



Resource Map of Expenditures for Tennessee Children

**Tennessee Commission on Children and Youth
Annual Report – April 2017**



STATE OF TENNESSEE
TENNESSEE COMMISSION ON CHILDREN AND YOUTH

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TO: Members of the Tennessee General Assembly
FROM: Linda O'Neal, Executive Director
DATE: April 13, 2017
RE: *Resource Mapping 2017 Report*

In accordance with 2008 Public Chapter 1197, codified as TCA 37-3-116, which is included in this report as Appendix A, attached please find the *Resource Mapping 2017 Report* of federal and state expenditures for services for Tennessee children. This report includes data for FY 2015-16.

TCCY appreciates the assistance of the many staff across state government who made the collection of data for the *Resource Mapping 2017 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. Departments that actually spend the funds report them to avoid double-counting. The data reporters in these departments are not always aware of the mix of fund sources that have been transferred to them. Resource Mapping tries to classify funds by their original source. 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, the state's one-stop website clearinghouse for information and services for children and families. 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.

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Resource Mapping 2017

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) 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 and become productive citizens and enable children to 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 helping to reduce child abuse and involvement with child welfare and juvenile justice systems.

Lately there has been much discussion about the value of prevention in our country and state. Some people believe we should do more to prevent problems before they occur; instead of postponing our response to fiscal and other problems, we should use our resources today to prevent them from becoming worse. Maintaining these partnerships, services and supports is essential for preventing problems from escalating and for maintaining Tennessee’s overall quality of life. Eroding the foundation of partnerships that support children and families not only results in a loss of essential services and supports, it further contributes to overall economic distress in the state, with loss of jobs for the thousands of Tennesseans employed to provide these necessary services. The contributions of these employees are not only to those served; their salaries have a large multiplier effect that is vital to the strength of the state’s economy.

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's ACEs Initiative (BSB)* 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, live a healthy life, and contribute to the state's future prosperity – our communities, our workforce, and our civic life.

The *BSB* 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 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 (36th) ever in the 2014 and 2015 Annie E. Casey Foundation's *KIDS COUNT Data Books*. Though Tennessee slipped to 38th in 2016, the state's ranking in the two previous years 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 2015-16, federal expenditures accounted a significant portion of all dollars spent on children through the Tennessee state budget (40 percent). 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.

Over the nine 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 for this purpose. The BEP is the largest single category of expenditures for children and is entirely funded by state dollars. State BEP funding has steadily risen with increases in the amount generated by the formula each year. 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 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 over \$275 million in FY 2015-16.

Over 40 percent of all expenditures for children in FY 2015-16 were federal dollars. When required matching and maintenance of effort (MOE) dollars for agencies that provide the major federally funded services to children and youth are considered, reliance on federal funding is even more apparent. *Excluding* the BEP, almost three of every four dollars spent on services for Tennessee children and families in FY 2015-16 were from federal funding sources. State funding accounted for 24 percent of all non-BEP expenditures in FY 2015-16. Excluding the BEP, almost nine of every 10 dollars in the state budget for children—88 percent—in FY 2015-16 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 \$9.8 billion spent to educate Tennessee children in FY 2015-16.

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’s ACEs Initiative 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 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 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 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, has put the Affordable Care Act’s future into question. Legislators appear to be taking a wait-and-see approach before

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

deciding whether or not to submit the pilot to the Center for Medicare and Medicaid services for approval.²

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 who have 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 balance sheets. Medical bills from

² <http://www.nashvillepost.com/politics/state-government/article/20841562/is-3star-healthy-task-force-done>

treatment of catastrophic illness or injury are among the leading causes of personal bankruptcy in Tennessee. Insurance coverage provides financial assistance to low-income families so that medical bills do not leave them destitute and unable to save and invest in the 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.

Resource Mapping FY 2015-16 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 2015-16

Number of Agencies	27
Number of Data Records	5,129
Number of Children Served, with duplicates	21,827,237
Total Expenditures	\$9,803,699,455

Source: Tennessee Commission on Children and Youth Resource Mapping Project

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 959,562 children served by the Basic Education Program (BEP), which funds all K-12 students in public schools. The Department also lists 8,598,221 K-12 students served by its other programs. When the two are totaled, the Department of Education has reported serving almost 10 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 21,827,237 for FY 2015-16.

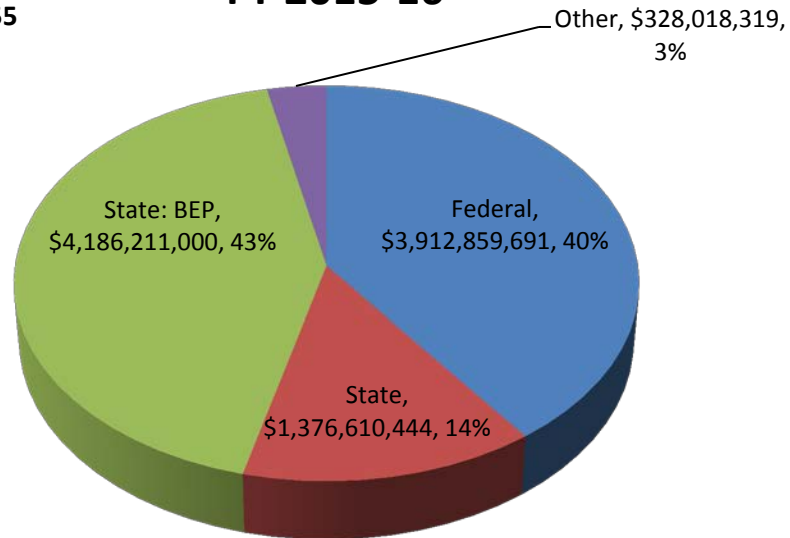
Data systems in Tennessee are currently inadequate to precisely track the estimated 1.5 million children across multiple services and across departments/agencies. They also do not tell us whether the children receiving services had one or multiple contacts with each program reporting them.

The number of programs in this report and last year's report 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 5,129 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. In addition, the total number of departments reporting has increased by one since last year, as Tennessee Housing Development Agency programs for youth in Extended Foster Care were added.

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 2015-16). State funding accounted for 24 percent of all non-BEP expenditures in FY 2015-16.

Total Expenditures by Source FY 2015-16

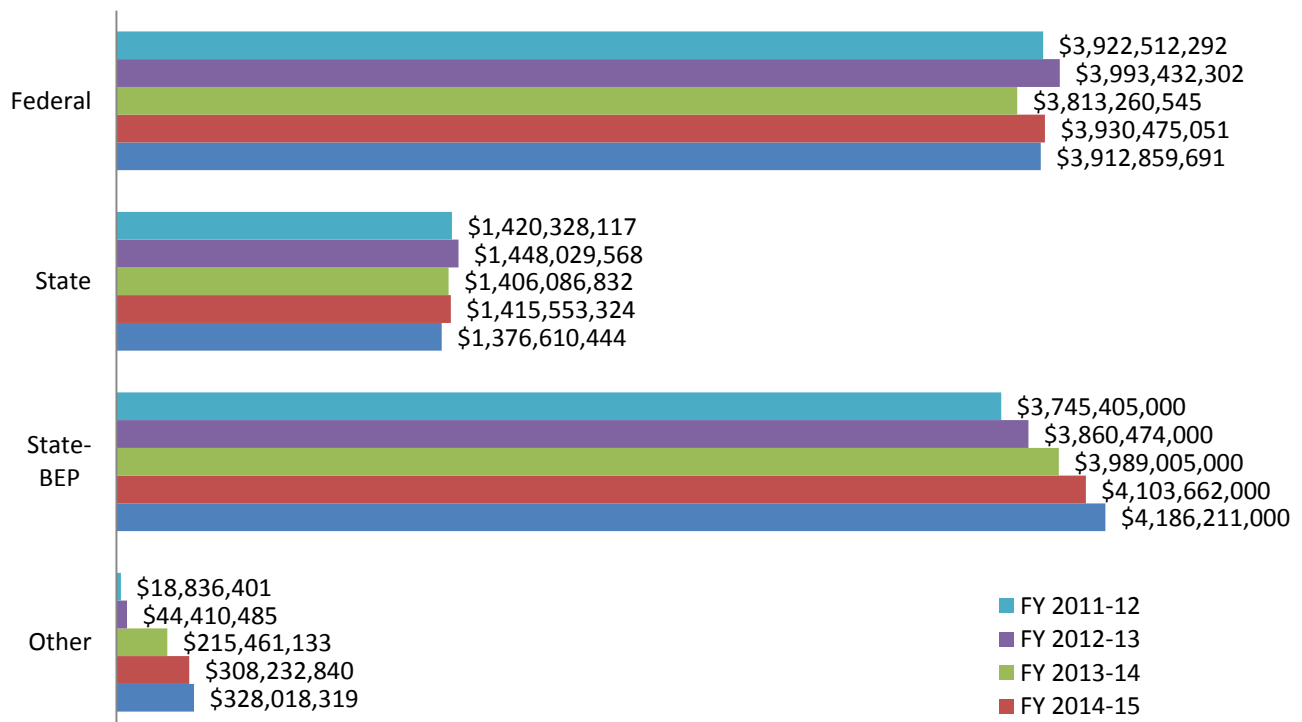
Total: \$9,803,699,455



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Total Expenditures by Source

FY 2011-12, FY 2012-13, FY 2013-14, FY 2014-15 and FY 2015-16



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Expenditures by State Agency and Funding Source FY 2015-16

	State	Federal	Other	Total
Administrative Office of the Courts	\$12,219,023	\$3,066,845	\$0	\$15,285,868
Commission on Aging and Disability	\$6,269	\$56,417	\$0	\$62,686
CoverKids	\$8,429,729	\$145,471,338	\$3,071,673	\$156,972,740
Department of Agriculture	\$55,000	\$0	\$200,000	\$255,000
Department of Children's Services	\$360,062,031	\$319,276,500	\$20,202,500	\$699,541,031
Department of Correction	\$389,253	\$0	\$0	\$389,253
Department of Education	\$158,688,872	\$1,040,273,616	\$0	\$1,198,962,488
Department of Education : BEP	\$4,186,211,000	\$0	\$0	\$4,186,211,000
Department of Environment and Conservation	\$140,000	\$0	\$0	\$140,000
Department of Health	\$47,805,357	\$145,273,017	\$52,078,422	\$245,156,796
Department of Human Services	\$103,755,422	\$1,054,733,482	\$6,083,799	\$1,164,572,703
Department of Intellectual and Developmental Disabilities	\$3,764,208	\$0	\$0	\$3,764,208
Department of Labor and Workforce Development	\$0	\$15,695,645	\$0	\$15,695,645
Department of Mental Health and Substance Abuse Services	\$27,578,578	\$19,595,219	\$1,277,931	\$48,451,728
Department of Safety	\$284,717	\$0	\$0	\$284,717
Department of Transportation	\$0	\$1,832,618	\$0	\$1,832,618
Governor's Books from Birth Foundation	\$3,354,100	\$100,000	\$0	\$3,454,100
Governor's Children's Cabinet	\$195,790	\$164,110	\$0	\$359,900
Office of Criminal Justice Programs	\$165,000	\$6,846,559	\$0	\$7,011,559
TennCare	\$618,572,068	\$1,150,545,815	\$241,432,494	\$2,010,550,377
Tennessee Arts Commission	\$716,117	\$60,200	\$0	\$776,317
Tennessee Commission on Children and Youth	\$3,064,800	\$919,406	\$123,044	\$4,107,250
Tennessee Higher Education Commission	\$15,919,839	\$4,501,361		\$20,421,200
Tennessee Housing Development Agency	\$0	\$0	\$562,901	\$562,901
Tennessee State Museum	\$703,822	\$0	\$0	\$703,822
Tennessee Wildlife Resources Agency	\$0	\$200,000	\$0	\$200,000
UT Institute of Agriculture	\$10,740,450	\$2,491,220	\$2,428,487	\$15,660,157
Volunteer TN	\$0	\$1,756,323	\$557,068	\$2,313,391
Grand Total	\$5,562,821,444	\$3,912,859,691	\$328,018,319	\$9,803,699,455

Source: Tennessee Commission and Youth Resource Mapping Project

Changes in Non-BEP State Expenditures

Non-BEP state spending on children for FY 2015-16 is down just over three and a half percent compared to FY 2014-15, with the bulk of the decline coming from the Department of Children's Services and CoverKids. There has been some shift in state spending among agencies.

CoverKids has a large state dollar decline because it was the first full year of implementation of a provision from the Affordable Care Act (ACA) that increased the federal match for Children's Health Insurance Programs (CHIPs) by over 20 percentage points. CoverKids is now overwhelmingly covered by federal dollars, with only about five percent of the expenditures coming from state funds.

The Department of Children's Services (DCS) state expenditure decreases were across programs, with no particular programs standing out. Overall, the number of children served by DCS was down almost four percent from the previous year, which likely explains most of the decrease. Federal funds for DCS were down by less than one percent, so the state received more of the benefit from the smaller number of children served.

TennCare had the largest dollar increase in state expenditures for children, likely because continued implementation of the Affordable Care Act led more families who qualify for Medicaid to apply. The percentage increase in state dollars is less than three, while the reported number of children served increased by almost four percent.

The Department of Human Services had the next largest state dollar increase, which is more than explained by a \$14 million increase in the state's Child Support Enforcement efforts. The same program utilized almost \$10 million more in federal funds than in the previous fiscal year as well.

While the dollar difference is not as large, the Tennessee Wildlife Resources Agency (TWRA) reported the largest percentage decline in state expenditures on children's programs. The TWRA reports their hunter safety education program for youth is fully funded by federal dollars with an in-kind state match provided in volunteer hours. The department previously valued its volunteer hours as state spending, but is no longer reporting them that way to be more consistent with other departments.

CoverKids had the second-highest percentage decline, as discussed above. Just behind them was the Office of Criminal Justice Programs (OCJP). Most of the programs OCJP reports are supported by federal grants. The only program it reports for children and youth with any state dollar support is the Governor's Methamphetamine Initiative, which had a decline of over 60 percent, reflecting about \$270,000.

The largest percentage increase in reported state dollars was in the Governor's Children's Cabinet and reflects new reporting rather than new spending. In past years, kidcentraltn.com was not reported because its funding is divided among six child-serving departments that considered it a transfer of funds that should be reported by the receiving agency because interdepartmental transfers are reported by the recipient to avoid double counting. In the case of kidcentraltn.com, services are provided by a non-governmental vendor, so no one was reporting the data. We have placed it in the Governor's Children's Cabinet because that office provides administrative support and program promotion.

The second-largest percentage increase in reported state dollars was for the Department of Correction (DOC), which is tasked with providing housing and educational services to juvenile offenders who have been sentenced as adults. Changes are mostly driven by the number of juveniles in DOC in a given year.

Non-BEP State Expenditures by Agency
FY 2014-15 and FY 2015-16

Agency	FY 2014-15	FY 2015-16	Dollar Change FY 2014-15 to FY 2015-16	Percent Change FY 2014-15 to FY 2015-16
Administrative Office of the Courts	\$10,186,853	\$12,219,023	\$2,032,170	19.95%
Commission on Aging and Disability	\$8,019	\$6,269	(\$1,750)	-21.82%
CoverKids	\$38,427,258	\$8,429,729	(\$29,997,529)	-78.06%
Department of Agriculture	\$55,000	\$55,000	\$0	0.00%
Department of Children's Services	\$415,858,091	\$360,062,031	(\$55,796,060)	-13.42%
Department of Correction	\$240,330	\$389,253	\$148,923	61.97%
Department of Education	\$160,697,400	\$158,688,872	(\$2,008,528)	-1.25%
Department of Environment and Conservation	\$141,600	\$140,000	(\$1,600)	-1.13%
Department of Health	\$54,705,600	\$47,805,357	(\$6,900,243)	-12.61%
Department of Human Services	\$90,986,399	\$103,755,422	\$12,769,023	14.03%
Dept. of Intellectual and Developmental Disabilities	\$3,472,874	\$3,764,208	\$291,334	8.39%
Dept. of Mental Health and Substance Abuse Services	\$30,407,180	\$27,578,578	(\$2,828,602)	-9.30%
Department of Safety	\$305,096	\$284,717	(\$20,379)	-6.68%
Governor's Books from Birth Foundation	\$3,104,100	\$3,354,100	\$250,000	8.05%
Governor's Children's Cabinet	\$108,000	\$195,790	\$87,790	81.29%
Office of Criminal Justice Programs	\$435,665	\$165,000	(\$270,665)	-62.13%
TennCare	\$592,142,209	\$618,572,068	\$26,429,859	4.46%
Tennessee Arts Commission	\$888,345	\$716,117	(\$172,228)	-19.39%
Tennessee Commission on Children and Youth	\$2,811,131	\$3,064,800	\$253,669	9.02%
Tennessee Higher Education Commission	\$12,630,700	\$15,919,839	\$3,289,139	26.04%
Tennessee State Museum	\$826,145	\$703,822	(\$122,323)	-14.81%
Tennessee Wildlife Resources Agency	\$142,613	\$0	(\$142,613)	-100.00%
UT Institute of Agriculture	\$9,603,417	\$10,740,450	\$1,137,033	11.84%
Total	\$1,428,184,024	\$1,376,610,444	(\$51,573,580)	-3.61%

Source: Tennessee Commission on Children and Youth Resource Mapping Project

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 2015-16). State funding accounted for 24 percent of all non-BEP expenditures in FY 2015-16. 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—88 percent—in FY 2015-16 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?

Child-Serving Agency	Percent of Child-Serving Program Expenditures that are Federal Funds	Children Served (Those served by multiple programs are counted under each)
Department of Labor and Workforce Development	100%	3,594
Department of Transportation	100%	258,000
Tennessee Wildlife Resources Agency	100%	12,000
Office of Criminal Justice Programs	98%	18,000
CoverKids	93%	355,965
Department of Human Services	91%	1,306,536
Commission on Aging and Disability	90%	114
Department of Education without BEP	87%	8,598,221
Volunteer TN	76%	53,423
Department of Health	59%	2,129,657
TennCare	57%	2,405,354
Department of Children's Services	46%	217,791
Governor's Children's Cabinet (including kidcentraltn.com)	46%	237,000
Department of Mental Health and Substance Abuse Services	40%	4,238,999
Tennessee Commission on Children and Youth	22%	11,140
Tennessee Higher Education Commission	22%	38,672
Administrative Office of the Courts	20%	153,074
Department of Education with BEP	19%	9,557,783
UT Institute of Agriculture	16%	176,232
Tennessee Arts Commission	8%	148,999
Governor's Books from Birth Foundation	3%	254,780
Department of Agriculture	0%	60,000
Department of Correction	0%	26
Department of Environment and Conservation	0%	39,958
Department of Intellectual and Developmental Disabilities	0%	2,616
Department of Safety	0%	83,642
Tennessee Housing Development Agency	0%	10
Tennessee State Museum	0%	63,872
All Departments	40%	21,827,237

In the table on the previous 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 (DCS and DMHSAS) are 40 percent or more federally funded.

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 a block grant 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 (EPSDT) for children, and the accompanying requirements to provide services children need to thrive and reach their potential.

Last month, President Trump released his budget blueprint (the so-called "skinny budget") 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 of funding. 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.

Federal budgets must begin in the House of Representatives and President Trump and Speaker Paul Ryan will set priorities together. Ryan has 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 the upcoming federal budget negotiations*. The sources and amounts of federal funds each department receives are listed in Appendix D.

The "skinny budget" eliminates some critical funding in the Department of Education. Funds granted to states under Title II of the Elementary and Secondary Education Act (ESEA), Title IV funds provided for 21st Century Community Learning Centers, Title I School Improvement Grants, and GEAR UP college-readiness funds have been proposed for elimination. In general, Title II supports teacher training and class size reduction, but there is some flexibility in the use of Title II funds, making the effectiveness of supported programs nationally hard to measure. In Tennessee in FY2015-16, over \$36 million in Title II funds were granted directly to Local Education Agencies (LEAs) for professional development and teacher recruitment and retention programs. Nearly \$4 million supported "high need" districts' math and science partnership programs, as well as education programs in Youth Development Centers.

Loss of funding for 21st Century Community Learning Centers would adversely impact the availability of afterschool programs in Tennessee. These programs provide important opportunities for students to develop cognitive, social and emotional skills in a safe, stable, nurturing environment where they learn to work in teams and engage in activities that help them succeed in school and in

life. In FY 2015-16, 21st Century Community Learning Centers served nearly 30,000 students in 72 Tennessee school districts. Tennessee awarded over \$19 million in School Improvement Grants in FY 2015-16 to raise achievement in the state's lowest-performing schools, with the largest grants going to Shelby County and the Achievement School District to support programs in priority schools.

The Tennessee Higher Education Commission administers GEAR UP grants. "GEAR UP TN funds sub-grants to 15 GEAR UP TN Collaboratives across the state and provides direct services in 88 schools. The program is structured to serve approximately 7,500 students in the Class of 2018, currently in 9th grade, and 5,000 seniors in GEAR UP TN high schools each year. The Class of 2018 cohort began receiving services in 7th grade and will continue to be served by the program through their first year of postsecondary education. Direct services provided to students and their families include academic support, mentoring, advising, college and job site visits, family engagement, financial aid counseling, and personalized college planning sessions. Sub-grant funding also provides for professional development for teachers, counselors, and school administration on best practices for expanding and sustaining a college access culture."³

GEAR UP is one of a group of programs supporting low-income, first generation, and disabled college students that have been proposed for elimination. Though tuition support programs go to college students and are not covered in Resource Mapping, they are an important funding source for Tennessee Promise, through which the state serves as the last resort funder for students to attend community college or technical school. Supplemental Educational Opportunity Grants, Federal Work-Study, and TRIO grants are among the funds that the state, as last resort funder, would have to replace if the federal government stops granting them. Pell Grant reserves were also targeted despite the fact the House Education and Workforce Committee states that the program will need the reserves by 2021 in order to maintain awards at current levels.⁴

The Resource Mapping project only counts expenditures from funds that flow through the state budget. Several additional programs that receive federal funds directly or through cities are also at risk. Governor's Books from Birth is the only program included in this report that receives funds from the Appalachian Regional Commission (ARC), but 53 Tennessee counties are included in the Commission's service area. By its own description, "each year ARC provides funding for several hundred investments in the Appalachian Region, in areas such as business development, education and job training, telecommunications, infrastructure, community development, housing, and transportation. These projects create thousands of new jobs; improve local water and sewer systems; increase school readiness; expand access to health care; assist local communities with strategic planning; and provide technical and managerial assistance to emerging businesses."⁵ The President's "skinny budget" proposes eliminating Appalachian Regional Commission funding.

Also proposed for elimination is the Delta Regional Authority, which supports several economic development programs in West Tennessee counties. Community Development Block Grants were targeted for elimination as well, and they provide funding in Tennessee for, among other things, youth programs, job training, mental health programs, down payment and mortgage assistance for veterans, and programs for the disabled. The National Endowment for the Arts funds several arts

³ <https://www.tn.gov/gearuptn/section/about>

⁴ https://edworkforce.house.gov/uploadedfiles/budget_views_and_estimates_for_fiscal_year_2018_-_final.pdf

⁵ https://www.arc.gov/program_areas/index.asp

education programs in Tennessee, including programs for students through the Tennessee Arts Commission, the Tennessee Shakespeare Company, and multiple city and community arts and theater programs.

The Institute for Museum and Library Services is also proposed for elimination. It provides substantial, sometimes ongoing grant support to the Tennessee State Library and Archives, as well as public libraries and university libraries across the state. It also supports museums, including The Hermitage, the Lorraine Civil Rights Museum and the Frist Center for the Visual Arts, as well as children's museums, Adventure/Discovery Centers, aquariums and zoos across the state. The Neighborhood Reinvestment Corporation (NRC) would also be eliminated. The NRC invested over \$125 million in Tennessee projects in FY 2015-16 alone, in addition to providing foreclosure counseling and legal advice to homeowners. Tennessee ranked tenth in the number of rural homeowners receiving foreclosure counseling last year.⁶ Funding for the Public Broadcasting Service was recommended for elimination, adversely impacting all its children's programming.

In all, 19 independent agencies and at least 61 programs in federal agencies were proposed for elimination.⁷ This report has only scraped the surface of the services Tennesseans would lose if this budget blueprint becomes a reality. The common denominator of most of these programs is that they provide services for poor and underserved communities, as well as infrastructure and business investment for rural communities. Every year WalletHub ranks states by their dependency on federal funds. Tennessee ranked eighth overall in 2016, and the state government ranked third.⁸ The most federally-dependent states are rural and primarily in the southeast.

A child that grows up in a household in the bottom fifth of income levels in Tennessee has less than a 10 percent chance of reaching the top fifth anywhere in the state, with chances as low as 2.6 percent in some parts of West Tennessee.⁹ With a legacy of poverty and low wages, these areas need federal funds to invest in children, families, and communities to support economic mobility and quality of life. The path out of poverty does not go through losing your health insurance, attending an overcrowded, underfunded school, finding yourself unable to afford college, or losing yourself or someone you love to an opioid addiction.

Anyone with children can tell you that parenting is a stressful occupation. Problems like mental illness, domestic violence and addiction can and do occur at every income level, but they are more common in high poverty areas because they are exacerbated by stress. These and other adverse childhood experiences (ACEs) alter brain development in ways that prioritize alertness to danger and short-term survival and make long-range thinking and planning more challenging. Children with more ACEs are more likely to experience mental health issues, fall into substance abuse, have contact with the juvenile justice system, be unemployed, or commit suicide. They are less likely to graduate from high school and more likely to become a teen parent. From a public health perspective, we have a problem negatively impacting a substantial portion of our population, and we need to try to prevent or mitigate it or it is going to cost us more money down the road in lost

⁶ http://www.neighborworks.org/Documents/HomeandFinance_Docs/Foreclosure_Docs/NFMC_Docs/Congressional-Repts/2017-NFMC-CR-14-Report.aspx

⁷ https://www.bloomberg.com/graphics/2017-trump-budget/?utm_content=graphics&utm_campaign=socialflow-organic&utm_source=twitter&utm_medium=social&cmpid%3D=socialflow-twitter-graphics

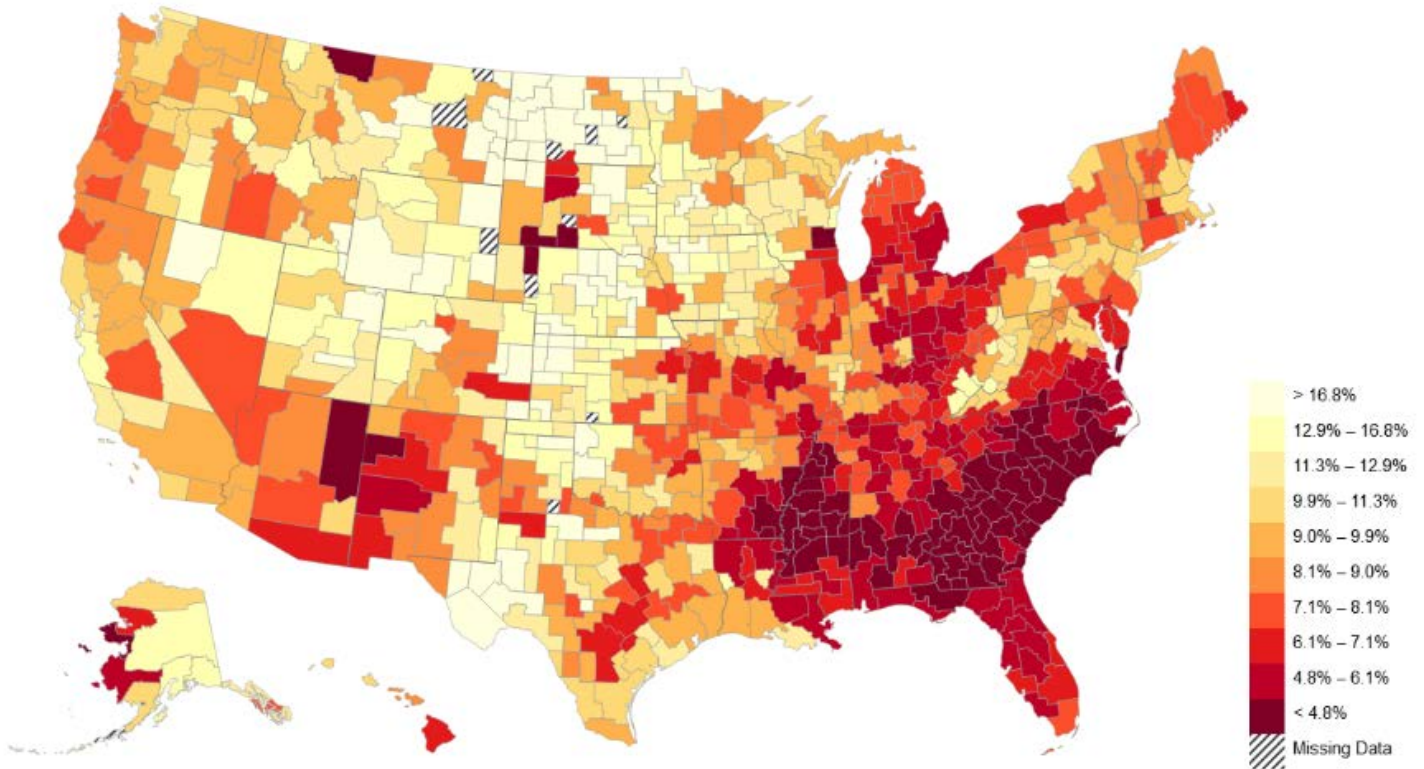
⁸ <https://wallethub.com/edu/states-most-least-dependent-on-the-federal-government/2700/>

⁹ The top fifth is defined as a household income of \$70,000 by age 30 or \$100,000 by age 45. http://www.nytimes.com/2013/07/22/business/in-climbing-income-ladder-location-matters.html?_r=4&pagewanted=all&#map-search

productivity, in health care and disability expenses, and in the length and quality of life of our citizens.

The Geography of Upward Mobility in America

Children's Chances of Reaching Top 20% of Income Distribution Given Parents in Bottom 20%



<http://www.equality-of-opportunity.org/neighborhoods/>

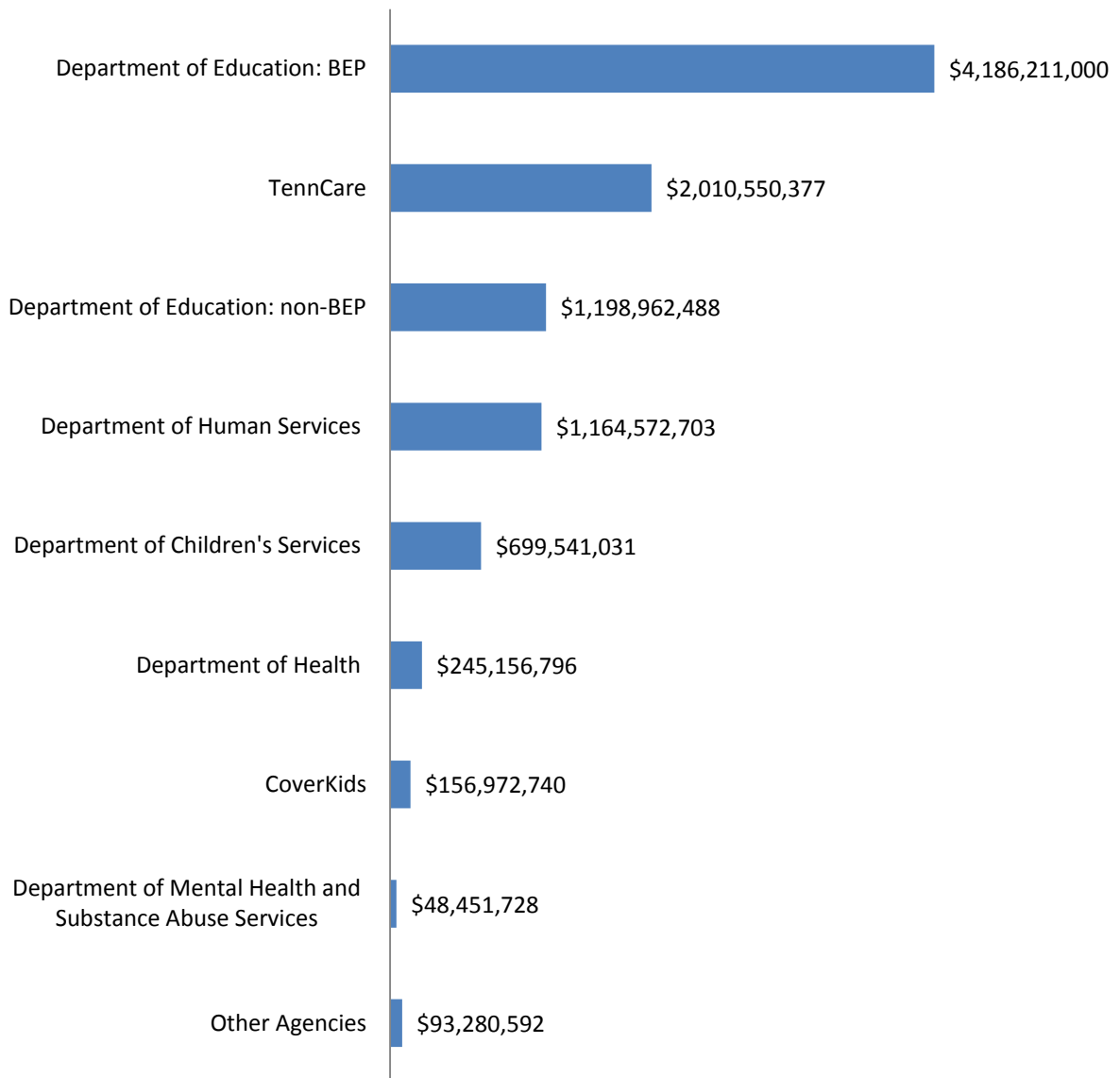
County maps of Tennessee showing per-child expenditures and percent of children served by various programs are available beginning on page 28 and make clear that Tennessee children in every region of the state and in every county rely on federal funds to help ensure that they are safe, healthy, educated, 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 the Departments of Human Services, Education (non-BEP), 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 2015-16. 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.

Expenditures by Leading Child Service Agencies

Fiscal Year 2015-16



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.

Resource Mapping continues to explore ways to look at funding by age group. The new online data reporting system includes the ability to mark each age for which a program is available individually. While this does not help with the problem of overlapping age ranges among programs, it does offer the ability to examine all programs available to a child of a particular age. Resource Mapping will look at ways this might provide insight into the ages of children served going forward.

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 2015-16, for the fourth 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 21 shows the results of TCCY’s fourth 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 some of the programs with the highest percentage of funds going to children under five were Child Health and Development (CHAD), lead poisoning prevention, Early Childhood Comprehensive Systems (ECCS), child immunizations, home visiting programs, infant mortality prevention, SIDS prevention, newborn hearing screening, TennCare advocacy and WIC.

The agency with the most dollars going to this age group was TennCare, at over \$700 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 \$115 million to this age group, mostly through case management, adoption support, foster care and Child Protective Services investigations.

Departments estimated total funding on children under five years of age accounted for 18.1 percent of all expenditures for children in Tennessee in FY 2015-16, while children under age five are 27 percent of all children in the state. Under 5 expenditures as a portion of all child expenditures remained level compared to last year, when it was figured at 18.2 percent of overall expenditures.

Many children under five have increased need for services and supports. A higher percentage of children from birth to five (28 percent) live in poverty than children ages six to 17 (22 percent).¹⁰ 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.”¹¹ Toxic stress is especially damaging in children under age five because of its impact on their rapidly developing brains.

TennCare pays the costs for more than half of all babies born in Tennessee each year. Estimates are that 35 percent of TennCare expenditures are for children under five, substantially more than their 27 percent of the child population. This disproportionate share results partly from high neonatal hospital costs, 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, 1,002 babies in Tennessee were born with NAS.¹² NAS babies also often have low birthweight. Live born infants in the first year of life who are not low-birthweight have an average cost of \$4,951 and an average length of stay in the hospital of two days. NAS babies cost an average of \$48,854 and have 24.1 days average length of stay.¹³ TennCare infants with NAS are 18 times more likely to enter state custody than infants without NAS.¹⁴

In addition to higher costs at birth, low birthweight babies are 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 which 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.¹⁵

¹⁰ 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/36,868,867,133,38/17,18,36/12263,12264>

¹¹ 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.

¹² https://www.tn.gov/assets/entities/health/attachments/December_2016_NAS_Monthly_Update.pdf

¹³ <http://www.tn.gov/assets/entities/tenncare/attachments/TennCareNASData2014.pdf>

¹⁴ <http://www.tn.gov/assets/entities/tenncare/attachments/TennCareNASData2014.pdf>

¹⁵ 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. <http://fcd-us.org/sites/default/files/Evidence%20Base%20on%20Preschool%20Education%20FINAL.pdf>

Estimate of Spending on Children Under Five Years of Age

FY 2015-16

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	\$4,030,261	26.4%	\$15,285,868
Commission on Aging and Disability	\$16,800	26.8%	\$62,686
CoverKids	\$42,373,465	27.0%	\$156,972,740
Department of Agriculture	\$0	0.0%	\$255,000
Department of Children's Services	\$115,047,995	16.4%	\$699,541,031
Department of Correction	\$0	0.0%	\$389,253
Department of Education	\$155,083,182	12.9%	\$1,198,962,488
Department of Education: BEP	\$83,724,220	2.0%	\$4,186,211,000
Department of Environment and Conservation	\$14,000	10.0%	\$140,000
Department of Health	\$185,734,919	75.8%	\$245,156,796
Department of Human Services	\$345,676,234	29.7%	\$1,164,572,703
Department of Intellectual and Developmental Disabilities	\$752,842	20.0%	\$3,764,208
Department of Labor and Workforce Development	\$0	0.0%	\$15,695,645
Department of Mental Health and Substance Abuse Services	\$3,633,584	7.5%	\$48,451,728
Department of Safety	\$0	0.0%	\$284,717
Department of Transportation	\$221,250	12.1%	\$1,832,618
Governor's Books from Birth Foundation	\$3,454,100	100.0%	\$3,454,100
Governor's Children's Cabinet	\$122,473	34.0%	\$359,900
Office of Criminal Justice Programs	\$1,346,254	19.2%	\$7,011,559
TennCare	\$703,692,632	35.0%	\$2,010,550,377
Tennessee Arts Commission	\$0	0.0%	\$776,317
Tennessee Commission on Children and Youth	\$907,113	22.1%	\$4,107,250
Tennessee Higher Education Commission	\$0	0.0%	\$20,421,200
Tennessee Housing Development Agency	\$0	0.0%	\$562,901
Tennessee State Museum	\$0	0.0%	\$703,822
Tennessee Wildlife Resources Agency	\$0	0.0%	\$200,000
UT Institute of Agriculture	\$0	0.0%	\$15,660,157
Volunteer TN	\$501,080	21.7%	\$2,313,391
Total	\$1,771,918,734	18.1%	\$9,803,699,455

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 services to help them transition successfully to independence in adulthood. The Tennessee Commission on Children and Youth houses the state’s 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 the challenges these youth face.

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.¹⁶

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. We did explore the mentor portion of Tennessee Promise for possible inclusion, but funding for that portion of the program does not flow through the state.

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

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

The highest percentage of funding is in the Tennessee Housing Development Agency, as the only program they report to Resource Mapping is Tennessee Housing Trust Fund Competitive Grants for transitional youth housing. This is a relatively new program that funds rental assistance for extension of foster care young adults ages 18 to 24. There are active projects in Davidson and Weakley Counties. 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 second-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 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 second-largest dollar amount spent on youth 18 and over is from the Department of Children’s services. Former foster youth are a major target group for assistance in successful transitions to adulthood. DCS provides a variety of supports including tuition assistance, housing assistance and help accessing services.

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 3,986 young adults on TennCare through extension of foster care in June 2016. The expenditure amount associated with that number (close to \$2.4 million) is an estimate based on their percentage of total TennCare enrollees.

The Department of Health and the Department of Education also have substantial expenditures on transitional youth. The Department of Education programs include career counseling, dropout prevention, English language acquisition, the Easy IEP management system, and the Seamless Summer Feeding Option. The Department of Health reports a wide range of services to this group, with some of the larger expenditures in primary and dental care, family planning, rape prevention and AIDS prevention education, tobacco cessation programs, and WIC office visits.

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

FY 2015-16

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	\$0	0.0%	\$15,285,868
Commission on Aging and Disability	\$0	0.0%	\$62,686
CoverKids	\$0	0.0%	\$156,972,740
Department of Agriculture	\$0	0.0%	\$255,000
Department of Children's Services	\$16,615,658	2.4%	\$699,541,031
Department of Correction	\$0	0.0%	\$389,253
Department of Education	\$5,975,629	0.5%	\$1,198,962,488
Department of Education: BEP	\$0	0.0%	\$4,186,211,000
Department of Environment and Conservation	\$0	0.0%	\$140,000
Department of Health	\$11,298,451	4.6%	\$245,156,796
Department of Human Services	\$0	0.0%	\$1,164,572,703
Department of Intellectual and Developmental Disabilities	\$489,347	13.0%	\$3,764,208
Department of Labor and Workforce Development	\$11,614,777	74.0%	\$15,695,645
Department of Mental Health and Substance Abuse Services	\$29,929,006	61.8%	\$48,451,728
Department of Safety	\$0	0.0%	\$284,717
Department of Transportation	\$0	0.0%	\$1,832,618
Governor's Books from Birth Foundation	\$0	0.0%	\$3,454,100
Governor's Children's Cabinet	\$11,000	3.1%	\$359,900
Office of Criminal Justice Programs	\$0	0.0%	\$7,011,559
TennCare	\$2,368,012	0.0%	\$2,010,550,377
Tennessee Arts Commission	\$0	0.0%	\$776,317
Tennessee Commission on Children and Youth	\$30,135	0.7%	\$4,107,250
Tennessee Higher Education Commission	\$0	0.0%	\$20,421,200
Tennessee Housing Development Agency	\$562,901	100%	562901.01
Tennessee State Museum	\$0	0.0%	\$703,822
Tennessee Wildlife Resources Agency	\$0	0.0%	\$200,000
UT Institute of Agriculture	\$0	0.0%	\$15,660,157
Volunteer TN	\$0	0.0%	\$2,313,391
Total	\$78,894,917	0.8%	\$9,803,699,455

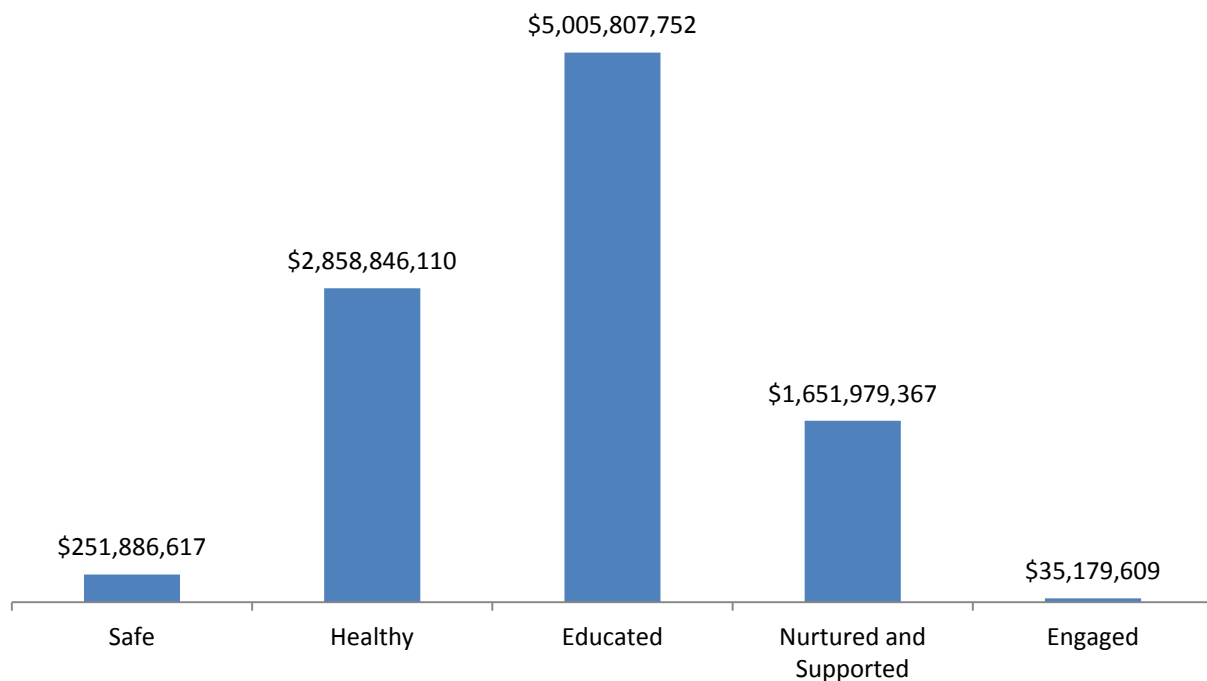
Source: Tennessee Commission on Children and Youth Resource Mapping Project

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).

Expenditures by Primary Outcome Area FY 2015-16

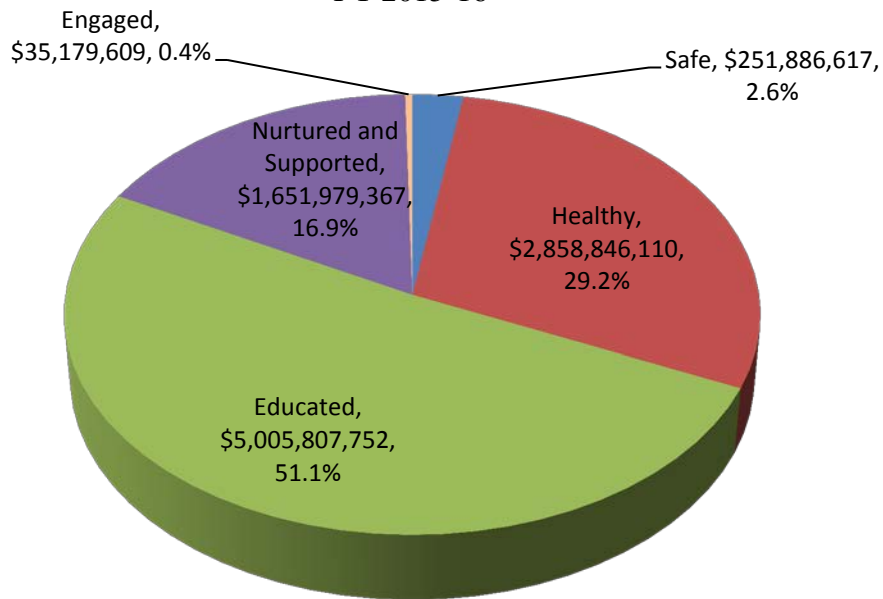


Source: Tennessee Commission on Children and Youth Resource Mapping Project

The BEP is the primary expenditure in the “Educated” outcome, and the proportion of funding focused on “Healthy” is heavily driven by TennCare expenditures. Tables reporting expenditures by Primary Outcome by state department/agency are presented in Appendix C.

Expenditures by Primary Outcome Area

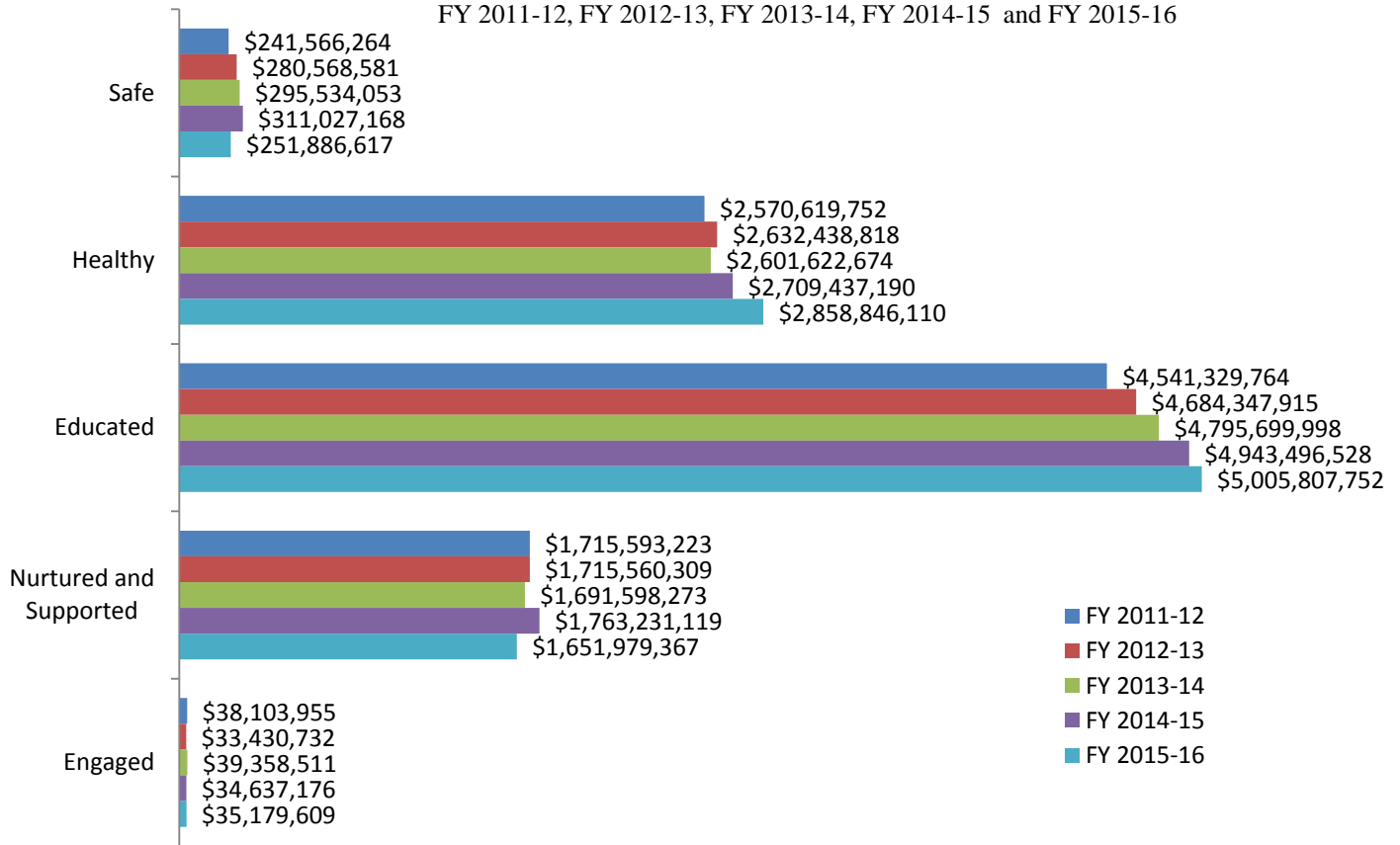
FY 2015-16



Source: Tennessee Commission and Youth Resource Mapping Project

Expenditures by Primary Outcome Area

FY 2011-12, FY 2012-13, FY 2013-14, FY 2014-15 and FY 2015-16



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).

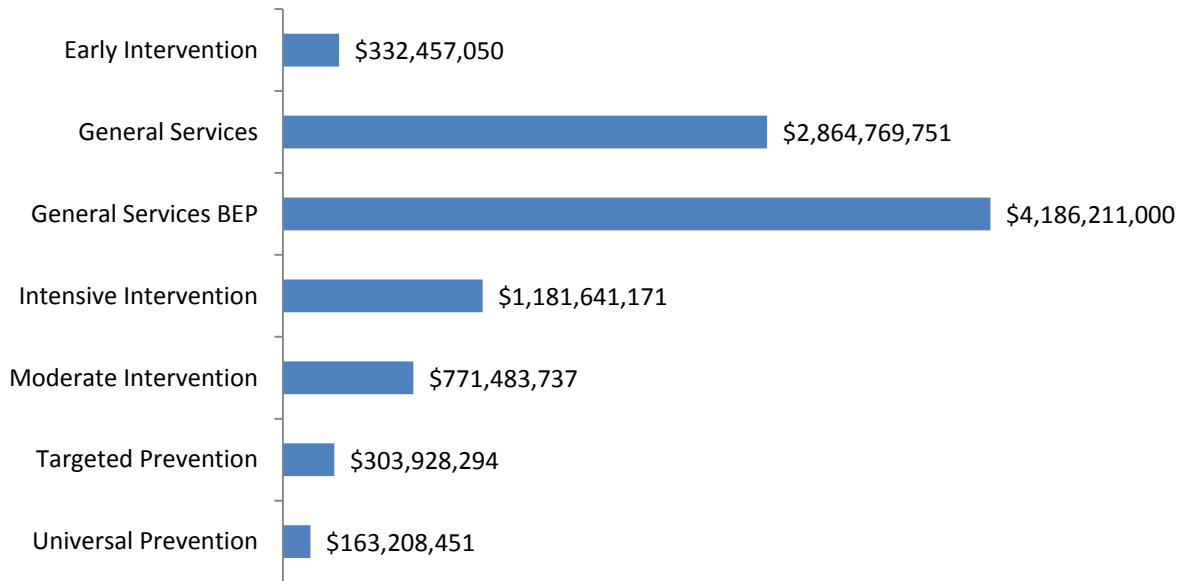
As seen in the figures on the following page, the most expensive services by far per child were for intensive intervention. To the extent that universal and targeted prevention services can help to avoid undesirable outcomes in the first place and can help identify children who will benefit from early 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.”¹⁷ This could ultimately save money by reducing the need for more intensive, and more costly, interventions.

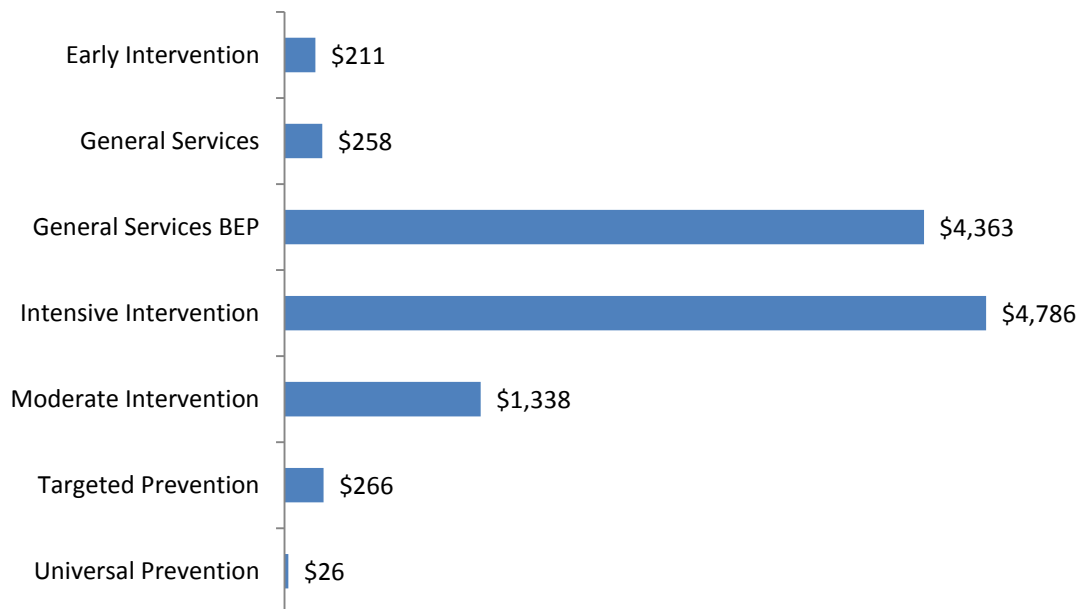
¹⁷ Karoly, Lynn A., M. Rebecca Kilburn, and Jill Cannon. 2005. *Early Childhood Interventions: Proven Results, Future Promise*. Santa Monica, CA: The Rand Corporation. Research brief available at http://www.rand.org/pubs/research_briefs/RB9145/index1.html

Total Expenditures by Programmatic Focus FY 2015-16



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Per Child Expenditures by Programmatic Focus FY 2015-16



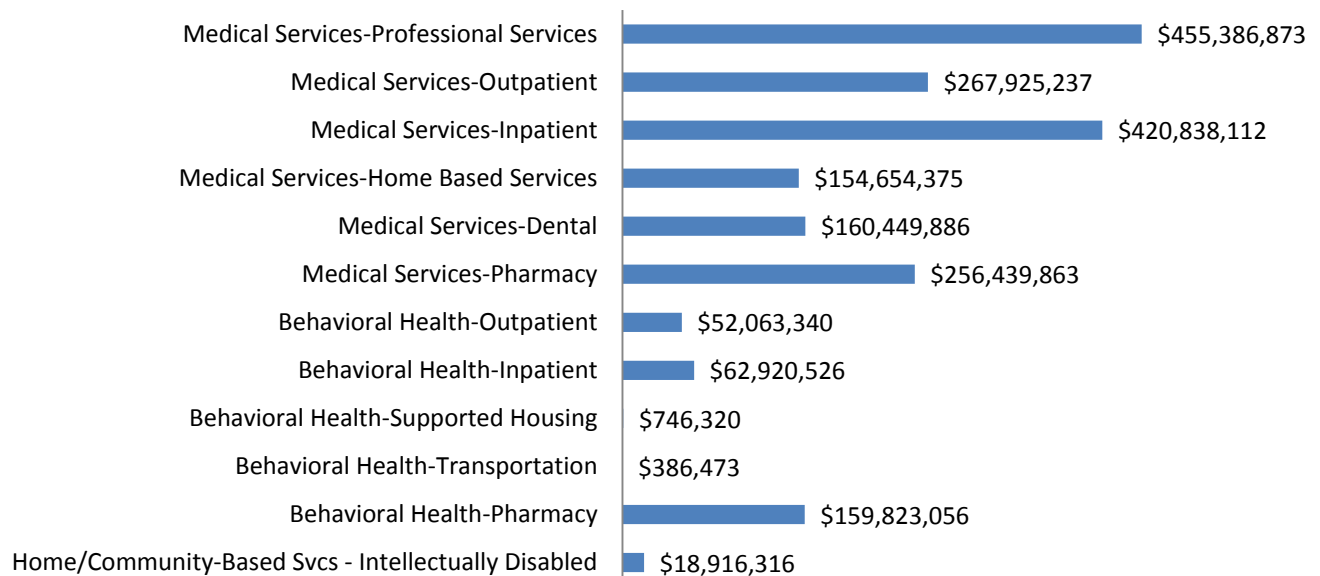
Source: Tennessee Commission on Children and Youth Resource Mapping Project

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.

TennCare Expenditures by Category

FY 2015-16



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 (57.9 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 2015-16, 58 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 65.82 percent in FY 2015-16. The FMAP is computed using a formula that includes Tennessee's per capita income relative to the per capita income of 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 2017 when the federal percentage dropped to 95 percent, gradually reducing to 90 percent in 2020 and beyond. Tennessee has rejected federal Medicaid expansion dollars for this group, leaving over \$1 billion federal dollars on the table and hundreds of thousands of Tennesseans without access to health insurance.

Mapping Children's Program Funding

Many of the departments that provide data to the Commission on Children and Youth's (TCCY's) Resource Mapping Project are unable to break spending down by county. Many programs are statewide in nature and support children and children's issues without providing services directly to children. The salaries and benefits of 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 other programs do deliver services to individual children, but do not track their services by county. In some cases, departments can identify the number of children served per county, but not the expenditures per county.

In past reports, TCCY has mapped some of those programs that are able to provide detailed local information. For some of their programs, the Department of Human Services provides counts of children served by county, but only reports expenditures on a statewide basis. While this is good information, the depth of need by county is not well understood without the ability to allocate actual expenditures. Because the Department of Education sends a substantial portion of its resources directly to school districts, many education programs can be allocated by county and are usually among those highlighted with county-level maps.

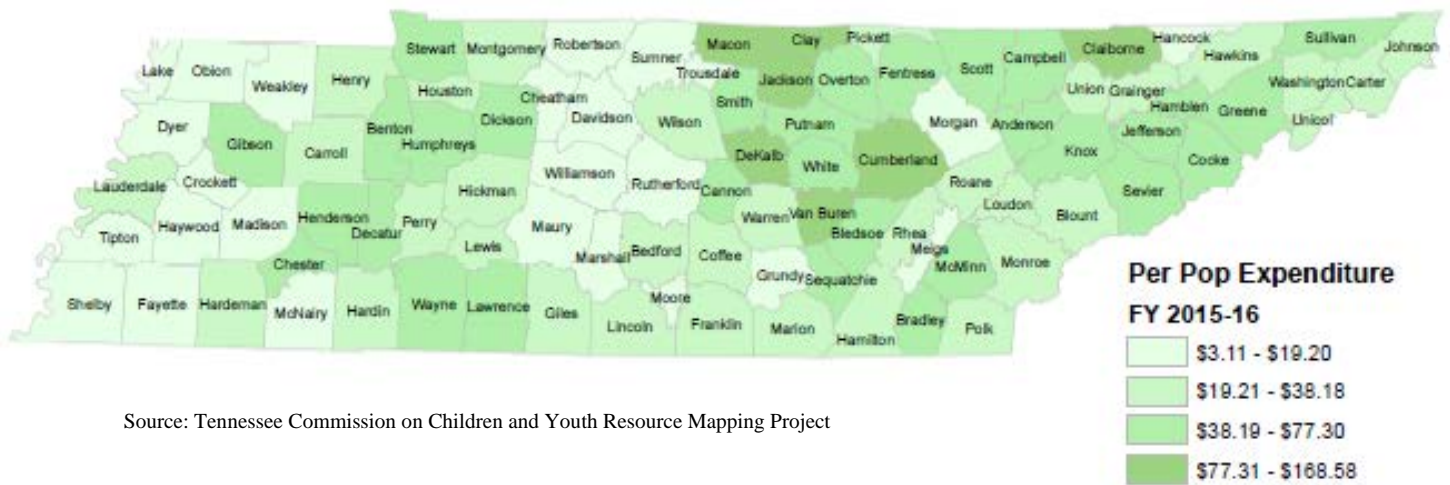
The online database the Resource Mapping project began using to collect data last year has made it simpler for departments to report the county-level information they do have. As a result, data is available for county-level expenditures for applicable programs in more departments than in the past.

The maps show per child (of population) expenditures and percentage of children served by county.

Department of Children’s 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 foster homes. 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.

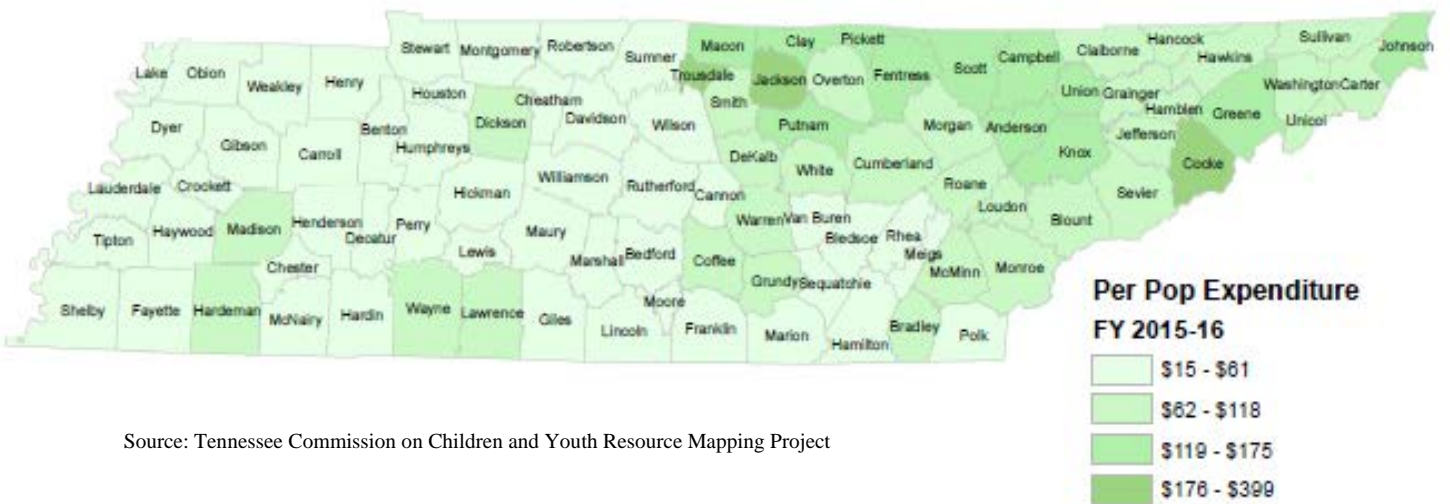
Tennessee Department of Children’s Services Per-Child Population Expenditures on Foster Care Services for Children and Youth, FY 2015-16



Source: Tennessee Commission on Children and Youth Resource Mapping Project

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.

Tennessee Department of Children’s Services Per-Child Population Expenditures on Adoption Support Services for Children and Youth, FY 2015-16



Source: Tennessee Commission on Children and Youth Resource Mapping Project

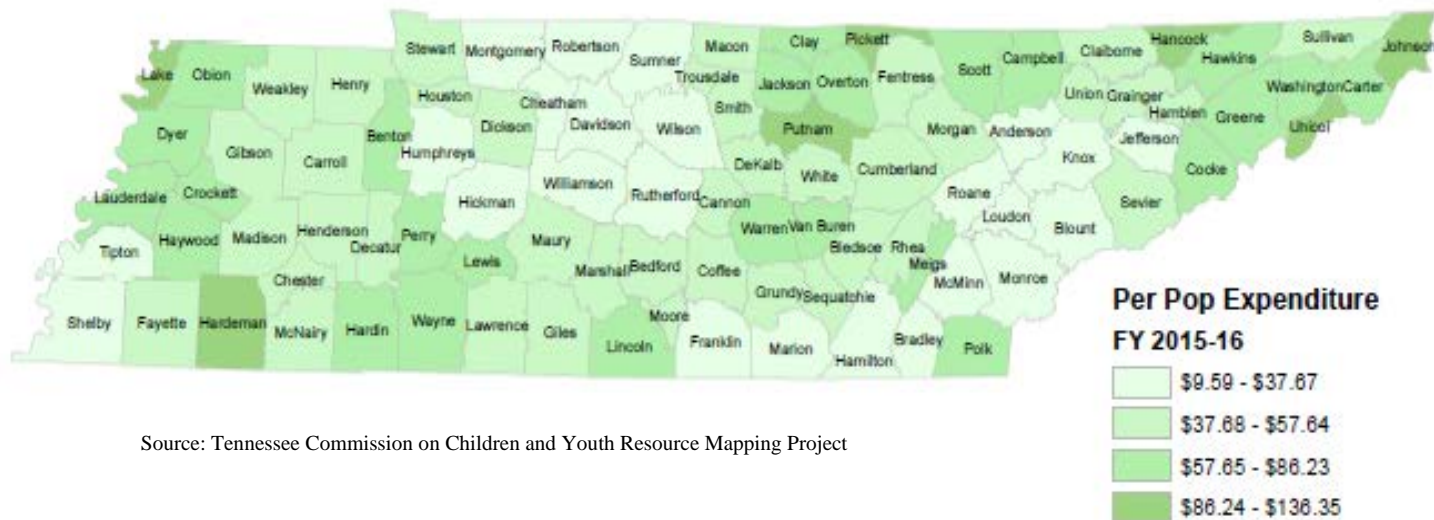
Department of Health: County Health Departments

The Department of Health reported county level data for 12 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. All of Tennessee's 95 counties had some spending from these 12 programs. Per-child expenditures by county are shown in the map below. These expenditures are per child population and not per child served. The range is not nearly so large, and the most populated counties are among the lowest.

The programs reported by county include:

- AIDS Prevention
- Child Health
- Child Health & Development (CHAD)
- Children's Special Services
- Dental Clinical
- Family Planning
- Men's Health
- Sexually Transmitted Diseases
- 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

Tennessee Department of Health Per-Child Expenditures on County Health Department Services for Children and Youth, FY 2015-16



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 2006 over 100 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.¹⁸

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 in 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.¹⁹

¹⁸ <https://www.tn.gov/sbe/topic/bep>

¹⁹ https://www.tn.gov/assets/entities/sbe/attachments/BEPHandbook_revised_March_2016.pdf

Tennessee Department of Education Total Basic Education Program (BEP) Expenditures, FY 2015-16

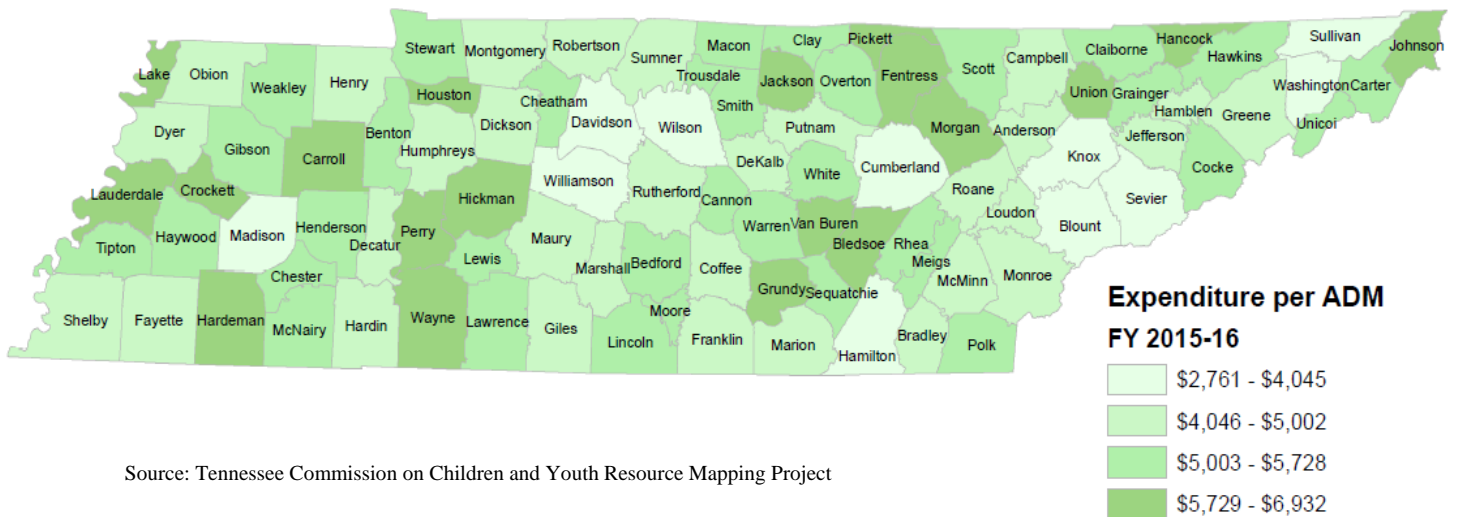


Source: Tennessee Commission on Children and Youth Resource Mapping Project

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. 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 per-child expenditures in individual counties. A lack of significant retail sales that generate sales tax revenues also pushes the 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.

For most parts of the BEP, counties with higher tax bases pay more than they receive. Exceptions to this are generally expensive services that are more commonly required in larger, more-populated districts, like English as a Second Language (ESL) and Special Education Services.

Tennessee Department of Education Per-Child Basic Education Program (BEP) Expenditures, FY 2015-16



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: Tennessee Early Intervention System (TEIS)

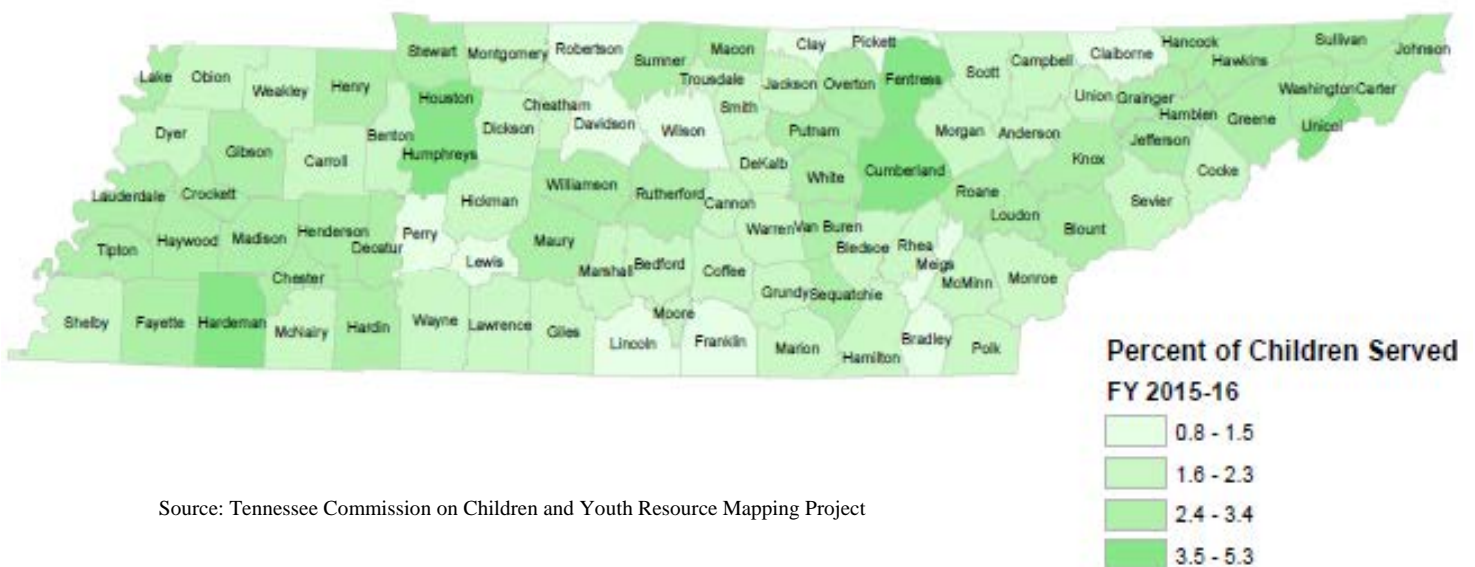
Under the Individual's with Disabilities Education Act (IDEA), every state has a Part C program for children birth through two years of age and their families. Each state decides its own eligibility rules. In Tennessee, children whose test results show that they have a 25 percent delay in two developmental 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 their 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).²⁰

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.²¹
-

Tennessee Early Intervention System (TEIS) Program Percent of Children Served, FY 2015-16



Source: Tennessee Commission on Children and Youth Resource Mapping Project

²⁰ <https://www.tn.gov/education/article/teis-eligibility>

²¹ <https://www.tn.gov/education/topic/tennessee-early-intervention-system-teis>

Department of Education: Voluntary Pre-K

The Voluntary Pre-K for Tennessee Initiative provides Tennessee's four-year-old children, with the first priority to those four-year-olds who are at-risk, an opportunity to develop school readiness skills—cognitive, social and emotional skills.

**Voluntary Pre-K Program,
Expenditure per Child Population, FY 2015-16**

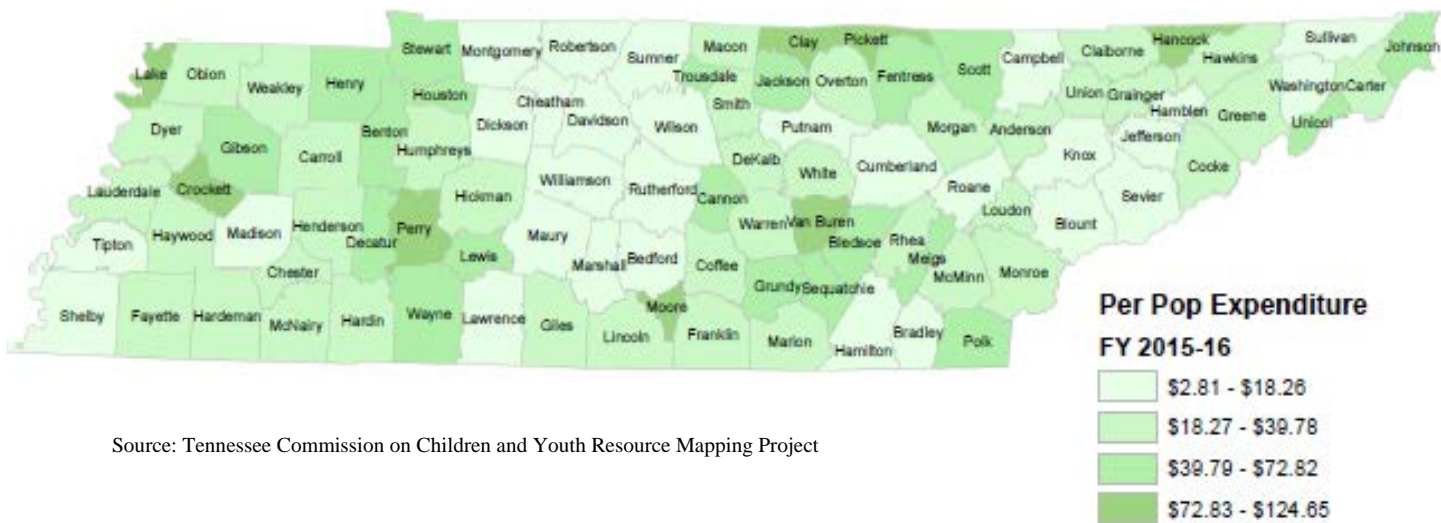


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: Coordinated School Health

Coordinated School Health staff coordinate all school system health efforts so that duplication of services is avoided and evidence-based interventions are provided that build and sustain a healthy school environment for all students, faculty and staff.

**Coordinated School Health,
Expenditure per Average Daily Membership, FY 2015-16**

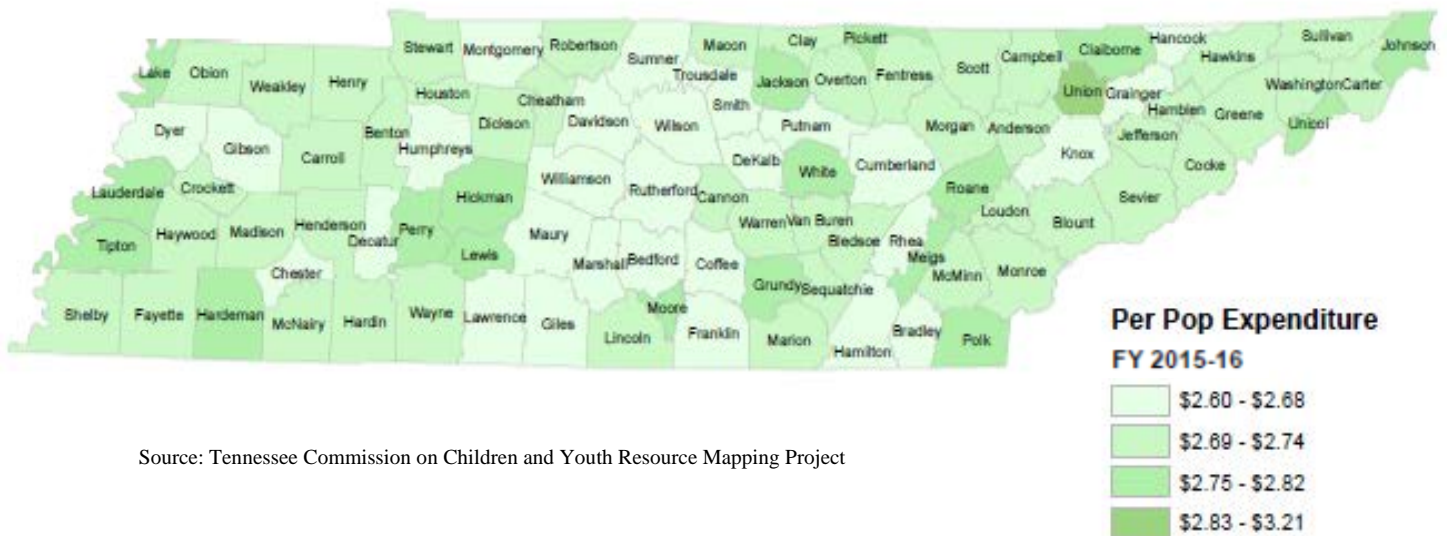


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Department of Education: Internet Connectivity

The Department of Education distributes funds to ensure that all K-12 schools have adequate internet connectivity. In FY 2015-16, over \$2.5 million was distributed to school systems.

Department of Education Internet Connectivity Program Expenditure per Average Daily Membership, FY 2015-16

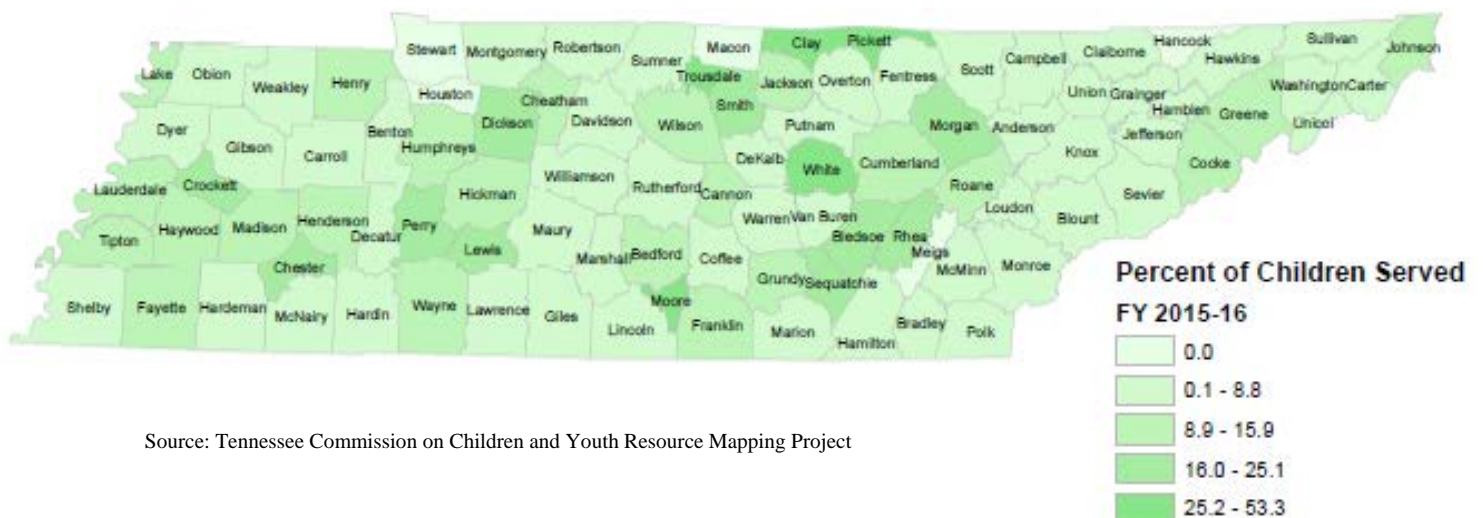


Source: Tennessee Commission on Children and Youth Resource Mapping Project

Tennessee Arts Commission

The Tennessee Arts Commission provides funds for student attendance at cultural events in schools or on field trips. With just under \$550,000, this program served over 100,000 Tennessee students in FY 2015-16.

Tennessee Arts Commission Student Ticket Subsidy Program Percent of Children Served, FY 2015-16



Source: Tennessee Commission on Children and Youth Resource Mapping Project

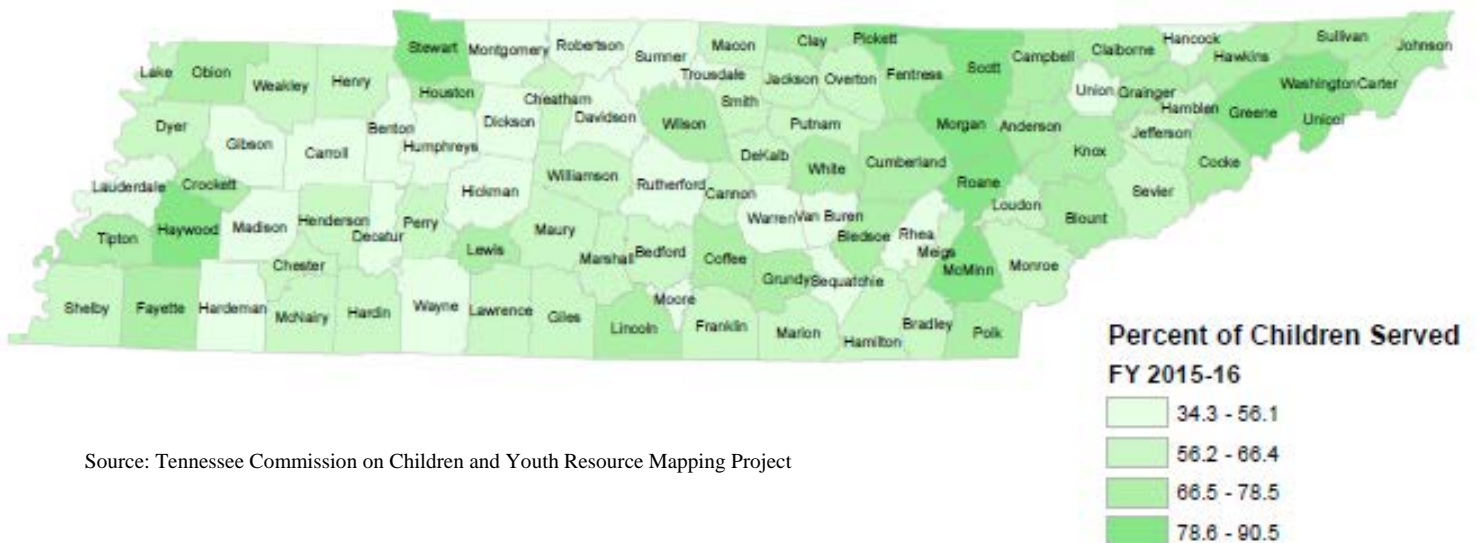
Governor's Books from Birth Foundation

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.²²

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

- More than 25.8 million books have been delivered since October 2004.
- 251,891 Tennessee children – 61.77% of our state's total under-five population – currently receive Imagination Library books.
- 482,328 five-year-olds have graduated from the Imagination Library.
- All of Tennessee's 407,813 children under age five have access to Dolly Parton's Imagination Library.²³

Governor's Books from Birth Foundation (GBBF) Percentage of Children Under 5 Receiving Books, FY 2015-16



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.²⁴

²² <http://www.governorsfoundation.org/our-story>

²³ <http://www.governorsfoundation.org/our-story>

²⁴ <https://www.governorsfoundation.org/enroll>

Department of Human Services

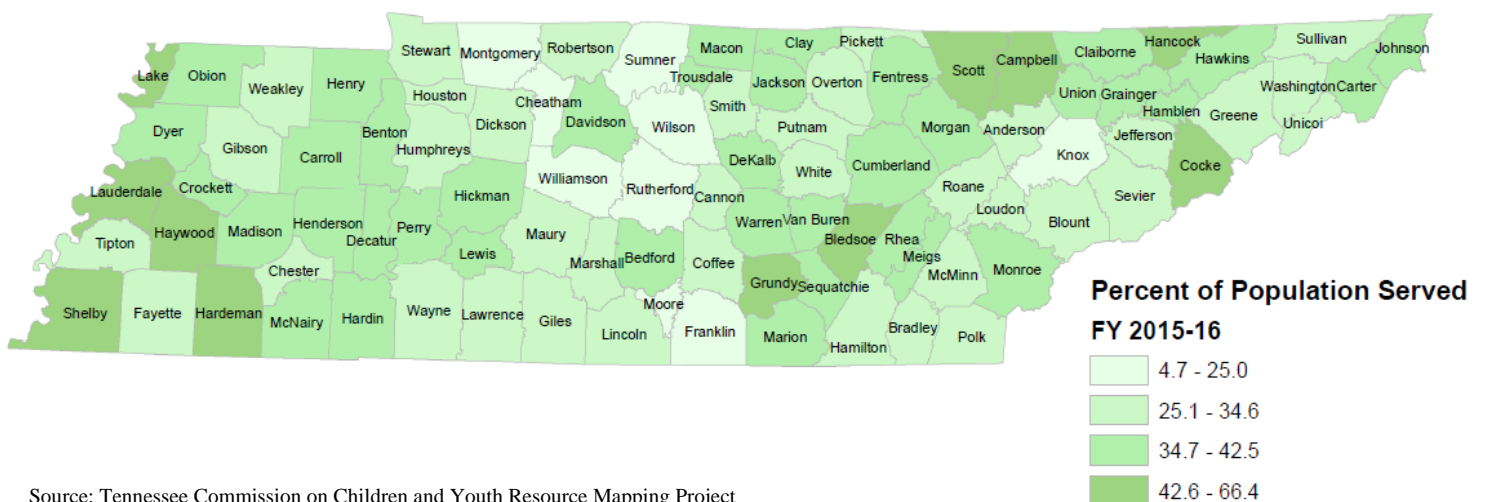
Among the programs offered by the Department of Human Services to support vulnerable children and families are Temporary Assistance for Needy Families (TANF) and the Supplemental Nutrition Assistance Program (SNAP). While the Department does not report expenditures per county for these programs, it does 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.

**Tennessee Department of Human Services
Percent of Children in Each County Receiving TANF Benefits, FY 2015-16**



Source: Tennessee Commission on Children and Youth Resource Mapping Project

**Tennessee Department of Human Services
Percent of Children in Each County Receiving SNAP Benefits, FY 2015-16**

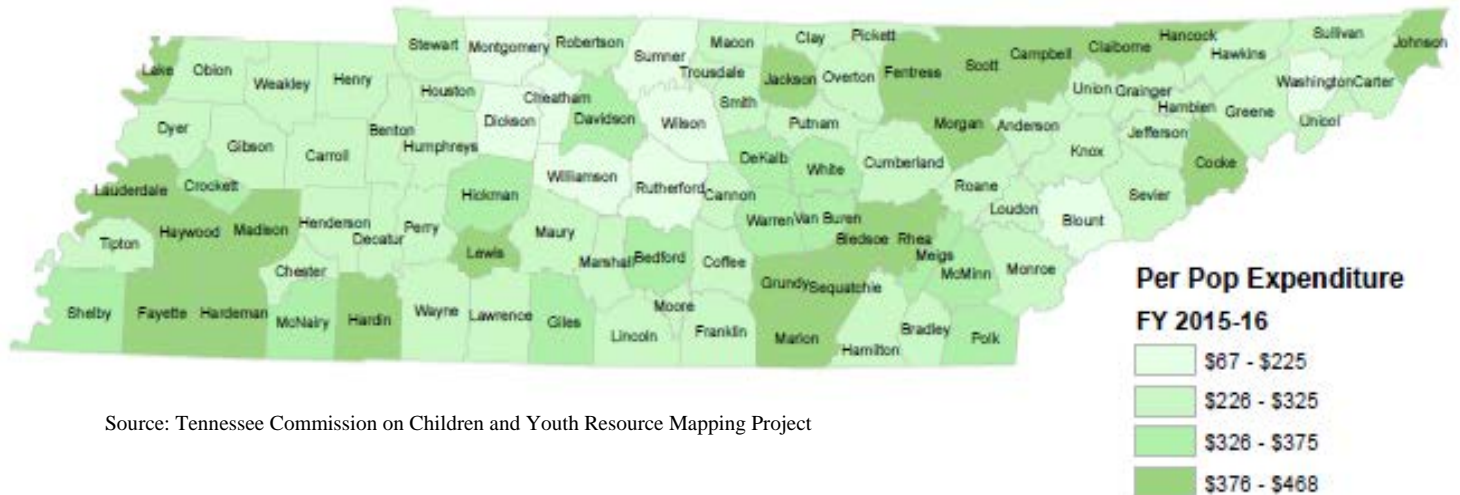


Source: Tennessee Commission on Children and Youth Resource Mapping Project

School Nutrition Programs

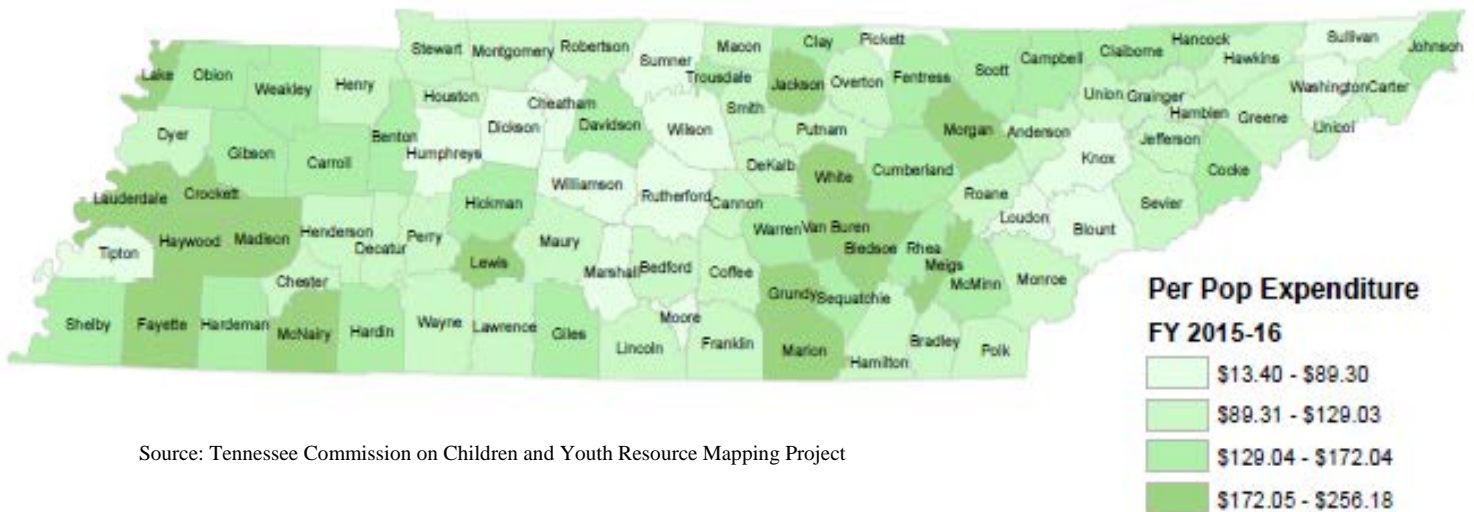
School Breakfast and School Lunch are the most frequently used school nutrition programs, though schools also provide for children and families through the Seamless Summer Option, Fresh Fruits and Vegetables, Special Milk, and After School Snack Programs.

School Nutrition Program: National School Lunch Expenditures per Average Daily Membership, FY 2015-16



Source: Tennessee Commission on Children and Youth Resource Mapping Project

School Nutrition Program: School Breakfast Expenditures per Average Daily Membership, FY 2015-16

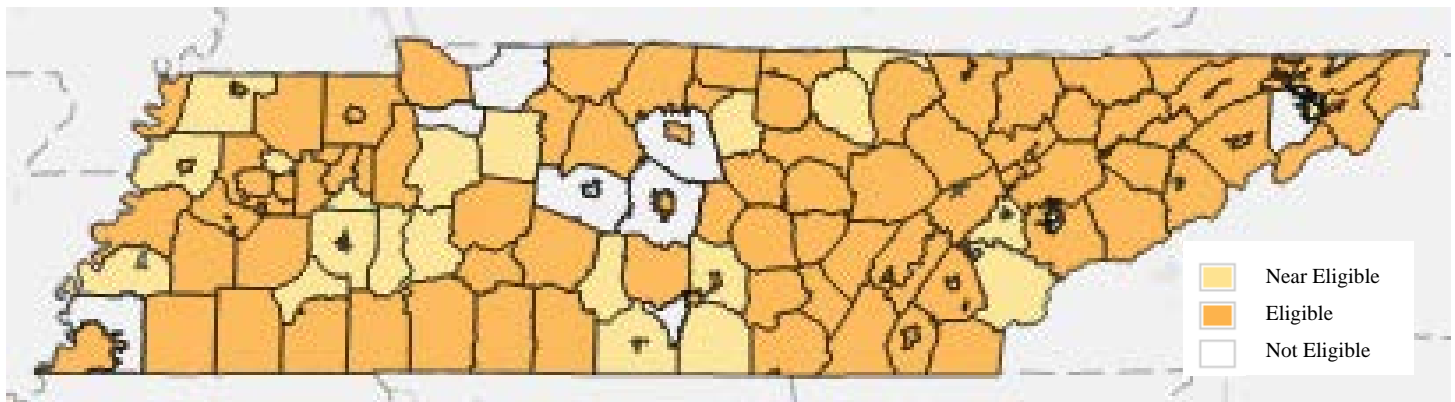


Source: Tennessee Commission on Children and Youth Resource Mapping Project

School Nutrition Program: The Community Eligibility Provision

The Community Eligibility Provision (CEP) is a meal service option for schools and school districts in low-income areas. A key provision of The Healthy, Hunger Free Kids Act, CEP allows the nation's highest poverty schools and districts to serve breakfast and lunch at no cost to all enrolled students without the burden of collecting household applications. Instead, schools that adopt CEP are reimbursed using a formula based on the percentage of students participating in other specific means-tested programs, such as the Supplemental Nutrition Assistance Program (SNAP) and Temporary Assistance for Needy Families (TANF).

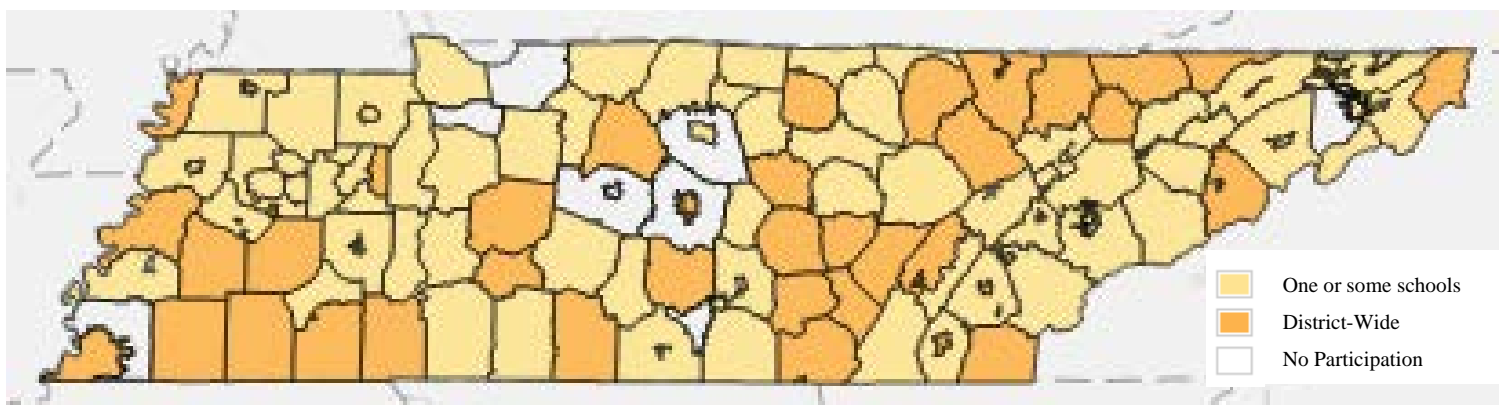
School Nutrition Program: Community Eligibility District-Wide Status by School District



Source: USDA Community Eligibility Provision. <https://www.fns.usda.gov/school-meals/community-eligibility-provision>
School District Mapping Provided by the Annie E. Casey Foundation KIDS COUNT Data Center, www.datacenter.kidscount.org

This program has been mentioned for elimination, with all students returning to individual eligibility. The districts participating in the program, either district-wide or through individually-eligible schools are shown in the map below.

School Nutrition Program: Community Eligibility Provision Participation by School District



Source: USDA Community Eligibility Provision. <https://www.fns.usda.gov/school-meals/community-eligibility-provision>
School District Mapping Provided by the Annie E. Casey Foundation KIDS COUNT Data Center, www.datacenter.kidscount.org

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,²⁵ 24 percent of all Tennessee children and 28 percent of the state’s children under age five live in poverty. Children in poverty are 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 in a single department essentially eliminates opportunities for duplication of services for these vulnerable children and their families. Strategies are in place to transition children between funding streams when, for example, they enter state custody, or when their status otherwise changes and they move from one funding source to another. Even when multiple departments fund relatively similar services, they are typically targeted at different groups of children or different issues/problems. Communication and collaboration across departments serving children contributes to partnerships rather than duplication.

²⁵ Annie E. Casey Foundation. KIDSCOUNT Data Center. *Children in Poverty by Age Group*. <http://datacenter.kidscount.org/data/tables/5650-children-in-poverty-by-age-group?loc=44&loct=2#detailed/2/44/false/573,869,36,868,867/17,18,36/12263,12264>

Resource Mapping FY 2015-16 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 2015-16 expenditures for children and families, over 71 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 \$6.2 million dollars a day*²⁶ 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.²⁷

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 2016.²⁸

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, 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.

²⁶ Chris Bundgaard. 2014. ‘Some progress’ made on Medicaid expansion, governor says.

<http://www.wkrn.com/story/24948556/some-progress-made-on-medicaid-expansion-says-governor>

²⁷ 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/>

²⁸ 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

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 66 percent Federal, 34 percent State. 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 66 percent Federal, 34 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 2017 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 Kinhead
- Lauren Tahash

Comptroller of the Treasury

- Nneka Norman-Gordon

Department of Agriculture

- Chris Fleming, Tennessee Farm Bureau

Department of Children's Services

- Tom Neel
- Dhivya Ben
- Sophia Crawford
- Mohamed El-Kaissy
- Jeffery Finney
- Mary Meadors
- Harry Myers
- Virendra Patel
- Mary Rolando
- Betty Smith
- Sheri Strain
- Doug Swisher

Department of Correction

- Tim Oliver
- Tanya Washington

Department of Education

- Tabatha Siddiqi
- George Amin
- Christy Ballard
- Barbara Bridges
- Melissa Canney
- Eve Carney

- Emily Carter
- Pat Conner
- Kim Daubenspeck
- Allison Davey
- Maryanne Durski
- Debbie Gilliam
- Linda Hartbarger
- Brian Hull
- Heather Justice
- Jan Lanier
- Alyson Lerma
- Misty Moody
- Liz Newsome
- Geraldine Numbers
- LaQuisha Oliver
- Amy Owen
- Debbie Owens
- Lori Paisley
- Renee Palakovic
- Grace Palmer
- Sam Percy
- Elizabeth Roper
- Cheryl Rudy
- Gary X. Smith
- Brenda Staggs
- Dina Starks
- Jasmine Taylor
- Marci Tidwell
- Nakia Towns
- Janell Wood

Department of Environment and Conservation

- Nancy Dorman
- Laura Franklin
- Katie Wisniewski

Department of Health

- Janice E. Moore
- Butch Jack
- Randy Nations
- Valerie Oliver

Department of Human Services

- April Christie
- Carl Cullen
- Winfield Shiers
- Devin Stone
- Latamera Woodley

Department of Intellectual and Developmental Disabilities

- Jan Coatney
- Jeff E. Davis

Department of Labor and Workforce Development

- Briana Moore

Department of Mental Health and Substance Abuse Services

- Don Walker
- Ellen Abbott
- Justine Bass
- Edwina Chappell
- Sarah Cooper
- Robert Currie
- Karen Edwards
- Jeff Feix
- Bruce Gilmore
- Anthony Jackson
- Kristy Leach
- Linda McCorkle
- Morenike Murphy
- Ellen Omohundro
- Tirrill Parker
- Lisa Ragan
- Debbie Shahla
- Taryn Sloss
- Matt Yancey

Department of Safety

- Sonya Hadley
- Coleman Hanna
- 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
- Fay Delk
- Rose Naccarato
- Steve Petty
- Vicki Taylor
- Nancy Townsend
- Zanira Whitfield

Tennessee State Museum

- Mary Jane Crockett-Green
- Paulette Fox
- Lois Riggins-Ezzell
- Jai Sawlani

Tennessee General Assembly

- Roark Brown
- Representative Sherry Jones

Tennessee Higher Education Commission

- Leigh Ann Bodie
- Troy Grant

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 2015-16 Expenditures

	State	Federal	Other	Total
Department of Children's Services	\$98,373,752	\$95,538,500	\$2,393,100	\$196,305,352
Department of Correction	\$252,753	\$0	\$0	\$252,753
Department of Education	\$7,782,907	\$0	\$0	\$7,782,907
Department of Human Services	\$0	\$17,411,534	\$0	\$17,411,534
Department of Intellectual and Developmental Disabilities	\$0	\$0	\$0	\$0
Department of Mental Health and Substance Abuse Services	\$19,779,803	\$2,110,161	\$0	\$21,889,964
Department of Safety	\$51,050	\$0	\$0	\$51,050
Department of Transportation	\$0	\$850,000	\$0	\$850,000
Office of Criminal Justice Programs	\$165,000	\$6,846,559	\$0	\$7,011,559
Tennessee Commission on Children and Youth	\$103,409	\$28,090	\$0	\$131,498
Tennessee Wildlife Resources Agency	\$0	\$200,000	\$0	\$200,000
Total	\$126,508,674	\$122,984,844	\$2,393,100	\$251,886,617

Source: Tennessee Commission and Youth Resource Mapping Project

Healthy: FY 2015-16 Expenditures

	State	Federal	Other	Total
CoverKids	\$6,109,984	\$131,747,226	\$3,071,673	\$140,928,883
Department of Children's Services	\$11,995,500	\$17,021,100	\$0	\$29,016,600
Department of Education	\$12,435,438	\$403,885,980	\$0	\$416,321,419
Department of Health	\$46,633,497	\$145,273,017	\$52,078,422	\$243,984,936
Department of Mental Health and Substance Abuse Services	\$3,625,793	\$13,822,958	\$507,140	\$17,955,891
TennCare	\$618,572,068	\$1,150,545,815	\$241,432,494	\$2,010,550,377
Tennessee Commission on Children and Youth	\$42,796	\$45,208	\$0	\$88,004

Source: Tennessee Commission and Youth Resource Mapping Project

Educated: FY 2015-16 Expenditures

	State	Federal	Other	Total
CoverKids	\$2,319,745	\$13,724,112	\$0	\$16,043,857
Department of Agriculture	\$55,000	\$0	\$200,000	\$255,000
Department of Children's Services	\$929,100	\$320,800	\$0	\$1,249,900
Department of Correction	\$136,500	\$0	\$0	\$136,500
Department of Education	\$135,355,527	\$634,202,539	\$0	\$769,558,065
Department of Education : BEP	\$4,186,211,000	\$0	\$0	\$4,186,211,000
Department of Health	\$1,171,860	\$0	\$0	\$1,171,860
Department of Mental Health and Substance Abuse Services	\$483,454	\$823,417	\$0	\$1,306,871
Department of Safety	\$233,667	\$0	\$0	\$233,667
Department of Transportation	\$0	\$982,618	\$0	\$982,618
Governor's Books from Birth Foundation	\$3,354,100	\$100,000	\$0	\$3,454,100
Tennessee Arts Commission	\$690,317	\$60,200	\$0	\$750,517
Tennessee Commission on Children and Youth	\$915,384	\$0	\$100,000	\$1,015,384
Tennessee Higher Education Commission	\$15,919,839	\$4,501,361	\$0	\$20,421,200
Tennessee State Museum	\$703,822	\$0	\$0	\$703,822
Volunteer TN	\$0	\$1,756,323	\$557,068	\$2,313,391
Total	\$4,348,479,314	\$656,471,369	\$857,068	\$5,005,807,752

Source: Tennessee Commission and Youth Resource Mapping Project

Nurtured and Supported: FY 2015-16 Expenditures				
	State	Federal	Other	Total
Administrative Office of the Courts	\$12,101,023	\$3,066,845	\$0	\$15,167,868
Commission on Aging and Disability	\$6,269	\$56,417	\$0	\$62,686
Department of Children's Services	\$248,763,679	\$206,396,100	\$17,809,400	\$472,969,179
Department of Education	\$3,115,000	\$2,185,097	\$0	\$5,300,097
Department of Human Services	\$103,755,422	\$1,037,321,948	\$6,083,799	\$1,147,161,169
Department of Intellectual and Developmental Disabilities	\$3,764,208	\$0	\$0	\$3,764,208
Department of Mental Health and Substance Abuse Services	\$1,109,760	\$2,686,986	\$0	\$3,796,746
Governor's Children's Cabinet	\$195,790	\$164,110	\$0	\$359,900
Tennessee Commission on Children and Youth	\$2,003,211	\$808,357	\$23,044	\$2,834,613
Tennessee Housing Development Agency	\$0	\$0	\$562,901	\$562,901
Total	\$374,814,362	\$1,252,685,861	\$24,479,144	\$1,651,979,367

Source: Tennessee Commission and Youth Resource Mapping Project

Engaged: FY 2015-16 Expenditures				
	State	Federal	Other	Total
Administrative Office of the Courts	\$118,000	\$0	\$0	\$118,000
Department of Environment and Conservation	\$140,000	\$0	\$0	\$140,000
Department of Labor and Workforce Development	\$0	\$15,695,645	\$0	\$15,695,645
Department of Mental Health and Substance Abuse Services	\$2,579,768	\$151,697	\$770,791	\$3,502,256
Tennessee Arts Commission	\$25,800	\$0	\$0	\$25,800
Tennessee Commission on Children and Youth	\$0	\$37,751	\$0	\$37,751
UT Institute of Agriculture	\$10,740,450	\$2,491,220	\$2,428,487	\$15,660,157
Total	\$13,604,018	\$18,376,313	\$3,199,278	\$35,179,609

Source: Tennessee Commission and Youth Resource Mapping Project

Appendix D
Federal Expenditures by State Agency and Federal Funding Source

Federal Funding Source	FY 13-14	FY 14-15	FY 15-16
Administrative Office of the Courts			
Juvenile Justice and Delinquency Prevention Act: Federal Formula Grant	\$37,500	\$62,500	\$25,000
Social Security Act	\$2,429,812	\$3,190,005	\$3,041,845
Subtotal	\$2,467,312	\$3,252,505	\$3,066,845
Commission on Aging and Disability			
Older Americans Act, Title III-E: National Family Caregiver Support	\$77,504	\$72,167	\$56,417
Subtotal	\$77,504	\$72,167	\$56,417
CoverKids			
Social Security Act, Title XXI - SCHIP	\$137,606,608	\$118,634,444	\$145,471,338
Subtotal	\$137,606,608	\$118,634,444	\$145,471,338
Department of Children's Services			
Carl D. Perkins Career & Tech. Education Act of 1998/2006	\$0	\$46,000	\$39,300
Child Abuse Prevention and Treatment Act	\$1,746,000	\$1,018,200	\$1,264,400
Children's Justice Act	\$367,900	\$146,000	\$103,200
ESEA, Title I-A: Improving Academic Achievement of the Disadvantaged	\$365,900	\$395,100	\$231,800
ESEA, Title II-A: High Quality Teachers and Principals	\$13,800	\$800	\$16,400
IDEA, Part B: School Age Special Education	\$737,600	\$649,400	\$589,500
Personal Responsibility Education Program	\$659,400	\$908,500	\$0
National School Lunch Program, USDA 7, CFR 210 and 220	\$561,100	\$395,300	\$344,000
Prison Rape Elimination Act	\$0	\$124,900	\$37,200
Social Security Act, Title IV-B, Part 1: Stephanie Tubbs Jones Child Welfare Services	\$1,019,500	\$9,226,400	\$3,347,200
Social Security Act, Title IV-B, Part 2: Promoting Safe and Stable Families	\$13,173,700	\$7,878,600	\$7,087,200
Social Security Act, Title IV-E: Foster Care and Adoption Assistance	\$92,357,100	\$94,495,100	\$93,060,400
Social Security Act, Title IV-E, Sec. 477: Chafee Foster Care Independence	\$2,177,100	\$1,965,700	\$2,531,900
Social Security Act, Title XIX, Medicaid	\$182,438,600	\$184,322,009	\$196,667,200
Social Security Act, Title XX-A: Social Services Block Grants	\$13,798,000	\$20,369,100	\$13,956,800
Subtotal	\$309,415,700	\$321,941,109	\$319,276,500
Department of Correction			
IDEA, Part B: School Age Special Education	\$55,052	\$38,700	\$0
Title I of the ESEA: Improving Academic Achievement of the Disadvantaged	\$105,653	\$130,200	\$0
Subtotal	\$160,705	\$168,900	\$0
Department of Human Services			
Child Care Development Block Grant	\$116,052,978	\$95,737,800	\$77,121,520
Child Nutrition Act	\$65,966,160	\$79,595,800	\$2,036,476
Food and Nutrition Act	\$741,591,044	\$851,663,160	\$772,767,718
National School Lunch Program: Child and Adult Care Food Program	\$0	\$0	\$72,823,811
National School Lunch Program: Commodity Distribution	\$0	\$0	\$381,201
National School Lunch Program: Summer Food	\$0	\$0	\$10,235,255
Social Security Act, Title IV-A: Temporary Assistance for Needy Families (TANF)	\$151,584,909	\$139,298,570	\$76,371,895
Social Security Act, Title IV-D of the SSA: Child Support Enforcement	\$35,121,833	\$33,572,941	\$42,995,606
Social Security Act, Title XX: Social Services Block Grant	\$757,293	\$297,200	\$0
Subtotal	\$1,111,074,217	\$1,200,165,471	\$1,054,733,482

Federal Funding Source	FY 13-14	FY 14-15	FY 15-16
Department of Labor and Workforce Development			
Workforce Investment Act of 1999	\$14,463,180	\$14,995,108	\$15,695,645
Subtotal	\$14,463,180	\$14,995,108	\$15,695,645
Department of Education			
American Recovery and Reinvestment Act	\$9,709,552	\$0	\$0
Carl D. Perkins Career & Tech. Education Act of 1998/2006	\$15,788,912	\$17,059,738	\$13,659,929
ESEA, Title I-A: Improving Academic Achievement of the Disadvantaged	\$266,135,543	\$268,144,286	\$281,465,565
ESEA, Title I-A, Section 1003(g): School Improvement Grants	\$25,858,157	\$26,690,133	\$19,341,585
ESEA, Title I-D, part 1: Education Improvement for Neglected/Delinquent Youth	\$1,269,749	\$545,828	\$0
ESEA, Title I-D, part 2: Youth Transition Services	Not separated	\$870,602	\$1,011,597
ESEA, Title I-G: Advanced Placement	\$285,289	\$373,425	\$281,028
ESEA, Title II-A: High Quality Teachers and Principals	\$37,048,883	\$38,316,089	\$37,799,951
ESEA, Title II-B: Math and Science Partnership	\$3,431,263	\$3,186,406	\$3,697,412
ESEA, Title III-A: English Language Acquisition	\$5,666,536	\$5,448,742	\$5,120,097
ESEA, Title IV-A: Safe and Drug Free Schools and Communities	\$1,835,421	\$4,382,961	\$0
ESEA, Title IV-B: 21st Century Community Learning Centers	\$24,551,578	\$25,529,028	\$24,798,690
ESEA, Title V-B: Public Charter Schools	\$7,699,571	\$2,243,496	\$0
ESEA, Title VI-B: Rural Education Initiative	\$4,725,908	\$4,499,061	\$4,609,566
ESEA, Title X-C: McKinney-Vento Homeless Education	\$1,247,584	\$1,369,136	\$1,274,112
First to the Top	\$2,922,046	\$3,551,961	\$0
Financial Education for College Access & Success	\$357,037	\$0	\$0
IDEA, Part B: School Age Special Education	\$225,808,060	\$240,413,842	\$228,376,139
IDEA, Part B, Sec. 619: Preschool Special Education	\$8,313,990	\$6,414,293	\$6,518,982
IDEA, Part C: Infant and Toddler Special Education	9,571,708	\$8,476,106	\$8,027,170
Improving Head Start for School Readiness Act	\$0	\$0	\$175,000
Institute of Education Sciences Statewide, Longitudinal Data Systems Grant	\$0	\$0	\$66,548
National School Lunch Program, USDA 7, CFR 210 and 220	\$323,650,384	\$372,154,906	\$403,885,980
US Department of Education	\$288,309	\$140,500	\$164,265
Subtotal	\$974,907,761	\$1,029,810,538	\$1,040,273,616
Department of Mental Health and Substance Abuse Services			
US Department of Justice	\$26,796	\$23,402	\$19,176
US Department of Health and Human Services	\$24,596	\$28,748	\$13,382
Substance Abuse and Mental Health Service Admin	\$6,576,539	\$7,313,762	\$6,444,178
Mental Health Block Grant	\$5,396,723	\$7,113,357	\$5,641,870
Substance Abuse Prevention and Treatment Block Grant	\$9,110,324	\$8,802,437	\$7,333,191
National Association of State Mental Health Program Directors	\$106,301	\$187,429	\$106,301
Juvenile Justice and Delinquency Prevention Act: EUDL	\$0	\$19,122	\$37,121
ESEA, Title I-A: Improving Academic Achievement of the Disadvantaged	\$0	\$112,915	\$0
Subtotal	\$21,881,233	\$23,601,171	\$19,595,219

Federal Funding Source	FY 13-14	FY 14-15	FY 15-16
Office of Criminal Justice Programs			
Community Oriented Policing Services (COPS) Grant	\$0	\$0	\$0
Edward Byrne Justice Assistance Grants	\$156,800	\$470,127	\$0
Family Violence Prevention and Services Act	\$73,298	\$2,930,957	\$1,875,044
Sexual Assault Services Program	\$69,349	\$292,833	\$0
STOP Violence Against Women Formula Grants	\$22,959	\$1,818,111	\$0
Victims of Crime Act (VOCA)	\$1,602,927	\$7,301,460	\$4,971,515
Subtotal	\$1,925,333	\$12,813,488	\$6,846,559
Department of Transportation			
National Highway Traffic Safety Administration	\$2,516,785	\$1,180,462	\$1,832,618
Subtotal	\$2,516,785	\$1,180,462	\$1,832,618
Department of Health			
Affordable Care Act	\$0	\$1,366,200	\$0
Child Nutrition Act: Commodity Supplemental Foods Program	Not Separated	Not Separated	\$1,056,272
Child Nutrition Act: WIC	\$87,668,300	\$80,370,700	\$108,337,069
IDEA, Part B: School Age Special Education	\$0	\$69,000	\$0
Public Health Service Act: Ebola Preparedness Program	Not Separated	Not Separated	\$216,672
Public Health Service Act: Bioterrorism Hospital Preparedness Program	Not Separated	Not Separated	\$2,556,351
Public Health Service Act: Core State Violence and Injury Prevention Program	Not Separated	Not Separated	\$90,871
Public Health Service Act: Family Planning Grant	\$1,867,800	\$1,766,800	\$811,747
Public Health Service Act: HIV Core Surveillance	\$615,500	\$871,900	\$1,458,567
Public Health Service Act: Immunizations And Vaccines For Children	Not Separated	Not Separated	\$1,515,875
Public Health Service Act: Newborn Hearing Screening	Not Separated	Not Separated	\$229,828
Public Health Service Act: Preventive Health and Health Services Block Grant	Not Separated	Not Separated	\$408,912
Public Health Service Act: Primary Care	Not Separated	Not Separated	\$10,773,768
Public Health Service Act: Public Health Emergencies	\$3,829,200	\$3,136,800	\$863,146
Public Health Service Act: Rape Prevention Education	Not Separated	Not Separated	\$461,947
Public Health Service Act: Ryan White	\$100	\$100	\$26,000
Public Health Service Act: Sexually Transmitted Disease Prevention	Not Separated	Not Separated	\$570,217
Public Health Service Act: Tobacco Control	Not Separated	Not Separated	\$256,752
Public Health Service Act: Traumatic Brain Injury	Not Separated	Not Separated	\$9,976
Public Health Service Act: Tuberculosis Control	Not Separated	Not Separated	\$222,535
Public Health Service Act, Subchapter II: General Powers and Duties	\$4,496,500	\$4,346,500	Separated
Public Health Service Act, Subchapter XVII: Block Grants	\$4,188,900	\$2,184,900	Separated
Social Security Act, Title V: Maternal and Child Health	\$9,231,100	\$6,244,800	\$8,582,392
Social Security Act, Title XIX, Medicaid	\$24,026,417	\$16,816,700	\$6,824,119
Subtotal	\$135,923,817	\$117,174,400	\$145,273,016
Governor's Books From Birth Foundation			
Appalachian Regional Commission Grant	\$0	\$100,000	\$100,000
Subtotal	\$0	\$100,000	\$100,000

Federal Funding Source	FY 13-14	FY 14-15	FY 15-16
Governor's Children's Cabinet for kidcentraltn.com			
Child Care and Development Block Grant	Not Separated	Not Separated	\$41,660
Elementary and Secondary Education Act, Title IV: 21st CCLC	Not Separated	Not Separated	\$3,300
IDEA, Part B: School Age Special Education	Not Separated	Not Separated	\$15,000
Social Security Act, Title V: Maternal and Child Health	Not Separated	Not Separated	\$41,660
Social Security Act, Title XIX, Medicaid	Not Separated	Not Separated	\$20,830
Substance Abuse and Mental Health Service Admin	Not Separated	Not Separated	\$41,660
Subtotal	\$0	\$0	\$164,110
TennCare			
Social Security Act, Title XIX: Medicaid	\$1,093,634,865	\$1,102,553,131	\$1,150,545,815
Subtotal	\$1,093,634,865	\$1,102,553,131	\$1,150,545,815
Tennessee Higher Education Commission			
College Access Challenge Grant	\$3,153,074	\$0	\$0
GEAR UP Grant	\$1,517,268	\$4,227,183	\$4,501,361
Subtotal	\$4,670,343	\$4,227,183	\$4,501,361
Tennessee Arts Commission			
National Endowment for the Arts	\$60,900	\$65,400	\$60,200
Subtotal	\$60,900	\$65,400	\$60,200
Tennessee Commission on Children and Youth			
Juvenile Justice and Delinquency Prevention Act: EUDL	\$270	\$0	\$2,146
Juvenile Justice and Delinquency Prevention Act: Federal Formula Grant	\$169,857	\$404,644	\$672,173
Juvenile Justice and Delinquency Prevention Act: JABG	\$457,396	\$335,215	\$121,547
Juvenile Justice and Delinquency Prevention Act: Title V	\$14,137	\$6,686	\$0
SAMHSA: Interdepartmental from MHSAS	\$44,266	\$45,208	\$45,208
Social Security Act, Title V: Maternal and Child Health	\$0	\$0	\$78,333
Subtotal	\$685,926	\$791,752	\$919,406
Tennessee Wildlife Resources Agency			
Pittman-Robertson Act of 1937	\$967,007	\$147,990	\$200,000
Subtotal	\$967,006	\$147,990	\$200,000
UT Institute of Agriculture			
Smith-Lever Act of 1914	\$2,796,871	\$2,601,084	\$2,491,220
Subtotal	\$2,796,871	\$2,601,084	\$2,491,220
Volunteer TN			
Corp. for National and Community Service - AmeriCorps	\$2,753,813	\$2,552,717	\$1,756,323
Subtotal	\$2,753,813	\$2,552,717	\$1,756,323
Total	\$3,817,989,878	\$3,956,849,021	\$3,912,859,690

Source: Tennessee Commission and Youth Resource Mapping Project