Resource Map of Expenditures for Tennessee Children

Tennessee Commission on Children and Youth Annual Report – April 2018

Tennessee State Government

TENNESSEE COMMISSION ON CHILDREN AND YOUTH

STATE OF TENNESSEE
TENNESSEE COMMISSION ON CHILDREN AND YOUTH
Andrew Jackson Building, 9th Floor
Nashville, Tennessee 37243-0800
(615) 741-2633 (FAX) 741-5956
1-800-264-0904

TO: Members of the Tennessee General Assembly
FROM: Linda O'Neal, Executive Director
DATE: April 13, 2018
RE: *Resource Mapping 2018 Report*

In accordance with 2008 Public Chapter 1197, codified as TCA 37-3-116, included in this report as Appendix A, attached please find the *Resource Mapping 2018 Report* of federal and state expenditures for services for Tennessee children. This report includes data for FY 2016-17.

TCCY appreciates the assistance of the many staff across state government who made the collection of data for the *Resource Mapping 2018 Report* possible. A list of participants is included in the Report as Appendix B. 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 the Governor's Children's Cabinet (for kidcentraltn.com). Basic TennCare services follow the Federal Medical Assistance Percentage (FMAP), which changes every year but is usually around 2/3 federal and 1/3 state for Tennessee. Some TennCare programs, however, reflect a 50/50 federal/state mix, such as the dollars TennCare contributes to kidcentraltn.com. Other programs might reflect other mixes. Data reporters make great efforts to report correctly the sources of their interdepartmental funding.

The process provides exciting prospects for better understanding Tennessee's financial commitment to the state's children. We look forward to having an opportunity to present Resource Mapping to the legislature earlier next session, and answer any questions you might have. In the meantime, please feel free to contact TCCY staff regarding the report.

Resource Mapping 2018 Table of Contents

Resource Mapping 2018 Overview 1
Recommendations 5
Resource Mapping FY 2016-17 Data 9
Total Expenditures by Source 11
Expenditures by State Agency and Funding Source 12
Changes in Non-BEP State Expenditures 14
Reliance on Federal Funds 15
Total Expenditures by Leading Child Serving Agencies 17
Ages of Children 18
Estimate of Spending on Children Under Age 5 20
Estimate of Spending on Transitional Programs for Youth Over 18 23
Primary Outcomes 24
- Educated 25
- Healthy 26
- Nurtured and Supported 27
- Safe 28
- Engaged 29

Programmatic Focus 31
TennCare 33
Mapping Children's Program Funding 35
- Department of Children's Services 36
- Department of Health 37
- Department of Education: BEP 38
- Department of Education: TEIS 40
- Department of Education: Voluntary Pre-K 41
- Department of Education: IDEA 42
- Department of Education: Title I and Title II 43
- Department of Education: Coordinated School Services/Family Resource Centers 44
- Department of Education: 21st CCLC/Safe Schools 45
- Tennessee Higher Education Commission: Dual Enrolment Grants 46
- Tennessee Arts Commission: Student Ticket Subsidy Program 46
- Governor's Books from Birth Foundation: Tennessee's Imagination Library 47
- Department of Human Services: TANF and SNAP 48
- Commission on Children and Youth: CASA 49
- Department of Education: School Nutrition Programs 49

Duplication of Services 51
Resource Mapping FY 2016-17 Inventory of Funds 52
Appendix A: TCA 37-3-116 55
Appendix B: Resource Mapping 2018 Advisory Group and Data Submission Staff 59
Appendix C: Primary Outcome Expenditures 63
Appendix D: Federal Expenditures by State Agency and Federal Funding Source 67

Tennessee Commission on Children and Youth
Authorization Number 316095. April 2018. 200 copies.
This public document was promulgated at a cost of $2.71

Resource Mapping 2018

Tennessee benefits when citizens work with the public sector to maintain 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 revenue and budgets that support public structures are a system of forward exchange: we pay taxes forward, not for immediate exchange for goods and services, but so we have them available in the future. In the same way, the public goods and services we have now (schools, bridges, libraries, roads, public health, etc.) were funded by taxes paid in the past. Interrupting the forward exchange by cutting taxes or essential services now can leave the next generation behind in the future, both in the sense that costs will be higher and that meeting higher needs will be less affordable.

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.

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 juvenile justice systems.

Our legacy cannot be one of dismantling public-private and state-local partnerships, the infrastructure of services for children and families in Tennessee. Many endangered partnerships provide essential services and supports to help children be healthy and supported in their homes, families and communities. If these services are abolished, more children will fail in school; have health, mental health and substance abuse problems; and enter the child welfare and juvenile justice state custody systems, while fewer children will be prepared to be active citizens and productive adults. We must ensure these partnerships survive to maintain essential services and supports that provide the foundation for a brighter, more prosperous future for Tennessee.

The future of Tennessee depends on its ability to foster the health and well-being of the next generation. Capable children are the bedrock of a prosperous and sustainable Volunteer State. Sound policies have been instrumental in improving outcomes for Tennessee children, and adequate services and supports are essential to ensure our children are healthy and educated for success in the workforce of tomorrow.

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 life long 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, 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, like a healthy life, and contribute to the state's future prosperity – our communities, our workforce, and our civic life.

The *BSB TN* public-private partnership focuses on increasing awareness of the impact of ACEs and renewed and focused efforts to prevent and mitigate them. All partners are committed to creating a new culture in Tennessee that focuses on preventing ACEs and toxic stress from damaging future generations and harming the state's prosperity. 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. The 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?"

Tennessee achieved its best ranking (35th) ever in the 2017 Annie E. Casey Foundation's *KIDS COUNT Data Book*. The state's rank was the best in the 27 years of KIDS COUNT scoring states on child well-being. We know good public policies contribute to better outcomes, and changes in rankings reflect the value of both good public policies and how investments in essential services and supports can impact results.

Resource Mapping provides data to help develop a clearer understanding of services and programs for children in Tennessee. This information can better inform the Governor and members of the General Assembly in developing policy, setting goals and making decisions regarding the allocation of funds.

Tennessee is heavily reliant on federal funding for the public structures that provide many of the essential services and supports for Tennessee children and families. In FY 2016-17, federal expenditures accounted for a significant portion of all dollars spent on children through the Tennessee state budget (39 percent). While federal expenditures in Tennessee have generally increased over time, there have been reductions in some years. FY 2013-14 saw a decline in federal dollars as American Recovery and Reinvestment Act of 2009 (ARRA) funds were exhausted, as well as the reclassification of TennCare pharmacy rebates as "other expenditures" rather than a combination of state and federal expenditures. After recovering somewhat in FY 2014-15, federal funds flowing through the state budget to support children and families declined again in FY 2015-16 and further still in 2016-17.

Over the ten 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 teacher salary 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 is the largest funding category, followed by the departments of Education (non-BEP dollars), Human Services, and Children's Services. Department of Health expenditures for children is lower than these other major departments because most health expenditures for children come through TennCare. Likewise, the Department of Mental Health and Substance Abuse Services funding for services for children is lower than the other primary departments, but TennCare funding for mental/behavioral health services totaled almost $227 million in FY 2016-17.

Almost 40 percent of all expenditures for children in FY 2016-17 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, seven of every ten dollars spent on services for Tennessee children and families in FY 2016-17 were from federal funding sources. State funding accounted for 24 percent of all non-BEP expenditures in FY 2016-17. Excluding the BEP, almost nine of every 10 dollars in the state budget for children—87 percent—in FY 2016-17 were either federal or required as match/MOE for federal funding.

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 nearly 12 percent of the $10.6 billion spent to educate Tennessee children in FY 2016-17.

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 are less likely to do well throughout their lives without a secure medical home and access to health insurance.

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.

Federal Temporary Assistance for Needy Families (TANF), known as Families First in Tennessee, provides financial assistance to very poor children, at a maximum of $185 per month for a mother and two children, the typical Families First case. Important federal programs help reduce hunger in children and enable them to better 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 help improve the quality of their diets. The Women, Infants and Children (WIC) nutrition 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.

As Pope Francis wisely observed: "A population that does not take care of the elderly and of children and the young has no future, because it abuses both its memory and its promise." The German theologian Dietrich Bonhoeffer is similarly quoted as saying "The test of the morality of a society is what it does for its children."

Resource Mapping data presents a variety of opportunities to debate how well Tennessee is doing on that test. Ensuring all Tennessee children are safe, healthy, educated, nurtured and supported, and engaged in opportunities to succeed in school and in life provides a secure future for all Tennesseans. Identifying financial needs for necessary services is only the beginning. The long-term goal is sustaining and improving the fragile infrastructure that supports Tennessee children who fuel the economic engine for the state's future.

Recommendations

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 that end up costing taxpayers more in the long term for more costly and more intensive interventions. The research is increasingly clear: the biggest return on investment for public expenditures is services for young children that provide them enhanced opportunities to achieve their full potential and prevent costly and avoidable remedial expenditures.

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

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 intervention services is critical. Increasing the funding focused on ACEs and including the ACEs funding as a recurring expenditure, as proposed for FY 2019 in the state budget, are important to ensure this innovative and forward-think program continues to achieves its 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*[2]) 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.

After Governor Haslam's Insure Tennessee plan failed to move forward, House Speaker Beth Harwell created the 3-Star Healthy Task Force to generate a plan to allow qualifying uninsured Tennesseans to access Medicaid expansion dollars in a way that satisfies the market-based

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

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

approach preferred by the General Assembly. The task force put together a pilot program that would focus on uninsured veterans, behavioral health and substance abuse issues. The election of President Trump, coupled with the return of Republican majorities to both Houses of Congress, changed the calculus on possible Medicaid expansion before any plan was submitted to the Centers for Medicare and Medicaid Services. Legislators and gubernatorial candidates continue to debate whether and how Tennessee should access these federal funds. The recent approval of work requirements for the Medicaid expansion population in Kentucky, Indiana and Arkansas adds complexity to the question.

Children with healthcare 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 of onset, 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 for healthcare coverage eligibility.

Children benefit when their mother has access to healthcare before they are born. Young adult women with access to healthcare 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.

Expanding insurance coverage to low income adults will increase healthcare access for more eligible children. Parents with healthcare 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 preventative 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 healthcare system and coordinate their family's healthcare needs, and empowers them to use healthcare resources more efficiently and effectively.

Parent's healthcare needs also affect their children's lives. Parental mental illness and substance abuse are two of the original adverse childhood experiences (ACEs) that 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.

Healthcare coverage for low-income parents also improves family financial wellbeing 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 that is 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 very 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.

Consider Creating an Integrated Data System in Tennessee

State governments have a lot of data. Every program in state government tracks its expenditures and services in some fashion, but the data are not linked across systems to allow evaluative work to identify programs that address needs most efficiently. Though it is a complicated undertaking, several states have implemented integrated data systems that address privacy and ethical considerations and allow the information states have housed in their various departments to be used as a powerful tool for improving government services and advancing understanding of fiscal and social policy. Among *Race to the Top* and *First to the Top* requirements was one for advancing data integration in state Departments of Education. Tennessee has made some progress within education but has not ventured beyond that to integrate data across departments.

Integrating data is not an inexpensive project, but multiple possible funding sources exist to help defray the cost of getting a system up and running. In addition, some jurisdictions help offset ongoing maintenance costs by charging usage fees when private entities access integrated data for research. 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, and children and families stand to benefit from policy based more firmly on evidence of effectiveness.

Resource Mapping FY 2016-17 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 and present data in a variety of ways.

Resource Mapping Statewide Overview

Fiscal Year 2016-17

Number of Agencies	**28**
Number of Data Records	**5,953**
Number of Children Served, with duplicates	**22,209,147**
Total Expenditures	**$9,866,505,355**

Source: Tennessee Commission on Children and Youth Resource Mapping Project

The number of agencies reporting has increased by one since last year, as the Department of Economic and Community Development reported some microenterprise grants that serve children in three counties this year. ECD had reported similar grants some years in the past, but it has been several years since they had some that were directed specifically toward programs for children and youth.

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

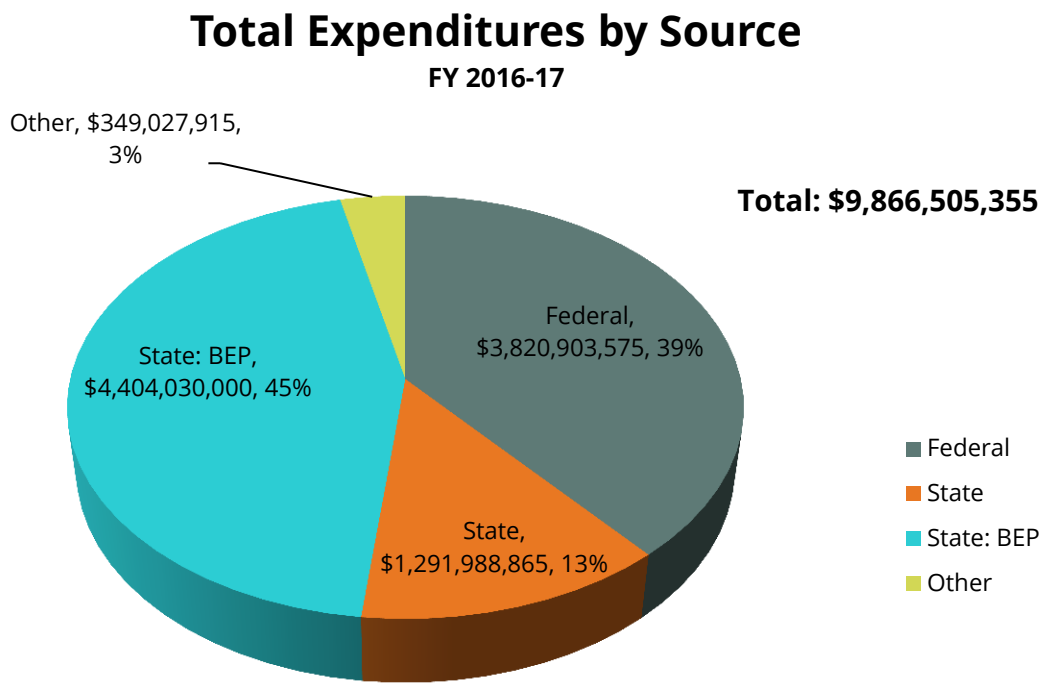
receive TennCare (Medicaid) and Supplemental Nutrition Assistance Program (SNAP, commonly known as Food Stamps), and many also receive child care assistance. School-age children who attend public schools receive services from a variety of funding streams, and they may participate in many other activities that receive state support, such as afterschool programs, 4-H, arts education programs, and universal prevention services.

The Department of Education, for example, reports 961,238 children served by the Basic Education Program (BEP), which funds all K-12 students in public schools. The Department also lists 11,724,011 K-12 students served by its other programs. When the two are totaled, the Department of Education has reported serving over 13 times the actual number of K-12 students in public schools because many of the same students are served by multiple programs. The reported numbers of children served by all various state and federally funded programs total 22,209,147 for FY 2016-17.

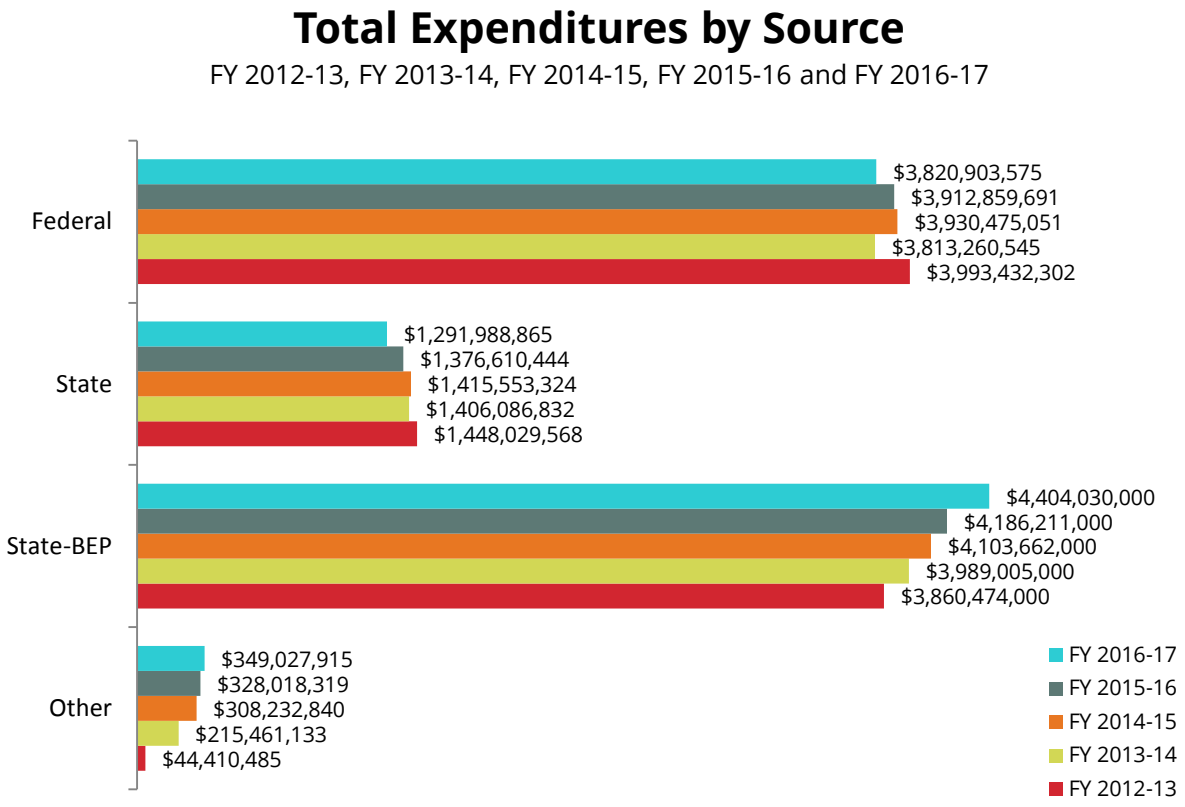
Data systems in Tennessee are currently inadequate to precisely track the estimated 1.5 million children across multiple services and across departments/agencies. They also do not tell us whether the children receiving services had one or multiple contacts with each program reporting them. The valuable information that might be gained from such an integrated data system is something to consider. 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. This could mark a significant advance for Tennessee.

The number of data records/programs in this report and the last two reports is calculated slightly differently than in years prior, when it was up to the department to choose whether county- or school-district-level programs counted individually or just once as a group. The new reporting system has created more consistency by treating all sub-state programs the same. The 5,953 total above counts statewide programs with no sub-state reporting once and then adds the number of sub-state programs. This resulted in a significantly larger number of data records than in the past.

Excluding the BEP, around three of every four dollars spent on services for children and families in Tennessee came from federal funding sources (70 percent in FY 2016-17). State funding accounted for 24 percent of all non-BEP expenditures in FY 2016-17.



Source: Tennessee Commission on Children and Youth Resource Mapping Project



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Expenditures by State Agency and Funding Source

FY 2016-17

	State	Federal	Other	Total
Administrative Office of the Courts	$12,997,506	$2,384,877	$199,389	$15,581,772
Commission on Aging and Disability	$0	$81,591	$0	$81,591
CoverKids	$6,866,688	$170,729,998	$3,377,751	$180,974,437
Department of Agriculture	$0	$0	$55,000	$55,000
Department of Children's Services	$330,155,664	$297,479,911	$17,494,114	$645,129,689
Department of Correction	$306,471	$0	$0	$306,471
Department of Economic and Community Development	$5,700	$12,500	$0	$18,200
Department of Education	$160,400,007	$1,080,279,502	$112,676	$1,240,792,184
Department of Education: BEP	$4,404,030,000	$0	$0	$4,404,030,000
Department of Environment and Conservation	$140,000	$0	$0	$140,000
Department of Health	$48,591,223	$148,127,649	$50,478,364	$247,197,236
Department of Human Services	$106,734,320	$1,035,299,714	$6,215,208	$1,148,249,242
Department of Intellectual and Developmental Disabilities	$4,059,440	$0	$0	$4,059,440
Department of Labor and Workforce Development	$0	$13,278,018	$0	$13,278,018
Department of Mental Health and Substance Abuse Services	$25,324,992	$20,062,434	$930,469	$46,317,895
Department of Safety	$345,656	$0	$0	$345,656
Department of Transportation	$0	$2,982,305	$0	$2,982,305
Governor's Books from Birth Foundation	$3,924,800	$100,000	$0	$4,024,800
Governor's Children's Cabinet	$198,290	$166,545	$0	$364,835
Office of Criminal Justice Programs	$0	$9,527,790	$0	$9,527,790
TennCare	$556,434,866	$1,032,607,215	$268,984,122	$1,858,026,203
Tennessee Arts Commission	$795,063	$60,500	$0	$855,563
Tennessee Commission on Children and Youth	$3,463,855	$1,053,972	$128,253	$4,646,080
Tennessee Higher Education Commission	$20,933,945	$4,589,416	$0	$25,523,361
Tennessee Housing Development Agency	$0	$0	$500,000	$500,000
Tennessee State Museum	$865,380	$0	$3,911	$869,291
Tennessee Wildlife Resources Agency	$0	$60,000	$0	$60,000
UT Institute of Agriculture	$10,000,000	$0	$0	$10,000,000
Volunteer TN	$0	$2,019,638	$548,658	$2,568,296
Total	**$5,696,018,865**	**$3,820,903,575**	**$349,027,915**	**$9,866,505,355**

Source: Tennessee Commission and Youth Resource Mapping Project

Changes in Non-BEP State Expenditures

Non-BEP state spending on children for FY 2016-17 is down just over six percent compared to FY 2015-16, with the bulk of the decline coming from TennCare and the Department of Children's Services, also in its TennCare spending. As the economy improves, TennCare spending trends downward with both state and federal portions showing the change. As the unemployment rate falls, more parents are in the workplace and have work-related insurance and/or have income above TennCare limits. This reduces TennCare enrollment, which declined by over 50,000 children (and almost 100,000 people overall) between 2016 and 2017.

The Basic Education Program (BEP), the funding mechanism for the vast majority of the state's K-12 spending, had by far the largest dollar increase in state spending with a change of almost $218 million, marking a 5 percent increase. A large portion of this increase can be attributed to long-promised teacher raises and the inclusion of the last month of insurance costs for teachers. Historically, the BEP included only 10 months of insurance costs for teachers, leaving local governments to pay the full cost of insurance for the other two months. In 2015-16 the 11th month was added, and in 2016-17 the twelfth month was added.

The next highest dollar increase was in the Tennessee Higher Education Commission, based on a new program, AdviseTN, which places trained college advisors in partner high schools to help improve access to and success in higher education for over 14,000 juniors and seniors across the state.

The Department of Human Services had the third largest state dollar increase, which is more than explained by a $20 million increase in the state's Families First (TANF) maintenance of effort expenditures directed toward children. Only the portions of TANF funds that are directed toward children's services are reported to resource mapping. Child care benefits that enable parents to work or to train for work are the bulk of what is reported here.

While the dollar difference is not as large, the Commission on Aging and Disability (with a grandparent caregiver respite program), the Department of Agriculture (with its Ag in the Classroom program) and the Office of Criminal Justice Programs (with a variety of mostly victim assistance programs) all had the largest decline in state expenditures at 100 percent. All three still report their programs but now rely fully on federal dollars.

The largest percentage increase in reported state dollars was in the Department of Economic and Community Development and reflects new reporting of a small LiftTN grant that benefits children. The second-largest percentage increase in reported state dollars was for the Tennessee Higher Education Commission based on a new program described above in reference to its dollar increase. The third highest percentage increase was in the Tennessee State Museum's Museum Visitation program, which provides educational opportunities and historic interpretation through group and self-guided tours of the State Museum, State Capitol and Military Museum.

Non-BEP State Expenditures by Agency

FY 2015-16 and FY 2016-17

Agency Name	FY 2016-17	FY 2015-16	Dollar Change FY 2015-16 to FY 2016-17	Percent Change FY 2015-16 to FY 2016-17
Administrative Office of the Courts	$12,997,506	$12,219,023	$778,482	6%
Commission on Aging and Disability	$0	$6,269	($6,269)	-100%
CoverKids	$6,866,688	$8,429,729	($1,563,041)	-19%
Department of Agriculture	$0	$55,000	($55,000)	-100%
Department of Children's Services	$330,155,664	$360,062,031	($29,906,367)	-8%
Department of Correction	$306,471	$389,253	($82,782)	-21%
Department of Economic and Community Development	$5,700	$0	$5,700	100%
Department of Education	$160,400,007	$158,688,872	$1,711,135	1%
Department of Education: BEP	$4,404,030,000	$4,186,211,000	$217,819,000	5%
Department of Environment and Conservation	$140,000	$140,000	$0	0%
Department of Health	$48,591,223	$47,805,357	$785,866	2%
Department of Human Services	$106,734,320	$103,755,422	$2,978,898	3%
Department of Intellectual and Developmental Disabilities	$4,059,440	$3,764,208	$295,232	8%
Department of Mental Health and Substance Abuse Services	$25,324,992	$27,578,578	($2,253,586)	-8%
Department of Safety	$345,656	$284,717	$60,939	21%
Governor's Books from Birth Foundation	$3,924,800	$3,354,100	$570,700	17%
Governor's Children's Cabinet	$198,290	$195,790	$2,500	1%
Office of Criminal Justice Programs	$0	$165,000	($165,000)	-100%
TennCare	$556,434,866	$618,572,068	($62,137,202)	-10%
Tennessee Arts Commission	$795,063	$716,117	$78,946	11%
Tennessee Commission on Children and Youth	$3,463,855	$3,064,800	$399,055	13%
Tennessee Higher Education Commission	$20,933,945	$15,919,839	$5,014,106	31%
Tennessee State Museum	$865,380	$703,822	$161,558	23%
UT Institute of Agriculture	$10,000,000	$10,740,450	($740,450)	-7%
Total	**$5,700,284,544**	**$5,562,821,444**	**$137,463,100**	**2%**

Reliance on Federal Funds

As pointed out above, excluding the BEP, around three of every four dollars spent on services for children and families in Tennessee came from federal funding sources (70 percent in FY 2016-17). State funding accounted for 24 percent of all non-BEP expenditures in FY 2016-17. Further, as noted in the introduction to this report, again excluding the BEP, almost nine of every 10 dollars in the state budget for children—87 percent in FY 2016-17—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? In the table on the next page, the six major child-serving departments and CoverKids are highlighted, with the data for the Department of Education presented with the BEP and without the BEP. More than half the funds in four of the seven are federal dollars, and excluding the BEP, all other Department of Education funds are more than half federal. The two remaining Departments (Children's Services and Mental Health and Substance Abuse Services) are 40 percent or more federally-funded for their services to children and families.

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. A Medicaid block grant would also eliminate federal requirements for the provision of Early and Periodic Screening, Diagnosis and Treatment (EPSD&T) for children, and the accompanying requirements to provide services children need to thrive and reach their potential.

In both of the last two years, President Trump released budgets laying out his administration's funding priorities. Several discretionary programs that fund services for children and families were recommended for major reductions and others for elimination. Departments that rely on these funds to serve children and families in Tennessee include the Governor's Books from Birth Foundation, VolunteerTN (AmeriCorps), the Department of Children's Services, the Department of Education, the Governor's Children's Cabinet (for kidcentraltn.com), the Tennessee Arts Commission, the Office of Criminal Justice Programs, and the Department of Labor and Workforce Development.

The Omnibus Appropriations Act that passed in March maintained or increased funding for most of these programs, but it covers FY 2017-18 for most appropriations, and many of these programs remain at risk going forward. Federal budgets must begin in the House of Representatives where the leadership has long made converting Medicaid and SNAP funds to block grants a major goal. Between these two approaches, *57 percent of federal funds*

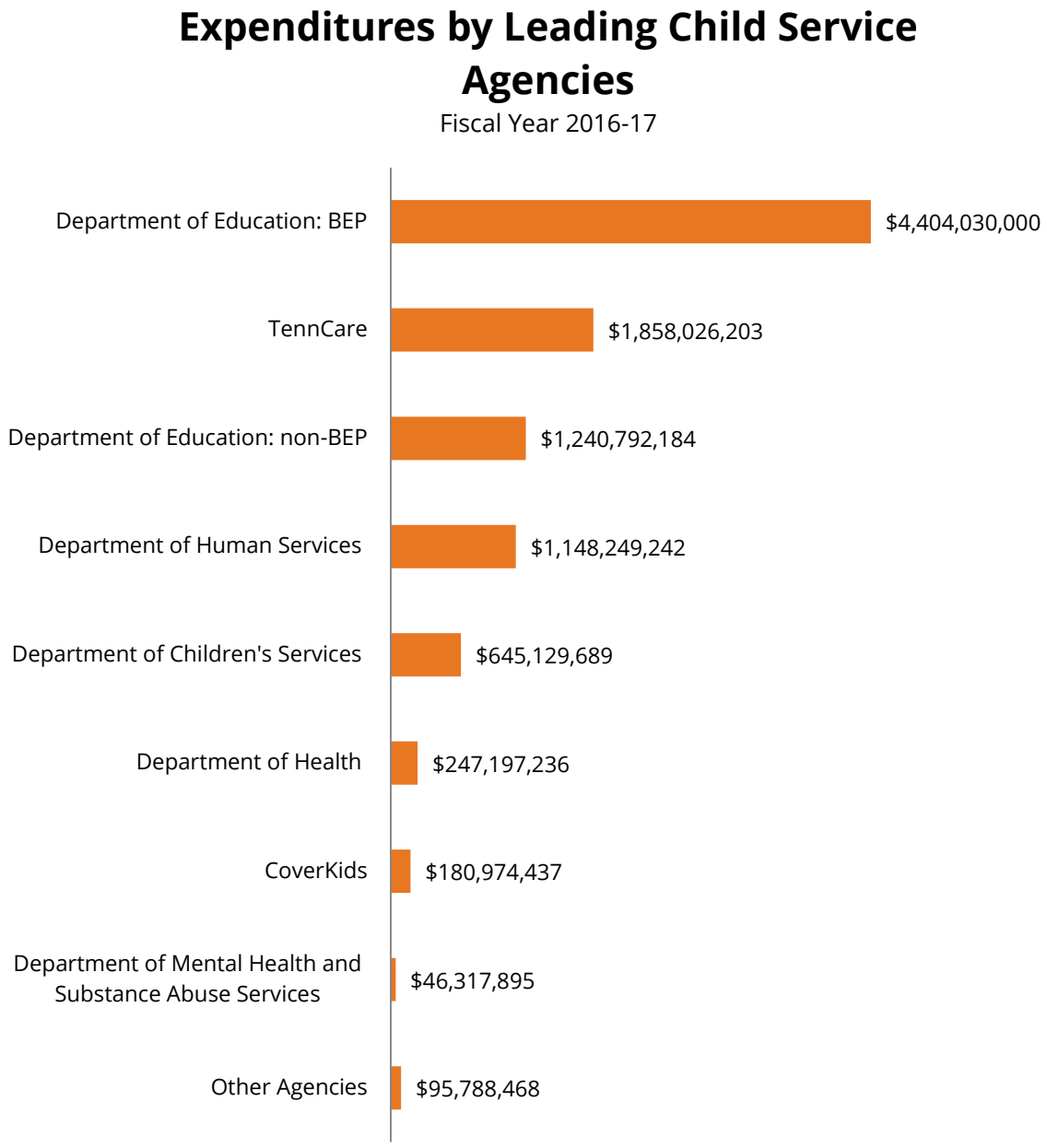
supporting children and families in Tennessee are at risk in federal budget negotiations. The sources and amounts of federal funds each department receives to support children and youth are listed in Appendix D. The state as a whole receives substantially more federal funds ($999,710.400 according to the 2016-17 state budget), but expenditures not expressly directed at children and youth are outside the scope of this report.

Children served by more than one program (even within one agency) are counted in each program that provides them services.	**Percent of Expenditures that are Federal Funds**	**Children Served**
Administrative Office of the Courts	15.3%	141,587
Commission on Aging and Disability	100.0%	158
CoverKids	94.3%	338,380
Department of Agriculture	0.0%	60,000
Department of Children's Services	46.1%	238,138
Department of Correction	0.0%	23
Department of Economic and Community Development	68.7%	10
Department of Education without BEP	87.1%	11,724,011
Department of Education with BEP	19.7%	13,775,732
Department of Environment and Conservation	0.0%	33,992
Department of Health	59.9%	1,550,377
Department of Human Services	90.2%	1,335,480
Department of Intellectual and Developmental Disabilities	0.0%	2,538
Department of Labor and Workforce Development	100.0%	4,423
Department of Mental Health and Substance Abuse Services	43.3%	2,210,006
Department of Safety	0.0%	83,913
Department of Transportation	100.0%	250,000
Governor's Books from Birth Foundation	2.5%	267,875
Governor's Children's Cabinet	45.6%	35
Office of Criminal Justice Programs	100.0%	17,372
TennCare	55.6%	2,455,523
Tennessee Arts Commission	7.1%	147,232
Tennessee Commission on Children and Youth	22.7%	10,774
Tennessee Higher Education Commission	18.0%	55,388
Tennessee Housing Development Agency	0.0%	1
Tennessee State Museum	0.0%	80,863
Tennessee Wildlife Resources Agency	100.0%	1,400
UT Institute of Agriculture	0.0%	184,000
Volunteer TN	78.6%	54,410
Total	**38.7%**	**22,209,147**

County maps showing per-child expenditures and percent of children served by various programs are available beginning on page 36 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.

Total Expenditures by Leading Child Serving Agencies

The largest source of expenditures for children is the BEP, then TennCare, followed by Education (non-BEP), the Departments of Human Services and Children's Services. Department of Mental Health and Substance Abuse Services funding for services for children is substantially below the other primary departments, but it is not the only source of mental health care funding for children. TennCare provided mental/behavioral health services for children totaling over $275 million in FY 2016-17. The Department of Intellectual and Developmental Disabilities is no longer included as a separate entry in the "Expenditures by Leading Child Service Agencies" list because a major portion of its children's funding has moved to TennCare.



Source: Tennessee Commission on Children and Youth Resource Mapping Project

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 5

One of the least understood age groups' expenditures is for those under five, as most have not yet entered the public education system. For FY 2016-17, for the fifth year, departments were asked 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 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 the results of TCCY's fifth year estimating spending on our youngest children. The agency with the highest percentage is the Governor's Books from Birth Foundation, which targets all its spending to pre-kindergarten-aged children. 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, Healthier Beginnings, Tennessee's HUGS case management program, newborn hearing screenings, and programs studying unexplained child fatality review and prevention. Other programs with a high percentage of expenditures going to children under five include Child Health and Development (CHAD) and WIC.

The agency with the most dollars going to this age group was TennCare, at over $500 million. The Department of Human Services directed nearly $350 million to Tennessee's youngest children, mostly in child care benefits and Supplemental Nutrition Assistance Program (SNAP) funds. In its non-BEP funding, the Department of Education spent over $150 million on this age group, including programs such as voluntary pre-kindergarten, Tennessee Early Intervention System (TEIS), and IDEA funding for three- and four-year-olds who have been identified as having special needs. The Department of Children's Services also directed over $87 million to this age group, mostly in foster care and adoption support services.

Estimated total spending on children under five years of age accounted for 13.1 percent of all expenditures for children in Tennessee in FY 2016-17, while children under age five are 27 percent of all children in the state. This marks a sharp decline compared to last year, when it

was figured at 18.1 percent of overall expenditures. The change is largely explained by the overall drop in TennCare expenditures, as these dollars fund a large portion of programs directed toward Tennessee's youngest children in several departments.

Many children under five have increased need for services and supports. A higher percentage of children from birth to five (26 percent) live in poverty than children ages six to 17 (23 percent).[3] 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.

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 for low birthweight babies and babies who are born exposed to opiates and other addictive substances, generally referred to as Neonatal Abstinence Syndrome (NAS).

In calendar year 2016, 1,068 babies in Tennessee were born with NAS, many of whom also have low birthweight. Live born infants in the first year of life who are not low-birthweight have an average cost of $4,752 and an average length of stay in the hospital of two days. NAS babies cost an average of $44,314 and have 21 days average length of stay. TennCare infants with NAS are 11 times more likely to enter state custody than TennCare infants without NAS.[5]

Low birthweight babies are additionally at risk for developmental and other disabilities that result in increased costs to families and increased need for and reliance on publicly-funded services. This suggests a need to consider the return on investment of increased funding for the state's youngest children. As discussed in the section on programmatic focus later in the 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.[6]

---

[3] Annie E. Casey Foundation. KIDSCOUNT Data Center. *Children in Poverty by Age Group*.

[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] https://www.tn.gov/content/dam/tn/tenncare/documents/TennCareNASData2015.pdf

[6] 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 Five Years of Age

FY 2016-17

State Agency	Estimate of Dollars Spent on Children Under 5	Estimate of Percent Spent on Children Under 5	Total Expenditures
Administrative Office of the Courts	$4,052,373	26.0%	$15,581,772
Commission on Aging and Disability	$22,030	27.0%	$81,591
CoverKids	$13,573,083	7.5%	$180,974,437
Department of Agriculture	$0	0.0%	$55,000
Department of Children's Services	$87,651,391	13.6%	$645,129,689
Department of Correction	$0	0.0%	$306,471
Department of Economic and Community Development	$0	0.0%	$18,200
Department of Education	$152,640,604	12.3%	$1,240,792,184
Department of Education: BEP	$0	0.0%	$4,404,030,000
Department of Environment and Conservation	$38,220	27.3%	$140,000
Department of Health	$163,632,627	66.2%	$247,197,236
Department of Human Services	$345,695,345	30.1%	$1,148,249,242
Department of Intellectual and Developmental Disabilities	$527,727	13.0%	$4,059,440
Department of Labor and Workforce Development	$0	0.0%	$13,278,018
Department of Mental Health and Substance Abuse Services	$1,461,905	3.2%	$46,317,895
Department of Safety	$0	0.0%	$345,656
Department of Transportation	$220,652	7.4%	$2,982,305
Governor's Books from Birth Foundation	$4,024,800	100.0%	$4,024,800
Governor's Children's Cabinet	$98,505	27.0%	$364,835
Office of Criminal Justice Programs	$0	0.0%	$9,527,790
TennCare	$525,821,415	28.3%	$1,858,026,203
Tennessee Arts Commission	$0	0.0%	$862,207
Tennessee Commission on Children and Youth	$413,383	8.9%	$4,646,080
Tennessee Higher Education Commission	$0	0.0%	$25,523,361
Tennessee Housing Development Agency	$0	0.0%	$500,000
Tennessee State Museum	$0	0.0%	$862,647
Tennessee Wildlife Resources Agency	$0	0.0%	$60,000
UT Institute of Agriculture	$0	0.0%	$10,000,000
Volunteer TN	$406,048	15.8%	$2,568,296
Total	**$1,300,258,079**	**13.2%**	**$9,866,505,355**

Source: Tennessee Commission on Children and Youth Resource Mapping Project

Youth 18 and Over

Several departments offer services to children "aging out" of state custody through extension of foster care to help them transition successfully to independence in adulthood. The Tennessee Commission on Children and Youth houses the Youth Transitions Advisory Council (YTAC), which examines the needs of this group and makes recommendations to better serve them. In its 2016 report to the legislature, YTAC describes some of their unique challenges.

> As we all know from experiences with the young adults in our lives, and as a growing body of research confirms, the human brain continues to grow and develop well past the age of majority. Brain executive functions of good judgment and maturity are among the last to develop in the mid-twenties. For good or bad, the choices we make and the goals we set regarding education, career, and interpersonal relationships shape the opportunities and outcomes available to us later in life. For former foster youth, the challenge of that transition is even greater because they often lack the important emotional and financial support nurturing parents provide their adult children.
>
> Prior to the advent of extension of foster care services, former foster youth often were left to fend for themselves upon aging out of state custody. Estranged from their families, lacking adequate education and social skills, many of these young people found themselves in dire circumstances, unable to meet their daily needs, continue their education, compete for jobs, find suitable housing or access adequate health or mental health care services. Many former foster youth experience homelessness, unplanned pregnancies or have encountered the criminal justice system because they aged out of custody without the proper tools to face the challenges of modern life most adults experience today. Extension of foster care services allows these youth the opportunity to complete or continue their education, with access to health care, housing assistance and other supports to help them succeed in life, while at the same time playing an important role in achieving the goals Tennessee has set for improving graduation rates, increasing educational attainment, building stronger families and creating safer communities.[7]

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 5, 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, primarily those receiving special education or who need mental health or substance abuse treatment. Going forward, there will be an effort to identify more programs focused on youth in this age group who are not in state custody but who are at increased risk of difficult transitions.

The table on page 23 shows expenditures, mostly estimated, on programs for transitional youth by department. Overall, less than one percent of expenditures currently tracked for children and youth are directed toward young transitioning adults.

[7] Youth Transitions Advisory Council Annual Report, October 2016. http://tn.gov/assets/entities/tccy/attachments/yt-ar-16.pdf

The highest percentage of expenditures is in the Tennessee Housing Development Agency (THDA) and the Tennessee Wildlife Resources Agency (TWRA), which each report just one program. 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. There is currently one active project in Williamson County. Young adults who have been in foster care are at high risk of homelessness, making these programs important strategies to help former foster youth make successful transitions to adulthood. The TWRA conducts hunter education classes which, while they can serve youth as young as age 9, served only transition-age youth in 2016-17.

The third-highest percentage is in the Department of Labor and Workforce Development, which also reports just one program—the Work Investment Opportunity Act training for low-income youth ages 14 to 24 who face barriers to employment.

The largest dollar amount is from TennCare, which can cover 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 who are also often uninsured, so the state continues to serve as their "parent" and offers them TennCare until the age of 26 as long as they qualify for extension of foster care. The Department reported 3,367 young adults on TennCare through extension of foster care in June 2017, with related expenditures of $28,857,100.

The second-largest dollar amount spent on youth 18 and over is from the Department of Health, almost all through WIC. Much of WIC spending is counted toward the infants and toddlers who create WIC qualification, but office visit benefits for post-partum moms were reported in the older group.

The third-highest expenditures are from the Department of Mental Health and Substance Abuse Services. Since many mental health and substance abuse issues first arise in this transitional age group, this is essentially early intervention. The Department's largest expenditures are for inpatient psychiatric hospital services and continuum of care, as well as Crisis Stabilization Unit and Behavioral Health Safety Net services. However, the Department also has federal grants that provide important community services to help young adults manage mental health and substance abuse challenges and remain in the community.

The Department of Children's Services and the Tennessee Higher Education Commission (THEC) also have substantial expenditures on transitional youth. The Department of Children's Services funds several transitional programs including continuum of care, residential services and extension of foster care. THEC reports spending for transitional youth under GEAR UP TN and Advise T, programs aimed at college readiness and success.

Estimate of Spending on Transitional Programs for Youth Over 18 Years of Age

FY 2016-17

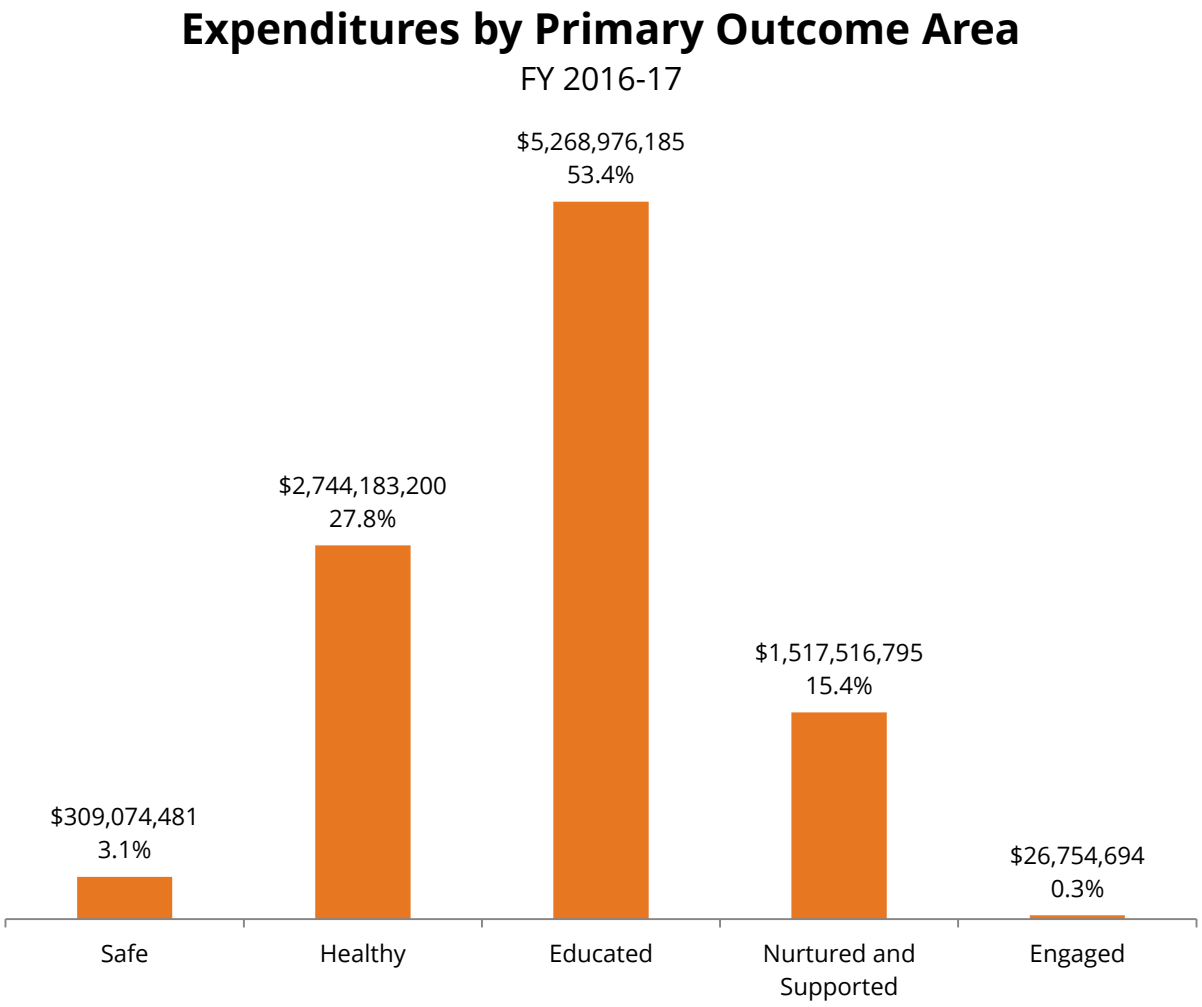
State Agency	Estimate of Dollars Spent on Youth Over 18	Estimate of Percent Spent on Youth Over 18	Total Expenditures
Administrative Office of the Courts	$25,569	0.2%	$15,581,772
Commission on Aging and Disability	$0	0.0%	$81,591
CoverKids	$0	0.0%	$180,974,437
Department of Agriculture	$0	0.0%	$55,000
Department of Children's Services	$20,460,046	3.2%	$645,129,689
Department of Correction	$0	0.0%	$306,471
Department of Economic and Community Development	$0	0.0%	$18,200
Department of Education	$3,646,211	0.3%	$1,240,792,184
Department of Education: BEP	$0	0.0%	$4,404,030,000
Department of Environment and Conservation	$0	0.0%	$140,000
Department of Health	$39,788,119	16.1%	$247,197,236
Department of Human Services	$0	0.0%	$1,148,249,242
Department of Intellectual and Developmental Disabilities	$284,161	7.0%	$4,059,440
Department of Labor and Workforce Development	$9,294,613	70.0%	$13,278,018
Department of Mental Health and Substance Abuse Services	$30,170,364	65.1%	$46,317,895
Department of Safety	$0	0.0%	$345,656
Department of Transportation	$0	0.0%	$2,982,305
Governor's Books from Birth Foundation	$0	0.0%	$4,024,800
Governor's Children's Cabinet	$0	0.0%	$364,835
Office of Criminal Justice Programs	$0	0.0%	$9,527,790
TennCare	$68,746,970	3.7%	$1,858,026,203
Tennessee Arts Commission	$0	0.0%	$862,207
Tennessee Commission on Children and Youth	$2,086	0.0%	$4,646,080
Tennessee Higher Education Commission	$6,201,072	24.3%	$25,523,361
Tennessee Housing Development Agency	$500,000	100.0%	$500,000
Tennessee State Museum	$0	0.0%	$862,647
Tennessee Wildlife Resources Agency	$60,000	100.0%	$60,000
UT Institute of Agriculture	$0	0.0%	$10,000,000
Volunteer TN	$0	0.0%	$2,568,296
Grand Total	**$179,179,210**	**1.8%**	**$9,866,505,355**

Source: Tennessee Commission on Children and Youth Resource

Primary Outcomes

Departments were asked to select one **Primary Outcome** area that best captured the intended outcome of the program. The five outcome area options included:

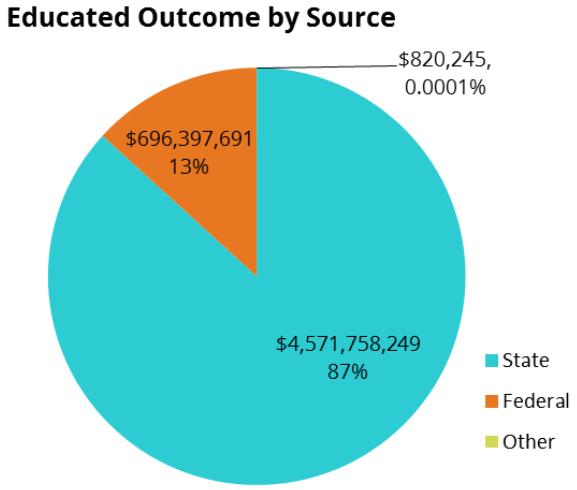
- **Safe** (Examples: home visiting, bullying prevention, suicide prevention, child protective services, accident prevention);
- **Healthy** (Examples: immunizations, crisis response, mental health case management, intensive case management, outpatient sex offender treatment, substance abuse prevention, substance abuse intervention);
- **Educated** (Examples: BEP, technical education, special education);
- **Supported and Nurtured** (Examples: income supports, probation, foster care, youth development centers);
- **Engaged** (Examples: mentoring, teen courts, after school programs, 4-H).



Source: Tennessee Commission on Children and Youth Resource Mapping Project

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 the Department of Children's Services and the Department of Correction are also included.



In addition, a variety of education programs across departments are reported here, including

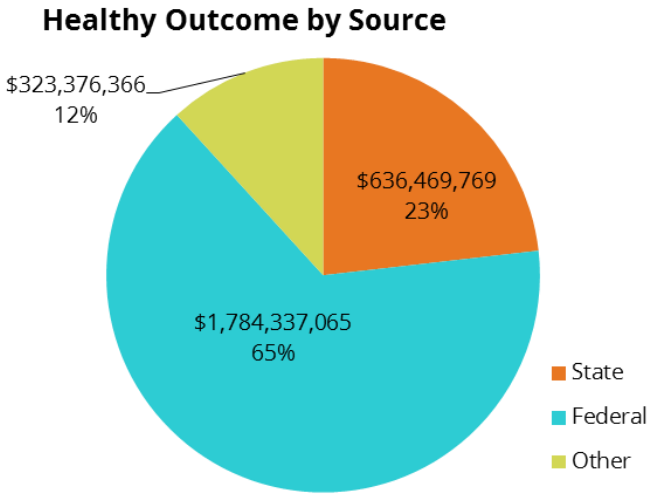
- Ag in the Classroom through the Department of Agriculture;
- education programs through microenterprise grants from the Department of Economic and Community Development;
- abstinence education and adolescent pregnancy prevention from the Department of Health;
- violence and bullying prevention and suicide prevention from the Department of Mental Health and Substance Abuse Services;
- drug abuse resistance and driver safety programs from the Department of Safety;
- child passenger safety and DUI education programs from the Department of Transportation;
- all expenditures for Tennessee's Imagination Library from the Governor's Books from Birth Foundation;
- arts education programs from the Tennessee Arts Commission;
- KIDS COUNT, Regional Councils and System of Care Across Tennessee programs 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 almost $700 million 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 over 40 percent of K-12 spending at almost $4 billion in 2016-17. Local governments also support educational programs outside of K-12.

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 Department of TennCare, but in the Department of Children's Services and the Department of Health. The Department of Children's Services (DCS) reports TennCare as at least part of the funding for multiple programs. The ones classified under the "Healthy" outcome are: Crisis Team Management, medical services for children in state custody and those at risk of entering state custody, physician-directed residential care and TennCare appeal expenses for children in state custody. DCS also reports in-home family behavioral health services under "healthy," but they are fully state-funded.

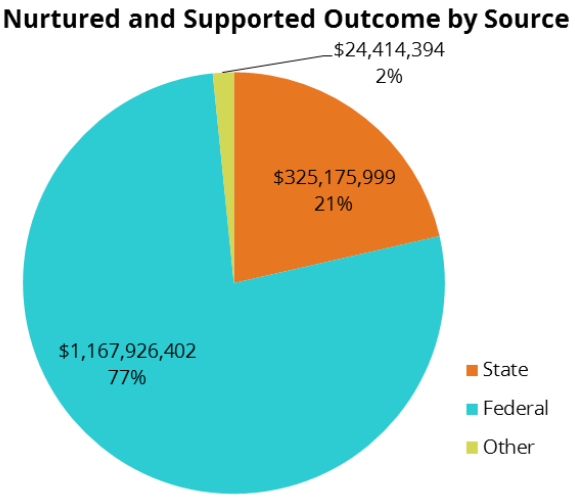
TennCare-funded "healthy" programs in the Department of Health include TennCare Advocacy, preventive dental care, HUGS care coordination, TennCare Kids Call Center outreach, prenatal services and Early and Periodic Diagnostic, Screening and Treatment (EPSD&T) outreach and screenings. Almost everything else the Department of Health does is also under "healthy," though they did have a few educational programs listed above under "Educated" and child fatality review and prevention programs under "Safe."

Other programs classified as "healthy" include all of CoverKids; most substance-abuse-related programs reported by the Department of Mental Health and Substance Abuse Services, as well as their Regional Intervention Program and other early behavioral intervention programs and the Nurses for Newborns home visiting program; and the Council on Children's Mental Health and Home Visiting Leadership Alliance in 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 dominated by federal money. Nearly $1.8 billion in federal funds contribute to the health of Tennessee children and families, as well as $636 million state dollars mostly required to match federal spending. Most funds classified as "Other" are in this category as well, since the largest source of non-federal, non-state money that flows through the state and supports children in Tennessee is pharmacy rebates turned back into spending for TennCare and CoverKids, over $300 million in 2016-17.

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, extension of foster care, parenting education, relative caregiver and respite care programs. The Department of education lists McKinney-Vento funds for homeless children as well as youth transition services under "nurtured and supported."

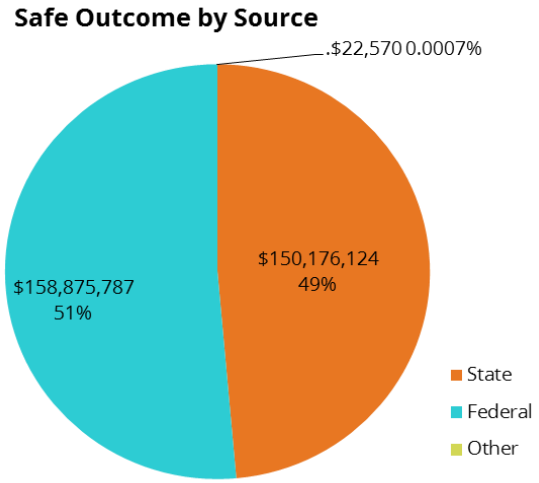
The Department of Intellectual and Developmental Disabilities' family support program is here as are most of the programs funded by federal grants administered by the Commission on Children and Youth (TCCY) and the state-funded Court Appointed Special Advocates (CASA) grants also administered by TCCY. The Department of Mental Health and Substance Abuse services puts most of its wraparound services, transition services and respite care support here. The Governor's Children's cabinet has been coordinating on Single Team/Single Plan listed here and it also lists costs associated with the kidcentraltn.com website under "nurtured and supported." 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 vast 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 than federal in this outcome area. DCS has a large source of "Other" funds in this category with over $17 million in child support payments for Foster Care. THDA brings a chunk of "Other" funds as well with $500,000 from its Tennessee Housing Trust Fund Competitive Grant program that relies on income from THDA loans.

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 last 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.



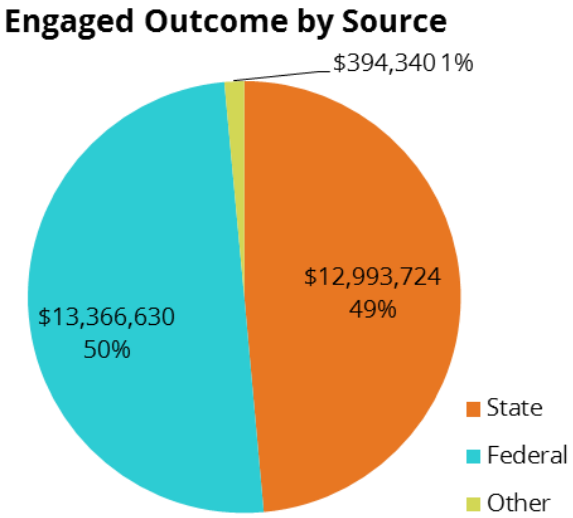
"Safe" is not a large spending category for funds that flow through the state for children. The largest government programs that most people think of as contributing to safety are military and police programs. The ones most likely to interact with children are city and county police, whose expenditures do not flow through the state and are thus not reported to Resource Mapping. The Tennessee State Military and the Tennessee Bureau of Investigation have 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 in this classification that are reported are through the Department of Children's Services, which is tasked with protecting children in dangerous domestic situations. The Department of Human Services' child care licensing is another large piece, as is 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 and a few Juvenile Justice grants are here as well. The Tennessee Wildlife Resources Agency's hunter education program falls under "safe," as does the Administrative Office of the Court's State Justice Institute Grant. As a category, "safe" has about an even split between federal and state dollars, with $159 million federal and $151 million state. This is driven by the DCS programs that are mostly funded by Title IV-E (Foster Care and Adoption Assistance) and TennCare dollars that both have required state matches.

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 shy of $27 million spent on programs aimed at this outcome, "engage" spending represents just 0.3 percent of overall spending on children. The "engaged" outcome is one that 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. These expenditures are not tracked in Resource Mapping.



The largest program in this group is the 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. About half of Tennessee's "engaged" expenditures are in this program.

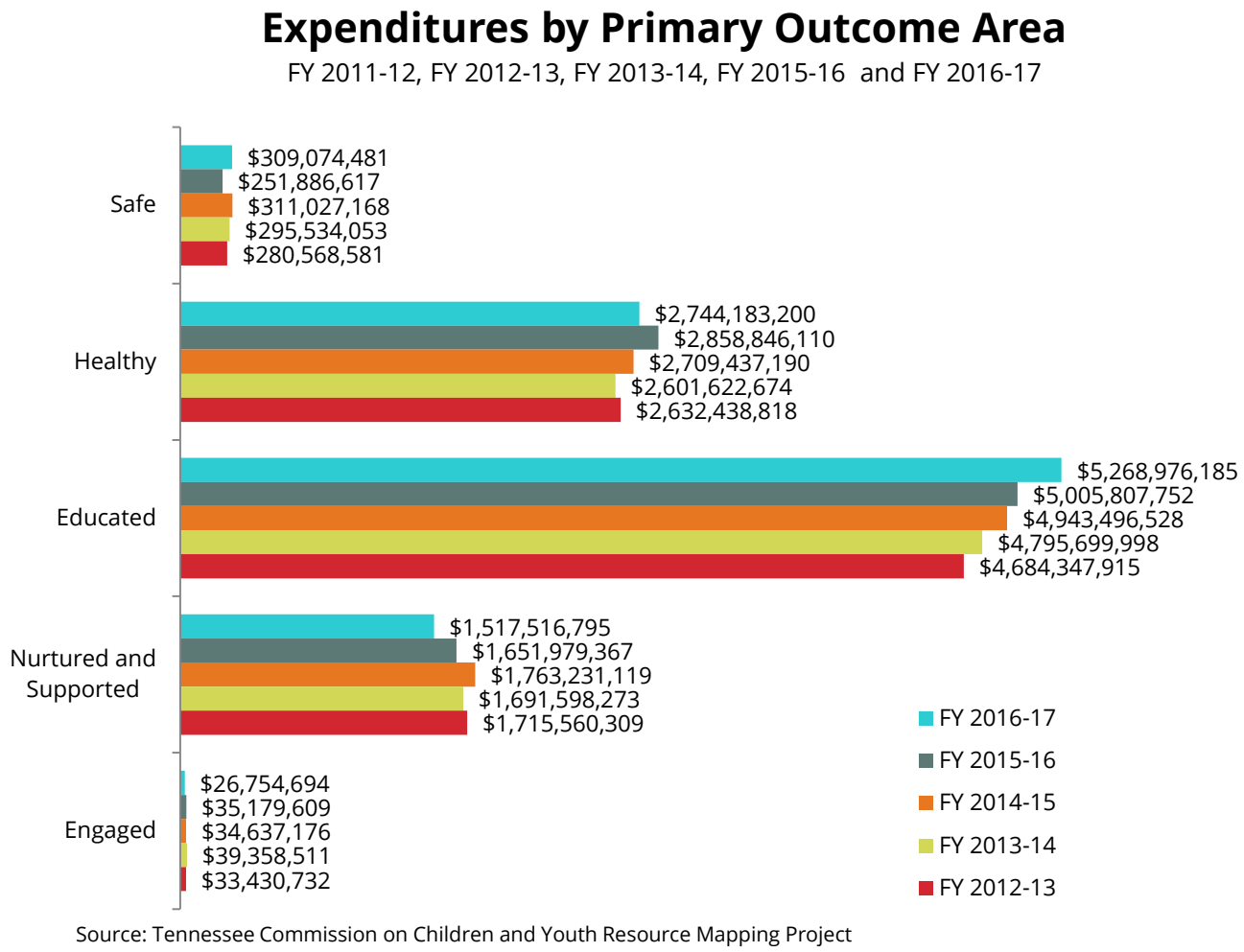
The next largest piece of "engaged' spending is on 4-H. Supported by $10 million in state funds, 4H aims to prepare young people to become responsible, capable and involved leaders and citizens of Tennessee and the nation. This goal is accomplished by providing

educational experiences for young people to gain knowledge, develop life skills, live healthy lives, make intelligent career choices and form positive attitudes. 4-H serves youth age nine to 19.

The Department of Mental Health and Substance Abuse Services spends over $3 million on programs meant to engage that are mostly peer and community support. These programs link children and youth to behavioral health and substance abuse treatment resources in their communities and provide further support by engaging them with peers who are similarly situated so they can help each other by sharing their stories and growing together. These programs are mostly state-funded.

Additional programs with this outcome goal include the Administrative Office of the Courts' Victim Offender Reconciliation Program, The Department of Environment and Conservation's Getting YOUth Outdoors program through Tennessee State Parks, and Tennessee Arts Commission's teacher training program that supports creative and innovative arts education programming in schools.

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



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Programmatic Focus

Data were collected on the **Programmatic Focus** of expenditures. Departments selected from six different focus areas:

- **General services**: Services to promote the healthy development and education of ***All Children*** (Examples: regular education, immunizations, health services);
- **Universal prevention**: Services for ***All Children*** to promote positive outcomes (Examples: substance abuse prevention, bullying prevention, suicide prevention, accident prevention, afterschool programs, 4-H, sports, arts, music);
- **Targeted prevention:** Services for ***Children At Risk*** of adverse outcomes (Examples: income supports, home visitation, mentoring, special education);
- **Early intervention**: Services for children who have life circumstances or have exhibited behaviors, which if addressed early, can remediate problems and avoid the need for additional interventions (examples: life skills training, mentoring);
- **Moderate intervention**: Services for children who have needs that require intervention in order for them to continue to function in the community (Examples: crisis response, mental health case management, probation, child protective services, foster care, outpatient substance abuse treatment);
- **Intensive intervention**: Services for children who require intensive or long-term intervention to remain in the community or because they are a risk to themselves or others and cannot function in the community (Examples: youth development centers, outpatient sex offender treatment, intensive case management, residential treatment).

As seen in the figures on the following page, the most expensive services by far per child were for intensive intervention. To the extent that universal and targeted prevention services can help to avoid undesirable outcomes in the first place and can help identify children who will benefit from early and moderate intervention, it would be useful to devote more resources to those prevention services. Study after study has demonstrated the effectiveness of early childhood prevention and intervention.

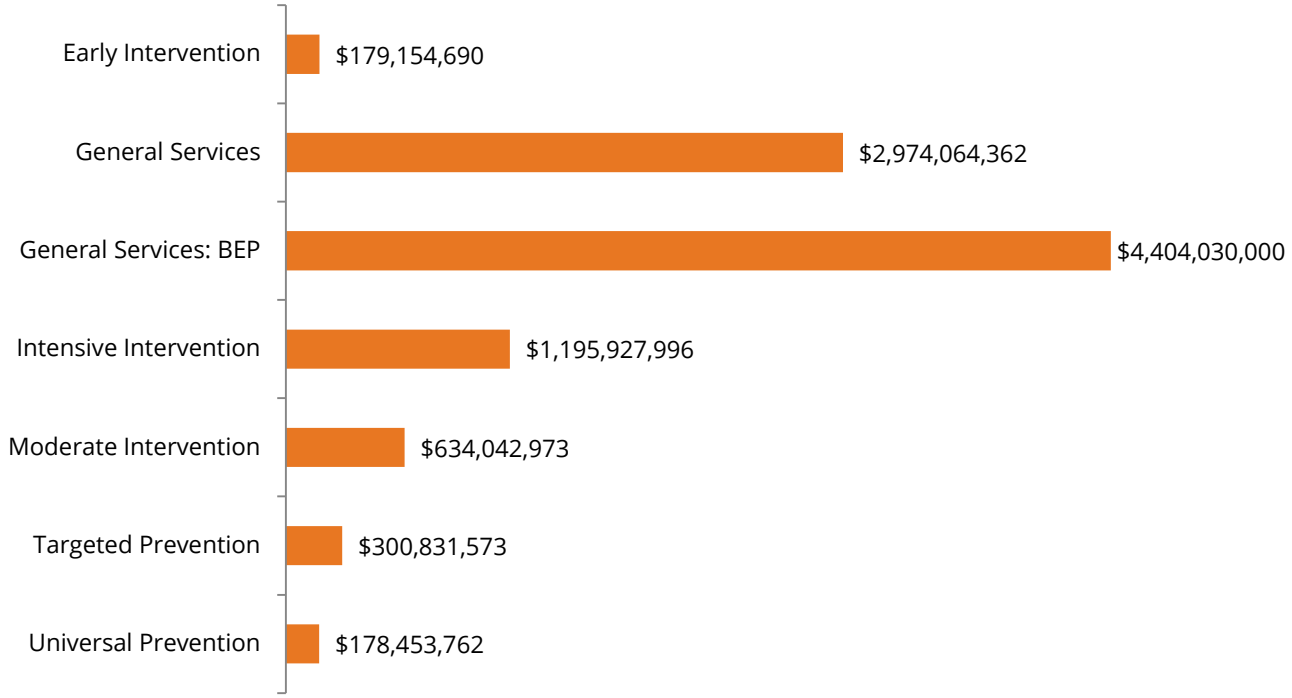
Total expenditures show more spending for intensive intervention than targeted prevention and moderate intervention combined. Universal prevention and early intervention receive less funding, yet these strategies have been shown to be among the best programs when measuring "bang for the buck."

A 2005 RAND Corporation study examined multiple programs and reported "well-designed early childhood interventions have been found to generate a return to society ranging from $1.80 to $17.07 for each dollar spent on the program."[8] This could ultimately save money by reducing the need for more intensive, and more costly, interventions.

[8] Karoly , Lynn A., M. Rebecca Kilburn, and Jill Cannon. 2005. *Early Childhood Interventions: Proven Results, Future Promise.* Santa Monica, CA: The Rand Corporation. Research brief available at http://www.rand.org/pubs/research_briefs/RB9145/index1.html

Total Expenditures by Programmatic Focus

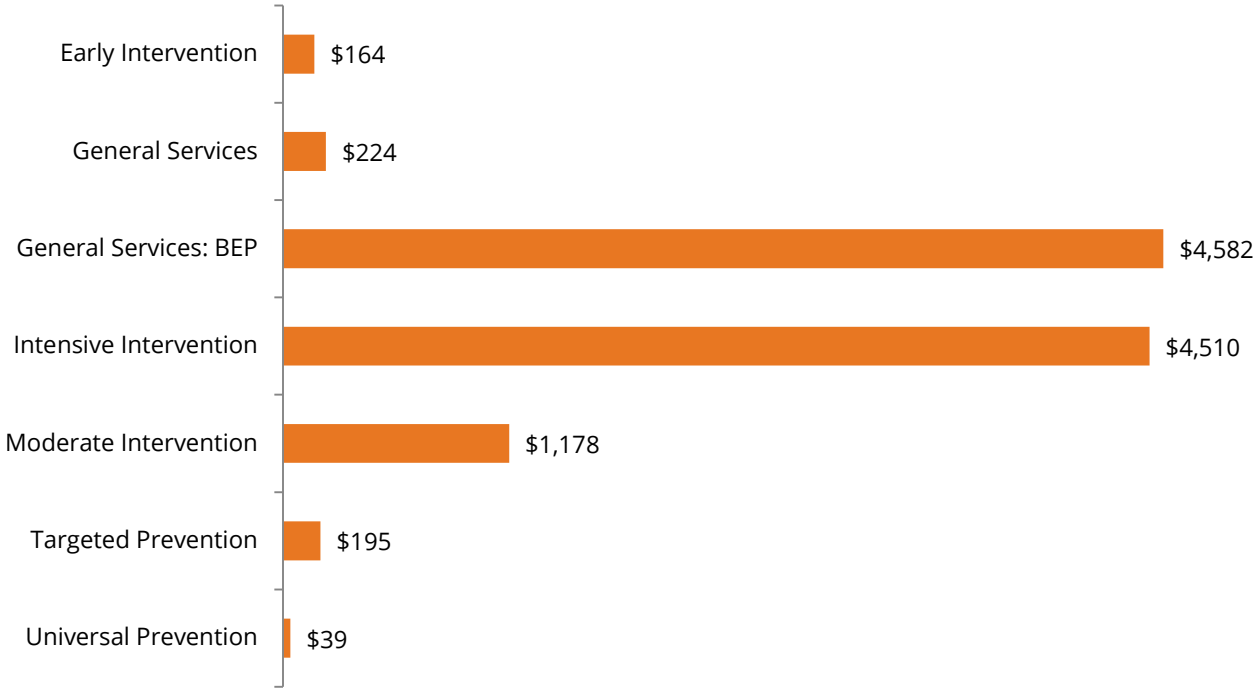
FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Per Child Expenditures by Programmatic Focus

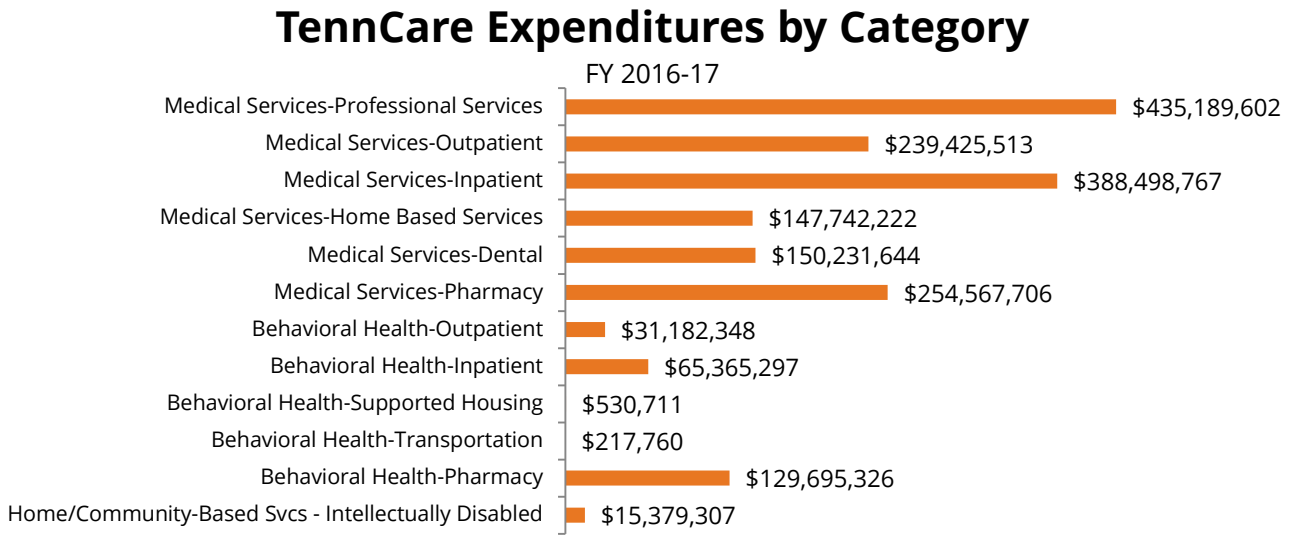
FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

TennCare

As previously reported, TennCare is the second largest source of expenditures for children in Tennessee with total spending of over $2 billion. The great majority of these dollars are spent on physical health services (85.3 percent). The following bar graph presents TennCare expenditures on children by category.



Source: Tennessee Commission on Children and Youth Resource Mapping Project

In TennCare behavioral health services, pharmaceutical interventions dwarf other types, with more than half the spending on children's mental health services (57.1 percent) going to medication. Behavioral health pharmacy expenditures can be prescribed by both health and mental health providers. It is difficult to gauge exactly what this means for individual children, or what it suggests (if anything) about how behavioral services are delivered to Tennessee children. Some types of medication are very expensive, while others cost very little. Tennessee also receives rebates on pharmaceuticals, which the state in turn spends on pharmacy services going forward. During FY 2016-17, 70 percent of behavioral health pharmacy expenditures were paid for by pharmacy rebates. Rebates come from previous spending and do not map perfectly to current spending. With the data provided, it is impossible to identify how much of current expenditures will generate rebates and consequently reduce the proportion of mental health services spent on medications.

The federal portion of TennCare (the Federal Medical Assistance Percentage—or FMAP) varies somewhat from year to year—it was 64.96 percent in FY 2016-17. The FMAP is computed using a formula that includes Tennessee's per capita income relative to the country as a whole. Outside of the FMAP, the federal portion of overall Medicaid expenditures will increase for states when/if they implement programs authorized by the Affordable Care Act (ACA) to cover people who do not qualify for traditional Medicaid. These expansion programs provided 100 percent federally funded Medicaid expansion until 2016 when the federal percentage dropped to 95 percent, gradually reducing to 90 percent in 2020 and beyond. Tennessee rejected federal Medicaid expansion dollars for this group, leaving $1.4 billion in 2016-17 federal dollars on the table and hundreds of thousands of Tennesseans without access to health insurance.

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.

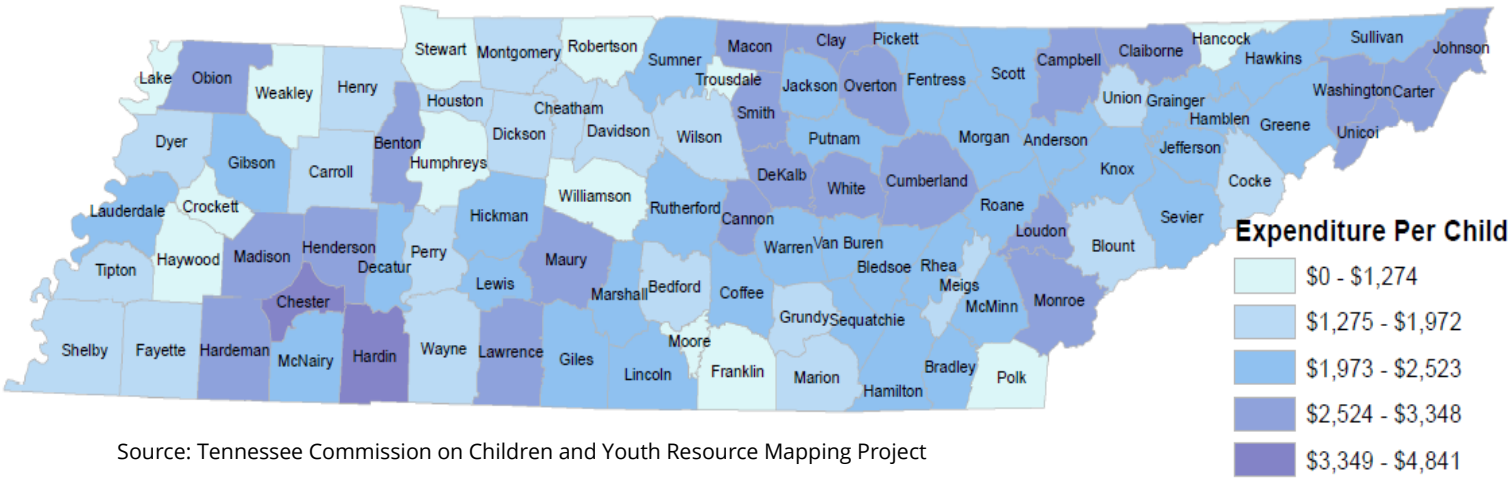
Maps for SNAP and programs like it show the percentage of children living in each county who receive services. It is a bit less information, but still allows for some comparisons among counties. The SNAP example provides a good illustration. Households receive SNAP benefits at different levels based 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: Foster Care Services

The Department of Children's Services (DCS) Foster Care program provides twenty-four hour care for children for a temporary period either in DCS foster homes or in contract provider placements. Such care is provided when the child's normal family environment is disrupted. Services may include therapeutic foster care with a trained foster parent and foster care for medically fragile children with intense medical needs.

Foster Care Services for Children and Youth
Per-Child Expenditures for Participating Children, FY 2016-17

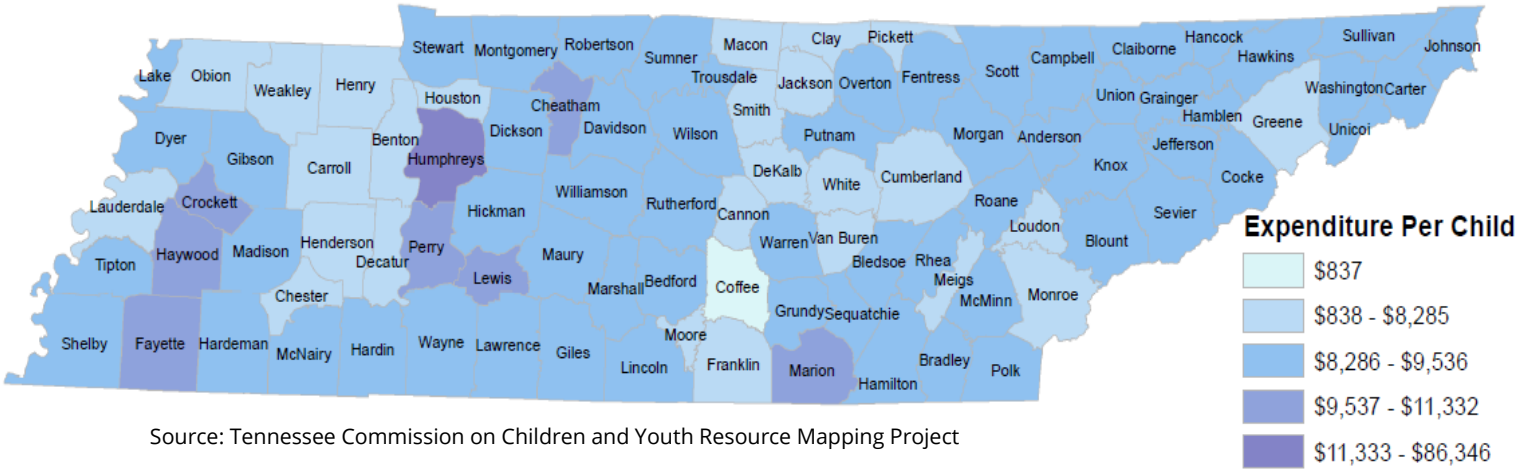


Source: Tennessee Commission on Children and Youth Resource Mapping Project

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.

Adoption Support Services
Per-Child Expenditures for Participating Children, FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

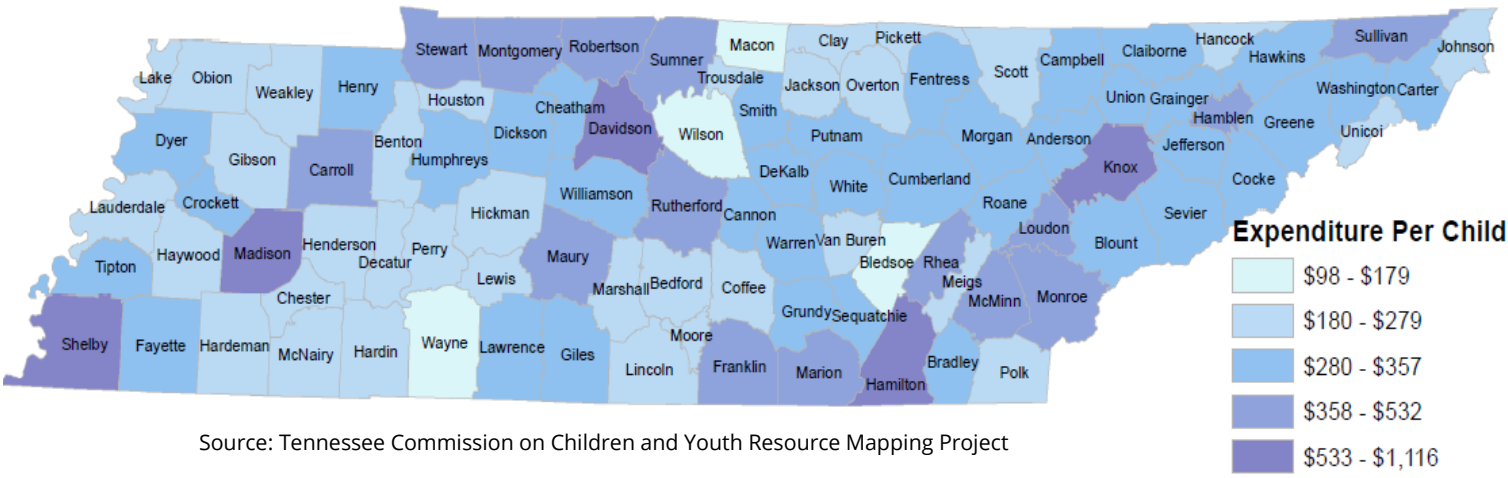
Department of Health: County Health Departments

The Department of Health reported county-level data for 14 programs delivered through county health departments. The Department also funds other programs for children delivered at the county level through contracts with private agencies that are not included here. The more populous counties administer some of the programs themselves and so have expenditures that do not flow through the state and are not included here. Those counties (Davidson, Shelby, Hamilton, Madison and Knox) show higher per-child expenditures on the map because they run some of the less-expensive programs (on a per-child basis) with local funds not reported to Resource Mapping.

The programs reported by county include:

- AIDS Prevention
- Child Health
- Child Health & Development (CHAD)
- Dental (Clinical and Preventive)
- Family Planning
- Men's Health
- Women's Health
- Tobacco cessation programs
- Sexually Transmitted Disease Screening and Treatment
- TennCare Early and Periodic, Screening, Diagnosis and Treatment Service
- TennCare Kids Early and Periodic, Screening, Diagnosis and Treatment Service Community Outreach
- Help Us Grow Successfully (HUGS)
- Women, Infant and Children (WIC) Office Visit

County Health Department Services for Children and Youth
Per-Child Expenditures for Participating Children, FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: BEP

The Basic Education Program (BEP) is the primary path for state dollars to flow to local school districts. The Department of Education provides the following information on its website as a general overview of the program.

- The funds generated by the BEP are what the state has defined as sufficient to provide a basic level of education for Tennessee students. This basic level of funding includes both a state share of the BEP and a local share of the BEP.
- The BEP has three major categories (instruction, classroom, and non-classroom), each made up of separate components related to the basic needs of students, teachers and administrators within a school system.
- Student enrollment (average daily membership) is the primary driver of funds generated by the BEP.
- There are 45 BEP components with most based on student enrollment (ADM). For example, students per teacher, assistant principals per school, or dollars per student for textbooks.
- Unit cost adjustments (salary, health benefits, insurance) are essential to maintaining a similar level of funding from year to year, due to inflation. For example, in 2016-17 over $200 million new state dollars were required to maintain full funding of the BEP.
- The funds generated by the BEP are divided into state and local shares for each of the three major categories (instructional, classroom, non-classroom).
- The state and local share for each school system is based on an equalization formula that is applied to the BEP. This equalization formula is the primary factor in determining how much of the BEP is supported by the state vs. the local district.
- The equalization formula is driven primarily by property values and sales tax, applied at a county level. For example, the state and local equalization shares for County System A would be the exact same state and local shares for City System A within the same county
- All local school systems are free to raise additional education dollars beyond the funds generated by the BEP.[9]

Much has been made over the years of the complicated nature of the BEP formula. Total expenditures are determined by the resources that local school districts require to meet basic education requirements. This aspect drives total BEP expenditures to annual increases that reflect cost increases even in times when an economic downturn might tempt other states to cut funds. The equalization portion is figured separately and determines the portion of total basic education expenditures that will be borne by individual counties and how much will be supplied by the state to those counties.

In response to the general confusion, the Department of Education maintains an excellent handbook explaining BEP methodology, which is a must-read for anyone who wishes to fully understand the program's funding.[10] The Office of Educational Accountability has also created a downloadable spreadsheet allowing anyone to tweak inputs and see how funding changes as a result.[11]

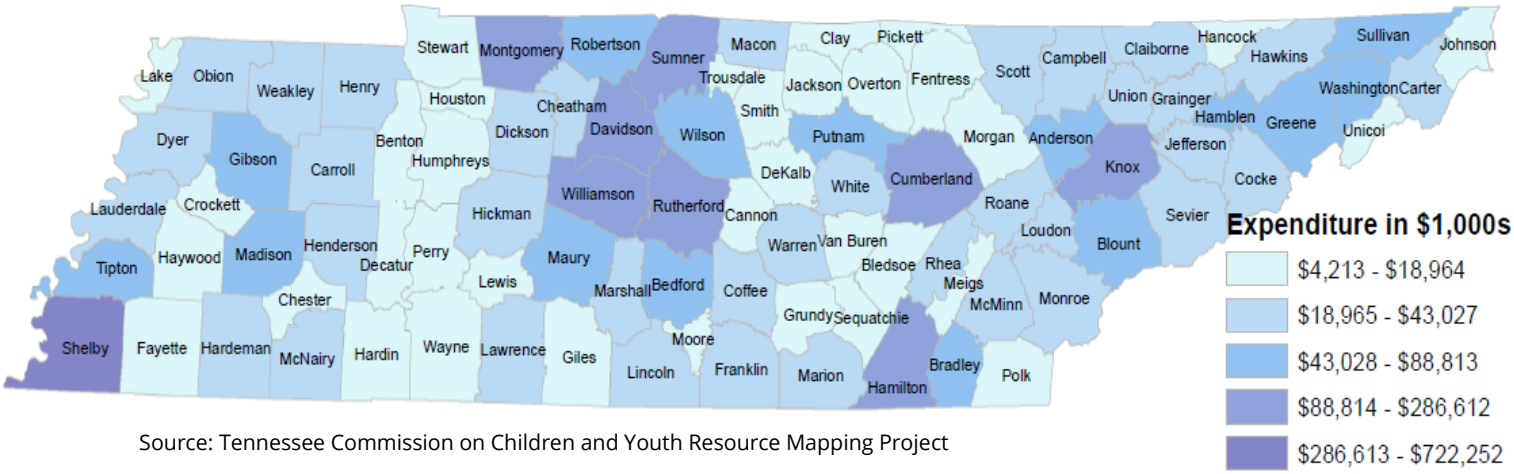
---

[9] https://www.tn.gov/sbe/topic/bep

[10] https://www.tn.gov/assets/entities/sbe/attachments/BEPHandbook_revised_March_2016.pdf

[11] http://www.comptroller.tn.gov/orea/bep

Basic Education Program (BEP)
Total Expenditures, FY 2016-17

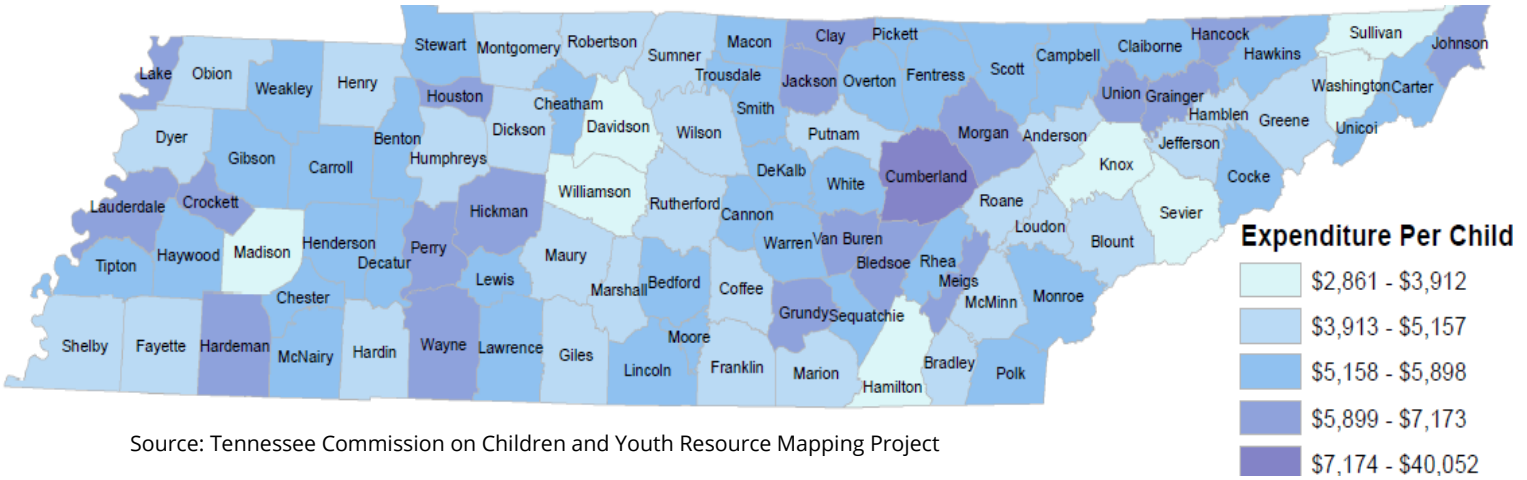


Source: Tennessee Commission on Children and Youth Resource Mapping Project

While total BEP expenditures are naturally significantly higher in the counties with the most public school students, per-child BEP expenditures are largest where local tax bases are the smallest. The BEP includes a fiscal capacity formula that determines what percentage of total BEP-generated expenditures will be provided by the state and what percentage will be expected to be provided by the county.

Low property values relative to the rest of the state, as well as a smaller portion of property tax revenues that come from business (rather than residential and farm property) are major drivers of state per-child expenditures in individual counties. A lack of significant retail sales that generate sales tax revenues also pushes per-child state expenditures higher. The portion of overall population that is made up of students and per capita personal income are also components of the fiscal capacity formula that determines what portion of BEP spending will be supplied by the state to each county. For most parts of the BEP, counties with higher tax bases pay more than they receive.

Basic Education Program (BEP)
Per-Child Expenditures for all Students, FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: Tennessee Early Intervention System (TEIS)

Under the Individual's 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 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. A child may have a developmental delay if he or she is far behind other children the same age in one or more of the five major skill areas:

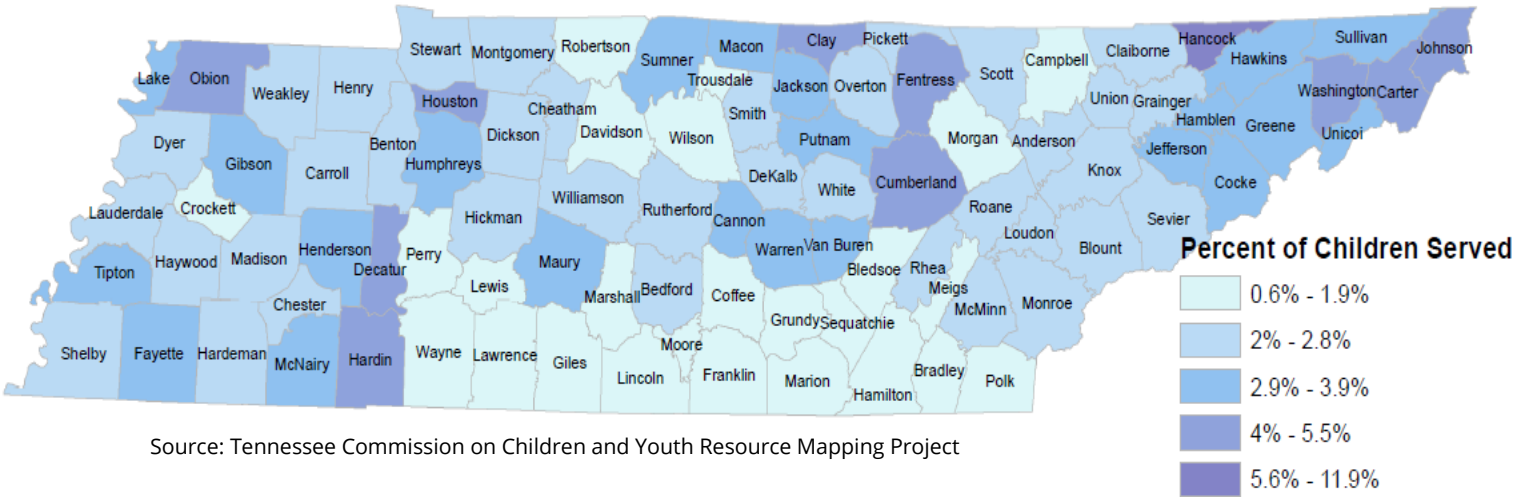
- motor (crawling, walking, using their hands to play);
- communication (babbling, indicating wants and needs, talking);
- cognitive (thinking skills including making choices and solving problems);
- social (playing near or with other children or adults);
- adaptive (taking care of ones needs).[12]

Information from the child's doctor as well as the results of a developmental test will determine if a child meets the eligibility criteria in Tennessee.

The principles of Tennessee's Early Intervention System are to:

- support families in promoting their child's optimal development;
- facilitate the child's participation in family and community activities;
- encourage the active participation of families in the intervention by imbedding strategies into family routines.[13]

Tennessee Early Intervention System (TEIS) Program
Percent of Children Served, FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

[12] https://www.tn.gov/education/article/teis-eligibility

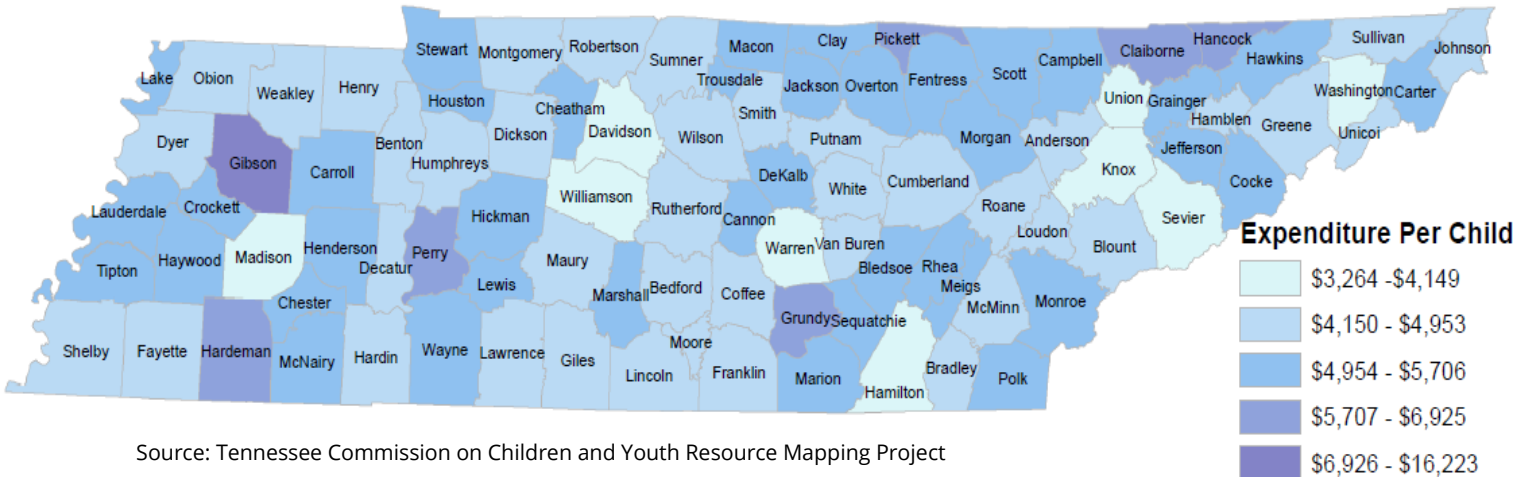
[13] https://www.tn.gov/education/topic/tennessee-early-intervention-system-teis

Department of Education: Voluntary Pre-K

The Voluntary Pre-K initiative provides Tennessee's four-year-old children—with an emphasis on four year olds 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.

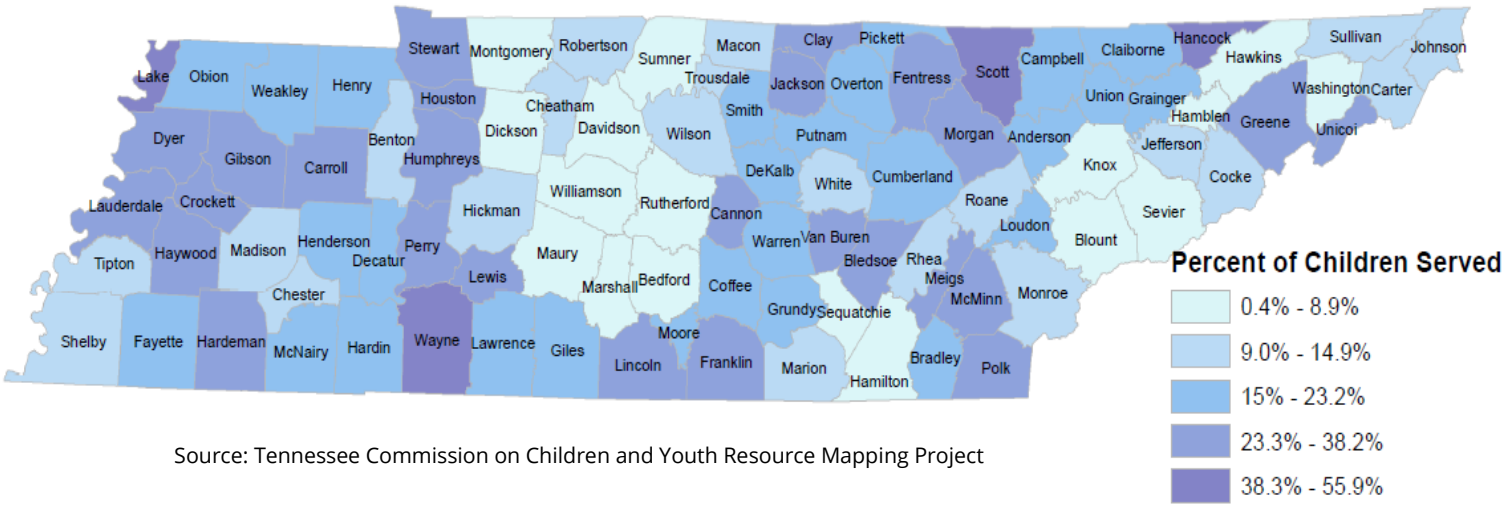
Voluntary Pre-K Program,
Per-Child Expenditure for Participating Students, FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Some counties offer pre-K programs separate from and in addition to Voluntary Pre-K. Those are not included in this data, and the percent of children participating counts only those in state-funded Voluntary Pre-K programs.

Voluntary Pre-K Program,
Percent of Children Participating, FY 2016-17

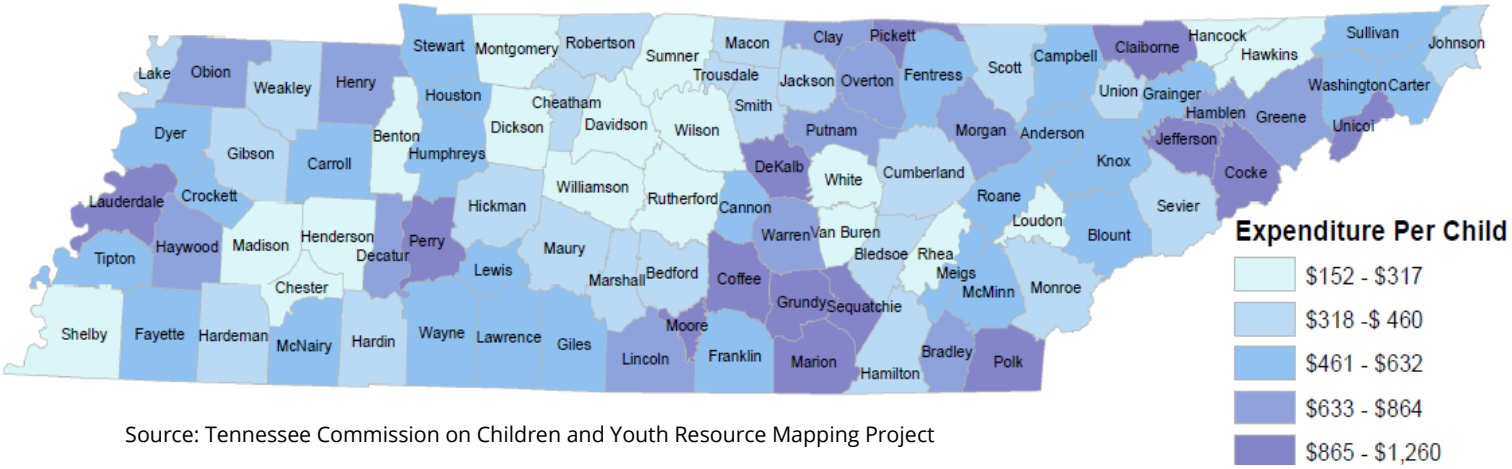


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: IDEA Preschool

The Individuals with Disabilities Act requires school districts to provide services to children age three to five who are experiencing challenges in their learning and development and meet eligibility criteria for special education and related services. Early Childhood Special Education addresses individual needs within the context of developmentally appropriate early learning experiences including early literacy, math, play, and social areas.

IDEA Preschool Program,
Per-Child Expenditure for Participating Students, FY 2016-17

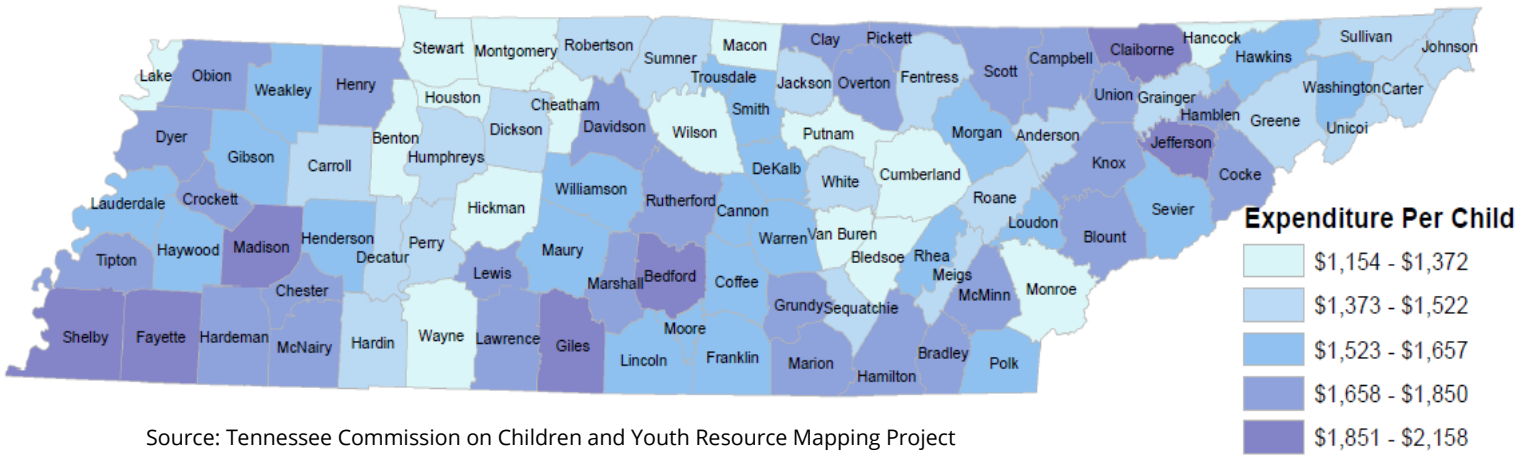


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: IDEA School-Age Services

Tennessee special education is anchored in the foundational belief that all students can achieve and all students deserve access to postsecondary and career opportunities after graduation. Within the special populations division, it is Tennessee's mission to support districts and schools in graduating students who are equipped with the knowledge and skills necessary to successfully embark on their chosen path in life.

IDEA School-Age Services,
Per-Child Expenditure for Participating Students, FY 2016-17

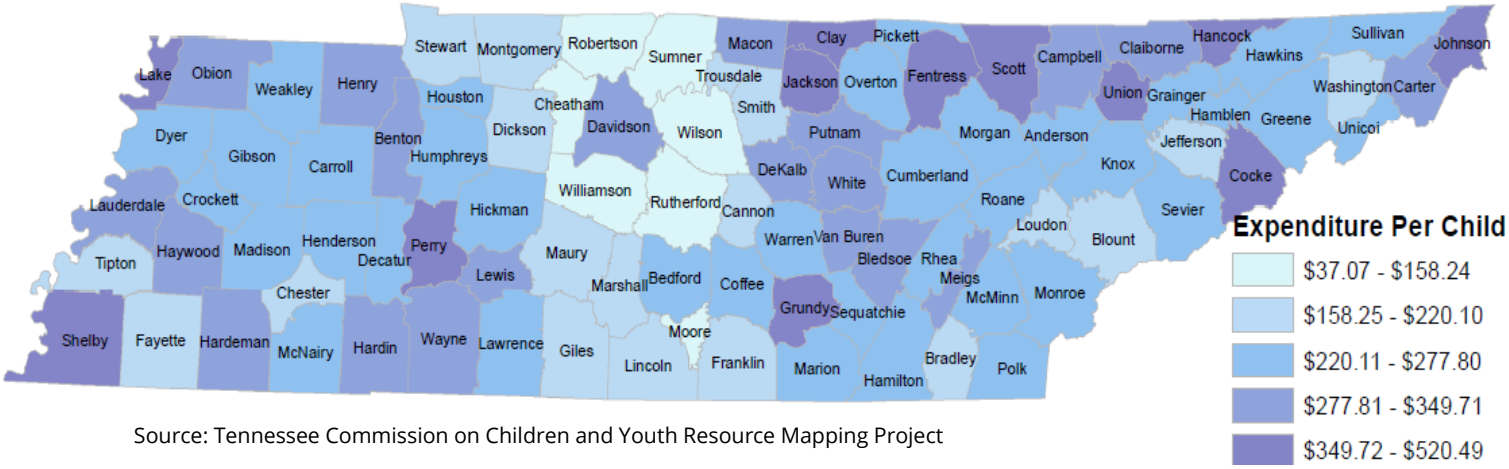


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: Improving Academic Achievement of Disadvantaged Students

Title I, Part A supports local school districts in improving teaching and learning for students in high-poverty schools so these students meet the state's challenging content and performance standards. Title I schools can operate either as targeted assistance or school wide. Targeted assistance schools identify students who are at risk of not meeting the state's content and performance standards and provide individualized instructional programs. School-wide programs use their funds to improve the entire program of the school.

Improving Academic Achievement of Disadvantaged Students
Per-Child Expenditure for all Students, FY 2016-17

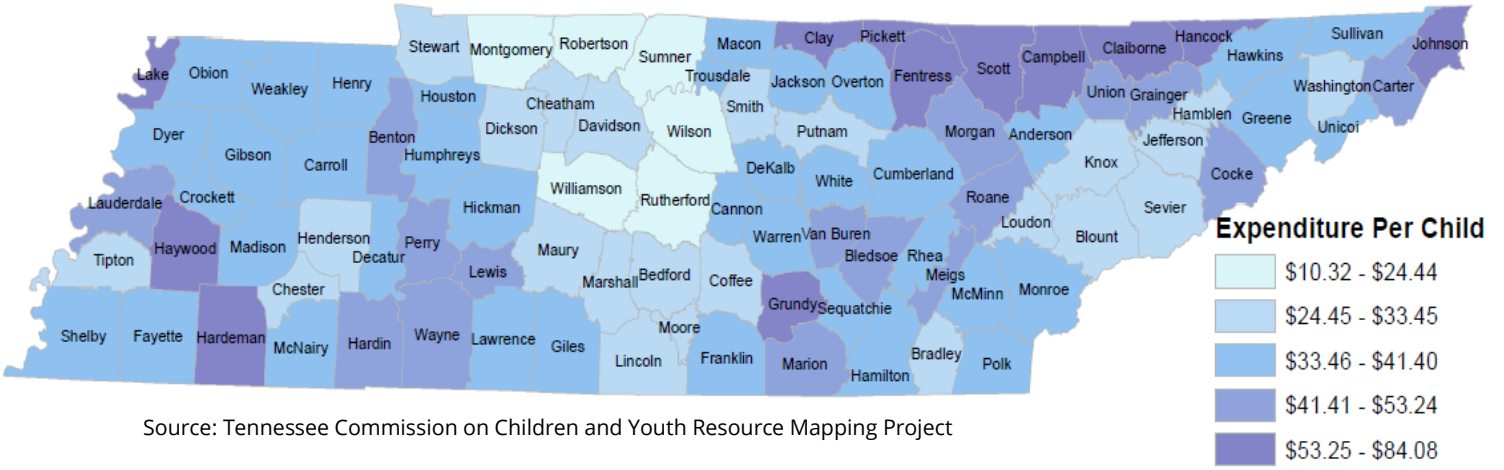


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: Preparing, Training, and Recruiting High Quality Teachers

Title II, Part A supports teacher training and retention and is designed, among other things, to provide students from low-income families and minority students with greater access to effective educators. Though it was not part of 2016-17 Title II spending, the Department of Education has launched an innovative residency training program for teachers and principals that is receiving national attention.

Preparing, Training, and Recruiting High Quality Teachers
Per-Child Expenditure for all Students, FY 2016-17

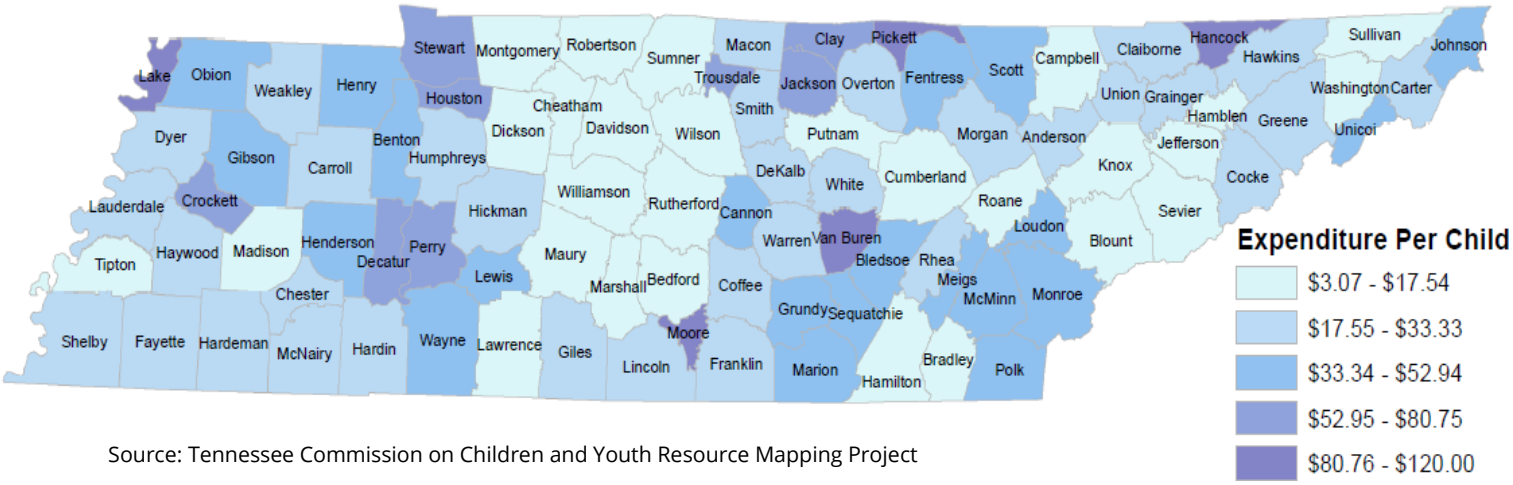


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: Coordinated School Health

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.

Coordinated School Health
Per-Child Expenditure for Participating Students, FY 2016-17

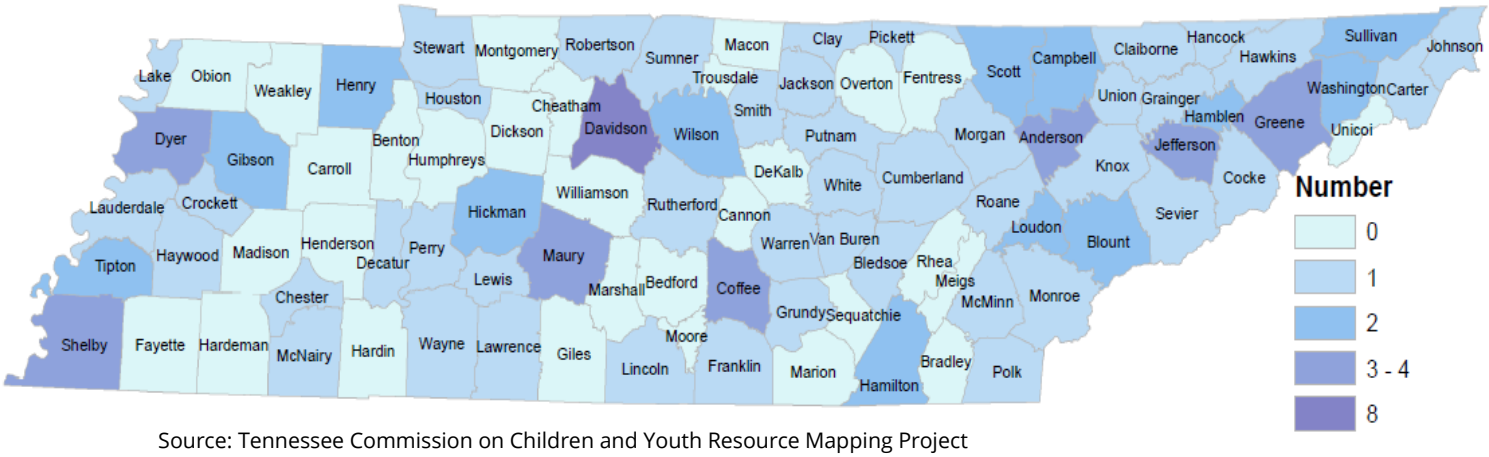


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: Family Resource Centers

Many of Tennessee's students face obstacles—poverty, hunger, homelessness, abuse, mental illness, substance abuse, family conflict—which threaten their ability to learn. While schools are not structured to solicit resources to address the challenges that threaten the basic needs of many families, the Family Resource Centers (FRCs) can. They have the ability to engage local businesses and civic and community organizations to help provide services and resources beyond the typical scope of the school system.

Family Resource Centers
Number of Centers per County, FY 2016-17

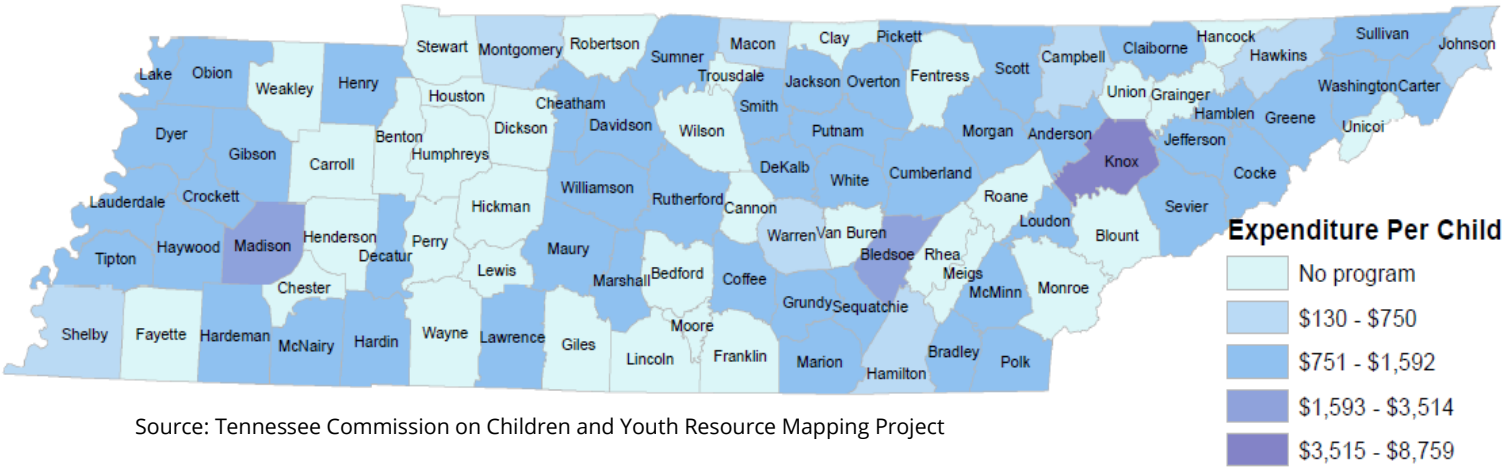


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: 21st Century Community Learning Centers

The 21st Century Community Learning Centers (21st CCLC) initiative is the only federal funding source dedicated exclusively to supporting local afterschool, before-school and summer learning programs. Each state receives funds based on its Title I funding for low-income students. Grants support schools and community-based organizations that provide afterschool and summer learning programs to students attending high-poverty, low-performing schools.

21st Century Community Learning Centers
Per-Child Expenditure for all Students in Participating Counties, FY 2016-17

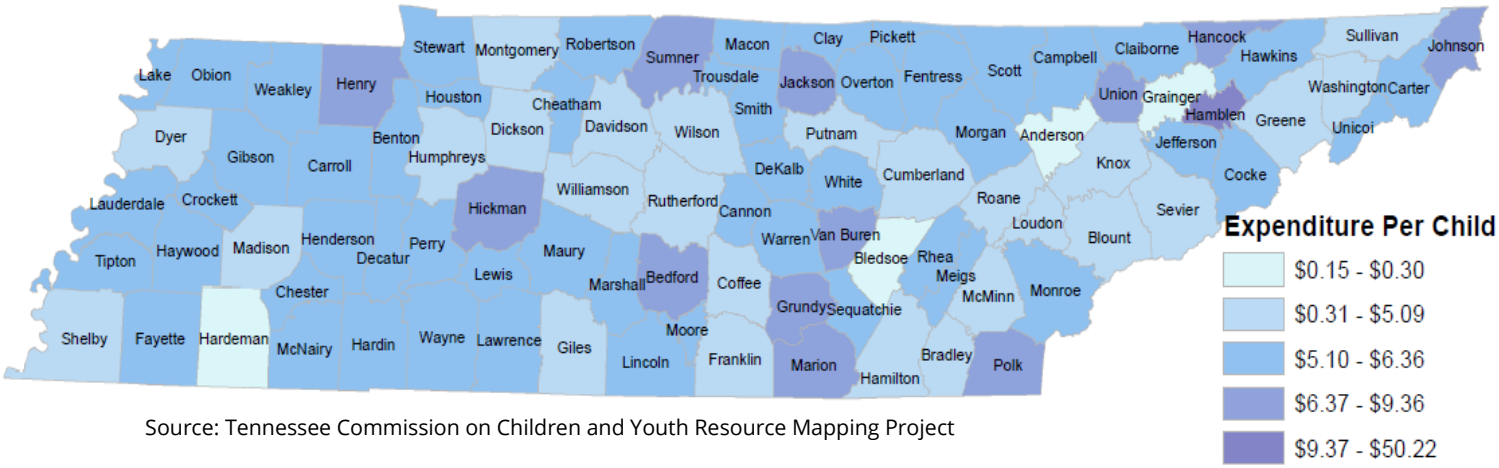


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: Safe Schools

Safe Schools Act funds are provided to decrease the likelihood of violent or disruptive behavior and to protect students and staff from harm when such behavior may occur. Funds are provided to all of Tennessee's local school systems for one or more the following purposes: innovative violence prevention programs, School Resource Officers, conflict resolution, disruptive or assaultive behavior management, improved school security, peer mediation, and training for employees on the identification of possible perpetrators of school-related violence.

Safe Schools
Per-Child Expenditure for all Students, FY 2016-17

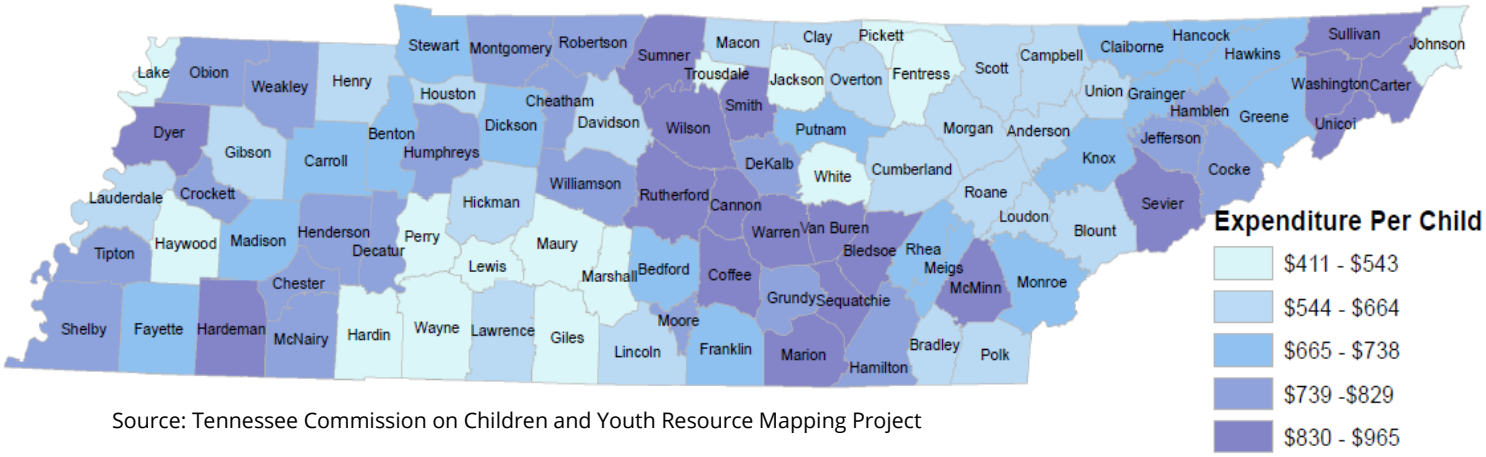


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Tennessee Higher Education Commission: Dual Enrollment Grants

The Dual Enrollment Grant program is funded by the Tennessee Lottery and administered by the Tennessee Student Assistance Corporation. This program provides opportunities for students to begin working toward a college degree while still pursuing a high school diploma. To be eligible for the Dual Enrollment Grant program, a student enrolled in an eligible high school must be admitted to and enrolled in an eligible postsecondary institution. Institutional admission requirements will govern the initial grant eligibility of dual enrollment students.

Dual Enrollment Grants
Per-Child Expenditure for Participating Students, FY 2016-17

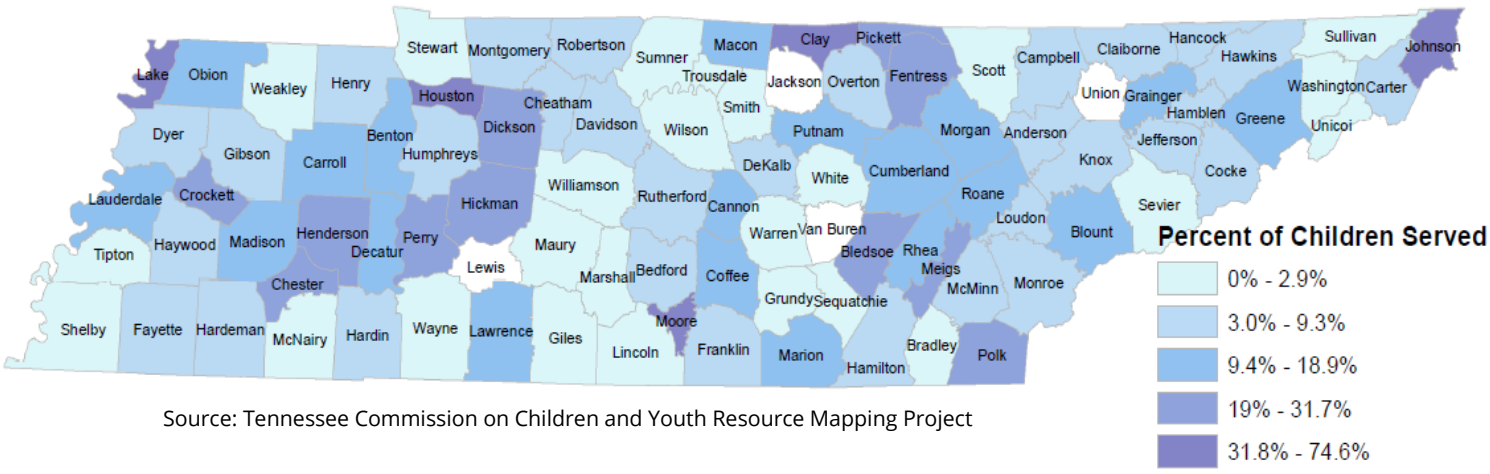


Source: Tennessee Commission on Children and Youth Resource Mapping Project

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 under $850,000, this program served nearly 150,000 Tennessee students in FY 2016-17.

Student Ticket Subsidy Program
Percent of Children Served, FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

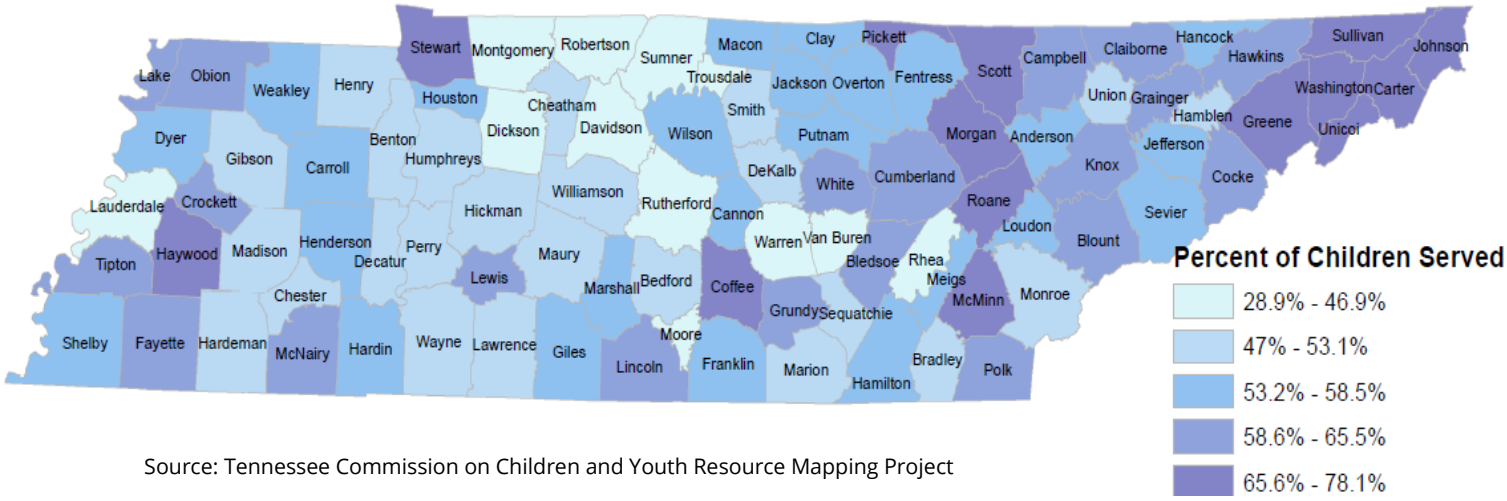
Governor's Books from Birth Foundation: Tennessee's Imagination Library

The Governor's Books from Birth Foundation (GBBF) 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 GBBF matches all funds raised by each Imagination Library program in Tennessee – a dynamic public-private partnership unlike any other in the U.S. today.[14]

Since inception, Tennessee's statewide Imagination Library has grown by leaps and bounds.

- More than 32 million books have been delivered since October 2004.
- 267,875 Tennessee children – 65.7% of our state's total under-five population – currently receive Imagination Library books.
- Over 500,000 five-year-olds have graduated from the Imagination Library.
- All of Tennessee's 407,629 children under age five have access to Tennessee's Imagination Library.[15]

Tennessee's Imagination Library
Percentage of Children Under 5 Receiving Books, FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

GBBF has an enrollment partnership with Tennessee Department of Human Services (DHS) that gives parents the opportunity to enroll their child into Tennessee's Imagination Library program at over 130 DHS offices across the state. Case workers at each of the DHS offices now inquire about enrollment in the Imagination Library as part of their in-person interview with a family seeking to register for support services.[16]

---

[14] http://www.governorsfoundation.org/our-story

[15] https://www.governorsfoundation.org/engage/engage-with-gbbf/march-2018/100-million-books-across-the-world-33-million-in

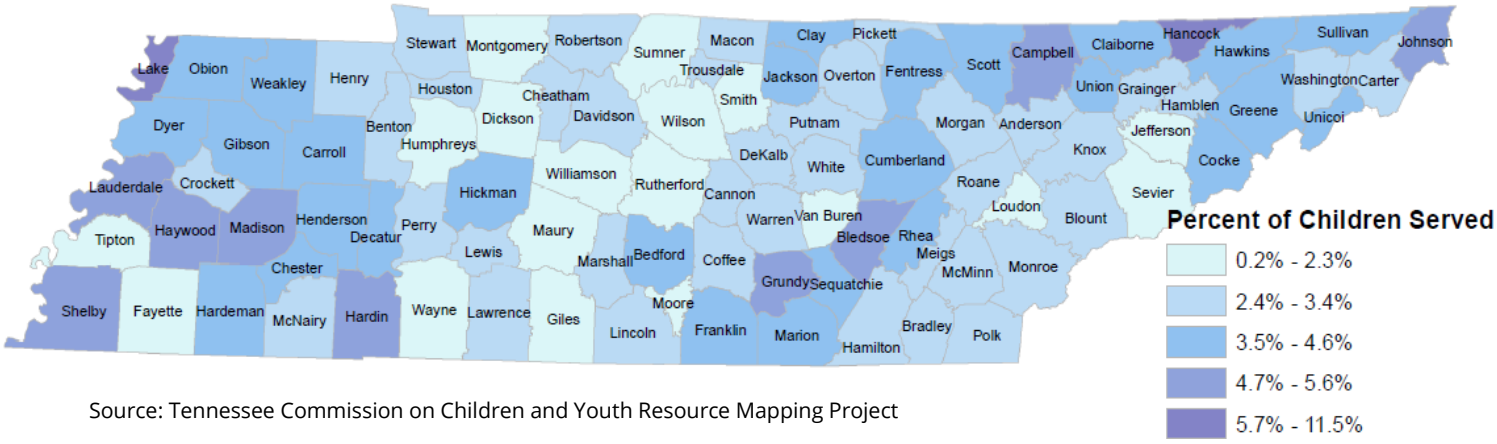
[16] https://www.governorsfoundation.org/enroll

Department of Human Services: Families First (TANF) and SNAP

Among the programs offered by the Department of Human Services to support vulnerable children and families is Families First, the state's Temporary Assistance for Needy Families (TANF) program, and Supplemental Nutrition Assistance Program (SNAP). Families First is a workforce development and employment program. It is temporary and has a primary focus on gaining self-sufficiency through employment. The Families First program helps participants reach this goal by providing transportation, child care assistance, education, job training, employment activities and other support services, including temporary cash assistance in limited circumstances. SNAP (formerly known as food stamps) provides nutritional assistance benefits to children and families, the elderly, the disabled, unemployed and working families.

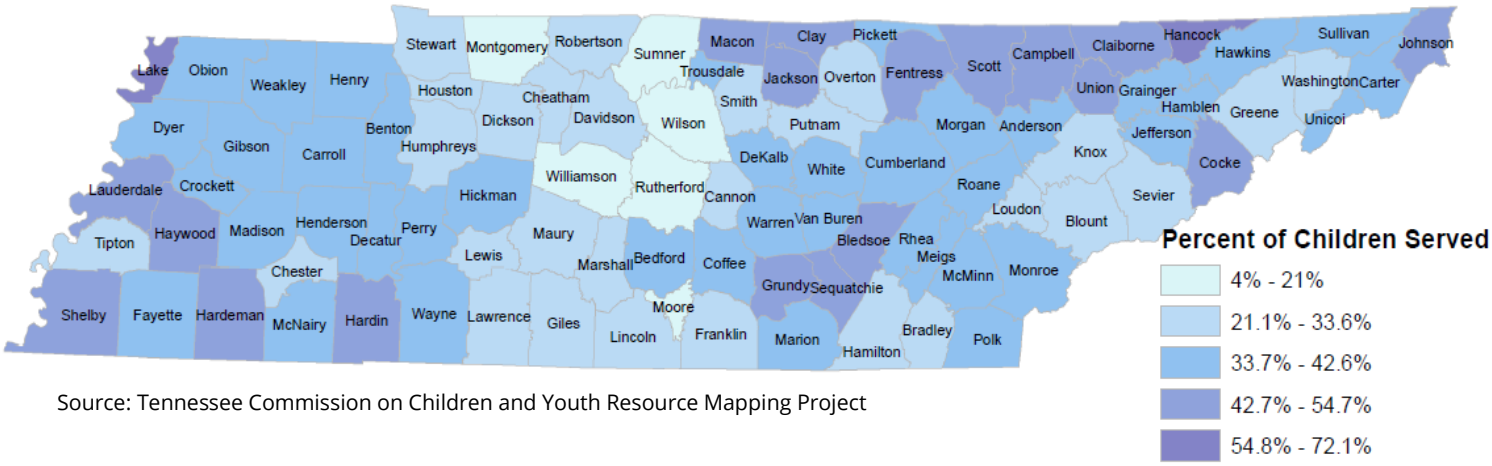
While the Department does not report expenditures per county for these programs, it does report the number of children served in each county. From that, the Resource Mapping Project has produced maps showing the percentage of children in each county who receive benefits from these programs. The amount of the benefits can vary greatly from family to family depending on individual circumstances.

Families First: Temporary Assistance for Needy Families (TANF)
Percent of Children in Each County Receiving Benefits, FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Supplemental Nutrition Assistance Program (SNAP)
Percent of Children in Each County Receiving Benefits, FY 2016-17

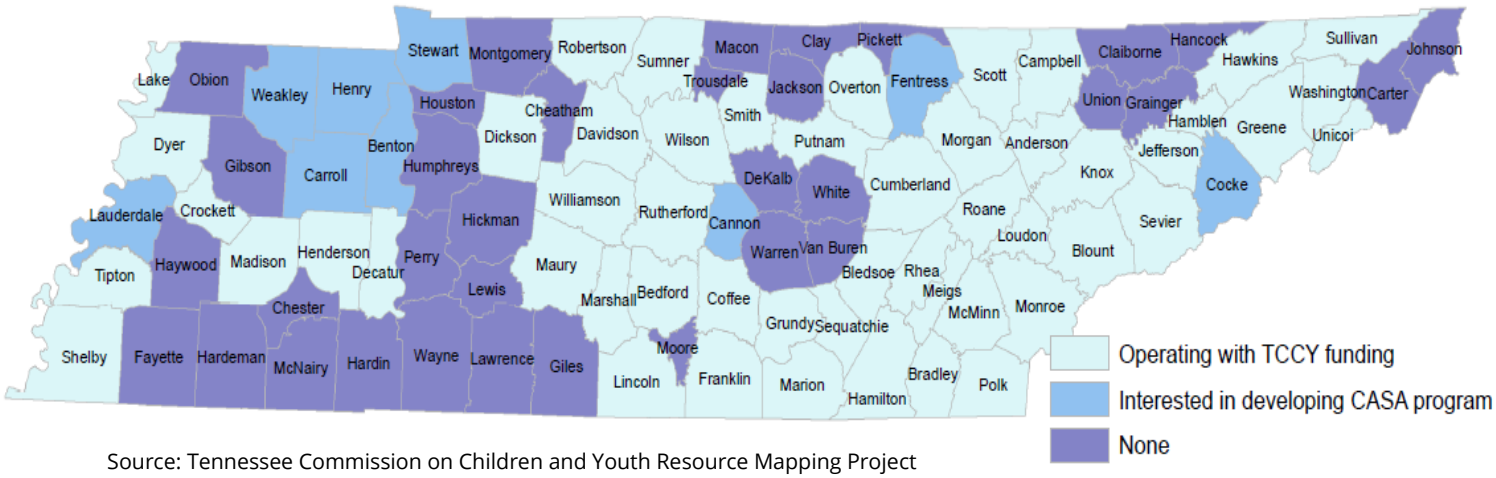


Source: Tennessee Commission on Children and Youth Resource Mapping Project

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.

Court Appointed Special Advocates (CASA)
Counties with Active CASA Programs, FY 2016-17

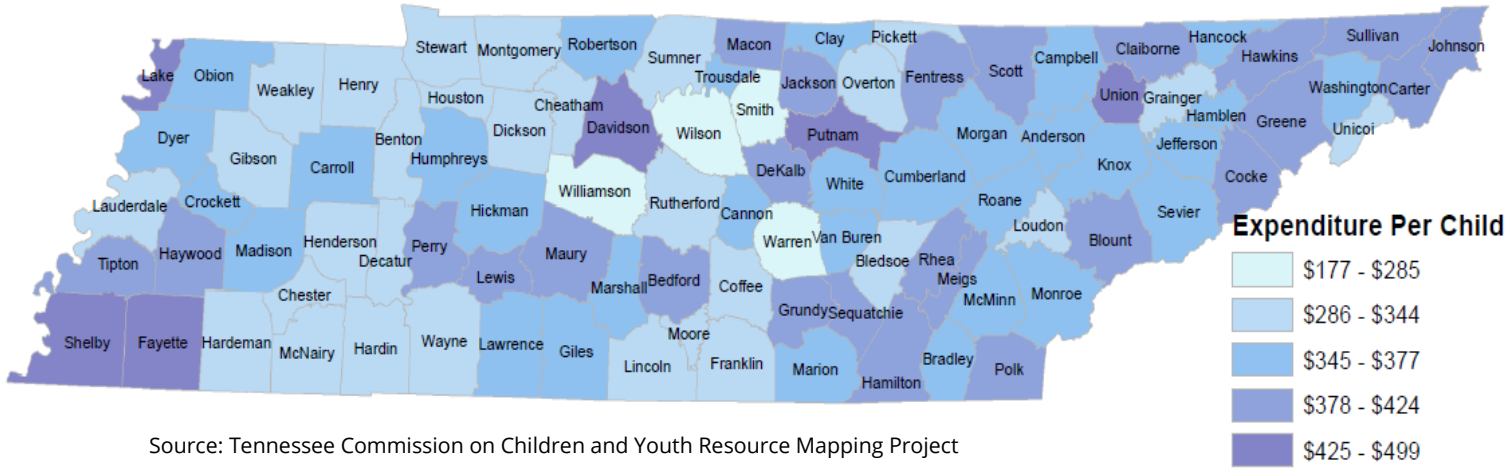


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: School Nutrition

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. All of these are combined in this map.

School Nutrition
Per-Child Expenditure for all Students, FY 2016-17



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Duplication of Services

Perhaps there were expectations the resource mapping process would uncover duplication in the provision of services to children and families in Tennessee. State departments and 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,[17] 23 percent of all Tennessee children and 26 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 for children 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 juvenile 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

[17] 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

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.

Resource Mapping FY 2016-17 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 2016-17 expenditures for children and families, 70 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 was fully funded by the federal government from 2014 through 2016, and then reduced slowly to 90 percent in 2020, where it is scheduled to stay. 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***[18] 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. The estimated impact on the Tennessee economy included:

- $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.[19]

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 estimates Tennessee's failure to expand Medicaid/TennCare could cost employers in the state between $48 million and $72 million in 2016.[20]

---

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

[19] 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/

[20] 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

After the General Assembly rejected Governor Haslam's Insure Tennessee plan, House Speaker Beth Harwell looked for another way to allow uninsured Tennesseans to access the federal Medicaid funds that had been set aside to provide them health insurance. She created the 3-Star Healthy Task Force to seek a more market-based approach. The task force put together a pilot program that focuses on uninsured veterans, behavioral health and substance abuse issues, some of the areas of greatest need in Tennessee. In the current climate in Washington, and with state elections coming this year, legislators appear to be taking a wait-and-see approach before deciding whether or not to submit the pilot to the Center for Medicare and Medicaid services for approval.

Other Funding Opportunities

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

A small number of federal funding streams are uncapped entitlements, meaning the state can draw down as many federal dollars as it can match. The exact amount the state must match is based on a ratio relative to the funding source. The largest source of uncapped funding is Medicaid, with a match rate of 65 percent Federal, 35 percent State in 2016-17. The other primary sources are Titles IV-B and IV-E child welfare funds. Matching rates are 75 percent Federal, 25 percent State for Title IV-B and 65 percent Federal, 35 percent State for Title IV-E. The Department of Children's Services has received approval for a Title IV-E waiver that enables the department to utilize 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 at lower costs for the state.

The Supplemental Nutrition Assistance Program (SNAP, commonly known as Food Stamps) has a 50-50 Federal-State matching rate for administrative funds, but Food Stamps 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.

However, 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 departments/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. The following are problems actually experienced that are deterrents to applying for funding:

- Duration of the grant is insufficient to justify time required to complete the application process.
- Department/agency does not have state funding to meet matching requirements.
- Department/agency does not have sufficient staff expertise to prepare the grant application.
- Department/agency does not have sufficient staff time to prepare the grant application.
- Award amounts are insufficient to justify the time required to complete the application process.
- The deadline for the submission of proposal is too short for proper planning.
- Existing infrastructure (excluding staff positions) could not support the new program and grant funds would not cover cost of creating new infrastructure.
- Existing staff could not support program and grant funds would not cover cost of additional staff.
- The grant would allow staff to be hired, but the department is unable to add additional positions or is concerned about the ability to add additional positions.
- Inability to recruit and hire staff to meet grant requirements due to non-competitive salaries in some job classifications.
- Time and challenges involved in getting approval to spend additional funding through the state process are a deterrent to pursuing funding.

A 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 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

Resource Mapping 2018 Advisory Group and Data Submission Staff

STATE OF TENNESSEE
9th Floor, Andrew Jackson Building
Nashville, Tennessee 37243-0800
(615) 741-2633 (FAX) 741-5956
1-800-264-0904

RESOURCE MAPPING ADVISORY GROUP and DATA SUBMISSION STAFF BY DEPARTMENT

Since the larger child-serving departments have several staff reporting, each has a main contact who coordinates. In those departments, that contact leads the list. Otherwise, department staff are listed alphabetically.

Administrative Office of the Courts

- Leslie Kinkead
- Lauren Tahash

Department of Agriculture

- Chris Fleming, Tennessee Farm Bureau

Department of Children's Services

- Cynthia Merritt
- Dhivya Ben
- Cyndi Chester
- Sophia Crawford
- Kerelynn Davis
- Mohamed El-Kaissy
- Mary Lyell
- Mary Meadors
- Virendra Patel
- Mary Rolando
- Sheri Strain
- Doug Swisher

Department of Correction

- Linda Booker
- Tim Oliver
- Tanya Washington

Dept of Economic and Community Development

- Wisty Pender
- Paul VanderMeer

Department of Education

- Tabatha Siddiqi
- George Amin
- Christy Ballard
- Barbara Bridges
- Melissa Canney
- Eve Carney
- Emily Carter
- Pat Conner
- Candace Cook
- Kim Daubenspeck
- Allison Davey
- Maryanne Durski
- Penny Griffith
- Wanda Harris
- Linda Hartbarger
- Nikki Kiene
- Jan Lanier
- Alyson Lerma
- Misty Moody
- Liz Newsome
- Geraldine Numbers
- Debbie Owens
- Lori Paisley
- Renee Palakovic
- Grace Palmer
- Sam Pearcy
- Gary X. Smith
- Brenda Staggs
- Jasmine Taylor
- Marci Tidwell
- Nakia Towns
- Belva Weathersby
- Janell Wood

Department of Environment and Conservation

- Nancy Dorman
- Laura Franklin
- Katie Wisniewski

Department of Health

- Janice E. Moore
- Randy Nations
- Valerie Oliver
- Alfredo Ramerez

Department of Human Services

- April Christie
- Carl Cullen
- Jason Goodrich
- Winfield Shiers
- Allette Vayda
- Latamera Woodley

Dept of Intellectual and Developmental Disabilities

- Jan Coatney
- Jeff E. Davis

Department of Labor and Workforce Development

- Briana Moore
- Nakeisha Ricks

Dept of Mental Health and Substance Abuse Services

- Don Walker
- Ellen Abbott
- Justine Bass
- Edwina Chappell
- Sarah Cooper
- Rich Cote
- Rob Cotterman
- Michael Davis
- Karen Edwards
- Jeff Feix
- Anthony Jackson
- Linda McCorkle
- Morenike Murphy
- Ellen Omohundro
- Xinqing Deng
- Tirrill Parker
- Lisa Ragan
- Debbie Shahla
- Taryn Sloss
- Melissa Sparks
- Heather Taylor-Griffith
- Matt Yancey

Department of Safety

- Sonya Hadley
- John Milliken

Department of Transportation

- Diana Benedict
- Laurie Clark

Governor's Books from Birth Foundation

- Theresa Carl
- Dean Hoskins

Governor's Children's Cabinet

- Jude White

Office of Criminal Justice Programs

- Susan French
- Korey Kemper

TennCare and CoverKids

- Crystal G. Allen

Tennessee Arts Commission

- Michelle McEwen
- Carol White

Tennessee Commission on Aging and Disability

- Tabitha Satterfield

Tennessee Commission on Children and Youth

- Linda O'Neal
- Sujit Das
- Rose Naccarato
- Sherry Snorton
- Vicki Taylor
- Zanira Whitfield

Tennessee State Museum

- Mary Jane Crockett-Green
- Ashley Howell
- Jai Sawlani
- J. Allen Staley
- Jeff Sellers

Tennessee General Assembly

- Roark Brown
- Representative Sherry Jones

Tennessee Higher Education Commission

- Tim Phelps
- Troy Grant

Tennessee Housing Development Agency

- Toni Shaw

Tennessee Wildlife Resources Agency

- Don Hosse
- Randy Huskey
- Melinda Raymond

UT Institute of Agriculture

- Richard Clark

Volunteer Tennessee

- Jim Snell

Appendix C

Primary Outcome Expenditures

Safe FY 2016-17 Expenditures				
Department/Agency	**State**	**Federal**	**Other**	**Total**
Administrative Office of the Courts	$5,000	$41,000	$0	$46,000
Department of Children's Services	$122,094,680	$120,518,450	$22,570	$242,635,700
Department of Correction	$182,071	$0	$0	$182,071
Department of Education	$8,013,622	$0	$0	$8,013,622
Department of Health	$19,165	$119,798	$0	$138,963
Department of Human Services	$0	$24,529,730	$0	$24,529,730
Dept of Mental Health and Substance Abuse Services	$19,694,136	$2,034,408	$0	$21,728,544
Department of Safety	$63,150	$0	$0	$63,150
Department of Transportation	$0	$2,000,000	$0	$2,000,000
Office of Criminal Justice Programs	$0	$9,527,790	$0	$9,527,790
Tennessee Commission on Children and Youth	$104,300	$44,611	$0	$148,911
Tennessee Wildlife Resources Agency	$0	$60,000	$0	$60,000
Total	**$150,176,124**	**$158,875,787**	**$22,570**	**$309,074,481**

Healthy FY 2016-17 Expenditures				
Department/Agency	**State**	**Federal**	**Other**	**Total**
CoverKids	$2,313,540	$150,358,093	$3,377,751	$156,049,384
Department of Children's Services	$12,130,375	$27,387,390	$0	$39,517,765
Department of Education	$15,535,800	$412,060,059	$0	$427,595,859
Department of Health	$48,360,427	$146,676,773	$50,478,364	$245,515,564
Dept of Mental Health and Substance Abuse Services	$1,605,541	$15,158,656	$536,129	$17,300,326
TennCare	$556,434,866	$1,032,607,215	$268,984,122	$1,858,026,203
Tennessee Commission on Children and Youth	$89,220	$88,879	$0	$178,099
Total	**$636,469,769**	**$1,784,337,065**	**$323,376,366**	**$2,744,183,200**

Educated FY 2016-17 Expenditures				
Department/Agency	**State**	**Federal**	**Other**	**Total**
CoverKids	$4,553,148	$20,371,905	$0	$24,925,053
Department of Agriculture	$0	$0	$55,000	$55,000
Department of Children's Services	$980,012	$390,000	$0	$1,370,012
Department of Correction	$124,400	$0	$0	$124,400
Department of Economic and Community Development	$5,700	$12,500	$0	$18,200
Department of Education	$133,635,197	$665,797,574	$112,676	$799,545,446
Department of Education : BEP	$4,404,030,000	$0	$0	$4,404,030,000
Department of Health	$211,631	$1,331,078	$0	$1,542,709
Dept of Mental Health and Substance Abuse Services	$381,230	$699,184	$0	$1,080,414
Department of Safety	$282,506	$0	$0	$282,506
Department of Transportation	$0	$982,305	$0	$982,305
Governor's Books from Birth Foundation	$3,924,800	$100,000	$0	$4,024,800
Tennessee Arts Commission	$760,796	$60,500	$3,911	$825,207
Tennessee Commission on Children and Youth	$1,072,238	$43,591	$100,000	$1,215,829
Tennessee Higher Education Commission	$20,933,945	$4,589,416	$0	$25,523,361
Tennessee State Museum	$862,647	$0	$0	$862,647
Volunteer TN	$0	$2,019,638	$548,658	$2,568,296
Total	**$4,571,758,249**	**$696,397,691**	**$820,245**	**$5,268,976,185**

Nurtured and Supported FY 2016-17 Expenditures				
Department/Agency	**State**	**Federal**	**Other**	**Total**
Administrative Office of the Courts	$12,880,506	$2,343,877	$199,389	$15,423,772
Commission on Aging and Disability	$0	$81,591	$0	$81,591
Department of Children's Services	$194,950,597	$149,184,071	$17,471,544	$361,606,212
Department of Education	$3,215,388	$2,421,869	$0	$5,637,257
Department of Human Services	$106,734,320	$1,010,769,984	$6,215,208	$1,123,719,512
Dept of Intellectual and Developmental Disabilities	$4,059,440	$0	$0	$4,059,440
Dept of Mental Health and Substance Abuse Services	$939,361	$2,081,574	$0	$3,020,935
Governor's Children's Cabinet	$198,290	$166,545	$0	$364,835
Tennessee Commission on Children and Youth	$2,198,097	$876,891	$28,253	$3,103,241
Tennessee Housing Development Agency	$0	$0	$500,000	$500,000
Total	**$325,175,999**	**$1,167,926,402**	**$24,414,394**	**$1,517,516,795**

Engaged FY 2016-17 Expenditures				
Department/Agency	**State**	**Federal**	**Other**	**Total**
Administrative Office of the Courts	$112,000	$0	$0	$112,000
Department of Environment and Conservation	$140,000	$0	$0	$140,000
Department of Labor and Workforce Development	$0	$13,278,018	$0	$13,278,018
Dept of Mental Health and Substance Abuse Services	$2,704,724	$88,612	$394,340	$3,187,676
Tennessee Arts Commission	$37,000	$0	$0	$37,000
UT Institute of Agriculture	$10,000,000	$0	$0	$10,000,000
Total	**$12,993,724**	**$13,366,630**	**$394,340**	**$26,754,694**

Appendix D

Federal Expenditures by State Agency and Federal Funding Source

Federal Funding Source	FY 14-15	FY 15-16	FY 16-17
Administrative Office of the Courts			
Juvenile Justice and Delinquency Prevention Act: Federal Formula Grant	$62,500	$25,000	$44,231
Public Health and Welfare Act: State Justice Institute Act of 1984	$0	$0	$41,000
Social Security Act	$3,190,005	$3,041,845	$2,299,646
Subtotal	**$3,252,505**	**$3,066,845**	**$2,384,877**
Commission on Aging and Disability			
Older Americans Act, Title III-E: National Family Caregiver Support	$72,167	$56,417	$81,591
Subtotal	**$72,167**	**$56,417**	**$81,591**
CoverKids			
Social Security Act, Title XXI - SCHIP	$118,634,444	$145,471,338	$170,729,998
Subtotal	**$118,634,444**	**$145,471,338**	**$170,729,998**
Department of Children's Services			
Carl D. Perkins Career & Tech. Education Act of 1998/2006	$46,000	$39,300	$10,616
Child Abuse Prevention and Treatment Act	$1,018,200	$1,264,400	$1,261,685
Children's Justice Act	$146,000	$103,200	$23,474
ESEA, Title I-A: Improving Academic Achievement of the Disadvantaged	$395,100	$231,800	$178,100
ESEA, Title II-A: High Quality Teachers and Principals	$800	$16,400	$0
IDEA, Part B: School Age Special Education	$649,400	$589,500	$660,200
Personal Responsibility Education Program	$908,500	$0	$0
National School Lunch Program, USDA 7, CFR 210 and 220	$395,300	$344,000	$297,672
Prison Rape Elimination Act	$124,900	$37,200	$0
Social Security Act,Title IV-B, Part 1: Stephanie Tubbs Jones Child Welfare Services	$9,226,400	$3,347,200	$6,402,727
Social Security Act,Title IV-B, Part 2: Promoting Safe and Stable Families	$7,878,600	$7,087,200	$8,927,685
Social Security Act, Title IV-E: Foster Care and Adoption Assistance	$94,495,100	$93,060,400	$102,812,533
Social Security Act, Title IV-E, Sec. 477: Chafee Foster Care Independence	$1,965,700	$2,531,900	$2,599,900
Social Security Act, Title XIX, Medicaid	$184,322,009	$196,667,200	$157,479,606
Social Security Act,Title XX-A: Social Services Block Grants	$20,369,100	$13,956,800	$16,825,713
Subtotal	**$321,941,109**	**$319,276,500**	**$297,479,911**
Department of Correction			
IDEA, Part B: School Age Special Education	$38,700	$0	$0
Title I of the ESEA: Improving Academic Achievement of the Disadvantaged	$130,200	$0	$0
Subtotal	**$168,900**	**$0**	**$0**
Department of Human Services			
Child Care Development Block Grant	$95,737,800	$77,121,520	$96,045,765
Child Nutrition Act	$79,595,800	$2,036,476	$1,595,451
Food and Nutrition Act	$851,663,160	$772,767,718	$739,638,830
National School Lunch Program: Child and Adult Care Food Program	$0	$72,823,811	$70,212,959
National School Lunch Program: Commodity Distribution	$0	$381,201	$0
National School Lunch Program: Summer Food	$0	$10,235,255	$12,493,034
Social Security Act, Title IV-A: Temporary Assistance for Needy Families (TANF)	$139,298,570	$76,371,895	$69,827,448
Social Security Act, Title IV-D of the SSA: Child Support Enforcement	$33,572,941	$42,995,606	$45,486,227
Social Security Act. Title XX: Social Services Block Grant	$297,200	$0	$0
Subtotal	**$1,200,165,471**	**$1,054,733,482**	**$1,035,299,714**

Federal Funding Source	FY 14-15	FY 15-16	FY 16-17
Department of Economic and Community Development			
Housing and Community Development Act Block Grant	$0	$0	$12,500
Subtotal	**$0**	**$0**	**$12,500**
Department of Labor and Workforce Development			
Workforce Innovation and Opportunity Act	$14,995,108	$15,695,645	$13,278,018
Subtotal	**$14,995,108**	**$15,695,645**	**$13,278,018**
Department of Education			
Carl D. Perkins Career & Tech. Education Act of 1998/2006	$17,059,738	$13,659,929	$22,236,838
ESEA, Title I-A: Improving Academic Achievement of the Disadvantaged	$268,144,286	$281,465,565	$299,883,293
ESEA, Title I-A, Section 1003(g): School Improvement Grants	$26,690,133	$19,341,585	$9,492,760
ESEA, Title I-D, part 1: Education Improvement for Neglected/Delinquent Youth	$545,828	$0	$0
ESEA, Title I-D, part 2: Youth Transition Services	$870,602	$1,011,597	$1,146,784
ESEA, Title I-G: Advanced Placement	$373,425	$281,028	$369,810
ESEA, Title II-A: High Quality Teachers and Principals	$38,316,089	$37,799,951	$37,772,828
ESEA, Title II-B: Math and Science Partnership	$3,186,406	$3,697,412	$3,371,248
ESEA, Title III-A: English Language Acquisition	$5,448,742	$5,120,097	$6,638,064
ESEA, Title IV-A: Safe and Drug Free Schools and Communities	$4,382,961	$0	$0
ESEA, Title IV-B: 21st Century Community Learning Centers	$25,529,028	$24,798,690	$24,089,528
ESEA, Title V-B: Public Charter Schools	$2,243,496	$0	$0
ESEA, Title VI-B: Rural Education Initiative	$4,499,061	$4,609,566	$4,625,667
ESEA, Title X-C: McKinney-Vento Homeless Education	$1,369,136	$1,274,112	$3,519,601
First to the Top	$3,551,961	$0	$0
IDEA, Part B: School Age Special Education	$240,413,842	$228,376,139	$242,625,145
IDEA, Part B, Sec. 619: Preschool Special Education	$6,414,293	$6,518,982	$6,015,311
IDEA, Part C: Infant and Toddler Special Education	$8,476,106	$8,027,170	$9.036,419
Improving Head Start for School Readiness Act	$0	$175,000	$175,000
Institute of Education Sciences Statewide, Longitudinal Data Systems Grant	$0	$66,548	$393,753
National School Lunch Program, USDA 7, CFR 210 and 220	$372,154,906	$403,885,980	$408,540,458
US Department of Education	$140,500	$164,265	$346,996
Subtotal	**$1,029,810,538**	**$1,040,273,616**	**$1,080,279,502**
Department of Mental Health and Substance Abuse Services			
US Department of Justice	$23,402	$19,176	$0
US Department of Health and Human Services	$28,748	$13,382	$23,640
Substance Abuse and Mental Health Service Administration	$7,313,762	$6,444,178	$5,808,998
Mental Health Block Grant	$7,113,357	$5,641,870	$5,434,645
Substance Abuse Prevention and Treatment Block Grant	$8,802,437	$7,333,191	$8,672,450
National Association of State Mental Health Program Directors	$187,429	$106,301	$122,701
Juvenile Justice and Delinquency Prevention Act: EUDL	$19,122	$37,121	$0
ESEA, Title I-A: Improving Academic Achievement of the Disadvantaged	$112,915	$0	$0
Subtotal	**$23,601,171**	**$19,595,219**	**$20,062,434**

Federal Funding Source	FY 14-15	FY 15-16	FY 16-17
Office of Criminal Justice Programs			
Edward Byrne Justice Assistance Grants	$470,127	$0	$0
Family Violence Prevention and Services Act	$2,930,957	$1,875,044	$0
Sexual Assault Services Program	$292,833	$0	$0
STOP Violence Against Women Formula Grants	$1,818,111	$0	$0
Victims of Crime Act (VOCA)	$7,301,460	$4,971,515	$9,527,790
Subtotal	**$12,813,488**	**$6,846,559**	**$9,527,790**
Department of Transportation			
National Highway Traffic Safety Administration	$1,180,462	$1,832,618	$982,305
Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users	$0	$0	$2,000,000
Subtotal	**$1,180,462**	**$1,832,618**	**$2,982,305**
Department of Health			
Affordable Care Act	$1,366,200	$0	$0
Child Nutrition Act: Commodity Supplemental Foods Program	Not Separated	$1,056,272	$1,022,246
Child Nutrition Act: WIC	$80,370,700	$108,337,069	$111,890,687
IDEA, Part B: School Age Special Education	$69,000	$0	$0
Public Health Service Act: Ebola Preparedness Program	Not Separated	$216,672	$0
Public Health Service Act: Bioterrorism Hospital Preparedness Program	Not Separated	$2,556,351	$3,118,589
Public Health Service Act: Childhood Lead Poisoning Grant	$0	$0	$219,887
Public Health Service Act: Core State Violence and Injury Prevention Program	Not Separated	$90,871	$55,000
Public Health Service Act: Family Planning Grant	$1,766,800	$811,747	$2,475,023
Public Health Service Act: HIV Core Surveillance	$871,900	$1,458,567	$881,941
Public Health Service Act: Immunizations And Vaccines For Children	Not Separated	$1,515,875	$2,519,572
Public Health Service Act: Newborn Hearing Screening	Not Separated	$229,828	$261,488
Public Health Service Act: Preventive Health and Health Services Block Grant	Not Separated	$408,912	$996,485
Public Health Service Act: Primary Care	Not Separated	$10,773,768	$460,527
Public Health Service Act: Public Health Emergencies	$3,136,800	$863,146	$0
Public Health Service Act: Rape Prevention Education	Not Separated	$461,947	$285,222
Public Health Service Act: Ryan White	$100	$26,000	$227,731
Public Health Service Act: Sexually Transmitted Disease Prevention	Not Separated	$570,217	$420,600
Public Health Service Act: Tobacco Control	Not Separated	$256,752	$430,417
Public Health Service Act: Traumatic Brain Injury	Not Separated	$9,976	$81,165
Public Health Service Act: Tuberculosis Control	Not Separated	$222,535	$381,514
Public Health Service Act, Subchapter II: General Powers and Duties	$4,346,500	Separated	Separated
Public Health Service Act, Subchapter XVII: Block Grants	$2,184,900	Separated	Separated
Social Security Act, Title V: Maternal and Child Health	$6,244,800	$8,582,392	$7,857,229
Social Security Act, Title XIX, Medicaid	$16,816,700	$6,824,119	$14,542,326
Subtotal	**$117,174,400**	**$145,273,016**	**$148,127,649**
Governor's Books From Birth Foundation			
Appalachian Regional Commission Grant	$100,000	$100,000	$100,000
Subtotal	**$100,000**	**$100,000**	**$100,000**

Federal Funding Source	FY 14-15	FY 15-16	FY 16-17
Governor's Children's Cabinet for kidcentraltn.com			
Child Care and Development Block Grant	Not Separated	$41,660	$41,660
Elementary and Secondary Education Act, Title IV: 21st CCLC	Not Separated	$3,300	$3,300
IDEA, Part B: School Age Special Education	Not Separated	$15,000	$15,000
Social Security Act, Title V: Maternal and Child Health	Not Separated	$41,660	$44,035
Social Security Act, Title XIX, Medicaid	Not Separated	$20,830	$20,830
Substance Abuse and Mental Health Service Admin	Not Separated	$41,660	$41,660
Subtotal	**$0**	**$164,110**	**$166,545**
TennCare			
Social Security Act, Title XIX: Medicaid	$1,102,553,131	$1,150,545,815	$1,032,607,215
Subtotal	**$1,102,553,131**	**$1,150,545,815**	**$1,032,607,215**
Tennessee Higher Education Commission			
GEAR UP Grant	$4,227,183	$4,501,361	$4,589,416
Subtotal	**$4,227,183**	**$4,501,361**	**$4,589,416**
Tennessee Arts Commission			
National Endowment for the Arts	$65,400	$60,200	$60,500
Subtotal	**$65,400**	**$60,200**	**$60,500**
Tennessee Commission on Children and Youth			
Juvenile Justice and Delinquency Prevention Act: EUDL	$0	$2,146	$0
Juvenile Justice and Delinquency Prevention Act: Federal Formula Grant	$404,644	$672,173	$851,496
Juvenile Justice and Delinquency Prevention Act: JABG	$335,215	$121,547	$20,465
Juvenile Justice and Delinquency Prevention Act: Title V	$6,686	$0	$0
SAMHSA: Interdepartmental from MHSAS	$45,208	$45,208	$43,591
Social Security Act, Title V: Maternal and Child Health	$0	$78,333	$138,420
Subtotal	**$791,752**	**$919,406**	**$1,053,972**
Tennessee Wildlife Resources Agency			
Pittman-Robertson Act of 1937	$147,990	$200,000	$60,000
Subtotal	**$147,990**	**$200,000**	**$60,000**
UT Institute of Agriculture			
Smith-Lever Act of 1914	$2,601,084	$2,491,220	$0
Subtotal	**$2,601,084**	**$2,491,220**	**$0**
Volunteer TN			
Corp. for National and Community Service - AmeriCorps	$2,552,717	$1,756,323	$2,019,638
Subtotal	**$2,552,717**	**$1,756,323**	**$2,019,638**
Total	**$3,956,849,021**	**$3,912,859,690**	**$3,820,903,575**

Source: Tennessee Commission and Youth Resource Mapping Project