

Resource Map of Expenditures for Tennessee Children

Tennessee Commission on Children and Youth

Annual Report – April 2014



STATE OF TENNESSEE
TENNESSEE COMMISSION ON CHILDREN AND YOUTH

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

TO: Members of the Tennessee General Assembly
FROM: Linda O'Neal, Executive Director
DATE: April 15, 2014
RE: *Resource Mapping 2014 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 2014 Report* of federal and state funding for services for Tennessee children. This report includes data for FY 2012-2013.


Collecting data from state departments/agencies is improving, as both the departments/agencies and the Commission grow more accustomed to the process. The level of collaboration and assistance in this process has been gratifying, and data submission was completed earlier than it has been in the past. Nonetheless, the short schedule between the close of fiscal year financial records and the deadline for the report make a thorough analysis a continued challenge. The Commission hopes to follow this report with smaller ones that provide a more detailed focus on some aspects of resources directed toward children in Tennessee. In this report, more detail was provided by some departments/agencies than others, and the Commission has more data than is reflected in this report. Your review and feedback on the report will guide decisions regarding whether more or less detail is needed for future reports. It will also determine how much and what kind of information you would find most useful for future annual reports.

TCCY appreciates the assistance of the many staff across state government who made the collection of data for the *Resource Mapping 2014 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.

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 next session, and answer any questions you might have. In the meantime, please feel free to contact TCCY staff regarding the report.

Resource Mapping 2014 Table of Contents

Resource Mapping 2014 Overview	1
Recommendations.....	5
Resource Mapping FY 2012-2013 Data	7
Changes in Non-BEP State Expenditures.....	9
Total Expenditures by Leading Child Service Agencies	12
Ages of Children.....	13
Primary Outcomes	16
Services by Service Delivery Location.....	18
Programmatic Focus	19
TennCare	21
Services to Support Vulnerable Children and Families.....	22
Mapping Children’s Program Funding.....	24
School-Based Nutrition Programs	25
Tennessee’s Early Intervention System (TEIS).....	26
Supplemental Nutrition and Assistance Program (SNAP)	27
Duplication of Services.....	28
Resource Mapping FY 2012-2013 Inventory of Funds.....	30
Appendix A: TCA 37-3-116.....	34
Appendix B: Resource Mapping 2014 Advisory Group and Data Submission Staff.....	38
Appendix C: Primary Outcome Expenditures	42
Appendix D: Federal Expenditures by State Agency and Federal Funding Source	50

	<p style="text-align: center;">Tennessee Commission on Children and Youth authorization number 316095. April 2014. 200 copies. This public document was promulgated at a cost of \$1.91 each.</p>
---	---



Resource Mapping 2014

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 economic downturn known as the “Great Recession” created particular challenges that must be addressed for the state to prosper. 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 our state and communities is directly connected to how we move forward after cuts made over the past several years due to budget restrictions. Well-educated students, well-trained workers, a healthy environment and functioning infrastructure are foundations of a strong economy. Now more than ever we need our public systems and structures to provide support and protection to those hardest hit by the economic downturn and to pave the way for a robust recovery.

Tennessee has used common sense solutions to achieve its strong credit rating and standing as one of the best-managed states in the country. This is no time to dismantle the tools we need to continue moving our state forward. As state revenues recover, we must strengthen the foundations of our public systems and structures, both since they were weakened during the recent recession and because there will always be another cyclical recession down the road. We must provide opportunities for present and future generations of Tennesseans to be safe, healthy, successful students, productive employees, and participating citizens.

The Tennessee Commission on Children and Youth (TCCY) is committed to helping policy makers and the public understand the ongoing challenges faced by Tennessee's children and families because we know it is critical to make the right decisions as we emerge from the economic downturn. 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. Beginning in FY 2010 and continuing into FY 2011, federal stimulus funds and state reserves helped maintain many essential services. In the FY 2012 and indicated in this 2013 Resource Mapping report, some of these services have clearly suffered as federal stimulus funds diminished.

Tennessee achieved its best ranking ever in the 2012 Annie E. Casey Foundation's *KIDS COUNT Data Book*. The state's 2012 ranking of 36th was the best in the 24 years of KIDS COUNT scoring states on child well-being. Unfortunately, in 2013, Tennessee slipped to 39th. 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 2013, federal expenditures accounted for close to half of all dollars spent on children through the Tennessee state budget (43.3 percent). FY 2013 saw an increase in federal dollars after two straight years of declines as American Recovery and Reinvestment Act of 2009 (ARRA) funds were exhausted. Over the seven years of reported resource mapping data, total expenditures for children in Tennessee have increased each year, accompanied by a notable shift in funding as already crucial federal dollars accounted for an increased proportion of the budget.

Perhaps the most basic state responsibility for children is education. Tennessee's Basic Education Program (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 Basic Education Program (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 Human Services, Education (non-BEP dollars) and Children's Services. Department of Mental Health and Substance Abuse Services funding for services for children is substantially lower than the other primary departments, but TennCare funding for mental/behavioral health services for children totaled \$222,597,063 in FY 2013.

Almost half of all expenditures for children in FY 2013 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 2013 were from federal funding sources. State funding accounted for 26.4 percent of all non-BEP expenditures in FY 2013. Excluding the BEP, almost nine of every 10 dollars in the state budget for children—89.7 percent—in FY 2013, 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 20 percent of the \$5 billion spent to educate children in Tennessee in FY 2013.

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 (discussed on page 29) 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.

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

Expand Medicaid/TennCare

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 TennCare expenditures is substantial. The benefits would accrue to children and families, the state's health care system (especially rural hospitals whose survival is in jeopardy) and the state's economy as a whole.

Children with 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 increasing at alarming rates in Tennessee.

TennCare expansion 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 TennCare 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 TennCare 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. TennCare coverage for young adult mothers enable them to better navigate the healthcare system and coordinate their family's healthcare needs, and empower them to use healthcare resources more efficiently and effectively.

Parent's healthcare needs also affect their children's lives. Parents with untreated health, mental health and substance abuse issues are unable to provide their children with the supportive parenting necessary for children to succeed in school and in life. Their children may suffer from emotional and developmental delays that inhibit their opportunities for success in the future. Providing access to treatment for parents with severe 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 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 2012-2013 Data

The program and fiscal information contained in the **Tennessee Children’s Budget: Program Information Template** was completed by all departments with programs serving children and youth. The template 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 2012-2013

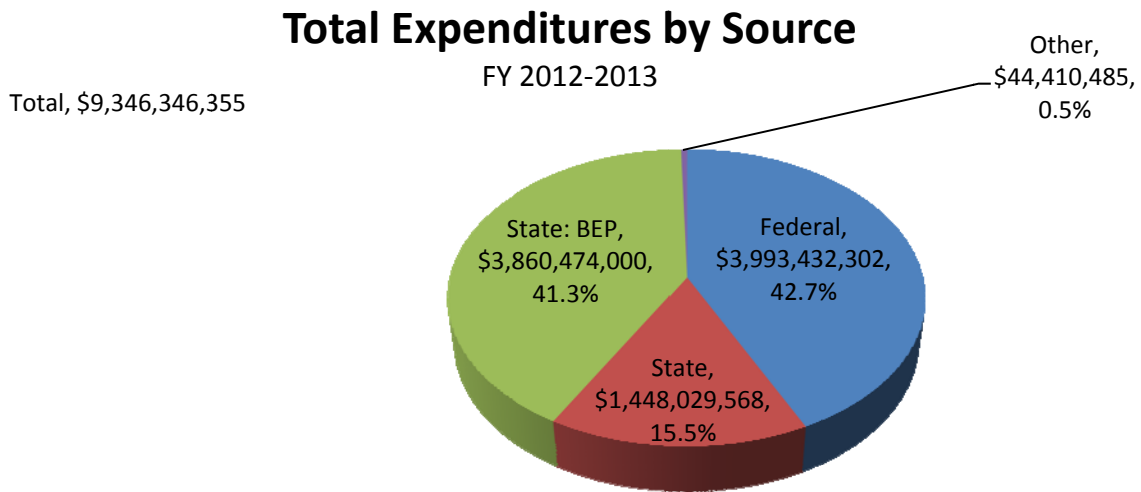
Number of Agencies	23
Number of Data Records	3,235
Number of Children Served	18,153,769
Total Expenditures	\$9,346,346,355

Source: Tennessee Commission on Children and Youth Resource Mapping Project

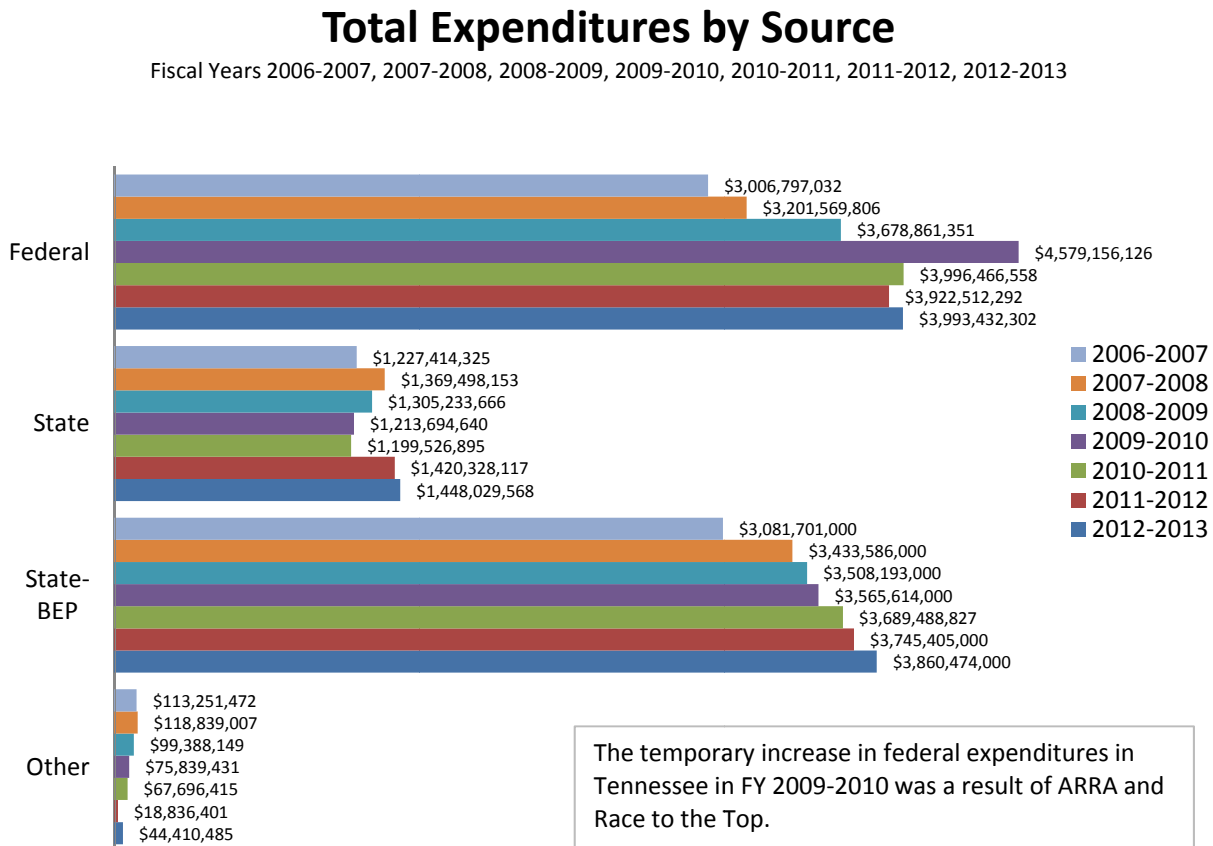
Departments/agencies reported the number of children served by each of their programs. Most Tennessee children receive services from multiple departments/agencies. For example, virtually all children who receive Families First (Temporary Assistance for Needy Families) also receive TennCare (Medicaid) 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 reported numbers of children served by all various state and federally funded programs total 18,153,769 for FY 2012-2013.

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.

Excluding the BEP, around three of every four dollars spent on services for children and families in Tennessee came from federal funding sources (73 percent in FY 2013). State funding accounted for 26 percent of all non-BEP expenditures in FY 2013.



Source: Tennessee Commission on Children and Youth Resource Mapping Project



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Changes in Non-BEP State Expenditures

State expenditures other than those that go to the BEP had declined throughout the recession years, but increased in FY 2012 when state revenues showed signs of recovery. Non-BEP state spending on children for FY 2013 rose just over two percent from FY 2012. Individual department state dollar expenditures are listed in the table below. One of the larger decreases, in the Department of Intellectual and Developmental Disabilities, came as a result of shifting Home and Community Based Services for intellectually disabled children to TennCare. This also accounts for part of the increase in TennCare.

TCCY also saw a large decline in expenditures, mostly as a result of the elimination of the Children's Program Outcome Review Team (CPORT) at the end of FY 2012. The Department of Safety's children's program expenditures are noticeably lower than last fiscal year primarily as a result of decreased funding to the Drug Abuse Resistance Education (DARE) program, from \$868,098 in FY 2012 to \$121,553 in FY 2013. DARE operates only on state-allocated funds and has faced budget cuts over the last few years, but the program is still in operation.

Non-BEP State Expenditures by Agency

FY 2012 and FY 2013

Agency	FY 2012	FY 2013	Dollar Change FY 2012 to FY 2013	Percent Change FY 2012 to FY 2013
Administrative Office of the Courts	\$10,547,842	\$13,081,942	\$2,534,100	24.02%
CoverKids	\$44,296,534	\$48,162,298	\$3,865,764	8.73%
Department of Agriculture	\$55,000	\$50,000	(\$5,000)	-9.09%
Department of Children's Services	\$370,001,000	\$372,601,700	\$2,600,700	0.70%
Department of Correction	\$275,441	\$348,547	\$73,106	26.54%
Department of Education	\$156,767,760	\$166,227,459	\$9,459,699	6.03%
Department of Health	\$67,782,500	\$71,002,800	\$3,220,300	4.75%
Department of Human Services	\$96,990,322	\$94,459,933	(\$2,530,389)	-2.61%
Dept. of Intellectual and Developmental Disabilities	\$4,797,113	\$3,323,357	(\$1,473,756)	-30.72%
Dept. of Mental Health and Substance Abuse Services	\$23,520,104	\$25,401,004	\$1,880,900	8.00%
Department of Safety	\$1,723,911	\$957,986	(\$765,925)	-44.43%
Department of Transportation	\$75,000	\$84,124	\$9,124	12.16%
Governor's Books from Birth Foundation	\$3,444,100	\$3,444,100	\$0	0.00%
Governor's Children's Cabinet	\$109,070	\$114,317	\$5,247	4.81%
Office of Criminal Justice Programs	\$1,551,613	\$1,504,829	(\$46,784)	-3.02%
TennCare	\$613,360,985	\$623,028,609	\$9,667,624	1.58%
Tennessee Arts Commission	\$978,561	\$925,345	(\$53,216)	-5.44%
Tennessee Commission on Children and Youth	\$4,901,353	\$2,687,893	(\$2,213,459)	-45.16%
Tennessee Higher Education Commission	\$8,700,000	\$9,900,000	\$1,200,000	13.79%
Tennessee State Museum	\$745,400	\$784,139	\$38,739	5.20%
UT Institute of Agriculture	\$9,442,109	\$9,939,187	\$497,078	5.26%
Total	\$1,420,065,717	\$1,448,029,568	\$27,963,851	1.97%

Source: Tennessee Commission and Youth Resource Mapping Project

As mentioned above, TennCare had the largest dollar increases in state expenditures. Some contributing factors were programs that moved from the Department of Intellectual and Developmental Disabilities to TennCare, and a small change in the Federal Medical Assistance Percentage (FMAP), which fell by one third of one percent from FY 2012 to FY 2013. The FMAP represents the portion of TennCare costs paid by federal dollars; when it drops, state dollars have to make up the difference.

The Administrative Office of the Courts shows a 24 percent increase in state funds expended on children. This is almost entirely from a \$2 million increase in the Guardian ad Litem program, which provides funding for attorneys to represent children in dependent, neglect, abuse and termination of parental rights proceedings. FY 2013 was the first year in some time that the program was able to fully fund its accrued liabilities. Attorneys turn in charges up to 180 days after their service, and while accounting rules say they should be charged against the year in which services were provided, the program lacked necessary funds to do so for several years.

While the dollar difference is not very large, the Department of Correction reported nearly a 27 percent increase in state funds expended on children. The only children's program Correction funds with state dollars covers the expenses of juvenile offenders charged in adult court and sentenced to adult correction facilities. The number of juveniles served by the program increased from 13 in FY 2012 (at a cost of \$21,188 per juvenile) to 16 in FY 2013 (at a cost of \$21,784 per juvenile). Per-child costs were largely unchanged.

After TennCare, the Department of Education had the highest dollar increase in non-BEP state funds expended on children. The main non-BEP Department of Education programs funded at least partly by state dollars are

- Lottery for Education: Afterschool Programs (LEAPS),
- Safe Schools,
- Voluntary pre-kindergarten,
- Coordinated School Health,
- National School Lunch Program,
- Family Resource Centers,
- Tennessee Early Intervention System (TEIS),
- Internet connectivity,
- State Student Management Systems (SSMS), and
- After school enrichment and remediation programs.

Some of these program expenditures are required state matching funds for federal programs, such as the National School Lunch Program. Most had incremental increases in state funds, though Tennessee Early Intervention System (TEIS) funding increased by nearly \$6 million, largely to offset a decline in federal funds. Tennessee was reported by the National Conference of State Legislatures (NCSL) as having among the largest increases nationally in state early intervention system funding between FY 2012 and FY 2013.² Some new programs were also added, and though none are big budget programs, they contributed to the increase. Among these are funding for the Achievement School District, the Common Core Leadership Council, Jobs for the Future/Pathways to Prosperity, and The New Teacher Project.

² NCSL. 2013. *Early Care and Education State Budget Actions FY 2013*. http://www.ncsl.org/documents/cyf/ECE_BudgetReport_FY13.pdf

Expenditures by State Agency and Funding Source

FY 2012 - 2013

Agency	State	Federal	Other	Total
Administrative Office of the Courts	\$13,081,942	\$2,399,509		\$15,481,451
CoverKids	\$48,162,298	\$159,537,024	\$2,092,243	\$209,791,565
Department of Agriculture	\$50,000	\$0	\$158,000	\$208,000
Department of Children's Services	\$372,601,700	\$276,976,300	\$2,502,500	\$652,080,500
Department of Correction	\$348,547	\$168,700	\$0	\$517,247
Department of Education	\$166,227,459	\$981,353,222	\$1,391,100	\$1,148,971,781
Department of Education: BEP	\$3,860,474,000	\$0	\$0	\$3,860,474,000
Department of Health	\$71,002,800	\$115,528,800	\$29,882,200	\$216,413,800
Department of Human Services	\$94,459,933	\$1,182,252,645		\$1,276,712,578
Department of Intellectual and Developmental Disabilities	\$3,323,357	\$0	\$0	\$3,323,357
Department of Labor and Workforce Development	\$0	\$14,701,686	\$0	\$14,701,686
Department of Mental Health and Substance Abuse Services	\$25,401,004	\$23,676,771	\$0	\$49,077,775
Department of Safety	\$957,986	\$0	\$0	\$957,986
Department of Transportation	\$84,124	\$3,400,697	\$45,000	\$3,529,820
Governor's Books from Birth Foundation	\$3,444,100	\$0	\$2,607,786	\$6,051,886
Governor's Children's Cabinet	\$114,317	\$0	\$0	\$114,317
Office of Criminal Justice Programs	\$1,504,829	\$3,523,659		\$5,028,488
TennCare	\$623,028,609	\$1,219,597,112		\$1,842,625,721
Tennessee Arts Commission	\$925,345			\$925,345
Tennessee Commission on Children and Youth	\$2,687,893	\$1,323,299	\$99,900	\$4,111,093
Tennessee Higher Education Commission	\$9,900,000	\$4,670,343	\$0	\$14,570,343
Tennessee State Museum	\$784,139			\$784,139
UT Institute of Agriculture	\$9,939,187	\$1,588,349	\$3,155,361	\$14,682,897
Volunteer TN	\$0	\$2,734,186	\$2,476,395	\$5,210,581
Grand Total	\$5,308,503,568	\$3,993,432,302	\$44,410,485	\$9,346,346,355

Source: Tennessee Commission on Children and Youth Resource Mapping Project

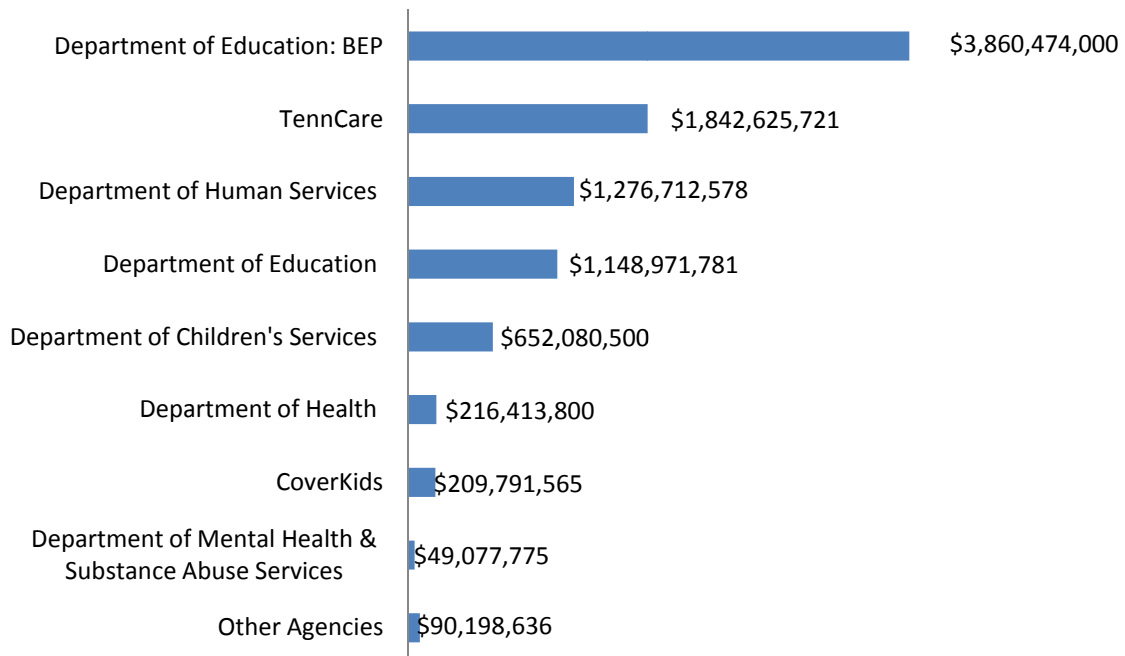
Total Expenditures by Leading Child Service Agencies

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 nearly \$223 million in FY 2013. 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.

BEP expenditures increased by 3.1 percent over FY 2012. BEP funding has grown every year since the inception of this report, as the BEP formula generates its own increases in response to rising costs. The Department of Education’s non-BEP expenditures showed the largest increase (nearly \$40 million or about 3.6 percent) compared to FY 2012. Non-BEP state education expenditures for children increased by just over six percent, but non-BEP federal education expenditures grew by only about three percent. Title I funds increased by \$26 million between the two years, which accounts for most of the federal change, though some was earmarked for school improvements.

CoverKids funding increased because of continued new funds authorized under the Children’s Health Insurance Program Reauthorization Act of 2009 (CHIPRA). The rest of the leading child service agencies had small increases in overall spending on children.

Expenditures by Leading Child Service Agencies Fiscal Year 2012-2013



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Ages of Children

Throughout its relatively short history, 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 for FY 2009 through FY 2012.

Ultimately, the result was the same: there are virtually no useful data by the age of children served because 73 percent of all reported expenditures cover such a broad range of ages that no meaningful analyses by age are possible. These include funding for the BEP (5-18), TennCare (0-21), CoverKids (0-18), Temporary Assistance for Needy Families (TANF) (“Families”), and Supplemental Nutrition Assistance Program (SNAP, commonly known as food stamps) (0-18).

The project continues to explore ways to look at funding by age group. 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 2013, departments were asked to estimate the percentage of funds, for each of the 3,235 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 (27.3 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, many of which have several funding sources.

The table on page 15 shows the results of this first effort at 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 immunization, home visitation programs, infant mortality prevention, SIDS prevention, newborn hearing screening, TennCare advocacy, TennderCare and WIC.

The agency with the most dollars going to this age group was TennCare, at over \$660 million. The Department of Human Services directed nearly \$325 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 \$200 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.

Departments estimated total funding on children under five years of age accounted for 16.3 percent of all expenditures for children in Tennessee in FY 2013, while children under age five are 27.3 percent of all children in the state. Many children under five have increased need for services and supports. A higher percentage of children from birth to five (29 percent) live in poverty than children ages six to 17 (24

percent).³ The American Academy of Pediatrics describes as toxic stress as “severe, chronic stress that becomes toxic to developing brains and biological systems when a child suffers significant adversity, such as poverty, abuse, neglect, neighborhood violence, or the substance abuse or mental illness of a caregiver.”⁴ Toxic stress is especially damaging in children under age five because of its impact on their rapidly developing brains.

TennCare pays the costs of approximately half of all babies born in Tennessee each year. Estimates are that 36 percent of TennCare expenditures are for children under five, substantially more than their 27.3 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 2013, 921 babies in Tennessee were born with NAS.⁵ 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 \$4,736 and an average length of stay in the hospital of two days. NAS babies cost an average of \$62,324 and have 26.2 days average length of stay.⁶ TennCare infants with NAS are 18 times for likely to enter state custody than infants without NAS.⁷

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 beginning on page 19, 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 in which brain pathways are still 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.⁸

³ 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/868,867,133,38,35/17,18,36|/12263,12264>

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

⁵ Angela M. Miller, PhD, MSPH, Epidemiologist, Division of Family Health and Wellness, Tennessee Department of Health NAS Reporting via email 04/10/2014 to Linda O’Neal

⁶ <http://www.tn.gov/tenncare/forms/TennCareNASData2012.pdf>

⁷ http://health.state.tn.us/MCH/PDFs/NAS/NAS_FAQ.pdf

⁸ 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 2012-2013

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	\$1,644,108	10.6%	\$15,481,451
CoverKids	\$57,273,097	27.3%	\$209,791,565
Department of Agriculture	\$0	0.0%	\$208,000
Department of Children's Services	\$103,461,481	15.9%	\$652,080,500
Department of Correction	\$0	0.0%	\$517,247
Department of Education	\$225,958,087	19.7%	\$1,148,971,781
Department of Education: BEP	\$0	0.0%	\$3,860,474,000
Department of Health	\$140,154,664	64.8%	\$216,413,800
Department of Human Services	\$324,424,349	25.4%	\$1,276,712,578
Department of Intellectual and Developmental Disabilities	\$664,272	20.0%	\$3,323,357
Department of Labor and Workforce Development	\$0	0.0%	\$14,701,686
Department of Mental Health and Substance Abuse Services	\$6,375,049	13.0%	\$49,077,775
Department of Safety	\$0	0.0%	\$957,986
Department of Transportation	\$36,492	1.0%	\$3,529,820
Governor's Books from Birth Foundation	\$6,051,886	100.0%	\$6,051,886
Governor's Children's Cabinet	\$31,209	27.3%	\$114,317
Office of Criminal Justice Programs	\$0	0.0%	\$5,028,488
TennCare	\$663,345,260	36.0%	\$1,842,625,721
Tennessee Commission on Children and Youth	\$725,837	17.7%	\$4,111,093
Tennessee Higher Education Commission	\$0	0.0%	\$14,570,343
Tennessee Arts Commission	\$0	0.0%	\$925,345
Tennessee State Museum	\$78,414	10.0%	\$784,139
UT Institute of Agriculture	\$0	0.0%	\$14,682,897
Volunteer TN	\$1,422,489	27.3%	\$5,210,581
Total	\$1,531,646,692	16.4%	\$9,346,346,355

Source: Tennessee Commission on Children and Youth Resource Mapping Project

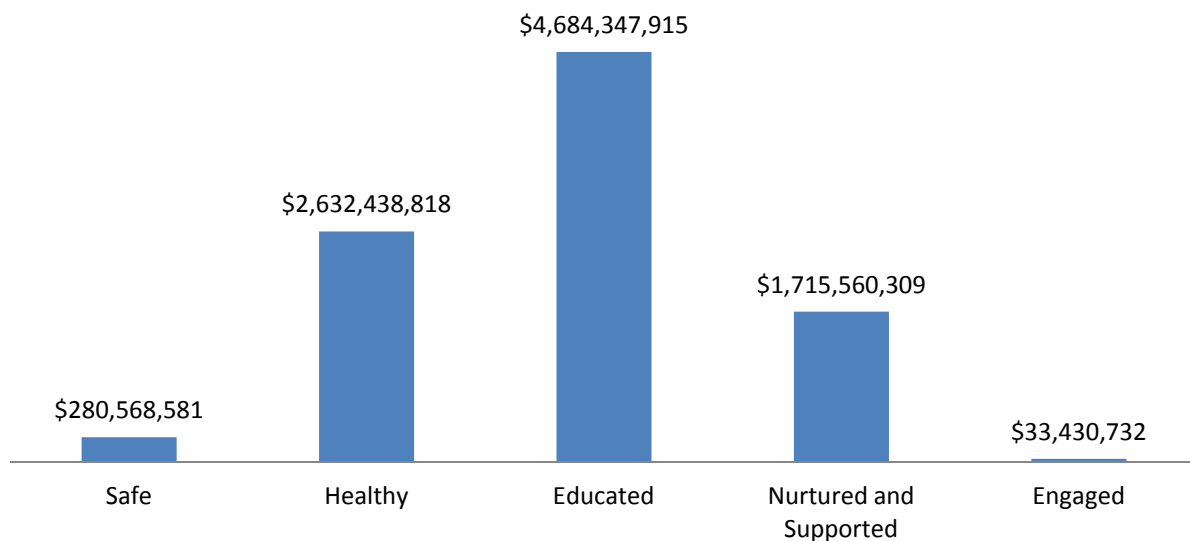
Primary Outcomes

Departments were also 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 visitation, 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

Fiscal Year 2012 - 2013

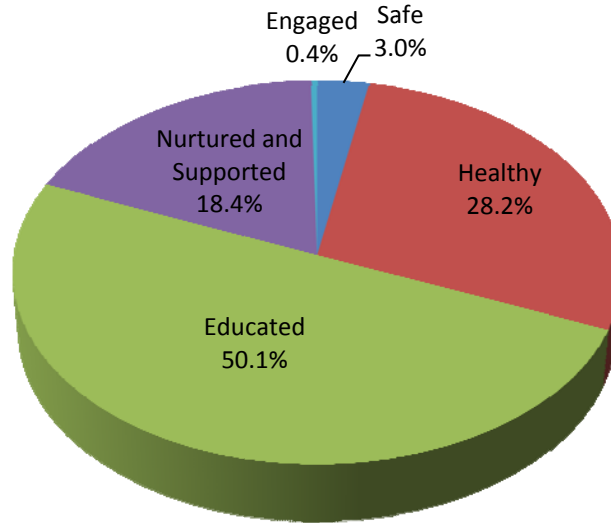


Source: Tennessee Commission on Children and Youth Resource Mapping Project

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

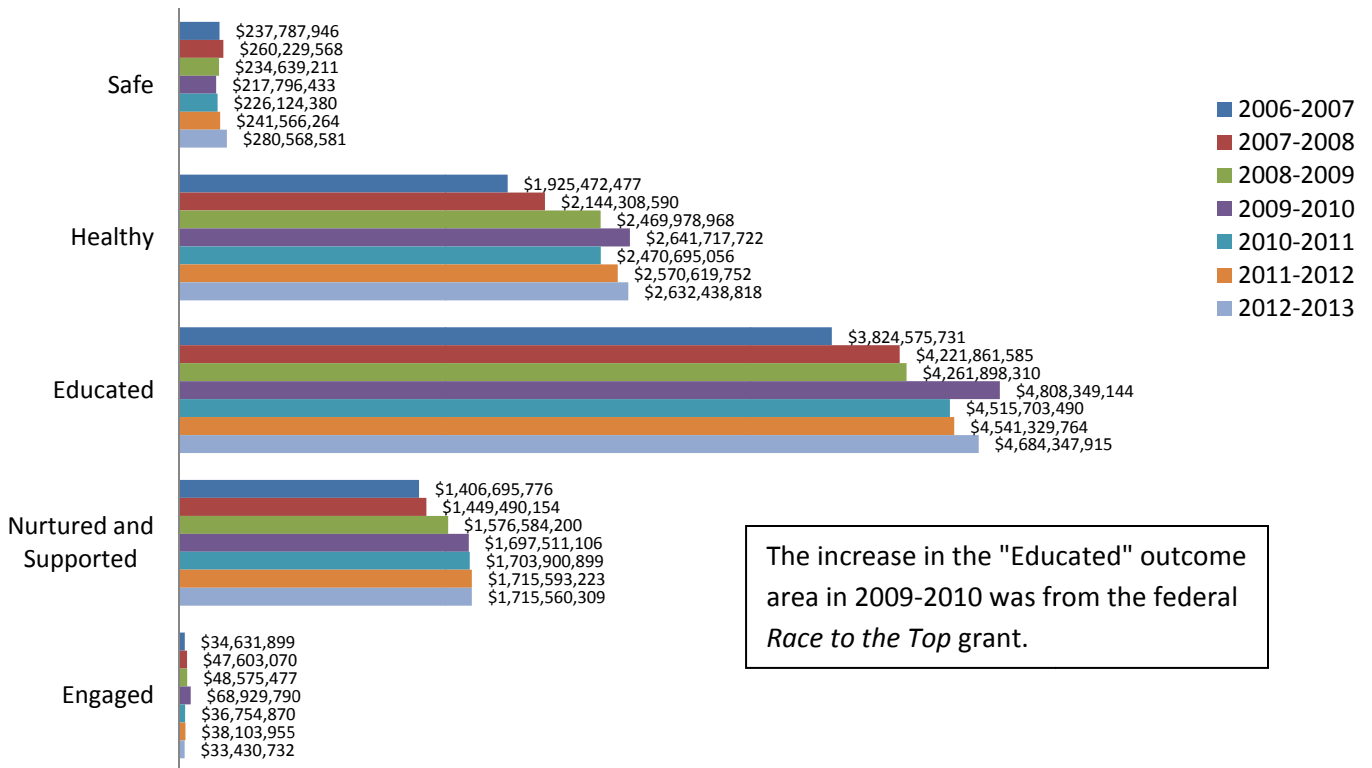
FY 2012-13



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Expenditures by Primary Outcome Area

Fiscal Years 2006-2007, 2007-2008, 2008-2009, 2009-2010, 2010-2011, 2011-2012, 2012-2013



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Services by Service Delivery Location

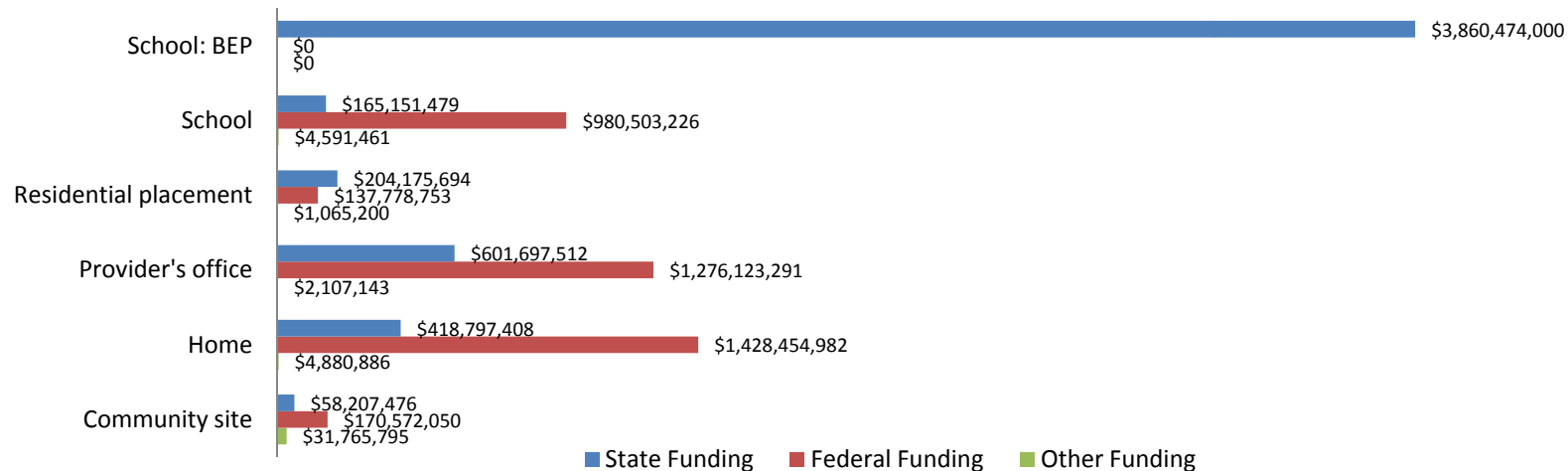
Departments reported the **service delivery location** for their programs. Location options included:

- Home,
- Community site,
- School,
- School – BEP,
- Provider’s office, and
- Residential placement.

Cost per child served varies significantly across and even within service delivery location categories. For example, services delivered in the “Home” location group include both foster care, because the children are living in a family setting, and a wide range of services to children in their own homes. Costs for services for children in “Residential placement” are, on average, thousands of dollars more per child than services in any other setting.

Expenditures by Service Delivery Location

FY 2012-2013



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, after school 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).

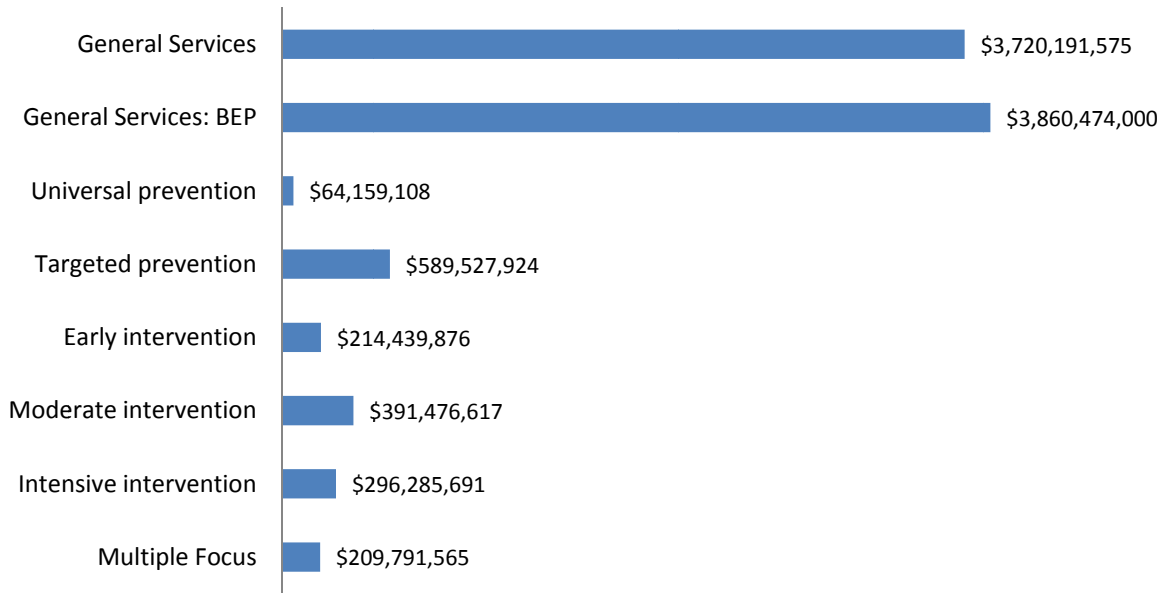
Data submitted for expenditures for CoverKIDS were not separated by programmatic focus, and all CoverKIDS expenditures were reported as “multiple focus” because they could not readily be identified by programmatic focus.

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 intervention.

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.”⁹ This could ultimately save money by reducing the need for more intensive, and more costly, interventions.

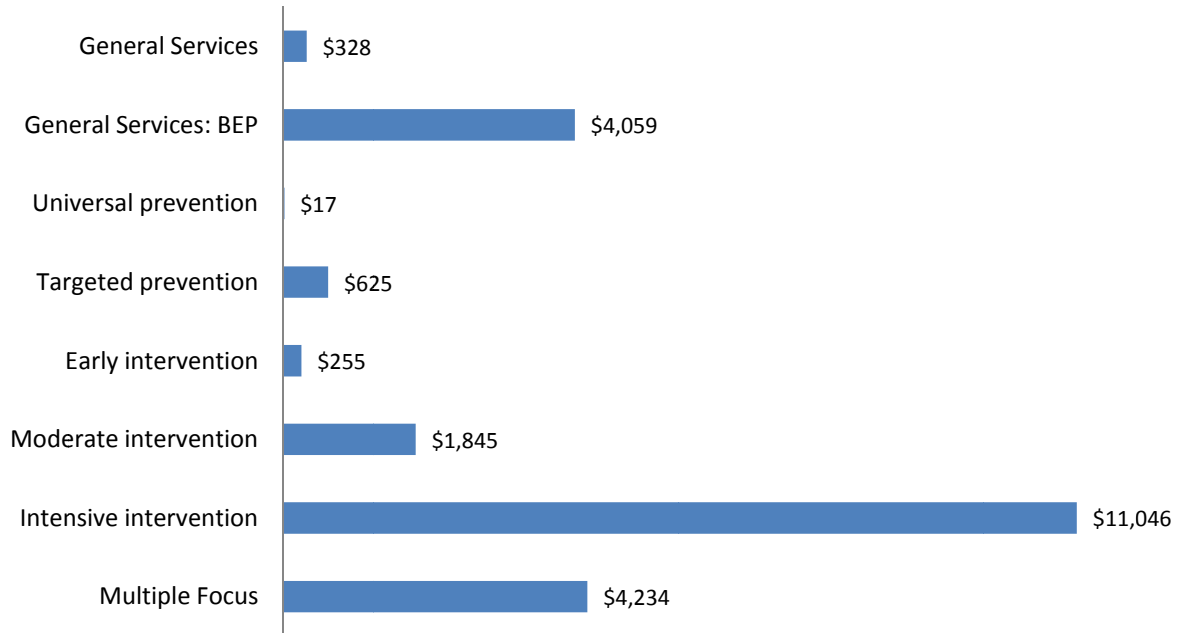
⁹ Karoly, Lynn A., M. Rebecca Kilburn, and Jill Cannon. 2005. *Early Childhood Interventions: Proven Results, Future Promise*. Santa Monica, CA: The Rand Corporation. Research brief available at http://www.rand.org/pubs/research_briefs/RB9145/index1.html

Total Expenditures by Programmatic Focus FY 2012-2013



Source: Tennessee Commission on Children and Youth Resource Mapping Project

Per-Child Expenditures by Programmatic Focus FY 2012-2013



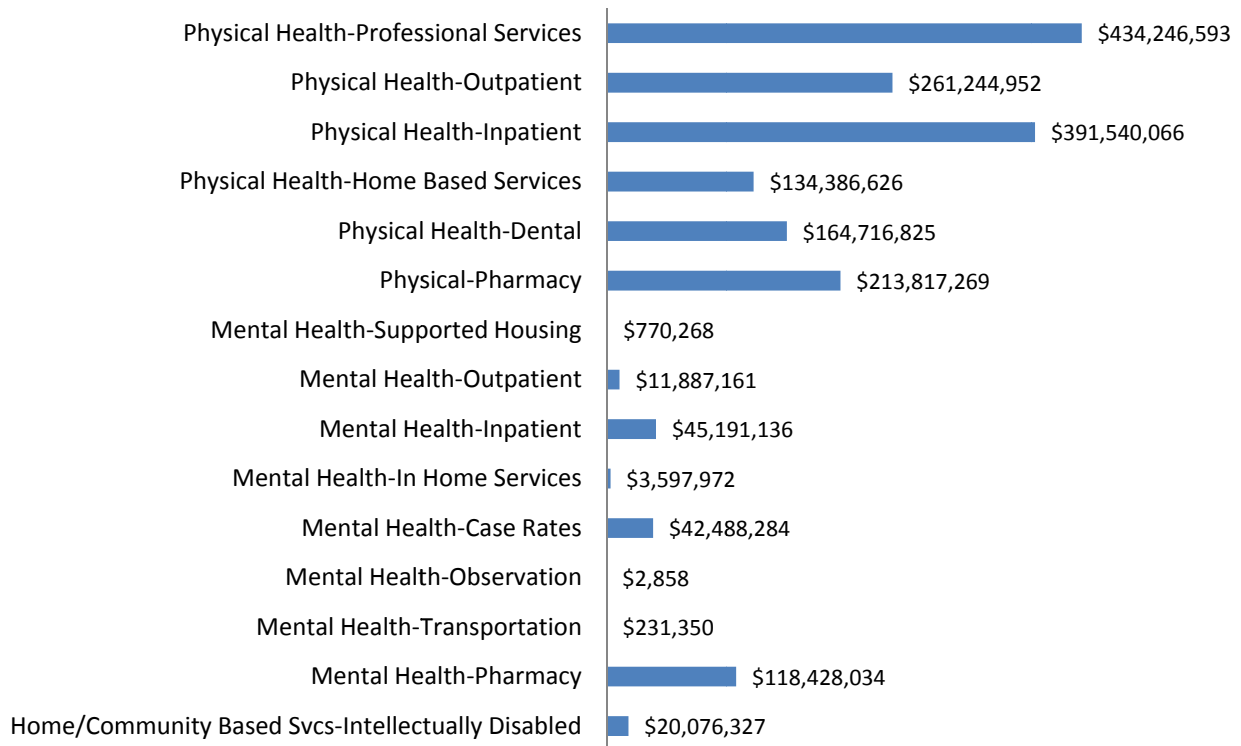
Source: Tennessee Commission on Children and Youth Resource Mapping Project

TennCare

As previously reported, TennCare is the second largest source of expenditures for children in Tennessee with total spending of \$1.8 billion. The federal portion of this (the Federal Medical Assistance Percentage—or FMAP) varies somewhat from year to year—it was 66.13 percent in FY 2013. 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. The federal government paid 75 percent during FY 2009, FY 2010, and part of FY 2011 as part of the American Recovery and Reinvestment Act (ARRA) stimulus package.¹⁰ The federal portion will increase for many states going forward as the 100-percent-federally-funded Medicaid expansion kicks in for participating states. Tennessee has rejected federal dollars for TennCare for this group, substantially reducing the federal portion of overall TennCare expenditures going forward. The following bar graph presents TennCare expenditures on children by category.

TennCare Expenditures by Category

Fiscal Year 2012-2013



Source: Tennessee Commission on Children and Youth Resource Mapping Project

In TennCare mental health services, pharmaceutical interventions dwarf other types of interventions, with more than half of spending on children’s mental health services (53 percent) going to medication. This is similar to what was reported in the FY 2012 Resource Mapping report. The Resource Mapping Project is working with TennCare to get a clearer picture of how many children may be receiving prescriptions as their only mental health services and what, if anything, these children have in common.

¹⁰ Kaiser Family Foundation. <http://www.statehealthfacts.org/comparetable.jsp?ind=184&cat=4>

Services to Support Vulnerable Children and Families

TCCY staff involved in Resource Mapping continually strive to present data submitted by departments in ways that better communicate how the state's expenditures address the needs of Tennessee children and families. The table on the next page focuses on programs/services to strengthen and support children and their families by increasing opportunities for success, particularly for those who face obstacles. These especially include children in low income families and children experiencing health, mental health or developmental challenges.

Services presented in this table do not include those provided by the Department of Children's Services for children who are in or at imminent risk of state custody. This table focuses on supports for children/families that are struggling, but are not necessarily involved with DCS due to abuse or neglect.

The identification of these services across departments provides an opportunity to consider the commonalities they have, to identify strategies to ensure they coordinate efforts and utilize best practices/evidence-informed approaches, and to avoid any unnecessary duplication.

These programs are incredibly important for the children and families they serve. However, available data would suggest they are only serving a small proportion of those who are likely to need them:

- Tennessee's child population is approximately 1.5 million;
- Around 80,000 babies are born in Tennessee each year;
- Approximately half of all births in Tennessee each year are covered by TennCare;
- Almost 10 percent of babies born in Tennessee are low birthweight (7,000+)
- 921 babies in Tennessee were born substance exposed in 2013;
- 26 percent of children in Tennessee live in poverty (386,000);
- 10 percent of children are estimated to need mental health services (145,000);
- 21 percent of children ages two to 17 reportedly have one or more emotional, behavioral or developmental conditions;
- 37 percent of children live in single parent families (516,000);
- Almost half the public school students in Tennessee participate in the Free- and Reduced-Price School Lunch Program.

Services to Support Vulnerable Children and Families with Funding Sources and Children Served: FY 2013

Department/Program	State	Federal	Total	Children Served
Administrative Office of the Courts Total		\$188,528	\$188,528	2,558
Access and Visitation Grant		\$188,528	\$188,528	2,558
Department of Children's Services Total	\$3,338,700	\$820,500	\$4,159,200	18,056
Family Support Services	\$796,800		\$796,800	3,123
Parenting Education	\$957,200	\$820,500	\$1,777,700	12,601
Relative Caregiver	\$494,900		\$494,900	1,433
Therapeutic Family Preservation	\$1,089,800		\$1,089,800	899
Department of Education Total	\$19,683,993	\$9,670,210	\$29,354,203	3,966
Tennessee's Early Intervention System	\$19,683,993	\$9,670,210	\$29,354,203	3,966
Department of Health Total	\$7,325,500	\$4,099,800	\$12,261,100	11,462
ACA Home Visiting Program		\$3,075,800	\$3,075,800	680
Child Health & Development (CHAD)	\$282,601	\$553,199	\$835,800	623
Children's Special Services (CSS) DPA		\$722,800	\$722,800	4,257
Healing Center Home Visiting Program	\$1,300	\$301,200	\$302,500	60
Healthy Start	\$2,656,300		\$2,656,300	1,223
TN Home Visiting - (HUGS)	\$4,473,000		\$4,473,000	4,519
TN Nurse Home Visitor Program	\$194,900		\$194,900	100
Department of Mental Health and Substance Abuse Services Total	\$103,009	\$7,489,347	\$7,592,356	4,240
Building Strong Families in Rural Tennessee		\$351,139	\$351,139	127
Consumer Family Support	\$31,003		\$31,003	1,073
Early Connections Network		\$1,886,771	\$1,886,771	69
Family Support and Advocacy	\$72,006		\$72,006	2,045
JustCare Family Network		\$1,898,336	\$1,898,336	155
K-Town Youth Empowerment Network		\$2,051,109	\$2,051,109	85
Mule Town Family Network		\$394,539	\$394,539	17
Nurses for Newborns		\$9,249	\$9,249	388
Planned Respite		\$689,927	\$689,927	301
Respite Voucher Program		\$208,278	\$208,278	164
Office of Criminal Justice Programs Total		\$1,700	\$1,700	14
Tennessee Targeted Community Crime Reduction - Operation Defiance (Big Brothers/Big Sisters)		\$1,700	\$1,700	14
TennCare Total	\$53,443,560	\$104,617,365	\$158,060,925	3,422
Behavioral Health-In Home Services	\$1,216,546	\$2,381,426	\$3,597,972	376
HCBS - Intellectually Disabled	\$6,788,208	\$13,288,119	\$20,076,327	367
Medical Services-Home Based Services	\$45,438,806	\$88,947,820	\$134,386,626	2,679
TN Commission on Children and Youth Total		\$67,545	\$67,545	446
Big Brothers and Big Sisters of Middle Tennessee - Federal Formula Grant		\$67,545	\$67,545	446
Total	\$83,894,762	\$126,954,995	\$211,685,557	48,404

Source: Tennessee Commission on Children and Youth Resource Mapping Project

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 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.

For some of their programs, the Department of Human Services and the Department of Health provide counts of children served by county, but only report expenditures on a statewide basis. While this is good information and gives an idea of the breadth of need by county, 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.

Resource Mapping project staff continue to work with the various departments that report data to see what information they may already have that could help allocate expenditures and service recipients among counties and/or what additional information might be relatively easy to obtain.

Since nutrition programs and programs for our most vulnerable children and families were highlighted elsewhere in the FY 2013 report, these were chosen for mapping as the data allowed. School-based nutrition programs are reported at the school system level and so can be combined to produce county-level comparisons. All five of the programs (Afterschool Snack, Fresh Fruits and Vegetables, National School Lunch, School Breakfast, and Seamless Summer) were combined. Rather than reporting them per child receiving services, this map compares them on a per capita (of just the child population) basis. One sees not just the average expense in each county, but gets a sense of what portion of children in the county are receiving school-based food aid.

The Tennessee Early Intervention System (TEIS) was highlighted in the previous section discussing programs aimed at the state's most vulnerable children and families. The Department of Education administers TEIS funds and reports the number of children receiving services per county. Because the percentage of families receiving TEIS services is low, counties are grouped by the number of children per 10,000 who receive services.

Administered by the Department of Human Services, The Supplemental Nutrition Assistance Program (SNAP, commonly known as food stamps) is one where the number of recipients is reported by county, but expenditures are reported statewide. SNAP has been mapped in previous reports comparing the percent of children who receive benefits. This map groups counties by the percent of recipients who are children.

School-Based Nutrition Programs

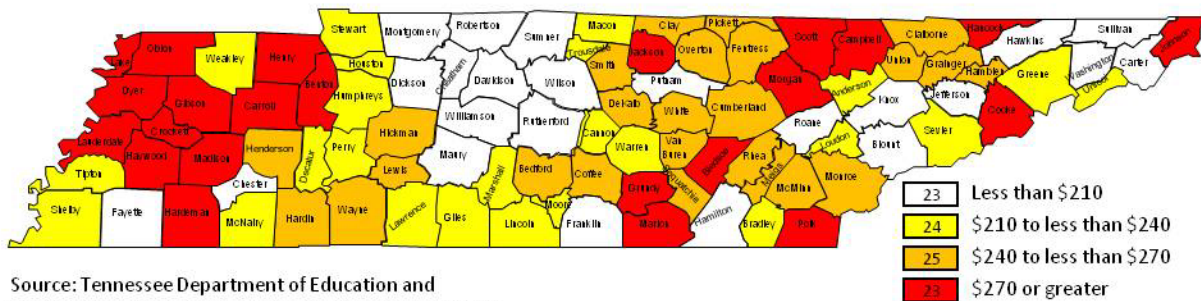
The Department of Education administers school-based supplementary food programs in all 95 counties. Funding is provided through the United States Department of Agriculture (USDA). The state pays some administrative costs, but these programs are overwhelmingly federally-funded. Descriptions of each are provided on the USDA website and reproduced below.¹¹

The *National School Lunch Program* operates in over 100,000 public and non-profit private schools and residential child care institutions. It provided nutritionally balanced, low-cost or free lunches to over 31 million children each school day in FY 2012. The *School Breakfast Program* also operates in public and non-profit private schools and residential child care institutions. It began as a pilot project in 1966, and was made permanent in 1975. In FY 2012, over 12.9 million children participated every school day.

The *Afterschool Snacks Program* helps schools serve snacks to children in afterschool activities. A school must provide regularly-scheduled activities in an organized, structured and supervised environment and include educational or enrichment activities. The *Fresh Fruit and Vegetable Program* provides free fresh fruits and vegetables to students in participating elementary schools during the school day. The goal is to improve children’s overall diet and create healthier eating habits to impact their present and future health.

Schools can apply to operate the *Seamless Summer Option* through the National School Lunch or School Breakfast Programs and continue the same meal service rules and claiming procedures used during the regular school year. Although the traditional Summer Food Service Program is still available to schools, the *Seamless Summer Option* offers a streamlined approach to feeding hungry children in local communities.

Per Capita (Child Population Only) Expenditures on School-Based Nutrition Programs by County - FY 2013



Source: Tennessee Department of Education and Tennessee Department of Health (child population data)

¹¹ <http://www.fns.usda.gov/school-meals/child-nutrition-programs>

Tennessee's Early Intervention System (TEIS)¹²

Tennessee's Early Intervention System is a voluntary educational program for families with children birth through age two with disabilities or developmental delays. Every state has a Part C program for these children and their families under the Individuals with Disabilities Education Act (IDEA). Each state decides its own eligibility rules. In Tennessee, a child with a diagnosis covered by the program (134 separate diagnoses are included), or 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:

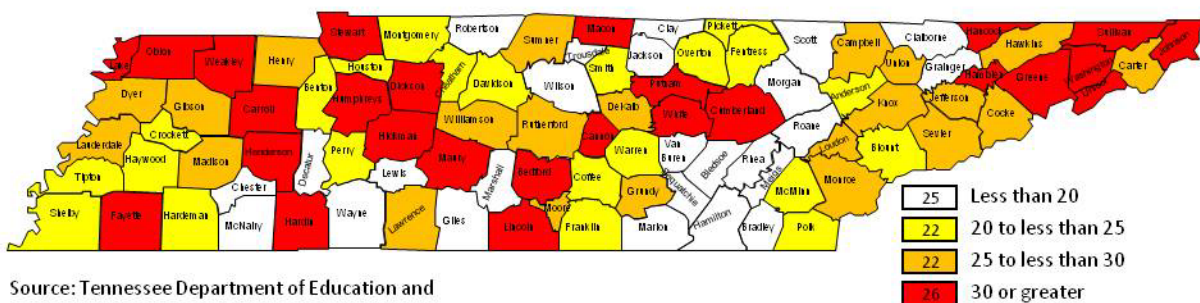
1. motor (crawling, walking, using their hands to play);
2. communication (babbling, indicating wants and needs, talking);
3. cognitive (thinking skills including making choices and solving problems);
4. social (playing near or with other children or adults);
5. adaptive (taking care of one's needs).

Anyone can refer a child to TEIS, and a service coordinator will contact the child's parents to schedule an evaluation to determine eligibility. The principles of Early Intervention 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.

The county with the lowest rate of TEIS participation was Bledsoe, where just 4 in 10,000 children received services. The highest was in Hancock County, where 88 of 10,000 children participated in TEIS. State funding of TEIS increased by nearly \$6 million in FY 2013 compared to FY 2012, though this was largely offset by a decline in TEIS federal funds.

Tennessee Early Intervention System (TEIS) Service Recipients per 10,000 Children by County - FY 2013



Source: Tennessee Department of Education and Tennessee Department of Health (child population data)

¹² Information on TEIS is from the program's website at <http://www.tn.gov/education/teis/>

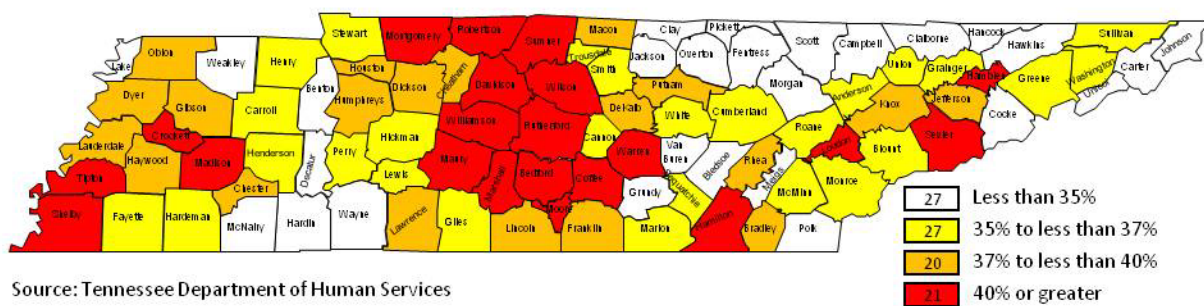
Supplemental Nutrition Assistance Program (SNAP), Department of Human Services

The mission of the Department of Human Services is to improve the well-being of Tennesseans who are economically disadvantaged, vulnerable or living with disabilities. The department administers a network of financial, employment, protective and rehabilitative services¹³ and reported funding for seven programs for children in FY 2012: the Child and Adult Food Program, Child Care Benefits, Child Care Licensing/Assessment, Child Support Enforcement, Supplemental Nutrition Assistance Program (SNAP, commonly known as food stamps), the Summer Food Program, and Temporary Assistance for Needy Families (TANF)/Families First (commonly referred to as welfare).

Recipients can use SNAP benefits to buy foods for the household to eat, such as breads and cereals, fruits and vegetables, meats, fish and poultry, and dairy products. Recipients can also use benefits to buy seeds and plants that produce food for the household to eat. They cannot use SNAP benefits to buy beer, wine, liquor, cigarettes or tobacco; any nonfood items, such as pet foods, soaps, paper products and household supplies; vitamins and medicines; food that will be eaten in the store; or hot foods.¹⁴

The Department of Human Services map reflects the percentage of SNAP recipients in each county who were children in FY 2013. Statewide, the percent of SNAP recipients who are children was 39.9. The maximum was 45.3 percent in Davidson County, and the minimum was 28.5 percent in Hancock County. SNAP is primarily funded by the federal government. The program’s administrative costs are subject to a 50/50 federal/state match, resulting in just three percent of overall SNAP costs coming from state dollars. Total funding for SNAP decreased by one half of one percent in FY 2013 compared to FY 2012.

Percent of Supplementary Nutrition Assistance Program (SNAP) Recipients who are Children - FY 2013



Source: Tennessee Department of Human Services

¹³ Information on the Department of Human Services is from its website at <http://www.tn.gov/humanserv/us.html>

¹⁴ Information on what recipients can buy with SNAP funds is from the US Department of Agriculture’s website at <http://www.fns.usda.gov/snap>.

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 Census Bureau’s 2012 Small Area Income and Poverty Estimates,¹⁵ 26.1 percent of all children in Tennessee and 29.4 percent of 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 for younger children;
- Pre-K at age four;
- Free- and Reduced-Price Breakfast Program for School Age Children;
- Free- and Reduced-Price Lunch Program 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 behavior, enhancing arts education, and promoting general health.

In a slightly different approach compared to previous years, The Resource Mapping Project is taking a look at some similar services that are delivered by different agencies or departments to see who is being served by each. The area highlighted is nutrition programs, which were reported in the Department of Education, the Department of Health, and the Department of Human Services. The table on the following page shows all the programs listed as primarily providing nutrition or nutrition education, their funding sources, and the number of children served. Some education programs are directed at the general public, so do not list specific numbers of children served. Administrative costs are also not generally listed with a number of children served.

The program serving the most children is the national school lunch program. Many children benefiting from this program are likely also participating in other Department of Education nutrition programs, and some of them further qualify for services from the Child and Adult Food Program or SNAP. But each of these programs is serving children in different ways. Some include the family;

¹⁵ U. S. Census Bureau. Data available at <http://www.census.gov/did/www/saie/data/statecounty/data/2012.html>

some do not. Some are school-based; some are community-based. Some are aimed at school-aged children; some are aimed at pre-school-aged children. Most are heavily tilted toward federal funding.

The one potential overlap is between the Department of Education’s Seamless Summer Program and the Department of Human Services’ Summer Food program. Both are meant to serve students during school breaks who are beneficiaries of school breakfast and lunch programs. The United States Department of Agriculture (USDA) lists both programs as options and describes the Seamless Summer program as one that allows sites offering the National School Lunch program during the year to continue service without submitting new paperwork or changing food options, as would be required to be a Summer Food Program site.¹⁶ The total number of children reported served by both Seamless Summer and Summer Food Program (140,719) is less than 10 percent of the almost 1.5 million children in Tennessee.

Nutrition Programs with Funding Sources and Children Served

Department/Program	State	Federal	Other	Total	Children Served
Dept. of Education Total	\$4,689,174	\$408,488,030		\$413,177,204	990,186
Afterschool Snack Program		\$1,423,646		\$1,423,646	14,435
Fresh Fruits and Vegetables		\$3,541,807		\$3,541,807	63,706
National School Lunch Program	\$4,614,224	\$227,866,812		\$232,481,036	586,572
School Breakfast Program		\$86,923,152		\$86,923,152	306,784
Seamless Summer Program		\$385,815		\$385,815	18,689
Nutrition Programs Admin	\$135,000	1423645.86		1558645.86	
Dept. of Health Total	\$5,057,400	\$67,052,000	\$28,952,200	\$101,061,600	22,629
Obesity		\$192,800		\$192,800	
Project Diabetes	\$1,641,600			\$1,641,600	
WIC	\$4,300	\$57,774,200	\$28,951,600	\$86,730,100	22,629
WIC Breastfeeding Promotion	\$191,900	\$673,300		\$865,200	
WIC Nutrition Education	\$3,219,600	\$8,411,700	\$600	\$11,631,900	
Dept. of Human Services Total	\$17,009,300	\$831,242,900		\$848,252,200	745,658
Child and Adult Food Program		\$64,798,500		\$64,798,500	81,724
CACFP Admin		\$1,319,400		\$1,319,400	
SNAP/Food Stamp Benefits		\$739,491,400		\$739,491,400	541,904
SNAP Admin	\$17,009,300	\$17,009,300		\$34,018,600	
Summer Food Program		\$7,413,700		\$7,413,700	122,030
Summer Food Program Admin		\$175,000		\$175,000	
Total	\$26,755,874	\$1,306,782,930	\$28,952,200	\$1,362,491,004	

Source: Tennessee Commission on Children and Youth Resource Mapping Project

Through various approaches to the question, the Resource Mapping Project has never found any evidence of duplicated services. Resource Mapping data simply does not validate or support concerns that there is unnecessary duplication in the funding of services for children. Future reports will continue to examine this important question.

¹⁶ USDA Memo SP 32-2013, available online at <http://www.fns.usda.gov/sites/default/files/SP32-2013os.pdf>

Resource Mapping FY 2012-2013 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 2012-2013 expenditures for children and families, over 73 percent of funds spent were federal dollars.

Rejecting Medicaid Expansion Dollars

The glaring federal funding opportunity that Tennessee is missing is Medicaid expansion. The Affordable Care Act (ACA) provided for Medicaid expansion that is 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***¹⁷ in federal funds, and will lose \$6.5 billion from 2014 to 2019, with a required state match of \$200 million from 2017 to 2019—\$32 dollars in federal funds for every state dollar spent. There is also concern several rural hospitals may be forced to close without those federal dollars to help cover uncompensated care expenses.¹⁸ Furthermore, Tennessee businesses will have to pay millions of dollars in additional taxes as a result of the state rejecting these federal funds. A recently released Jackson Hewitt study estimates Tennessee’s failure to expand Medicaid/TennCare could cost employers in the state between \$48 million and \$72 million in 2015.¹⁹

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.

¹⁷ 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>

¹⁸ Tennessee Hospital Association. 2012. *Medicaid Expansion by the Numbers*.

<http://www.tha.com/files/medicaid-expansion/medicaid-expansion-by-the-numbers-20130215.pdf>

¹⁹ 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

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. The Department of Mental Health and Substance Abuse Services has been extremely successful with consistent applications for multi-year funding to implement “System of Care” projects across the state.

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 period is insufficient to justify the 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 the new 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 2013 Advisory Group and Data Submission Staff



STATE OF TENNESSEE
**RESOURCE MAPPING ADVISORY GROUP and DATA SUBMISSION STAFF
BY DEPARTMENT**

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

2012

Administrative Office of the Courts

- Leslie Kinkead

Comptroller of the Treasury

- Nneka Norman-Gordon

CoverKids

- Stephanie Dickerson

Department of Agriculture

- Linda Shelton
- Chris Fleming, Tennessee Farm Bureau

Department of Children's Services

- Tom Neel
- Mary Rolando

Department of Correction

- Tanya Washington

Department of Education

- Tabatha Siddiqi
- George Amin
- Christy Ballard
- Jan Bushing
- Eve Carney
- Melissa Canney
- Emily Carter
- Connie Casha
- Lynne Cohen
- Pat Conner
- Susan Cowden
- Meghan Curran
- Karen Daniels
- Kim Daubenspeck
- Allison Davey
- Maryanne Durski
- Rita Fentress
- Elizabeth Fiveash
- Paula Gaddis
- Debbie Gilliam

- Nina Hansen
- Linda Hartbarger
- Casey Haugner
- Mike Hinricher
- Rebecca Johns-Wommack
- Linda Jordan
- Heather Justice
- Mike Koprowski
- Jan Lanier
- Nan McKerley
- Michelene McKinney
- Laura Nichols
- Debbie Owens
- Etta Patterson
- Elizabeth Roper
- Zachary Rossley
- Sarah Shepson
- Gary X. Smith
- Brenda Staggs
- Dina Starks
- JoAnn Summers
- Jasmine Taylor
- Sue Tucker
- Terry Wallis

Department of Finance and Administration

- Susan French

Department of Health

- Lisa Wade
- Dean Daniel
- Butch Jack

Department of Human Services

- Carl Cullen
- April Christie

**Department of Labor and Workforce
Development**

- Christy Montgomery

Department of Intellectual and Developmental Disabilities

- Kellie McCain

Department of Mental Health and Substance Abuse Services

- Lymari Benitez
- Karen Edwards
- Sejal West
- Angela McKinney-Jones
- Bruce Gilmore
- Debbie Shahla
- Edwina Chappell
- Ellen Abbott
- Jeff Feix
- Kristy Leach
- Linda McCorkle
- Lisa Ragan
- Louise Barnes
- Lygia Williams
- Melissa Sparks
- Robert Currie
- Sue Karber
- Susan Steckel

Department of Safety

- Coleman Hanna
- John Milliken
- Sgt. Scott Staggs

TennCare

- Crystal G. Allen, Budget Director
- Terry Poff, Fiscal Director

Department of Transportation

- Diana Benedict
- Laurie Clark
- Mia Vickers

Governor's Books from Birth Foundation

- Theresa Carl

Governor's Children's Cabinet

- Jude White

Shared Services Solutions

- Nancy Townsend

Tennessee Arts Commission

- Rod Reiner
- Carol White

Tennessee State Museum

- Lee Bailey
- Mary Jane Crockett-Green
- Lois Riggins-Ezell

Tennessee Higher Education Commission

- Mike Krause

Tennessee Commission on Children and Youth

- Linda O'Neal
- Richard Kennedy
- Fay Delk
- Dustin Keller
- Rose Naccarato
- Steve Petty

UT Institute of Agriculture

- Steve Sutton

Volunteer Tennessee

- Jim Snell

Tennessee General Assembly

- Representative Sherry Jones
- Roark Brown

Appendix C
Primary Outcome Expenditures

Educated: FY 2013 Expenditures				
	State	Federal	Other	Total
Total	\$4,019,114,570	\$662,349,877	\$2,883,467	\$4,684,347,915
Department of Agriculture	\$50,000	\$0	\$158,000	\$208,000
Department of Children's Services	\$1,063,800	\$170,300		\$1,234,100
Department of Correction		\$168,700		\$168,700
Department of Education	\$140,315,904	\$655,190,153		\$795,506,056
Department of Education: BEP	\$3,860,474,000			\$3,860,474,000
Department of Health		\$1,117,200		\$1,117,200
Department of Mental Health and Substance Abuse Services	\$517,841	\$543,333		\$1,061,174
Department of Safety	\$825,737			\$825,737
Department of Transportation	\$84,124	\$222,045	\$45,000	\$351,168
Governor's Books from Birth Foundation	\$3,444,100		\$2,607,786	\$6,051,886
Tennessee Commission on Children and Youth	\$773,880	\$267,804	\$72,681	\$1,114,366
Tennessee Higher Education Commission	\$9,900,000	\$4,670,343		\$14,570,343
TN Arts Commission	\$881,045			\$881,045
TN State Museum	\$784,139			\$784,139

Source: Tennessee Commission on Children and Youth Resource Mapping Project

Engaged: FY 2013 Expenditures				
	State	Federal	Other	Total
Total	\$13,330,304	\$16,945,067	\$3,155,361	\$33,430,732
Administrative Office of the Courts	\$106,316			\$106,316
Department of Education	\$155,331	\$100,000		\$255,331
Department of Labor and Workforce Development		\$14,701,686		\$14,701,686
Department of Mental Health and Substance Abuse Services	\$3,085,170	\$182,534		\$3,267,704
Office of Criminal Justice Programs		\$348,207		\$348,207
Tennessee Commission on Children and Youth		\$24,291		\$24,291
TN Arts Commission	\$44,300			\$44,300
UT Institute of Agriculture	\$9,939,187	\$1,588,349	\$3,155,361	\$14,682,897

Source: Tennessee Commission on Children and Youth Resource Mapping Project

Healthy: FY 2013 Expenditures				
	State	Federal	Other	Total
Total	\$770,101,247	\$1,831,060,596	\$31,989,362	\$2,633,151,205
CoverKids	\$48,162,298	\$159,537,024	\$2,092,243	\$209,791,565
Department of Children's Services	\$3,268,700	\$0	\$0	\$3,268,700
Department of Education	\$18,206,224	\$321,564,878	\$0	\$339,771,102
Department of Health	\$71,002,800	\$114,411,600	\$29,882,200	\$215,296,600
Department of Mental Health and Substance Abuse Services	\$4,215,400	\$13,861,311		\$18,076,710
Office of Criminal Justice Programs	\$1,504,829	\$2,057,028		\$3,561,857
TennCare	\$623,028,609	\$1,219,597,112		\$1,842,625,721
Tennessee Commission on Children and Youth	\$0	\$31,644	\$14,919	\$46,563

Source: Tennessee Commission on Children and Youth Resource Mapping Project

Nurtured and Supported: FY 2013 Expenditures				
	State	Federal	Other	Total
Total	\$367,484,489	\$1,343,141,525	\$4,934,294	\$1,715,560,309
Administrative Office of the Courts	\$12,975,626	\$2,399,509		\$15,375,135
Department of Children's Services	\$250,847,400	\$169,649,200	\$2,445,600	\$422,942,200
Department of Education	\$3,050,000	\$2,662,770		\$5,712,770
Department of Human Services	\$94,459,933	\$1,158,074,945		\$1,252,534,878
Department of Intellectual and Developmental Disabilities	\$3,321,360			\$3,321,360
Department of Mental Health and Substance Abuse Services	\$953,655	\$6,621,355		\$7,575,010
Governor's Children's Cabinet	\$114,317			\$114,317
Tennessee Commission on Children and Youth	\$1,762,198	\$999,560	\$12,299	\$2,774,058
Volunteer TN		\$2,734,186	\$2,476,395	\$5,210,581

Source: Tennessee Commission on Children and Youth Resource Mapping Project

Safe: FY 2013 Expenditures				
	State	Federal	Other	Total
Total	\$139,185,345	\$139,935,236	\$1,448,000	\$280,568,581
Department of Children's Services	\$117,421,800	\$107,156,800	\$56,900	\$224,635,500
Department of Correction	\$348,547			\$348,547
Department of Education	\$4,500,000	\$1,835,421	\$1,391,100	\$7,726,521
Department of Human Services		\$24,177,700		\$24,177,700
Department of Intellectual and Developmental Disabilities	\$1,997			\$1,997
Department of Mental Health and Substance Abuse Services	\$16,628,938	\$2,468,239		\$19,097,177
Department of Safety	\$132,249			\$132,249
Department of Transportation		\$3,178,652		\$3,178,652
Office of Criminal Justice Programs		\$1,118,424		\$1,118,424
Tennessee Commission on Children and Youth	\$151,815			\$151,815

Source: Tennessee Commission on Children and Youth Resource Mapping Project

Appendix D
Federal Expenditures by State Agency and Federal Funding Source

Federal Funding Source	FY 10-11	FY 11-12	FY 12-13
Administrative Office of the Courts			
Juvenile Justice and Delinquency Prevention Act	\$50,000	\$46,015	\$37,500
Social Security Act	\$2,406,040	\$3,175,441	\$2,362,009
Subtotal	\$2,456,040	\$3,221,456	\$2,399,509
CoverKids			
Title XXI - SCHIP	\$117,181,525	\$146,078,519	\$159,537,024
Subtotal	\$117,181,525	\$146,078,519	\$159,537,024
Department of Children's Services			
Chafee Foster Care Independence Act of 1999	\$751,700	\$985,800	\$1,024,900
Child Abuse Prevention and Treatment Act	\$1,060,000	\$1,668,700	\$1,349,600
Children's Justice Act	\$61,000	\$325,700	\$308,600
School Nutrition	\$625,500	\$507,800	\$567,200
Special Education	\$516,600	\$480,500	\$564,800
Special Education - American Recovery and Reinvestment Act	\$204,900	\$1,200	\$0
TennCare	\$133,366,100	\$147,566,900	\$158,218,700
Title I - Education	\$349,800	\$247,100	\$329,100
Title II - Education	\$1,000	\$25,800	\$0
Title IV, Part B, Section 1	\$0	\$870,700	\$5,668,400
Title IV, Part B, Section 2	\$11,677,000	\$12,779,900	\$9,944,500
Title IV, Part E	\$78,283,300	\$75,831,500	\$80,334,700
Title IV, Part E American Recovery and Reinvestment Act	\$2,426,300	\$11,100	\$0
Title XX - Social Services Block Grant	\$18,316,200	\$18,138,700	\$18,665,800
Adoption Incentive Grant	\$554,400	\$0	\$0
Subtotal	\$248,193,800	\$259,441,400	\$276,976,300
Department of Correction			
IDEA	\$145,541	\$38,500	\$53,400
IDEA - American Recovery and Reinvestment Act	\$38,500	\$2,200	\$0
Title I	\$76,400	\$75,600	\$115,300
Subtotal	\$260,441	\$116,300	\$168,700
Department of Human Services			
Child Care Development Block Grant	\$108,270,900	\$106,561,900	\$157,740,500
Section 17 of the National School Lunch Act-Child and Adult Care	\$52,555,200	\$55,138,400	\$66,117,900
Summer Food Program	\$8,602,100	\$5,808,100	\$7,588,700
Supplemental Nutrition Assistance Program (SNAP)	\$733,177,100	\$760,531,100	\$756,500,700
Temporary Assistance to Needy Families (TANF)	\$229,643,200	\$172,056,814	\$156,680,800
Title IV, Part D of the Social Security Act (Child Support Enforcement)	\$0	\$33,375,505	\$36,942,045
Title XX - Social Services Block Grant	\$1,744,300	\$847,100	\$682,000
Subtotal	\$1,133,992,800	\$1,134,318,919	\$1,182,252,645
Department of Intellectual and Developmental Disabilities			
TennCare	\$24,080,904	\$25,777,740	\$0
Subtotal	\$24,080,904	\$25,777,740	\$0

Federal Funding Source	FY 10-11	FY 11-12	FY 12-13
Department of Education			
Advanced Placement and International Baccalaureate Programs	\$0	\$204,375	\$202,158
American Recovery and Reinvestment Act	\$58,620,459	\$10,152,043	\$7,933,644
Carl D. Perkins Career and Technical Education Act of 1998/2006	\$23,995,230	\$15,028,335	\$18,369,400
IDEA, Part B (School-Age Special Education)	\$223,898,328	\$241,873,787	\$244,479,183
IDEA, Preschool (619)	\$10,639,143	\$12,948,799	\$9,670,267
School Nutrition	\$289,907,823	\$310,436,114	\$321,564,878
Title I, Part A of the No Child Left Behind Act of 2001(Low-income families)	\$274,299,288	\$282,024,236	\$283,176,767
Title I, Part B of the No Child Left Behind Act of 2001 (Even Start)	\$0	\$468,128	\$0
Title I, Part D of the No Child Left Behind Act of 2001 (At-Risk Children)	\$862,781	\$189,667	\$1,295,186
Title II, Part A of the No Child Left Behind Act of 2001 (Teacher Training)	\$54,858,223	\$38,182,022	\$39,618,021
Title II, Part B of the No Child Left Behind Act of 2001 (Math and Science)	\$0	\$2,241,863	\$0
Title III of the No Child Left Behind Act of 2001 (English Language Learners)	\$5,884,263	\$5,849,061	\$5,669,671
Title IV, Part A of the No Child Left Behind Act of 2001 (Safe and Drug-Free)	\$0	\$0	\$1,835,421
Title IV, Part B of the No Child Left Behind Act of 2001 (21st Century CLCs)	\$17,379,100	\$16,848,580	\$18,369,911
Title V, Part B of the No Child Left Behind Act of 2001 (Charter Schools)	\$3,821,564	\$5,645,289	\$3,372,335
Title VI, Part B of the No Child Left Behind Act of 2001 (Rural Ed. Initiative)	\$3,983,642	\$5,126,838	\$5,003,849
Title X, Part C of the No Child Left Behind Act of 2001 (Homeless Students)	\$1,231,190	\$1,234,764	\$1,247,584
Section 1003(g) of the No Child Left Behind Act of 2001 (SIG)	\$8,817,572	\$0	\$16,439,748
Workforce Investment Act of 1999	\$1,751,257	\$0	\$378,750
US Department of Education	\$1,900,502	\$2,679,641	\$2,726,449
Subtotal	\$981,850,365	\$951,133,541	\$981,353,222
Department of Labor and Workforce Development			
Workforce Investment Act of 1999	\$15,909,030	\$15,473,805	\$14,701,686
Subtotal	\$15,909,030	\$15,473,805	\$14,701,686
Department of Mental Health and Substance Abuse Services			
US Department of Justice	\$57,485	\$73,827	\$0
US Department of Health and Human Services	\$0	\$0	\$27,992
Federal Competitive Grants	\$1,701,856	\$3,264,094	\$6,813,314
Mental Health Block Grant	\$0	\$5,011,556	\$4,248,194
Substance Abuse and Mental Health Service Administration	\$4,011,374	\$93,562	\$0
Substance Abuse Prevention and Treatment Block Grant	\$6,112,996	\$12,244,594	\$12,587,271
Subtotal	\$11,883,711	\$20,687,632	\$23,676,771

Federal Funding Source	FY 10-11	FY 11-12	FY 12-13
Department of Health			
Abstinence Education	\$0	\$731,700	\$1,117,200
Affordable Care Act	\$0	\$152,800	\$100
American Recovery and Reinvestment Act	\$455,000	\$3,600	\$0
Chronic Disease Prevention	\$532,000	\$543,000	\$106,000
Early Childhood Comprehensive Systems	\$107,000	\$128,900	\$93,500
Emerging Infections Program	\$0	\$0	\$1,800
Family Planning	\$1,504,400	\$2,981,700	\$1,924,000
Farmers Market Nutrition Program	\$0	\$61,400	\$58,400
Healthy Communities	\$0	\$0	\$358,000
Home Visiting	\$1,346,000	\$1,795,300	\$2,871,800
Immunization	\$3,043,600	\$3,172,700	\$3,031,800
Maternal and Child Health Grant	\$4,510,600	\$2,481,500	\$6,088,300
Newborn Hearing Screening	\$0	\$287,800	\$198,200
Pregnancy Assistance Fund	\$1,115,700	\$741,700	\$1,966,200
Primary Care	\$175,700	\$472,900	\$319,300
Public Health Emergency Preparedness	\$3,492,400	\$2,458,300	\$2,698,700
Rape Prevention Education	\$378,500	\$235,400	\$1,197,900
Tennessee Capacity Building Application Program	\$0	\$2,400	\$207,900
TennCare*	\$27,496,060	\$39,772,600	\$38,045,200
Traumatic Brain Injury	\$12,600	\$12,500	\$159,200
Tuberculosis	\$326,300	\$326,500	\$787,100
HIV Prevention and Surveillance	\$606,300	\$730,300	\$618,600
Ryan White	\$231,700	\$0	\$2,300
Sexually Transmitted Diseases	\$0	\$0	\$597,900
Commodity Supplemental Food Program - Women, Infants and Children (WIC)	\$87,393,200	\$87,036,100	\$83,142,000
Subtotal*	\$135,969,960	\$144,130,100	\$115,528,800
Department of Transportation			
National Highway Traffic Safety Administration	\$1,081,986	\$3,417,985	\$3,400,697
Federal Highway Administration	\$439,510	\$0	\$0
Subtotal	\$1,521,496	\$3,417,985	\$3,400,697
TennCare F&A			
TennCare	\$1,296,263,925	\$1,203,089,947	\$1,219,597,112
Subtotal	\$1,296,263,925	\$1,203,089,947	\$1,219,597,112

Federal Funding Source	FY 10-11	FY 11-12	FY 12-13
Office of Criminal Justice Programs F&A			
Community Oriented Policing Services (COPS) Grant	\$0	\$0	\$303,712
Edward Byrne Justice Assistance Grants	\$54,600	\$245,907	\$510,207
Edward Byrne Justice Assistance Grants - ARRA	\$1,719,031	\$1,750,831	\$50,000
Family Violence Prevention and Services Act	\$1,707,509	\$1,703,316	\$1,703,316
Sexual Assault Services Program	\$0	\$0	\$43,331
STOP Violence Against Women Formula Grants	\$0	\$0	\$17,168
Victim of Crime Act 1984	\$6,750,418	\$895,926	\$895,926
Subtotal	\$10,301,581	\$4,595,980	\$3,523,660
Tennessee Commission on Children and Youth			
Office of Juvenile Justice and Delinquency Prevention	\$2,353,284	\$2,476,254	\$1,323,299
Subtotal	\$2,698,291	\$2,476,254	\$1,323,299
Tennessee Higher Education Commission			
College Access Challenge Grant	\$0	\$2,619,167	\$3,153,074
GEAR UP Grant	\$2,361,535	\$0	\$1,517,268
Subtotal	\$4,085,330	\$2,619,167	\$4,670,343
UT Institute of Agriculture			
Smith-Lever Act of 1914	\$3,236,087	\$3,278,859	\$1,588,349
Subtotal	\$3,236,087	\$3,278,859	\$1,588,349
Volunteer TN F&A			
Corporation for National and Community Service - AmeriCorps	\$2,978,848	\$2,654,688	\$2,734,186
Subtotal	\$2,978,848	\$2,654,688	\$2,734,186
Total	\$3,996,450,138	\$3,922,512,292	\$3,993,432,302

*The Resource Mapping Project has changed methodology for attribution of TennCare funds to federal sources for the Department of Health. The listing under TennCare for the Department of Health matches last year's methodology for comparison purposes, but it is not fully included in the subtotal for the Department of Health, as only part of TennCare funds are federal.