



Resource Map of Expenditures for Tennessee Children and Youth

Tennessee Commission on Children and Youth
Annual Report to the Legislature
April 2022





**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, Data and Communication Director
DATE: April 15, 2022
RE: *Resource Mapping 2022 Report*

In accordance with 2008 Public Chapter 1197, codified as TCA 37-3-116 (included as Appendix A), attached please find the *Resource Mapping 2022 Report* of federal and state expenditures for services for Tennessee children. This report includes data for FY 2020-21.¹

TCCY appreciates the assistance of the many staff across state government who made the collection of data for the *Resource Mapping 2022 Report* possible. Collaborators in providing the information essential for developing this report have worked to achieve accuracy. However, the complicated nature of the state budget means there is a possibility of duplicate reporting. TCCY and state department/agency staff have made conscientious efforts to avoid duplicate counting, but this is especially challenging when the same dollars are included in multiple state departmental/agency budgets as “interdepartmental funding.” In order to avoid double counting of funds, the Resource Mapping Project counts all funds directed toward children in the department making the actual program expenditures.

It is also challenging to properly classify source funds when interdepartmental transfers are so prevalent. The data reporters in the departments receiving transfers are not always aware of the mix of fund sources behind the transfer. This comes up frequently, for instance, with TennCare funds. TennCare receives a mix of state and federal funds, though the exact levels of each can vary by program. TennCare pays for services for children and families in the Department of Children’s Services, the Department of Health and here at TCCY for kidcentraltn.com. Basic TennCare services follow the Federal Medical Assistance Percentage (FMAP), which changes every year but is usually around two-thirds federal and one-third state for Tennessee. Some TennCare programs, however, reflect a 50/50 federal/state mix, such as the dollars TennCare contributes to kidcentraltn.com. Data reporters make meticulous efforts to report correctly the sources of their interdepartmental funding.

¹ Some of the departments had data issues related to COVID-19 that required some of their program expenditures to be estimated. These include safety programs from the Tennessee Highway Safety Office at the Department of Safety and Homeland Security, the National Archery in the Schools program at the Tennessee Wildlife Resources Agency and 4-H programs through the UT Institute of Agriculture.

A group of career employees across departments—some in accounting, some in data divisions and some in program management—report expenditure and other program data in an online database every year. We then combine this information across departments and analyze in various ways. As supervisors change, they examine the process more closely than usual, asking questions about what is reported and why, leading to plans for continued improvements in the scope and accuracy of the data.

This report is not an exercise in data reporting. This is an attempt to look at how much we invest in children and youth, how we invest it, and whether or not those investments are paying off. This is not an easy topic to investigate. Picking off the chunks of programs that are intended primarily for children can be a challenge. For some departments, like Children's Services or Education, the divisions between children's programs and adult programs have mostly happened naturally, and expenditures on children are not so hard to separate. But many departments that primarily serve adults have a few programs mostly benefiting children. Many have programs where children are an identifiable subset of the people who benefit. Others have programs where children are a substantial subset of the people who benefit but are not identifiable separately in expenditures or in numbers of people served. These are more difficult, full of estimates and judgment calls.

Mapping resources invested in Tennessee children and youth is a living process that improves at least a little bit every year. We are always identifying programs we should be including; a new department or commission has been added almost every year. This year, our changes included several programs with reduced or postponed expenditures due to COVID-19 and others significantly increased because of federal funds sent to the states to address COVID-19 related issues. Changes in federal funding began to emerge in FY2020-21, but effects will likely continue for years. TCCY staff and the data reporters from the various agencies who contribute data to the report are working on how best to examine these effects over the next few years.

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Resource Mapping 2022

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, juvenile 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 Fiscal Year 2015-16, Tennessee launched *Building Strong Brains: Tennessee (BSB TN)* 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.

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.

As *BSB TN* grows up, it 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.

BSB TN efforts to change the culture in Tennessee emphasize revisions in philosophy and approach, policies and funding, programs and services, and professional practice across multi-sector, multi-level public and private entities. This focus on preventing, mitigating and treating the impact of adverse childhood experiences works to shift interactions with clients, students, patients, residents and other service recipients from "What is wrong with you? Why are you a problem?" to "What has happened to you and how can we wrap services and supports around you and your family to help mitigate the impact of those experiences?"

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

Frederick Douglass

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 2020-21, federal expenditures accounted for the largest portion yet in Resource Mapping at 49.7 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.

TennCare expenditures and enrollment increased overall in FY 2020-21, with federal dollars growing faster than state. Conversely, CoverKids' federal dollars declined while both enrollment and overall expenditures grew. 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 28 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 81 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, supported and nurtured, 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. The Department of Education reported a 167 percent increase in federal funds compared to FY 2019-2020, and the Department of Human Services reported an 80 percent increase.

Almost 50 percent of all expenditures for children in FY 2020-21 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 2020-21 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 2020-21 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 2020-21.

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. 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 2020-21 federal Temporary Assistance for Needy Families (TANF), known as Families First in Tennessee, provided almost \$100 million in direct financial assistance to very poor children. The state continues to have the largest TANF surplus among all the states and is looking for ways to spend those funds to best support Tennessee children. Some of these funds are already being used to expand Evidence-Based Home Visiting Services to all 95 Tennessee counties. These programs have been shown to positively affect multiple indicators of young child well-being and to extend those benefits as children grow. TANF funds reported as the source for spending on children (when TANF grants to other state departments are included) totaled almost \$150 million in FY 2020-21.

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 increased by over \$450 million—over 70 percent—in FY 2020-21. WIC benefits actually declined by almost 20 percent, and National School Lunch expenditures delivered by the Department of Education were up only a bit (from \$209 million to \$221 million) after falling precipitously the previous year. Many schools were still closed in the fall of 2020 due to COVID-19 concerns. Efforts to distribute school lunches to families clearly did not reach as many as they do when schools are open. A comparison of spending on nutrition programs as a whole over the last three years is included in the section of the report examining primary program outcomes.

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 in any changes to the funding 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."²

The future health and well-being of Tennessee children, and, therefore, the future prosperity of the state, depends on what we do for them in the early years. Resource mapping data clearly suggests we are not doing enough.

Building Strong Brains Tennessee focuses on preventing and mitigating the impact of adverse childhood experiences. Research 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

² Robert Wood Johnson Foundation. 2014. <http://www.rwjf.org/content/dam/farm/reports/reports/2014/rwjf409002>

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.

Access Federal Medicaid Funds

The easiest and most beneficial way for Tennessee to infuse substantial additional federal dollars (*estimated at \$8.2 million per day*³) into the state's economy would be to accept Medicaid expansion funding for TennCare. The multiplier effect of additional federal expenditures is substantial. The benefits would accrue to children and families, the state's health care system (especially rural hospitals whose survival is in jeopardy), and the state's economy as a whole.

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 is still 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.

³ <https://www.urban.org/sites/default/files/publication/22816/413192-What-is-the-Result-of-States-Not-Expanding-Medicaid-.PDF>

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 also affect their children's lives. Parental mental illness and substance abuse are two of the original adverse childhood experiences (ACEs) that can cause toxic stress and disrupt 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 also 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. 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.

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 must continue to 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

Further Develop an Integrated Data System 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. But a true integrated data system would have more data from these departments as well as data from more departments and would be easily accessible for use by evaluators, researchers and policymakers.

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

Carly Fiorina

While multiple departments have data in the P-20 database, they only input the data that it is useful to them to compare across departments. 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 that could be realized 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 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.

Resource Mapping FY 2020-21 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 that receive state support, such as afterschool programs, 4-H, arts education programs, and universal prevention services.

Number of Agencies:	26
Number of Data Records:	5,348
Number of Children Served (with duplicates)	56,793,539
Total Expenditures	\$ 13,312,919,887

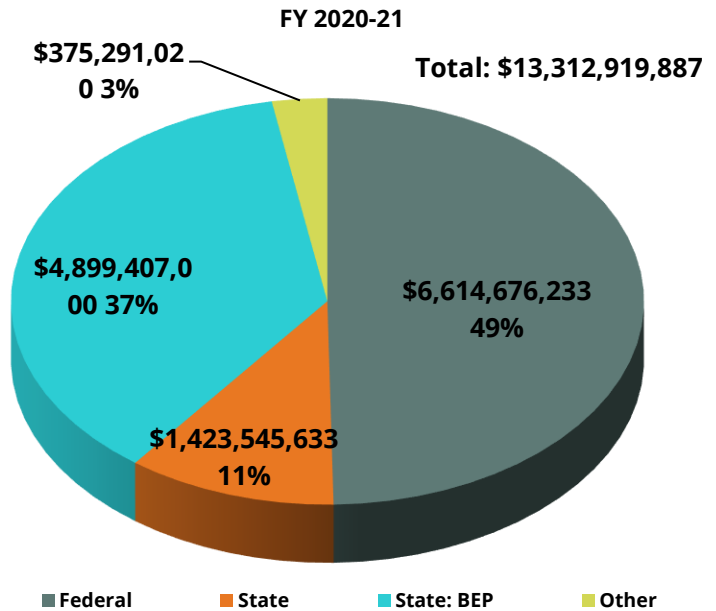
Source: Tennessee Commission on Children and Youth Resource Mapping Project

The Department of Education, for example, reports 975,325 children served by the Basic Education Program (BEP), which funds all K-12 students in public schools. The department also lists 28,738,759 K-12 students served by its other programs. When the two are totaled, the Department of Education has reported serving over 30 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 56,793,539 for FY 2020-21. This marks more than a 50 percent increase over the previous year. This strongly suggests that the number of children accessing multiple state programs increased substantially. 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 2020-21.

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 the 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 begun to recommend strongly. 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 2020-21.

Total Expenditures by Source

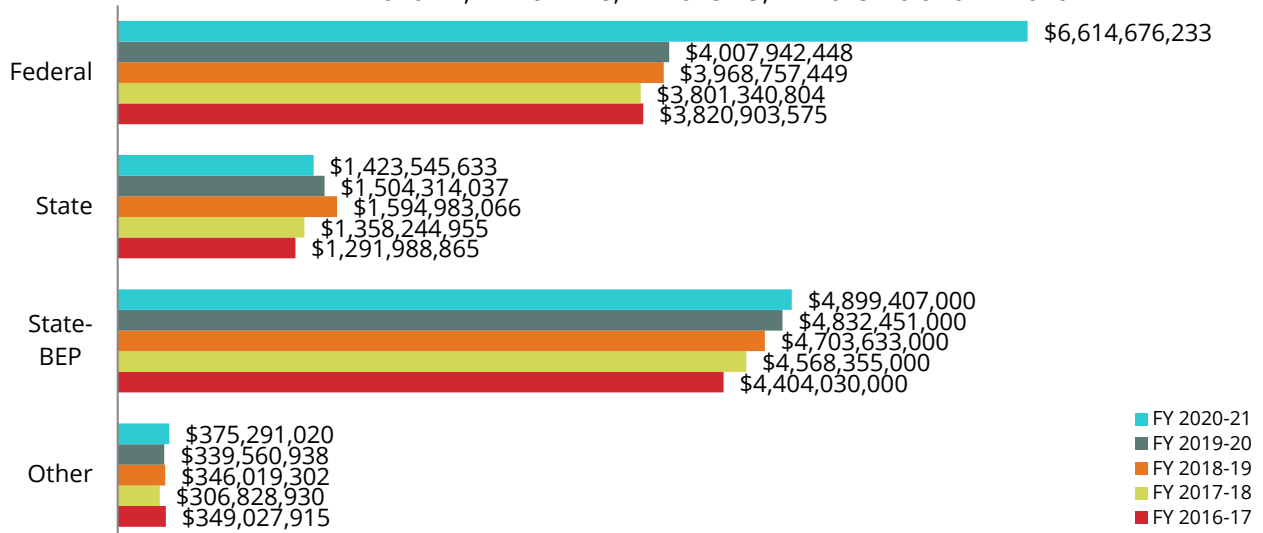


Changes in State Expenditures

Non-BEP state spending on children for FY 2020-21 decreased by over \$80 million, led by decreases in TennCare state spending, Higher Education and the Department of Children’s Services. Federal funds nonetheless drove TennCare to an overall increase. Higher Education had a small increase, and its state dollar decline was mainly from reclassifying lottery funds from “State” to “Other.” Department of Children’s Services declined in both state and federal expenditures. CoverKids (CHIP) led increases in state expenditures, as the portion of that program covered by the federal government declined from over 91 percent to about 81 percent. The Department of Human Services and the Department of Mental Health and Substance Abuse Services also showed increased state spending in 2020-21. A decline in Education non-BEP spending matched an increase in the Department of Intellectual and Developmental Disabilities (DIDD) as Tennessee’s Early Intervention System (TEIS) moved from Education to DIDD. As can be seen in the figure below, State BEP spending increases steadily with costs. Last year’s increase was about 1.4 percent. Federal COVID-19 spending shows in this chart as well.

Total Expenditures by Source

FY 2016-17, FY 2017-18, FY 2018-19, FY 2019-20 and FY 2020-21



Expenditures by State Agency and Funding Source

FY 2020-21

	State	Federal	Other	Total
Administrative Office of the Courts	\$15,403,078	\$2,799,439	\$0	\$18,202,517
Commission on Aging and Disability	\$0	\$77,787	\$0	\$77,787
CoverKids	\$26,621,789	\$109,585,878	\$9,454,845	\$145,662,512
Department of Agriculture	\$55,000	\$0	\$150,000	\$205,000
Department of Children's Services	\$459,273,876	\$413,965,914	\$0	\$873,239,790
Department of Correction	\$174,998	\$117,050	\$0	\$292,048
Department of Education	\$203,358,722	\$2,630,319,954	\$1,259,392	\$2,834,938,069
Department of Education: BEP	\$4,899,407,000	\$0	\$0	\$4,899,407,000
Department of Environment and Conservation	\$120,732	\$0	\$72,000	\$192,732
Department of Health	\$37,043,151	\$130,267,902	\$45,113,944	\$212,424,997
Department of Human Services	\$72,975,088	\$1,971,042,939	\$0	\$2,044,018,027
Department of Intellectual and Developmental Disabilities	\$45,748,225	\$9,328,350	\$0	\$55,076,575
Department of Labor and Workforce Development	\$0	\$23,909,491	\$0	\$23,909,491
Department of Mental Health and Substance Abuse Services	\$41,354,244	\$22,830,967	\$0	\$64,185,211
Department of Safety and Homeland Security	\$501,376	\$0	\$0	\$501,376
Governor's Early Literacy Foundation	\$4,980,756	\$3,384,490	\$0	\$8,365,246
Office of Criminal Justice Programs	\$0	\$25,060,228	\$0	\$25,060,228
TennCare	\$486,720,825	\$1,256,423,738	\$263,966,224	\$2,007,110,787
Tennessee Arts Commission	\$405,434	\$30,156	\$0	\$435,590
Tennessee Commission on Children and Youth	\$4,186,990	\$886,813	\$77,161	\$5,150,964
Tennessee Higher Education Commission	\$2,318,978	\$4,635,464	\$24,886,561	\$31,841,003
Tennessee Highway Safety Office	\$0	\$2,651,257	\$25,000	\$2,676,257
Tennessee Housing Development Agency	\$0	\$0	\$500,000	\$500,000
Tennessee State Museum	\$293,462	\$0	\$0	\$293,462
Tennessee Wildlife Resources Agency	\$17,820	\$23,107	\$0	\$40,927
UT Institute of Agriculture	\$21,991,090	\$3,887,891	\$14,167,653	\$40,046,634
Volunteer TN	\$0	\$3,447,416	\$15,618,240	\$19,065,656
Total	\$6,322,952,633	\$6,614,676,233	\$375,291,020	\$13,312,919,887

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 almost \$67 million, marking over a one percent increase. The BEP outlines the resources required for, as the name suggests, a Basic Education. The cost of that 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. The only way to stop that increase is to change the definition of a Basic Education, change the mix of resources that is required to meet a Basic Education, or reduce the portion of the different types of resources that 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 that often receive federal funds, like English Language Acquisition and Special Education, the definition of a Basic Education really is not adequate to the task. School systems that provide just the required local match, and thus just the resources laid out in the BEP, do not get educational results that 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. The portion that each county is required to contribute varies depending primarily on county tax bases.

The largest state dollar declines were in TennCare, the Tennessee Higher Education Commission (THEC) and the Department of Children's Services. The first two served a smaller number of children than the previous year, though DCS' children served increased. In addition, THEC's decline was more of an accounting one, with the lottery dollars it uses moved from "State" to "Other," though THEC had a small overall increase in expenditures. TennCare's caseload did not decline by much, and its overall expenditures actually increased. As part of COVID-19 relief efforts for the states, the federal percentage of TennCare expenditures was temporarily increased and this accounts for the state decline.

The largest percentage declines in state dollars belonged to a group of departments that spend just a portion of their funds on children's programs and that had many of those programs either cancelled or delivered virtually during FY 2020-21. The Department of Military closed its Volunteer ChalleNGe Academy and paused its program for the children of active-duty Guard members. Tennessee State Museum, Tennessee Arts Commission, UT Institute of Agriculture (4-H), Department of Environment and Conservation (state parks) and Tennessee Wildlife Resources Agency all showed declines in their children's programming. These should bounce back as COVID-19 concerns abate.

CoverKids marked the largest percentage increase in state spending, with nearly \$17 million accounting for an over 160 percent change. The state's percentage responsibility for CoverKids increased from less than 10 percent to closer to 20 percent, fully accounting for the change. The department of Intellectual and Developmental Disabilities showed over a 500 percent increase in state expenditures, as it took over the Tennessee Early Intervention Service (TEIS) from the Department of Education, where non-BEP state expenditures showed a nearly matching decline.

State Expenditures by Agency

FY 2020-21 and FY 2019-20

Agency Name	FY 2020-21	FY 2019-20	Dollar Change	Percent Change
Administrative Office of the Courts	\$15,403,078	\$18,032,406	-\$2,629,329	-14.6%
CoverKids	\$26,621,789	\$9,927,104	\$16,694,685	168.2%
Department of Agriculture	\$55,000	\$0	\$55,000	100.0%
Department of Children's Services	\$459,273,876	\$473,233,750	-\$13,959,874	-2.9%
Department of Correction	\$174,998	\$299,266	-\$124,268	-41.5%
Department of Education	\$203,358,722	\$238,267,968	-\$34,909,246	-14.7%
Department of Education: BEP	\$4,899,407,000	\$4,832,451,000	\$66,956,000	1.4%
Department of Environment and Conservation	\$120,732	\$279,822	-\$159,090	-56.9%
Department of Health	\$37,043,151	\$45,613,782	-\$8,570,631	-18.8%
Department of Human Services	\$72,975,088	\$64,887,680	\$8,087,408	12.5%
Department of Intellectual and Developmental Disabilities	\$45,748,225	\$7,380,800	\$38,367,425	519.8%
Department of Mental Health and Substance Abuse Services	\$41,354,244	\$38,250,577	\$3,103,667	8.1%
Department of Military	\$0	\$1,144,360	-\$1,144,360	-100.0%
Department of Safety and Homeland Security	\$501,376	\$500,429	\$947	0.2%
Governor's Early Literacy Foundation	\$4,980,756	\$3,475,626	\$1,505,130	43.3%
TennCare	\$486,720,825	\$534,145,505	-\$47,424,680	-8.9%
Tennessee Arts Commission	\$405,434	\$778,663	-\$373,229	-47.9%
Tennessee Commission on Children and Youth	\$4,186,990	\$4,056,613	\$130,377	3.2%
Tennessee Higher Education Commission	\$2,318,978	\$25,800,308	-\$23,481,331	-91.0%
Tennessee State Museum	\$293,462	\$1,501,915	-\$1,208,453	-80.5%
Tennessee Wildlife Resources Agency	\$17,820	\$29,700	-\$11,880	-40.0%
UT Institute of Agriculture	\$21,991,090	\$39,679,923	-\$17,688,833	-44.6%
Total	\$6,336,765,037	\$6,339,737,196	-\$2,972,159	0.0%

Reliance on Federal Funds

Excluding the BEP, eight of every ten dollars spent on services for children and families in Tennessee came from federal funding sources (79 percent in FY 2020-21). State funding accounted for 17 percent of all non-BEP expenditures in FY 2020-21. In most years, the federal portion is closer to two thirds, but COVID-19 funds changed the balance last fiscal year. 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 2020-21—were either federal or required as match/maintenance of effort for federal funding.

So how does this break down by department? Which of Tennessee’s services for children are most heavily dependent on a continued stream of federal funds? More than half the funds in four 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. Of the two remaining, the Department of Children’s Services is just under half federal, and Mental Health and Substance Abuse Services is close to 40 percent.

Currently and historically, all TennCare and significant portions of Department of Human Services and Department of Children’s Services federal funds are/have been considered non-discretionary, uncapped entitlements and must be provided to people who qualify for them. The programs protecting these funds, Medicaid and SNAP, have both been under consideration for “block granting,” or removing the rules that provide important protections for recipients, and are sometimes criticized as preventing state flexibility. Changing these funds to block grants would remove the requirement that the federal government fund all who qualify and could result in challenging choices in difficult times, potentially pitting services for children against those for the elderly or disabled. Tennessee’s approved Medicaid block grant is still not fully launched. Its effect on current recipients should be small, but full effects remain to be seen. Enrollment rules can also change going forward, and may even be inconsistent across the state, as long as enrollment does not fall below 2020 levels and eligibility does not become less inclusive than in 2020.

The last two years’ reports included a new way of looking at interrelationships among state agencies based on the funds they receive from federal departments. We have always—and still do—list federal funds by department and source in an appendix table, but we created flow charts mapping funds to federal departments. COVID-19 relief funds make this more challenging, as they are distributed through multiple federal departments that are not always clear. These funds also made for an enormous increase in federal expenditures on children in Tennessee. In lieu of the flow charts, we will take a closer look at federal funds this year, comparing them to last year for each department and digging into use of COVID-19 funds.

County maps showing expenditures and percent of children served by various programs are available beginning on page 30 and make clear that Tennessee children in every region of the state and in every county rely on federal funds to help ensure that they are safe, healthy, educated, nurtured and supported, and engaged in activities that provide them opportunities to achieve their fullest potential.

Federal Expenditures by Agency

FY 2020-21 and FY 2019-20

Agency Name	FY 2020-21	FY 2019-20	Dollar Change	Percent Change
Administrative Office of the Courts	\$2,799,439	\$767,593	\$2,031,846	264.7%
Commission on Aging and Disability	\$77,787	\$56,000	\$21,787	38.9%
CoverKids	\$109,585,878	\$114,161,702	-\$4,575,824	-4.0%
Department of Children's Services	\$413,965,914	\$432,015,774	-\$18,049,859	-4.2%
Department of Correction	\$117,050	\$0	\$117,050	100.0%
Department of Education	\$2,630,319,954	\$983,336,118	\$1,646,983,836	167.5%
Department of Health	\$130,267,902	\$112,876,321	\$17,391,582	15.4%
Department of Human Services	\$1,971,042,939	\$1,095,443,211	\$875,599,728	79.9%
Department of Intellectual and Developmental Disabilities	\$9,328,350	\$0	\$9,328,350	100.0%
Department of Labor and Workforce Development	\$23,909,491	\$24,059,646	-\$150,155	-0.6%
Department of Mental Health and Substance Abuse Services	\$22,830,967	\$24,499,836	-\$1,668,869	-6.8%
Department of Military	\$0	\$3,588,180	-\$3,588,180	-100.0%
Governor's Early Literacy Foundation	\$3,384,490	\$0	\$3,384,490	100.0%
Office of Criminal Justice Programs	\$25,060,228	\$37,800,418	-\$12,740,190	-33.7%
TennCare	\$1,256,423,738	\$1,160,209,783	\$96,213,955	8.3%
Tennessee Arts Commission	\$30,156	\$59,700	-\$29,544	-49.5%
Tennessee Commission on Children and Youth	\$886,813	\$1,325,992	-\$439,179	-33.1%
Tennessee Higher Education Commission	\$4,635,464	\$5,662,331	-\$1,026,867	-18.1%
Tennessee Highway Safety Office	\$2,651,257	\$2,649,332	\$1,925	0.1%
Tennessee Wildlife Resources Agency	\$23,107	\$23,662	-\$555	-2.3%
UT Institute of Agriculture	\$3,887,891	\$6,479,819	-\$2,591,928	-40.0%
Volunteer TN	\$3,447,416	\$2,925,105	\$522,311	17.9%
Total	\$6,336,765,037	\$4,007,940,523	\$2,328,824,514	58.1%

Without this federal focus in past reports, the ebbs and flows of federal funds to each department are not as familiar. The Administrative Office of the Courts' main change was a shift of funds for child support magistrates from "State" to "Federal." They likely should have always been federal. AOC receives these funds in transfer from the Department of Human Services. These interdepartmental transfers are among the hardest spending to track correctly because the receiving department does not always know if the ultimate source was federal or state. In this case, DHS transferred Title IV-D child support funds to cover these magistrates and it is only listed as such this year. The Department of Correction had a similar circumstance, listing its education funds as Title I federal instead of as a Department of Education transfer.

CoverKids' federal decline has been discussed. Department of Children's Services showed some movement in several programs, but few had large changes. Case Management was down by about \$10 million, all of it federal, but that is less than a five percent decline. Juvenile Justice Placements were also down by about \$10 million, which edged close to a 20 percent decline, but it was a mix of state and federal dollars. Dependent and Neglect Placement was down by about \$10 million as well, though this marks just a three percent drop. Some other programs had small increases. DCS has suffered from a lack of case managers, and this is likely at the root of its decrease.

The Department of Education's large increase was driven by the Elementary and Secondary School Relief Fund (ESSER) and the Governor's Emergency Education Relief (GEER). Both ESSER and GEER were COVID-related relief measures. ESSER funds came in three parts, with the CARES Act, the CRRSA and the American Relief Plan (ARP). GEER funds were awarded with both of those first two laws. ESSER funds were awarded to LEAs based on their Title I-A appropriations, but governors had wide discretion on GEER funds. Over \$4 billion was awarded to Tennessee school districts through these programs over the course of two years.

The programs chosen for GEER support are interesting as the governor had wide latitude, though the funding was less than for ESSER. Tennessee used GEER funds to promote civics education, to increase access to Advanced Placement classes, for teacher and administrative leadership training and for ACT preparation. But the largest part of FY 2020-21 GEER funding (\$18.3 million) went to Innovative High School Model programs, described as supporting "new approaches to increase student postsecondary attainment through groundbreaking partnerships that elevate equity for all students in keeping with the spirit of the department's Best for All strategic plans." Grants were awarded to 21 districts across the state for a variety of programs promoting credentials in many fields, including teaching, industry, STEM, health care, forestry, agriculture, welding, transportation and flight instruction and supporting development of virtual schools, on-the-job training and college credit high school programs. ESSER funds were also used to bring this program to \$30 million overall. In total over two years, Tennessee received \$3.8 billion in ESSER funds and \$91 million in GEER funds.

The Department of Health saw a \$17 million increase in federal funds, though this was largely offset by a decline of about \$8 million each in state funds and "Other" funds, including current service revenue and WIC formula rebates. The Department of Health did spend \$11.5 million in

CARES funds on children's services in FY 2020-21. CARES funds supported multiple programs, with some of the larger expenditures used in nutrition education, Community Health Access and Navigation in Tennessee (CHANT) and environmental health regulation. The Governor's Early Literacy Foundation also had a 100 percent increase in federal expenditures, as it spent ESSER funds on programs to combat learning loss and promote learning at home.

The Department of Human Services had an 80 percent increase (nearly \$900 million) in federal expenditures between FY 2019-20 and FY 2020-21. More than a third of this increase was in the Child Care and Development Fund, while child support enforcement increased by over \$130 million. TANF expenditures increased by \$56 million. SNAP saw the largest increase, from \$640 million to \$1.1 billion. Over 95 percent of Department of Human Services children's expenditures are federal.

The Department of Intellectual and Developmental Disabilities had a 100 percent increase in federal funds, though it was just under \$10 million. DIDD took over the Tennessee Early Intervention System from the Department of Education and so received the IDEA Part C federal funds that go to that. Several of the other reductions were previously discussed and are mostly for recreational and educational services that were put on hold during the public health emergency. The Office of Criminal Justice Programs had relatively flat expenditures in Violence Against Women Act funds but did spend less in Victims of Crime Act funds, though individual programs were not listed.

The Department of Mental Health and Substance Abuse services actually had a decline in federal expenditures in FY 2020-21 but it was more than offset by an increase in state spending. The Department has added \$3 million in recurring state funds to expand School Based Behavioral Health Liaisons from 36 to all 95 counties. In addition, they will expand System of Care expenditures with an additional \$12 million over four years from the Substance Abuse and Mental Health Services Administration (SAMHSA) and \$9 million over three years from a Department of Human Services TANF grant. In addition, DMHSAS has begun receiving (in FY 2021-22) \$6.5 million in recurring state funds for its Tennessee Resiliency Project, to expand community-based mental health services to serve additional uninsured Tennesseans with a focus on children living with a serious emotional disturbance.

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 the first two years 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 that go 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 that serve all children or that do not provide 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 (27 percent). It should be understood that 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, which can have several funding sources that may not benefit each age group equally.

The table on page 20 shows estimated spending on our youngest children. Program-level estimates produce a total of almost \$2 billion spent on this age group, making up 14.6 percent of overall expenditures. This is a higher portion than past years. For the first time since we began this age examination, the agency with the highest percentage is not the Governor’s Early Literacy Foundation (previously Governor’s Books from Birth). The Dolly Parton Imagination Library, which sends free books to children under 5, now counts for less than half of the agency’s overall spending. Its new programs promote literacy in K-3 and work with caregivers for both under-5 and K-3 to “equip them to be deeply engaged as a child’s first teacher.”

The Department of Intellectual and Developmental Disabilities now has the highest under-5 percentage of expenditures (at almost 90 percent), as it took over the Tennessee Early Intervention System (TEIS) from the Department of Education. TEIS currently serves children under three years of age, though Governor Lee has proposed expanding TEIS eligibility to age three and four.

The next highest is the Department of Health, where several programs spend all of their funds on children under five, including childhood lead poisoning, newborn screenings, the Tennessee Nurse Home Visitor Program, Healthy Start, 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 TennCare EPSD&T screenings and WIC.

The agency with the most dollars going to this age group is usually TennCare, but federal COVID relief funds moved it to second. The Department of Human Services now has the highest dollar amount for under-5 children at almost \$830 million. Child care benefits make up the largest portion, but SNAP is also substantial. TennCare was next with \$535 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 who are born exposed to opiates and other addictive substances, generally referred to as Neonatal Abstinence Syndrome (NAS).

Education's non-BEP spending included \$195 million on children under 5, including programs such as voluntary pre-kindergarten (\$85 million) and IDEA funding for three- and four-year-olds who have been identified as having special needs (\$5 million). Though it was just estimated at 5 percent of overall expenditures, ESSER general funds made up the second-highest dollar amount at \$67 million. School nutrition programs combined to spend almost \$20 million on this age group as well. The Department of Children's Services also directed over \$190 million to this age group, mostly in foster care and case management services.

Estimated total spending on children under five years of age accounted for 14.6 percent of all expenditures for children in Tennessee in FY 2020-21, while children under age five are 27 percent of all children in the state. This marks an increase compared to last year, when it was figured at 13.9 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 (22 percent) live in poverty than children ages six to 17 (19 percent). 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 that 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 2020-21

State Agency	Estimate of Dollars Spent on Children Under 5	Estimate of Percent Spent on Children Under 5	Total Expenditures	Estimate of Number of Children Under 5 Served
Administrative Office of the Courts	\$4,884,924	26.8%	\$18,202,517	3,965
Commission on Aging and Disability	\$0	0.0%	\$77,787	-
CoverKids	\$20,756,908	14.3%	\$145,662,512	15,094
Department of Agriculture	\$0	0.0%	\$205,000	-
Department of Children's Services	\$190,513,099	21.8%	\$873,239,790	77,081
Department of Correction	\$0	0.0%	\$292,048	-
Department of Education	\$194,633,270	6.9%	\$2,834,938,069	992,041
Department of Education: BEP	\$0	0.0%	\$4,899,407,000	-
Department of Environment and Conservation	\$19,273	10.0%	\$192,732	140,000
Department of Health	\$109,654,367	51.6%	\$212,424,997	4,966,055
Department of Human Services	\$829,518,706	40.6%	\$2,044,018,027	269,664
Department of Intellectual and Developmental Disabilities	\$49,359,682	89.6%	\$55,076,575	9,395
Department of Labor and Workforce Development	\$0	0.0%	\$23,909,491	-
Department of Mental Health and Substance Abuse Services	\$2,965,191	4.6%	\$64,185,211	820
Department of Safety and Homeland Security	\$0	0.0%	\$501,376	-
Governor's Early Literacy Foundation	\$3,787,511	45.3%	\$8,365,246	417,034
Office of Criminal Justice Programs	\$0	0.0%	\$25,060,228	-
TennCare	\$535,898,580	26.7%	\$2,007,110,787	580,474
Tennessee Arts Commission	\$0	0.0%	\$435,590	-
Tennessee Commission on Children and Youth	\$79,734	1.5%	\$5,150,964	487
Tennessee Higher Education Commission	\$0	0.0%	\$31,841,003	-
Tennessee Highway Safety Office	\$0	0.0%	\$2,676,257	-
Tennessee Housing Development Agency	\$0	0.0%	\$500,000	-
Tennessee State Museum	\$73,353	25.0%	\$293,462	8,550
Tennessee Wildlife Resources Agency	\$0	0.0%	\$40,927	-
UT Institute of Agriculture	\$0	0.0%	\$40,046,634	-
Volunteer TN	\$1,464,433	7.7%	\$19,065,656	2,847
Total	\$1,943,609,032	14.6%	\$13,312,919,887	7,483,505

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 22 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 percentage of expenditures is 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 Work Investment 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 as long as 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 2020-21

State Agency	Estimate of Dollars Spent on Youth Over 18	Estimate of Percent Spent on Youth Over 18	Total Expenditures	Estimate of Number of Youth Served Over 18
Administrative Office of the Courts	\$5,600	0.03%	\$18,202,517	13
Commission on Aging and Disability	\$0	0.00%	\$77,787	-
CoverKids	\$16,153,973	11.09%	\$145,662,512	11,747
Department of Agriculture	\$0	0.00%	\$205,000	-
Department of Children's Services	\$36,936,258	4.23%	\$873,239,790	4,015
Department of Correction	\$0	0.00%	\$292,048	-
Department of Education	\$35,785,391	1.26%	\$2,834,938,069	366,018
Department of Education: BEP	\$0	0.00%	\$4,899,407,000	-
Department of Environment and Conservation	\$0	0.00%	\$192,732	-
Department of Health	\$7,703,493	3.63%	\$212,424,997	85,000
Department of Human Services	\$0	0.00%	\$2,044,018,027	-
Department of Intellectual and Developmental Disabilities	\$0	0.00%	\$55,076,575	-
Department of Labor and Workforce Development	\$22,104,005	92.45%	\$23,909,491	2,608
Department of Mental Health and Substance Abuse Services	\$36,793,564	57.32%	\$64,185,211	365,678
Department of Safety and Homeland Security	\$0	0.00%	\$501,376	-
Governor's Early Literacy Foundation	\$0	0.00%	\$8,365,246	-
Office of Criminal Justice Programs	\$0	0.00%	\$25,060,228	-
TennCare	\$228,810,630	11.40%	\$2,007,110,787	247,843
Tennessee Arts Commission	\$0	0.00%	\$435,590	-
Tennessee Commission on Children and Youth	\$0	0.00%	\$5,150,964	-
Tennessee Higher Education Commission	\$0	0.00%	\$31,841,003	-
Tennessee Highway Safety Office	\$0	0.00%	\$2,676,257	-
Tennessee Housing Development Agency	\$500,000	100.00%	\$500,000	4
Tennessee State Museum	\$30,221	10.30%	\$293,462	3,850
Tennessee Wildlife Resources Agency	\$250	0.61%	\$40,927	11
UT Institute of Agriculture	\$0	0.00%	\$40,046,634	-
Volunteer TN	\$0	0.00%	\$19,065,656	-
Total	\$384,823,384	2.89%	\$13,312,919,887	1,086,784

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.

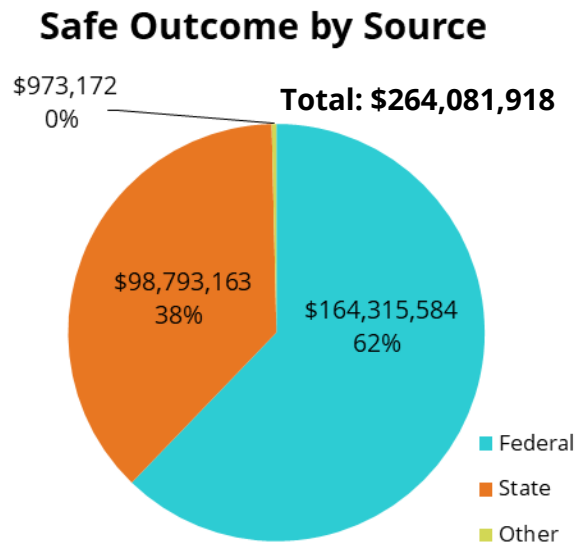
Safe

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, the 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 living situations that are unsafe, 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 that flow 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, though it might be worth approaching them in the future to see if they have any programs specifically targeted to children.

The largest expenditures reported in this classification are through the Department of Human Services’ child care licensing and assessment, which keep child care facilities in line with regulations. The Department of Children’s Services, which is tasked with protecting children in dangerous domestic situations, is another large piece, as are the Department of Education’s safe schools funds, driver’s education programs and school-based support services. The Department of Mental Health and Substance Abuse Services puts many of its crisis intervention services here. The Office of Criminal Justice Programs reports funds for victims of crime assistance programs; TCCY’s Ombudsman program is here as well. The Tennessee Wildlife Resources Agency’s hunter education program falls under “Safe.”

As a category, “Safe” leans toward federal dollars, with \$164 million federal and \$99 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

The second-largest primary outcome area is “Healthy.” Healthy children are vital to the nation’s present and its 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 that 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.

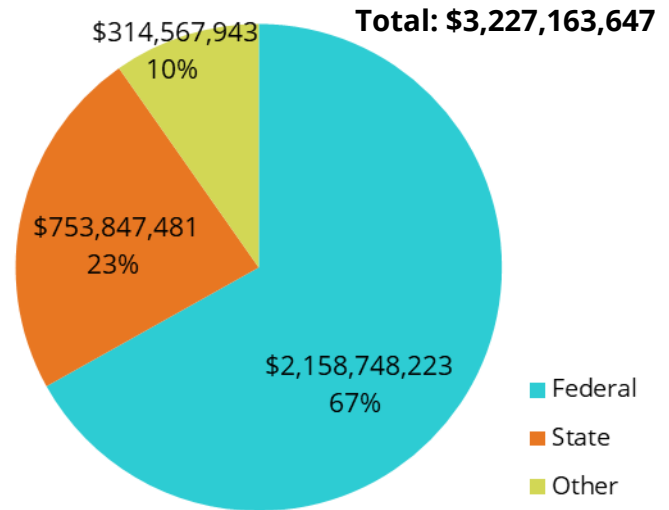
The proportion of funding focused on “Healthy” is heavily driven by TennCare expenditures, not just in the Division of TennCare, but in the Department of Children’s Services and the Department of Health. DCS reports TennCare as at least part of the funding for multiple programs. The ones classified under the “Healthy” outcome are, medical services, dental services and wraparound services for children in state custody and those at risk of entering state custody, family support services and temporary placements for dependency and neglect. DCS also reports in-home family behavioral health services under “Healthy,” but they are not TennCare funded.

TennCare-funded “Healthy” programs in the Department of Health include TennCare Advocacy, preventive dental care, TennCare Kids Call Center outreach, prenatal services and Early and Periodic Diagnostic, Screening and Treatment (EPSD&T) outreach and screenings. 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, the Nurses for Newborns home visiting program and the Council on Children’s Mental Health at the Tennessee Commission on Children and Youth. 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

Healthy Outcome by Source

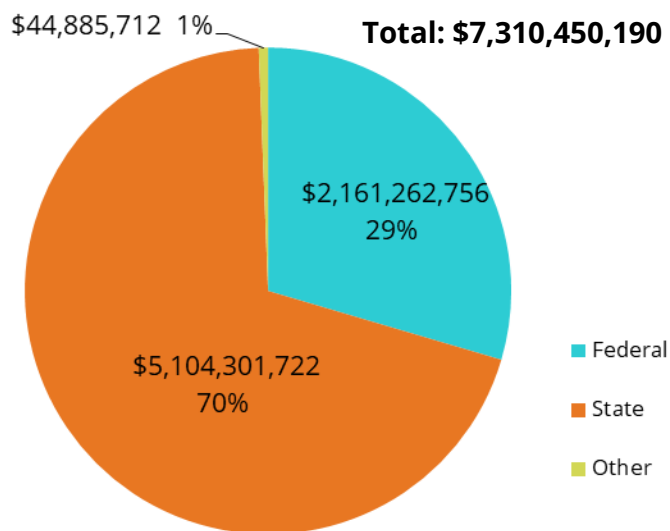


dominated by federal money. Almost \$2 billion in federal funds supports the health of Tennessee children and families, as well as about \$800 million state dollars mostly required to match federal spending. Most funds classified as “Other” are in this category as well, since the largest source of non-federal, 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 \$270 million in 2020-21.

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 of 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.

Educated Outcome by Source



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

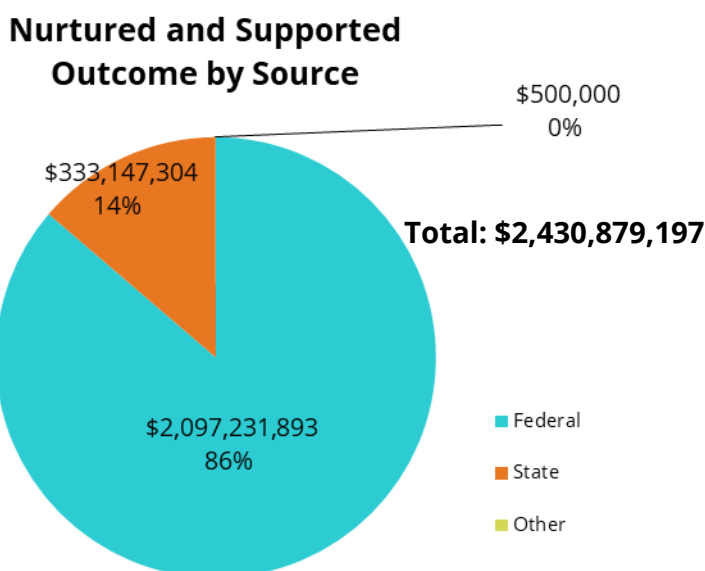
- Ag in the Classroom through the Department of Agriculture;
- Education services for youth incarcerated by the Department of Correction;
- Abstinence education, adolescent pregnancy prevention, breastfeeding promotion and injury and suicide prevention from the Department of Health;
- Tennessee Early 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 and Regional Councils 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 \$4.7 billion in 2020-21. Local governments also support educational programs outside of K-12.

Nurtured and Supported

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 of that stress. 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

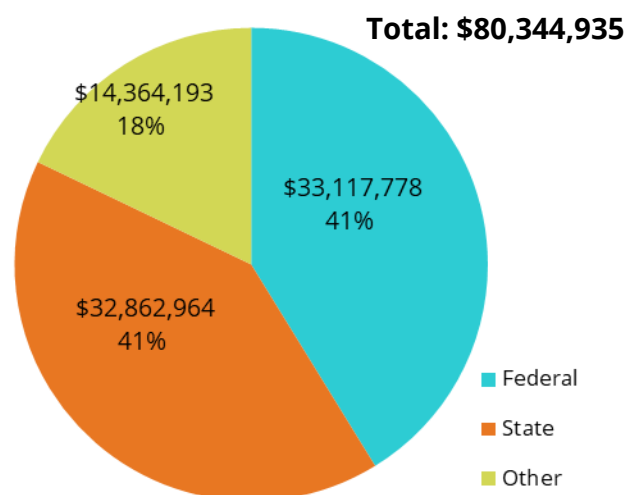
services puts most of its wraparound services, transition services and respite care support here as well as some of its System of Care work. The Administrative Office of the Courts (AOC) also lists most of its child-serving programs here, including access and visitation grants, Court Improvement Program 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 \$500,000 from its Tennessee Housing Trust Fund Competitive Grant program that relies on income from THDA loans.

Engaged

The outcome area "Engaged" is short for "engaged in activities that provide children opportunities to achieve their fullest potential." It refers to programs that spark children's interest in learning a variety of things in a variety of ways; that help 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 \$80 million spent on programs, "Engaged" spending represents just 0.6 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.

Engaged Outcome by Source



The largest program in this group is the UT Institute of Agriculture's 4-H program. This is the third year that UTIA has reported its 4-H Foundation funds, which contributed over \$14 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 age 9 to 19.

The next largest piece of "Engaged" spending 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.

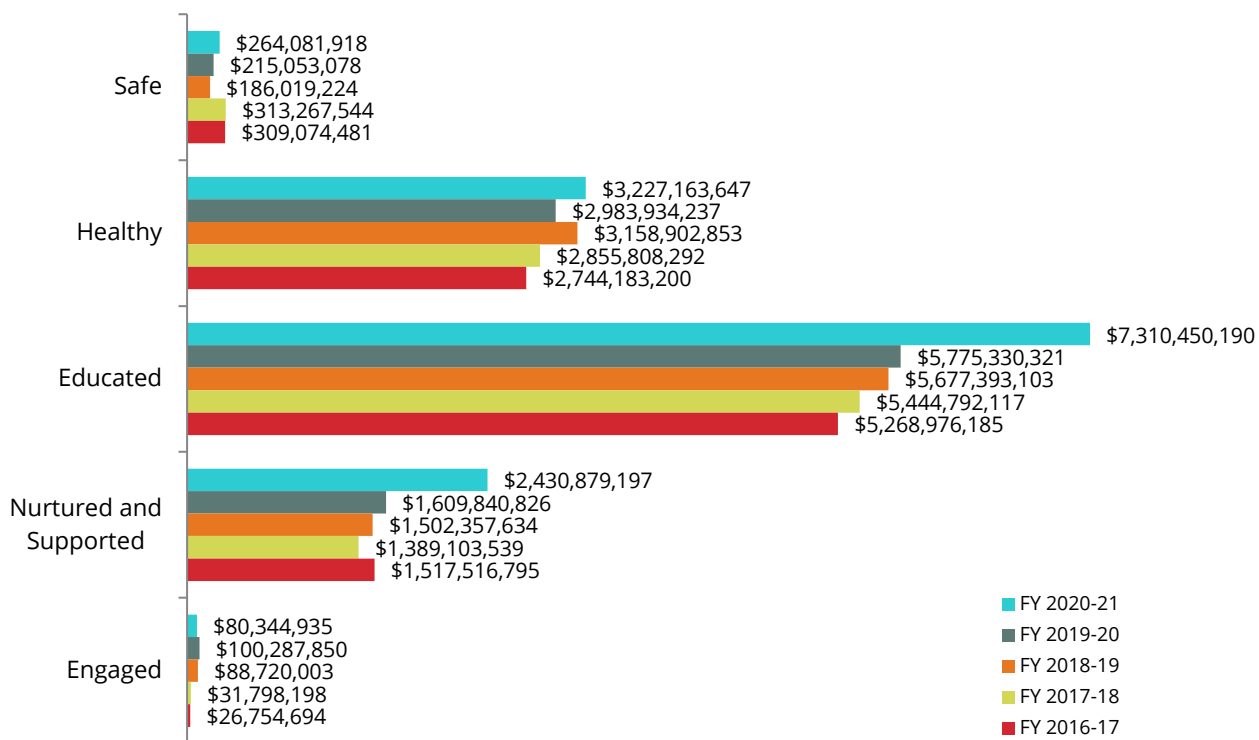
The Department of Mental Health and Substance Abuse Services spent over \$10 million on programs meant to engage that are mostly peer and community support. Funded mostly by state dollars, they link children and youth to behavioral health and substance abuse treatment resources in their communities and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

Additional programs with this outcome goal include the Administrative Office of the Courts' Victim Offender Reconciliation, Department of Environment and Conservation's Getting YOUTH Outdoors, Department of Health's TNSTRONG Youth Ambassador program, Department of Human Services' vocational programs for children and youth with disabilities 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

FY 2016-17, FY 2017-18, FY 2018-19, FY 2019-20 and FY 2020-21

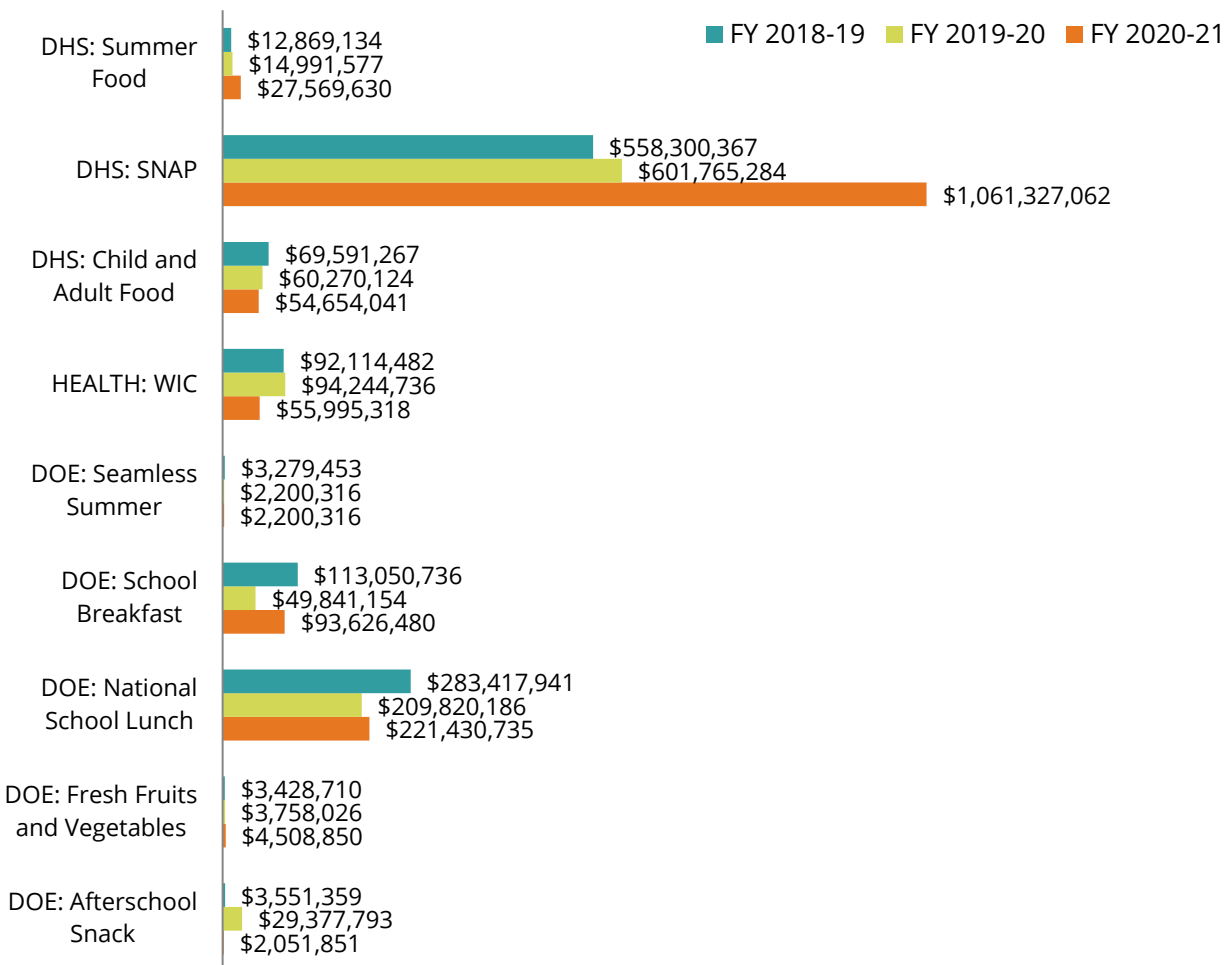


Food and Nutrition Programs During COVID-19

About one in five children live in poverty in Tennessee, and many of them depend on food programs through schools, community centers and non-profits to support their basic nutrition needs. Many of these food programs were disrupted during COVID as families were asked to stay “safer at home” and schools, restaurants and community centers closed. Non-profit food distribution was also challenged by social distancing requirements, rapid growth in need and by a lack of donations. At the same time, many families had members who lost jobs, adding financial pressure. Programs were innovative in the ways they continued to distribute food, but expenditures were nonetheless down in several nutrition programs, suggesting that many children went without this vital support. The food and nutrition programs tracked through Resource Mapping are shown below, with 2020-21 expenditures compared to the previous two years. Some programs that are nutrition-related that primarily educate children and families about healthy eating are not included here. These are strictly food programs.

Food/Nutrition Programs

FY 2018-19, FY 2019-20 and FY 2020-21



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 that serve both children and adults have different challenges, as they are already segmenting their data to produce county-level information about just the portion of program services that benefit 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 is able to break out the number of children served in each county but not expenditures that benefit just children.

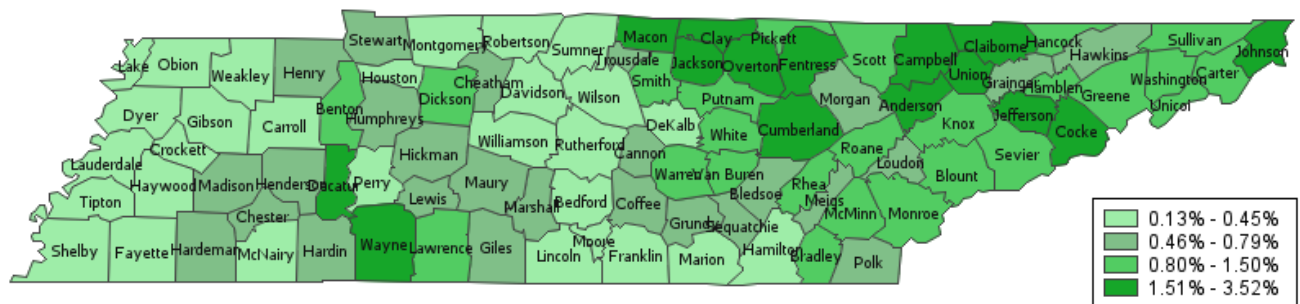
Maps for SNAP and programs like it show the percentage of children living in each county who receive services. It is a bit less information, but still allows for some comparisons among counties. The SNAP example provides a good illustration. Households receive SNAP benefits at different levels based on need, and those differences do not show in the maps. Children who live in families with higher incomes that receive less in SNAP benefits 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 11,899 children and youth were served by adoption support services program in 2019-20.

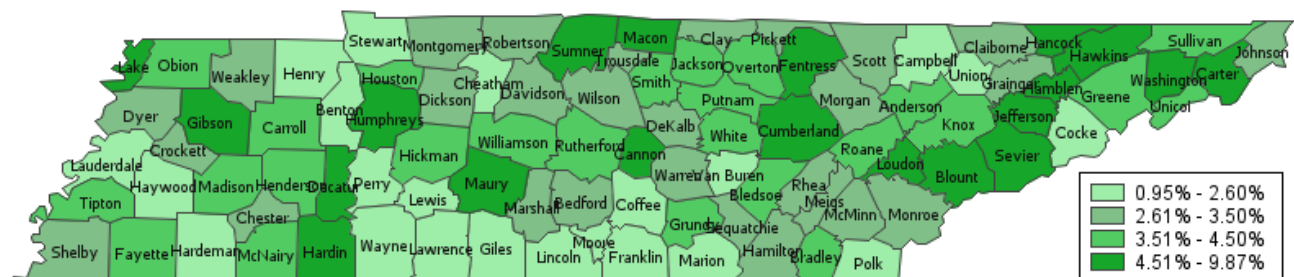
Adoption Support Services Percentage of Children Served, FY 2020-21



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 that 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 Education reported that TEIS served 8,754 infants and toddlers in FY 2020-21 with total expenditures nearing \$48 million. This is the first year TEIS is reported under the Department of Intellectual and Developmental Disabilities. It was previously in the Department of Education

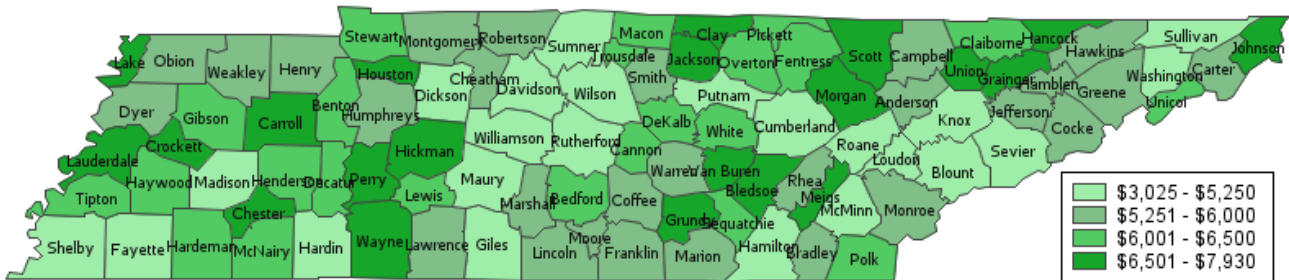
Tennessee Early Intervention System (TEIS) Program Percentage of Children under 3 Served, FY 2020-21



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 has proposed a new student-based funding formula that is working its way through the legislature.

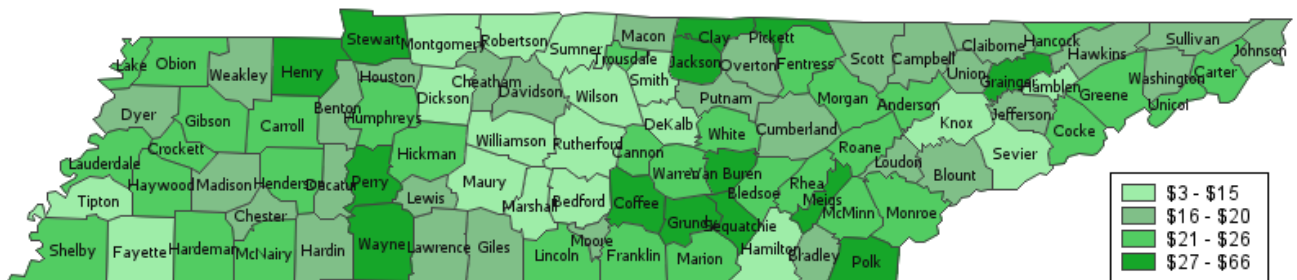
Basic Education Program Per-Child Expenditure, FY 2020-21



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 content 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.

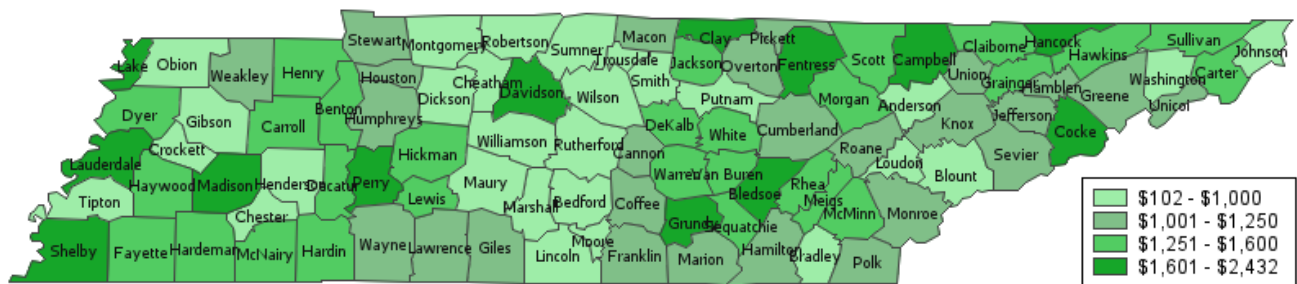
College, Career and Technical Education Per-Child Expenditure, FY 2020-21



Department of Education: Elementary and Secondary School Emergency Relief (ESSER) Fund

ESSER funds were designated from the CARES Act (ESSER 1) and the CRRSA (ESSER 2). FY 2020-21 funds sent to LEAs from both of these are combined in this map. The federal Department of Education provided states with emergency relief funds to address the impact that COVID-19 has had, and continues to have, on elementary and secondary schools across the nation. States received funds based on their federal Title I allocations. Tennessee received over \$1.2 billion in ESSER 1 and 2 funds over two years and received an additional \$2.2 billion in ESSER funds through the American Rescue Plan that were not yet spent in FY 2020-21.

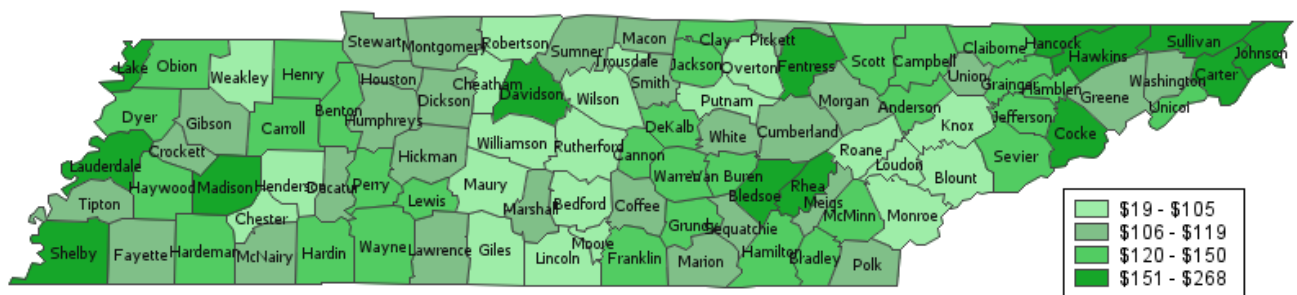
Elementary and Secondary School Emergency Relief Fund Per-Child Expenditure, FY 2020-21



Department of Education: Every Student Succeeds Act (ESSA)

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. ESSA leaves significantly more control to the states and districts in determining the standards students are held to. States are required to submit their goals and standards and how they plan to achieve them to the US Department of Education, which must then submit additional feedback, and eventually approve. In doing so, the DOE still holds states accountable by ensuring they are implementing complete and ambitious, yet feasible goals.

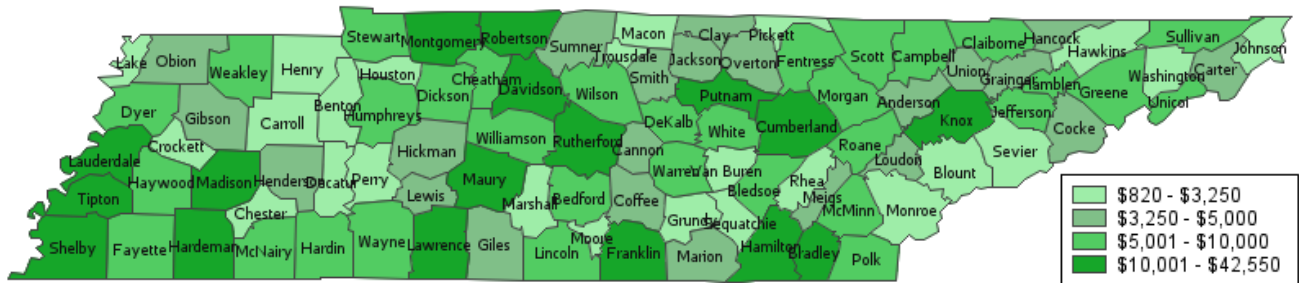
Every Student Succeeds Act (ESSA) Per-Child Expenditure, FY 2020-21



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 social-emotional 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. Almost 12,000 children were served in FY 2020-21.

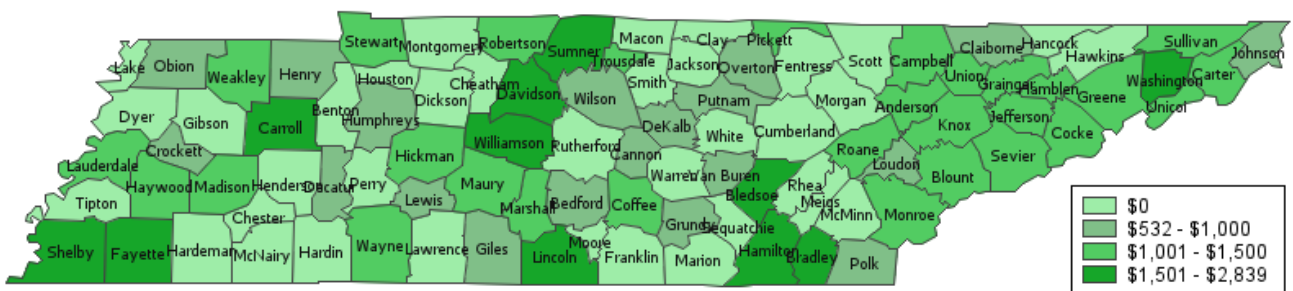
**Voluntary Pre-K Program,
Per-Child Expenditure, FY 2020-21**



Department of Education: Lottery for Education Afterschool Programs (LEAPS)

The overall goal of Lottery for Education: Afterschool Programs (LEAPs) is to provide Tennessee students with academic enrichment opportunities that reinforce and complement the regular academic program. In November 2002, Tennesseans voted to create a state lottery. The General Assembly established that profits from the lottery go toward specific educational programs: college scholarships, early childhood programs and afterschool programs. All unclaimed prize money is deposited into an afterschool account for the purpose of administering a system of competitive grants and technical assistance for eligible organizations providing afterschool educational programs within Tennessee.

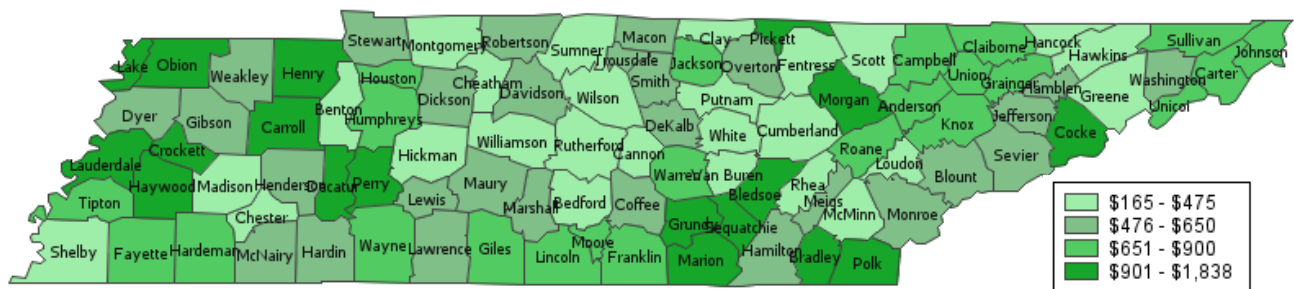
**Lottery for Education Afterschool Programs (LEAPS)
Per-Child Expenditure, FY 2020-21**



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. Almost 13,000 children in Tennessee receive individualized special education services each year as a part of IDEA.

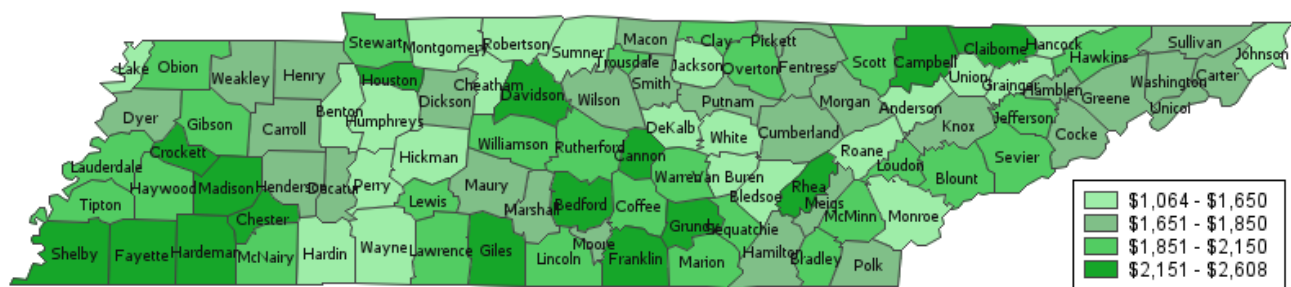
**Preschool Special Education
Per-Child Expenditure, FY 2020-21**



Department of Education: School Age Special Education through IDEA Part B

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. IDEA Part B served almost 125,000 children in Tennessee in FY 2020-21 with nearly \$225 million in federal funds.

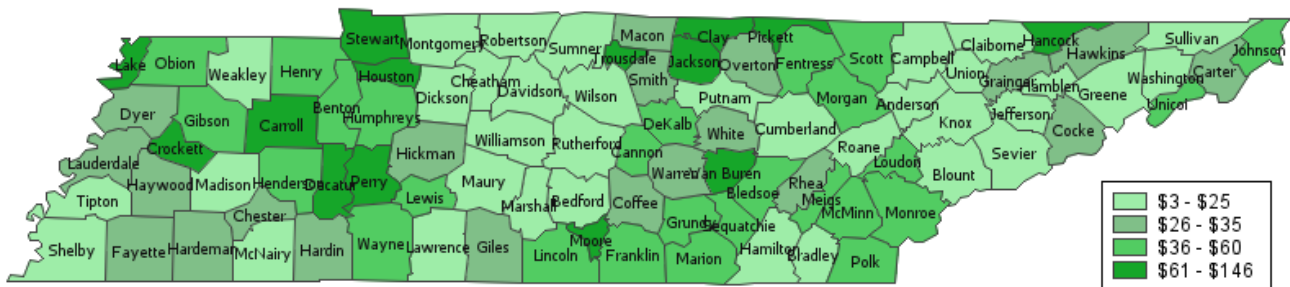
**School Age Special Education
Per-Child Expenditure, FY 2020-21**



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 nearly \$15 million in FY 2020-21.

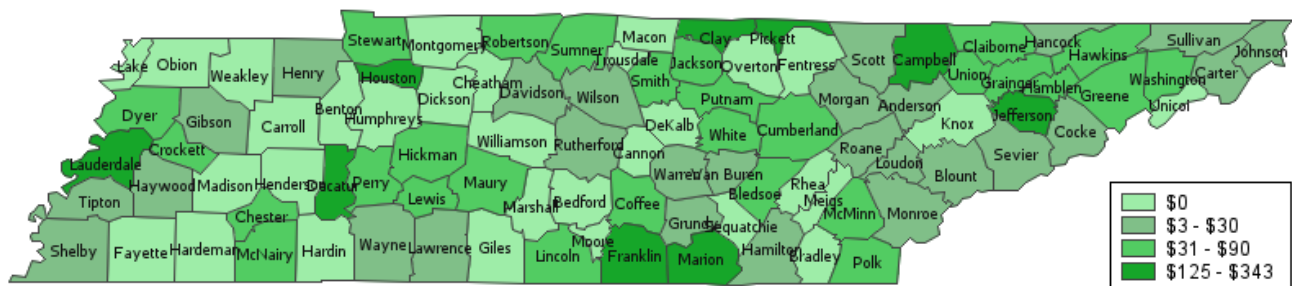
Coordinated School Health Per-Child expenditure, FY 2020-21



Department of Education: Family Resource Centers

In 1993, school-based Family Resource Centers were developed to address potential risk factors within home and community environments which impede or create barriers to a child's ability to learn and grow successfully. Potential risk factors include but are not limited to poverty, hunger, homelessness, abuse, neglect, poor health, mental illness, substance abuse and/or family conflict. Family Resource Centers network with community organizations to coordinate problem-solving and goal-setting processes with parents while assisting them to create a supportive environment and meet the needs of their children. Services & supports reached over 115,000 students and 77,000 families in FY 2020-21.

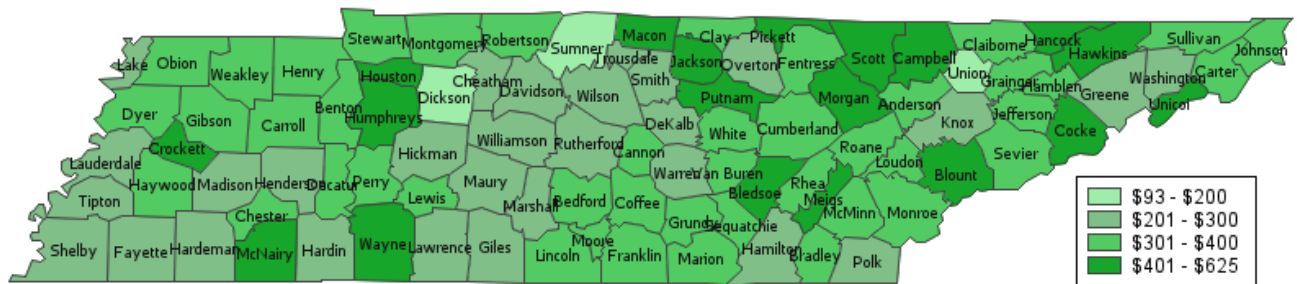
Family Resource Centers Per-Child Expenditure, FY 2020-21



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 school breakfast and lunch programs and shows per-child expenditures.

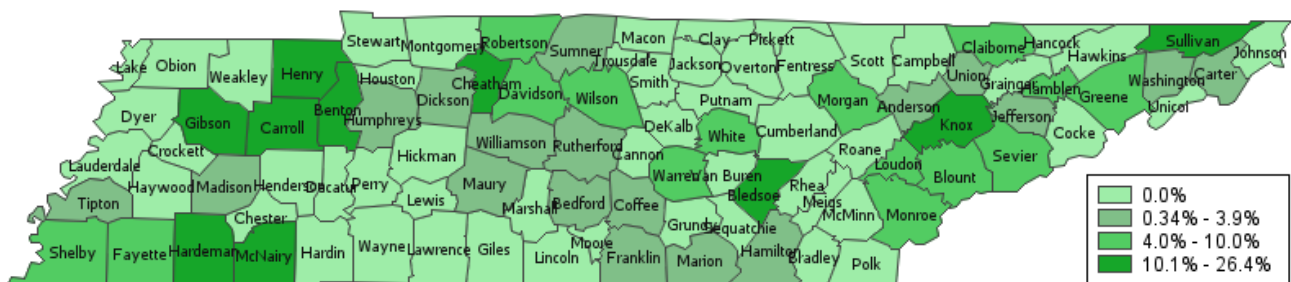
**School Nutrition Programs
Per-Child Expenditure, FY 2020-21**



Tennessee Arts Commission: Student Ticket Subsidy Program

The Student Ticket Subsidy (STS) grant program provides funds for artist fees, tickets and transportation for students from Tennessee public schools to experience a broad variety of cultural opportunities, arts disciplines, and artists. Activities include exposure-based arts performances, exhibits, or field trips. With just over \$230,000, this program served over 50,000 Tennessee students in FY 2020-21.

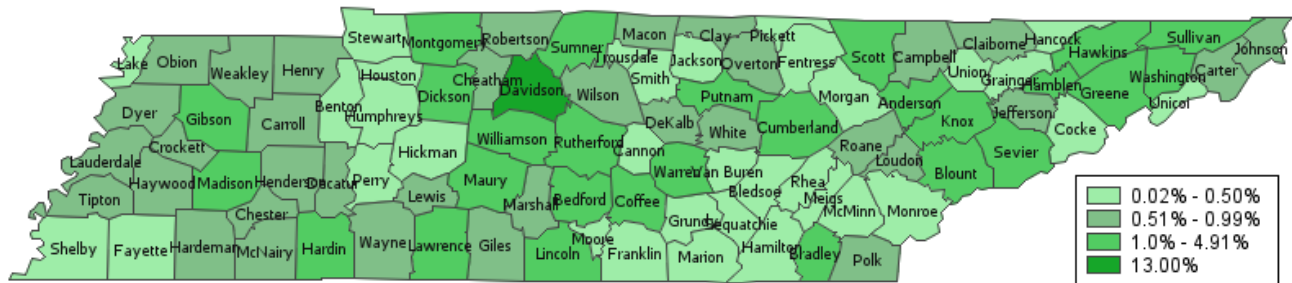
**Student Ticket Subsidy Program
Percentage of Children Served, FY 2020-21**



Department of Health: Child Health Programs in County Health Departments

Healthy children are a major priority of the health department. Well child checkups include physical exams, screening tests and immunizations. Screenings are available to assure normal development and to detect and treat many medical conditions for persons from birth to 21 years of age. The health department strongly recommends regular checkups and makes referrals for medical/dental services to be sure all children are as healthy as they can be.

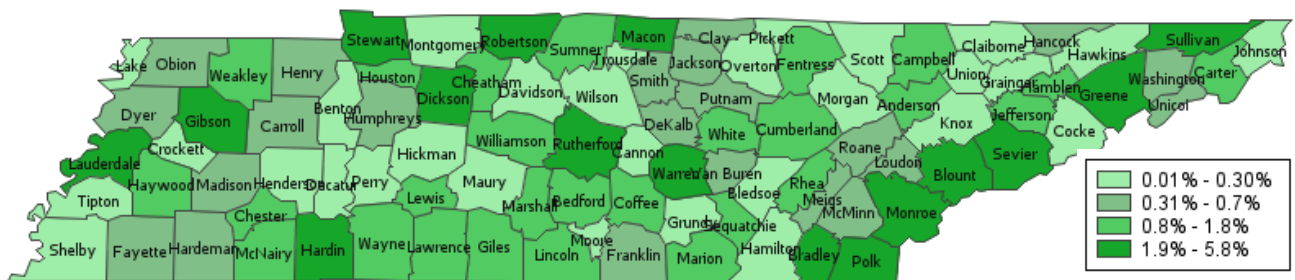
Child Health Programs in County Health Departments Percentage of Children Served, FY 2020-21



Department of Health: Early and Periodic Screening Diagnosis and Treatment (EPSDT)

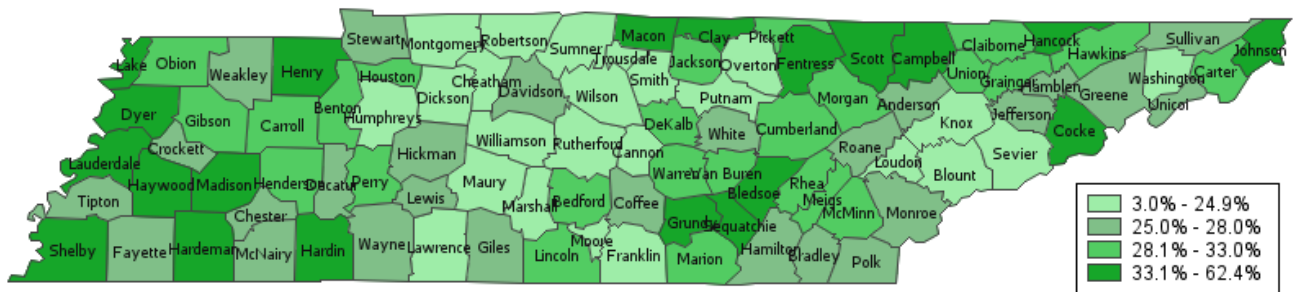
Early Periodic Screening, Diagnosis and Treatment, or EPSDT, is a program of checkups and health care services for children from birth until age 21 to detect and treat health problems. EPSDT checkups are free for all children who have TennCare. In FY 2020-21, 88,000 children received screenings. EPSDT checkups are FREE for all children who have TennCare.

Early and Periodic Screening Diagnosis and Treatment (EPSDT) Percentage of Children Served, FY 2020-21



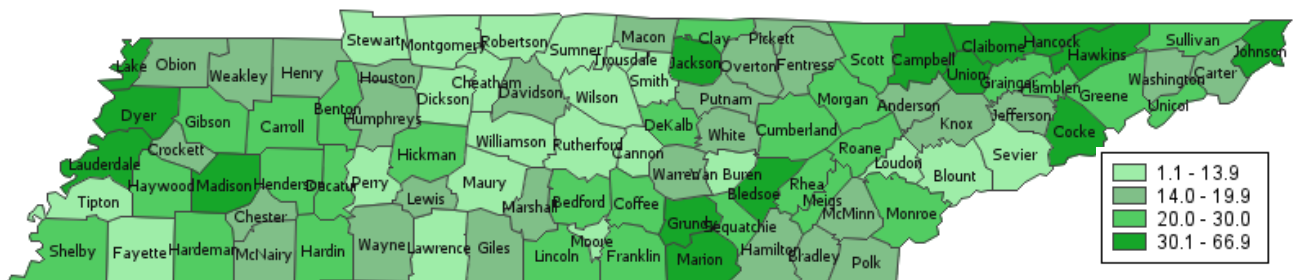
Department of Human Services: Supplemental Nutrition Assistance Program (SNAP)
 SNAP (formerly known as food stamps) provides nutritional assistance benefits to children and families, the elderly, the disabled, unemployed and working families. SNAP helps supplement monthly food budgets of low-income 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 2020-21**



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. DHS reports that Families First served over 30,000 children in 2020-21, with nearly \$100 million in total support.

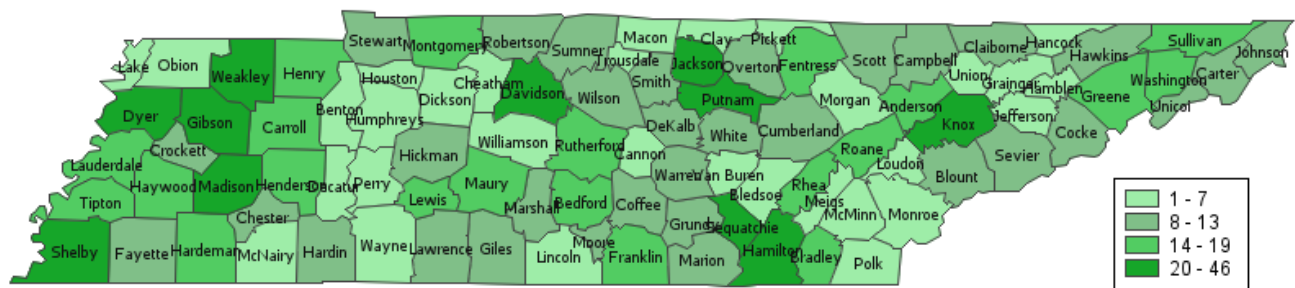
**Families First: Temporary Assistance for Needy Families (TANF)
 Children per 1,000 Receiving Benefits, FY 2020-21**



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).

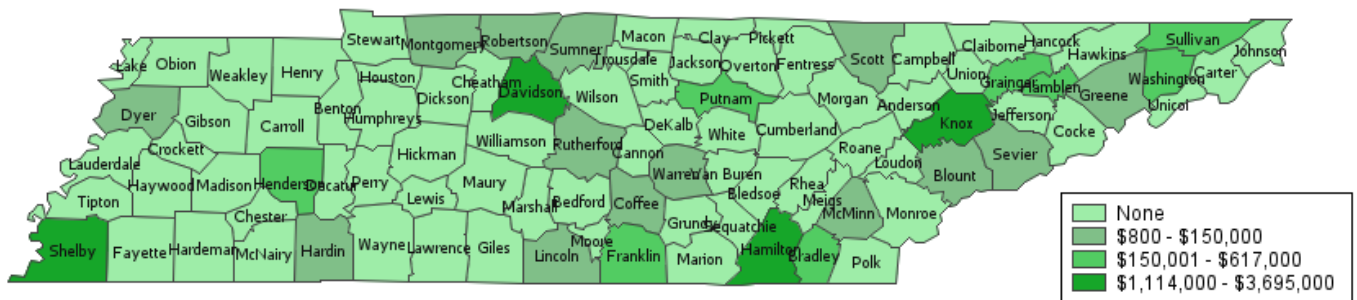
Child Care Benefits
Children per 1,000 Receiving Benefits, FY 2020-21



Volunteer TN: AmeriCorps

Volunteer Tennessee is the Governor's commission on volunteerism and service. Its mission is to encourage volunteerism and community service. The AmeriCorps program provides subgrants, training, and disability outreach to meet needs in education, environment, low-income housing, child-abuse prevention, and health. AmeriCorps provided over \$3.3 million in grants to Tennessee members in FY 2020-21. The map below shows federal expenditures by county in calendar year 2020.

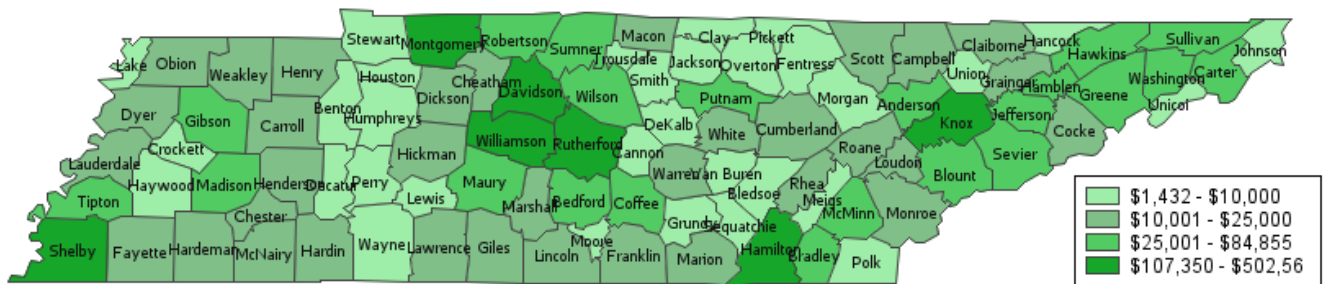
AmeriCorps
Total Federal Expenditure, Calendar Year 2020



Governor's Early Literacy Foundation: Tennessee's Imagination Library

The Governor's Early Literacy Foundation (GELF) was created in 2004 to allow Dolly Parton's Imagination Library to be available to every child in the state of Tennessee. Children from birth to age five are eligible to receive books at no cost to families, regardless of income. With funding support from the Tennessee General Assembly, various foundations, individual donors, small businesses and a host of private corporate partners, the GELF matches all funds raised by each Imagination Library program in Tennessee. Since then, GELF has grown from solely a book-gifting program to an early literacy thought leader, advisor and catalyst, supporting children beyond age five to build lifelong learners in Tennessee.

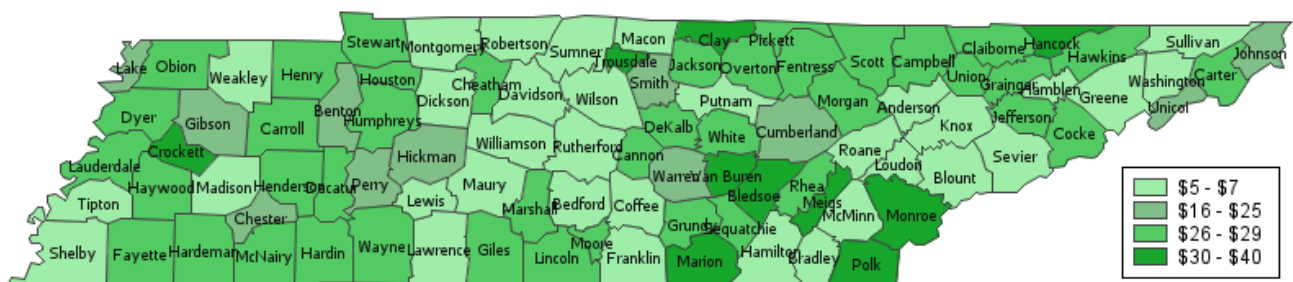
Tennessee's Imagination Library Total Expenditures, FY 2020-21



Governor's Early Literacy Foundation: Caregiver Engagement

GELF added new programs this year, including a caregiver engagement program that aims to equip caregivers to be deeply engaged as a child's first teacher. The map below shows the two programs (one for preschool age and one for elementary school age) combined. Caregivers for over 200,000 children were served in FY 2020-21.

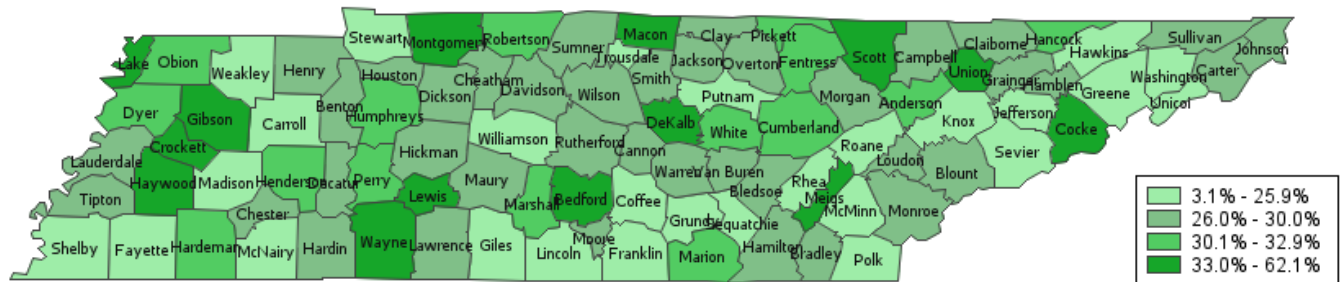
Caregiver Engagement Per-Child Expenditure, FY 2020-21



Governor's Early Literacy Foundation: K-3 Home Library

GELF provides students, teachers and families with quality resources to support student learning in the home and combat learning loss. In partnership with book-gifting organizations, this program mails books and literacy tools to kindergarten through third grade students during the summer, at no cost to families or school districts.

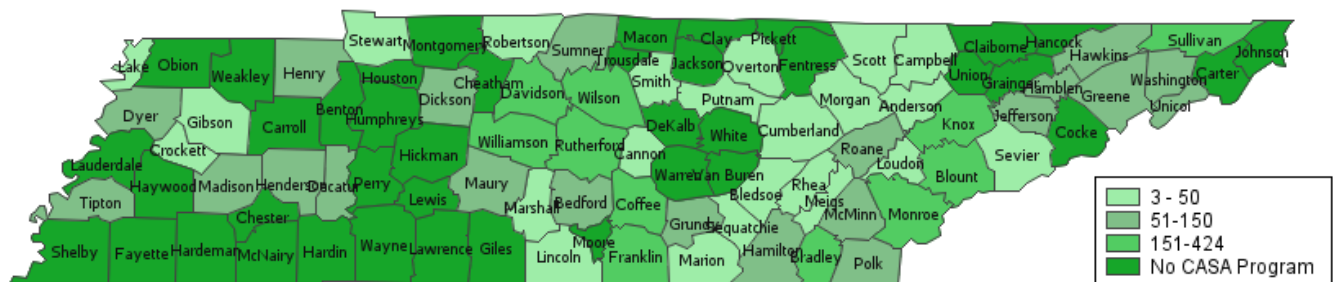
K-3 Home Library Percentage of Children Served, FY 2020-21



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 5,700 children and youth in FY 2020-21 with total expenditures of about \$1.2 million.

Court Appointed Special Advocates (CASA) Children Served, FY 2020-21



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 20 percent of all Tennessee children and 22 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 so minimal, 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 2020-21 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 2019-20 expenditures for children and families, 69 percent of funds spent were federal dollars.

Rejecting Medicaid Expansion Dollars

The glaring federal funding opportunity that Tennessee is missing is Medicaid expansion. The Affordable Care Act (ACA) provided for Medicaid expansion that is 90 percent funded by the federal government. This expansion would cover families without employer-based insurance whose incomes are at or below 138 percent of the federal poverty line. Estimates show that ***Tennessee is currently forgoing \$8.2 million dollars a day***⁷ in federal funds.

Implementation of an alternative to Medicaid expansion in Tennessee would provide substantial benefits. Insure Tennessee was projected to provide coverage for more than 280,000 uninsured Tennesseans, including over 24,000 veterans. It would benefit Tennessee hospitals, Tennessee businesses, the Tennessee economy and individuals who receive access to health insurance. With 16 rural hospitals closed since 2010, Tennessee is second only to Texas in the loss of these important rural resources. A 2020 report from Chartis Rural Health describes an additional 11 rural Tennessee hospitals as extremely vulnerable to closure and another 10 as at risk.⁸ The estimated impact on the Tennessee economy includes:

- \$1.03 billion in new health care revenues;
- \$909 million in new income for residents of the state; and
- 15,000 full-time equivalent jobs.⁹

Furthermore, Tennessee businesses will have to pay millions of dollars in additional taxes as a result of the state rejecting these federal funds. A 2014 Jackson Hewitt study estimated Tennessee’s failure to expand Medicaid/TennCare may have cost employers in the state between \$48 million and \$72 million in 2016.¹⁰

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

⁷ <https://www.urban.org/sites/default/files/publication/22816/413192-What-is-the-Result-of-States-Not-Expanding-Medicaid-.PDF>

⁸ https://www.ivantageindex.com/wp-content/uploads/2020/02/CCRH_Vulnerability-Research_FINAL-02.14.20.pdf

⁹ Fox, William. 2015. “Jobs, revenue and new income among benefits of Haslam plan.” *Chattanooga Times Free Press*. <http://www.timesfreepress.com/news/opinion/columns/story/2015/jan/18/who-benefits-under-insure-tennessee-plan/282967/>

¹⁰ Brian Haile and George Brandes. 2014. *State Medicaid Choices and the Hidden Tax Surprises for Employers*. Jackson Hewitt Tax Service. http://www.jacksonhewitt.com/uploadedFiles/JacksonHewitt2014com/Content/Resource_Center/Healthcare_and_Taxes/Resources/MedicaidChoices_TaxSurprises.pdf

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 C.

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 71 percent federal, 29 percent state in 2019-20. 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 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 the 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 2020-21 Expenditures

Department/Agency	State	Federal	Other	Total
Department of Children's Services	\$43,622,363	\$3,713,816	\$0	\$47,336,178
Department of Correction	\$151,185	\$0	\$0	\$151,185
Department of Education	\$31,471,001	\$0	\$0	\$31,471,001
Department of Health	\$3,049,936	\$1,718,075	\$973,172	\$5,741,183
Department of Human Services	\$0	\$128,758,945	\$0	\$128,758,945
Department of Mental Health and Substance Abuse Services	\$20,389,248	\$3,063,688	\$0	\$23,452,936
Office of Criminal Justice Programs	\$0	\$25,060,228	\$0	\$25,060,228
Tennessee Commission on Children and Youth	\$109,430	\$0	\$0	\$109,430
Tennessee Highway Safety Office	\$0	\$2,000,000	\$0	\$2,000,000
Tennessee Wildlife Resources Agency	\$0	\$832	\$0	\$832
Total	\$98,793,163	\$164,315,584	\$973,172	\$264,081,918

Healthy FY 2020-21 Expenditures

Department/Agency	State	Federal	Other	Total
CoverKids	\$25,714,996	\$105,853,158	\$9,454,845	\$141,022,999
Department of Children's Services	\$181,964,255	\$170,086,290	\$0	\$352,050,545
Department of Education	\$18,648,046	\$498,475,405	\$0	\$517,123,451
Department of Health	\$31,189,976	\$113,712,767	\$41,146,874	\$186,049,617
Department of Mental Health and Substance Abuse Services	\$9,609,383	\$14,130,442	\$0	\$23,739,825
TennCare	\$486,720,825	\$1,256,423,738	\$263,966,224	\$2,007,110,787
Tennessee Commission on Children and Youth	\$0	\$66,422	\$0	\$66,422
Total	\$753,847,481	\$2,158,748,223	\$314,567,943	\$3,227,163,647

Engaged FY 2020-21 Expenditures

Department/Agency	State	Federal	Other	Total
Administrative Office of the Courts	\$112,000	\$0	\$0	\$112,000
Department of Environment and Conservation	\$120,732	\$0	\$72,000	\$192,732
Department of Health	\$1,751,383	\$612,554	\$0	\$2,363,937
Department of Human Services	\$0	\$9,117,161	\$0	\$9,117,161
Department of Labor and Workforce Development	\$0	\$18,054,859	\$0	\$18,054,859
Department of Mental Health and Substance Abuse Services	\$8,869,939	\$1,287,051	\$0	\$10,156,990
Tennessee Commission on Children and Youth	\$0	\$17,913	\$0	\$17,913
Tennessee Wildlife Resources Agency	\$17,820	\$22,275	\$0	\$40,095
UT Institute of Agriculture	\$21,991,090	\$3,887,891	\$14,167,653	\$40,046,634
Volunteer TN	\$0	\$118,074	\$124,540	\$242,614
Total	\$32,862,964	\$33,117,778	\$14,364,193	\$80,344,935

Educated FY 2020-21 Expenditures				
Department/Agency	State	Federal	Other	Total
CoverKids	\$906,793	\$3,732,720	\$0	\$4,639,513
Department of Agriculture	\$55,000	\$0	\$150,000	\$205,000
Department of Children's Services	\$4,145,434	\$709,252	\$0	\$4,854,686
Department of Correction	\$23,813	\$117,050	\$0	\$140,863
Department of Education	\$150,083,540	\$2,126,058,085	\$1,259,392	\$2,277,401,017
Department of Education: BEP	\$4,899,407,000	\$0	\$0	\$4,899,407,000
Department of Health	\$1,051,856	\$2,483,806	\$2,993,898	\$6,529,560
Department of Intellectual and Developmental Disabilities	\$38,186,197	\$9,328,350	\$0	\$47,514,547
Department of Labor and Workforce Development	\$0	\$5,854,632	\$0	\$5,854,632
Department of Mental Health and Substance Abuse Services	\$863,856	\$849,970	\$0	\$1,713,826
Department of Safety and Homeland Security	\$501,376	\$0	\$0	\$501,376
Governor's Early Literacy Foundation	\$4,980,756	\$3,384,490	\$0	\$8,365,246
Tennessee Arts Commission	\$405,434	\$30,156	\$0	\$435,590
Tennessee Commission on Children and Youth	\$1,078,227	\$98,181	\$77,161	\$1,253,569
Tennessee Highway Safety Office	\$2,318,978	\$4,635,464	\$24,886,561	\$31,841,003
Tennessee Higher Education Commission	\$0	\$651,257	\$25,000	\$676,257
Tennessee State Museum	\$293,462	\$0	\$0	\$293,462
Volunteer TN	\$0	\$3,329,342	\$15,493,700	\$18,823,042
Total	\$5,104,301,722	\$2,161,262,756	\$44,885,712	\$7,310,450,190

Nurtured and Supported FY 2020-21 Expenditures				
Department/Agency	State	Federal	Other	Total
Administrative Office of the Courts	\$15,291,078	\$2,799,439	\$0	\$18,090,517
Commission on Aging and Disability	\$0	\$77,787	\$0	\$77,787
Department of Children's Services	\$229,541,824	\$239,456,556	\$0	\$468,998,380
Department of Education	\$3,156,135	\$5,786,464	\$0	\$8,942,599
Department of Health	\$0	\$11,740,700	\$0	\$11,740,700
Department of Human Services	\$72,975,088	\$1,833,166,833	\$0	\$1,906,141,921
Department of Intellectual and Developmental Disabilities	\$7,562,028	\$0	\$0	\$7,562,028
Department of Mental Health and Substance Abuse Services	\$1,621,818	\$3,499,816	\$0	\$5,121,634
Tennessee Commission on Children and Youth	\$2,999,333	\$704,297	\$0	\$3,703,630
Tennessee Housing Development Agency	\$0	\$0	\$500,000	\$500,000
Total	\$333,147,304	\$2,097,231,893	\$500,000	\$2,430,879,197

Appendix C

Federal Expenditures by State Agency and Federal Funding Source

Federal Funding Source	FY 18-19	FY 19-20	FY 20-21
Administrative Office of the Courts			
Social Security Act, Title IV-D: Child Support Program	\$0	\$0	\$2,026,500
Social Security Act, Title IV-E: Foster Care and Adoption Assistance	\$572,375	\$570,223	\$573,321
HHS Access and Visitation Mandatory Grants	\$194,778	\$129,870	\$199,618
Edward Byrne Memorial Justice Assistance Grant	\$0	\$67,500	\$0
Subtotal	\$826,875	\$767,593	\$2,799,439
Commission on Aging and Disability			
Older Americans Act, Title III-E: National Family Caregiver Support	\$83,316	\$56,000	\$77,787
Subtotal	\$83,316	\$56,000	\$77,787
CoverKids			
Social Security Act, Title XXI - SCHIP	\$134,943,283	\$114,161,702	\$109,585,878
Subtotal	\$134,943,283	\$114,161,702	\$109,585,878
Department of Correction			
ESSA, Title I-D, Subpart 2: Children and Youth Neglected, Delinquent or At Risk	\$0	\$0	\$117,050
Subtotal	\$0	\$0	\$117,050
Department of Children's Services			
System of Care Expansion and Sustainability	\$0	\$0	\$42,322
Child Abuse Prevention and Treatment Act	\$1,049,383	\$684,294	\$553,384
Children's Justice Act	\$294,201	\$377,649	\$277,371
Kinship Navigator	\$0	\$236,782	\$436,710
Chaffee Independent Living	\$0	\$0	\$3,021,957
ESSA, Title I-D, Subpart 2: Youth Transition Services	\$0	\$0	\$469,570
Office of Justice Programs: Victims of Crime Act	\$272,772	\$222,804	\$53,415
Maternal, Infant and Early Child Home Visiting	\$54,711	\$0	\$0
Substance Abuse and Mental Health Administration	\$207,932	\$122,840	\$0
National School Lunch Program, USDA 7, CFR 210 and 220	\$463,614	\$715,612	\$709,252
Personal Responsibility Education Program	\$1,056,531	\$898,121	\$0
Social Security Act, Title XVI: Supplemental Security Income	\$5,386,127	\$5,512,102	\$614,381
Social Security Act, Title IV-B, Part 1: Stephanie Tubbs Jones Child Welfare Services	\$7,768,044	\$10,025,439	\$9,529,705
Social Security Act, Title IV-B, Part 2: Promoting Safe and Stable Families	\$8,943,065	\$0	\$0
Social Security Act, Title IV-E: Foster Care and Adoption Assistance	\$136,986,902	\$130,371,503	\$136,772,816
Social Security Act, Title IV-E, Sec. 477: Chafee Foster Care Independence	\$2,317,336	\$1,277,735	\$700,278
Social Security Act, Title XIX, Medicaid	\$243,833,779	\$259,077,706	\$244,580,641
Social Security Act, Title XX-A: Social Services Block Grants	\$16,457,603	\$22,493,187	\$16,204,114
Subtotal	\$425,091,997	\$432,015,774	\$413,965,914
Department of Human Services			
Child Care Development Block Grant	\$121,792,091	\$257,748,156	\$592,318,178
Food and Nutrition Act (SNAP)	\$607,140,278	\$638,829,971	\$1,104,190,544
National School Lunch Program: Child and Adult Care Food Program	\$70,995,663	\$76,743,783	\$85,927,370
Office of Disability Employment Policy: Rehabilitation Act, Section 113	\$5,505,741	\$8,440,468	\$9,117,161
Social Security Act, Title IV-A: Temporary Assistance for Needy Families (TANF)	\$71,050,279	\$88,732,899	\$144,155,535
Social Security Act, Title IV-D of the SSA: Child Support Enforcement	\$41,643,292	\$21,993,189	\$35,334,151
Subtotal	\$919,948,132	\$1,095,443,211	\$1,971,042,939

Federal Funding Source

FY 18-19

FY 19-20

FY 20-21

Department of Intellectual and Developmental Disabilities			
IDEA, Part C: Infant and Toddler Special Education	\$0	\$0	\$9,328,350
Subtotal	\$0	\$0	\$9,328,350
Department of Labor and Workforce Development			
Workforce Innovation and Opportunity Act	\$17,503,950	\$17,503,950	\$18,054,859
Food and Nutrition Act: SNAP Employment and Training	\$6,555,696	\$6,555,696	\$5,854,632
Subtotal	\$24,059,646	\$24,059,646	\$23,909,491
Department of Education			
Carl D. Perkins Career & Tech. Education Act of 1998/2006	\$21,509,827	\$29,052,857	\$25,726,692
2021 Coronavirus Response and Relief Supplemental Appropriations Act	\$0	\$0	\$732,608
ESSA, Title I-A: Improving Academic Achievement of the Disadvantaged	\$299,773,651	\$308,159,012	\$325,558,007
ESSA, Title I-A, Section 1003(g): School Improvement Grants	\$12,015,314	\$12,328,429	\$0
ESSA, Title I-D, Part 2: Neglected, Delinquent, At-Risk	\$1,156,467	\$1,246,829	\$1,533,653
ESSA, Title II-A: Supporting Effective Instruction	\$37,392,212	\$36,451,043	\$40,945,340
ESSA, Title III-A: English Language Acquisition	\$5,849,945	\$200,000	\$7,280,622
ESSA, Title IV-A: Student Support and Academic Enrichment	\$20,058,687	\$22,121,798	\$22,838,729
ESSA, Title IV-B: 21st Century Community Learning Centers	\$24,242,445	\$21,382,287	\$23,638,999
ESSA, Title V-B: Rural Education Initiative	\$4,625,196	\$4,389,932	\$4,399,513
ESSA, Title IX-A: McKinney-Vento Homeless Education	\$1,626,191	\$1,787,419	\$2,015,328
Elementary and Secondary School Emergency Relief Fund	\$0	\$0	\$1,394,423,241
Governor's Emergency Education Relief	\$0	\$0	\$21,276,855
IDEA, Part B: School Age Special Education	\$223,059,240	\$230,761,512	\$246,901,841
IDEA, Part B, Sec. 619: Preschool Special Education	\$23,535,339	\$7,132,248	\$387,214
IDEA, Part C: Infant and Toddler Special Education	\$12,519,210	\$9,799,386	\$0
Improving Head Start for School Readiness Act	\$175,000	\$175,000	\$218,750
Institute for Education Sciences NAEP Assessment Grant	\$0	\$0	\$8,155,440
Institute of Education Sciences Statewide, Longitudinal Data Systems Grant	\$0	\$318,100	\$1,736,368
National School Lunch Program, USDA 7, CFR 210 and 220	\$406,231,567	\$293,456,966	\$323,460,626
Office of Elementary and Secondary Education: Charter School Program	\$28,598,417	\$2,639,081	\$2,368,940
Substance Abuse and Mental Health Administration	\$1,246,116	\$1,800,000	\$2,439,016
Subtotal	\$1,124,068,479	\$983,336,118	\$2,630,319,954
Department of Mental Health and Substance Abuse Services			
Substance Abuse and Mental Health Service Administration System of Care	\$2,144,251	\$7,001,851	\$5,171,741
Mental Health Block Grant	\$10,255,607	\$7,621,920	\$7,870,547
Substance Abuse Prevention and Treatment Block Grant	\$6,661,445	\$8,210,882	\$7,406,079
Social Security Act, Title IV-A: Temporary Assistance to Needy Families	\$0	\$0	\$1,014,682
Social Security Act, Title XIX, Medicaid	\$207,714	\$1,665,183	\$1,367,918
Subtotal	\$19,269,016	\$24,499,836	\$22,830,967
Office of Criminal Justice Programs			
Victims of Crime Act (VOCA)	\$46,055,649	\$34,273,320	\$21,467,988
Violence Against Women Act	\$3,528,121	\$3,527,098	\$3,592,240
Subtotal	\$49,583,770	\$37,800,418	\$25,060,228

Federal Funding Source	FY 18-19	FY 19-20	FY 20-21
Governor's Early Literacy Foundation			
Elementary and Secondary School Emergency Relief Fund	\$0	\$0	\$3,384,490
Subtotal	\$0	\$0	\$3,384,490
Tennessee Highway Safety Office			
National Highway Traffic Safety Administration	\$637,000	\$651,257	\$651,257
Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users	\$2,000,000	\$2,000,000	\$2,000,000
Subtotal	\$2,637,000	\$2,651,257	\$2,651,257
Department of Health			
Patient Protection and Affordable Care Act	\$1,510,998	\$1,222,939	\$73,487
Child Nutrition Act: WIC	\$81,846,734	\$64,543,021	\$51,648,570
Coronavirus Aid, Relief and Economic Security Act	\$0	\$0	\$11,096,034
Coronavirus Aid, Relief and Economic Security Act: Paycheck Protection	\$0	\$0	\$356,726
AHRQ: Prevention and Control of Emerging Infectious Diseases	\$0	\$0	\$13,116,036
AHRQ: Primary Care Transformation Grant	\$628,484	\$644,539	\$401,467
ACL: Traumatic Brain Injury Grant	\$0	\$0	\$10,139
HRSA: Ryan White HIV/AIDS Grant	\$1,668,193	\$998,000	\$594,363
Public Health Service Act: Cancer Prevention and Control Grant	\$0	\$0	\$4,737
Public Health Service Act: Childhood Lead Poisoning Grant	\$315,792	\$373,444	\$370,170
Public Health Service Act: Core State Violence and Injury Prevention Program	\$181,585	\$2,099,085	\$237,520
Public Health Service Act: Family Planning Grant	\$704,045	\$770,971	\$784,590
Public Health Service Act: Hepatitis Prevention Grant	\$0	\$0	\$77,424
Public Health Service Act: HIV Prevention Grant	\$585,668	\$762,524	\$1,180,904
Public Health Service Act: HPV Prevention Grant	\$0	\$0	\$36,948
Public Health Service Act: Immunizations and Vaccines for Children	\$646,637	\$1,412,964	\$5,167,262
Public Health Service Act: Early Hearing Detection and Intervention	\$195,889	\$0	\$469,673
Public Health Service Act: Occupational Safety and Health Grant	\$0	\$0	\$927
Public Health Service Act: Pregnancy Risk Assessment Monitoring System	\$0	\$0	\$49,838
Public Health Service Act: Preventive Health and Health Services Grant	\$1,102,400	\$0	\$2,101,352
Public Health Service Act: Public Health Emergencies	\$3,005,662	\$0	\$2,681,650
Public Health Service Act: Rape Prevention Education	\$69,290	\$64,730	\$326,923
Public Health Service Act: Sudden Death in Young	\$0	\$0	\$181,279
Public Health Service Act: Tobacco Prevention Grant	\$0	\$530,669	\$385,231
Public Health Service Act: Tuberculosis Prevention Grant	\$158,549	\$209,000	\$249,342
Public Health Service Act: Hospital Emergency Preparedness Program	\$786,740	\$2,257,659	\$0
SAMHSA: Mental Health Services Block Grant	\$0	\$0	\$71,335
Social Security Act, Title V: Maternal and Child Health	\$4,538,106	\$11,074,368	\$17,444,131
Social Security Act, Title V: State Sexual Risk Avoidance	\$500,147	\$447,674	\$1,258,622
Social Security Act, Title XIX, Medicaid	\$8,924,710	\$25,464,734	\$19,891,222
Subtotal	\$107,369,639	\$112,876,321	\$130,267,902
Department of Military			
National Guard Bureau	\$3,433,080	\$3,433,080	\$0
National Guard Bureau: Family program	\$155,100	\$155,100	\$0
Subtotal	\$3,588,180	\$3,588,180	\$0

Federal Funding Source	FY 18-19	FY 19-20	FY 20-21
UT Institute of Agriculture			
4-H and Positive Youth Development	\$6,480,233	\$6,479,819	\$3,887,891
Subtotal	\$6,480,233	\$6,479,819	\$3,887,891
TennCare			
Social Security Act, Title XIX: Medicaid	\$1,139,825,164	\$1,160,209,783	\$1,256,423,738
Subtotal	\$1,139,825,164	\$1,160,209,783	\$1,256,423,738
Tennessee Higher Education Commission			
Higher Education Act: GEAR-UP Grant	\$6,090,668	\$5,662,331	\$4,635,464
Subtotal	\$6,090,688	\$5,662,331	\$4,635,464
Tennessee Arts Commission			
National Endowment for the Arts	\$59,700	\$59,700	\$30,156
Subtotal	\$59,700	\$59,700	\$30,156
Tennessee Commission on Children and Youth			
Child Care and Development Block Grant	\$26,330	\$21,512	\$0
IDEA, Part B: School Age Special Education	\$14,665	\$12,256	\$0
Juvenile Justice and Delinquency Prevention Act: Federal Formula Grant	\$912,603	\$852,725	\$687,201
Social Security Act, Title XIX: Medicaid	\$13,165	\$10,756	\$0
Substance Abuse and Mental Health Service Administration System of Care	\$377,806	\$239,705	\$66,369
Social Security Act, Title V: Maternal and Child Health	\$191,707	\$189,040	\$133,243
Subtotal	\$1,536,274	\$1,325,992	\$886,813
Tennessee Wildlife Resources Agency			
Federal Aid in Wildlife Restoration	\$222,275	\$23,662	\$23,107
Subtotal	\$222,275	\$23,662	\$23,107
Volunteer TN			
Corp. for National and Community Service - AmeriCorps	\$2,919,215	\$2,925,105	\$3,447,416
Subtotal	\$2,919,215	\$2,925,105	\$3,447,416
Total	\$3,968,757,449	\$4,007,942,448	\$6,614,676,233

Source: Tennessee Commission and Youth Resource Mapping Project