UT Institute of Agriculture	\$3,887,891	\$1,176,509	-\$2,711,382	-69.7%
Volunteer TN	\$3,447,416	\$3,204,359	-\$243,057	-7.1%
Total	\$6,614,676,233	\$6,837,484,749	\$222,808,516	3.4%

The largest federal dollar increase by far was at TennCare. As mentioned earlier, the percentage of regular services the state is required to pay by the Medicaid program, called the FMAP, increased somewhat in FY 2021-22. Further, the pandemic public health emergency declaration remained in effect throughout FY 2021-22 and people who would normally have been removed from TennCare for losing eligibility were not. It is not clear how many people may lose coverage as the continuous enrollment provision unwinds, but it may be substantial. Little of this change will likely be visible in the FY 2022-23 data in next year's report, but the year following will have declines in TennCare. Further, the reason Tennessee's FMAP is higher than usual is the pandemic public health emergency, and that too will start toward more typical levels. For all the same reasons, CoverKids also had an increase that will dwindle over the next few years.

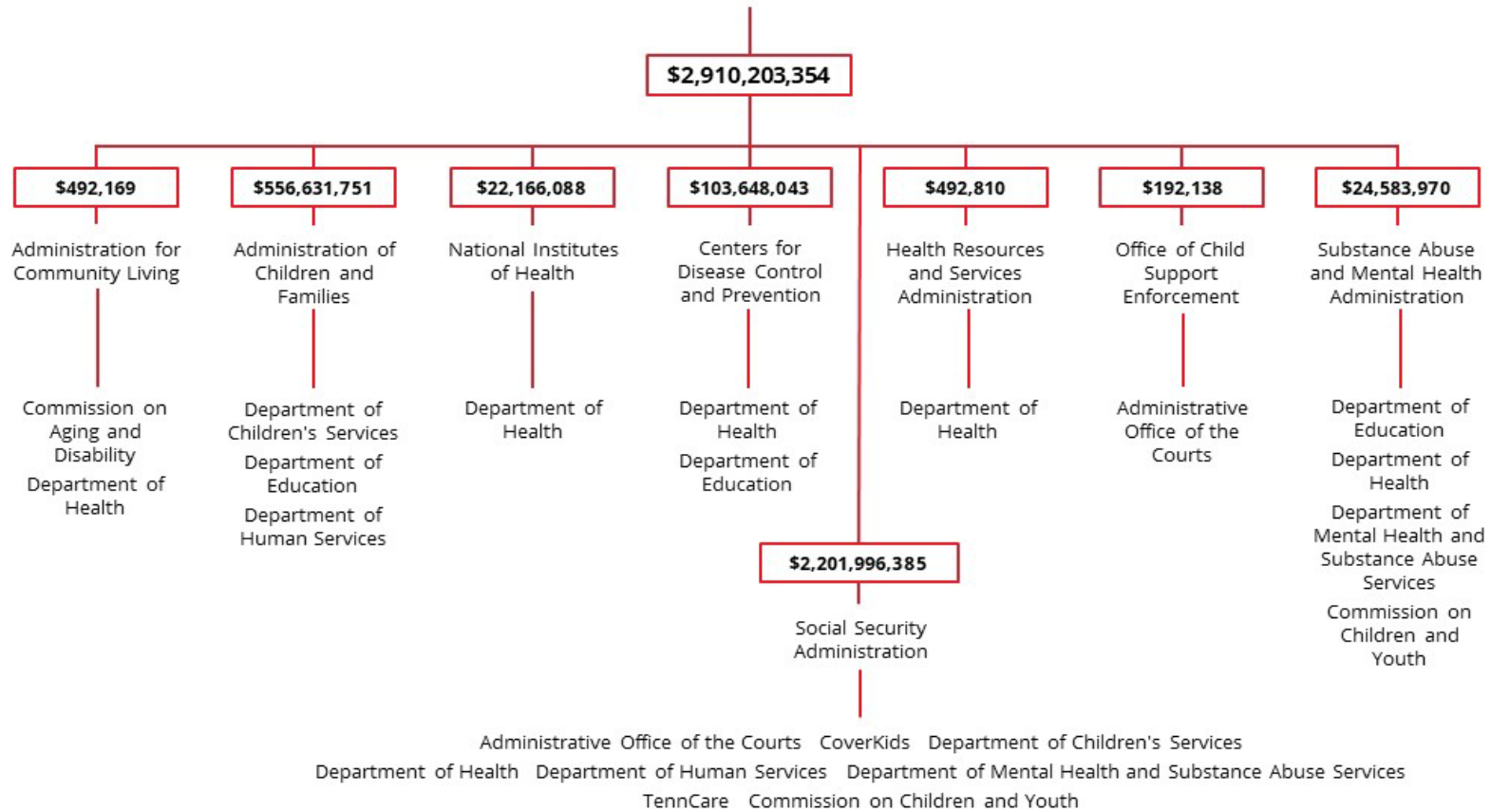
Other relatively large federal dollar changes were observed in the Departments of Children's Services, Human Services and Education. The latter two result from pandemic-related funds. For Department of Children's Services, there were some differences among its most federally reliant programs. Case Management was flat, but funds for foster care and other non-delinquent residential placements increased by \$15 million, reflecting a total caseload increase of about 1,300 children and youth. Federal funds for adoption support increased by about \$4 million while the number of children served by the program declined by about 900. Federal Juvenile Justice placement funds increased by about \$7 million while the number of youth remained flat. Two programs with large increases rely on significant TennCare funds, so that was likely the driver.

Many departments showed a decline in federal funds, almost certainly as a result of pandemic-related federal stimulus funds beginning to decline. Two of the largest were Department of Health and the Governor's Early Literacy Foundation, both of which had large increases in state funds offsetting these reductions. The Department of Labor and Workforce Development also showed a decline, but its only reported programs rely solely on federal sources and so had no offsetting state funds. UT Institute of Agriculture's large percentage decline was, as mentioned earlier, associated with data problems in its reporting last year.

The Commission on Children and Youth and the Higher Education Commission had double-digit percentage declines in federal funds, but the associated dollar amount changes were small. TCCY ensures compliance and manages Federal Formula grants through the Office of Juvenile Justice and Delinquency Prevention and is in a year of declining spending on existing awards while new ones are under consideration. The only program the Higher Education Commission reports using federal funds is GEAR UP TN, which serves students living primarily in high-poverty, low resourced areas in schools serving a student population with over 50 percent eligible for free and reduced-price lunch. Participating schools have a college-going rate that is below the state average when the program begins. It is operating under a seven-year federal Department of Education grant and likely just has some spending variations year to year.



Department of Health and Human Services



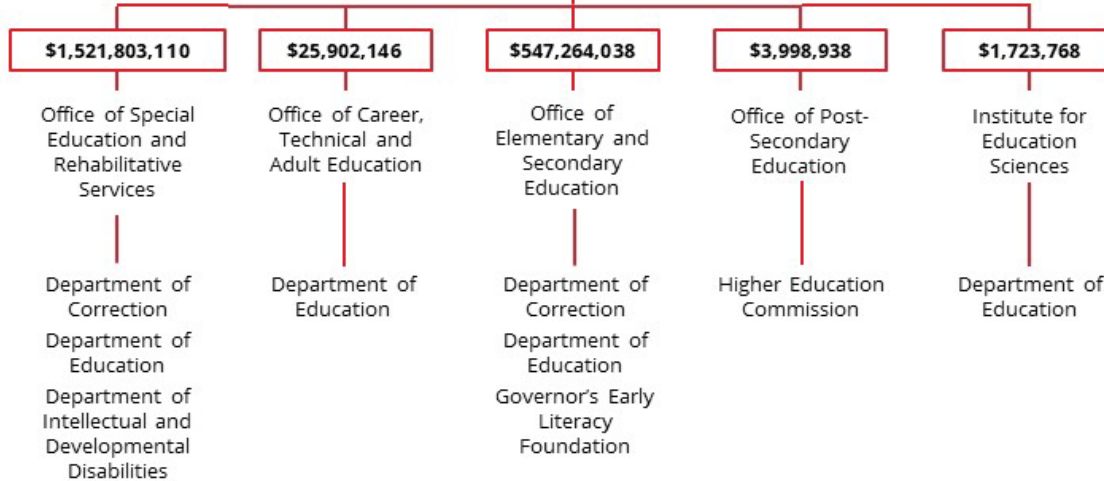


\$69,000
Arts Commission



Department of Education

\$2,100,692,000



\$3,204,359
AmeriCorps
Volunteer TN



Department of Labor

\$25,349,635

\$14,787,821

Employment and Training Administration

Department of Labor and Workforce Development

\$10,561,814

Office of Disability Employment Policy

Department of Human Services



Department of Justice

\$36,195,696

\$281,379

Bureau of Justice Assistance

Department of Mental Health and Substance Abuse Services

\$31,798,701

Office of Justice Programs

Department of Children's Services
Office of Mental Health and Substance Abuse Services
Office of Criminal Justice Programs

\$617,342

Office of Juvenile Justice and Delinquency Prevention

Commission on Children and Youth

\$3,498,274

Office on Violence Against Women

Office of Criminal Justice Programs



Department of Defense

\$32,528

National Guard Bureau

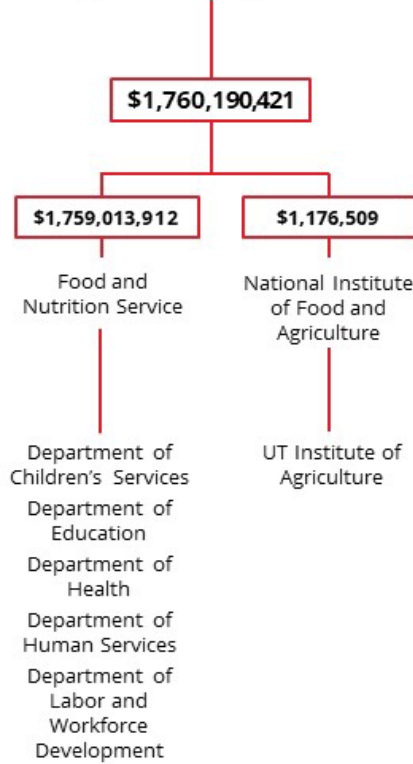
Department of Military



Department of Transportation



Department of Agriculture



Fish & Wildlife Service



Ages of Children

Since it began, the Resource Mapping process has struggled with collecting data regarding the ages of children served. Reporting by established age categories (such as 0 to 5) was problematic from the start because some services cut across multiple age groups and large portions of expenditures were reported as “All Children” or “Families.” The decision was made to permit departments to indicate the specific ages of children rather than age groups served by various programs.

Children Under Five

One of the least understood age group’s expenditures is for those under five, as most have not yet entered the public education system. The Resource Mapping project asks departments to estimate the percentage of funds for each of the programs reported going to children under five. In a few cases, the percentage is based on actual data, but for most programs it is an estimate. For programs serving all children or providing no services directly to children, such as TCCY’s general advocacy, funds were allocated to the under-five age group based on the percent of all Tennessee children who are under age five (26.2 percent). To be clear, these results are a rough estimate. At the same time, they were estimated program by program, and so should be in the neighborhood of actual under-five spending proportions. There was no attempt to divide the funding to this age group by source, as estimates were made by program, many of which have several funding sources which may not benefit each age group equally.

The table on page 19 shows estimated spending on our youngest children. Program-level estimates produce a total of \$1.7 billion spent on this age group, making up over 12 percent of overall expenditures. This is down a bit in both dollar and percentage amounts compared to last year. The Department of Intellectual and Developmental Disabilities now has the highest under-5 percentage of expenditures (at almost 94 percent), as it took over Tennessee’s Early Intervention System (TEIS) from the Department of Education. TEIS currently mostly serves children under three years of age, though children entering the program after October 15, 2022, are eligible for the “Extended Option” allowing them to stay until are eligible for kindergarten or elementary school. In the past, children receiving TEIS services were required to transition to their school system at age three. Several states allow children to remain in Early Intervention at the family’s request, and Tennessee has joined that group using an IDEA Part C State Incentive Grant program. These additional federal funds will not show in Resource Mapping until next year.

The next highest is the Department of Health, where several programs spend all their funds on children under five, including childhood lead poisoning testing, newborn screenings, Evidence-Based Home Visiting, Healthy Start, WIC, newborn hearing screenings and programs reviewing unexplained child fatalities and prevention strategies. Other programs with a high percentage of expenditures going to children under five include injury prevention programs and primary care services offered through local health departments.

The agency with the most dollars going to this age group is often TennCare, but federal COVID relief funds have moved the Department of Human Services ahead of it for the past few years. Their dollar amount for under-5 children was highest at \$624 million in FY 2021-22, down from nearly \$830 million last year. Child care benefits make up the largest portion, but SNAP is also substantial. TennCare was next with \$581 million. TennCare pays for more than half of all babies born in Tennessee each year. Babies with high neonatal hospital costs are often covered by TennCare, especially low birthweight babies and babies born exposed to opiates and other addictive substances, generally referred to as Neonatal Abstinence Syndrome (NAS).

Education's non-BEP spending included over \$100 million on children under 5, including programs such as voluntary pre-kindergarten (\$85 million) and IDEA funding for three- and four-year-olds identified as having special needs (\$10 million). Elementary and Secondary School Emergency Relief (ESSER) funds contributed to the under-5 age group last year but were not marked that way this year, so their benefits to our youngest students may have run their course. The Department of Children's Services also directed over \$190 million to this age group, mostly in foster care, case management and adoption support services.

Estimated total spending on children under five years of age accounted for 12.5 percent of all expenditures for children in Tennessee in FY 2021-22, while children under age five are 26.2 percent of all children in the state. This marks a decrease compared to last year when it was figured at 14.6 percent of overall expenditures. Many children under five have an increased need for services and supports. A higher percentage of children from birth to five (19 percent) live in poverty than children ages six to 17 (18 percent). Stressors like poverty and family dysfunction can have outsize effects on this age group. The American Academy of Pediatrics describes toxic stress as "severe, chronic stress that becomes toxic to developing brains and biological systems when a child suffers significant adversity, such as poverty, abuse, neglect, neighborhood violence, or the substance abuse or mental illness of a caregiver."⁴ Toxic stress is especially damaging in children under age five because of its impact on their rapidly developing brains.

Low birthweight babies are at risk for developmental and other disabilities that result in increased costs to families and increased need for publicly-funded services. Tennessee should consider the return on investment of increased funding for the state's youngest children. As discussed in every year's report, early intervention is much less expensive than the moderate or intensive intervention often required when physical, mental or emotional health needs are left unaddressed. Multiple studies have concluded by waiting until children reach kindergarten to assess their abilities and work with those who are less prepared, we miss an important window of development when brain pathways are forming at a rapid rate. Investing in our youngest children allows many more of them to enter kindergarten prepared to learn and significantly improves their chances for independent, productive and fulfilling lives.⁵

⁴ Andrew Garner, Jack Shonkoff, et al. "Early childhood adversity, toxic stress, and the role of the pediatrician: translating developmental science into lifelong health." *Pediatrics*. 2012; 129 (1):224-231.

⁵ For an overview that references many of the major studies, see Hirokazu Yoshikawa, Christina Weiland, et. al. 2013. *Investing in our future: The evidence base on preschool education*. Foundation for Child Development.

Estimate of Spending on Children Under Age 5

FY 2021-22

Department	Total Expenditures	Estimated Expenditures on Children Under 5	Estimated Number of Children under 5 Served	Estimated Percent Spent on Children Under 5
Administrative Office of the Courts	\$19,391,669	\$4,588,851	122,986	23.7%
Commission on Aging and Disability	\$406,824	\$100,892	46	24.8%
CoverKids	\$151,810,446	\$18,976,306	7,969	12.5%
Department of Agriculture	\$265,000	\$0	-	0.0%
Department of Children's Services	\$916,366,400	\$209,001,181	57,608	22.8%
Department of Correction	\$380,814	\$0	-	0.0%
Department of Education	\$2,852,726,907	\$102,263,239	3,077,259	3.6%
Department of Education: BEP	\$4,951,862,000	\$0	-	0.0%
Department of Environment and Conservation	\$199,004	\$19,900	40,000	10.0%
Department of Health	\$151,210,696	\$87,797,345	5,625,848	58.1%
Department of Human Services	\$2,081,621,407	\$624,306,334	238,393	30.0%
Department of Intellectual and Developmental Disabilities	\$55,854,164	\$52,474,158	9,345	93.9%
Department of Labor and Workforce Development	\$14,787,821	\$0	-	0.0%
Department of Mental Health and Substance Abuse Services	\$68,898,413	\$3,337,721	1,120	4.8%
Department of Military	\$119,528	\$10,758	112	9.0%
Department of Safety	\$692,320	\$18,139	-	2.6%
Governor's Early Literacy Foundation	\$12,074,038	\$3,782,836	422,073	31.3%
Office of Criminal Justice Programs	\$33,261,595	\$8,714,538	5,320	26.2%
TennCare	\$2,236,160,246	\$581,401,664	635,267	26.0%
Tennessee Arts Commission	\$862,150	\$0	-	0.0%
Tennessee Commission on Children and Youth	\$5,093,424	\$1,315,691	1,401	25.8%
Tennessee Higher Education Commission	\$36,739,689	\$0	-	0.0%
Tennessee Highway Safety Office	\$1,258,022	\$97,892	-	7.8%
Tennessee Housing Development Agency	\$239,984	\$0	-	0.0%
Tennessee State Museum	\$219,100	\$10,649	2,724	4.9%
Tennessee Wildlife Resources Agency	\$341,934	\$0	-	0.0%
UT Institute of Agriculture	\$8,916,552	\$0	-	0.0%
Volunteer TN	\$16,622,403	\$792,889	3,535	4.8%
Total	\$13,618,382,550	\$1,699,010,983	10,251,005	12.5%

Youth 18 and Over

Several departments offer services to children “aging out” of state custody through extension of foster care or other programs to help them transition successfully to independence in adulthood. These youth face steeper challenges than most in the transition to adulthood, and they often do not have immediate family available to support them.

The Resource Mapping project has included youth transition and extension of foster care services since its outset but has had the same difficulty breaking out the expenditures on this age group as with other age groups. Following the same process as with children under five, each program now has a data question on the percentage of expenditures estimated to go to transitional youth. All youth 18 and older are not included—just those transitioning out of state custody or involved in a program clearly targeted to youth at high risk of a difficult transition into adulthood. The table on page 21 shows expenditures, mostly estimated, on programs for transitional youth by department. Overall, less than three percent of expenditures on children and youth are directed toward young transitioning adults.

The highest percentages of expenditures are in the Tennessee Housing Development Agency (THDA) and the Tennessee Department of Labor and Workforce Development (TDLWD), which each report just one or two programs. THDA offers Tennessee Housing Trust Fund Competitive Grants for transitional youth housing. A relatively new program, it funds rental assistance for extension of foster care young adults ages 18 to 24. Young adults who have been in foster care are at high risk of homelessness, making these programs important strategies to help former foster youth transition successfully to adulthood. The TDLWD reports Workforce Innovation Opportunity Act training for low-income youth ages 14 to 24 who face barriers to employment, and it leans heavily toward transitional youth services.

The largest dollar amount is in TennCare, which covers qualifying children up to age 21. In addition, since the passage of the Affordable Care Act, young adults can be covered on their parents’ insurance until age 26. Children who have been in state custody often do not have this opportunity due to separation from parents, so the state serves as their “parent” and offers them TennCare until the age of 26 if they qualify for extension of foster care.

The second-highest expenditures are by the Department of Children’s Services, followed closely by the Department of Mental Health and Substance Abuse Services (DMHSAS). Since many mental health and substance abuse issues first arise in this transitional age group, this is essentially early intervention. DMHSAS’ largest expenditures are for inpatient psychiatric hospital services and continuum of care, as well as crisis stabilization units and behavioral health safety net services. The Department also has federal grants that provide important services to help young adults manage mental health and substance abuse challenges and remain in the community. The Department of Children’s Services also has substantial expenditures on transitional youth, funding several transitional programs including continuum of care, residential services and extension of foster care.

Estimate of Spending on Transitional Youth Over Age 18

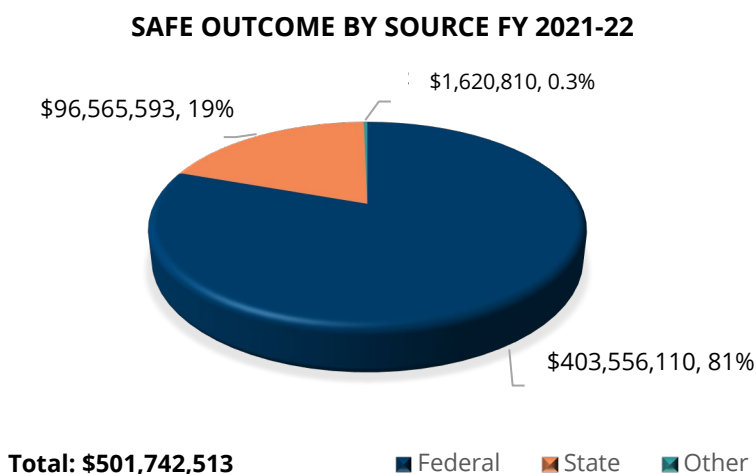
FY 2021-22

Department	Total Expenditures	Estimated Expenditures on Youth Over 18	Estimated Number of Youth Over 18 Served	Estimated Percent Spent on Youth Over 18
Administrative Office of the Courts	\$19,391,669	\$5,600	19	0.0%
Commission on Aging and Disability	\$406,824	\$0	-	0.0%
CoverKids	\$151,810,446	\$16,699,149	7,013	11.0%
Department of Agriculture	\$265,000	\$2,650	300	1.0%
Department of Children's Services	\$916,366,400	\$40,835,977	4,019	4.5%
Department of Correction	\$380,814	\$0	-	0.0%
Department of Education	\$2,852,726,907	\$11,373,656	292,433	0.4%
Department of Education: BEP	\$4,951,862,000	\$0	-	0.0%
Department of Environment and Conservation	\$199,004	\$0	-	0.0%
Department of Health	\$151,210,696	\$1,486,800	54,111	1.0%
Department of Human Services	\$2,081,621,407	\$0	-	0.0%
Department of Intellectual and Developmental Disabilities	\$55,854,164	\$0	-	0.0%
Department of Labor and Workforce Development	\$14,787,821	\$13,309,039	2,545	90.0%
Department of Mental Health and Substance Abuse Services	\$68,898,413	\$33,543,768	17,699	48.7%
Department of Military	\$119,528	\$7,172	75	6.0%
Department of Safety	\$692,320	\$0	-	0.0%
Governor's Early Literacy Foundation	\$12,074,038	\$0	-	0.0%
Office of Criminal Justice Programs	\$33,261,595	\$0	-	0.0%
TennCare	\$2,236,160,246	\$263,866,909	288,314	11.8%
Tennessee Arts Commission	\$862,150	\$0	-	0.0%
Tennessee Commission on Children and Youth	\$5,093,424	\$0	-	0.0%
Tennessee Higher Education Commission	\$36,739,689	\$0	-	0.0%
Tennessee Highway Safety Office	\$1,258,022	\$0	-	0.0%
Tennessee Housing Development Agency	\$239,984	\$239,984	16	100.0%
Tennessee State Museum	\$219,100	\$30,370	8,188	13.9%
Tennessee Wildlife Resources Agency	\$341,934	\$63,219	2,588	18.5%
UT Institute of Agriculture	\$8,916,552	\$1,515,814	23,120	17.0%
Volunteer TN	\$16,622,403	\$0	-	0.0%
Total	\$13,618,382,550	\$382,980,106	700,440	2.8%

Primary Outcomes

Departments select one primary outcome area that best captures the intended outcome of the program. The five outcome area options include Safe, Healthy, Educated, Nurtured and Supported and Engaged in activities to help them reach their potential.

Safe



Safety is a need for children in the most basic sense; they need to be protected from threats to their lives or to their bodies. Child deaths have decreased significantly over the past several decades, in part because risks are studied so parents and children can be taught safer behaviors. As children grow, risks to their safety change, and teaching them the skills they need to remain safe at different ages and in different circumstances is

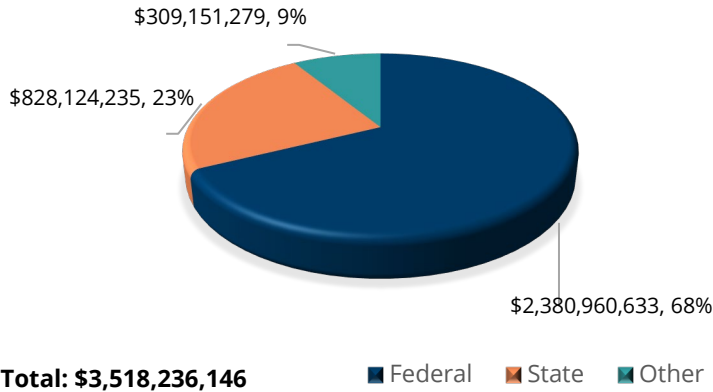
important. Some children are in unsafe living situations, and the state intervenes when it learns of such dangers to ensure all children have safe homes.

“Safe” is not a large spending category for funds flowing through the state for children. The largest government programs that most people think of as contributing to safety are military and police programs. The ones most likely to interact with children are city and county police, whose expenditures do not flow through the state and are thus not reported to Resource Mapping. The Tennessee Bureau of Investigation has never reported to Resource Mapping, and initial discussions suggest they have difficulty separating expenditures on children from overall expenditures, but efforts continue.

By far the largest expenditure reported in this classification is Department of Human Services’ child care licensing and assessment, which keeps child care facilities in line with regulations. The Department of Children’s Services contributed the next largest amount, with its Child Protective Services Special Investigations program dominating. The Office of Criminal Justice Programs’ VOCA grants are next, followed by the Department of Education’s Safe Schools funds and School Resource Officer grants. The Department of Mental Health and Substance Abuse Services puts many of its crisis intervention services here, and the Department of Health includes Environmental Health and Infant Mortality Reduction among others. TCCY’s Ombudsman program is here, as is TWRA’s hunter education program.”

As a category, “Safe” leans toward federal dollars, with \$404 million federal and \$96 million state. This is driven by the DHS child care dollars, as well as by DCS programs that are mostly funded by Title IV-E (Foster Care and Adoption Assistance) and TennCare federal dollars with required state matches.

HEALTHY OUTCOME BY SOURCE FY 2021-22



Healthy

The second-largest primary outcome area is “Healthy.” Healthy children are vital to the nation’s present and future. In the next few decades, today’s children will be key in creating families, powering the workforce and making American democracy work. Mounting evidence showing health during childhood sets the stage for adult health not only reinforces this perspective, but also creates an

important ethical, social and economic imperative to ensure all children are as healthy as they can be. Healthy children are more likely to become healthy adults.

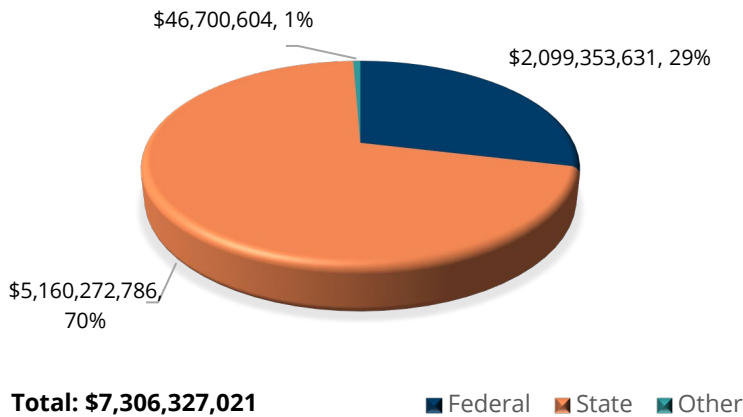
The proportion of funding focused on “Healthy” is heavily driven by TennCare expenditures, not just in the Division of TennCare, but in the Department of Children’s Services and the Department of Health. DCS reports TennCare as at least part of the funding for multiple programs. The ones classified under the “Healthy” outcome are medical, behavioral and dental services for children and youth in state custody and those at risk of entering state custody,

TennCare-funded “Healthy” programs in the Department of Health include child health screenings in county health departments, preventive dental care, prenatal services and CHANT and fetal, infant and maternal death reviews. Almost everything else the Department of Health does is also under “Healthy,” though it did have a few educational programs listed under “Educated” and child fatality review and prevention programs under “Safe.”

Other programs classified as “Healthy” include all of CoverKids; most substance-abuse-related programs reported by the Department of Mental Health and Substance Abuse Services, as well as their Regional Intervention Program and other early behavioral intervention programs and the Nurses for Newborns home visiting program. The Department of Education lists its food programs under “Healthy,” though, as seen below, the Department of Human Services classifies its food programs under “Nurtured and Supported.” While a case might be made for each choice, it suggests that a review of the alignment of classifications may be in order.

Because so much of the “Healthy” outcome is funded by TennCare dollars, this classification is dominated by federal funds and required state matching TennCare dollars. The Department of Education’s classification of its school food programs here further contributes to an area dominated by federal money. Almost \$2.4 billion in federal funds supports the health of Tennessee children and families, as well as over \$800 million state dollars mostly required to match federal spending. Most funds classified as “Other” are in this category as well, since the largest source of non-federal, non-state money that flows through the state and supports children in Tennessee is pharmacy rebates turned back into spending for TennCare and CoverKids, over \$300 million in 2021-22.

EDUCATED OUTCOME BY SOURCE FY 2021-22



Educated

Education is the fundamental path to opportunity for all children. As Thurgood Marshall argued before the Supreme Court in *Brown v. Board of Education*, "Education directly affects the ability of a child to exercise his First Amendment rights. Education prepares individuals to be self-reliant and self-sufficient participants in society." The largest outcome area reported to Resource Mapping by far is "Educated," with over half all

reported expenditures. The BEP is the primary expenditure in the "Educated" outcome, though most Department of Education expenditures are reported there, including those outside the BEP. Education expenditures by 15 other departments are also included.

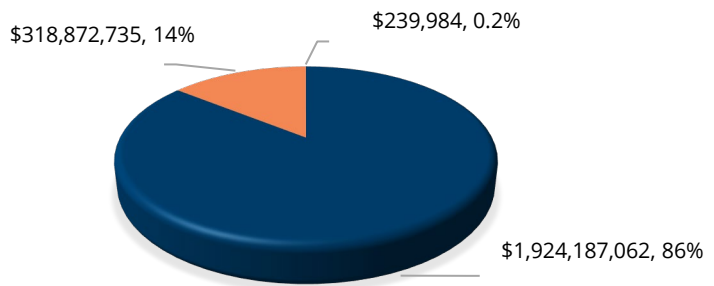
A variety of education programs across departments are reported here, including:

- Ag in the Classroom through the Department of Agriculture;
- Education services for children in state custody through the Department of Children's Services;
- Education services for youth incarcerated by the Department of Correction;
- Abstinence education, adolescent pregnancy prevention, breastfeeding promotion and injury and suicide prevention from the Department of Health;
- Tennessee Early Intervention System expenditures at the Department of Intellectual and Developmental Disabilities;
- Violence and bullying prevention and suicide prevention from the Department of Mental Health and Substance Abuse Services;
- Drug abuse resistance and driver safety programs from the Department of Safety and Homeland Security;
- Child passenger safety and DUI education programs from the Tennessee Highway Safety Office;
- All expenditures from the Governor's Early Literacy Foundation;
- SNAP Education and Training at the Department of Labor and Workforce Development;
- Arts education programs from the Tennessee Arts Commission;
- KIDS COUNT, kidcentraltn, Regional Councils and the Tennessee Compilation of Laws from the Tennessee Commission on Children and Youth;
- All the Tennessee Higher Education Commission's reported programs, which are focused on college readiness and success;
- Museum visits and classroom programs from the Tennessee State Museum; and
- All AmeriCorps funding through Volunteer TN.

Federal dollars for education are very important to the state, with over \$2 billion reported, but state dollars dominate this outcome area because BEP spending dwarfs everything else the state spends on children. Local education funds are not even included here, but they are also substantial. While the percentage varies across school districts, statewide local expenditures make up almost 40 percent of K-12 spending at over \$5 billion in 2021-22. Local governments also support educational programs outside of K-12.

Nurtured and Supported

**NURTURED AND SUPPORTED OUTCOME BY SOURCE
FY 2021-22**



Total: \$2,243,299,781

■ Federal ■ State ■ Other

The “Nurtured and Supported” outcome looks at programs that provide children with important, trusting relationships. Nurturing relationships with adults are crucial to intellectual and social growth. They provide stability and security, allowing children to grow and develop into adults with the capacity for empathy, trust and compassion. When children suffer continuous stress through poverty or family dysfunction, safe, stable

nurturing relationships with adults help them develop resilience to the effects. All children go through difficult times, and nurturing relationships help them weather these in a healthy way.

The biggest expenditures for “Nurtured and Supported” are reported by the Department of Human Services, and include its supplementary food programs, child care subsidies, child support recovery and income support programs. The Department of Children’s Services also lists several of its larger programs in this classification, including adoption support, case management, community intervention, custody, foster care, independent living, parenting education, relative caregiver and respite care programs. The Department of Education lists McKinney-Vento funds for homeless children, some of its Title 1 school support for at-risk children, as well as Family Resource Centers and its Advancing Wellness & Resilience in Education here.

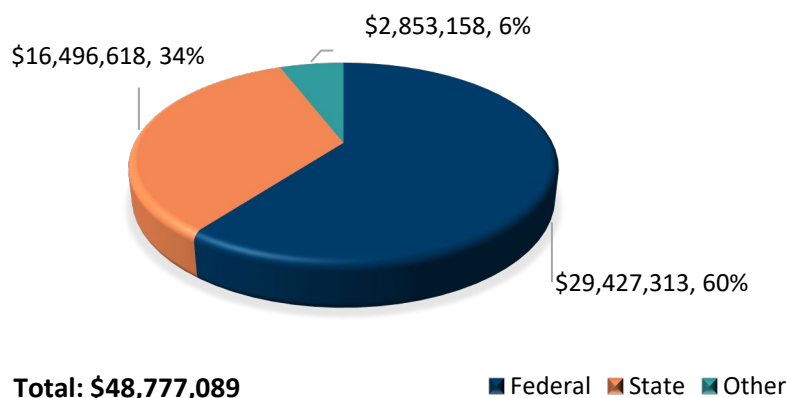
The Department of Intellectual and Developmental Disabilities’ family support program is here as are most of the programs funded by federal grants administered by the Commission on Children and Youth (TCCY) and the state-funded Court Appointed Special Advocates (CASA) grants also administered by TCCY. The Department of Mental Health and Substance Abuse services puts most of its wraparound services, transition services and respite care support here as well as some of its System of Care work. The Administrative Office of the Courts (AOC) also lists most of its child-serving programs here, including access and visitation grants, Court Improvement Program Grants, child support, guardian ad litem, the Juvenile Justice Training Project, parent education and mediation and parent attorneys. The Tennessee Housing Development Agency’s (THDA) transitional youth housing program falls here as well. The

Commission on Aging and Disability reports a respite program for grandparent caregivers under “Nurtured and Supported.”

The majority of expenditures under “Nurtured and Supported” come from federal funds, mostly because the Department of Human Services classifies its food programs here. The DCS, AOC and TCCY programs lean more heavily on state funds in this outcome area. THDA brings the “Other” funds with \$240,000 from its Tennessee Housing Trust Fund Competitive Grant program that relies on income from THDA loans.

Engaged

ENGAGED OUTCOME BY SOURCE FY 2021-22



The outcome area “Engaged” is short for “engaged in activities that provide children opportunities to achieve their fullest potential.” It refers to programs sparking children’s interest in learning a variety of things in a variety of ways; helping them find the things they love to do and the things they do well. Expenditures that flow through the state in Tennessee do not include many programs meant

primarily to engage. With just over \$48 million spent on programs, “Engaged” spending represents less than 0.5 percent of overall spending on children. The “Engaged” outcome is more heavily invested in at the local government level and by non-profits. Programs such as local parks and recreation, youth sports and arts programs, library and community center youth programs and many non-profit opportunities like YMCA Youth in Government, United Way afterschool programs, children’s art and science museums, recreation centers, zoos and many more offer opportunities to engage children. These expenditures are not tracked in Resource Mapping.

The largest program in this group is Department of Labor and Workforce Development’s Workforce Innovation and Opportunity Act (WIOA) Youth Program. This federally-funded program places a priority on serving out-of-school youth, providing work-based experience, and improving services to youth with disabilities. WIOA promotes career pathways, increased attainment of recognized credentials and post-secondary certificates or degrees. Youth must meet eligibility requirements to participate in the WIOA Title I Youth Program. Eligible youth are those who are 14-24 years of age and face specific barriers to school completion or employment.

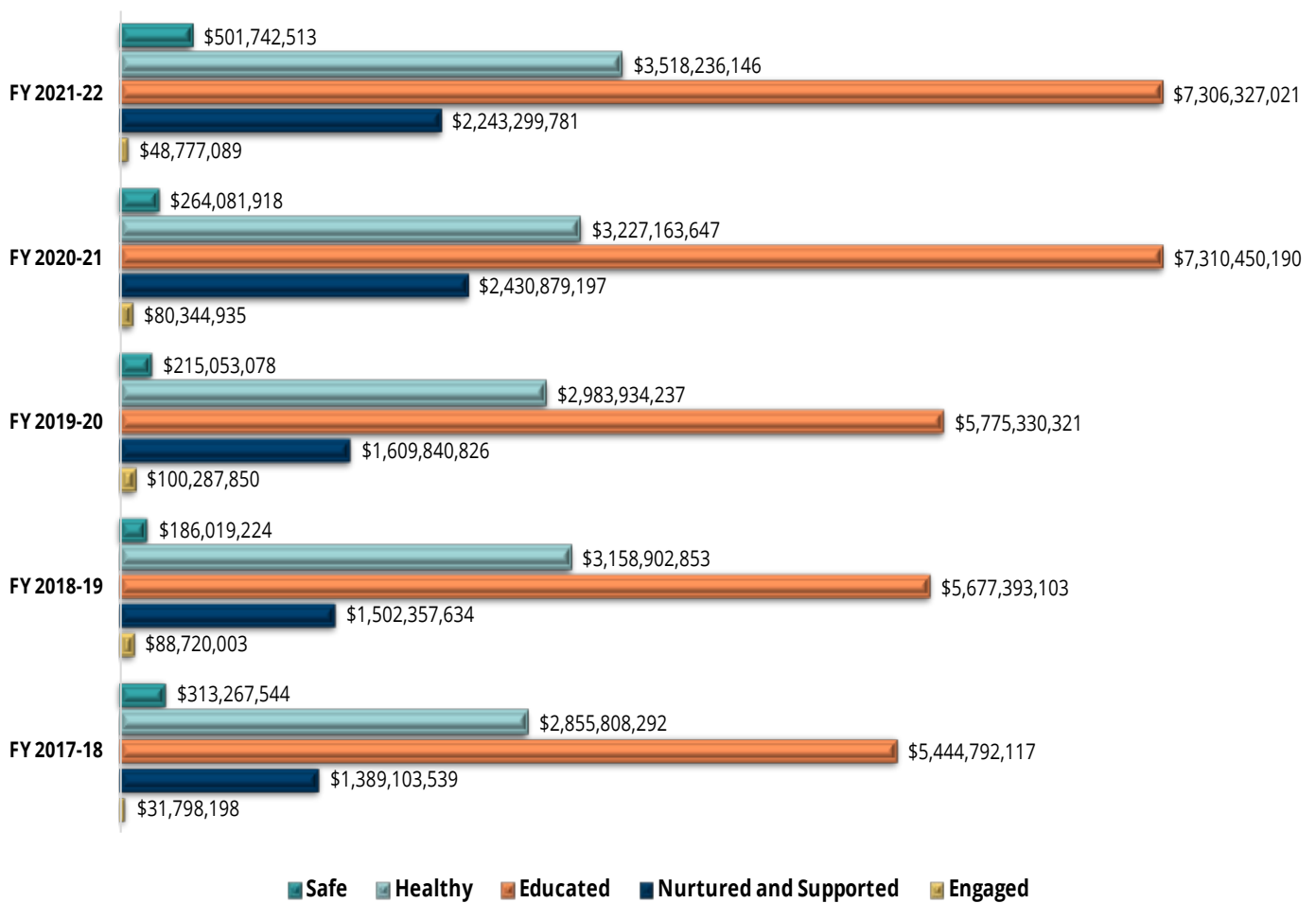
The Department of Mental Health and Substance Abuse Services spent over \$10 million on programs meant to engage that are mostly peer and community support. Funded mostly by state dollars, they link children and youth to behavioral health and substance abuse treatment resources in their communities and provide support by engaging them with peers who are

similarly situated so they share stories and grow together. The UT Institute of Agriculture's 4-H program here. It includes their 4-H Foundation funds, which contributed over \$2 million to the program, and is why the fund sources are more balanced in this outcome area. 4-H aims to prepare young people to become responsible, capable, involved leaders and citizens of Tennessee and the nation. 4-H serves youth ages 9 to 19.

Additional programs with this outcome goal include the Administrative Office of the Courts' Victim Offender Reconciliation, Department of Environment and Conservation's youth programming, Department of Health's Ryan White program, Department of Human Services' vocational programs for children and youth with disabilities, the Department of Military's program for children of active duty Guard and Reserve members, and the Tennessee Wildlife Resources Agency's Archery in Schools.

Tables reporting expenditures by Primary Outcome by state agency and source of expenditures are presented in Appendix B.

Total Expenditures by Primary Outcome Area



Mental/Behavioral Health and Substance Abuse Services

When the General Assembly created the Council on Children’s Mental Health in 2008, one of its responsibilities was to develop a financial resource map and cost analysis of all federal and state funded programs for children’s mental health to guide and support a statewide system of care plan. In the same year, the General Assembly created Tennessee’s Resource Mapping project, which tracks expenditures for programs aimed primarily at children and youth flowing through the state. These two programs worked together to create a financial map of mental health services for children and families several times, with the last legislated CCMH report using Resource Mapping data in 2016.

In light of the focus in Tennessee and nationally on behavioral health services for children and youth, this Resource Mapping report is devoting a section to mental health, behavioral health and substance abuse services, with behavioral health to include direct services to improve outcomes for children with individual and developmental disabilities.

What qualifies as a mental health, behavioral health or substance abuse service?

According to the American Psychology Association (APA), mental health services include:

any interventions—assessment, diagnosis, treatment, or counseling—offered in private, public, inpatient, or outpatient settings for the maintenance or enhancement of mental health or the treatment of mental or behavioral disorders in individual and group contexts.

In Tennessee, the Department of Mental Health and Substance Abuse Services (DMHSAS) provides and coordinates many of those services to Tennesseans of all ages, though children and youth also receive a substantial portion through TennCare, the Department of Education (DOE), the Department of Children’s Services (DCS) and the Department of Intellectual and Developmental Disabilities (DIDD). There are a few other additional programs in other departments providing similar services, but they do not account for large expenditures.

Defining what counts as a mental/behavioral health or substance abuse service is also not simple. We began by deciding everything reported to us by DMHSAS would be included, and we would use those services as a touchstone to help decide whether services in other departments should count. For example, Custody and Truancy prevention grants in the Department of Children’s Services aim to prevent delinquent youth from entering state custody. The truancy portion is more education-focused and is not included, but the custody prevention grants bear a close resemblance to the Juvenile Justice Diversion Programs reported by DMHSAS and, as such, counted as a behavioral health service.

We also reported everything broken out as behavioral health care by TennCare. In other departments, some programs were clearly behavioral health care, and the full expenditures of those programs were included. Examples (not a full list) of these are school psychologists and social workers funded through the Basic Education Program (BEP), Behavioral Services funded by the Department of Children’s Services, Suicide Prevention programs through the Department of Health,

developmental support services provided by the Department of Intellectual and Developmental Disabilities through the Tennessee Early Intervention System and Drug Abuse Resistance Education through the Department of Safety and Homeland Security. Some programs were counted in full after some discussion of what was appropriate. Examples include Evidence-Based Home Visiting, Healthy Start and two tobacco cessation programs through the Department of Health along with the Therapeutic Family Preservation, Family Support Services and Parenting Education programs through the Department of Children's Services.

Then there were programs clearly funding some behavioral health services but providing other services as well. These created the thorniest problems as the portion counted as behavioral health spending had to be estimated. Some proved easier than others. CoverKids and Department of Military personnel made estimations of which services to include and percentage of expenditures, though both agreed behavioral health services can be hard to define, a problem we also experienced in this family of programs. We made judgement calls and estimates for programs like IDEA school age funding for special education, Victims of Crime Act and Sexual Abuse Service program grants from the Office of Criminal Justice Programs, Juvenile Justice Placement and Custody Prevention programs at the Department of Children's Services, and Safe Schools Act grants from the Department of Education. For all programs with only part of services included, the number of children served were adjusted to reflect the actual or closest estimate receiving those services.

Some programs definitely providing behavioral health services (like Family Resource Centers and Coordinated School Health in the Department of Education, grants to Child Advocacy Centers made through the Department of Children's Services, and grants to multiple non-profit service providers through the Commission on Children and Youth) were ultimately not counted because their grants from state agencies were small and were used mostly for staff salaries. We were unable to choose a defensible method of allocating a portion of grants paying a percentage of salaries for agency staff where behavioral health is a part of the services provided. Nonetheless, these programs are important and grants from state agencies provide them stability, allowing them to fundraise, thrive and provide necessary services to Tennessee children, youth and families. A scan of programs with expenditures from sources beyond state funding streams would include them, and we plan to work on such a scan in the coming months.

Finally, some funding streams allow expenditures on behavioral health, but it is unclear what percentage, if any, is used for these expenditures. They include several Every Student Succeeds Act (ESSA, the primary federal education funding mechanism) and Elementary and Secondary School Emergency Relief (ESSER) programs through the Department of Education and comprehensive guidance and counseling services through the Workforce Innovation and Opportunity Act at the Department of Labor and Workforce Development. The more in-depth scan we plan beyond this report will work to find these answers.

Departments Providing Behavioral Health Services

Looking at behavioral health services by department and source reveals the importance of the Department of Education in the provision of these services for Tennessee children and youth. Because special education services make up such a large part of the whole, and because those services are not always included in behavioral health scans, we broke them out so their effect on the total is clear. Department of Education non-BEP expenditures are divided into the IDEA portion and the other non-BEP portion. BEP services are divided into those serving all students (psychology and social work personnel) and those specifically for special education.

Behavioral Health program expenditures represent

6.2% of overall expenditures on children and youth flowing through the state.

Department	Total	Federal	State	Other
Commission on Aging and Disability	\$203,412	\$203,412	\$0	\$0
CoverKids	\$8,284,759	\$6,642,702	\$1,584,064	\$57,993
Department of Children's Services	\$49,347,379	\$20,896,992	\$28,450,388	\$0
Department of Education	\$5,000,159	\$3,351,900	\$1,648,259	\$0
Department of Education: IDEA	\$151,091,873	\$151,091,873	\$0	\$0
Department of Education: BEP All Students	\$90,925,464	\$0	\$90,925,464	\$0
Department of Education: BEP Special Education	\$144,511,742	\$0	\$144,511,742	\$0
Department of Health	\$10,024,002	\$3,973,127	\$6,050,875	\$0
Department of Intellectual and Developmental Disabilities	\$41,053,952	\$7,182,006	\$33,871,945	\$0
Department of Military	\$35,858	\$9,758	\$0	\$26,100
Department of Mental Health and Substance Abuse Services	\$68,898,413	\$23,939,832	\$43,337,771	\$1,620,810
Department of Safety	\$120,394	\$0	\$120,394	\$0
Office of Criminal Justice Programs	\$32,580,816	\$32,580,816	\$0	\$0
TennCare	\$241,290,130	\$115,806,415	\$43,937,589	\$81,546,126
Tennessee Commission on Children and Youth	\$102,607	\$73,649	\$28,958	\$0
Total	\$843,470,961	\$365,752,483	\$394,467,448	\$83,251,029

When special education spending is removed, Behavioral Health programs make up

4% of expenditures on remaining programs.

When IDEA and BEP special education services are combined, they are the largest expenditures on behavioral health, outpacing even TennCare. Outside of special education, the Department of Education's other services are still significant and are by themselves second only to TennCare.

TennCare and CoverKids combine to spend almost \$250 million on behavioral health services for children and

youth. Those agencies do not break their reporting out by diagnosis, but they do cover developmental therapies associated with diagnoses such as Down Syndrome, Autism Spectrum Disorder, Attention Deficit Disorder/Attention Deficit Hyperactivity Disorder and other

developmental disabilities included in special education services in schools. In many cases, school systems bill TennCare for covered services for children insured under TennCare.

The Department of Mental Health and Substance Abuse Services is next with nearly \$70 million in expenditures. CCMH's previous reporting on expenditures from the department did not include the transitional services they provide to youth in the 18 to 24 age group. Since transitional services are included in Resource Mapping generally, however, they are included in this analysis. The other child-serving departments also serve young adults up to age 21, 24 or even 26 (TennCare through Extended Foster Care), so including those services provides consistency across departments. DMHSAS offers services across the spectrum of intervention levels, from general community-based prevention education to intensive residential service.

The Department of Children's Services spends nearly \$50 million on behavioral health, and their services are more intensive and less likely to be early intervention. The Department of Intellectual and Developmental Disabilities is now a significant behavioral health service provider with Tennessee's Early Intervention System. The Office of Criminal Justice Programs are characterized as support for child victims of domestic, physical and sexual abuse. A significant portion of their Victim of Crime Act grants benefiting children go to service provision through Children's Advocacy Centers.

Department of Health programs included in the analysis are dominated by in-home services, including Healthy Start and Evidence-Based Home Visiting. Health also makes a significant investment in tobacco prevention and treatment for teens. Health reporting includes two programs focusing on suicide prevention.

The Commission on Aging and Disability offers a respite program for grandparents and other relative caregivers age 55 and above who have either legal custody or legal guardianship of minor children. The Department of Military offers supportive programming to the children of active-duty Guard and Reserve members. The Department of Safety and Homeland Security operates Tennessee's Drug Abuse Resistance Education (DARE) program, and the Commission on Children and Youth does policy and collaboration work on programs otherwise counted under the Department of Children's Services, Department of Health and Department of Mental Health and Substance Abuse Services.

Types of Services

One of the ways services are characterized in Resource Mapping is by primary service type. These service types cut across departments and combine expenditures spent on similar kinds of service. They are presented below arranged from those with the largest expenditures to those with the smallest. Program Administration costs fall in the middle at somewhat less than ten percent of the total, generally the standard administrative portion of federal and other grants and of most programs.

Developmental-Services lead and include the Department of Education services mentioned before. TennCare's Mental Health-Pharmacy costs are second. These are strictly TennCare as

CoverKids (and any other programs billing TennCare for some of their services) do not break out pharmacy costs. Next is Mental Health-Inpatient, notable because it represents service to just 8,344 children and youth, while the first two covered over 100,000.

Mental Health-School Based Services includes both Department of Education programs and DMHSAS' school-based mental health liaisons, while Early Intervention-Home Visiting includes Department of Health, DIDD, DMHSAS and TCCY. Support-Home and Community Based Services includes programs at both DCS and DMHSAS, while Support-Child Abuse and Neglect covers programs supported by Office of Criminal Justice Program grants.

Primary Program Service	Total	Federal	State	Other
Developmental-Services	\$295,603,615	\$151,091,873	\$144,511,742	\$0
Mental Health-Pharmacy	\$119,920,774	\$27,819,701	\$10,554,947	\$81,546,126
Mental Health-Inpatient	\$104,439,521	\$64,111,337	\$38,707,374	\$1,620,810
Mental Health-School Based Services	\$97,500,514	\$3,476,060	\$94,024,454	\$0
Behavioral Health-Services	\$56,576,514	\$33,146,645	\$23,371,876	\$57,993
Early Intervention-Home Visiting	\$47,421,370	\$9,780,441	\$37,640,928	\$0
Support-Home and Community Based Service	\$36,909,637	\$18,530,877	\$18,378,760	\$0
Support-Child Abuse and Neglect	\$32,580,816	\$32,580,816	\$0	\$0
Mental Health-Education	\$8,423,099	\$3,006,448	\$5,390,551	\$26,100
Program Administration	\$8,106,769	\$2,662,429	\$5,444,340	\$0
Substance Abuse-Education	\$7,765,479	\$4,548,328	\$3,217,151	\$0
Substance Abuse-Treatment	\$6,719,486	\$4,310,373	\$2,409,113	\$0
Mental Health-System of Care	\$4,971,079	\$4,971,079	\$0	\$0
Mental Health-Crisis Services	\$3,080,552	\$5,488	\$3,075,064	\$0
Mental Health-Housing	\$2,071,386	\$722,041	\$1,349,345	\$0
Substance Abuse-Residential	\$2,063,335	\$0	\$2,063,335	\$0
Mental Health-Treatment	\$1,880,397	\$1,727,548	\$152,849	\$0
Support-Parent Education	\$1,638,178	\$1,607,126	\$31,052	\$0
Support-School Safety	\$1,598,259	\$0	\$1,598,259	\$0
Support-Custody Prevention	\$1,414,321	\$185,349	\$1,228,972	\$0
Mental Health-Respite	\$849,445	\$849,445	\$0	\$0
Mental Health-Peer Support	\$546,108	\$145,656	\$400,452	\$0
Mental Health-Employment	\$372,612	\$101,972	\$270,640	\$0
Mental Health-Outpatient	\$323,408	\$0	\$323,408	\$0
Training-Professional Development	\$322,966	\$189,999	\$132,967	\$0
Substance Abuse-Peer Support	\$190,365	\$85,948	\$104,417	\$0
Substance Abuse-Inpatient	\$180,956	\$95,503	\$85,453	\$0
Total	\$843,470,961	\$365,752,483	\$394,467,448	\$83,251,029

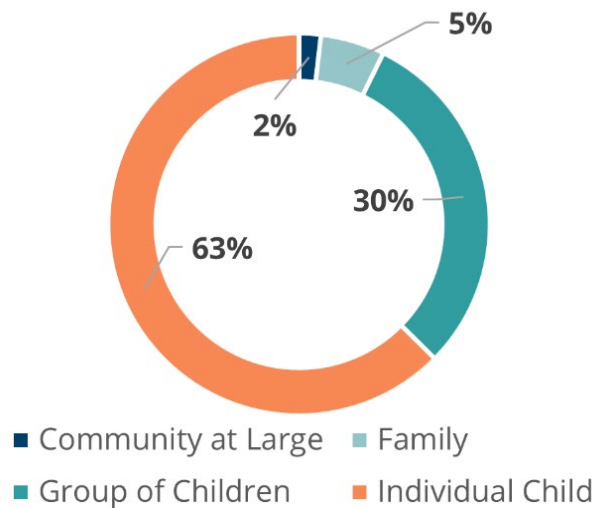
Service Recipients

Programs are additionally classified by who they primarily serve. The Primary Service Recipient chart shows most behavioral health expenditures support programs serving individuals, then groups of children, families and, finally, the community at large. The percentages in the chart represent percentage of overall expenditures, not of number of programs or children served. The small expenditures on programs for the community at large are mostly community education

prevention programs. Some administrative costs are also classified here. Those serving groups of children are dominated

by school-based, non-special-education services, like school-based mental health liaisons and school psychologists and social workers, though other, smaller programs through DMHSAS, Health and the Department of Military are included. Several departments list Family as recipient of some services, though two of the largest, Education and TennCare, do not. Services for individual children cross most departments as well.

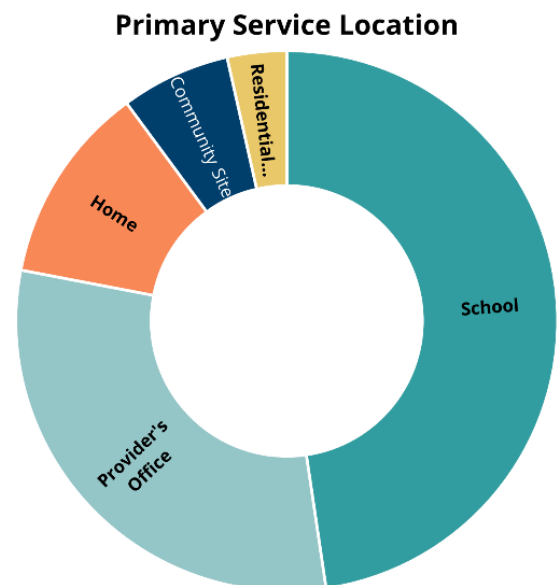
Primary Service Recipient



Primary Service Location

Most behavioral service expenditures for children and youth (almost 48 percent) take place in our schools. Next is provider's offices (30 percent), then home (12 percent), community site (6.5 percent) and, finally, residential placement (3.5 percent). These are charted based on expenditures. The smallest group, residential placement, covers services provided by both the

Department of Children's Services and the Department of Mental Health and Substance Abuse Services. The school portion includes everything provided by the Department of Education and several programs provided by DMHSAS. Provider's Offices services are dominated by TennCare and CoverKids, but also include DMHSAS programs and Office of Criminal Justice Programs Sexual Assault Services Program grants. Services in residential placements are provided by DCS and DMHSAS.



Mapping Children's Program Expenditures

Among the data requested from departments for Resource Mapping is a breakdown of expenditures and numbers of children served by each program by county or school district. TCCY maps data from several programs for each report. Many departments are unable to break spending down that way. Some programs are statewide in nature and support children and children's issues without providing services directly to children. The salaries and benefits of Tennessee Commission on Children and Youth (TCCY) staff are counted, for example, but, with the exception of the Ombudsman, staff does not provide services directly to children and cannot allocate those expenses by county. Some programs in other departments do deliver services to individual children, but do not track their services by county.

Programs serving both children and adults have different challenges, as they already segment their data to produce county-level data on just the portion of program services benefiting children. They are not always able to parse the data in additional ways. For example, the Department of Human Services administers SNAP, which supplements food for individuals and families living at or near poverty. Households can qualify for the program even if they have no children, and benefits vary based on household circumstances. The department can break out the number of children served in each county but not expenditures that benefit just children.

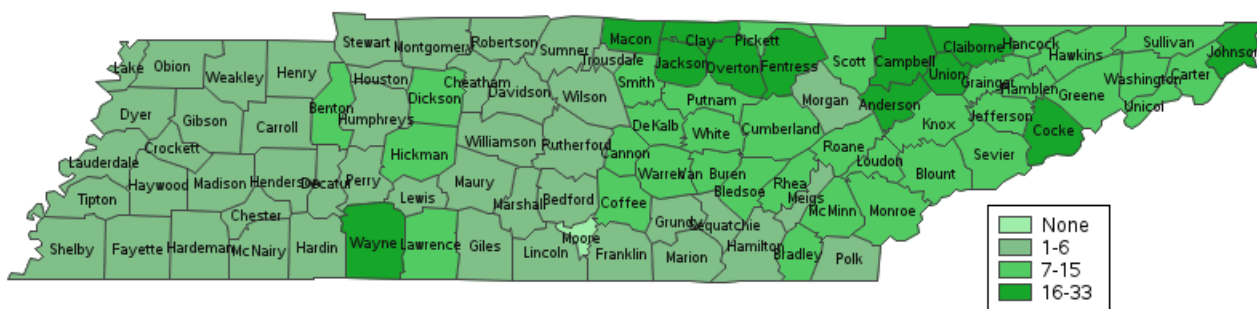
Maps for SNAP and programs like it show the percentage of children living in each county who receive services. It is a bit less information, but still allows for some comparisons among counties. The SNAP example provides a good illustration. Households receive SNAP benefits at different levels based on need, and those differences do not show in the maps. Children who live in families with higher incomes receive less in SNAP benefits but look just the same in this data as children in families living in deep poverty and receiving higher levels of benefits. In these circumstances, county maps give a snapshot of the breadth of need based on the numbers of children receiving benefits but not the depth of need that would show how far these children and their families are from food security and how that varies across counties.

Some programs, especially some in the Department of Education, allocate expenditures based on the number of children, making the expenditure per child a generally fixed amount that is the same in every county. In this case, county expenditures are just a multiple of enrollment and reflect the number of public school children in each county compared to other counties. Total expenditures, per-child expenditures and percentage of children served are also all reflections of population measures and do not make meaningful maps. Programs with these kinds of spending formulas are not generally mapped in this section even if county-level data is available. One exception is when the program is in many counties but not all. These are sometimes mapped to show which counties have active programs.

Department of Children's Services: Adoption Support Services

The DCS Adoption Services Program offers child-focused services based on the philosophy that every child has the right to a loving, nurturing and safe family. Adoption Assistance provides ongoing financial and medical assistance to adoptive families on behalf of children who have special needs as well as adoption recruitment and placement and pre-adoption and post-adoption support. DCS reports 11,613 children and youth were served by adoption support services program in 2021-22.

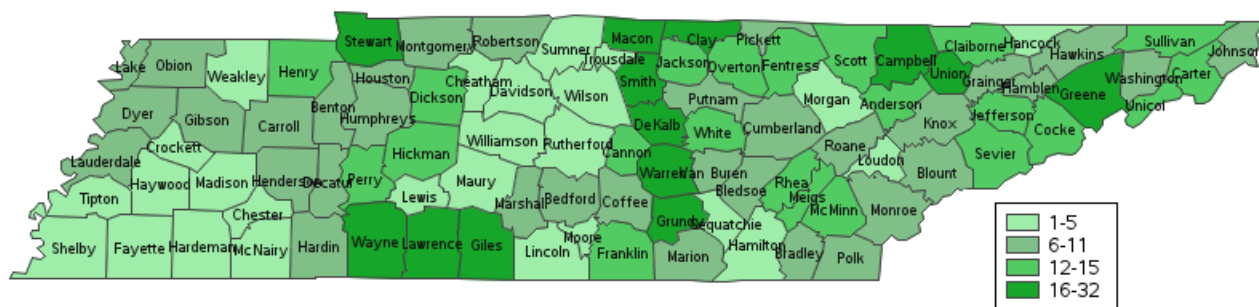
Adoption Support Services Children per 1,000 Receiving Benefits, FY 2021-22



Department of Children's Services: Foster Care

When children are not able to stay safely in their own homes and there isn't a relative who can care for them, they often have to come into state custody. The department's first goal for children is to work toward a safe return home to their families. Foster parents provide nurturing and supportive homes in which the children's emotional, physical and social needs can be met, while issues and concerns in the immediate family can be addressed. Some children in foster care can be placed with relatives, who receive the same support as non-relative caregivers and must meet the same criteria to become an approved Foster Home.

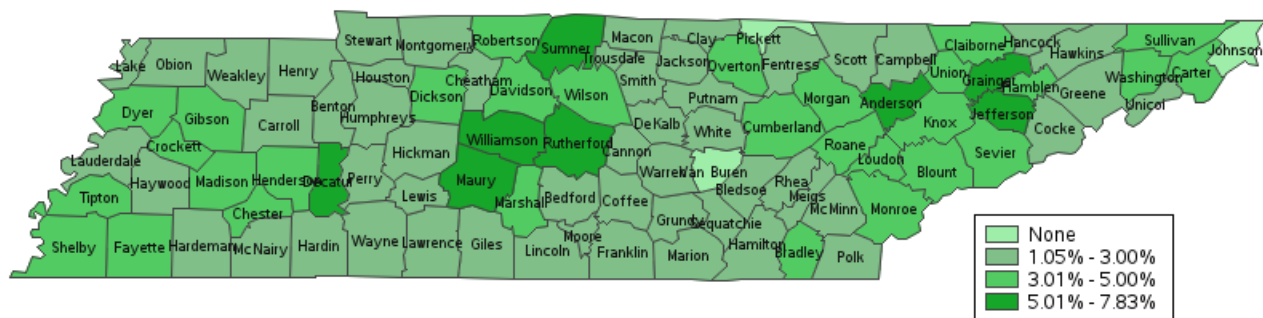
Foster Care Children per 1,000 Receiving Benefits, FY 2021-22



Department of Intellectual and Developmental Disabilities

Under the Individuals with Disabilities Education Act (IDEA), every state has a Part C program for children birth through two years of age and their families. Each state decides its own eligibility rules. In Tennessee, children diagnosed with certain disabilities or whose test results show they have a 25 percent delay in two developmental areas or a 40 percent delay in one area may be eligible for TEIS. Demand for TEIS services has been growing rapidly with more early developmental evaluations and more recognition of early signs of developmental disabilities. The Department of Intellectual and Developmental Disabilities reported 8,995 children served in FY 2021-22.

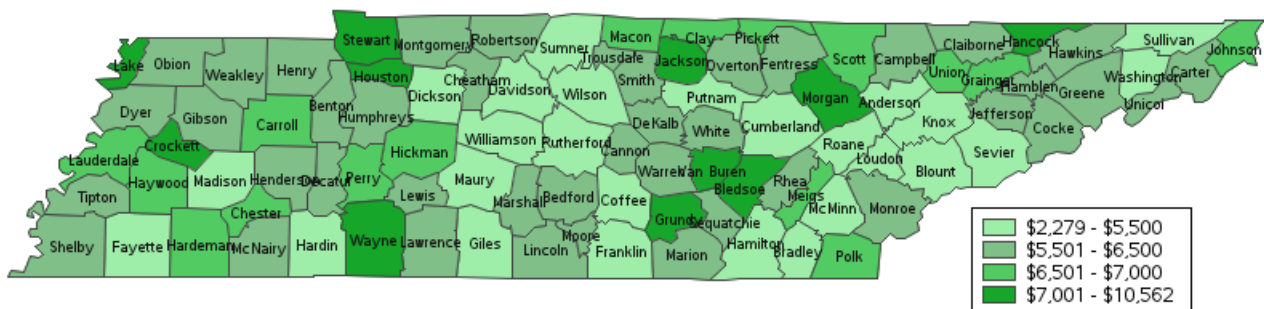
Tennessee Early Intervention System (TEIS) Program Percentage of Children under 3 Served, FY 2021-22



Department of Education: Basic Education Program

The Basic Education Program (BEP) is the state's school funding formula. It relies on a set of costs associated with what the state deems a "basic education." As the costs of inputs rise, so does total state and local funding. Counties are required to match state funds with local expenditures. The percent that must be local depends on each county's ability to raise revenue from its tax bases. Governor Lee's new student-based funding formula, Tennessee Investment in Student Achievement (TISA), launches in fall of 2023.

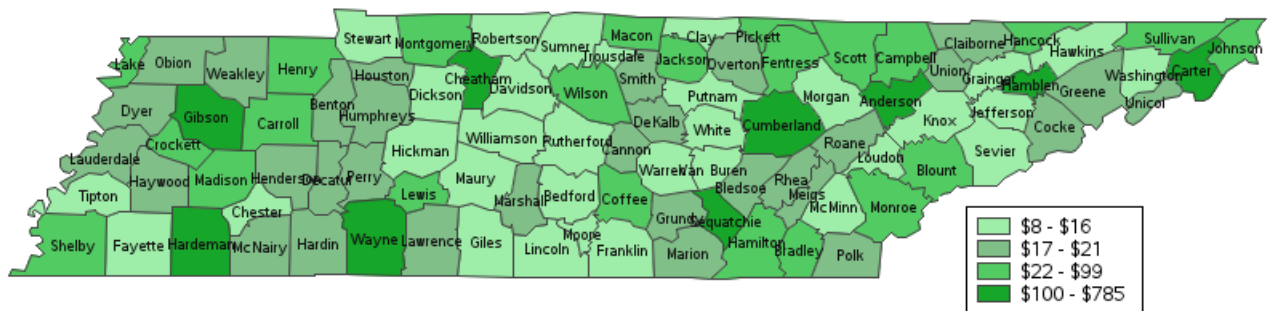
Basic Education Program Per-Child Expenditure, FY 2021-22



Department of Education: College, Career and Technical Education (CCTE)

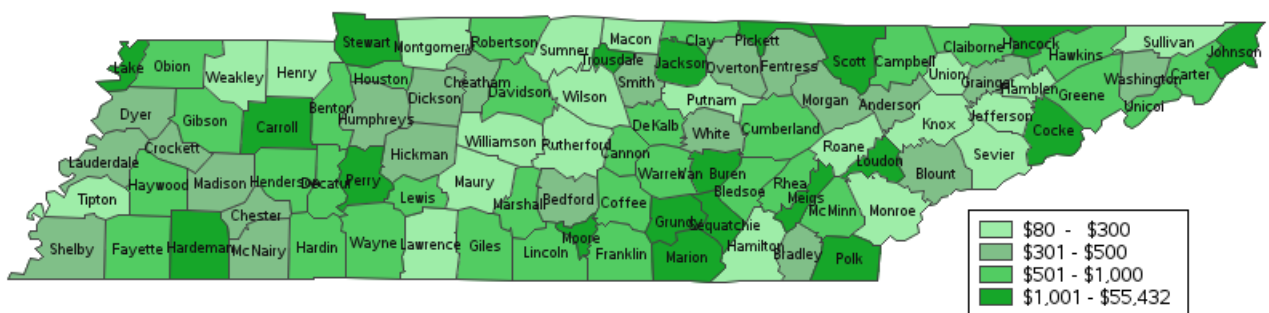
CCTE provides a pathway for students beginning in early and middle grades and progresses through secondary and postsecondary into aligned occupations. To support this pathway progression, academic, technical and employability skills are provided through culminating content and experiences necessary to be successful in high skill, high wage, and/or in-demand occupations. CCTE is largely funded by federal Perkins V grants. The Department of Education reports 13 separate CCTE programs which are combined in this map.

**College, Career and Technical Education
Per-Child Expenditure, FY 2021-22**



Department of Education: Elementary and Secondary School Emergency Relief (ESSER) Fund
ESSER funds were designated from the CARES Act (ESSER 1), CRRSA (ESSER 2) and ARPA (ESSER 3). FY 2021-22 funds sent to LEAs are combined in this map. The federal Department of Education provided states with emergency relief funds to address the impact of COVID-19 on elementary and secondary schools across the nation. States received funds based on their federal Title I allocations. Tennessee spent about \$1.3 billion in ESSER 1 and 2 funds over in FY 2021-22. ESSER 2 funds can be spent through June 30, 2023, and ESSER 3 funds, which have not yet kicked in for FY 2021-22, can be spent through June 30, 2024.

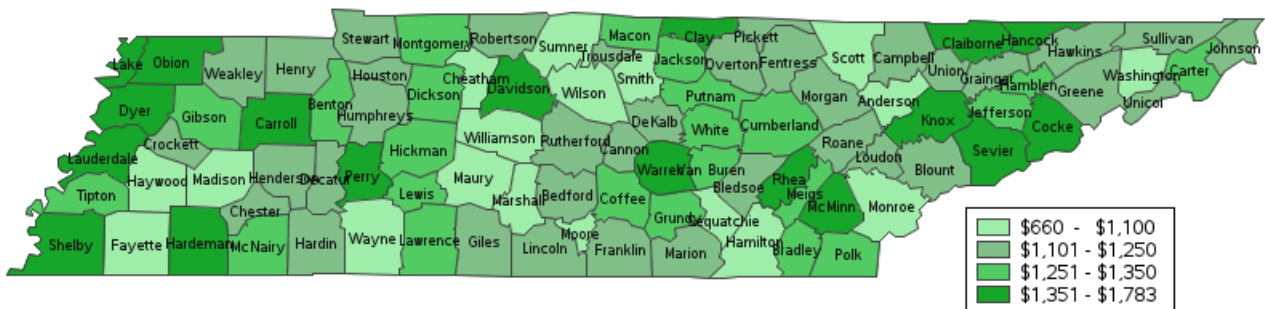
**Elementary and Secondary School Emergency Relief Fund
Per-Child Expenditure, FY 2021-22**



Department of Education: Every Student Succeeds Act (ESSA), Title I

ESSA replaced its predecessor, the No Child Left Behind Act (NCLB), and modified but did not eliminate provisions relating to the periodic standardized tests given to students. Like the No Child Left Behind Act, ESSA is a reauthorization of the 1965 Elementary and Secondary Education Act, which established the federal government's expanded role in public education. Title I of ESSA is primarily aimed at students who live at or near the poverty line.

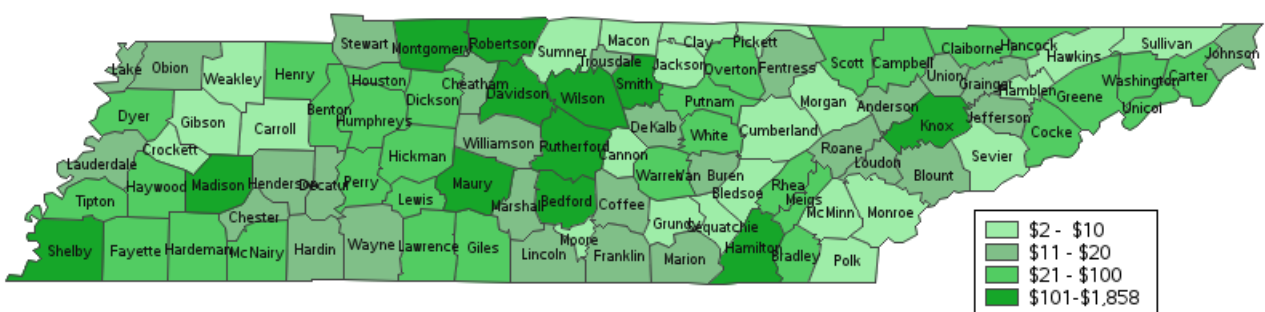
**Every Student Succeeds Act (ESSA) Title I
Per-Child Expenditure, FY 2021-22**



Department of Education: Every Student Succeeds Act (ESSA), Title IV-A and IV-B

Title IV, Part A is intended to improve students' academic achievement by increasing the capacity of state and local educational agencies and local communities to: provide all students with access to a well-rounded education, improve school conditions for student learning, and improve the use of technology in order to improve the academic achievement and digital literacy of all students. Title IV, Part B supports 21st Century Community Learning Centers, providing grants to local school districts and community learning centers for afterschool programs serving students in low-performing schools.

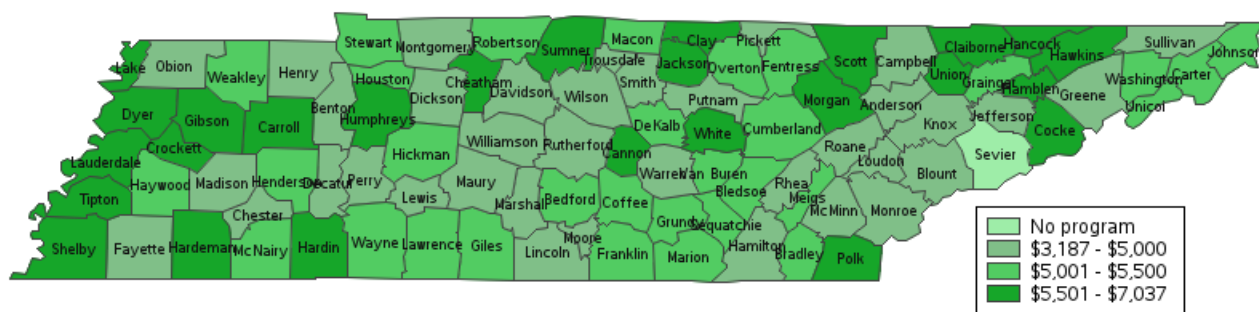
**Every Student Succeeds Act (ESSA) Title IV-A and IV-B
Per-Child Expenditure, FY 2021-22**



Department of Education: Voluntary Pre-K

The Voluntary Pre-K initiative provides Tennessee's four-year-old children—with an emphasis on those who are at-risk—an opportunity to develop school readiness skills, both pre-academic and interpersonal skills. Voluntary Pre-K classes promote a high-quality academic environment, which fosters the love and joy of learning and promotes success in kindergarten and throughout the child's life. The goal of the pre-K school year is to engage each child in learning through a curriculum that focuses on the needs of young children in all areas of development including language, early literacy, math, science, social studies, the arts, physical development, as well as social emotional development, and healthy living. Over 16,000 children were served in FY 2021-22.

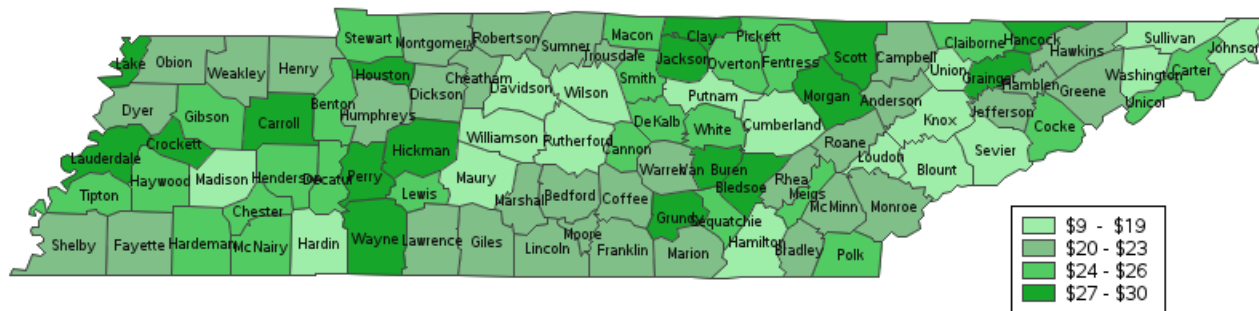
Voluntary Pre-K Program, Per-Child Expenditure, FY 2021-22



Department of Education: Safe Schools

Safe Schools Act funds are provided to decrease the likelihood of violent or disruptive behavior and to protect students and staff from harm when such behavior may occur. The funds are available to all Tennessee public school districts and may be used for one or more of the following purposes: facility security and planning, school safety personnel, violence prevention, training and drills and behavioral health. In FY 2021-22, over \$19 million in safe school grants supported local school efforts to create safe learning environments.

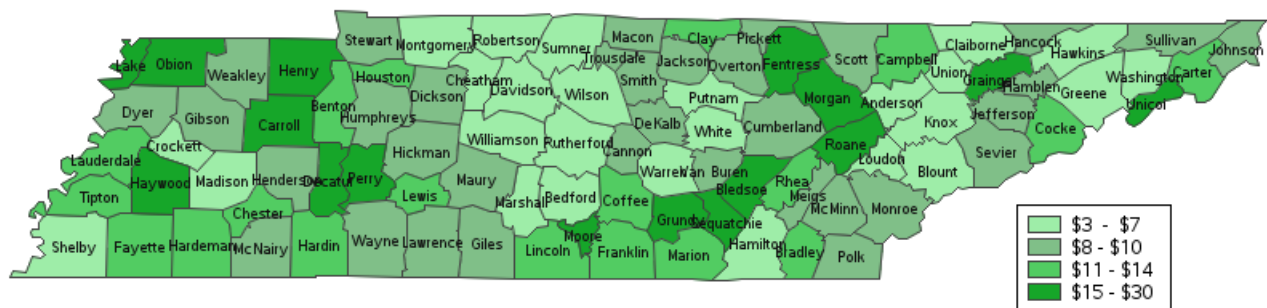
Safe Schools Act Grants Per-Child Expenditure, FY 2021-22



Department of Education: Preschool Special Education through IDEA

Early Childhood Special Education addresses individual needs within the context of developmentally appropriate early learning experiences including early literacy, math, play, and social areas. Preschool special education is a state and federally mandated program for children ages three through five who are experiencing challenges in their learning and development and meet eligibility criteria for special education and related services. Every school district provides special education services to young children.

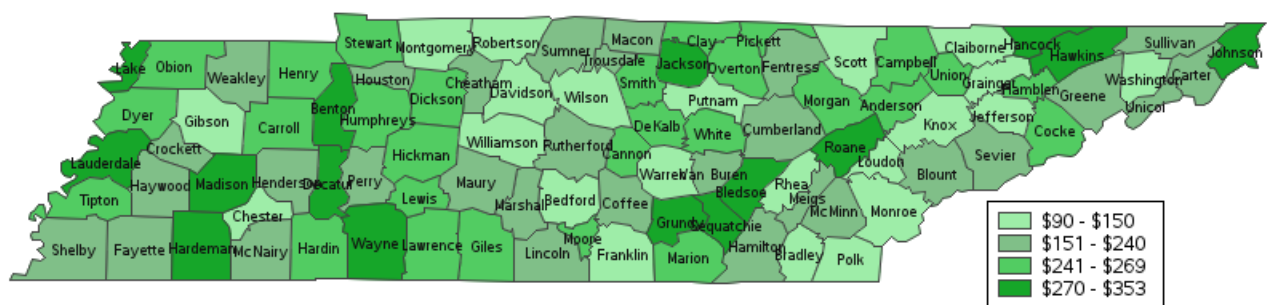
**Preschool Special Education
Per-Child Expenditure, FY 2021-22**



Department of Education: School Age Special Education through IDEA

School-age special education ensures that all children with disabilities have available to them a free appropriate public education that emphasizes special education and related services designed to meet their unique needs and prepare them for further education, employment and independent living. This money must be used to pay the excess costs of providing special education and related services to children with disabilities and to supplement state, local and other federal funds and not to supplant those funds.

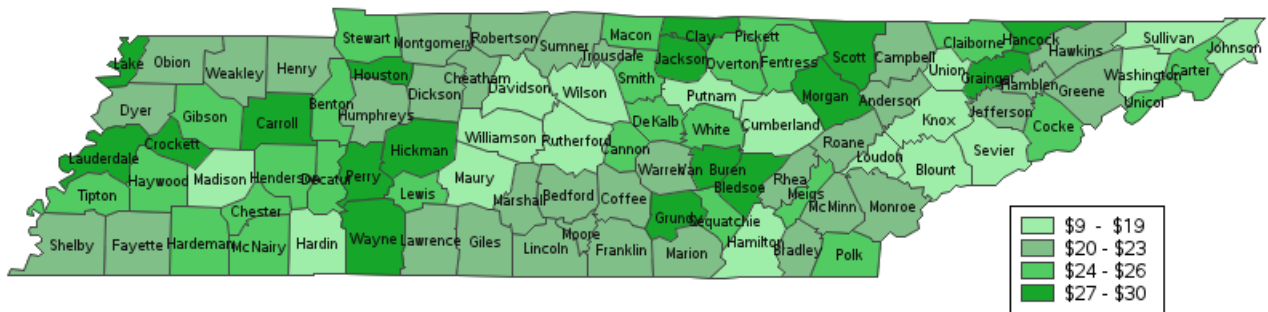
**School Age Special Education
Per-Child Expenditure, FY 2021-22**



Department of Education: Coordinated School Health

Tennessee Coordinated School Health connects physical, emotional and social health with education through eight inter-related components. This coordinated approach improves students' health and their capacity to learn through the support of families, communities and schools working together. Coordinated School Health works with many partners to address school health priorities. The coordinated school health model was developed by the Centers for Disease Control and Prevention (CDC) in 1988. The CDC has funded over 20 states to support the development of coordinated school health initiatives, though Tennessee's program is state-funded and spent over \$14 million in FY 2021-22.

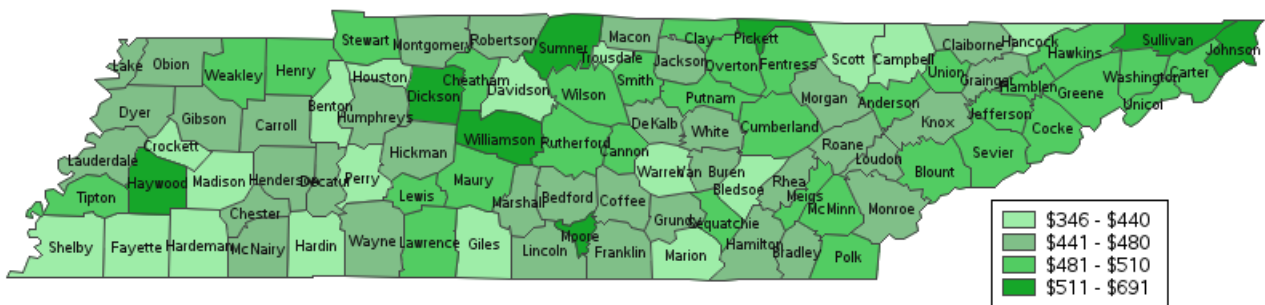
Coordinated School Health Per-Child expenditure, FY 2021-22



Department of Education: School Nutrition Programs

Tennessee's School Nutrition programs are responsible for providing nutritious meals and snacks for students in public and private schools, as well as residential and child care institutions. School Breakfast and School Lunch are the most frequently used school nutrition programs, though schools also provide for children and families through the Seamless Summer Option, Fresh Fruits and Vegetables, Special Milk, and After School Snack Programs. The map below combines all the school nutrition programs and shows per-child expenditures.

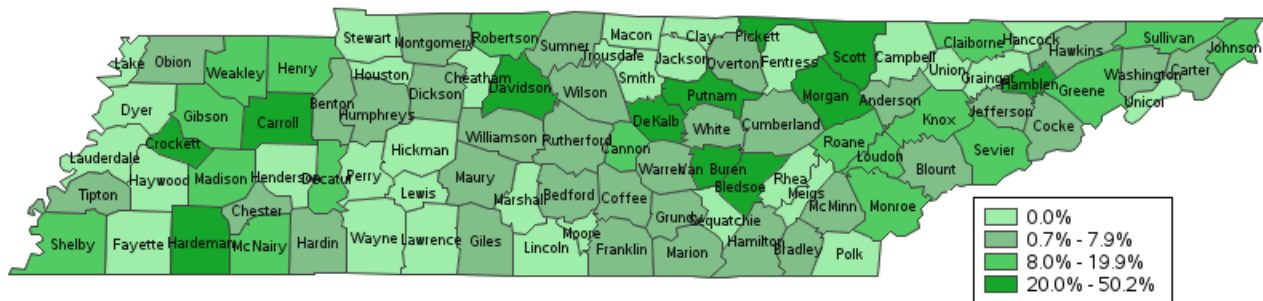
School Nutrition Programs Per-Child Expenditure, FY 2021-22



Tennessee Arts Commission: Student Ticket Subsidy Program

The Student Ticket Subsidy (STS) grant program provides funds for artist fees, tickets, and transportation fees for students from Tennessee public schools to experience a broad variety of cultural opportunities, arts disciplines, and arts learning from artists during the school day. Since 2010, the program has given the opportunity to approximately one million students to experience the arts. With almost \$450,000, this program served almost 75,000 Tennessee students in FY 2021-22.

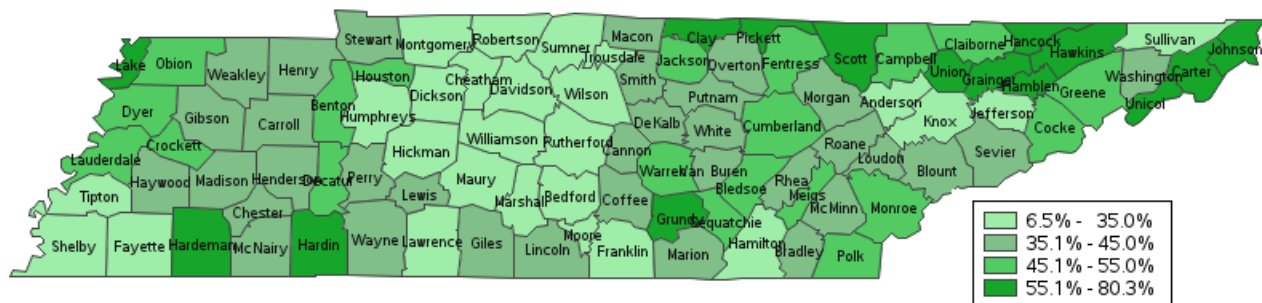
Student Ticket Subsidy Program Percentage of Children Served, FY 2021-22



Department of Health: Supplemental Nutrition Program for Women, Infants, and Children (WIC)

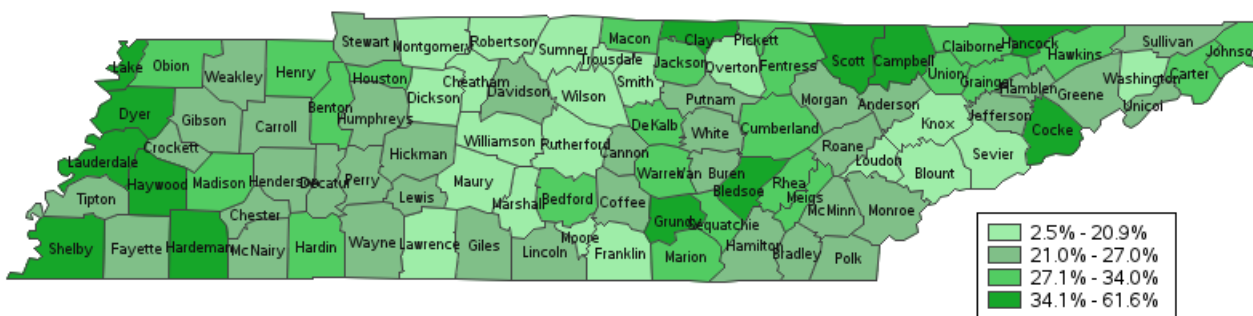
The WIC program aims to safeguard the health of low-income women, infants, and children up to age 5 who are at nutrition risk by providing nutritious foods to supplement diets, information on healthy eating, and referrals to health care. WIC mothers are strongly encouraged to breastfeed their infants unless there is a medical reason not to. All WIC staff are trained to promote breastfeeding and provide the necessary support new breastfeeding mothers and infants need for success.

Supplemental Nutrition Program for Women, Infants and Children (WIC) Percentage of Children Receiving Benefits, FY 2021-22



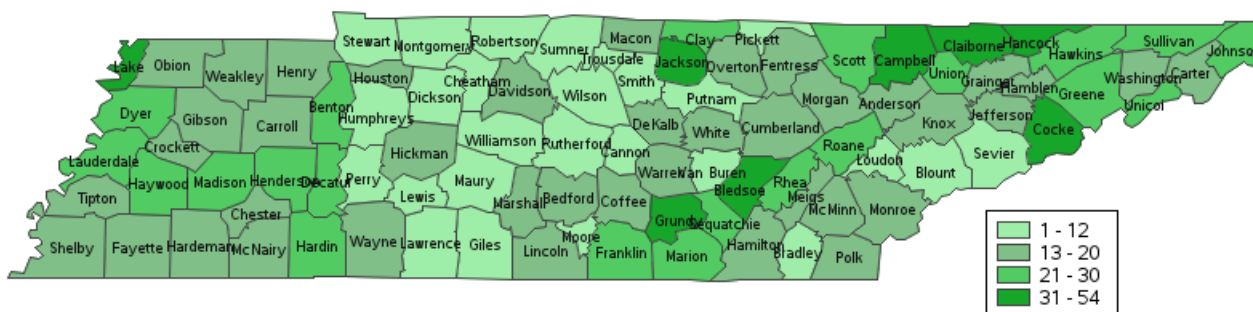
Department of Human Services: Supplemental Nutrition Assistance Program (SNAP)
 SNAP (formerly known as food stamps) provides nutritional assistance benefits to children and families, the elderly, the disabled, unemployed and working families. SNAP helps supplement monthly food budgets of low-income families to buy the food they need to maintain good health and allow them to direct more of their available income toward essential living expenses. DHS staff determines the eligibility of applicants based on guidelines established by the U.S. Department of Agriculture (USDA). The primary goals of the program are to alleviate hunger and malnutrition and to improve nutrition and health in eligible households.

**Supplemental Nutrition Assistance Program (SNAP)
 Percentage of Children Receiving Benefits, FY 2021-22**



Department of Human Services: Families First (TANF)
 Among the programs offered by the Department of Human Services (DHS) to support vulnerable children and families is Families First, the state's Temporary Assistance for Needy Families (TANF) program. Families First is a workforce development and employment program. It is temporary and has a primary focus on gaining self-sufficiency through employment.

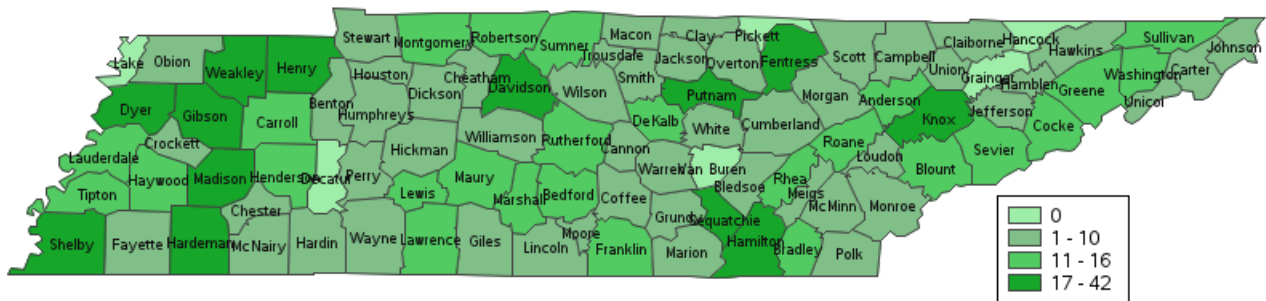
**Families First: Temporary Assistance for Needy Families (TANF)
 Children per 1,000 Receiving Benefits, FY 2021-22**



Department of Human Services: Child Care Benefits

In certain circumstances, the Department of Human Services provides child care payment assistance to eligible parents and caregivers. The program provides benefits through Smart Steps (which has income and work/school requirements), Teen Parent programs (which require teen parents to stay in school); Families First (for work activities in the parents' personal responsibility plan), Families First Transitional (for parents whose Families First case has closed in the last 18 months and meet work requirements), and Families First for non-parental guardians (includes work/school requirements).

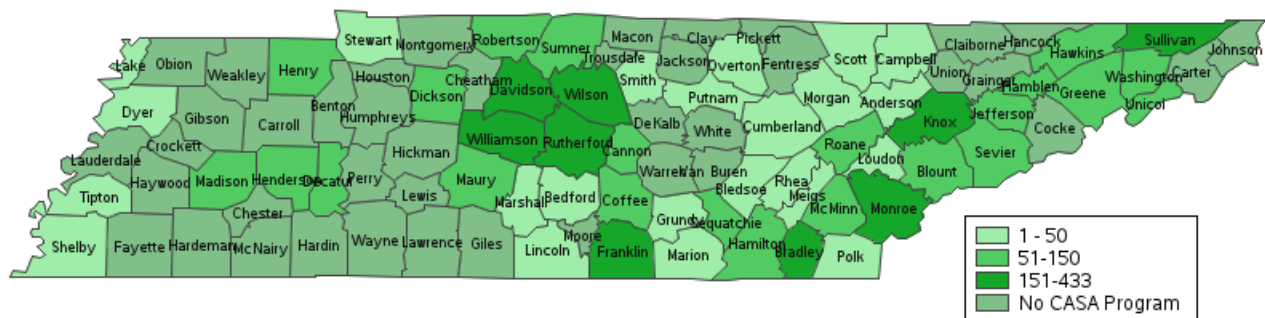
Child Care Benefits Children per 1,000 Receiving Benefits, FY 2021-22



Commission on Children and Youth: Court Appointed Special Advocates

The Commission on Children and Youth administers state grants to counties to support Court Appointed Special Advocate (CASA) programs. Each CASA program or agency professionally trains and carefully screens volunteers to become advocates for abused and neglected children in juvenile court. These volunteers represent the best interests of the victimized child with the goal of securing a safe, permanent home. The Commission on Children and Youth reports that CASA programs served over 5,000 children and youth in FY 2021-22.

Court Appointed Special Advocates (CASA) Children Served, FY 2021-22



Duplication of Services

Perhaps there were expectations the resource mapping process would uncover duplication in services to children and families in Tennessee. State agencies report the number of children receiving services for each type of expenditure. When these numbers are totaled, they report many millions more “children served” than there are children in Tennessee, because most Tennessee children receive services from multiple departments/agencies/funding streams.

According to the Annie E. Casey Foundation,⁶ 18 percent of all Tennessee children and 19 percent of the state’s children under age five live in poverty. Many children in poverty may be eligible for the following services, at a minimum:

- Temporary Assistance for Needy Families (TANF, called Families First in Tennessee);
- Supplemental Nutrition Assistance Program (SNAP, commonly known as Food Stamps);
- Women, Infants and Children (WIC) Supplemental Food Program (under age six);
- Child Care Benefits;
- Pre-K at age four;
- Free- and Reduced-Price Breakfast and Lunch Programs for School Age Children;
- Medicaid/TennCare;
- Well Child [Early and Periodic Screening, Diagnosis and Treatment (EPSDT), Community Outreach, Call Center and Screenings];
- Immunizations;
- Dental Clinic Services.

When children enter school, they benefit from a wide array of educational services and funding streams. If they are from low-income families, they may participate in free- and reduced-price lunch, free- and reduced-price breakfast, after school programs, and a variety of other federally funded services and supports to improve their opportunities for success in school. All children who attend public schools benefit from Department of Education and BEP funds, as well as from a variety of programs aimed at, among other things, universal prevention of risky behaviors, enhancing arts education, and promoting general health.

In general, the resources available for services for children in Tennessee beyond public education are limited, so there is virtually no identifiable duplication. Responsibility for all children involved with the child welfare and youth justice system resting in a single department essentially eliminates opportunities for duplication of services for these vulnerable children and their families. Strategies are in place to transition children between funding streams when, for example, they enter state custody, or when their status otherwise changes and they move from one funding source to another. Even when multiple departments fund relatively similar services, they are typically targeted at different groups of children or different issues/problems. Communication and collaboration across departments serving children contributes to partnerships rather than duplication.

⁶ Annie E. Casey Foundation. KIDSCOUNT Data Center. *Children in Poverty by Age Group*. <http://datacenter.kidscount.org/data/tables/5650-children-in-poverty-by-age-group?loc=44&loct=2#detailed/2/44/false/573,869,36,868,867/17,18,36/12263,12264>

Resource Mapping FY 2021-22 Inventory of Funds

The Resource Mapping Project is required in Tennessee Code Annotated 37-3-116(a)(5) to develop “An inventory of the funds for which the state may be eligible, but is currently not receiving or using, and the reasons why funds are not being received or used.” Tennessee relies heavily on federal funding for the provision of essential services and supports for Tennessee children and families. Excluding the BEP, of the total FY 2021-22 expenditures for children and families, 79 percent of funds spent were federal dollars.

Rejecting Medicaid Expansion Dollars

The largest federal funding opportunity that Tennessee is missing is Medicaid expansion. Accepting Medicaid expansion dollars not only means far fewer Tennesseans will remain uninsured (current estimates are 339,000 Tennesseans would receive coverage), it would have added about \$2.1 billion in federal funds to Tennessee’s economy in 2022 alone, while only requiring the state to contribute about \$233 million.⁷ The multiplier effect of the extra economic activity alone easily covers the state portion, no matter how conservative the estimate.

The benefits would accrue to children and families, the state’s health care system (especially rural hospitals whose survival is in jeopardy), the state’s economy as a whole, and most importantly to the individuals who currently live with the economic uncertainty and inadequate preventive care accompanying the lack of health insurance. Tennessee’s expansion of insurance to post-partum mothers to a full year will benefit their children in multiple ways and is a significant step for newborns and their mothers. Still, the lack of access to health care prior to pregnancy remains a challenge. Young adult women with access to health care are healthier when they become pregnant and more likely to receive regular prenatal care, ensuring a greater likelihood of giving birth to a healthy baby, and reducing infant mortality, low birth weight and other poor birth outcomes. The number of births to mothers suffering from substance abuse issues is at alarming rates in Tennessee.

Other Funding Opportunities

Most major federal grants/funding streams are capped entitlements or an allotted amount of funding. State departments take advantage of these entitlements and typically utilize virtually all federal funding allocated to Tennessee, sometimes in the face of challenges in meeting matching or maintenance of effort requirements. A detailed list of all reported federal funding sources by department/agency and expenditure amount is presented in Appendix D.

A small number of federal funding streams are uncapped entitlements, meaning the state can draw down as many federal dollars as it can match. The exact amount the state must match is based on a ratio relative to the funding source. The largest source of uncapped funding is Medicaid, with a match rate of 72 percent federal, 28 percent state in 2021-22. The other primary sources are Titles IV-B and IV-E child welfare funds. The Department of Children’s Services is operating under a Title IV-E waiver that enables utilization of these federal dollars

⁷ <https://www.healthinsurance.org/medicaid/tennessee/>

not only for children who are in state custody, but also for services and supports to prevent custody. This approach better meets the needs of children and families and lowers costs.

The Supplemental Nutrition Assistance Program (SNAP, commonly known as Food Stamps) has a 50-50 federal-state matching rate for administrative funds, but benefits are 100 percent federally funded and do not have a cap on the amount available to the state. Tennessee has done an excellent job with SNAP outreach and has been recognized nationally for the proportion of the eligible population actually receiving this assistance.

A substantial number of competitive federal funding announcements are released on an ongoing basis. These announcements are reviewed by staff at TCCY and throughout state departments to identify appropriate opportunities to apply for funding. Particular emphasis is placed on funding closely coinciding with department/agency missions and priorities and funding that continues for multiple years. Departments also report only applying for federal funds where they are able to be competitive and easily build upon existing infrastructure.

A number of constraints still inhibit the state's application for competitive federal funding opportunities, as well as for foundation and other private funding. State agencies were asked in previous years to complete a survey indicating problems they have experienced and/or anticipated in relation to applications for federal funding. Over time, there has been very little change in the reasons for not applying for federal dollars. The primary reason cited is the length of time it takes to get approval for grants from the General Assembly, though having insufficient resources to meet application and reporting requirements is frequently cited as well. In many cases, the grant is not large enough to justify the staff time required to prepare applications and manage the funds. Nonetheless, a timely/expedited approval process for authorization to spend grant dollars would help. Delays in General Assembly approval for federal, foundation or other funding are a substantial deterrent to applying for such funding, even when it would be very beneficial for Tennessee, and especially when programs must be implemented and/or funds must be expended in a short timeframe.

Appendix A

TCA 37-3-116

TCA 37-3-116. Resource mapping of funding sources

(a) The commission shall design and oversee a resource mapping of all federal and state funding sources and funding streams that support the health, safety, permanence, growth, development and education of children in this state from conception through the age of majority or so long as they may remain in the custody of the state. The resource mapping shall include, but not be limited to:

(1) An inventory of all federal and state funding sources that support children in this state;

(2) An inventory of all state, federal or government subsidized services and programs offered to children in this state, set out by program, target population, geographical region, agency or any other grouping that would assist the general assembly in determining whether there are overlapping programs that lead to duplication within the state, gaps in service delivery and any administrative inefficiencies generally;

(3) A description of the manner in which the funds are being used within the agencies or organizations, the performance measures in place to assess the use of such funding and the intended outcomes of the programs and services;

(4) Government mandates for the use of the funds, if any; and

(5) An inventory of the funds for which the state may be eligible, but is currently not receiving or using, and the reasons why the funds are not being used.

(b) The commission shall update the report each year and shall subsequently assure that the resource map is periodically and timely updated, so as to maintain a current resource map of the funds used to support children in the state.

(c) The comptroller of the treasury and each department of state government or agency in this state shall provide assistance upon request to the commission in effectuating the purpose of this section.

(d) On or before February 15, 2009, a preliminary report shall be provided by the commission; and on or before April 15, 2010, and each successive year thereafter, the commission shall provide a full report to the judiciary committees of the senate and the house of representatives, the general welfare, health and human resources committee of the senate, the education committees of the senate and the house of representatives, the health and human resources committee of the house of representatives, the children and family affairs committee of the house of representatives and the select committee on children and youth. The full report shall include, but not be limited to, the resource map and any recommendations, including proposed legislation, for improving the efficiency and effectiveness of programs offered to children in this state.

[Acts 2008, ch. 1197, § 1; 2009, ch. 344, § 1.]

Appendix B

Primary Outcome Expenditures

Safe FY 2021-22 Expenditures				
Department/Agency	State	Federal	Other	Total
Department of Children's Services	\$42,654,279	\$5,405,887	\$0	\$48,060,167
Department of Correction	\$190,407	\$0	\$0	\$190,407
Department of Education	\$29,854,443	\$0	\$0	\$29,854,443
Department of Health	\$4,575,973	\$2,282,413	\$0	\$6,858,386
Department of Human Services	\$0	\$360,652,103	\$0	\$360,652,103
Department of Mental Health and Substance Abuse Services	\$18,721,416	\$1,566,253	\$1,620,810	\$21,908,479
Department of Safety	\$384,420	\$0	\$0	\$384,420
Office of Criminal Justice Programs	\$0	\$33,261,595	\$0	\$33,261,595
Tennessee Commission on Children and Youth	\$184,654	\$73,125	\$0	\$257,779
Tennessee Wildlife Resources Agency	\$0	\$314,734	\$0	\$314,734
Total	\$96,565,593	\$403,556,110	\$1,620,810	\$501,742,513

Healthy FY 2021-22 Expenditures				
Department/Agency	State	Federal	Other	Total
CoverKids	\$28,782,084	\$120,696,411	\$999,885	\$150,478,380
Department of Children's Services	\$182,992,486	\$193,869,459	\$0	\$376,861,945
Department of Education	\$14,045,000	\$577,975,200	\$0	\$592,020,200
Department of Health	\$58,541,788	\$75,215,937	\$0	\$133,757,725
Department of Mental Health and Substance Abuse Services	\$13,464,041	\$15,475,937	\$0	\$28,939,978
TennCare	\$530,298,835	\$1,397,710,017	\$308,151,394	\$2,236,160,246
Tennessee Commission on Children and Youth	\$0	\$17,672	\$0	\$17,672
Total	\$828,124,235	\$2,380,960,633	\$309,151,279	\$3,518,236,146

Engaged FY 2021-22 Expenditures				
Department/Agency	State	Federal	Other	Total
Administrative Office of the Courts	\$112,000	\$0	\$0	\$112,000
Department of Education	\$0	\$1,153,419	\$0	\$1,153,419
Department of Environment and Conservation	\$194,346	\$0	\$4,658	\$199,004
Department of Health	\$1,929,897	\$274,122	\$0	\$2,204,019
Department of Human Services	\$0	\$10,561,814	\$0	\$10,561,814
Department of Labor and Workforce Development	\$0	\$14,787,821	\$0	\$14,787,821
Department of Mental Health and Substance Abuse Services	\$9,235,132	\$1,400,012	\$0	\$10,635,144
Department of Military	\$0	\$32,528	\$87,000	\$119,528
Tennessee Arts Commission	\$19,500	\$1,500	\$0	\$21,000
Tennessee Commission on Children and Youth	\$0	\$39,588	\$0	\$39,588
Tennessee Wildlife Resources Agency	\$27,200	\$0	\$0	\$27,200
UT Institute of Agriculture	\$4,978,543	\$1,176,509	\$2,761,500	\$8,916,552
Total	\$16,496,618	\$29,427,313	\$2,853,158	\$48,777,089

Educated FY 2021-22 Expenditures				
Department/Agency	State	Federal	Other	Total
CoverKids	\$256,489	\$1,075,577	\$0	\$1,332,066
Department of Agriculture	\$65,000	\$0	\$200,000	\$265,000
Department of Children's Services	\$4,167,407	\$654,944	\$0	\$4,822,351
Department of Correction	\$0	\$190,407	\$0	\$190,407
Department of Education	\$143,114,611	\$2,076,412,831	\$250,000	\$2,219,777,442
Department of Education: BEP	\$4,951,862,000	\$0	\$0	\$4,951,862,000
Department of Health	\$1,052,211	\$2,099,224	\$2,556,624	\$5,708,059
Department of Intellectual and Developmental Disabilities	\$42,924,782	\$9,101,516	\$0	\$52,026,298
Department of Labor and Workforce Development	\$0	\$0	\$0	\$0
Department of Mental Health and Substance Abuse Services	\$852,413	\$116,992	\$0	\$969,405
Department of Safety	\$307,900	\$0	\$0	\$307,900
Governor's Early Literacy Foundation	\$10,947,405	\$1,126,633	\$0	\$12,074,038
Tennessee Arts Commission	\$773,650	\$67,500	\$0	\$841,150
Tennessee Commission on Children and Youth	\$1,166,268	\$71,688	\$73,736	\$1,311,692
Tennessee Higher Education Commission	\$2,563,551	\$3,998,938	\$30,177,200	\$36,739,689
Tennessee Highway Safety Office	\$0	\$1,233,022	\$25,000	\$1,258,022
Tennessee State Museum	\$219,100	\$0	\$0	\$219,100
Volunteer TN	\$0	\$3,204,359	\$13,418,044	\$16,622,403
Total	\$5,160,272,786	\$2,099,353,631	\$46,700,604	\$7,306,327,021

Nurtured and Supported FY 2021-22 Expenditures				
Department/Agency	State	Federal	Other	Total
Administrative Office of the Courts	\$16,115,022	\$3,164,647	\$0	\$19,279,669
Commission on Aging and Disability	\$0	\$406,824	\$0	\$406,824
Department of Children's Services	\$215,757,266	\$270,864,672	\$0	\$486,621,938
Department of Education	\$3,180,777	\$6,740,626	\$0	\$9,921,403
Department of Health	\$282,528	\$2,399,979	\$0	\$2,682,507
Department of Human Services	\$75,768,113	\$1,634,639,377	\$0	\$1,710,407,490
Department of Intellectual and Developmental Disabilities	\$3,827,866	\$0	\$0	\$3,827,866
Department of Mental Health and Substance Abuse Services	\$1,064,769	\$5,380,638	\$0	\$6,445,407
Tennessee Commission on Children and Youth	\$2,876,394	\$590,299	\$0	\$3,466,693
Tennessee Housing Development Agency	\$0	\$0	\$239,984	\$239,984
Total	\$318,872,735	\$1,924,187,062	\$239,984	\$2,243,299,781

Appendix C
Measuring Behavioral Health Services Methodology

Department of Education

The Department of Education houses some programs with expenditures we agreed should count fully as behavioral health services. These include Advancing Wellness & Resilience in Education (AWARE), Building Strong Brains-Strategies for Educators, and the portion of Basic Education Program (BEP) funding covering psychologists and social workers. Special education personnel and special education classroom materials and supplies were counted based on the percentage of special education students with intellectual and developmental disability diagnoses.

In FY 2021-22, Average Daily Membership statewide was 959,403. The BEP funds social workers at a rate of 1 per 2,000 ADM and so would fund a total statewide of 480 positions. Psychologists are funded at a rate of 1 per 2,500 ADM and so would fund 384 positions.⁸ Both of these position types were funded at a salary of \$50,283⁹ for a total of \$43,444,512. The state portion of BEP Instructional Salary is 70%, so the state portion for these positions is \$30,411,158.

Special education personnel are assigned based on the level of services each special education student requires for each district in the Basic Education Program.¹⁰ For FY 2021-22, those allotments added together produced a statewide number of 6,188 special education teachers funded at the same \$50,283 salary level as other instructors. While each district pays a different percentage based on its fiscal capacity, as a whole the state pays 70% of this cost, so BEP state funding for special education teachers was figured at $(6,188) \times (\$50,283) \times .7 = \$217,805,843$. Other special education services are based on the Special Education Identified and Served ADM, which was 183,431 for FY2021-22. The BEP funds one Special Education Supervisor per 750 special education students, resulting in 245 supervisors funded in total. Special Education Assessment personnel are funded at a ratio of one per 600 special education students resulting in 306 positions. Both are funded at the instructional salary level and the state covers 70%, so this equals $551 \times \$50,283 \times .7 = \$19,394,153$.

There are additional Classroom Components for which the state pays 75% of the total. Special education assistants are funded at a ratio of one per 60 students in service levels identified as Options 5, 7 and 8. Statewide, there were 34,089 students at these levels. At the rate of one assistant per 60 students, the state would fund 568 special education assistants at \$26,000 each for a total of $\$14,768,000 \times .75$ (state share) = \$11,076,000. Additional classroom components include special education instructional equipment (\$25 per special education student) and classroom materials and supplies (at \$41.75 per special education student). These combine to $\$66.75 \times 183,431 \times .75 = \$9,183,014$. We did not include classroom-related travel and bus

⁸Basic Education Program Handbook for Computation, Revised 2018.

<https://www.tn.gov/content/dam/tn/stateboardofeducation/documents/bepcommitteactivities/2019-bep/BEPHandbook%20revised%20September%202018.pdf>

⁹Basic Education Review Committee 2022 Annual Report.

https://www.tn.gov/content/dam/tn/stateboardofeducation/documents/bepcommitteactivities/2022/2022BEPReport_FINAL.pdf

¹⁰Totals for Special Education ADMs identified and served, numbers of allocated special education teachers and special education students under Options 5, 7 and 8 were collected from the Tennessee School Board Association dashboard.

<https://www.tsbadatadashboard.com/documents/>

transportation, as they do not really fit the definition of behavioral health services, even when applied just to diagnoses involving developmental delay.

All the special education funds were then further reduced to reflect the percentage of students with IEPs who are diagnosed with an intellectual or developmental disability. Using DOE's Annual Statistical Report, we included diagnoses for: Specific Learning Disability, Intellectual Disability, Emotionally Disturbed, Autism, Multiple Disabilities, Developmentally Delayed and Traumatic Brain Injury. We did not include diagnoses for: Speech/Language Impaired, Other Health Impaired, Visually Impaired/Blind, or Deaf/Blind. The result was to include 56.13% of special education expenditures. To this point, the special education total was \$257,459,010. Applying the 56.13% ratio to it gives us a special education total to include of \$144,511,742. Adding in the state portion of expenditures for psychologists and social workers brings the behavioral health total to \$174,922,900, which represents about 3.53% of total state BEP allocations.

DOE also disperses federal IDEA funds, which were counted in proportion to the percent of IEPs for behavioral health diagnoses. The same 56.13% used to apportion special education services was applied to IDEA Part B expenditures. IDEA part C is considered separately under Tennessee's Early Intervention System, now part of the Department of Intellectual and Developmental Disabilities.

Finally, some DOE state funds can be used by LEAs for mental health services were evaluated with input from their program staff at DOE to determine what percentage of expenditures, if any, should be included. Safe Schools Act and School Resource Officer Grants track use of the grants and show some went directly to behavioral health services. The School Resource Officer grants went strictly to School Resource Officers, but some portion of the Safe Schools Act grants¹¹ provided mental and behavioral health positions, social work positions, professional counseling services, other mental health resources, violence prevention programming, and character education and conflict resolution materials. It was difficult to assess how much of each grant went to these services, versus other, more security-oriented services. Of the total \$19,026,890 in grants reported, only \$7,025,710 went to districts reporting using some of their grants on these services. Positions are expensive, and the counties reporting them mostly included other, less-expensive services alongside them. For those counties, 50% of the grant amount was allocated to behavioral health services. For those not reporting any positions, funds were allocated equally across uses and those counted as behavioral health were then counted as their portion of the whole. Some reported paying for school safety positions, which are not counted as behavioral services, and 50% of the grant fund was allocated to those before other services were considered. In a few cases where two non-behavioral positions were included, 75% of

¹¹These originate from T.C.A. 49-6-4302, which states in relevant part: "(2) The Tennessee school safety center shall develop a school safety grant application that requires LEAs to describe, at a minimum, how grant funds: (A) Will be used to improve and support school safety; (B) Align with the needs identified in a school security assessment conducted pursuant to subsection (f); and (C) Will be used to support LEA-authorized charter schools, if applicable."

the grant was allocated to those before other services were considered. This resulted in \$1,598,565 counted, or 8.4% of the total state grant amount.

Department of Children's Services

In the Department of Children's Services, four programs were identified to be included at 100% of expenditures: Therapeutic Family Preservation, Behavioral Services, Family Support Services and Parenting Education. We worked with child welfare and mental health professionals to identify the proper portion to include of expenditures on two additional programs: Juvenile Justice Placement and Custody & Truancy Prevention.

For Juvenile Justice Placement, the assumption was made the TennCare portion of expenditures would cover most or all behavioral health services. For children as a whole, TennCare reported behavioral health expenditures equaling 10.8% of total TennCare expenditures. Multiple studies have estimated 65% to 70% of youth in juvenile justice placements have diagnosable behavioral health disorders, as compared to about 20% of the general child population. Using those findings, we multiplied the more general TennCare behavioral health expenditure percentage of 10.8% times three to reach 32.4% of Juvenile Justice Placement TennCare expenditures as an estimate of the program's behavioral health spending. TennCare totals for the program were \$29,460,113, and 32.4% made up our behavioral health service estimate of \$9,545,077, or 15.2% of the program's total cost.

Custody and Truancy prevention grants aim to prevent delinquent youth from entering state custody. The truancy portion is more education-focused and is not included, but the custody prevention grants bear a close resemblance to the Juvenile Justice Diversion Programs reported by DMHSAS and, as such, counted as a behavioral health service. The custody prevention grant portion amounted to 47% of the total grants reported.

Department of Health

Five Department of Health programs were included in full: Evidence-Based Home Visiting, Suicide Prevention, Healthy Start and two tobacco cessation programs. Staff at DMHSAS confirmed tobacco use in minors is considered substance abuse by their department. Only one program from DOH, Injury Prevention, was identified for partial inclusion. It is described as: The injury prevention program implements evidence-based initiatives to reduce injuries with a focus on teen motor vehicle crash prevention, ACEs, traumatic brain injury, and suicide. The state portion of its funds cover the Car Safety Seat program, so state funds were not counted. The federal portion is a Centers for Disease Control grant, and we worked with mental health professionals to estimate 50% should be included.

Department of Intellectual and Developmental Disabilities

DIDD provides IDEA Part C services through Tennessee's Early Intervention System (TEIS). TEIS helps families with children with disabilities or developmental delays connect to the support and services they need. In Tennessee, a child must show a 25% delay in two developmental areas or a 40% delay in one area or meet set prematurity or diagnosis guidelines to be eligible for the program. Though TEIS serves children and families with diagnoses including physical disabilities, they differ from the school system by providing services to the whole family, in the family's natural setting. Rather than an Individual Education Plan (IEP) a student has in the school system, TEIS client families have Individual Family Service Plans (IFSPs). Early intervention includes parent and family training in how to meet their child's needs, how to find services and how to advocate for their child. The three child developmental outcome areas TEIS services strive to improve are: positive social-emotional skills (including social relationships), acquisition and use of knowledge and skills (including early language/communication) and use of appropriate behaviors to meet their needs.

These are developmental goals and include significant parent training to help children continue to advance in these areas, regardless of the particular eligibility criteria the child met. The decision on TEIS is to include a portion of the program reflecting the portion of services delivered in the family's natural environment. The most recent report was 78.91% of services delivered in these settings in FY 2020-21, and this is the portion of program expenditures we are allocating to behavioral health services.

Department of Safety and Homeland Security

The Department of Safety and Homeland Security reports three programs to Resource Mapping, one of which, Drug Abuse Resistance Education (DARE), was tagged to be included in full. Neither of the others were included.

Tennessee Commission on Children and Youth

The Tennessee Commission on Children and Youth (TCCY) operates three programs intricately entwined with those in other child-serving departments where they were fully counted. Though the function of the TCCY portion is more creating collaboration and expanding awareness, these functions would be counted in their "home" departments and so were fully included. These are Building String Brains/ACES Awareness (now Resilient Tennessee), Home Visiting Leadership Alliance and System of Care Across Tennessee.

Office of Criminal Justice Programs

The Office of Criminal Justice Programs (OCJP) reports portions of its Victims of Crime Act (VOCA), Services/Training/Officers/Prosecution (STOP) and Sexual Assault Services Program (SASP) grants, to the extent some of those grants support services primarily for children and youth. The

STOP grants they report to us support legal aid, so they were not included. We included all the VOCA and SASP grants based on the primary purpose of the programs.

Commission on Aging and Disability

The Commission on Aging and Disability (CAD) reports a portion of its Family Caregiver Support Program. Most of this program supports elderly Tennesseans who support elderly relatives, but one part of it offers respite services to grandparents and relative caregivers who are the primary caregivers and legal guardians of minors. This is the part they report to Resource Mapping. DMHSAS reports a Youth Respite Program offering respite services to parents of children with Severe Emotional Disturbance or an autism diagnosis. The requirement the grandparent be a legal guardian (or have legal custody) of the minor in CAD's program implies DCS involvement which in turn implies trauma. The similarity of these programs suggests at least a portion should be included. We went with 50%.

Department of Military

The Department of Military reports one program to Resource Mapping aimed at school-aged children of Army Reserves National Guard dependents. One portion works with children to build resilience and was characterized as behavioral health by Department of Military behavioral health staff. Their estimate was 30% of program funds reported support these services.

Appendix D

Federal Expenditures by State Agency and Federal Funding Source

Federal Funding Source	FY 19-20	FY 20-21	FY 21-22
Administrative Office of the Courts			
Social Security Act, Title IV-D: Child Support Program	\$0	\$2,026,500	\$2,209,500
Social Security Act, Title IV-E: Foster Care and Adoption Assistance	\$570,223	\$573,321	\$763,010
HHS Access and Visitation Mandatory Grants	\$129,870	\$199,618	\$192,138
Edward Byrne Memorial Justice Assistance Grant	\$67,500	\$0	\$0
Subtotal	\$767,593	\$2,799,439	\$3,164,648
Commission on Aging and Disability			
Older Americans Act, Title III-E: National Family Caregiver Support	\$56,000	\$77,787	\$406,824
Subtotal	\$56,000	\$77,787	\$406,824
CoverKids			
Social Security Act, Title XXI - SCHIP	\$114,161,702	\$109,585,878	\$121,771,988
Subtotal	\$114,161,702	\$109,585,878	\$121,771,988
Department of Correction			
ESSA, Title I-D, Subpart 2: Children and Youth Neglected, Delinquent or At Risk	\$0	\$117,050	\$164,981
IDEA, Part B: Preschool and School Age Special Education	\$0	\$0	\$25,426
Subtotal	\$0	\$117,050	\$190,407
Department of Children's Services			
System of Care Expansion and Sustainability	\$0	\$42,322	\$0
Child Abuse Prevention and Treatment Act	\$684,294	\$553,384	\$1,998,668
Children's Justice Act	\$377,649	\$277,371	\$34,875
Kinship Navigator	\$236,782	\$436,710	\$0
Chaffee Independent Living	\$0	\$3,021,957	\$7,344,537
ESSA, Title I-D, Subpart 2: Youth Transition Services	\$0	\$469,570	\$0
Office of Justice Programs: Victims of Crime Act	\$222,804	\$53,415	\$2,001,379
Substance Abuse and Mental Health Administration	\$122,840	\$0	\$0
National School Lunch Program, USDA 7, CFR 210 and 220	\$715,612	\$709,252	\$1,215,834
Personal Responsibility Education Program	\$898,121	\$0	\$0
Social Security Act, Title XVI: Supplemental Security Income	\$5,512,102	\$614,381	\$394,418
Social Security Act, Title IV-B	\$10,025,439	\$9,529,705	\$19,563,414
Social Security Act, Title IV-E: Foster Care	\$131,649,238	\$137,473,094	\$138,784,459
Social Security Act, Title XIX: Medicaid	\$259,077,706	\$244,580,641	\$271,316,473
Social Security Act, Title XX-A: Social Services Block Grants	\$22,493,187	\$16,204,114	\$28,140,905
Subtotal	\$432,015,774	\$413,965,914	\$470,794,962
Department of Human Services			
Child Care Development Block Grant	\$257,748,156	\$592,318,178	\$547,034,922
Food and Nutrition Act (SNAP)	\$638,829,971	\$1,104,190,544	\$1,173,903,425
National School Lunch Program: Child and Adult Care Food Program	\$76,743,783	\$85,927,370	\$78,547,433
Office of Disability Employment Policy: Rehabilitation Act, Section 113	\$8,440,468	\$9,117,161	\$10,561,814
Social Security Act, Title IV-A: Temporary Assistance for Needy Families (TANF)	\$88,732,899	\$144,155,535	\$161,610,543
Social Security Act, Title IV-D of the SSA: Child Support Enforcement	\$21,993,189	\$35,334,151	\$34,195,157
Subtotal	\$1,095,443,211	\$1,971,042,939	\$2,005,853,294

Federal Funding Source	FY 19-20	FY 20-21	FY 21-22
Department of Intellectual and Developmental Disabilities			
IDEA, Part C: Infant and Toddler Special Education	\$0	\$9,328,350	\$9,101,516
Subtotal	\$0	\$9,328,350	\$9,101,516
Department of Labor and Workforce Development			
Workforce Innovation and Opportunity Act	\$17,503,950	\$18,054,859	\$14,787,821
Food and Nutrition Act: SNAP Employment and Training	\$6,555,696	\$5,854,632	\$0
Subtotal	\$24,059,646	\$23,909,491	\$14,787,821
Department of Education			
Carl D. Perkins Career & Tech. Education Act of 1998/2006	\$29,052,857	\$25,726,692	\$25,902,146
2021 Coronavirus Response and Relief Supplemental Appropriations Act	\$0	\$732,608	\$0
ESSA, Title I-A: Improving Academic Achievement of the Disadvantaged	\$320,487,441	\$325,558,007	\$327,234,784
ESSA, Title I-D, Part 2: Neglected, Delinquent, At-Risk	\$1,246,829	\$1,533,653	\$0
ESSA, Title II-A: Supporting Effective Instruction	\$36,451,043	\$40,945,340	\$41,741,758
ESSA, Title III-A: English Language Acquisition	\$200,000	\$7,280,622	\$7,617,066
ESSA, Title IV-A: Student Support and Academic Enrichment	\$22,121,798	\$22,838,729	\$23,819,595
ESSA, Title IV-B: 21st Century Community Learning Centers	\$21,382,287	\$23,638,999	\$23,281,767
ESSA, Title V-B: Rural Education Initiative	\$4,389,932	\$4,399,513	\$4,163,517
ESSA, Title IX-A: McKinney-Vento Homeless Education	\$1,787,419	\$2,015,328	\$1,852,700
Elementary and Secondary School Emergency Relief Fund	\$0	\$1,394,423,241	\$116,061,287
Governor's Emergency Education Relief	\$0	\$21,276,855	\$199,950
IDEA, Part B: Preschool and School Age Special Education	\$237,893,760	\$247,289,055	\$1,512,676,168
IDEA, Part C: Infant and Toddler Special Education	\$9,799,386	\$0	\$0
Improving Head Start for School Readiness Act	\$175,000	\$218,750	\$218,750
Institute for Education Sciences NAEP Assessment Grant	\$0	\$8,155,440	\$0
Institute of Education Sciences Statewide, Longitudinal Data Systems Grant	\$318,100	\$1,736,368	\$1,723,768
National School Lunch Program, USDA 7, CFR 210 and 220	\$293,456,966	\$323,460,626	\$468,808,165
Office of Elementary and Secondary Education: Charter School Program	\$2,639,081	\$2,368,940	\$0
Substance Abuse and Mental Health Administration	\$1,800,000	\$2,439,016	\$3,351,900
Epidemiology and Laboratory Capacity (ELC) Covid Testing Grant	\$0	\$0	\$103,628,756
Subtotal	\$983,336,118	\$2,630,319,954	\$2,662,282,076
Department of Mental Health and Substance Abuse Services			
Substance Abuse and Mental Health Service Administration System of Care	\$7,001,851	\$5,171,741	\$4,470,544
Mental Health Block Grant	\$7,621,920	\$7,870,547	\$10,735,449
Substance Abuse Prevention and Treatment Block Grant	\$8,210,882	\$7,406,079	\$5,097,323
Social Security Act, Title IV-A: Temporary Assistance to Needy Families	\$0	\$1,014,682	\$3,321,136
Social Security Act, Title XIX, Medicaid	\$1,665,183	\$1,367,918	\$0
Victims of Crime Act (VOCA)	\$0	\$0	\$34,001
Edward Byrne Memorial Justice Assistance Grant	\$0	\$0	\$281,379
Subtotal	\$24,499,836	\$22,830,967	\$23,939,832
Office of Criminal Justice Programs			
Victims of Crime Act (VOCA)	\$34,273,320	\$21,467,988	\$29,763,321
Violence Against Women Act	\$3,527,098	\$3,592,240	\$3,498,274
Subtotal	\$37,800,418	\$25,060,228	\$33,261,595

Federal Funding Source	FY 19-20	FY 20-21	FY 21-22
Governor's Early Literacy Foundation			
Elementary and Secondary School Emergency Relief Fund	\$0	\$3,384,490	\$1,126,633
Subtotal	\$0	\$3,384,490	\$1,126,633
Tennessee Highway Safety Office			
National Highway Traffic Safety Administration	\$651,257	\$651,257	\$135,000
Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users	\$2,000,000	\$2,000,000	\$1,098,022
Subtotal	\$2,651,257	\$2,651,257	\$1,233,022
Department of Health			
Patient Protection and Affordable Care Act	\$1,222,939	\$73,487	\$0
Child Nutrition Act: WIC	\$64,543,021	\$51,648,570	\$36,539,055
Coronavirus Aid, Relief and Economic Security Act	\$0	\$11,096,034	\$214,998
Coronavirus Aid, Relief and Economic Security Act: Paycheck Protection	\$0	\$356,726	\$3,690
AHRQ: Prevention and Control of Emerging Infectious Diseases	\$0	\$13,116,036	\$0
AHRQ: Primary Care Transformation Grant	\$644,539	\$401,467	\$0
ACL: Traumatic Brain Injury Grant	\$0	\$10,139	\$85,345
Epidemiology and Laboratory Capacity (ELC) Grant	\$0	\$0	\$19,287
HRSA: Ryan White HIV/AIDS Grant	\$998,000	\$594,363	\$274,122
Public Health Service Act: Cancer Prevention and Control Grant	\$0	\$4,737	\$5,028
Public Health Service Act: Childhood Lead Poisoning Grant	\$373,444	\$370,170	\$36,930
Public Health Service Act: Core State Violence and Injury Prevention Program	\$2,099,085	\$237,520	\$1,131,613
Public Health Service Act: Family Planning Grant	\$770,971	\$784,590	\$11,106,098
Public Health Service Act: Hepatitis Prevention Grant	\$0	\$77,424	\$58,070
Public Health Service Act: HIV Prevention Grant	\$762,524	\$1,180,904	\$2,267,617
Public Health Service Act: HPV Prevention Grant	\$0	\$36,948	\$237,966
Public Health Service Act: Immunizations and Vaccines for Children	\$1,412,964	\$5,167,262	\$1,554,825
Public Health Service Act: Early Hearing Detection and Intervention	\$0	\$469,673	\$402,506
Public Health Service Act: Occupational Safety and Health Grant	\$0	\$927	\$0
Public Health Service Act: Pregnancy Risk Assessment Monitoring System	\$0	\$49,838	\$0
Public Health Service Act: Preventive Health and Health Services Grant	\$0	\$2,101,352	\$1,069,400
Public Health Service Act: Rape Prevention Education	\$64,730	\$326,923	\$483,404
Public Health Service Act: Sudden Death in Young	\$0	\$181,279	\$0
Public Health Service Act: Tobacco Prevention Grant	\$530,669	\$385,231	\$597,744
Public Health Service Act: Tuberculosis Prevention Grant	\$209,000	\$249,342	\$108,301
Public Health Service Act: Hospital Emergency Preparedness Program	\$2,257,659	\$2,681,650	\$2,820,743
Public Health Service Act: Emerging Infections Grant	\$0	\$0	\$285,843
SAMHSA: Mental Health Services Block Grant	\$0	\$71,335	\$872,777
Social Security Act, Title V: Maternal and Child Health	\$11,074,368	\$17,444,131	\$8,738,904
Social Security Act, Title V: State Sexual Risk Avoidance	\$447,674	\$1,258,622	\$171,932
Social Security Act, Title XIX, Medicaid	\$25,464,734	\$19,891,222	\$13,185,475
Subtotal	\$112,876,321	\$130,267,902	\$82,271,674
Department of Military			
National Guard Bureau	\$3,433,080	\$0	\$0
National Guard Bureau: Family Program	\$155,100	\$0	\$32,528
Subtotal	\$3,588,180	\$0	\$32,528

Federal Funding Source	FY 19-20	FY 20-21	FY 21-22
UT Institute of Agriculture			
4-H and Positive Youth Development	\$6,479,819	\$3,887,891	\$1,176,509
Subtotal	\$6,479,819	\$3,887,891	\$1,176,509
TennCare			
Social Security Act, Title XIX: Medicaid	\$1,160,209,783	\$1,256,423,738	\$1,397,710,017
Subtotal	\$1,160,209,783	\$1,256,423,738	\$1,397,710,017
Tennessee Higher Education Commission			
Higher Education Act: GEAR-UP Grant	\$5,662,331	\$4,635,464	\$3,998,938
Subtotal	\$5,662,331	\$4,635,464	\$3,998,938
Tennessee Arts Commission			
National Endowment for the Arts	\$59,700	\$30,156	\$69,000
Subtotal	\$59,700	\$30,156	\$69,000
Tennessee Commission on Children and Youth			
Child Care and Development Block Grant	\$21,512	\$0	\$0
IDEA, Part B: School Age Special Education	\$12,256	\$0	\$0
Juvenile Justice and Delinquency Prevention Act: Federal Formula Grant	\$852,725	\$687,201	\$617,342
Social Security Act, Title XIX: Medicaid	\$10,756	\$0	\$0
Substance Abuse and Mental Health Service Administration System of Care	\$239,705	\$66,369	\$55,977
Social Security Act, Title V: Maternal and Child Health	\$189,040	\$133,243	\$119,053
Subtotal	\$1,325,992	\$886,813	\$792,372
Tennessee Wildlife Resources Agency			
Federal Aid in Wildlife Restoration	\$23,662	\$23,107	\$314,734
Subtotal	\$23,662	\$23,107	\$314,734
Volunteer TN			
Corp. for National and Community Service - AmeriCorps	\$2,925,105	\$3,447,416	\$3,204,359
Subtotal	\$2,925,105	\$3,447,416	\$3,204,359
Total	\$4,007,942,448	\$6,614,676,233	\$6,837,484,749

Source: Tennessee Commission and Youth Resource Mapping Project