



# Resource Map of Expenditures for Tennessee Children and Youth

2024



April 15, 2024

Members of the 113<sup>th</sup> Tennessee General Assembly  
Cordell Hull  
425 Rep. John Lewis Way N  
Nashville, TN 37243

In accordance with 2008 Public Chapter 1197, codified as TCA 37-3-116 (included as Appendix A), attached please find the Resource Mapping 2024 Report of federal and state expenditures for services for Tennessee children. This report includes data for FY 2022-23.

TCCY appreciates the assistance of the many staff across state government who made the collection of data for the Resource Mapping 2024 Report possible. Collaborators in providing information are essential for developing this report. Staff across departments change, but their quick responses, cooperative nature and dedication to accuracy never does. Resource Mapping asks departments to report data differently than they do for other purposes. Departments that primarily serve children and youth may have fewer challenges than those serving all ages. Separating expenditures on children from those benefiting all Tennesseans can be difficult, and further dividing the data geographically or by program focus is sometimes too much for existing data systems. We push those limits a bit more every year, and our data partners across state government always try to give us information the way we need it.

The data in this year's report reflect expenditures from 27 agencies and 334 programs totaling to \$14 billion in expenditures on children and youth across the state in FY2023. Of those, \$7 billion were state dollars, \$6.6 billion were federal dollars and \$410 million were funds from other sources.

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

Sincerely,



Richard  
Kennedy  
Executive Director



Kylie Graves  
Director of Data, Policy and Communication

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## RESOURCE MAPPING 2024

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

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

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

Tennessee has been heavily reliant on federal funding for the public structures that provide many essential services and supports for Tennessee children and families. The federal portion of dollars spent on children through the Tennessee state budget has varied over the life of the Resource Mapping project. In the depths of the Great Recession, almost half of this spending (48.5 percent) was federally sourced. As the economy recovered, federal dollars were reduced to a low of 38 percent. In last year’s report (FY 2021-22), federal expenditures accounted for the largest portion yet in Resource Mapping at 50.2 percent, as various COVID-19 relief bills funded expanded services. As many federal pandemic funds have expired, the portion of federal funds for children’s service and support programs across the state has decreased but remains more than 47 percent of Tennessee’s expenditures on children in FY2022-23. Federal funds comprised \$6.6 of the \$14 billion spent on children in Tennessee in FY2023.

Over the 13 years of reported resource mapping data, total expenditures for children in Tennessee have increased each year, largely because of the strength of steady Basic

Education Program (BEP) increases. Perhaps the most basic state responsibility for children is education. Tennessee's BEP distributes funding to local education agencies and is the largest single category of expenditures for children. It is entirely funded by state dollars. State BEP funding has steadily risen with increases generated by the formula each year and by changes in state support for teachers' salaries and insurance. Between FY2022 and FY2023, BEP expenditures increased by 5 percent or \$238 million. This is the final Resource Mapping report containing BEP expenditures as the state has implemented a new funding formula, the Tennessee Investment in Student Achievement (TISA). The importance of educational funding cannot be overstated; however, it is equally true that children who are not safe, healthy, nurtured and supported, and engaged in productive activities will have more difficulty learning.

After the BEP, TennCare has historically been the largest funding category, however over the last three years (FY2021-FY2023), the Department of Education's non-BEP expenditures have become the second largest category, largely due to increased pandemic relief funds through Elementary and Secondary School Emergency Relief Fund (ESSER). TennCare, Department of Human Services and Department of Children's Services comprise the remaining top five spots. These five comprise 95 percent of the \$14 billion spent on Tennessee children in FY2023.

In FY2023, 47 percent of all expenditures for children were federal dollars. Excluding the BEP, more than seven of every 10 dollars spent on services for Tennessee children and families in FY 2023 were from federal funding sources. State funding accounted for 21 of all non-BEP expenditures. 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. Again, excluding the BEP, nearly nine of every 10 dollars in the state budget for children—88 percent—in FY2023 were either federal or required as match/MOE for federal funding.

Federal funding provides the infrastructure for essential services and supports for children to be safe, healthy, nurtured and supported, and engaged in productive activities. Federal funding also constitutes nearly 30 percent of the more than \$7.9 billion (not including local government expenditures) spent to educate Tennessee children in FY 2022-23.

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.

In FY 2023 federal Temporary Assistance for Needy Families (TANF), known as Families First in Tennessee, provided \$190 million in financial assistance to very poor children, an increase of 41 percent over FY2021-22 expenditures. During the same period, the number of children served by TANF increased from 22,858 to 23,590, a 3 percent increase. The

spending increase is likely attached to \$180 million in TANF grants awarded to seven non-profits for pilot programs to serve low-income families. The TANF Opportunity Act also increased monthly allotments for a family of 3 from \$227 to \$387. These efforts come as the state continues to work to spend down its over \$700 million TANF surplus.

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

SNAP expenditures on children decreased by about \$202 million following a pattern of decline from the FY2021 increase of almost \$450 million. The temporary pandemic-era boost to SNAP benefits, known as emergency allotments, ended nationwide after the February 2023 issuance. However, Tennessee's emergency allotments had already ended much earlier.

All of these programs and funding sources come together to create a system that supports Tennessee's children and those that care about them to become healthy, successful, well-rounded citizens. This collaboration makes our state stronger and improves outcomes for children.

## RECOMMENDATIONS

TCA 37-3-116(d) requires the Resource mapping report to include “any recommendations, including proposed legislation, for improving the efficiency and effectiveness of programs offered to children in this state.”

### Access Federal Medicaid Funds

One of the tasks set forth in the legislation creating the Resource Mapping project requires “An inventory of the funds for which the state may be eligible, but is currently not receiving or using, and the reasons why the funds are not being used.” Accepting Medicaid expansion dollars not only means far fewer Tennesseans will remain uninsured, but the multiplier effect of the extra economic activity alone easily covers the state portion, no matter how conservative the estimate.

Using data from the Census Bureau’s American Community Survey, it is estimated at least 171,523 currently uninsured Tennesseans would become eligible if the state were to expand Medicaid<sup>1</sup>. An additional 92,860 Tennesseans who currently purchase insurance through the marketplace would also be eligible.<sup>2</sup> Of those potentially eligible, one in three (85,235) report living in a household with children.<sup>3,4</sup>

The benefits would accrue to children and families, the state’s health care system (especially rural hospitals), the state’s economy as a whole, and most importantly to the individuals who currently live with the economic uncertainty and inadequate preventive care accompanying the lack of health insurance.

Recent polling by the Beacon Center indicates 42 percent of Tennesseans report they do not believe they have sufficient opportunities for financial stability and growth. Of those, the most frequently reported barrier to achieving stability and growth was “high healthcare costs not covered by insurance nor employer.” Health care costs as a barrier were 10 percentage points higher than other barriers such as housing costs, and job availability and 20 percentage points higher than education requirements, transportation, discrimination or child care.<sup>5</sup>

Healthcare coverage for low-income parents improves family financial well-being by reducing the impact catastrophic illness or injury can have on family finances. Medical bills

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<sup>1</sup>[https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&vv=POVPIP\(0:138\),AGEP\(00,19:64\)&cv=HICOV\(2\)&rv=ucgid&nv=CIT\(1,2,3,4\)&wt=PWGTP&g=0400000US47](https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&vv=POVPIP(0:138),AGEP(00,19:64)&cv=HICOV(2)&rv=ucgid&nv=CIT(1,2,3,4)&wt=PWGTP&g=0400000US47)

<sup>2</sup>[https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&vv=POVPIP\(0:138\),AGEP\(00,19:64\)&cv=HIMRKS&rv=ucgid&nv=CIT\(1,2,3,4\)&wt=PWGTP&g=0400000US47](https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&vv=POVPIP(0:138),AGEP(00,19:64)&cv=HIMRKS&rv=ucgid&nv=CIT(1,2,3,4)&wt=PWGTP&g=0400000US47)

<sup>3</sup>[https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&vv=POVPIP\(0:138\),AGEP\(00,19:64\)&cv=R18\(1\),HICOV\(2\)&rv=ucgid&nv=CIT\(1,2,3,4\)&wt=PWGTP&g=0400000US47](https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&vv=POVPIP(0:138),AGEP(00,19:64)&cv=R18(1),HICOV(2)&rv=ucgid&nv=CIT(1,2,3,4)&wt=PWGTP&g=0400000US47)

<sup>4</sup>[https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&vv=POVPIP\(0:138\),AGEP\(00,19:64\)&cv=R18\(1\),HIMRKS&rv=ucgid&nv=CIT\(1,2,3,4\)&wt=PWGTP&g=0400000US47](https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&vv=POVPIP(0:138),AGEP(00,19:64)&cv=R18(1),HIMRKS&rv=ucgid&nv=CIT(1,2,3,4)&wt=PWGTP&g=0400000US47)

<sup>5</sup> Beacon Poll of Tennessee March 15 to April 2, 2024. Crosstabs (Party, Voting History) ://www.beacontn.org/wp-content/uploads/2024/04/Crosstabs-Party-Voting-History-April-2024.pdf

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

The National Bureau of Economic Research found that Medicaid expansion “reduced households’ medical debt in collection by \$3.4 billion in its first two years. This corresponds to an annual reduction of about \$920 per treated person or about 40% of overall health care spending.”<sup>6</sup> The same study found that two years after expansion the average number of medical debt collections as well as the average total value of new medical debt were 20 to 30 percent lower in expansion states compared to non-expansion states.

Tennessee allows coverage up to 250 percent federal poverty level for pregnant individuals (the same eligibility as children in the state) and the state’s expansion of coverage for a full year post-partum is critical in ensuring post-partum health for both the parent and child. However, ensuring access to consistent healthcare preconception must be addressed to improve the state’s health outcomes for infants and their mothers. Young adult women with access to health care are healthier when they become pregnant and more likely to receive regular prenatal care, ensuring a greater likelihood of giving birth to a healthy baby and reducing infant mortality, low birth weight and other poor birth outcomes.

Pregnancy Risk Assessment Monitoring System data indicates in 2021, nearly one in three pregnant women in Tennessee did not have a healthcare visit in the 12 months before pregnancy. Just under one in five (18.5 percent) were uninsured at the time they became pregnant.<sup>7</sup> Improving preconception health is a key component of improving the high maternal and infant mortality rates, percent of babies born at a low birth weight and other adverse health outcomes that Tennessee is experiencing.

In terms of child health insurance, Medicaid expansion would not significantly impact children’s eligibility for coverage since they are currently eligible up to 250 percent of the federal poverty level (\$51,100 for a family of 2). However, Tennessee caregivers are only eligible if their income is below \$16,980, or 83 percent of the 2024 federal poverty level. The caregiver eligibility threshold has remained stagnant over the last several years. Tennessee is currently has a pending 1115 waiver to expand parental coverage to 100 percent of the federal poverty level each year.

Expanding insurance coverage to caregivers increases the likelihood of a child receiving regular well-child visits. Parents with health care coverage are more likely to enroll their eligible children and keep them enrolled, reducing coverage gaps and maintaining continuity of care. Covering parents makes it more likely children receive both necessary

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<sup>6</sup> Brevoort, K., Grodzicki, D., & Hackmann, M. B. (2017). *Medicaid and financial health* (No. w24002). National Bureau of Economic Research.(pp.41)

<sup>7</sup> Centers for Disease Control and Prevention (2022). Selected 2016 Through 2021 Maternal and Child Health (MCH) Indicators. <https://www.cdc.gov/prams/prams-data/selected-mch-indicators.html>



and preventive care. One study found that parental Medicaid enrollment was associated with a 29 percentage point increase that a child would have their well-child visit, going from 11 to 47 percentage points. This increase is even more pronounced among those 100 to 200 percent FPL. Among that population, the probability of a child receiving a well-child visit increased from 17 to 73 percentage points.<sup>8</sup>

Parents' healthcare needs affect their children's lives. Parental mental illness and substance use are two of the original adverse childhood experiences (ACEs) causing toxic stress and disrupting brain development in young children with potentially lifelong consequences. Parents with untreated health, mental health and substance use challenges can face difficulties in providing their children the safe, stable, nurturing relationships necessary to mitigate the impact of ACEs and help children succeed in school and in life.

In 2021-2022, of Tennessee mothers who were the primary caregiver, 7.7 percent reported they had fair or poor mental health. Maternal mental health challenges were more commonly reported among households below the federal poverty level or 100 to 200 FPL at 13.2 and 9.5, respectively.<sup>9</sup> Though less prevalent overall, a similar increase was seen when comparing paternal mental health challenges and household income. Providing access to treatment for parents with mental health and substance use challenges gives families opportunities to stay intact and avoid more drastic interventions, such as out-of-home placement.

Finally, a less commonly discussed benefit of expanding health insurance coverage is a reduction in crime. In FY2023 Resource Mapping data, the state had \$109.7 million in expenditures relative to youth crime and victims.<sup>10</sup> A study comparing arrest rates in Medicaid expansion states to non-expansion states found that although both saw an overall increase in arrest rates between 2011 and 2016, Medicaid expansion was associated with a negative relative difference in arrests. Over the three years post-expansion, the largest decline was observed in drug arrests with a negative difference of 25 to 41 percent. Significant negative differences were also seen in violent crime arrests (19-29 percent) low-level offenses (24-28 percent) and all arrests (20-32 percent).<sup>11</sup>

As we work to address youth crime, ensuring access to health care, particularly mental health and substance use treatment, as they transition into adulthood is a critical intervention. Expanding Medicaid would reduce the number of children who become

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<sup>8</sup> Venkataramani, M., Pollack, C. E., & Roberts, E. T. (2017). Spillover effects of adult Medicaid expansions on children's use of preventive services. *Pediatrics*, 140(6).

<sup>9</sup> Child and Adolescent Health Measurement Initiative. 2021-2022 National Survey of Children's Health (NSCH) data query. Data Resource Center for Child and Adolescent Health supported by the U.S. Department of Health and Human Services, Health Resources and Services Administration (HRSA), Maternal and Child Health Bureau (MCHB). Retrieved [04/14/2024] from [www.childhealthdata.org].

<sup>10</sup> Programs included: Criminal Justice and Mental Health Liaisons, Drug Courts and Drug Court Fees, Juvenile Justice Placement, OJJDP Title II Grants, Outpatient Juvenile Forensic Evaluations, TDOC Treatment, Victim Offender Reconciliation Program, VOCA - Victim Assistance Programs, Youth Development Centers, TDOC Juvenile and Youth Justice-Reimbursement Accounts.

<sup>11</sup> Simes JT, Jahn JL. The consequences of Medicaid expansion under the Affordable Care Act for police arrests. *PLoS One*. 2022 Jan 12;17(1):e0261512. doi: 10.1371/journal.pone.0261512. PMID: 35020737; PMCID: PMC8754343.

ineligible for TennCare upon adulthood, potentially losing healthcare coverage. A study by the National Bureau of Economic Research evaluating the impact of Medicaid disenrollment in Tennessee found the loss of TennCare coverage led to increased non-violent crimes.<sup>12</sup>

Expanding Medicaid has been a Resource Mapping recommendation for the past 10 years. Accessing these additional funds would be a major step in ensuring Tennessee's families are healthy, safe and financially secure.

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

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

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

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

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

Every program in state government tracks its expenditures and services in some fashion, but the data are not uniformly linked across systems to allow analysis to identify programs that address needs most efficiently. Under its Race to the Top grant, the state began this process with the P-20 database, which now houses data from several departments. This database officially qualifies as an SLDS as it houses data from more than one core agency.

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<sup>12</sup> Deza, M., Lu, T., Maclean, J. C., & Ortega, A. (2024). Losing Medicaid and Crime (No. w32227). National Bureau of Economic Research.

While multiple departments have data in the P-20 database, they only input the data if it is useful to them to do so. When researchers want to look at the short- and long-term effectiveness of programs, there are often holes in what is available even from contributing departments that prevent effective use. Additionally, multiple child-serving departments do not report data to the P-20 database at all. In the long run, the cost savings Tennessee could realize from better understanding expenditures across programs and from integrating and improving services are substantial. Children and families stand to benefit from policy based more firmly on evidence of effectiveness. Further adaptation of the P-20 database may be the best path forward or development of something new may be better. Either way, integrating service data has much to offer Tennessee in tracking funds and evaluating programs.

### **Enhance Opportunities for the State to Receive Federal and Other Funding**

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

## RESOURCE MAPPING FY 2022-23 DATA

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

NUMBER OF AGENCIES

27

NUMBER OF PROGRAMS 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), and many also receive child care assistance. School-age children who attend public schools receive services from a variety of funding streams, and they may participate in many other activities receiving state support, such as afterschool programs, 4-H, arts education programs, and universal prevention services.

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NUMBER OF CHILDREN SERVED (WITH DUPLICATES)

36,394,159

The Department of Education, for example, reports 957,901 children served by the Basic Education Program (BEP), which funds all K-12 students in public schools. The department also lists 20,411,124 students served by its other programs. When the two are totaled, the Department of Education has reported serving almost 21 times the number of students in public schools, as many of the same students are served by multiple programs. The number of children served by all state- and federally-funded programs is 36,394,159 for FY 2022-32.

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

NUMBER OF DATA RECORDS REPORTED

4,550

TOTAL EXPENDITURES

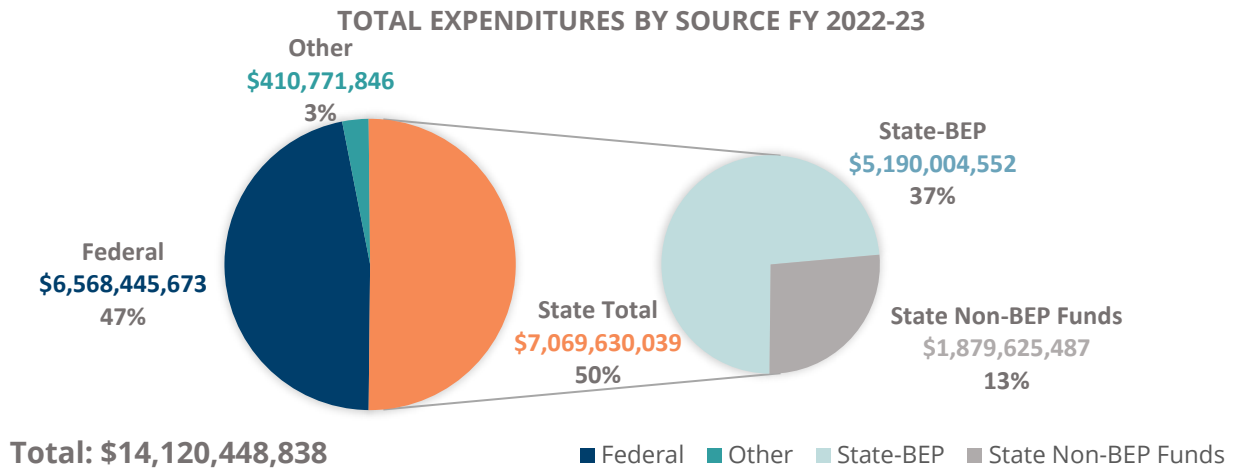
\$14,048,847,558

## EXPENDITURES BY SOURCE

FY2023

Department	Federal	State	Other	Total
Administrative Office of the Courts	\$775,360	\$14,747,127	\$0	\$15,522,487
Commission on Aging and Disability	\$48,834	\$0	\$0	\$48,834
CoverKids	\$110,190,703	\$26,785,744	\$2,078,817	\$139,055,264
Department of Agriculture	\$0	\$65,000	\$50,000	\$115,000
Department of Children's Services	\$474,485,568	\$548,026,205	\$0	\$1,022,511,773
Department of Correction	\$165,188	\$0	\$0	\$165,188
Department of Education	\$2,390,606,574	\$413,616,497	\$100,000	\$2,804,323,071
Department of Education : BEP	\$0	\$5,190,004,552	\$0	\$5,190,004,552
Department of Environment and Conservation	\$0	\$0	\$1,000	\$1,000
Department of Health	\$77,636,556	\$57,929,915	\$0	\$135,566,471
Department of Human Services	\$1,894,892,866	\$94,708,037	\$0	\$1,989,600,903
Department of Intellectual and Developmental Disabilities	\$32,724,223	\$47,285,763	\$0	\$80,009,986
Department of Labor and Workforce Development	\$22,987,396	\$15,014,152	\$0	\$38,001,547
Department of Mental Health and Substance Abuse Services	\$28,763,858	\$52,748,814	\$2,039,300	\$83,551,972
Department of Military	\$155,000	\$0	\$0	\$155,000
Department of Safety	\$0	\$983,620	\$0	\$983,620
Governor's Early Literacy Foundation	\$1,706,880	\$10,218,978	\$0	\$11,925,858
Office of Criminal Justice Programs	\$6,278,494	\$0	\$0	\$6,278,494
TennCare	\$1,516,427,012	\$587,821,946	\$339,676,122	\$2,443,925,080
Tennessee Arts Commission	\$49,600	\$1,641,059	\$0	\$1,690,659
Tennessee Commission on Children and Youth	\$994,524	\$5,288,452	\$75,000	\$6,357,976
Tennessee Higher Education Commission	\$3,500,000	\$2,100,000	\$50,193,692	\$55,793,692
Tennessee Highway Safety Office	\$1,423,022	\$0	\$0	\$1,423,022
Tennessee State Museum	\$0	\$18,000	\$0	\$18,000
Tennessee Wildlife Resources Agency	\$147,000	\$0	\$50,200	\$197,200
UT Institute of Agriculture	\$1,214,953	\$626,178	\$5,460,132	\$7,301,263
Volunteer TN	\$3,272,063	\$0	\$11,047,583	\$14,319,646
<b>Grand Total</b>	<b>\$6,568,445,673</b>	<b>\$7,069,630,039</b>	<b>\$410,771,846</b>	<b>\$14,048,847,558</b>

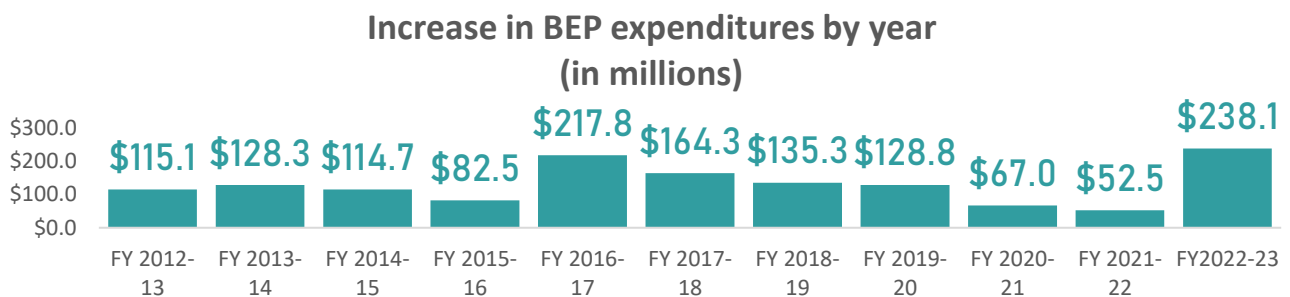
When Basic Education Program (BEP) state funds and other state funds are combined, **50 percent of expenditures on children and youth in Tennessee were state dollars in FY 2023**



## CHANGES IN STATE EXPENDITURES

Non-BEP state spending on children for FY 2022-23 increased by almost \$411 million, led by a \$223 million increase at Department of Education and Department of Children’s Services a with \$102 million increase.

The Basic Education Program (BEP), the funding mechanism for the vast majority of the state’s K-12 spending, had the largest dollar increase in state spending with a change of over \$238 million, marking a five percent increase. The BEP outlines the resources required for, as the name suggests, a Basic Education. The cost of a Basic Education is figured based on a clearly defined set of resources needed to provide it. The state pays a set percentage of the cost of the different types of resources. As their costs go up, state expenditures go up. Outside of a general deflation in input costs, the only way to stop annual increases is to change the definition of a Basic Education, change the mix of resources required to provide it, or reduce the portion of different types of resources the state pays. As none of these have happened, state BEP expenditures inch reliably upward every year.



This is the positive side of the BEP. When many states cut education funding during the last recession, Tennessee did not. On the negative side, the resources defined as providing a Basic Education in many cases do not. More and more teachers are being hired outside the BEP because districts need them. These teachers, and their pay increases, are not covered by the BEP. Within BEP resources, the portion each county is required to contribute varies depending primarily on county tax bases. With the state's new TISA funding launched in FY 2023-24—which does not rely on input costs—counties may see their reliable annual increases slow, especially during any future recession.

Below are the programs with the three largest expenditure increases in the Department of Education and Department of Children's Services.

## **INCREASES IN STATE EXPENDITURES BETWEEN FY2022 AND FY2023 BY PROGRAM**

### **DEPARTMENT OF EDUCATION**

#### **OFFICE OF ASSESSMENT & ACCOUNTABILITY | +\$32 MILLION**

Focuses on assessment, accountability, and data governance.

#### **CORE – CENTERS OF REGIONAL EXCELLENCE | +\$27 MILLION**

The Tennessee Department of Education has eight regional field offices, called CORE offices, that provide support to school districts in their region in implementing the department's strategic priorities. The CORE offices are part of Tennessee's statewide system of support, and provide additional support to districts with focus schools.

#### **COLLEGE CAREER AND TECHNICAL EDUCATION INNOVATIVE SCHOOL MODELS | +\$23 MILLION**

By expanding Tennessee's Innovative School Models aimed at building readiness and preparing students for success after high school, more students will have opportunities to participate in innovative local programs aligned to Tennessee's highest-demand skills and careers.

### **DEPARTMENT OF CHILDREN'S SERVICES**

#### **DEPENDENT NEGLECT PLACEMENT - FOSTER CARE | +\$68 MILLION**

This program provides 24-hour care of dependent and neglected children in state custody in temporary settings. The placement types include DCS foster homes and a variety of therapeutic residential treatment facilities. The intent of this service is to reunite children and their families, or when necessary, to develop alternate, permanent solutions.

#### **JUVENILE JUSTICE PLACEMENT | +\$13 MILLION**

This program provides intervention and treatment services for delinquent youth in state custody. The types of placements can include detention centers; residential treatment facilities that specialize in various forms including substance abuse treatment, sex offender treatment, and other conduct disorder treatment; and one 24-bed hardware secure facility operated by a private provider. Expenditures for Youth Development Centers are captured under a different program.

#### **CHILD PROTECTIVE SERVICES SPECIAL INVESTIGATIONS | +\$8 MILLION**

Investigates child abuse referrals involving all custodial children. Also investigates third party investigations if a person's employment or volunteer status is jeopardized. For example, teachers, ministers, coaches, etc. SIU also investigates referrals involving daycare centers and DCS employees children.

## STATE EXPENDITURES BY AGENCY

FY 2021-22 and FY 2022-23

Department	2021-22	2022-23	Dollar change	Percent Change
Administrative Office of the Courts	\$16,227,022	\$14,747,127	-\$1,479,895	-9.1%
Commission on Aging and Disability	\$0	\$0	\$0	0.0%
CoverKids	\$29,038,573	\$26,785,744	-\$2,252,829	-7.8%
Department of Agriculture	\$65,000	\$65,000	\$0	0.0%
Department of Children's Services	\$445,571,438	\$548,026,205	\$102,454,767	23.0%
Department of Correction	\$190,407	\$0	-\$190,407	-100.0%
Department of Education	\$190,194,831	\$413,616,497	\$223,421,666	117.5%
Department of Education: BEP	\$4,951,862,000	\$5,190,004,552	\$238,142,552	4.8%
Department of Environment and Conservation	\$194,346	\$0	-\$194,346	-100.0%
Department of Health	\$66,382,398	\$57,929,915	-\$8,452,483	-12.7%
Department of Human Services	\$75,768,113	\$94,708,037	\$18,939,924	25.0%
Department of Intellectual and Developmental Disabilities	\$46,752,648	\$47,285,763	\$533,115	1.1%
Department of Labor and Workforce Development	\$0	\$15,014,152	\$15,014,152	0.0%
Department of Mental Health and Substance Abuse Services	\$43,337,771	\$52,748,814	\$9,411,043	21.7%
Department of Military	\$0	\$0	\$0	0.0%
Department of Safety	\$692,320	\$983,620	\$291,299	42.1%
Governor's Early Literacy Foundation	\$10,947,405	\$10,218,978	-\$728,427	-6.7%
Office of Criminal Justice Programs	\$0	\$0	\$0	0.0%
TennCare	\$530,298,835	\$587,821,946	\$57,523,111	10.8%
Tennessee Arts Commission	\$793,150	\$1,641,059	\$847,909	106.9%
Tennessee Commission on Children and Youth	\$4,227,316	\$5,288,452	\$1,061,136	25.1%
Tennessee Higher Education Commission	\$2,563,551	\$2,100,000	-\$463,551	-18.1%
Tennessee Highway Safety Office	\$0	\$0	\$0	0.0%
Tennessee State Museum	\$219,100	\$18,000	-\$201,100	-91.8%
Tennessee Wildlife Resources Agency	\$27,200	\$0	-\$27,200	-100.0%
UT Institute of Agriculture	\$4,978,543	\$626,178	-\$4,352,365	-87.4%
Volunteer TN	\$0	\$0	\$0	0.0%
<b>Total</b>	<b>\$6,420,331,967</b>	<b>\$7,069,630,039</b>	<b>\$649,298,072</b>	<b>10.1%</b>



## RELIANCE ON FEDERAL FUNDS

Excluding the BEP, more than seven of every ten dollars spent on services for children and families in Tennessee came from federal funding sources (74 percent in FY 2022-23). State funding accounted for 21 percent of all non-BEP expenditures in FY 2023. Prior to the pandemic, the federal portion was closer to two thirds, but COVID-19 funds changed the balance over the last few years. As some of the pandemic federal funds have expired, this year represents a slight decline from 79 percent in FY2022.

When the BEP is excluded, nearly nine of every 10 dollars (88 percent) in the state budget for children were either federal or required as match/maintenance of effort for federal funding. More than half the funds in four of the seven main child-serving departments are federal dollars, and excluding the BEP, all other Department of Education funds are 85 percent federal. The two remaining, the Department of Mental Health and Substance Abuse Services and Department of Children's Services are about 34 and 46 percent federal funds.

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

Giving up those funds should only affect federal revenues flowing through the state. Using data from the Department of Education's Annual Statistical Report, it appears 18 percent of LEA funds in FY 2023 would potentially be lost.<sup>13</sup> These range from a low of 3.7 percent in Williamson County to a high of 30.5 percent in Campbell County. Those figures include COVID relief funds provided in FY2022-23 which amount to just over \$1 billion. Excluding those funds, 11 percent of LEA funds could be lost if the state were to forego these federal funds. Aside from pandemic relief, the largest source of federal funds was for the School Nutrition Program. The state received more than \$530 million in federal funds for this program.

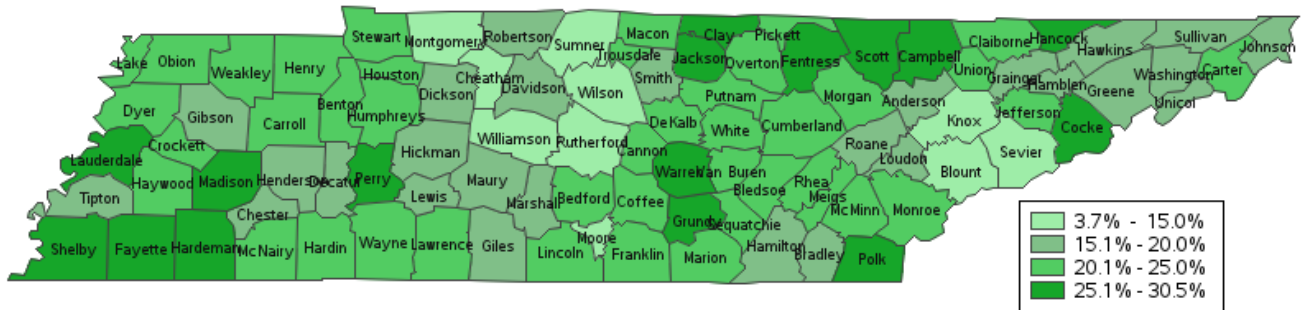
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<sup>13</sup> Tennessee Department of Education. Annual Statistical Report (2022-23).

A map of county (multiple LEAs in single counties are combined based on Average Daily Membership) reliance on federal funds flowing through the state, below, shows the areas likely most affected by such a change.

**Percent of County Education Revenues from Federal Funds through the State, FY 2022-**

**23**



The table below shows the federal dollars LEAs received through the state in 20223-23 by program.

Federal Program	Total Funds in 2022-23	Percent of Federal Funds Through State
<b>COVID Relief Funds</b>	\$1,083,935,618	43%
<b>School Food Funds</b>	\$530,887,955	21%
<b>Title I</b>	\$364,632,041	14%
<b>EHA IDEA</b>	\$248,227,759	10%
<b>Other Federal Funds Received Through the State</b>	\$210,665,869	8%
<b>Title II</b>	\$37,844,637	2%
<b>Vocational Education Program</b>	\$24,859,189	1%
<b>Title III</b>	\$8,007,125	.3%
<b>Title IV</b>	\$5,883,438	.2%
<b>Title VI</b>	\$3,975,575	.2%
<b>McKinney Vento</b>	\$2,140,953	.1%
<b>Adult Education Program</b>	\$1,349,353	0%

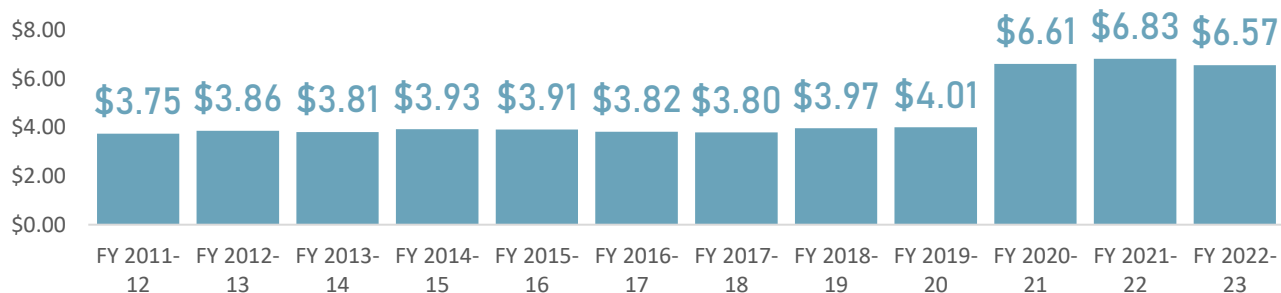
## FEDERAL EXPENDITURES BY AGENCY

FY 2021-22 and FY 2022-23

Department	2021-22	2022-23	Dollar change	Percent Change
Administrative Office of the Courts	\$3,164,647	\$775,360	-\$2,389,287	<b>-75.5%</b>
Commission on Aging and Disability	\$406,824	\$48,834	-\$357,990	<b>-88.0%</b>
CoverKids	\$121,771,988	\$110,190,703	-\$11,581,285	<b>-9.5%</b>
Department of Agriculture	\$0	\$0	\$0	<b>0.0%</b>
Department of Children's Services	\$470,794,962	\$474,485,568	\$3,690,606	<b>0.8%</b>
Department of Correction	\$190,407	\$165,188	-\$25,219	<b>-13.2%</b>
Department of Education	\$2,662,282,076	\$2,390,606,574	-\$271,675,503	<b>-10.2%</b>
Department of Education: BEP	\$0	\$0	\$0	<b>0.0%</b>
Department of Environment and Conservation	\$0	\$0	\$0	<b>0.0%</b>
Department of Health	\$82,271,674	\$77,636,556	-\$4,635,118	<b>-5.6%</b>
Department of Human Services	\$2,005,853,294	\$1,894,892,866	-\$110,960,428	<b>-5.5%</b>
Department of Intellectual and Developmental Disabilities	\$9,101,516	\$32,724,223	\$23,622,707	<b>259.5%</b>
Department of Labor and Workforce Development	\$14,787,821	\$22,987,396	\$8,199,575	<b>55.4%</b>
Department of Mental Health and Substance Abuse Services	\$23,939,832	\$28,763,858	\$4,824,026	<b>20.2%</b>
Department of Military	\$32,528	\$155,000	\$122,472	<b>376.5%</b>
Department of Safety and Homeland Security	\$0	\$0	\$0	<b>0.0%</b>
Governor's Early Literacy Foundation	\$1,126,633	\$1,706,880	\$580,247	<b>51.5%</b>
Office of Criminal Justice Programs	\$33,261,595	\$6,278,494	-\$26,983,101	<b>-81.1%</b>
TennCare	\$1,397,710,017	\$1,516,427,012	\$118,716,995	<b>8.5%</b>
Tennessee Arts Commission	\$69,000	\$49,600	-\$19,400	<b>-28.1%</b>
Tennessee Commission on Children and Youth	\$792,372	\$994,524	\$202,152	<b>25.5%</b>
Tennessee Higher Education Commission	\$3,998,938	\$3,500,000	-\$498,938	<b>-12.5%</b>
Tennessee Highway Safety Office	\$1,233,022	\$1,423,022	\$190,000	<b>15.4%</b>
Tennessee State Museum	\$0	\$0	\$0	<b>0.0%</b>
Tennessee Wildlife Resources Agency	\$314,734	\$147,000	-\$167,734	<b>-53.3%</b>
UT Institute of Agriculture	\$1,176,509	\$1,214,953	\$38,444	<b>3.3%</b>
Volunteer TN	\$3,204,359	\$3,272,063	\$67,704	<b>2.1%</b>
<b>Total</b>	<b>\$6,837,484,749</b>	<b>\$6,568,445,673</b>	<b>-\$269,039,075</b>	<b>-3.9%</b>

Overall, federal expenditures decreased by \$269 million between FY2022 and FY2023. However, the total federal expenditures of \$6.6 million remain significantly higher than the around \$3 billion average prior to the pandemic.

### Federal Expenditures by Year (in billions)



The largest federal dollar decrease was at the Department of Education (-\$271 million). The major contributor to this decline was the decrease in ESSER 1.0, 2.0 and 3.0 funds. States received Elementary and Secondary School Emergency Relief Funds (ESSER) through Congress to address the impact of the pandemic. States were able to use ESSER funds to address a variety of challenges including learning loss and technology needs, invest in professional development of staff, provide mental health services, and purchase personal protective equipment. In FY2022, the state received 1.23 billion in combined EESSER funds. In FY2023, as the funds have phased out the state received \$1 billion in combined ESSER funding, resulting in a \$234 million dollar decline in federal funds for the Department.

The second major decline in federal dollars occurred at the Department of Human Services. The largest two declines were in the Supplemental Nutrition Assistance Program (-\$202 million) and the Child and Adult Care Food Program (-\$67 million). States received emergency allotments for SNAP beginning in March of 2020. Those benefits expired for all states in March of 2023, however Tennessee ended emergency allotments in December 2021.<sup>14</sup> Additionally, all benefits were raised by 15 percent. This increase expired in September of 2021. Separate from the pandemic, the USDA did a cost study on the amount required for a healthy diet and benefit amounts were permanently adjusted in October 2021 to provide an additional 40-cents per person, per meal.<sup>15</sup> The decrease in the Child and Adult Care Food Program was largely driven by pandemic-era waivers expiring, the majority of these waivers expired on June 30, 2022. A list of these waivers is available on the next page.<sup>16</sup>

<sup>14</sup> U.S. Department of Agriculture. Food and Nutrition Service. Recent Changes to SNAP Benefit Amounts. <https://www.fns.usda.gov/blog/snap-emergency-allotments-are-ending>

<sup>15</sup> U.S. Department of Agriculture. Food and Nutrition Service. SNAP Benefits – COVID-19 Pandemic and Beyond. <https://www.fns.usda.gov/snap/benefit-changes2021#:~:text=In%20response%20to%20the%20pandemic,benefit%20for%20their%20household%20size.>

<sup>16</sup> Food & Resource Action Center. Child and Adult Care Food Program: USDA Waivers. <https://frac.org/wp-content/uploads/CACFP-New-USDA-Waivers-for-COVID-19.pdf>

## CHILD AND ADULT CARE FOOD PROGRAM: USDA WAIVERS

### NON-CONGREGATE FEEDING WAIVER: | THROUGH JUNE 30, 2022

Allowed non-congregate feeding in CACFP programs, including offering meals offsite, via “grab and go,” and through delivery.

### PARENT/GUARDIAN MEAL PICK-UP WAIVER: | THROUGH JUNE 30, 2022

Allowed parents or guardians to pick up non-congregate meals for their children.

### MEAL TIMES WAIVER: | THROUGH JUNE 30, 2022

Allows CACFP meals to be served to children outside traditional times to maximize flexibility for meal pick-up.

### WAIVER OF AREA ELIGIBILITY IN AFTERSCHOOL PROGRAMS AND FAMILY CHILD CARE HOMES: | THROUGH JUNE 30, 2022

Allows schools and afterschool care providers to serve At-Risk afterschool meals and snacks to students at the free rate regardless of their location. The waiver also allows family child care homes to automatically receive the highest (Tier 1) reimbursement rate regardless of their location

### MEAL PATTERN FLEXIBILITY WAIVER: | THROUGH JUNE 30, 2022

Allows specific meal pattern modifications when certain foods are not available due to the COVID-19 pandemic and simplifies food procurement rules.

### MEAL PATTERN FLEXIBILITY WAIVER: | IN EFFECT UNTIL 30 DAYS AFTER THE END OF THE PUBLIC HEALTH EMERGENCY

Allows State agencies and sponsoring organizations to conduct virtual monitoring activities via a desk audit or other means to maintain program integrity while supporting social distancing.

## PROGRAMMATIC FOCUS

When agencies report their program data, they are asked to identify a programmatic focus selecting between universal prevention, targeted prevention, early intervention, moderate intervention, intensive intervention, and general services. While general services comprise the largest amount of expenditures, the second largest is moderate intervention. Investing in prevention and early intervention can provide the state with cost-savings and reduce instances of trauma, stress and health risk behaviors.

### GENERAL SERVICES | \$10.7 BILLION | 76.5% OF EXPENDITURES

Largest programs: Basic Education Program, SNAP, and TennCare Medical Services – Professional Services

### EARLY INTERVENTION | \$428 MILLION | 3.1% OF EXPENDITURES

Largest programs: Voluntary Pre-K, Tennessee Early Intervention Services, and Reading360.

### UNIVERSAL PREVENTION | \$221 MILLION | 1.6% OF EXPENDITURES

Largest programs: CoverKids: Medical, CHANT Community Health Access and Navigation, and the Safe Schools Act of 1998.

### MODERATE INTERVENTION | \$1.5 BILLION | 10.7% OF EXPENDITURES

Largest programs: ESSER 3.0 & 2.0, Case Management – Child Welfare, and Adoption – Support Services.

### TARGETED PREVENTION | \$295 MILLION | 2.1% OF EXPENDITURES

Largest programs: Child Care Benefits, Family Support Services, and Custody Wraparound.

### INTENSIVE INTERVENTION | \$851 MILLION | 6.1% OF EXPENDITURES

Largest programs: Dependent and Neglect Placement – Foster Care, IDEA Part B (611), and Juvenile Justice Placement.

## AGES OF CHILDREN

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

### Children Under Five

One of the least understood age group’s expenditures is for those under five, as most have not yet entered the public education system. The Resource Mapping project asks departments to estimate the percentage of funds for each of the programs reported going to children under five. In a few cases, the percentage is based on actual data, but for most programs it is an estimate. For programs serving all children or providing no services directly to children, such as TCCY’s general advocacy, funds were allocated to the under-five age group based on the percent of all Tennessee children who are under age five (26.6 percent). To be clear, these results are a rough estimate. At the same time, they were estimated program by program, and so should be in the neighborhood of actual under-five spending proportions. There was no attempt to divide the funding to this age group by source, as estimates were made by program, many of which have several funding sources which may not benefit each age group equally.

While children under age five are 26.2 percent of all children in the state, estimated total spending on children under five accounted for 13.3 percent of all expenditures for children in Tennessee in FY 2022-23. This marks a slight increase from the previous year. However, their share of expenditures remains significantly below their share of the population.

Many children under five have an increased need for services and supports. One in five of Tennessee young children live below the federal poverty line. Stressors like poverty and social determinants of health can have outsized effects on this age group. Tennessee should consider the return on investment of increased funding for the state’s youngest children.

**CHILDREN  
UNDER 5 ARE**  
**26.2%**  
**OF TENNESSEE’S  
UNDER 18  
POPULATION**

**29.7%**  
**OF TENNESSEE’S  
CHILDREN IN  
POVERTY**

**YET THEY RECEIVE  
ONLY**  
**13.3%**  
**OF TENNESSEE’S  
EXPENDITURES ON  
CHILDREN**

As discussed in every year’s report, early intervention is much less expensive than the moderate or intensive intervention often required when physical, mental or emotional health needs are left unaddressed. Multiple studies have concluded by waiting until children reach kindergarten to assess their abilities and work with those who are less prepared, we miss an important window of development when brain pathways are forming at a rapid rate. Investing in our youngest children allows many more of them to enter kindergarten prepared to learn and significantly improves their chances for independent, productive and fulfilling lives.<sup>17</sup>

### PROGRAMS WITH THE LARGEST EXPENDITURES FOR CHILDREN UNDER 5

Agency/Program	Program Description	Total Expenditures on Under 5	Percent of Total Program Expenditures	Estimated Children Under 5 Served
Department of Human Services <b>Supplemental Nutrition Assistance Program</b>	SNAP provides nutritional assistance benefits to children and families, the elderly, the disabled, unemployed and working families. SNAP helps supplement monthly food budgets of low-income families to buy the food they need to maintain good health and allow them to direct more of their available income toward essential living expenses.	<b>\$244,263,954</b>	<b>26.6%</b>	<b>93,648</b>
Department of Human Services <b>Child Care Benefits</b>	The Department of Human Services provides child care payment assistance to eligible parents and caregivers. The program provides benefits through Smart Steps, Teen Parent programs, Families First, Families First Transitional, and Families First for non-parental guardians.	<b>\$192,609,139</b>	<b>88.8%</b>	<b>26,571</b>
TennCare <b>Medical Services- Professional Services</b>	Provides professional services to eligible children, including evaluation and management, physician services, and other medical services.	<b>\$146,369,800</b>	<b>25%</b>	<b>214,591</b>

<sup>17</sup> For an overview that references many of the major studies, see Hirokazu Yoshikawa, Christina Weiland, et. al. 2013. *Investing in our future: The evidence base on preschool education*. Foundation for Child Development.

## ESTIMATE OF SPENDING ON CHILDREN UNDER AGE 5

FY 2022-23

Department	Total Expenditure	Estimated Dollar spent on Children's Under Age 5	Estimated Number of Children's served under Age 5	Estimated Percent Spent on Children's Under 5
Administrative Office of the Courts	\$15,522,487	\$4,066,892	4,271	26.2%
Commission on Aging and Disability	\$48,834	\$12,990	34	26.6%
CoverKids	\$139,055,264	\$19,467,737	13,699	14.0%
Department of Agriculture	\$115,000	\$0	-	0.0%
Department of Children's Services	\$1,022,511,773	\$161,544,667	16,222	15.8%
Department of Correction	\$165,188	\$0	-	0.0%
Department of Education	\$2,804,323,071	\$234,291,985	499,583	8.4%
Department of Education: BEP	\$5,190,004,552	\$0	-	0.0%
Department of Environment and Conservation	\$1,000	\$800	116	80.0%
Department of Health	\$135,566,471	\$96,071,101	2,387,143	70.9%
Department of Human Services	\$1,989,600,903	\$661,844,584	247,996	33.3%
Department of Intellectual and Developmental Disabilities	\$80,009,986	\$72,862,586	18,284	91.1%
Department of Labor and Workforce Development	\$38,001,547	\$0	-	0.0%
Department of Mental Health and Substance Abuse Services	\$83,551,972	\$5,838,144	4,113	7.0%
Department of Military	\$155,000	\$0	-	0.0%
Department of Safety	\$983,620	\$0	-	0.0%
Governor's Early Literacy Foundation	\$11,925,858	\$3,885,414	421,607	32.6%
Office of Criminal Justice Programs	\$6,278,494	\$0	-	0.0%
TennCare	\$2,443,925,080	\$610,981,270	641,728	25.0%
Tennessee Arts Commission	\$1,690,659	\$0	-	0.0%
Tennessee Commission on Children and Youth	\$6,357,976	\$451,917	1,448	7.1%
Tennessee Higher Education Commission	\$55,793,692	\$0	-	0.0%
Tennessee Highway Safety Office	\$1,423,022	\$0	-	0.0%
Tennessee State Museum	\$18,000	\$1,350	22,980	7.5%
Tennessee Wildlife Resources Agency	\$197,200	\$0	-	0.0%
UT Institute of Agriculture	\$7,301,263	\$0	-	0.0%
Volunteer TN	\$14,319,646	\$402,382	1,986	2.8%
<b>Total</b>	<b>\$14,048,847,558</b>	<b>\$1,871,723,819</b>	<b>4,281,210</b>	<b>13.3%</b>



## Youth 18 and Over

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

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

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

The second-highest expenditures are by the Department of Mental Health and Substance Abuse Services (DMHSAS). Since many mental health and substance use challenges first arise in this transitional age group, this is essentially early intervention. DMHSAS’ largest expenditures on this age group are for their Regional Mental Health Institutes. The Regional Mental Health Institutes provide inpatient psychiatric hospitalization services, including assessment, treatment, and discharge planning, for individuals meeting legal admission criteria.

### PROGRAMS WITH THE LARGEST EXPENDITURES FOR YOUTH OVER 18

Agency/Program	Program Description	Total Expenditures on Youth Over 18	Percent of Total Program Expenditures	Estimated Youth Over 18 Served
TennCare <b>Medical Services- Professional Services</b>	Provides professional services to eligible children, including evaluation and management, physician services, and other medical services.	<b>\$64,402,712</b>	<b>11%</b>	<b>94,420</b>
TennCare <b>Medical Services- Inpatient</b>	To provide inpatient medical services to eligible children.	<b>\$61,303,002</b>	<b>11%</b>	<b>5,634</b>
TennCare <b>Pharmacy Services- Medical</b>	To provide medical pharmacy services of all types to eligible children. Behavioral health pharmacy service expenditures are captured under a different program.	<b>\$40,531,394</b>	<b>11%</b>	<b>68,906</b>

## ESTIMATE OF SPENDING ON TRANSITIONAL YOUTH OVER AGE 18

FY 2022-23

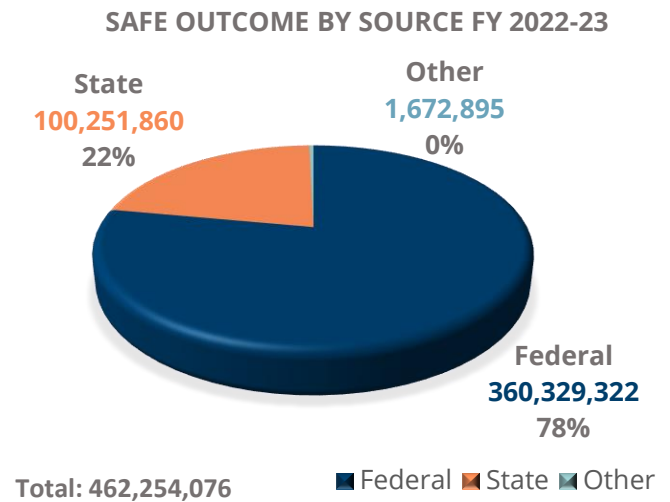
Department	Total Expenditure	Estimated Dollar spent on Children's Over 18 yrs of Age	Estimated Number of Youth Served Over 18 Yrs of Age	Estimated Percent Spent on Children's Over 18 Yrs of Age
Administrative Office of the Courts	\$15,522,487	\$5,600	19	0.0%
Commission on Aging and Disability	\$48,834	\$0	-	0.0%
CoverKids	\$139,055,264	\$13,905,526	9,785	10.0%
Department of Agriculture	\$115,000	\$0	-	0.0%
Department of Children's Services	\$1,022,511,773	\$11,436,883	2,128	1.1%
Department of Correction	\$165,188	\$0	-	0.0%
Department of Education	\$2,804,323,071	\$17,052,619	287,104	0.6%
Department of Education: BEP	\$5,190,004,552	\$0	-	0.0%
Department of Environment and Conservation	\$1,000	\$0	-	0.0%
Department of Health	\$135,566,471	\$1,137,566	57,587	0.8%
Department of Human Services	\$1,989,600,903	\$0	-	0.0%
Department of Intellectual and Developmental Disabilities	\$80,009,986	\$3,027,134	706	3.8%
Department of Labor and Workforce Development	\$38,001,547	\$27,872,844	3,187	73.3%
Department of Mental Health and Substance Abuse Services	\$83,551,972	\$36,296,877	47,188	43.4%
Department of Military	\$155,000	\$0	-	0.0%
Department of Safety	\$983,620	\$0	-	0.0%
Governor's Early Literacy Foundation	\$11,925,858	\$0	-	0.0%
Office of Criminal Justice Programs	\$6,278,494	\$0	-	0.0%
TennCare	\$2,443,925,080	\$268,831,759	282,360	11.0%
Tennessee Arts Commission	\$1,690,659	\$0	-	0.0%
Tennessee Commission on Children and Youth	\$6,357,976	\$62,128	280	1.0%
Tennessee Higher Education Commission	\$55,793,692	\$0	-	0.0%
Tennessee Highway Safety Office	\$1,423,022	\$0	-	0.0%
Tennessee State Museum	\$18,000	\$2,400	12,102	13.3%
Tennessee Wildlife Resources Agency	\$197,200	\$74,504	8,026	37.8%
UT Institute of Agriculture	\$7,301,263	\$0	-	0.0%
Volunteer TN	\$14,319,646	\$0	-	0.0%
<b>Total</b>	<b>\$14,048,847,558</b>	<b>\$379,705,841</b>	<b>710,471</b>	<b>2.7%</b>

## PRIMARY OUTCOMES

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

### Safe

Safety is a need for children in the most basic sense; they need to be protected from threats to their lives or to their bodies. Child deaths have decreased significantly over the past several decades, in part because risks are studied so parents and children can be taught safer behaviors. As children grow, risks to their safety change, and teaching them the skills they need to remain safe at different ages and in different circumstances is important. Some children are in unsafe living situations, and the state intervenes when it learns of such dangers to ensure all children have safe homes.



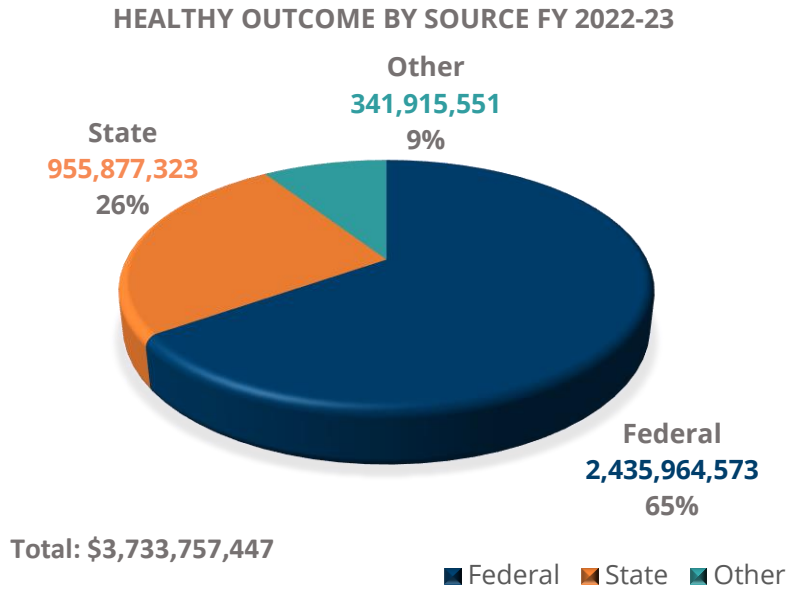
“Safe” is not a large spending category for funds flowing through the state for children. The largest government programs that most people think of as contributing to safety are military and police programs. The ones most likely to interact with children are city and county police, whose expenditures do not flow through the state and are thus not reported to Resource Mapping.

### PROGRAMS WITH THE LARGEST EXPENDITURES - SAFE

Agency/Program	Program Description	Total Expenditures
Department of Human Services <b>Administrative and Contracts - Child Care</b>	Administrative support to the Departments Child Care programs, and contractual agreements with third-parties that provide a range of child care services on behalf of the Department.	<b>\$326,220,409</b>
Department of Children’s Services <b>CPS - Special Investigation</b>	Investigates child abuse referrals involving all custodial children. Also investigates third party investigations if a persons employment or volunteer status is jeopardized. For example, teachers, ministers, coaches, etc. SIU also investigates referrals involving daycare centers and DCS employees children.	<b>\$46,032,545</b>
Department of Education <b>Safe Schools Act of 1998</b>	Safe Schools Act funds are provided to decrease the likelihood of violent or disruptive behavior and to protect students and staff from harm when such behavior may occur.	<b>\$19,026,855</b>

**Healthy**

The second-largest primary outcome area is “Healthy.” Healthy children are vital to the nation’s present and future. In the next few decades, today’s children will be key in creating families, powering the workforce and creating a thriving successful community. Mounting evidence showing health during childhood sets the stage for adult health not only reinforces this perspective, but also creates an important ethical, social and economic imperative to ensure all children are as healthy as they can be. Healthy children are more likely to become healthy adults.



The proportion of funding focused on “Healthy” is heavily driven by TennCare expenditures, not just in the Division of TennCare, but in the Department of Children’s Services and the Department of Health.

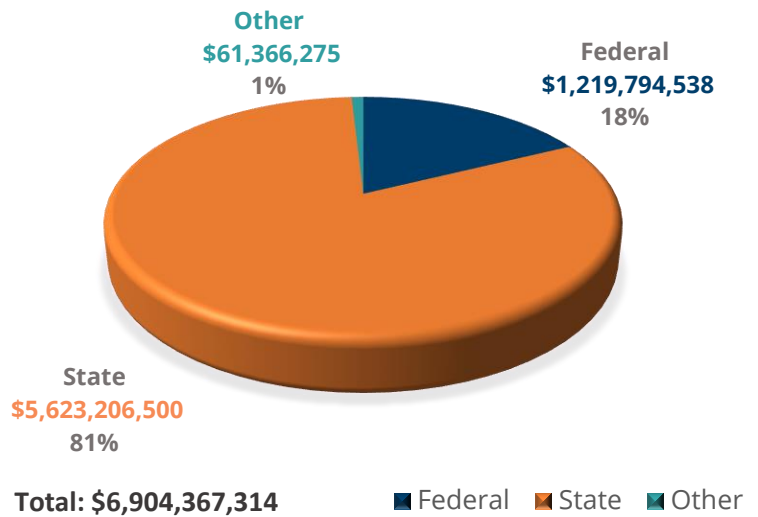
**PROGRAMS WITH THE LARGEST EXPENDITURES - HEALTHY**

Agency/Program	Program Description	Total Expenditures
TennCare <b>Medical Services - Professional Services</b>	Provides professional services to eligible children, including evaluation and management, physician services, and other medical services.	<b>\$585,479,202</b>
TennCare <b>Medical Services - Inpatient</b>	Provides inpatient medical services to eligible children.	<b>\$557,300,025</b>
Department of Human Services <b>Pharmacy Services - Medical</b>	Provide medical pharmacy services of all types to eligible children. Behavioral health pharmacy expenditures are captured under a different program.	<b>\$368,467,227</b>

**Educated**

Education is the fundamental path to opportunity for all children. Education prepares individuals to be self-reliant and self-sufficient participants in society.” The largest outcome area reported to Resource Mapping by far is “Educated,” with over half all reported expenditures. The BEP is the primary expenditure in the “Educated” outcome, though most Department of Education expenditures are reported there, including those outside the BEP. Education expenditures by 15 other departments are also included.

**EDUCATED OUTCOME BY SOURCE FY 2022-23**



Federal dollars for education are very important to the state, with over \$1.2 billion reported. Local education funds are not included here, but they are also substantial.

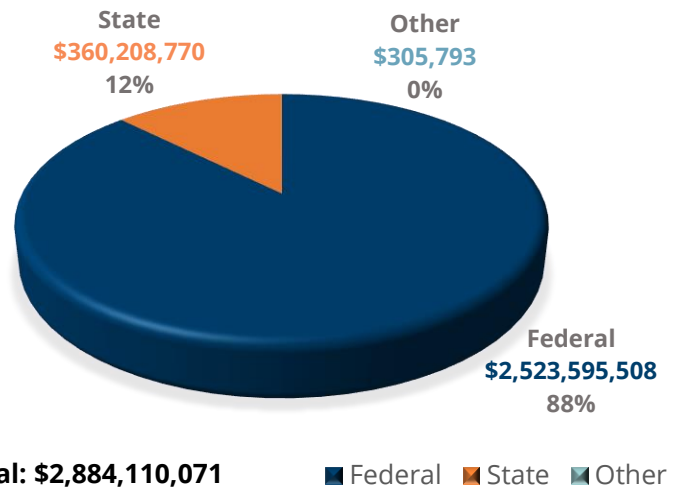
**PROGRAMS WITH THE LARGEST EXPENDITURES - EDUCATED**

Agency/Program	Program Description	Total Expenditures
Department of Education <b>Basic Education Program</b>	The Basic Education Program (BEP) is TN's funding mechanism for K-12 education. It is a toolbox of resources needed to run a school system (salaries, textbooks, materials, supplies, capital outlay costs) that generates costs for each system. The school system's ability to raise revenue is considered so that school systems with lower revenue capacity draw down more state dollars. All school districts must provide some local matching funds.	<b>\$5,190,004,552</b>
Department of Education <b>ESSER 2.0</b>	Elementary and Secondary School Emergency Relief Programs (ESSER 2.0). Coronavirus Response and Relief Supplemental Appropriations Act, 2021 (CRRSA), signed into law on December 27, 2020 provides additional funding for the Elementary and Secondary School Emergency Relief Fund (ESSER 2.0).	<b>\$324,257,585</b>
Department of Education <b>ESSA-Title I, Part A - Improving Basic Programs</b>	Title I-A funds are used to supplement educational personnel, resources, services and space/access to educate disadvantaged students within each school district. Schools within each district who have a poverty percentage of 35% or greater, calculated from their free-reduced lunch count compared to their entire student population are eligible for services. Those schools are considered Targeted-Assistance and services can only be used for identified eligible students.	<b>\$320,704,625</b>

**Nurtured and Supported**

The “Nurtured and Supported” outcome looks at programs that provide children with important, trusting relationships. Nurturing relationships with adults are crucial to intellectual and social growth. They provide stability and security, allowing children to grow and develop into adults with the capacity for empathy, trust and compassion. When children suffer continuous stress through poverty or family dysfunction, safe, stable nurturing relationships with adults help them develop resilience to the effects. All children go through difficult times, and nurturing relationships help them weather these in a healthy way.

**NURTURED & SUPPORTED OUTCOME  
BY SOURCE FY 2022-23**



The majority of expenditures under “Nurtured and Supported” come from federal funds, mostly because the Department of Human Services classifies its food programs here. The DCS, AOC and TCCY programs lean more heavily on state funds in this outcome area.

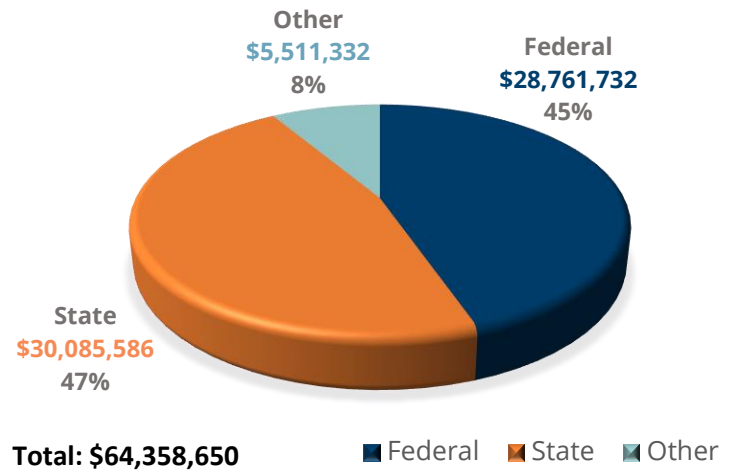
**PROGRAMS WITH THE LARGEST EXPENDITURES - NURTURED & SUPPORTED**

Agency/Program	Program Description	Total Expenditures
Department of Human Services <b>Supplemental Nutrition Assistance Program</b>	SNAP provides nutritional assistance benefits to children and families, the elderly, the disabled, unemployed and working families. SNAP helps supplement monthly food budgets of low-income families to buy the food they need to maintain good health and allow them to direct more of their available income toward essential living expenses.	<b>\$918,285,542</b>
Department of Education <b>ESSER 3.0</b>	American Rescue Plan Elementary and Secondary School Emergency Relief (ARP/ESSER).	<b>\$672,373,701</b>
Department of Human Services <b>Child Care Benefits</b>	The Department of Human Services provides child care payment assistance to eligible parents and caregivers. The program provides benefits through Smart Steps, Teen Parent programs, Families First, Families First Transitional, and Families First for non-parental guardians.	<b>\$216,731,337</b>

## Engaged

The outcome area “Engaged” is short for “engaged in activities that provide children opportunities to achieve their fullest potential.” It refers to programs sparking children’s interest in learning a variety of things in a variety of ways; helping them find the things they love to do and the things they do well. Expenditures that flow through the state in Tennessee do not include many programs meant primarily to engage. With just over \$64 million spent on programs, “Engaged” spending represents less than 0.5 percent of overall spending on children. The “Engaged” outcome is more heavily invested in at the local government level and by non-profits. Programs such as local parks and recreation, youth sports and arts programs, library and community center youth programs and many non-profit opportunities like YMCA Youth in Government, United Way afterschool programs, children’s art and science museums, recreation centers, zoos and many more offer opportunities to engage children. These expenditures are not tracked in Resource Mapping.

**ENGAGED OUTCOME BY SOURCE FY 2022-23**

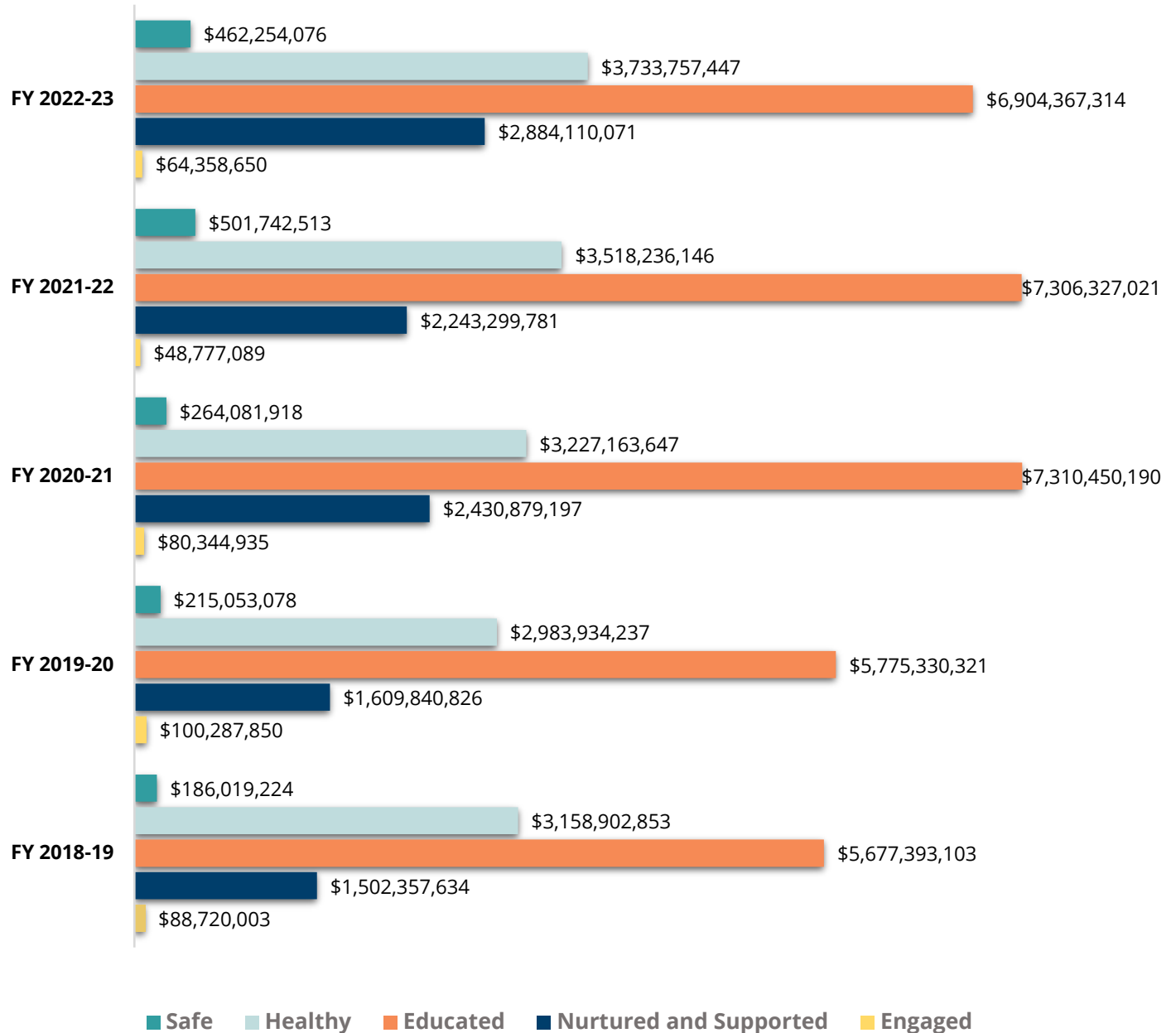


## PROGRAMS WITH THE LARGEST EXPENDITURES - ENGAGED

Agency/Program	Program Description	Total Expenditures
TennCare <b>Summer Youth Work Experience</b>	The Summer Youth Employment Program (SYEP) offers a paid employment opportunity to youth paired with valuable first-hand work experience and educational learning.	<b>\$15,000,000</b>
Department of Labor and Workforce Development <b>WIOA Youth Program</b>	WIOA places a priority on serving out-of-school youth, providing work-based experience, and improving services to youth with disabilities. WIOA promotes career pathways, increased attainment of recognized credentials and post-secondary certificates or degrees. Youth must meet eligibility requirements to participate in the WIOA Title I Youth Program. Eligible youth are those who are 14-24 years of age and face specific barriers to school completion or employment.	<b>\$14,787,821</b>
Department of Human Services <b>Vocational Rehabilitation Pre- ETS</b>	Pre-Employment Transition Services (Pre-ETS) are available to students with disabilities ages 14-22 and are focused on preparing students for life after high school. Services are coordinated with local school systems and provided in partnership with service providers across the state. Available services include: job exploration counseling, work-based learning experiences, counseling on opportunities for postsecondary educational programs, workplace readiness training to develop social skills.	<b>\$8,826,541</b>

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

### Total Expenditures by Primary Outcome Area





## MAPPING CHILDREN'S PROGRAM EXPENDITURES

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

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

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

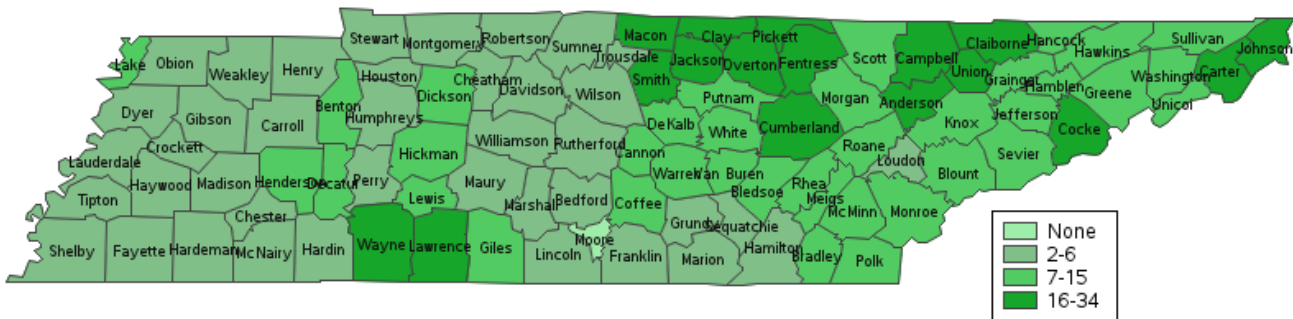
Some programs, especially some in the Department of Education, allocate expenditures based on the number of children, making the expenditure per child a generally fixed amount that is the same in every county. In this case, county expenditures are just a multiple of enrollment and reflect the number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

program is in many counties but not all. These are sometimes mapped to show which counties have active programs.

**Department of Children’s Services: Adoption Support Services**

The DCS Adoption Services Program offers child-focused services based on the philosophy that every child has the right to a loving, nurturing and safe family. Adoption Assistance provides ongoing financial and medical assistance to adoptive families on behalf of children who have special needs as well as adoption recruitment and placement and pre-adoption and post-adoption support. DCS reports 13,609 children and youth were served by adoption support services program in 2022-23.

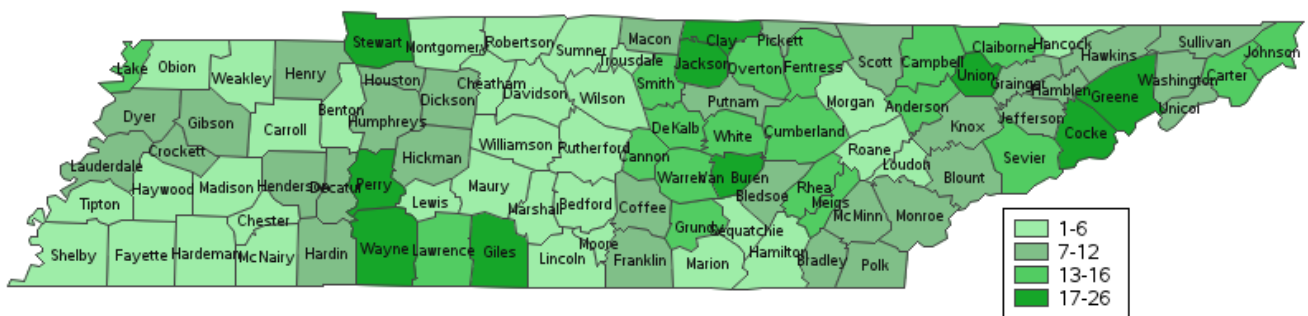
**Adoption Support Services  
Children per 1,000 Receiving Benefits, FY 2022-23**



**Department of Children’s Services: Foster Care**

When children are not able to stay safely in their own homes and there isn’t a relative who can care for them, they often must come into state custody. The department’s first goal for children is to work toward a safe return home to their families. Foster parents provide nurturing and supportive homes in which the children’s emotional, physical and social needs can be met, while issues and concerns in the immediate family can be addressed. According to DCS reporting, 12,578 children and youth were supported by Foster Care programs in FY2023.

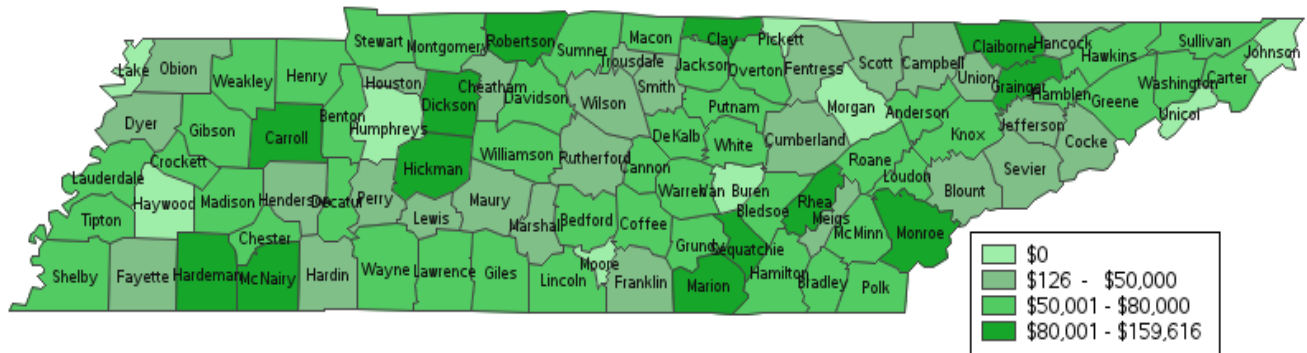
**Foster Care  
Children per 1,000 Receiving Benefits, FY 2022-23**



**Department of Children’s Services: Juvenile Justice Placement Services**

Children and youth can also be in state custody as part of the juvenile justice system. This program provides intervention and treatment services for delinquent youth in state custody. The types of placements can include detention centers, residential treatment facilities with various specializations, including substance abuse treatment, sex offender treatment and other conduct disorder treatment. DCS reports 1,312 children and youth in Juvenile Justice Placement Services in FY2023 with total expenditures of \$80,857,949. Per county expenditures vary from \$0 to \$159,616.

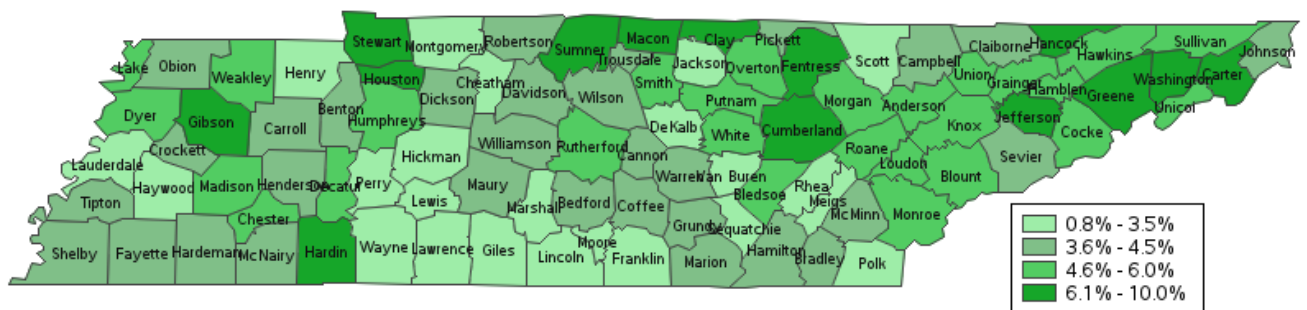
**Juvenile Justice Placement Services  
Per-Child Expenditure for Participating Children, FY 2022-23**



**Department of Intellectual and Developmental Disabilities: Tennessee Early Intervention System (TEIS)**

Under the Individuals with Disabilities Education Act (IDEA), every state has a Part C program for children birth through four years of age and their families. Each state decides its own eligibility rules. In Tennessee, children diagnosed with certain disabilities or whose test results show they have a 25 percent delay in two developmental areas or a 40 percent delay in one area may be eligible for TEIS. Demand for TEIS services has been growing rapidly with more early developmental evaluations and more recognition of early signs of developmental disabilities. The Department of Intellectual and Developmental Disabilities reported 17,990 children served in FY 2022-23 doubling their reported 8,995 in FY2021-22. This increase could be related to an expansion of the age eligibility requirements that occurred between FY2022 and FY2023.

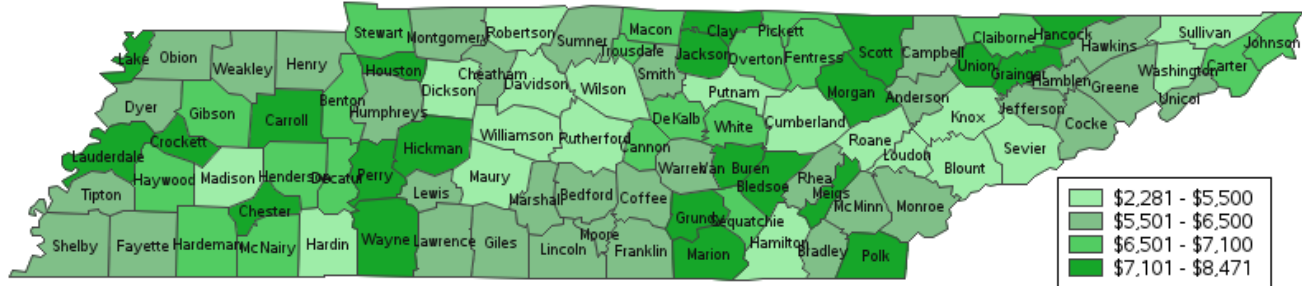
**Tennessee Early Intervention System (TEIS) Program  
Percentage of Children under 5 Served, FY 2022-23**



**Department of Education: Basic Education Program**

The Basic Education Program (BEP) is the state’s school funding formula. It relies on a set of costs associated with what the state deems a “basic education.” As the costs of inputs rise, so does total state and local funding. Counties are required to match state funds with local expenditures. The percent that must be local depends on each county’s ability to raise revenue from its tax bases. FY2022-23 is the last year with the BEP funding formula, the state moved to the TISA funding formula beginning in the 2023-24 school year. Per-Child expenditures in FY2023 varied by county from \$2,281 in Robertson County to \$8,471 in Marion County.

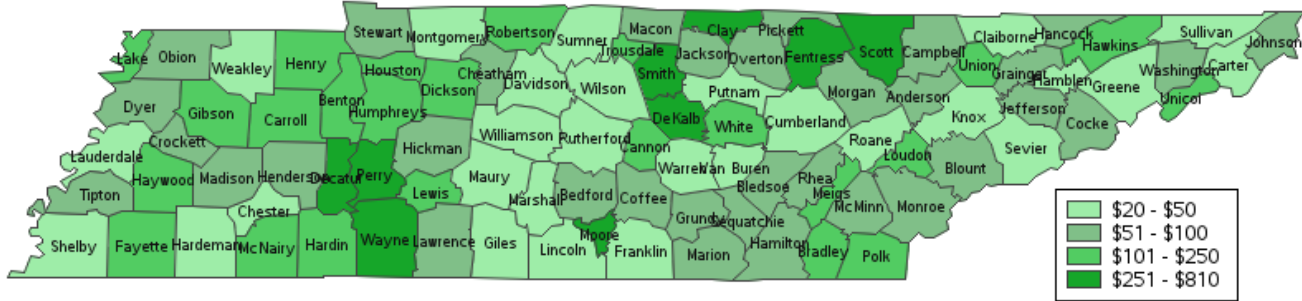
**Basic Education Program  
Per-Child Expenditure, FY 2022-23**



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

CCTE provides a pathway for students beginning in early and middle grades and progresses through secondary and postsecondary into aligned occupations. To support this pathway progression, academic, technical and employability skills are provided through culminating content and experiences necessary to be successful in high skill, high wage, and/or in-demand occupations. CCTE is largely funded by federal Perkins V grants. The Department of Education reports 14 separate CCTE programs which are combined in this map.

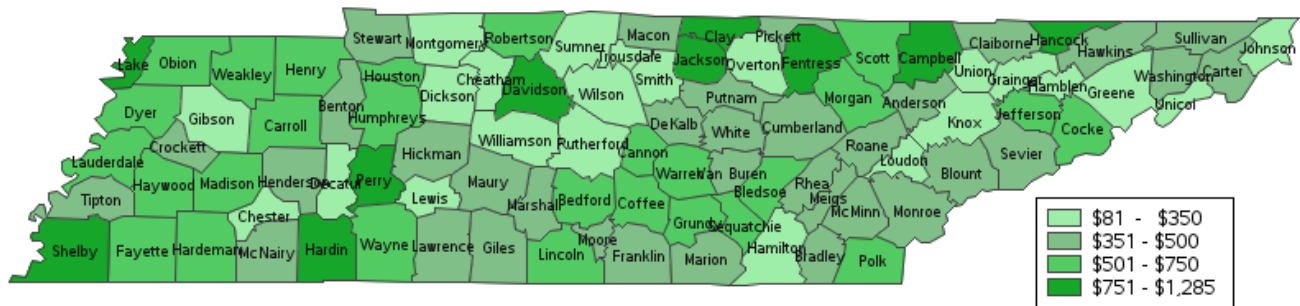
**College, Career and Technical Education  
Per-Child Expenditure, FY 2022-23**



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

ESSER funds were designated from the CARES Act (ESSER 1), CRRSA (ESSER 2) and ARPA (ESSER 3). FY 2022-23 funds sent to LEAs are combined in this map. The federal Department of Education provided states with emergency relief funds to address the impact of COVID-19 on elementary and secondary schools across the nation. States received funds based on their federal Title I allocations. Tennessee spent about \$1 billion in federal ESSER 1, 2 and 3 funds in FY 2023.

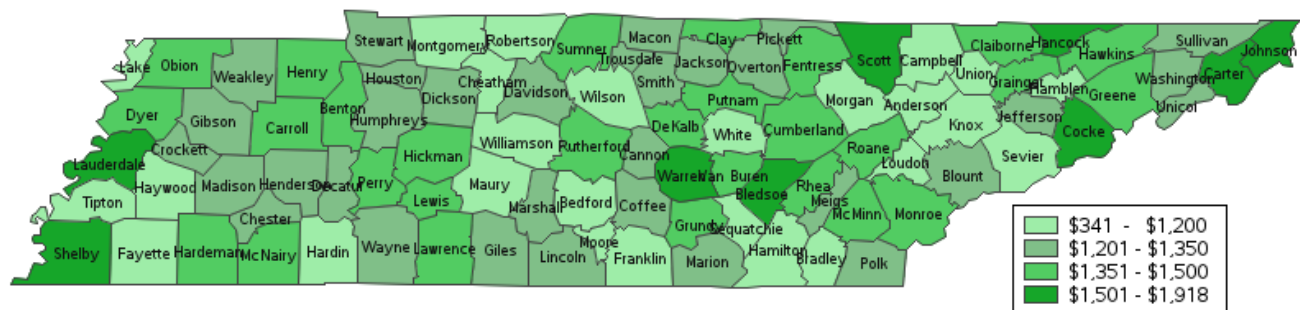
### **Elementary and Secondary School Emergency Relief Fund Per-Child Expenditure, FY 2022-23**



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

ESSA replaced its predecessor, the No Child Left Behind Act (NCLB), and modified but did not eliminate provisions relating to the periodic standardized tests given to students. Like the No Child Left Behind Act, ESSA is a reauthorization of the 1965 Elementary and Secondary Education Act, which established the federal government's expanded role in public education. Title I of ESSA is primarily aimed at students who live at or near the poverty line. Per child expenditure ranges from \$341 in Union County to \$1,918 in Bledsoe County.

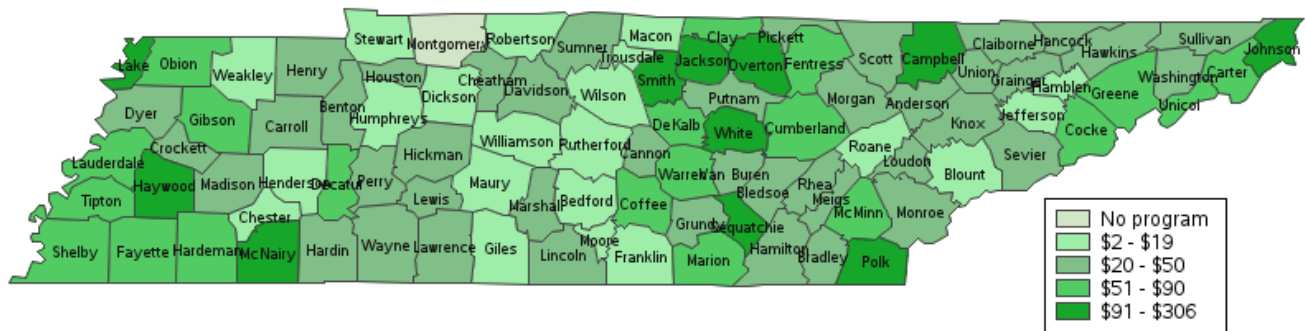
### **Every Student Succeeds Act (ESSA) Title I Per-Child Expenditure, FY 2022-23**



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

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

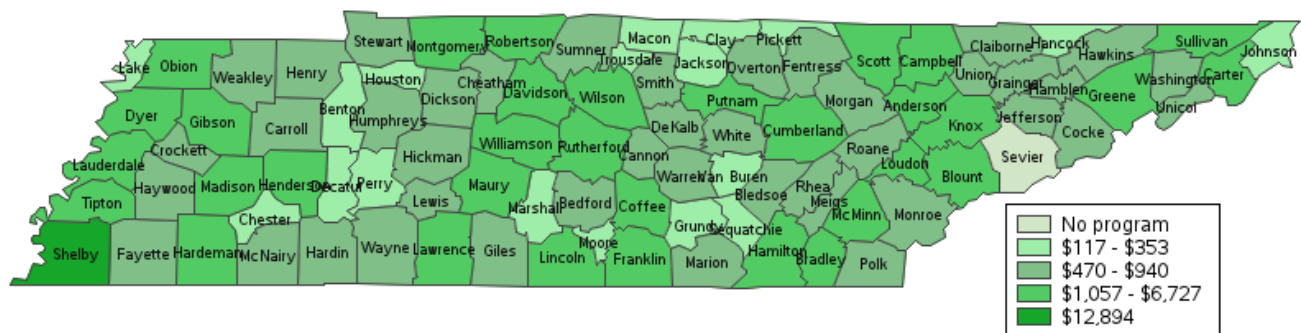
**Every Student Succeeds Act (ESSA) Title IV-A and IV-B  
Per-Child Expenditure, FY 2022-23**



**Department of Education: Voluntary Pre-K**

The Voluntary Pre-K initiative provides Tennessee's four-year-old children—with an emphasis on those who are at-risk—an opportunity to develop school readiness skills, both pre-academic and interpersonal skills. Voluntary Pre-K classes promote a high-quality academic environment, which fosters the love and joy of learning and promotes success in kindergarten and throughout the child's life. The goal of the pre-K school year is to engage each child in learning through a curriculum that focuses on the needs of young children in all areas of development including language, early literacy, math, science, social studies, the arts, physical development, as well as social emotional development, and healthy living. Over 19,000 children were served in FY 2022-23.

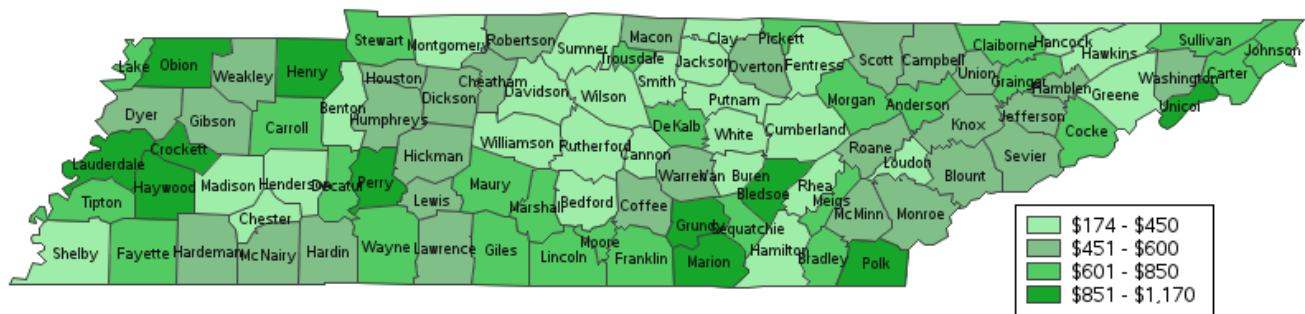
**Voluntary Pre-K Program,  
Expenditure in \$1,000s, FY 2022-23**



**Department of Education: Preschool Special Education through IDEA**

Early Childhood Special Education addresses individual needs within the context of developmentally appropriate early learning experiences including early literacy, math, play, and social areas. Preschool special education is a state and federally mandated program for children ages three through five who are experiencing challenges in their learning and development and meet eligibility criteria for special education and related services. Every school district provides special education services to young children. Over 15,000 children were served through this program in FY 2022-23.

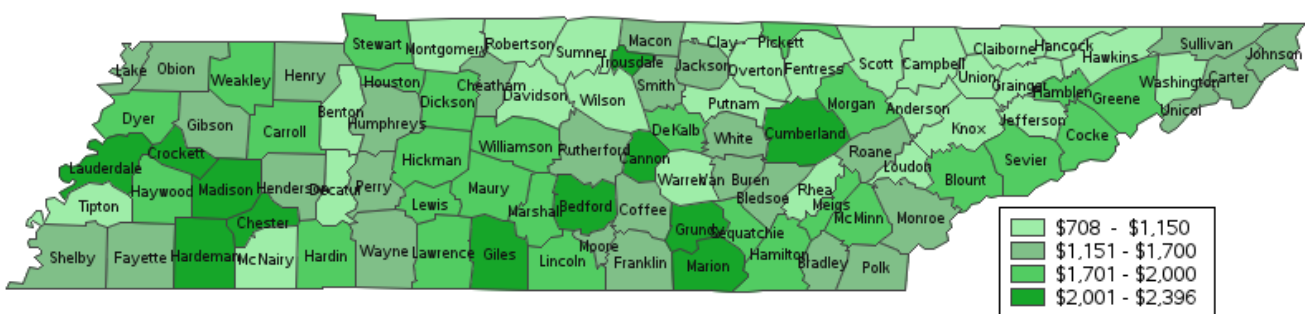
**Preschool Special Education  
Per-Child Expenditure, FY 2022-23**



**Department of Education: School Age Special Education through IDEA**

School-age special education ensures that all children with disabilities have available to them a free appropriate public education that emphasizes special education and related services designed to meet their unique needs and prepare them for further education, employment and independent living. This money must be used to pay the excess costs of providing special education and related services to children with disabilities and to supplement state, local and other federal funds and not to supplant those funds. In FY2023, expenditures under this program were \$3.3 million and served 67,472 students.

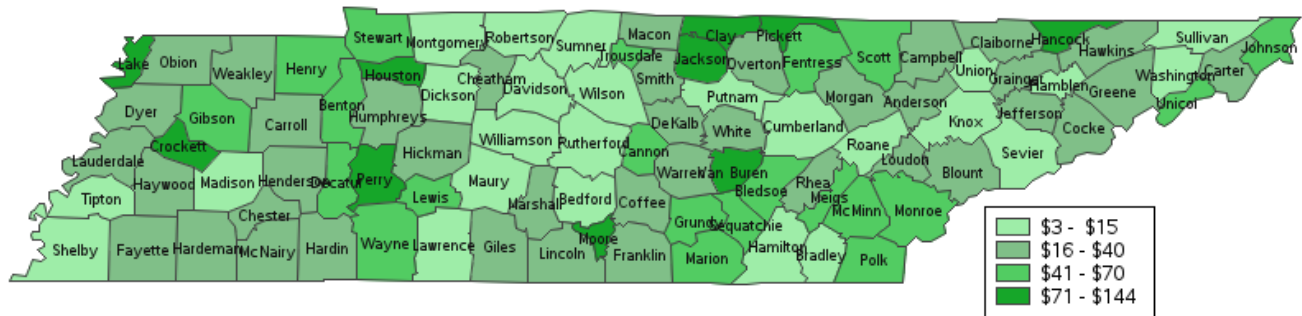
**School Age Special Education  
Per-Child Expenditure, FY 2022-23**



### Department of Education: Coordinated School Health

Tennessee Coordinated School Health connects physical, emotional and social health with education through eight inter-related components. This coordinated approach improves students' health and their capacity to learn through the support of families, communities and schools working together. Coordinated School Health works with many partners to address school health priorities. The coordinated school health model was developed by the Centers for Disease Control and Prevention (CDC) in 1988. The CDC has funded over 20 states to support the development of coordinated school health initiatives, though Tennessee's program is state-funded and spent \$13.8 million in FY 2022-23.

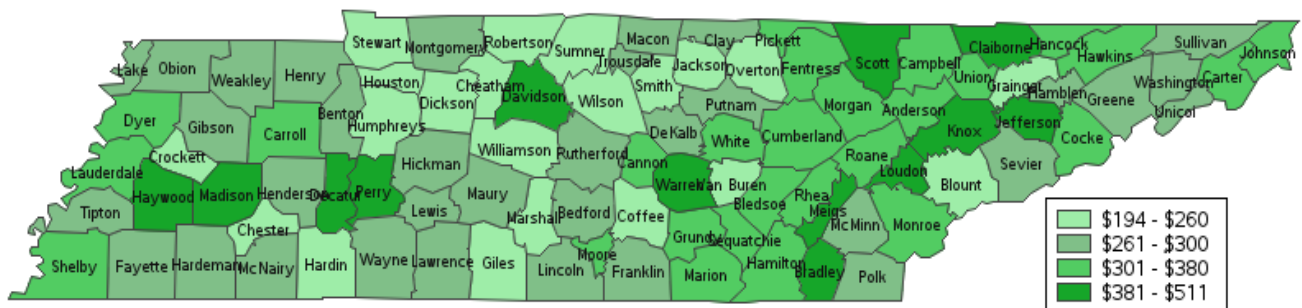
#### **Coordinated School Health Per-Child expenditure, FY 2022-23**



### Department of Education: School Nutrition Programs

Tennessee's School Nutrition programs are responsible for providing nutritious meals and snacks for students in public and private schools, as well as residential and child care institutions. School Breakfast and School Lunch are the most frequently used school nutrition programs, though schools also provide for children and families through the Seamless Summer Option, Fresh Fruits and Vegetables, Special Milk, and After School Snack Programs. The map below combines all the school nutrition programs and shows per-child expenditures. Across the state, in FY2022-23 million in federal dollars were spent on school nutrition programs. The School Lunch program served 559,179 Tennessee students.

#### **School Nutrition Programs Per-Child Expenditure, FY 2022-23**

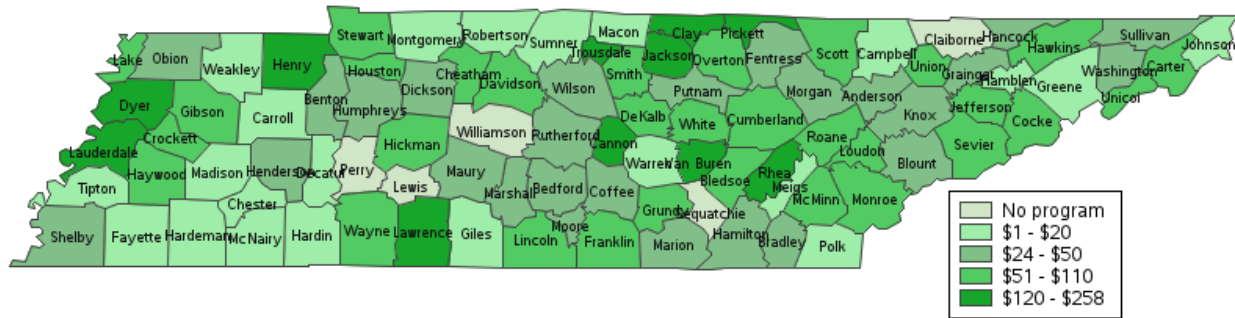




### Department of Education: Reading 360

Reading 360 provides optional grants and resources to help more Tennessee students develop strong phonics-based reading skills and remediate/accelerate learning loss from the pandemic by supporting teachers and families. To help support literacy development in Tennessee, the state will leverage approximately \$40 million in federal funding to immediate launch Reading 360. Multiple projects aligned with Reading 360 are represented in this information. Per-child expenditures vary by County from \$1 in Hardin County to \$258 in Rhea County.

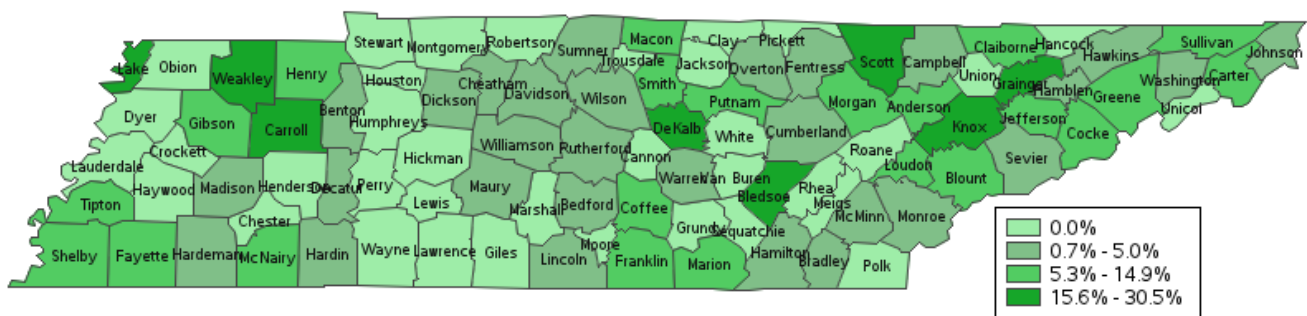
#### **Reading 360 Per-Child Expenditure, FY 2022-23**



### Tennessee Arts Commission: Student Ticket Subsidy Program

The Student Ticket Subsidy (STS) grant program provides funds for artist fees, tickets, and transportation fees for students from Tennessee public schools to experience a broad variety of cultural opportunities, arts disciplines, and arts learning from artists during the school day. Since 2010, the program has given the opportunity to approximately one million students to experience the arts. With almost \$409,000 in state dollars, this program served almost 57,000 Tennessee students aged 6 to 18 in FY 2022-23.

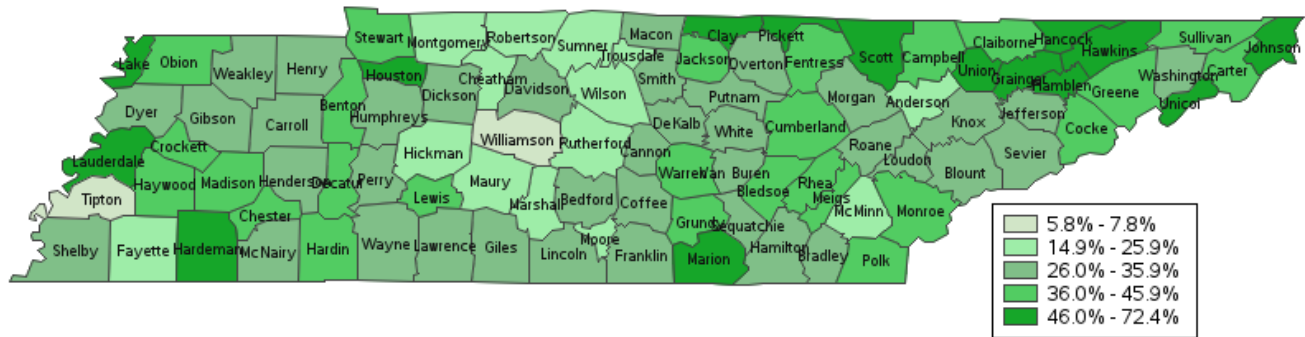
#### **Student Ticket Subsidy Program Percentage of Children Served, FY 2022-23**



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

The WIC program aims to safeguard the health of low-income women, infants, and children up to age 5 who are at nutrition risk by providing nutritious foods to supplement diets, information on healthy eating, and referrals to health care. WIC mothers are strongly encouraged to breastfeed their infants unless there is a medical reason not to. All WIC staff are trained to promote breastfeeding and provide the necessary support new breastfeeding mothers and infants need for success. The percentage of children receiving WIC benefits ranges by county from 5.8 percent in Williamson County to 72.4 percent of children in Pickett County

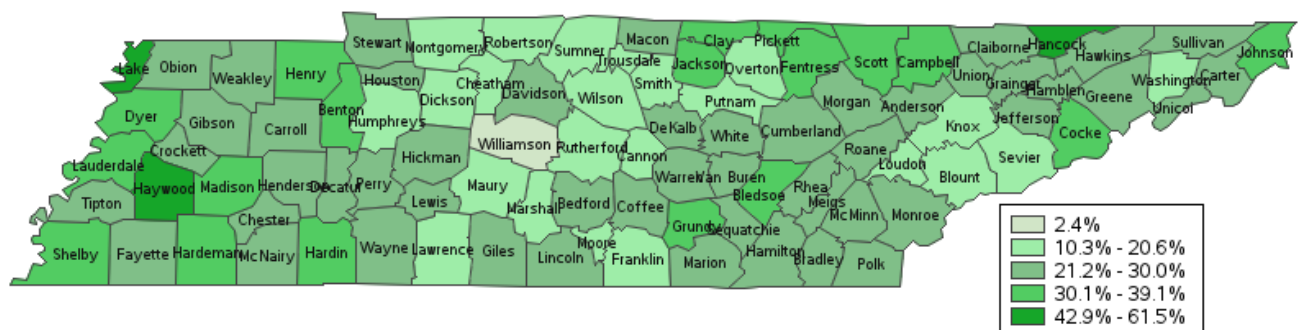
**Supplemental Nutrition Program for Women, Infants and Children (WIC)  
Percentage of Children Receiving Benefits, FY 2022-23**



**Department of Human Services: Supplemental Nutrition Assistance Program (SNAP)**

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

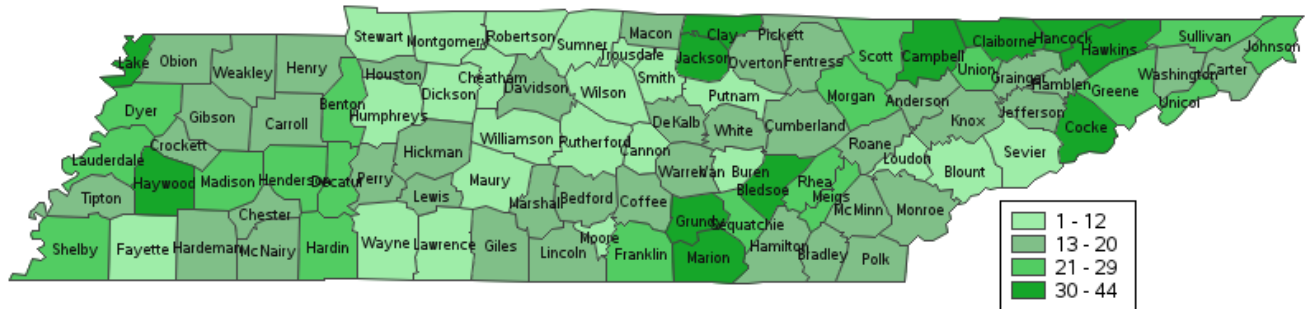
**Supplemental Nutrition Assistance Program (SNAP)  
Percentage of Children Receiving Benefits, FY 2022-23**



### Department of Human Services: Families First (TANF)

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

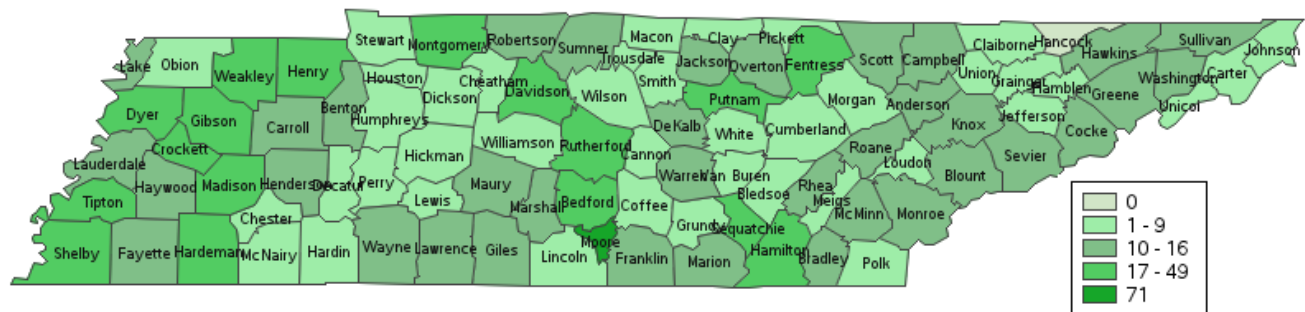
#### **Families First: Temporary Assistance for Needy Families (TANF) Children per 1,000 Receiving Benefits, FY 2022-23**



### Department of Human Services: Child Care Benefits

In certain circumstances, the Department of Human Services provides child care payment assistance to eligible parents and caregivers. The program provides benefits through Smart Steps (which has income and work/school requirements), Teen Parent programs (which require teen parents to stay in school); Families First (for work activities in the parents' personal responsibility plan), Families First Transitional (for parents whose Families First case has closed in the last 18 months and meet work requirements), and Families First for non-parental guardians (includes work/school requirements). With almost \$1.5 million, just under 30,000 children benefited from this program during FY 2022-23.

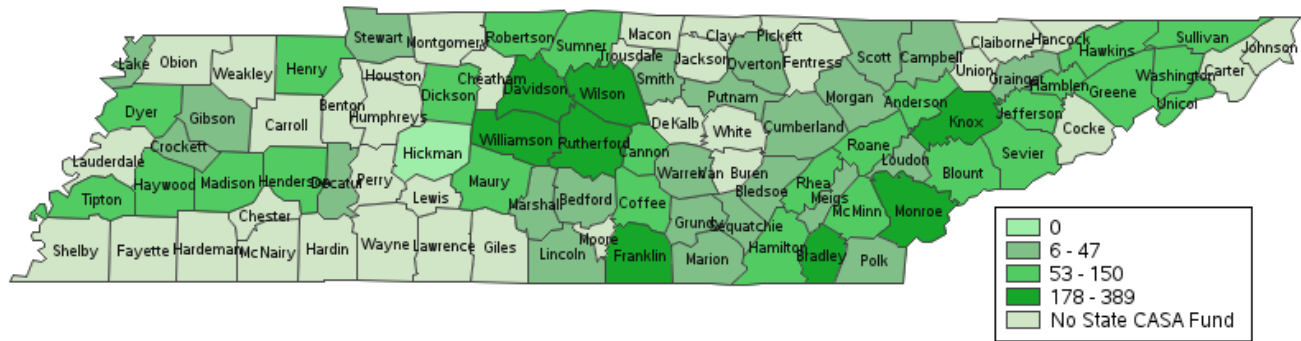
#### **Child Care Benefits Children per 1,000 Receiving Benefits, FY 2022-23**



## Commission on Children and Youth: Court Appointed Special Advocates

The Commission on Children and Youth administers state grants to counties to support Court Appointed Special Advocate (CASA) programs. Each CASA program or agency professionally trains and carefully screens volunteers to become advocates for abused and neglected children in juvenile court. These volunteers represent the best interests of the victimized child with the goal of securing a safe, permanent home. The Commission on Children and Youth reports that CASA programs served over 5,200 children and youth in FY 2022-23.

### **Court Appointed Special Advocates (CASA) Children Served, FY 2022-23**

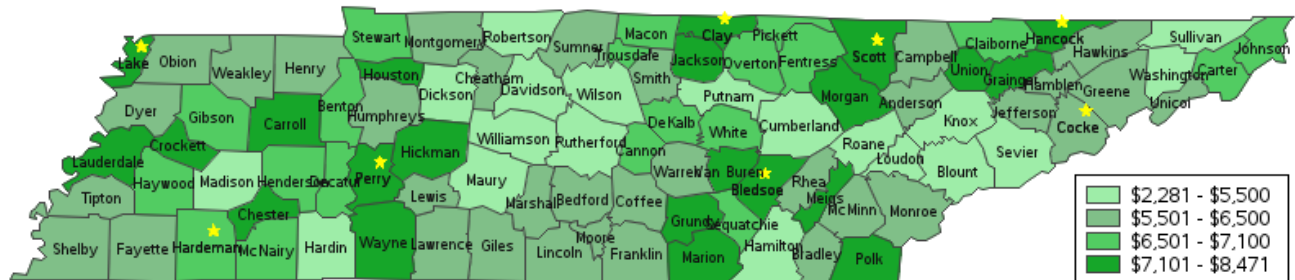


## MAPPING EXPENDITURES IN DISTRESSED COUNTIES

Each year, the Appalachian Regional Commission (ARC) prepares an index of county economic status for every county in the United States. The index considers the county's three-year average unemployment rate, poverty rate and per-capita income. Counties that rank among the 10 percent most economically distressed counties in the country are designated "distressed". Through strategic investment, Tennessee has reduced the number of distressed counties from 15 to eight. Currently, Tennessee's eight distressed counties include: Lake, Hardeman, Perry, Clay, Bledsoe, Scott, Hancock and Cocke. This section shows the BEP and WIC expenditure maps with distressed counties indicated. Many of the distressed counties have among the highest per-child BEP expenditures and high participation rates in WIC.

### Basic Education Program Per-Child Expenditure, FY 2022-23

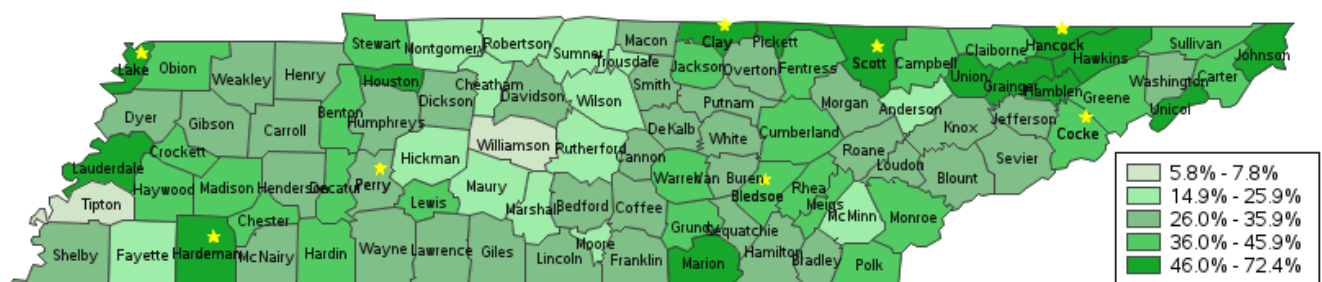
(★ Indicates Distressed County)



Hancock County has one of the highest per-child BEP expenditure in the state at \$8,432. Following closely behind is Bledsoe County at \$8,081 and \$8,044 in Lake County. The five other distressed counties have per-child expenditures ranging from \$7,446 to \$6,367.

### Supplemental Nutrition Program for Women, Infants and Children (WIC) Percentage of Children Receiving Benefits, FY 2022-23

(★ Indicates Distressed County)



All but one of Tennessee's eight distressed counties have at least 40 percent of their children under age four receiving WIC. Perry county is the lowest among the eight counties with 31.7 percent of children. In Hancock, Lake and Clay counties the percent ranges from 55 to 60 percent of children.

## DUPLICATION OF SERVICES

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

According to the Census Bureau,<sup>18</sup> 17.6 percent of all Tennessee children and 20 percent of the state’s children under age five live in poverty. Many children in poverty may be eligible for the following services, at a minimum:

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

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

Responsibility for all children involved with the child welfare and youth justice system resting in a single department essentially eliminates opportunities for duplication of services for these vulnerable children and their families. Strategies are in place to transition children between funding streams when, for example, they enter state custody, or when their status otherwise changes and they move from one funding source to another. Even when multiple departments fund relatively similar services, they are typically targeted at different groups of children or different issues/problems. Communication across departments serving children contributes to partnerships rather than duplication.

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<sup>18</sup> U.S. Census Bureau. "Poverty Status in the Past 12 Months." American Community Survey, ACS 1-Year Estimates Subject Tables, Table S1701, 2022, <https://data.census.gov/table/ACSST1Y2022.S1701?q=child poverty tennessee>. Accessed on April 10, 2024.

## RESOURCE MAPPING FY 2022-23 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 2022-23 expenditures for children and families, 74 percent of funds spent were federal dollars.

### Rejecting Medicaid Expansion Dollars

The largest opportunity for funds that are not being received or used in Tennessee is Medicaid expansion. Accepting Medicaid expansion dollars not only means far fewer Tennesseans will remain uninsured, but the state will also receive significantly more federal funds to provide health care to the state’s adult population. Using data from the Census Bureau’s American Community Survey, it is estimated at least 171,523 currently uninsured Tennesseans would become eligible if the state were to expand Medicaid.<sup>19</sup> In 2022, for every dollar the state spent on Medicaid, it was matched by 2.61 federal dollars.<sup>20</sup> While the state had a match rate of 72 percent in FY2023, had the state chosen to expand Medicaid, those newly eligible adults would have a match rate of 95 percent for first two years expansion is in effect and then 90 percent.<sup>21</sup> The multiplier effect of the extra economic activity alone easily covers the state portion, no matter how conservative the estimate. According to the American Medical Association, Medicaid expansion in Kentucky was estimated to contribute to \$30.1 billion to the economy by 2021 and have a net positive impact of \$919.1 million on the state budget.<sup>22</sup>

The benefits would accrue to children and families, the state’s health care system, and the state’s economy as a whole. According to the Tennessee Hospital Association, Tennessee has experienced the second highest rate of rural hospital closures in the United States, with 10 closing since 2010.<sup>23</sup>

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<sup>19</sup>[https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&w=POVPIP\(0:138\),AGEP\(00,19:64\)&cv=HICOV\(2\)&rv=ucgid&nv=CIT\(1,2,3,4\)&wt=PWGTP&g=0400000US47](https://data.census.gov/mdat/?#/search?ds=ACSPUMS1Y2022&w=POVPIP(0:138),AGEP(00,19:64)&cv=HICOV(2)&rv=ucgid&nv=CIT(1,2,3,4)&wt=PWGTP&g=0400000US47)

<sup>20</sup>Medicaid and CHIP Payment and Access Commission. Federal Match Rate Exceptions. Federal Medical Assistance Percentages and Enhanced FMAPs by State, FYs 2021–2024

<sup>21</sup>Medicaid and CHIP Payment and Access Commission. Federal Match Rate Exceptions. <https://www.macpac.gov/federal-match-rate-exceptions/>

<sup>22</sup> American Medical Association. (2020). The Evidence on Medicaid Expansion. <https://www.ama-assn.org/system/files/2020-10/research-summary-benefits-of-medicaid-expansion.pdf>

<sup>23</sup>Tennessee Hospital Association. Rural Hospital Viability. <https://tha.com/focus-areas/small-and-rural/rural-hospital-viability/#:-:text=These%20issues%2C%20teamed%20with%20rural,rate%20in%20the%20United%20States.>

The American Association of Retired People's Public Policy Institute estimates if Tennessee expanded Medicaid, that the state would save \$336.6 million in 2024 and 2025 by accessing federal matching funds to cover services that are currently being paid for with state funds. These include:

- "\$58.7 million in its behavioral, mental health, and substance use disorder services,
- \$52 million in medical services for individuals in corrections facilities,
- \$20.5 million on the cost of uncompensated care—that is, funds paid to hospitals and other providers to help offset the costs of providing care for which they don't get paid,
- \$103 million on women's health care program services, and
- \$102 million on programs that provide services to vulnerable populations."<sup>24</sup>

### Other Funding Opportunities

Most major federal grants/funding streams are capped entitlements or an allotted amount of funding. State departments take advantage of these entitlements and typically utilize virtually all federal funding allocated to Tennessee, sometimes in the face of challenges in meeting matching or maintenance of effort requirements.

A small number of federal funding streams are uncapped entitlements, meaning the state can draw down as many federal dollars as it can match. The exact amount the state must match is based on a ratio relative to the funding source. The largest source of uncapped funding is Medicaid, with a match rate of 72 percent federal, 28 percent state in 2022-23. The FMAP has been higher in recent years due to the pandemic, however, in FY2025 it has returned to pre-pandemic levels of 65 percent federal and 35 percent state. The other primary sources are Titles IV-B and IV-E child welfare funds. The Department of Children's Services is operating under a Title IV-E waiver that enables utilization of these federal dollars not only for children who are in state custody, but also for services and supports to prevent custody. This approach better meets the needs of children and families and lowers costs.

The Supplemental Nutrition Assistance Program (SNAP) has a 50-50 federal-state matching rate for administrative funds, but benefits are 100 percent federally funded and do not have a cap on the amount available to the state.

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

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<sup>24</sup> AARP Public Policy Institute. (2022). Medicaid Expansion Population and Cost Estimates for Tennessee. <https://www.aarp.org/content/dam/aarp/ppi/2022/medicaid-expansion-fact-sheets/medicaid-expansion-fact-sheet-tennessee.doi.10.26419-2Fppi.00178.008.pdf>



applying for federal funds where they are able to be competitive and easily build upon existing infrastructure.

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

**APPENDIX A**  
**TCA 37-3-116**

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

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

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

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

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

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

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

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

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

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

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

**APPENDIX B**  
**PRIMARY OUTCOME EXPENDITURES**

Educated FY2022-23 Expenditures				
Department	Federal	State	Other	Total
CoverKids	\$957,596	\$232,778	\$0	\$1,190,374
Department of Agriculture	\$0	\$65,000	\$50,000	\$115,000
Department of Children's Services	\$557,141	\$4,712,169	\$0	\$5,269,310
Department of Education	\$1,164,787,506	\$372,126,698	\$0	\$1,536,914,204
Department of Education: BEP	\$0	\$5,190,004,552	\$0	\$5,190,004,552
Department of Health	\$2,432,333	\$177,948	\$0	\$2,610,281
Department of Intellectual and Developmental Disabilities	\$32,724,223	\$38,877,057	\$0	\$71,601,280
Department of Labor and Workforce Development	\$8,199,575	\$14,152	\$0	\$8,213,726
Department of Mental Health and Substance Abuse Services	\$44,379	\$1,365,620	\$0	\$1,409,999
Department of Safety	\$0	\$432,237	\$0	\$432,237
Governor's Early Literacy Foundation	\$1,706,880	\$10,218,978	\$0	\$11,925,858
Tennessee Arts Commission	\$49,600	\$1,641,059	\$0	\$1,690,659
Tennessee Commission on Children and Youth	\$140,221	\$1,220,252	\$75,000	\$1,435,473
Tennessee Higher Education Commission	\$3,500,000	\$2,100,000	\$50,193,692	\$55,793,692
Tennessee Highway Safety Office	\$1,423,022	\$0	\$0	\$1,423,022
Tennessee State Museum	\$0	\$18,000	\$0	\$18,000
Volunteer TN	\$3,272,063	\$0	\$11,047,583	\$14,319,646
<b>Educated Total</b>	<b>\$1,219,794,538</b>	<b>\$5,623,206,500</b>	<b>\$61,366,275</b>	<b>\$6,904,367,314</b>

Engaged FY2022-23 Expenditures				
Department	Federal	State	Other	Total
Administrative Office of the Courts	\$0	\$112,000	\$0	\$112,000
Department of Education	\$420,545	\$0	\$0	\$420,545
Department of Environment and Conservation	\$0	\$0	\$1,000	\$1,000
Department of Health	\$1,036,461	\$1,859,875	\$0	\$2,896,336
Department of Human Services	\$8,826,541	\$0	\$0	\$8,826,541
Department of Labor and Workforce Development	\$14,787,821	\$15,000,000	\$0	\$29,787,821
Department of Mental Health and Substance Abuse Services	\$2,245,635	\$12,487,533	\$35,247	\$14,768,415
Department of Military	\$155,000	\$0	\$0	\$155,000
Tennessee Commission on Children and Youth	\$39,529	\$0	\$0	\$39,529
Tennessee Wildlife Resources Agency	\$0	\$0	\$50,200	\$50,200
UT Institute of Agriculture	\$1,214,953	\$626,178	\$5,460,132	\$7,301,263
<b>Engaged Total</b>	<b>\$28,726,485</b>	<b>\$30,085,586</b>	<b>\$5,546,579</b>	<b>\$64,358,650</b>

Healthy FY2022-23 Expenditures				
Department	Federal	State	Other	Total
CoverKids	\$109,233,107	\$26,552,966	\$2,078,817	\$137,864,890
Department of Children's Services	\$189,312,958	\$263,887,106	\$0	\$453,200,064
Department of Education	\$542,519,764	\$13,875,422	\$0	\$556,395,186
Department of Health	\$60,338,010	\$47,889,920	\$0	\$108,227,930
Department of Mental Health and Substance Abuse Services	\$18,071,750	\$15,849,963	\$160,612	\$34,082,325
TennCare	\$1,516,427,012	\$587,821,946	\$339,676,122	\$2,443,925,080
Tennessee Commission on Children and Youth	\$61,972	\$0	\$0	\$61,972
<b>Healthy Total</b>	<b>\$2,435,964,573</b>	<b>\$955,877,323</b>	<b>\$341,915,551</b>	<b>\$3,733,757,447</b>

Nurtured & Supported FY2022-23 Expenditures				
Department	Federal	State	Other	Total
Administrative Office of the Courts	\$775,360	\$14,635,127	\$0	\$15,410,487
Commission on Aging and Disability	\$48,834	\$0	\$0	\$48,834
Department of Children's Services	\$278,847,260	\$226,735,761	\$23,934	\$505,606,955
Department of Education	\$679,580,272	\$3,077,226	\$100,000	\$682,757,498
Department of Health	\$9,293,312	\$3,461,023	\$7,631,170	\$20,385,505
Department of Human Services	\$1,543,896,716	\$92,349,891	\$2,358,146	\$1,638,604,753
Department of Intellectual and Developmental Disabilities	\$0	\$8,408,706	\$0	\$8,408,706
Department of Mental Health and Substance Abuse Services	\$6,585,367	\$1,382,927	\$205,793	\$8,174,087
Tennessee Commission on Children and Youth	\$752,802	\$3,960,444	\$0	\$4,713,246
<b>Nurtured and Supported Total</b>	<b>\$2,519,779,923</b>	<b>\$354,011,105</b>	<b>\$10,319,043</b>	<b>\$2,884,110,071</b>

Safe FY2022-23 Expenditures				
Department	Federal	State	Other	Total
Department of Children's Services	\$5,768,209	\$52,667,235	\$0	\$58,435,444
Department of Correction	\$165,188	\$0	\$0	\$165,188
Department of Education	\$3,298,487	\$24,537,151	\$0	\$27,835,638
Department of Health	\$207,822	\$10,700	\$1,227,897	\$1,446,419
Department of Human Services	\$342,169,609	\$0	\$0	\$342,169,609
Department of Mental Health and Substance Abuse Services	\$1,781,480	\$17,486,350	\$5,849,316	\$25,117,146
Department of Safety	\$0	\$551,382	\$0	\$551,382
Office of Criminal Justice Programs	\$6,278,494	\$0	\$0	\$6,278,494
Tennessee Commission on Children and Youth	\$0	\$107,756	\$0	\$107,756
Tennessee Wildlife Resources Agency	\$147,000	\$0	\$0	\$147,000
<b>Safe Total</b>	<b>\$359,816,289</b>	<b>\$95,360,575</b>	<b>\$7,077,213</b>	<b>\$462,254,076</b>



TENNESSEE COMMISSION ON  
**CHILDREN & YOUTH**



Tennessee Commission on Children and Youth Authorization Number 316095. April 2023. 150 copies. This public document was promulgated at a cost of \$2.20 each.