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Resource Map of Expenditures for Tennessee Children

Tennessee Commission on Children and Youth
Annual Report to the Legislature
April 2021





STATE OF TENNESSEE
TENNESSEE COMMISSION ON CHILDREN AND YOUTH

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TO: Members of the Tennessee General Assembly
FROM: Richard Kennedy, Executive Director
Rose Naccarato, Data and Communication Director
DATE: April 15, 2021
RE: *Resource Mapping 2021 Report*

In accordance with 2008 Public Chapter 1197, codified as TCA 37-3-116 (included as Appendix A), attached please find the *Resource Mapping 2021 Report* of federal and state expenditures for services for Tennessee children. This report includes data for FY 2019-20.¹

TCCY appreciates the assistance of the many staff across state government who made the collection of data for the *Resource Mapping 2021 Report* possible. Collaborators in providing the information essential for developing this report have worked to achieve accuracy. However, the complicated nature of the state budget means there is a possibility of duplicate reporting. TCCY and state department/agency staff have made conscientious efforts to avoid duplicate counting, but this is especially challenging when the same dollars are included in multiple state departmental/agency budgets as “interdepartmental funding.” In order to avoid double counting of funds, the Resource Mapping Project counts all funds directed toward children in the department making the actual program expenditures.

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

¹ Because of a problem with the data reporting system, 9 of the 342 included programs were unable to report data for 2019-20 and were estimated by using their 2018-19 report. These include the WIOA Youth Program and SNAP E&T at the Department of Labor and Workforce Development, the Volunteer Challenge Academy and Child and Youth Services for Reserve Families in the Department of Military, Motorcycle Safety Education at the Department of Safety and Homeland Security, Middle College Scholarships and Dual Enrollment grants at the Higher Education Commission, the National Archery in the Schools program at the Tennessee Wildlife Resources Agency and the 4-H programs through the UT Institute of Agriculture.

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

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

Mapping resources invested in Tennessee children and youth is a living process that improves at least a little bit every year. We are always identifying programs we should be including; a new department or commission has been added almost every year. This year, our changes focused on examination of the effects of COVID-19 on children's programs and the essential services supporting children's growth and development. The biggest changes in federal funding will begin to emerge in the next fiscal year, but some effects can be seen already and are the focus of discussion throughout the report. TCCY staff and the data reporters from the various agencies who contribute data to the report are working on how best to examine these effects over the next few years.

For the past few years, we have included a recommendation in the Resource Mapping report that Tennessee should create an interdepartmental integrated database tracking services and outcomes. When we first published this recommendation, one of our own TCCY commission members told us that the state's P-20 database (formed under the Race to the Top grant) was well on its way to being just that. Almost no one seemed to know about it. It was the most exciting, best unintentionally kept secret in Tennessee children's data. Staff at TCCY have been pursuing involvement in the groups that manage the P-20 database, its growth and administration. Through the Tennessee Young Child Wellness Council housed at TCCY, we worked with Child Trends to develop an inventory of the various places Tennessee keeps this data. We hope to be part of further development of an integrated longitudinal database that would serve as an evaluation tool that can help us identify where tax dollars are most efficiently spent to improve outcomes for children, youth and families. Because, in the end, that is why we do Resource Mapping: to inform; to evaluate; to improve.

The process provides exciting prospects for better understanding Tennessee's financial commitment to the state's children. We look forward to continued improvement in our process and product and stand ready to answer any questions you might have.

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Resource Mapping 2021

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

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

“Children are the living messages we send to a time we will not see.”

John F. Kennedy

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

In Fiscal Year 2015-16, Tennessee launched *Building Strong Brains: Tennessee (BSB TN)* to prevent and mitigate the impact of adverse childhood experiences – ACEs – because of their life long impact on both individuals and communities. The original ACEs identified in the seminal study by Kaiser Permanente and the Centers for Disease Control in the mid-1990s included physical, emotional and sexual abuse, physical and emotional neglect, parental mental illness and substance abuse, domestic violence, parental incarceration, and parental absence due to divorce, separation or single parenthood. More recent studies indicate additional undesirable conditions, including poverty, racism, bullying and community violence also create toxic stress that disrupts the architecture of the developing brain in young children.

The early years of life matter because the basic architecture of the human brain is constructed through an ongoing process that begins before birth and continues into adulthood. Early experiences literally shape how the brain is built, establishing either a sturdy or a fragile foundation for all the development and behavior that follows. Left unaddressed, ACEs and their impact make it more difficult for a child to succeed in school, live a healthy life, and contribute to the state’s future prosperity – our communities, our workforce, and our civic life.

The *BSB TN* public-private partnership focuses on increasing awareness of the impact of ACEs and renewed and focused efforts to prevent and mitigate them. All partners are committed to creating a new culture in Tennessee focusing on preventing ACEs and toxic stress from damaging future generations and harming the state's prosperity. Addressing ACEs requires a two-generation approach helping children and their parents and caregivers understand the importance of safe, stable, nurturing environments and relationships.

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

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

Tennessee is heavily reliant on federal funding for the public structures that provide many of the essential services and supports for Tennessee children and families. In FY 2019-20, federal expenditures accounted for a significant portion of all dollars spent on children through the Tennessee state budget (38 percent). Federal funds for programs for Tennessee children and youth had declined in recent years, mostly through declines in TennCare, but FY 2018-19 saw an increase in federal expenditures and FY 2019-20 has continued the trend. This past year's change was mostly from a large increase in federal expenditures by the Department of Human Services and smaller increases by the Departments of Children's Services, Mental Health and Substance Abuse Services and Health.

Federal TennCare expenditures increased in FY 2019-20 while the number of children served dropped a bit. This is primarily the result of an increased Federal Medical Assistance Percentage (FMAP). The Families First Coronavirus Response Act took raised the FMAP by 6.2 percent for the duration of the official public health emergency and incorporated maintenance-of-effort (MOE) protections that keep states from imposing new eligibility restrictions or terminating coverage while receiving the extra federal funds. Tennessee usually pays about a third of the cost of Medicaid services, but this FMAP boost reduced Tennessee's state portion to less than 29 percent.

Over the 13 years of reported resource mapping data, total expenditures for children in Tennessee have increased each year, largely on the strength of steady Basic Education Program (BEP) increases. Perhaps the most basic state responsibility for children is education. Tennessee's BEP distributes funding to local education agencies and is the largest single category of expenditures for children. It is entirely funded by state dollars. State BEP funding has steadily risen with increases generated by the formula each year and by changes in state support for teachers' salaries and insurance. The importance of educational funding cannot be

overstated; however, it is equally true that children who are NOT safe, healthy, supported and nurtured, and engaged in productive activities will have more difficulty learning.

After the BEP, TennCare is the largest funding category, followed by the Departments of Education (non-BEP dollars), Human Services, and Children’s Services. Department of Health expenditures for children are lower than these other major departments because most health expenditures for children come through TennCare. Likewise, the Department of Mental Health and Substance Abuse Services’ funding for services for children is lower than the other primary child-serving departments, but TennCare funding for mental/behavioral health services totaled over \$218 million in FY 2019-20.

Almost 40 percent of all expenditures for children in FY 2019-20 were federal dollars. When required matching and maintenance of effort (MOE) dollars for agencies that provide the major federally-funded services to children and youth are considered, reliance on federal funding is even more apparent. *Excluding* the BEP, almost seven of every 10 dollars spent on services for Tennessee children and families in FY 2019-20 were from federal funding sources. State funding accounted for just over 25 percent of all non-BEP expenditures in FY 2019-20. Again, excluding the BEP, almost nine of every 10 dollars in the state budget for children—86 percent—in FY 2019-20 were either federal or required as match/MOE for federal funding.

“Education is the cornerstone of our communities and our country... Every child should have the opportunity to receive a quality education”
Bill Frist

Federal funding provides the infrastructure for essential services and supports for children to be safe, healthy, nurtured and supported, and engaged in productive activities. Federal funding also constitutes over 12 percent of the nearly \$5.8 billion (not including local government expenditures) spent to educate Tennessee children in FY 2019-20.

TennCare/Medicaid is the largest source of federal funding for health and mental health services for children. These dollars provide children with preventive care to keep them healthy as well as medications and treatment when they are ill. Good health in children provides the foundation for healthy and productive adults. Children who suffer from chronic illnesses like diabetes and asthma without a secure medical home and access to health insurance are less likely to do well throughout their lives.

TennCare also provides the funding for most mental health services for children. Children who have untreated mental health needs are at greater risk of doing poorly in school and having disruptive behaviors that challenge parents at home and teachers in the classroom. Too often, untreated mental health issues put children at greater risk of substance abuse through self-medicating, and also place them at greater risk of entering state custody, either because of their behaviors or in order to access services they need.

In FY 2019-20 federal Temporary Assistance for Needy Families (TANF), known as Families First in Tennessee, provided almost \$60 million in financial assistance to very poor children. This was actually a substantial decline from the previous fiscal year, partly because unemployment

benefits count toward income for TANF eligibility, and COVID-19 relief bills provided significant federal boosts to unemployment payments in Tennessee. The state continues to have the largest TANF surplus among all the states and is looking for ways to spend those funds to best support Tennessee children. These funds are already slated to be used to help expand Evidence-Based Home Visiting Services to all 95 Tennessee counties. These programs have been shown to positively affect multiple indicators of young child well-being and to extend those benefits as children grow.

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

SNAP expenditures on children increased by over \$45 million—over eight percent—in FY 2019-20. WIC benefits stayed relatively stable, but National School Lunch expenditures were down precipitously, from \$283 million to \$209 million—over 25 percent. This is no doubt because schools closed across the country in the spring of 2020 due to COVID-19 concerns. Efforts to distribute school lunches to families clearly did not reach as many as they do when schools are open. A comparison of spending on nutrition programs as a whole between last year and the previous year is included in the section of the report examining primary program outcomes.

Recommendations

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

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

In 2013, the Robert Wood Johnson Foundation Commission to Build a Healthier America released a report entitled “Time to Act: Investing in the Health of Our Children and Communities.” Recommendation number one in the report is as follows: “Make investing in America’s youngest children a high priority. This will require a significant shift in spending priorities and major new initiatives to ensure that families and communities build a strong foundation in the early years for a lifetime of good health.”²

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

Building Strong Brains Tennessee focuses on preventing and mitigating the impact of adverse childhood experiences. Research demonstrates the importance of providing safe, stable, nurturing environments and relationships, especially in the early years when the impact on the developing brain is most significant. Maintaining and expanding existing prevention and early intervention services is critical. Continuing to focus on ACEs is important to ensure innovative and forward-thinking programs continue to achieve their potential to improve outcomes for Tennessee children, families and communities.

Access Federal Medicaid Funds

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

Children with health care coverage are more successful in school. Health insurance provides access to services allowing children to miss fewer days and receive treatment for illnesses such as asthma or ear infections that, if left untreated, could limit educational opportunities and cause life-long disability. The Early and Periodic Screening, Diagnosis and Treatment available to children enrolled in TennCare increases opportunities for more effective treatment at an

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

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

early stage, preventing minor conditions from deteriorating into problems that are more serious and more costly and difficult to treat. Children with serious emotional disturbances, severe mental illness or significant substance abuse issues can access treatment, avoiding academic delays or the need for state custody to gain health care coverage eligibility.

Children benefit when their mother has access to health care before they are born. Young adult women with access to health care are healthier when they become pregnant and more likely to receive regular prenatal care, ensuring a greater likelihood of giving birth to a healthy baby, and reducing infant mortality, low birth weight and other poor birth outcomes. The number of births to mothers suffering from substance abuse issues is at alarming rates in Tennessee.

Additional federal funding, and the health insurance it provides, would improve access to substance abuse treatment for young women before and during pregnancy, preventing some of the negative health outcomes of Neonatal Abstinence Syndrome and legal intervention leading to state custody. If all uninsured low-income children in Tennessee were eligible for enrollment, then unnecessary placements in state custody to access health care services could be avoided, and those children who did come into state custody would already have an insurance provider, easing access to treatment services.

Expanding insurance coverage to low income adults will increase health care access for more eligible children. Parents with health care coverage are more likely to enroll their eligible children and keep them enrolled, reducing coverage gaps and maintaining continuity of care. Covering parents makes it more likely children receive both necessary and preventative care. Children with insured parents are more likely to receive regular check-ups and immunizations. Coverage for young adult mothers enables them to better navigate the health care system and coordinate their family's health care needs, and empowers them to use health care resources more efficiently and effectively.

Medical bills from treatment of catastrophic illness or injury are among the leading causes of personal bankruptcy in Tennessee.

Parents' health care needs also affect their children's lives. Parental mental illness and substance abuse are two of the original adverse childhood experiences (ACEs) that can cause toxic stress and disrupt brain development in young children with potentially lifelong consequences. Parents with untreated health, mental health and substance abuse issues are unable to provide their children the safe, stable, nurturing relationships necessary to mitigate the impact of ACEs and help children succeed in school and in life. Providing access to treatment for parents with mental health and substance abuse issues gives families opportunities to stay intact and avoid more drastic interventions, such as out of home placement.

Health care coverage for low-income parents also improves family financial well-being by reducing the impact catastrophic illness or injury can have on family finances. Medical bills from treatment of catastrophic illness or injury are among the leading causes of personal

bankruptcy in Tennessee. Insurance coverage provides security to low-income families so that medical bills do not leave them destitute and unable to save and invest in their family's future.

Enhance Opportunities for the State to Receive Federal and Other Funding

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

My dream is that every child has enough food to eat, good medical care, and the chance to go to school and even attend college.

Bill Gates

Further Develop an Integrated Data System in Tennessee

State government has a lot of data. Every program in state government tracks its expenditures and services in some fashion, but the data are not uniformly linked across systems to allow analysis to identify programs that address needs most efficiently. Under its Race to the Top grant, the state began this process with the P-20 database, which now houses data from several departments. But a true integrated data system would have data from more departments and would be easily accessible for use by evaluators, researchers and policymakers. 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.

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

Carly Fiorina

In the long run, the cost savings that could be realized from better understanding expenditures across programs and from integrating and improving services are substantial. Children and families stand to benefit from policy based more firmly on evidence of effectiveness.

Resource Mapping FY 2019-20 Data

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

Departments/agencies reported the number of children served by each of their programs. Most Tennessee children receive services from multiple departments/agencies. For example, virtually all children who receive Families First (Temporary Assistance for Needy Families) also receive TennCare (Medicaid) and Supplemental Nutrition Assistance Program (SNAP, commonly known as Food Stamps), and many also receive child care assistance. School-age children who attend public schools receive services from a variety of funding streams, and they may participate in many other activities that receive state support, such as afterschool programs, 4-H, arts education programs, and universal prevention services.

Number of Agencies:	27
Number of Data Records:	4,579
Number of Children Served (with duplicates)	37,107,925
Total Expenditures	\$10,684,446,312

Source: Tennessee Commission on Children and Youth Resource Mapping Project

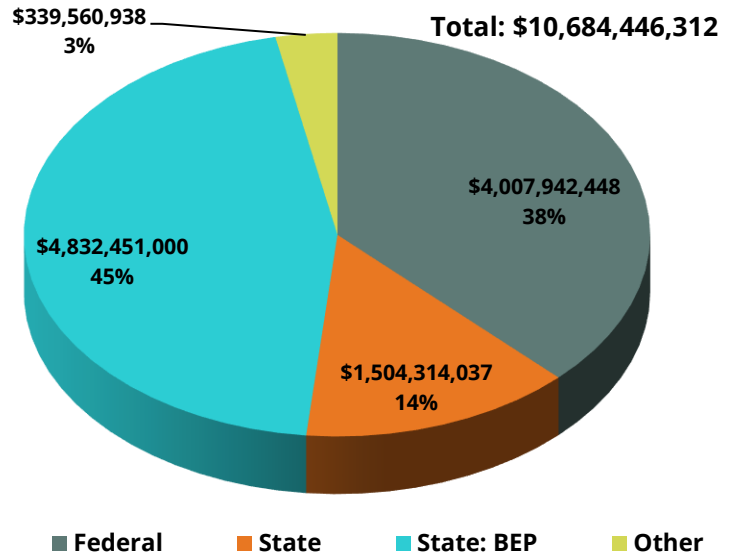
The Department of Education, for example, reports 978,714 children served by the Basic Education Program (BEP), which funds all K-12 students in public schools. The department also lists 25,077,500 K-12 students served by its other programs. When the two are totaled, the Department of Education has reported serving over 26 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 37,107,925 for FY 2019-20.

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

The number of data records/programs is calculated as consistently as possible across departments by treating all reported sub-state programs the same. The 4,579 total above counts statewide programs with no sub-state reporting once and then adds the number of sub-state programs. So a program reported for all of Tennessee's 95 counties creates 95 records. A similar program reported only at the state level would only count as one record. We continue to encourage programs to report county-level data where it exists.

When Basic Education Program (BEP) state funds and other state funds are combined, almost 60 percent of expenditures on children and youth in Tennessee were state dollars in FY 2019-20.

Total Expenditures by Source FY 2019-20



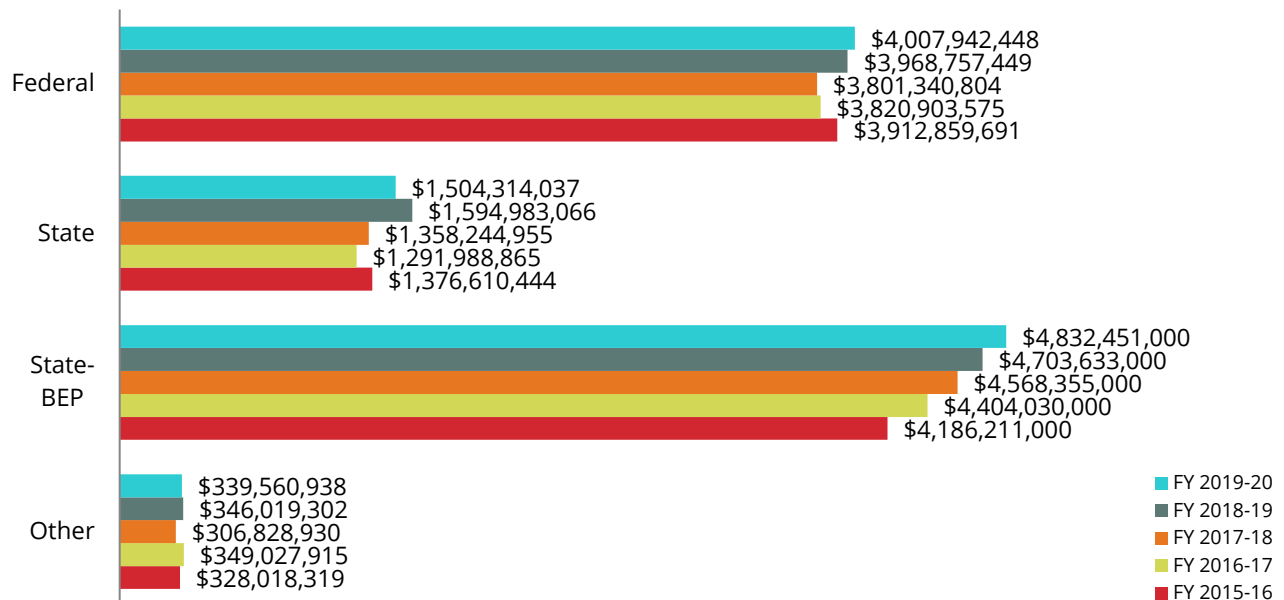
Changes in State Expenditures

Non-BEP state spending on children for FY 2019-20 decreased by over \$90 million, led by decreases in the Departments of Health and of Human Services and in TennCare state spending. All of these were coupled with federal increases leading to increases in total expenditures in each department.

These extra federal dollars were primarily temporary increases provided to states to help with COVID-19-related expenditures and economic stalls. At the same time, CoverKids (CHIP) led increases in state expenditures, as the portion of that program covered by the federal government declined from over 99 percent to about 91 percent between FY 2018-19 and FY 2019-20. Tennessee's federal CHIP percentage will decline to 80 percent over the next few years, further driving up its state costs. The Department of Children's Services and the Department of Mental Health and Substance Abuse Services also showed increased state spending in 2019-20. As can be seen in the figure below, State BEP spending increases steadily with costs. Last year's increase was about 2.7 percent.

Total Expenditures by Source

FY 2015-16, FY 2016-17, FY 2017-18, FY 2018-19 and FY 2019-20



Expenditures by State Agency and Funding Source

FY 2019-20

	State	Federal	Other	Total
Administrative Office of the Courts	\$18,032,406	\$767,593	\$0	\$18,799,999
Commission on Aging and Disability	\$0	\$56,000	\$0	\$56,000
CoverKids	\$9,927,104	\$114,161,702	\$2,187,996	\$126,276,802
Department of Agriculture	\$55,000	\$0	\$0	\$55,000
Department of Children's Services	\$473,233,750	\$432,015,774	\$4,567,623	\$909,817,146
Department of Correction	\$299,266	\$0	\$0	\$299,266
Department of Education	\$238,267,968	\$983,336,118	\$274,303	\$1,221,878,389
Department of Education : BEP	\$4,832,451,000	\$0	\$0	\$4,832,451,000
Department of Environment and Conservation	\$279,822	\$0	\$0	\$279,822
Department of Health	\$45,613,782	\$112,876,321	\$53,819,145	\$212,487,137
Department of Human Services	\$64,887,680	\$1,095,443,211	\$349,121	\$1,160,680,012
Department of Intellectual and Developmental Disabilities	\$7,380,800	\$0	\$0	\$7,380,800
Department of Labor and Workforce Development	\$0	\$24,059,646	\$0	\$24,059,646
Department of Mental Health and Substance Abuse Services	\$38,250,577	\$24,499,836	\$0	\$62,750,413
Department of Military	\$1,144,360	\$3,588,180	\$0	\$4,732,540
Department of Safety	\$501,376	\$0	\$0	\$501,376
Department of Transportation	\$0	\$2,651,257	\$25,000	\$2,676,257
Governor's Books from Birth Foundation	\$3,475,626	\$0	\$0	\$3,475,626
Office of Criminal Justice Programs	\$0	\$37,800,418	\$0	\$37,800,418
TennCare	\$534,145,505	\$1,160,209,783	\$253,977,274	\$1,948,332,562
Tennessee Arts Commission	\$778,663	\$59,700	\$0	\$838,363
Tennessee Commission on Children and Youth	\$4,056,613	\$1,325,992	\$42,184	\$5,424,789
Tennessee Higher Education Commission	\$25,800,308	\$5,662,331	\$0	\$31,462,639
Tennessee Housing Development Agency	\$0	\$0	\$705,537	\$705,537
Tennessee State Museum	\$1,501,915	\$0	\$0	\$1,501,915
Tennessee Wildlife Resources Agency	\$29,700	\$23,662	\$0	\$53,362
UT Institute of Agriculture	\$36,651,817	\$6,479,819	\$23,612,755	\$66,744,391
Volunteer TN	\$0	\$2,925,105	\$0	\$2,925,105
Total	\$6,336,765,037	\$4,007,942,448	\$339,560,938	\$10,684,446,312

The Department of Education's non-BEP spending is over 80 percent federal, so its increases in state dollars are driven by changes in federal programs, many of which require state matching and maintenance of effort dollars. K-12 enrollment increased by just over one percent in FY 2019-20. The Basic Education Program (BEP), the funding mechanism for the vast majority of the state's K-12 spending, had the largest dollar increase in state spending with a change of almost \$129 million, marking nearly a 3 percent increase. The BEP outlines the resources required for, as the name suggests, a Basic Education. The cost of that Basic Education is figured based on a clearly defined set of resources needed to provide it. The state pays a set percentage of the cost of the different types of resources. As their costs go up, state expenditures go up. The only way to stop that increase is to change the definition of a Basic Education, change the mix of resources that is required to meet a Basic Education, or reduce the portion of the different types of resources that the state pays. As none of these are likely to happen, 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. The paths to cutting spending, as laid out above, are fraught with political consequences. One cannot just go after one program or one type of spending for some politically easy cuts. One must open up the full BEP to examination and legislative changes. Most governors and General Assemblies who wander into that minefield end up wishing they had not. On the negative side, the resources defined as providing a Basic Education in many cases do not. Especially in some of the specialized, higher-cost areas that often receive federal funds, like English Language Acquisition and Special Education, the definition of a Basic Education really is not adequate to the task. School systems that provide just the required local match, and thus just the resources laid out in the BEP, would be unlikely to get educational results that anyone would call adequate. The portion that each county is required to contribute varies depending primarily on county tax bases.

The largest state dollar declines were in TennCare and the Department of Human Services. Both served a smaller number of children than the previous year. TennCare's caseload did not decline by much, and its overall expenditures declined by even less. As part of COVID-19 relief efforts for the states, the federal percentage of TennCare expenditures was temporarily increased and this accounts for the state decline. Most of the Department of Human Services' spending is federal. The largest decline in state dollars was in child care benefits, but federal dollars more than offset the state decline, and overall expenditures for child care increased by almost 100 percent—from \$100 million in FY 2018-29 to \$191 million in FY 2019-20. Some of this increase was likely from temporary COVID-19 support programs, though these should last at least through FY 2020-21.

CoverKids marked the largest percentage increase in state spending, with nearly \$900,000 accounting for an over 700 percent increase. The state's percentage responsibility for CoverKids increased from less than 1 percent to closer to 10 percent, fully accounting for the change. The Tennessee Wildlife Resources Agency showed a 100 percent increase in state funds, as its previous reporting was all federal but its Archery in Schools program is supported by some state dollars in this year's report. This addition was less than \$30,000, but it does mark a 100 percent increase from \$0.

State Expenditures by Agency

FY 2019-20 and FY 2018-19

Agency Name	FY 2019-20	FY 2018-19	Dollar Change	Percent Change
Administrative Office of the Courts	\$18,032,406	\$16,223,463	\$1,808,943	11.2%
CoverKids	\$9,927,104	\$1,225,519	\$8,701,585	710.0%
Department of Children's Services	\$473,233,750	\$460,518,929	\$12,714,820	2.8%
Department of Correction	\$299,266	\$279,800	\$19,466	7.0%
Department of Education	\$238,267,968	\$234,944,792	\$3,323,175	1.4%
Department of Education : BEP	\$4,832,451,000	\$4,703,633,000	\$128,818,000	2.7%
Department of Environment and Conservation	\$279,822	\$205,452	\$74,370	36.2%
Department of Health	\$45,613,782	\$69,839,236	-\$24,225,454	-34.7%
Department of Human Services	\$64,887,680	\$103,278,084	-\$38,390,404	-37.2%
Department of Intellectual and Developmental Disabilities	\$7,380,800	\$7,380,800	\$0	0.0%
Department of Mental Health and Substance Abuse Services	\$38,250,577	\$34,594,781	\$3,655,796	10.6%
Department of Military	\$1,144,360	\$1,144,360	\$0	0.0%
Department of Safety	\$501,376	\$565,229	-\$63,853	-11.3%
Governor's Books from Birth Foundation	\$3,475,626	\$4,525,000	-\$1,049,374	-23.2%
TennCare	\$534,145,505	\$590,906,353	-\$56,760,848	-9.6%
Tennessee Arts Commission	\$778,663	\$870,272	-\$91,609	-10.5%
Tennessee Commission on Children and Youth	\$4,056,613	\$4,162,109	-\$105,496	-2.5%
Tennessee Higher Education Commission	\$25,800,308	\$25,613,369	\$186,939	0.7%
Tennessee State Museum	\$1,501,915	\$2,024,000	-\$522,085	-25.8%
Tennessee Wildlife Resources Agency	\$29,700	\$29,700	\$0	100.0%
UT Institute of Agriculture	\$36,651,817	\$36,651,817	\$0	0.0%
Grand Total	\$6,336,765,037	\$6,298,616,066	\$38,148,971	0.6%

Reliance on Federal Funds

Excluding the BEP, around two of every three dollars spent on services for children and families in Tennessee came from federal funding sources (69 percent in FY 2019-20). State funding accounted for 26 percent of all non-BEP expenditures in FY 2019-20. Further, as noted in the introduction to this report, again excluding the BEP, almost nine of every 10 dollars in the state budget for children—86 percent in FY 2019-20—were either federal or required as match/maintenance of effort for federal funding.

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

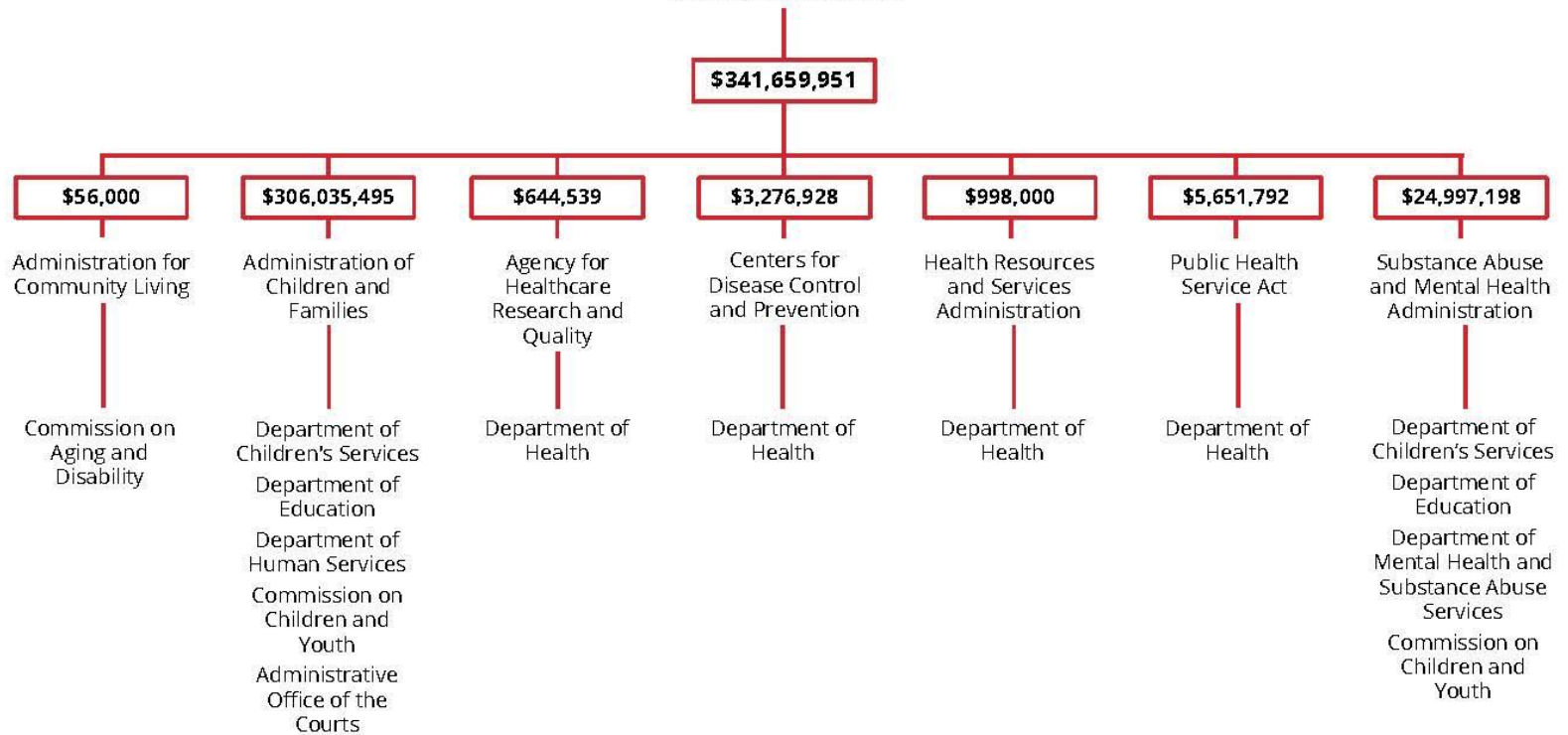
Currently and historically, all TennCare and significant portions of Department of Human Services and Department of Children’s Services federal funds are/have been considered non-discretionary, uncapped entitlements and must be provided to people who qualify for them. The programs protecting these funds,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

Last year’s report included a new way of looking at interrelationships among state agencies based on the funds they receive from federal departments. We have always—and still do—list federal funds by department and source in an appendix table, but the next five pages track these paths in flow charts. Each federal department that funds programs for children and youth in Tennessee is depicted with the flow of its funds to Tennessee state departments. It may be no surprise that the Department of Health and Human Services and the Social Security Administration support programs in the most state departments, at eight each. But the Department of Agriculture filling the next slot with programs in six departments supported is less obvious.

County maps showing expenditures and percent of children served by various programs are available beginning on page 32 and make clear that Tennessee children in every region of the state and in every county rely on federal funds to help ensure that they are safe, healthy, educated, nurtured and supported, and engaged in activities that provide them opportunities to achieve their fullest potential.

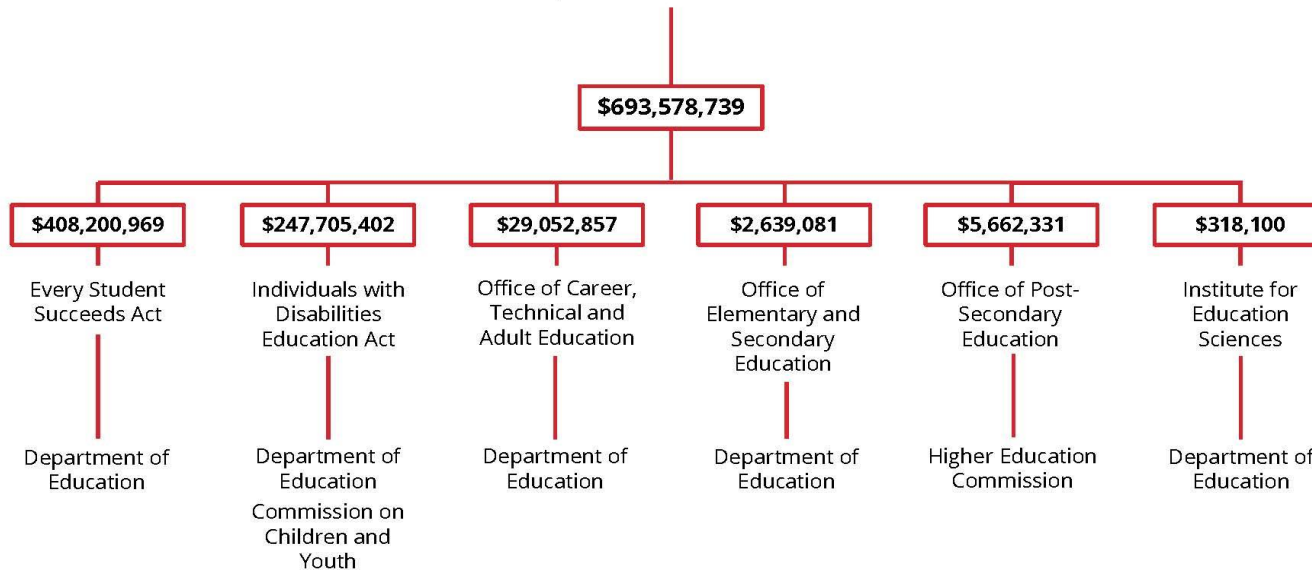


**Department of Health
and Human Services**



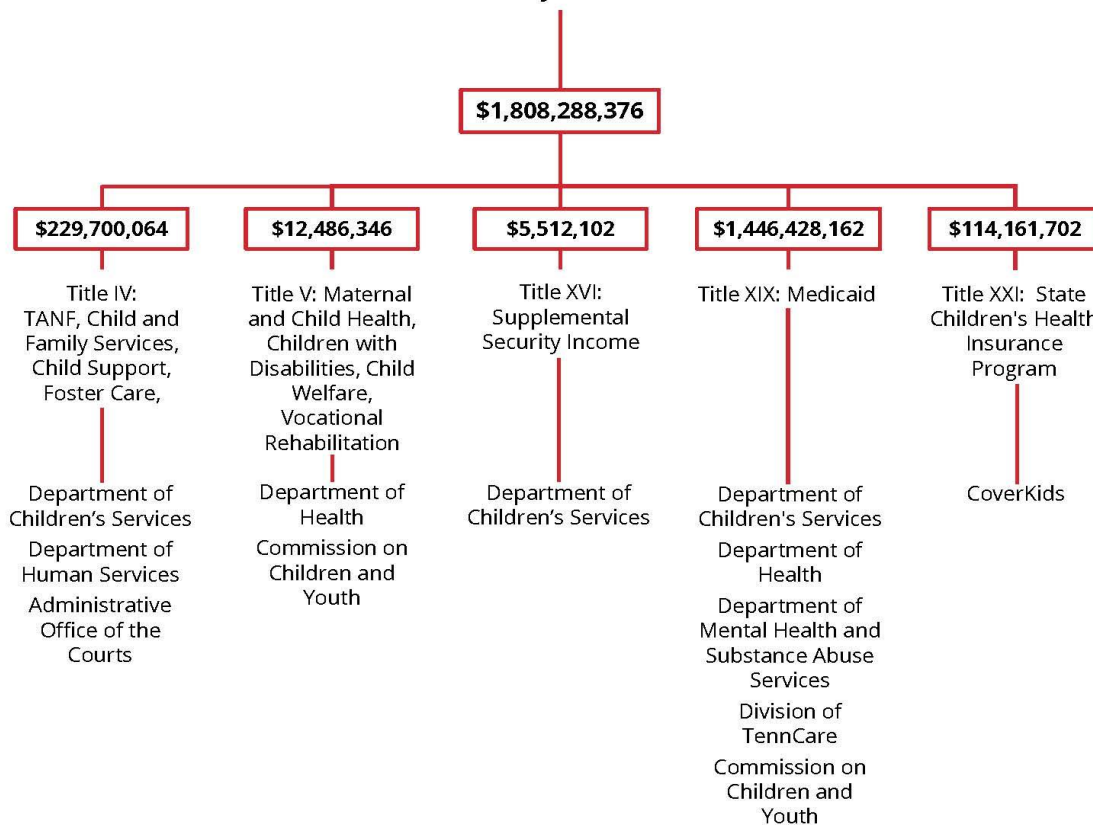


Department of Education





Social Security Administration



Corporation for
NATIONAL & COMMUNITY SERVICE

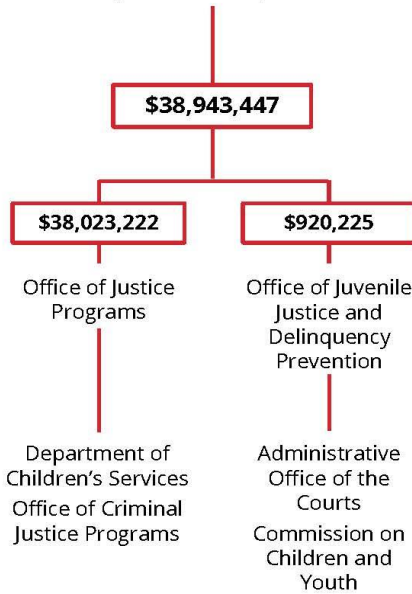


NATIONAL ENDOWMENT for the ARTS
arts.gov

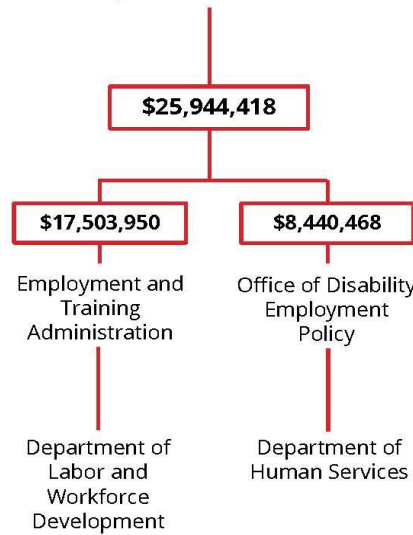




Department of Justice



Department of Labor

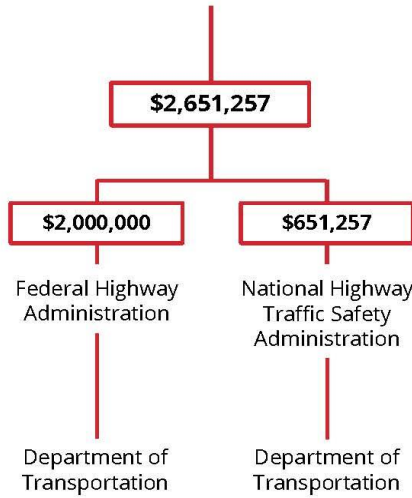


Department of Defense

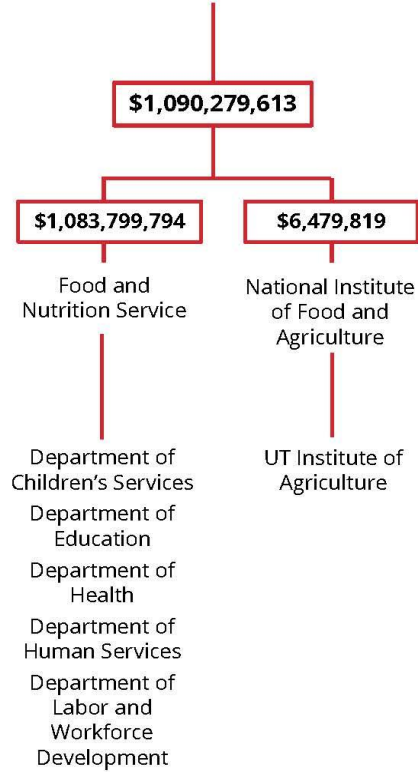




Department of Transportation



Department of Agriculture



Fish & Wildlife Service



Ages of Children

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

Children Under Five

One of the least understood age group’s expenditures is for those under five, as most have not yet entered the public education system. The Resource Mapping project asks departments to estimate the percentage of funds for each of the programs reported that go to children under five. In a few cases, the percentage is based on actual data, but for most programs it is an estimate. For programs that serve all children or that do not provide services directly to children, such as TCCY’s general advocacy, funds were allocated to the under-five age group based on the percent of all Tennessee children who are under age five (27.1 percent). It should be understood that these results are a rough estimate. At the same time, they were estimated program by program, and so should be in the neighborhood of actual under-five spending proportions. There was no attempt to divide the funding to this age group by source, as estimates were made by program, which can have several funding sources that may not benefit each age group equally.

The table on page 21 shows estimated spending on our youngest children. The agency with the highest percentage is the Governor’s Books from Birth Foundation, which targets almost all its spending to pre-kindergarten-age children. The next highest is the Department of Health, where several programs spend all of their funds on children under five, including childhood lead poisoning, newborn screenings, the Tennessee Nurse Home Visitor Program, Healthy Start, newborn hearing screenings and programs reviewing unexplained child fatalities and prevention strategies. Other programs with a high percentage of expenditures going to children under five include TennCare EPSD&T screenings and WIC.

The agency with the most dollars going to this age group was TennCare, at nearly \$536 million. The Department of Human Services directed over \$420 million to Tennessee’s youngest children, mostly in child care benefits and Supplemental Nutrition Assistance Program (SNAP) funds. The Department of Children’s Services also directed almost \$220 million to this age group, mostly in foster care and case management services. In its non-BEP funding, the Department of Education spent over \$150 million on this age group, including programs such as voluntary pre-kindergarten, Tennessee Early Intervention System (TEIS), and IDEA funding for three- and four-year-olds who have been identified as having special needs.

Estimated total spending on children under five years of age accounted for 13.9 percent of all expenditures for children in Tennessee in FY 2019-20, while children under age five are 27.1 percent of all children in the state. This marks a small increase compared to last year, when it was figured at 13.8 percent of overall expenditures.

Many children under five have an increased need for services and supports. A higher percentage of children from birth to five (22 percent) live in poverty than children ages six to 17 (19 percent).⁴ The American Academy of Pediatrics describes toxic stress as “severe, chronic stress that becomes toxic to developing brains and biological systems when a child suffers significant adversity, such as poverty, abuse, neglect, neighborhood violence, or the substance abuse or mental illness of a caregiver.”⁵ Toxic stress is especially damaging in children under age five because of its impact on their rapidly developing brains.

TennCare pays for more than half of all babies born in Tennessee each year. Babies with high neonatal hospital costs are often covered by TennCare, especially low birthweight babies and babies who are born exposed to opiates and other addictive substances, generally referred to as Neonatal Abstinence Syndrome (NAS).

In calendar year 2018, 1,181 babies in Tennessee were born with NAS, many of whom also had low birthweight. Live born infants in the first year of life who are not low-birthweight have an average cost of \$4,998 and an average length of stay in the hospital of 2.4 days. NAS babies cost an average of \$42,807 and have 21.8 days average length of stay. TennCare infants with NAS are over 10 times more likely to enter state custody than TennCare infants without NAS.⁶

Low birthweight babies are additionally at risk for developmental and other disabilities that result in increased costs to families and increased need for and reliance on publicly-funded services. This suggests a need to consider the return on investment of increased funding for the state’s youngest children. As discussed in the section on programmatic focus later in the report, early intervention is much less expensive than the moderate or intensive intervention often required when physical, mental or emotional health needs are left unaddressed.

Multiple studies have concluded that by waiting until children reach kindergarten to assess their abilities and work with those who are less prepared, we miss an important window of development when brain pathways are forming at a rapid rate. Investing in our youngest children allows many more of them to enter kindergarten prepared to learn and significantly improves their chances for independent, productive and fulfilling lives.⁷

⁴ Annie E. Casey Foundation. KIDSCOUNT Data Center. *Children in Poverty by Age Group*.

⁵ Andrew Garner, Jack Shonkoff, et al. “Early childhood adversity, toxic stress, and the role of the pediatrician: translating developmental science into lifelong health.” *Pediatrics*. 2012; 129 (1):224-231.

⁶ <https://www.tn.gov/content/dam/tn/tenncare/documents/TennCareNASData2018.pdf>

⁷ 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 2019-20

State Agency	Estimate of Dollars Spent on Children Under 5	Estimate of Percent Spent on Children Under 5	Total Expenditures	Estimate of Number of Children Under 5 Served
Administrative Office of the Courts	\$5,064,448	26.9%	\$18,799,999	4,764
Commission on Aging and Disability	\$0	0.0%	\$56,000	-
CoverKids	\$20,456,842	16.2%	\$126,276,802	5,527
Department of Agriculture	\$0	0.0%	\$55,000	-
Department of Children's Services	\$192,719,661	21.2%	\$909,817,146	70,991
Department of Correction	\$0	0.0%	\$299,266	-
Department of Education	\$155,426,832	12.7%	\$1,221,878,389	697,400
Department of Education: BEP	\$0	0.0%	\$4,832,451,000	-
Department of Environment and Conservation	\$5,596	2.0%	\$279,822	240
Department of Health	\$148,837,395	70.3%	\$212,487,137	1,101,183
Department of Human Services	\$422,495,590	36.4%	\$1,160,680,012	282,928
Department of Intellectual and Developmental Disabilities	\$2,000,197	27.1%	\$7,380,800	784
Department of Labor and Workforce Development	\$0	0.0%	\$24,059,646	-
Department of Mental Health and Substance Abuse Services	\$1,616,029	2.6%	\$62,750,413	590
Department of Military	\$0	0.0%	\$4,732,540	-
Department of Safety	\$0	0.0%	\$501,376	-
Department of Transportation	\$0	0.0%	\$2,676,257	-
Governor's Books from Birth Foundation	\$3,475,626	100.0%	\$3,475,626	284,722
Office of Criminal Justice Programs	\$9,550	0.0%	\$37,800,418	3
TennCare	\$535,791,455	27.5%	\$1,948,332,562	625,103
Tennessee Arts Commission	\$0	0.0%	\$838,363	-
Tennessee Commission on Children and Youth	\$64,412	1.2%	\$5,424,789	201
Tennessee Higher Education Commission	\$0	0.0%	\$31,462,639	-
Tennessee Housing Development Agency	\$0	0.0%	\$705,537	-
Tennessee State Museum	\$0	0.0%	\$1,501,915	-
Tennessee Wildlife Resources Agency	\$0	0.0%	\$53,362	-
UT Institute of Agriculture	\$0	0.0%	\$66,744,391	-
Volunteer TN	\$260,403	8.9%	\$2,925,105	3,057
Total	\$1,488,224,036	13.9%	\$10,684,446,312	3,077,492

Youth 18 and Over

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

The Resource Mapping project has included youth transition and extension of foster care services since its outset, but has had the same difficulty breaking out the expenditures on this age group as with other age groups. Following the same process as with children under five, each program now has a data question on the percentage of expenditures estimated to go to transitional youth. All youth 18 and older are not included—just those transitioning out of state custody or involved in a program clearly targeted to youth at high risk of a difficult transition into adulthood. The table on page 23 shows expenditures, mostly estimated, on programs for transitional youth by department. Overall, less than one percent of expenditures currently tracked for children and youth are directed toward young transitioning adults.

The highest percentage of expenditures is in the Tennessee Housing Development Agency (THDA) and the Tennessee Department of Labor and Workforce Development (TDLW), which each report just one or two programs. THDA offers Tennessee Housing Trust Fund Competitive Grants for transitional youth housing. A relatively new program, it funds rental assistance for extension of foster care young adults ages 18 to 24. Young adults who have been in foster care are at high risk of homelessness, making these programs important strategies to help former foster youth transition successfully to adulthood. The TDLW reports Work Investment Opportunity Act training for low-income youth ages 14 to 24 who face barriers to employment, and it leans heavily toward transitional youth services.

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

The second-highest expenditures are by the Department of Children’s Services, followed closely by the Department of Mental Health and Substance Abuse Services. Since many mental health and substance abuse issues first arise in this transitional age group, this is essentially early intervention. The Department’s largest expenditures are for inpatient psychiatric hospital services and continuum of care, as well as crisis stabilization units and behavioral health safety net services. The Department also has federal grants that provide important services to help young adults manage mental health and substance abuse challenges and remain in the community. The Department of Children’s Services also has substantial expenditures on transitional youth, funding several transitional programs including continuum of care, residential services and extension of foster care.

Estimate of Spending on Transitional Youth Over Age 18

FY 2019-20

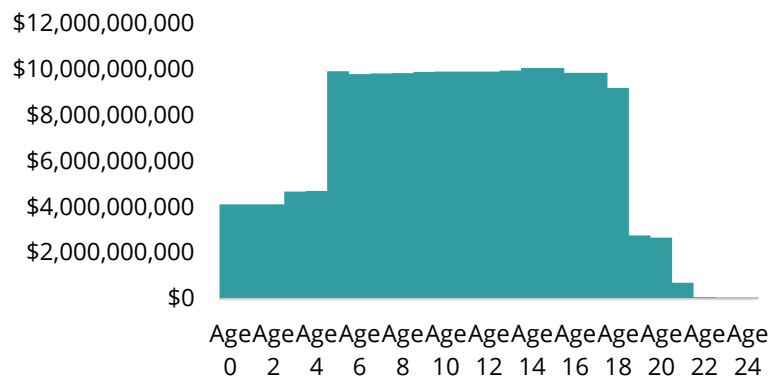
State Agency	Estimate of Dollars Spent on Youth Over 18	Estimate of Percent Spent on Youth Over 18	Total Expenditures	Estimate of Number of Youth Served Over 18
Administrative Office of the Courts	\$5,600	0.03%	\$18,799,999	23
Commission on Aging and Disability	\$0	0.00%	\$56,000	-
CoverKids	\$13,764,171	10.90%	\$126,276,802	3,719
Department of Agriculture	\$5,500	10.00%	\$55,000	3,000
Department of Children's Services	\$38,671,211	4.25%	\$909,817,146	4,416
Department of Correction	\$0	0.00%	\$299,266	-
Department of Education	\$5,814,295	0.48%	\$1,221,878,389	69,511
Department of Education : BEP	\$0	0.00%	\$4,832,451,000	-
Department of Environment and Conservation	\$5,596	2.00%	\$279,822	240
Department of Health	\$1,529,107	0.72%	\$212,487,137	7,457
Department of Human Services	\$0	0.00%	\$1,160,680,012	-
Department of Intellectual and Developmental Disabilities	\$0	0.00%	\$7,380,800	-
Department of Labor and Workforce Development	\$22,309,251	92.72%	\$24,059,646	5,006
Department of Mental Health and Substance Abuse Services	\$34,679,522	55.27%	\$62,750,413	811,537
Department of Military	\$0	0.00%	\$4,732,540	-
Department of Safety	\$0	0.00%	\$501,376	-
Department of Transportation	\$0	0.00%	\$2,676,257	-
Governor's Books from Birth Foundation	\$0	0.00%	\$3,475,626	-
Office of Criminal Justice Programs	\$1,789,673	4.73%	\$37,800,418	870
TennCare	\$206,523,252	10.60%	\$1,948,332,562	240,949
Tennessee Arts Commission	\$0	0.00%	\$838,363	-
Tennessee Commission on Children and Youth	\$0	0.00%	\$5,424,789	-
Tennessee Higher Education Commission	\$0	0.00%	\$31,462,639	-
Tennessee Housing Development Agency	\$705,537	100.00%	\$705,537	3
Tennessee State Museum	\$0	0.00%	\$1,501,915	-
Tennessee Wildlife Resources Agency	\$416	0.78%	\$53,362	19
UT Institute of Agriculture	\$0	0.00%	\$66,744,391	-
Volunteer TN	\$0	0.00%	\$2,925,105	-
Total	\$325,803,133	3.05%	\$10,684,446,312	1,146,750

Program Access by Age

In an attempt to look at age groups in another way, we graphed the expenditures on the programs that each single age qualified to access based on age alone. Many programs have additional requirements that not all children the correct age will meet, like income requirements for TennCare. Every reported program includes information affirmatively checking off the ages from 0 to 24 that qualify. These graphs show the expenditures made on programs by age accessibility. They were not particularly surprising, but they reiterate what we have seen in other analyses.

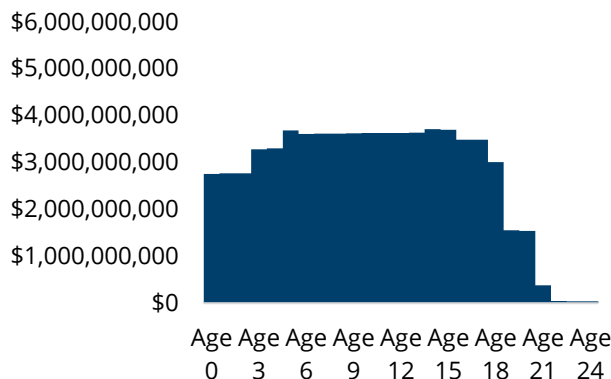
Total expenditures show much less accessibility to children under five. This is driven primarily by BEP K-12 spending that is not accessible to preschool age children. State expenditures show the same pattern. Federal expenditures show some lower accessibility for children under five, but it is not as stark as at the state level. "Other" expenditures were quite flat across age groups, as they are dominated by TennCare pharmacy rebates that are available to all ages in the analysis.

Total Expenditures

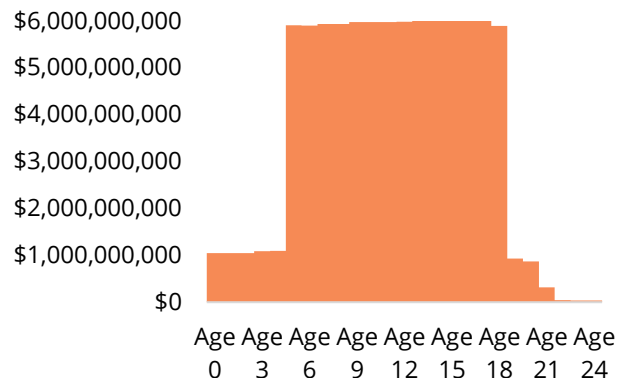


There is very little available to the transition-age youth at any level. This analysis does not capture all programs available to them, only those that are aimed specifically at transition issues, especially for youth in state custody. Those youth, however, are at very high risk of difficult transitions into adulthood. Poverty, homelessness and interaction with the judicial system are quite common among young adults exiting state custody, as well as those living in poverty or facing other significant life challenges. This age group may need more support.

Federal Expenditures



State Expenditures



Primary Outcomes

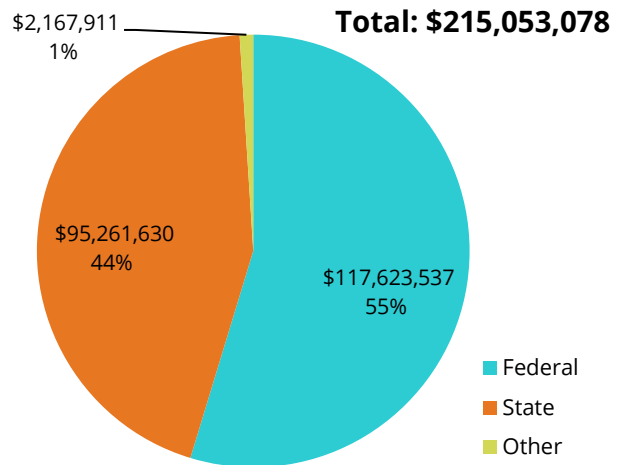
Departments select one primary outcome area that best captures the intended outcome of the program. The five outcome area options include Safe, Healthy, Educated, Nurtured and Supported and Engaged in activities to help them reach their potential.

Safe

Safety is a need for children in the most basic sense; they need to be protected from threats to their lives or to their bodies.

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

Safe Outcome by Source



“Safe” is not a large spending category for funds that flow through the state for children. The largest government programs that most people think of as contributing to safety are military and police programs. The ones most likely to interact with children are city and county police, whose expenditures do not flow through the state and are thus not reported to Resource Mapping. The Tennessee Bureau of Investigation has never reported to Resource Mapping, though it might be worth approaching them in the future to see if they have any programs specifically targeted to children.

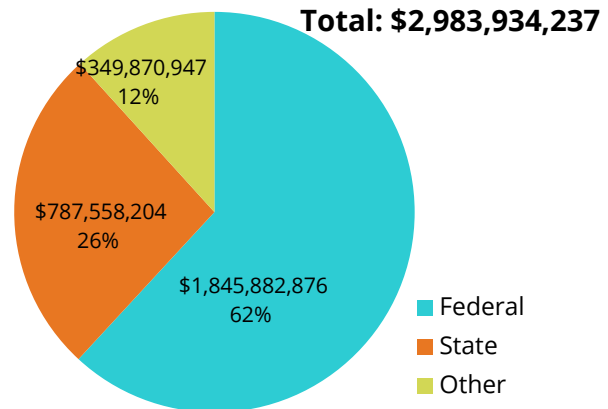
The largest expenditures reported in this classification are through the Department of Human Services’ child care licensing and assessment, which keep child care facilities in line with regulations. The Department of Children’s Services, which is tasked with protecting children in dangerous domestic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

As a category, “Safe” is more evenly split between federal and state dollars, with \$118 million federal and \$95 million state. This is driven by the DHS child care dollars, as well as by DCS programs that are mostly funded by Title IV-E (Foster Care and Adoption Assistance) and TennCare federal dollars with required state matches.

Healthy

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

Healthy Outcome by Source



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

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

Other programs classified as “Healthy” include all of CoverKids; most substance-abuse-related programs reported by the Department of Mental Health and Substance Abuse Services, as well as their Regional Intervention Program and other early behavioral intervention programs, the Nurses for Newborns home visiting program and the Council on Children’s Mental Health at the Tennessee Commission on Children and Youth. The Department of Education lists its food programs under “Healthy,” though, as seen below, the Department of Human Services classifies its food programs under “Nurtured and Supported.” While a case might be made for each choice, it suggests that a review of the alignment of classifications may be in order.

Because so much of the “Healthy” outcome is funded by TennCare dollars, this classification is dominated by federal funds and required state matching TennCare dollars. The Department of Education’s classification of its school food programs here further

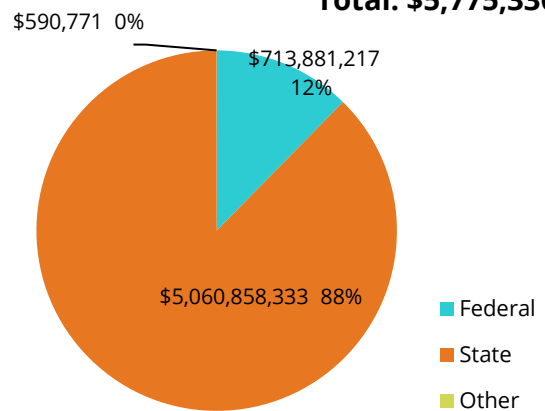
contributes to an area dominated by federal money. Almost \$2 billion in federal funds supports the health of Tennessee children and families, as well as about \$800 million state dollars mostly required to match federal spending. Most funds classified as “Other” are in this category as well, since the largest source of non-federal, non-state money that flows through the state and supports children in Tennessee is pharmacy rebates turned back into spending for TennCare and CoverKids, over \$250 million in 2019-20.

Educated

Education is the fundamental path to opportunity for all children. As Thurgood Marshall argued before the Supreme Court in *Brown v. Board of Education*, “Education directly affects the ability of a child to exercise his First Amendment rights. Education prepares individuals to be self-reliant and self-sufficient participants in society.” The largest outcome area reported to Resource Mapping by far is “Educated,” with over half of all reported expenditures. The BEP is the primary expenditure in the “Educated” outcome, though most Department of Education expenditures are reported there, including those outside the BEP. Education expenditures by 16 other departments are also included.

Educated Outcome by Source

Total: \$5,775,330,321



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

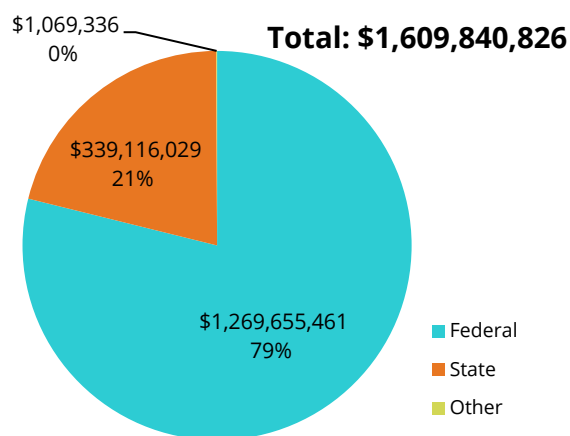
- Ag in the Classroom through the Department of Agriculture;
- Education services for youth incarcerated by the Department of Correction;
- The Department of Military’s Volunteer ChalleNGe Academy;
- Abstinence education, adolescent pregnancy prevention, breastfeeding promotion and injury and suicide prevention from the Department of Health;
- Violence and bullying prevention and suicide prevention from the Department of Mental Health and Substance Abuse Services;
- Drug abuse resistance and driver safety programs from the Department of Safety;
- Child passenger safety and DUI education programs from the Department of Transportation;
- All expenditures for Tennessee’s Imagination Library from the Governor’s Books from Birth Foundation;
- Arts education programs from the Tennessee Arts Commission;
- KIDS COUNT, kidcentraltn, Regional Councils and System of Care Across Tennessee programs from the Tennessee Commission on Children and Youth;
- All the Tennessee Higher Education Commission’s reported programs, which are focused on college readiness and success;
- Museum visits and classroom programs from the Tennessee State Museum; and
- All AmeriCorps funding through Volunteer TN.

Federal dollars for education are very important to the state, with over \$700 million reported, but state dollars dominate this outcome area because BEP spending dwarfs everything else the state spends on children. Local education funds are not even included here, but they are also substantial. While the percentage varies across school districts, statewide local expenditures make up over 40 percent of K-12 spending at over \$4 billion in 2019-20. Local governments also support educational programs outside of K-12.

Nurtured and Supported

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

Nurtured and Supported Outcome by Source



The biggest expenditures for “Nurtured and Supported” are reported by the Department of Human Services, and include its supplementary food programs, child care subsidies, child support recovery and income support programs. The Department of Children’s Services also lists several of its larger programs in this classification, including adoption support, case management, community intervention, custody, foster care, independent living, parenting education, relative caregiver and respite care programs. The Department of Education lists McKinney-Vento funds for homeless children, some of its Title 1 school support for at-risk children, as well as Family Resource Centers and its Advancing Wellness & Resilience in Education here.

The Department of Intellectual and Developmental Disabilities’ family support program is here as are most of the programs funded by federal grants administered by the Commission on Children and Youth (TCCY) and the state-funded Court Appointed Special Advocates (CASA) grants also administered by TCCY. The Department of Mental Health and Substance Abuse services puts most of its wraparound services, transition services and respite care support here as well as some of its System of Care work. The Administrative Office of the Courts (AOC) also lists most of its child-serving programs here, including access and visitation grants, Court Improvement Program Grants, child support, guardian ad litem, the Juvenile Justice Training Project, parent education and mediation and parent attorneys. The Tennessee Housing Development Agency’s (THDA) transitional youth

housing program falls here as well. The Commission on Aging and Disability reports a respite program for grandparent caregivers under “Nurtured and Supported.”

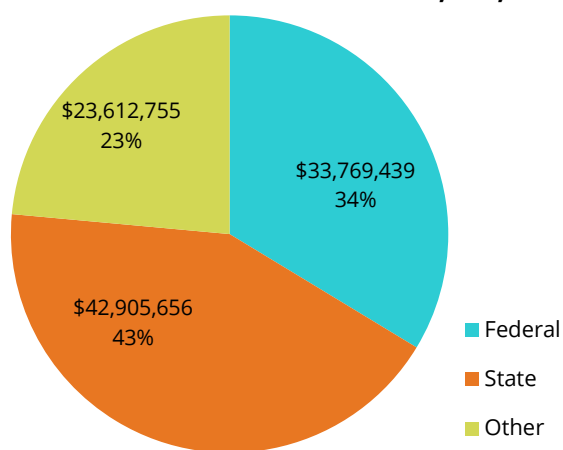
The majority of expenditures under “Nurtured and Supported” come from federal funds, mostly because the Department of Human Services classifies its food programs here. The DCS, AOC and TCCY programs lean more heavily on state funds in this outcome area. THDA brings most of the “Other” funds with over \$700,000 from its Tennessee Housing Trust Fund Competitive Grant program that relies on income from THDA loans.

Engaged

The outcome area “Engaged” is short for “engaged in activities that provide children opportunities to achieve their fullest potential.” It refers to programs that spark children’s interest in learning a variety of things in a variety of ways; that help them find the things they love to do and the things they do well. Expenditures that flow through the state in Tennessee do not include many programs meant primarily to engage. With just over \$100 million spent on programs, “Engaged” spending represents just 0.9 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

Total: \$100,287,850



The largest program in this group is the UT Institute of Agriculture’s 4-H program. This is the second year that UTIA has reported its 4-H Foundation funds, which contributed over \$23 million to the program, and is why the “Other” source is so much larger than in the rest of the outcome areas. 4-H aims to prepare young people to become responsible, capable, involved leaders and citizens of Tennessee and the nation. 4-H serves youth age 9 to 19.

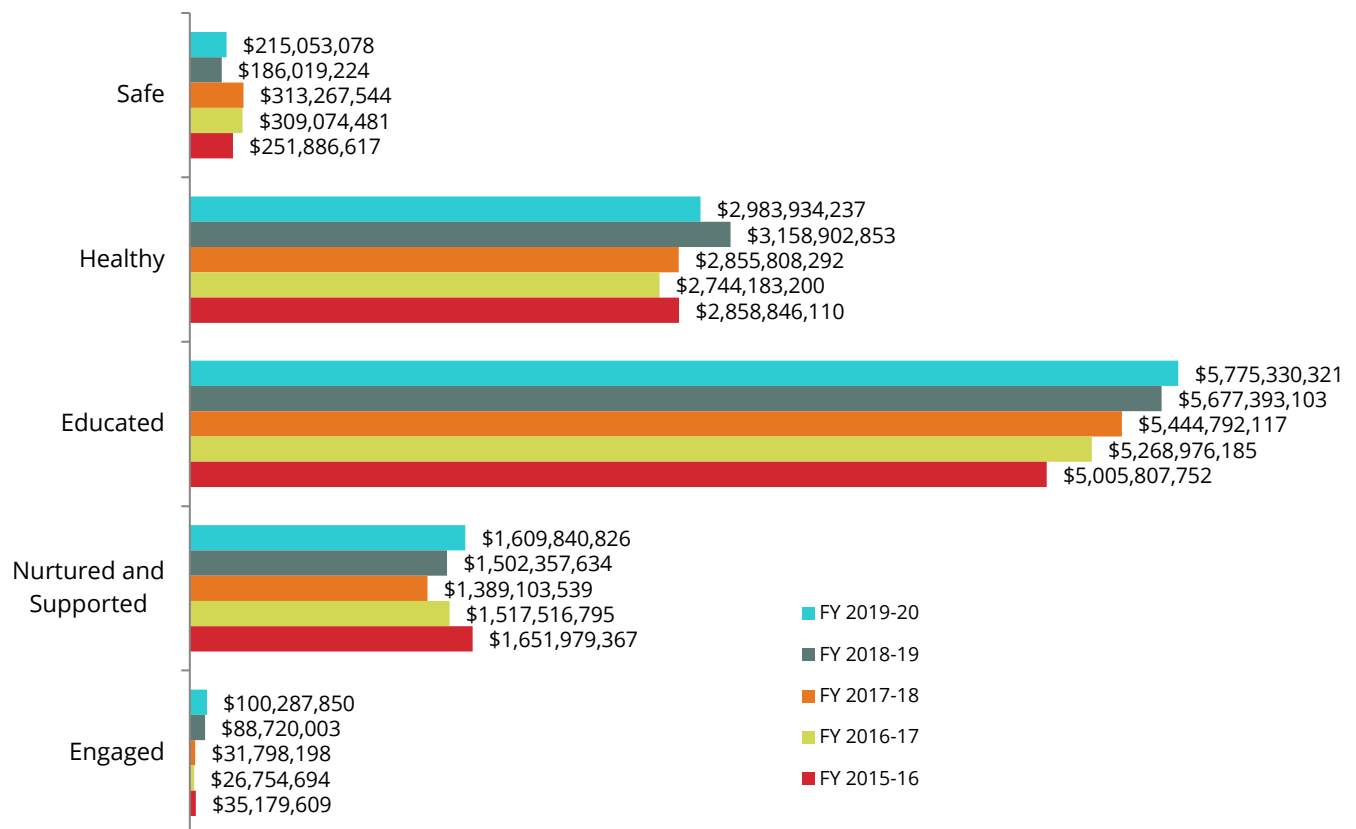
The next largest piece of “Engaged” spending is Department of Labor and Workforce Development’s Workforce Innovation and Opportunity Act (WIOA) Youth Program. This federally-funded program places a priority on serving out-of-school youth, providing work-based experience, and improving services to youth with disabilities. WIOA promotes career pathways, increased attainment of recognized credentials and post-secondary certificates or degrees. Youth must meet eligibility requirements to participate in the WIOA Title I Youth Program. Eligible youth are those who are 14-24 years of age and face specific barriers to school completion or employment.

The Department of Mental Health and Substance Abuse Services spent almost \$7 million on programs meant to engage that are mostly peer and community support. These programs link children and youth to behavioral health and substance abuse treatment resources in their communities and provide further support by engaging them with peers who are similarly situated so they can help each other by sharing their stories and growing together. These programs are mostly state-funded.

Additional programs with this outcome goal include the Administrative Office of the Courts' Victim Offender Reconciliation Program, The Department of Environment and Conservation's Getting YOUth Outdoors program through Tennessee State Parks, the Department of Health's TNSTRONG Youth Ambassador program, the Department of Human Services' vocational programs for children and youth with disabilities, the Tennessee Wildlife Resources Agency's Archery in Schools program, the Tennessee Arts Commission's teacher training program and the Department of Military's Child and Youth Services program aimed at promoting quality of life and resilience among children of National Guard members given the unique challenges they face.

Total Expenditures by Primary Outcome Area

FY 2015-16, FY 2016-17, FY 2017-18, FY 2018-19 and FY 2019-20



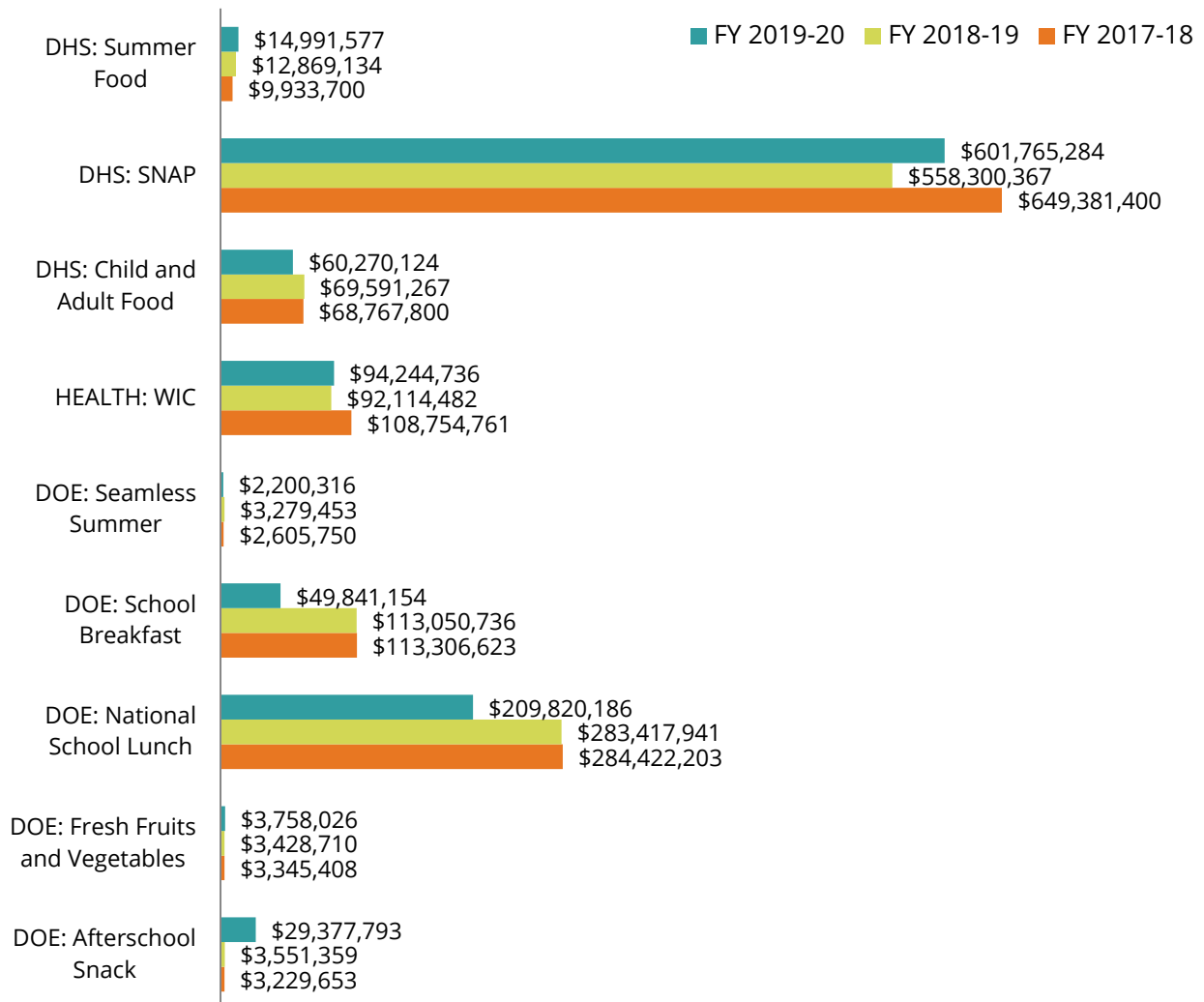
Tables reporting expenditures by Primary Outcome by state agency and source of expenditures are presented in Appendix B.

Food and Nutrition Programs During COVID-19

About one in five children live in poverty in Tennessee, and many of them depend on food programs through schools, community centers and non-profits to support their basic nutrition needs. Many of these food programs were disrupted during the spring of 2020 as families were asked to stay “safer at home” and schools, restaurants and community centers closed. Non-profit food distribution was also challenged by social distancing requirements, rapid growth in need and by a lack of donations. At the same time, many families had members who were laid off of their jobs, adding financial pressure. Programs were innovative in the ways they continued to distribute food, but expenditures were nonetheless down in several nutrition programs, suggesting that many children went without this vital support. The food and nutrition programs tracked through Resource Mapping are shown below, with 2019-20 expenditures compared to the previous two years. Some programs that are nutrition-related that primarily educate children and families about healthy eating are not included here. These are strictly food programs.

Food/Nutrition Programs

FY 2017-18, FY 2018-19 and FY 2019-20



Mapping Children's Program Expenditures

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

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

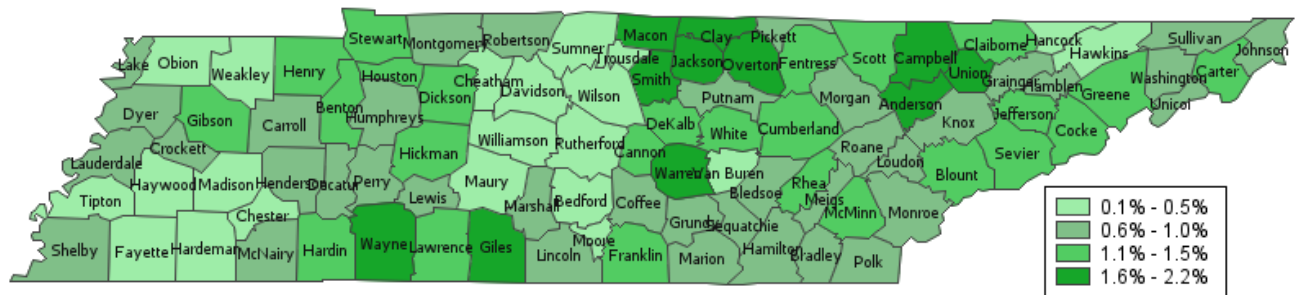
Maps for SNAP and programs like it show the percentage of children living in each county who receive services. It is a bit less information, but still allows for some comparisons among counties. The SNAP example provides a good illustration. Households receive SNAP benefits at different levels based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

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

Department of Children's Services: Foster Care Services

The Department of Children's Services (DCS) Foster Care program provides 24-hour care for children for a temporary period either in DCS foster homes or in contract provider placements. Such care is provided when the child's normal family environment is disrupted. Services may include therapeutic foster care with a trained foster parent and foster care for medically fragile children with intense medical needs. DCS reports 13,170 children and youth were served by the foster care system in 2019-20.

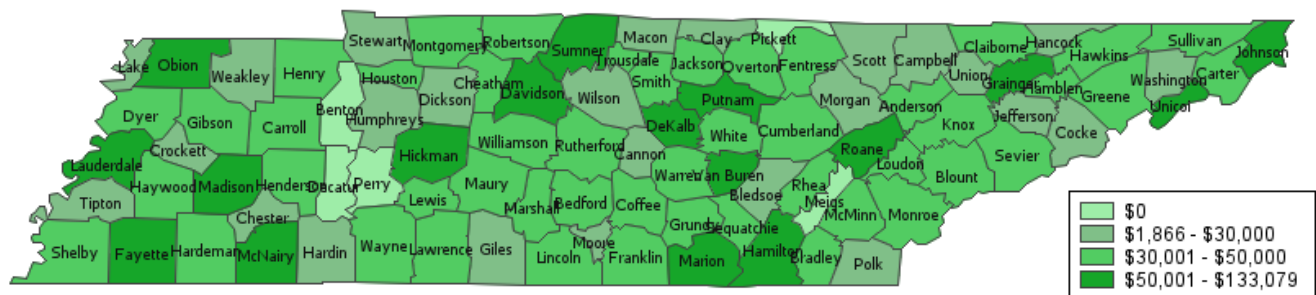
Foster Care Services Percentage of Children Participating, FY 2019-20



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 1,570 children and youth in juvenile justice placement services in 2019-20.

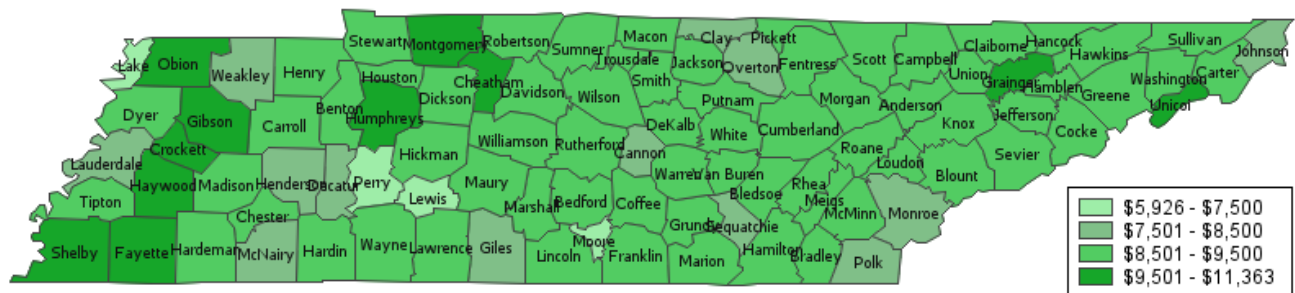
Juvenile Justice Placement Services Per-Child Expenditure for Participating Children, FY 2019-20



Department of Children's Services: Adoption Support Services

The DCS Adoption Services Program offers child-focused services based on the philosophy that every child has the right to a loving, nurturing and safe family. Adoption Assistance provides ongoing financial and medical assistance to adoptive families on behalf of children who have special needs as well as adoption recruitment and placement and pre-adoption and post-adoption support. DCS reports 11,899 children and youth were served by adoption support services program in 2019-20.

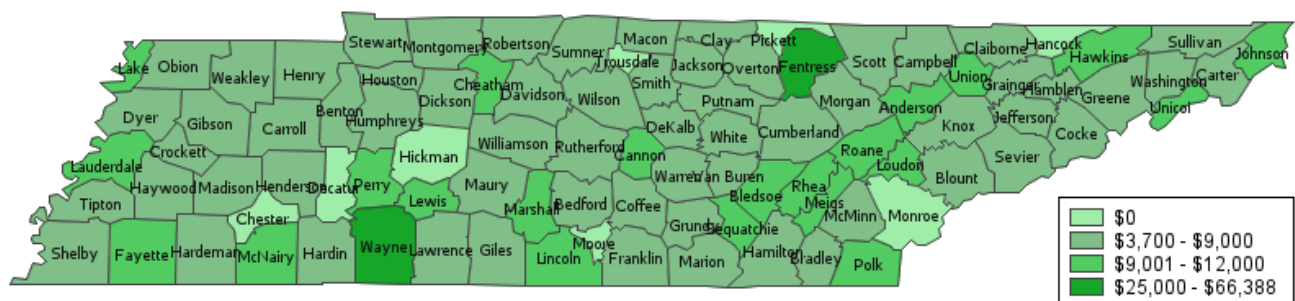
Adoption Support Services Per-Child Expenditure for Participating Children, FY 2019-20



Department of Children's Services: Permanent Guardianship Support Services

In 2008, the Fostering Connections to Success and Increasing Adoptions Act was passed allowing states the option to use Federal Title IV-E funds to support guardianship assistance programs (GAPs), also referred to as subsidized guardianship. This program can enable grandparents or other relatives to provide permanent homes for their grandchildren who had been in the foster care system. GAPs offer assistance with non-recurring costs of establishing guardianship, ongoing financial assistance not to exceed current foster care payment amounts and Medicaid eligibility. DCS reports 2,239 children and youth were served by permanent guardianship support services in 2019-20.

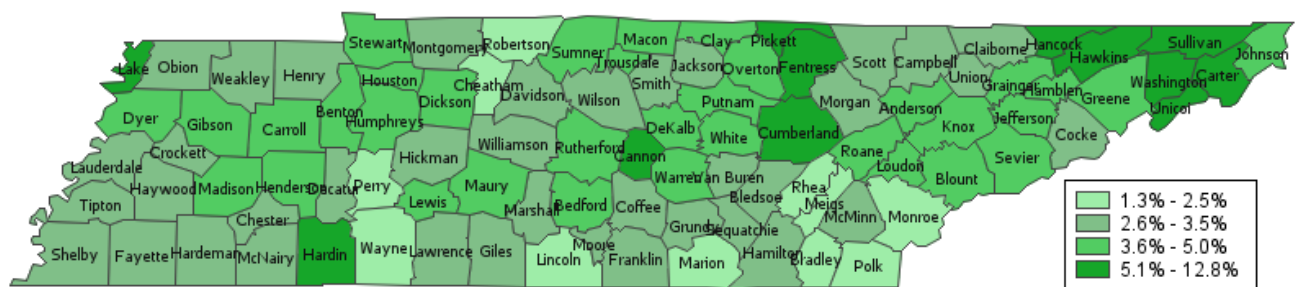
Permanent Guardianship Support Services Per-Child Expenditure for Participating Children, FY 2019-20



Department of Education: Tennessee Early Intervention System (TEIS)

Under the Individuals with Disabilities Education Act (IDEA), every state has a Part C program for children birth through two years of age and their families. Each state decides its own eligibility rules. In Tennessee, children diagnosed with certain disabilities or whose test results show that they have a 25 percent delay in two developmental areas or a 40 percent delay in one area may be eligible for TEIS. Demand for TEIS services has been growing rapidly with more early developmental evaluations and more recognition of early signs of developmental disabilities. The Department of Education reported that TEIS served 8,307 infants and toddlers in FY 2019-20 with total expenditures nearing \$45 million. This is the last year TEIS will be reported under the Department of Education, as it has been moved to the Department of Intellectual and Developmental Disabilities.

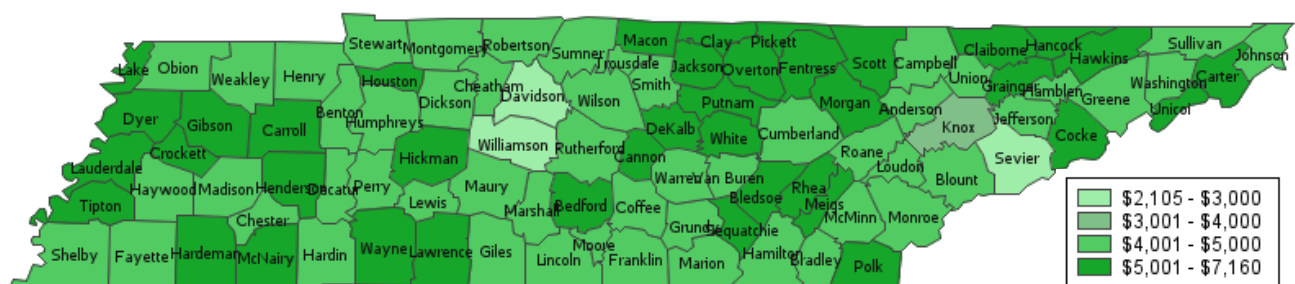
Tennessee Early Intervention System (TEIS) Program Percentage of Children under 3 Served, FY 2019-20



Department of Education: Voluntary Pre-K

The Voluntary Pre-K initiative provides Tennessee's four-year-old children—with an emphasis on those who are at-risk—an opportunity to develop school readiness skills, both pre-academic and social-emotional skills. Voluntary Pre-K classes promote a high-quality academic environment, which fosters the love and joy of learning and promotes success in kindergarten and throughout the child's life. Just over 18,000 children were served in FY 2019-20.

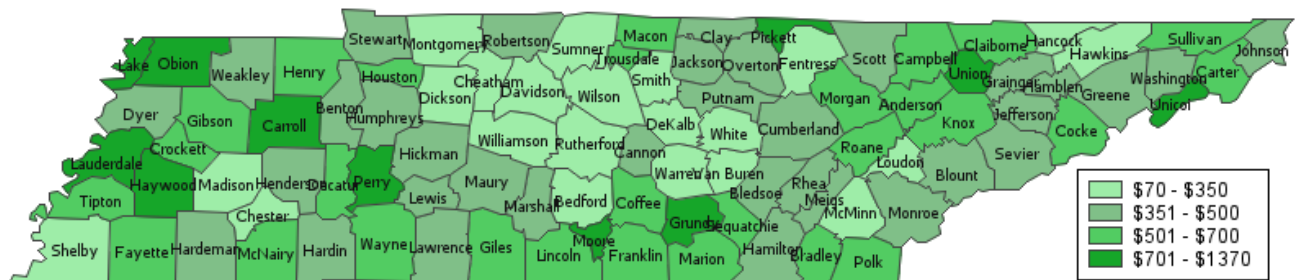
Voluntary Pre-K Program, Per-Child Expenditure, FY 2019-20



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

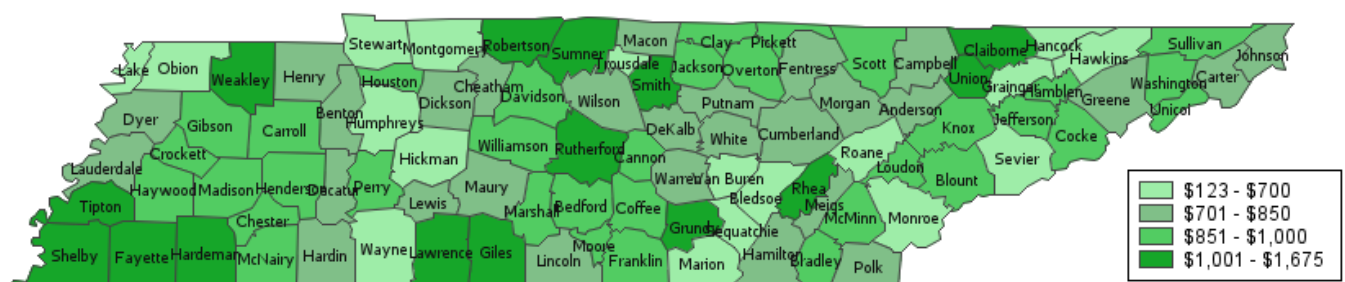
**Preschool Special Education,
Per-Child Expenditure, FY 2019-20**



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

School-age special education ensures that all children with disabilities have available to them a free appropriate public education that emphasizes special education and related services designed to meet their unique needs and prepare them for further education, employment and independent living. This money must be used to pay the excess costs of providing special education and related services to children with disabilities and to supplement state, local and other federal funds and not to supplant those funds. IDEA Part B served over 130,000 children in Tennessee in FY 2019-20 with over \$200 million in federal funds.

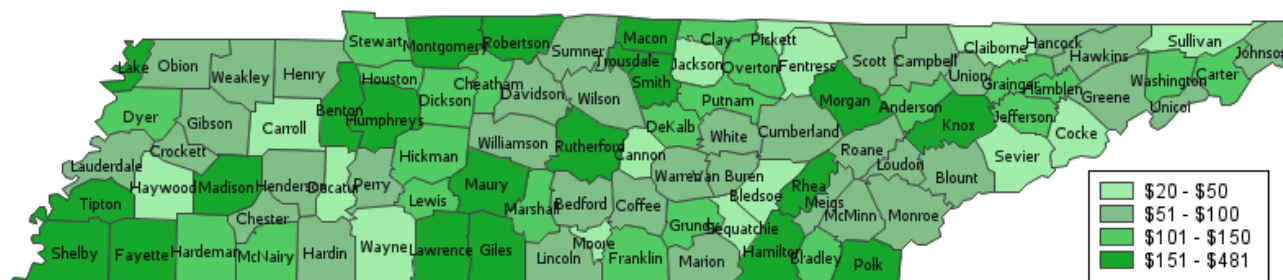
**School Age Special Education
Per-Child Expenditure, FY 2019-20**



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 of the school nutrition programs and shows per-child expenditures.

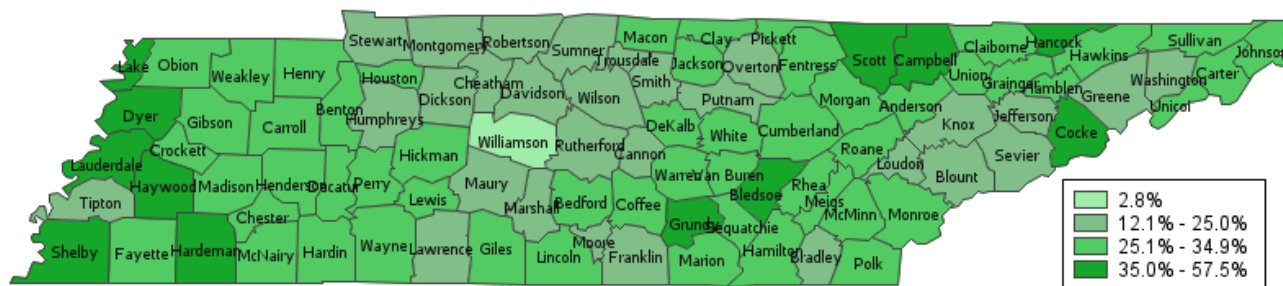
**School Nutrition Programs
Per-Child Expenditure, FY 2019-20**



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

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

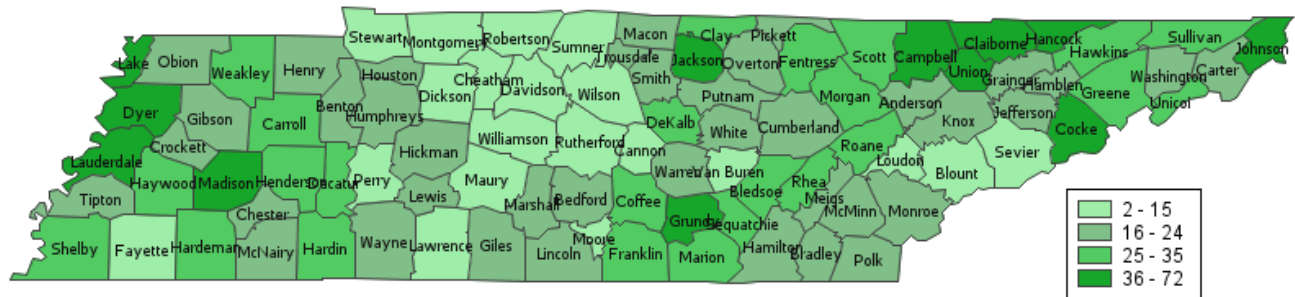
**Supplemental Nutrition Assistance Program (SNAP)
Percentage of Children Receiving Benefits, FY 2019-20**



Department of Human Services: Families First (TANF)

Among the programs offered by the Department of Human Services (DHS) to support vulnerable children and families is Families First, the state's Temporary Assistance for Needy Families (TANF) program. Families First is a workforce development and employment program. It is temporary and has a primary focus on gaining self-sufficiency through employment. DHS reports that Families First served almost 35,000 children in 2019-20, with nearly \$60 million in total support.

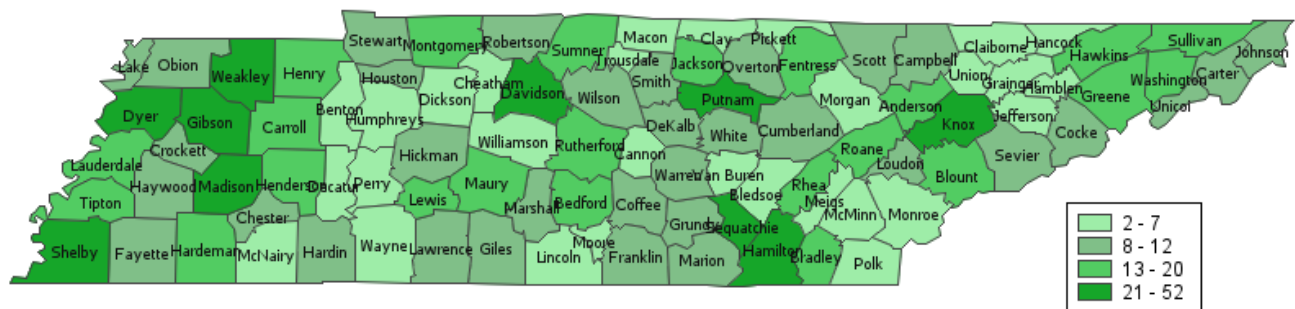
Families First: Temporary Assistance for Needy Families (TANF) Children per 1,000 Receiving Benefits, FY 2019-20



Department of Human Services: Child Care Benefits

In certain circumstances, the Department of Human Services provides child care payment assistance to eligible parents and caregivers. The program provides benefits through Smart Steps (which has income and work/school requirements), Teen Parent programs (which require teen parents to stay in school); Families First (for work activities in the parents' personal responsibility plan), Families First Transitional (for parents whose Families First case has closed in the last 18 months and meet work requirements), and Families First for non-parental guardians (includes work/school requirements).

Child Care Benefits Children per 1,000 Receiving Benefits, FY 2019-20



Duplication of Services

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

According to the Annie E. Casey Foundation,⁸ 20 percent of all Tennessee children and 22 percent of the state’s children under age five live in poverty. Many children in poverty may be eligible for the following services, at a minimum:

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

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

In general, the resources available for services for children in Tennessee beyond public education are so minimal, there is virtually no identifiable duplication. Responsibility for all children involved with the child welfare and juvenile justice system resting in a single department essentially eliminates opportunities for duplication of services for these vulnerable children and their families. Strategies are in place to transition children between funding streams when, for example, they enter state custody, or when their status otherwise changes and they move from one funding source to another. Even when multiple departments fund relatively similar services, they are typically targeted at different groups of children or different issues/problems. Communication and collaboration across departments serving children contributes to partnerships rather than duplication.

⁸ Annie E. Casey Foundation. KIDSCOUNT Data Center. *Children in Poverty by Age Group*. <http://datacenter.kidscount.org/data/tables/5650-children-in-poverty-by-age-group?loc=44&loct=2#detailed/2/44/false/573,869,36,868,867/17,18,36/12263,12264>

Resource Mapping FY 2019-20 Inventory of Funds

The Resource Mapping Project is required in Tennessee Code Annotated 37-3-116(a)(5) to develop “An inventory of the funds for which the state may be eligible, but is currently not receiving or using, and the reasons why funds are not being received or used.” Tennessee relies heavily on federal funding for the provision of essential services and supports for Tennessee children and families. Excluding the BEP, of the total FY 2019-20 expenditures for children and families, 69 percent of funds spent were federal dollars.

Rejecting Medicaid Expansion Dollars

The glaring federal funding opportunity that Tennessee is missing is Medicaid expansion. The Affordable Care Act (ACA) provided for Medicaid expansion that is 90 percent funded by the federal government. This expansion would cover families without employer-based insurance whose incomes are at or below 138 percent of the federal poverty line. Estimates show that ***Tennessee is currently forgoing \$8.2 million dollars a day***⁹ in federal funds.

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

- \$1.03 billion in new health care revenues;
- \$909 million in new income for residents of the state; and
- 15,000 full-time equivalent jobs.¹¹

Furthermore, Tennessee businesses will have to pay millions of dollars in additional taxes as a result of the state rejecting these federal funds. A 2014 Jackson Hewitt study estimated Tennessee’s failure to expand Medicaid/TennCare may have cost employers in the state between \$48 million and \$72 million in 2016.¹²

⁹ <https://www.urban.org/sites/default/files/publication/22816/413192-What-is-the-Result-of-States-Not-Expanding-Medicaid-.PDF>

¹⁰ https://www.ivantageindex.com/wp-content/uploads/2020/02/CCRH_Vulnerability-Research_FINAL-02.14.20.pdf

¹¹ Fox, William. 2015. “Jobs, revenue and new income among benefits of Haslam plan.” *Chattanooga Times Free Press*. <http://www.timesfreepress.com/news/opinion/columns/story/2015/jan/18/who-benefits-under-insure-tennessee-plan/282967/>

¹² Brian Haile and George Brandes. 2014. *State Medicaid Choices and the Hidden Tax Surprises for Employers*. Jackson Hewitt Tax Service. http://www.jacksonhewitt.com/uploadedFiles/JacksonHewitt2014com/Content/Resource_Center/Healthcare_and_Taxes/Resources/MedicaidChoices_TaxSurprises.pdf

Other Funding Opportunities

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

A small number of federal funding streams are uncapped entitlements, meaning the state can draw down as many federal dollars as it can match. The exact amount the state must match is based on a ratio relative to the funding source. The largest source of uncapped funding is Medicaid, with a match rate of 71 percent federal, 29 percent state in 2019-20. The other primary sources are Titles IV-B and IV-E child welfare funds. The Department of Children's Services is operating under a Title IV-E waiver that enables utilization of these federal dollars not only for children who are in state custody, but also for services and supports to prevent custody. This approach better meets the needs of children and families and lowers costs.

The Supplemental Nutrition Assistance Program (SNAP, commonly known as Food Stamps) has a 50-50 federal-state matching rate for administrative funds, but benefits are 100 percent federally funded and do not have a cap on the amount available to the state. Tennessee has done an excellent job with SNAP outreach and has been recognized nationally for the proportion of the eligible population actually receiving this assistance.

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

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

Appendix A

TCA 37-3-116

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

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

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

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

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

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

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

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

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

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

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

Appendix B
Primary Outcome Expenditures

Safe FY 2019-20 Expenditures				
Department/Agency	State	Federal	Other	Total
Department of Children's Services	\$42,940,254	\$5,594,929	\$0	\$48,535,183
Department of Correction	\$151,185	\$0	\$0	\$151,185
Department of Education	\$29,457,251	\$0	\$0	\$29,457,251
Department of Health	\$2,443,304	\$74,126	\$0	\$2,517,430
Department of Human Services	\$0	\$66,746,996	\$0	\$66,746,996
Department of Mental Health and Substance Abuse Services	\$20,661,487	\$7,070,864	\$0	\$27,732,351
Department of Transportation	\$0	\$2,000,000	\$0	\$2,000,000
Office of Criminal Justice Programs	\$0	\$37,800,418	\$0	\$37,800,418
Tennessee Commission on Children and Youth	\$110,877	\$0	\$0	\$110,877
Tennessee Wildlife Resources Agency	\$0	\$1,387	\$0	\$1,387
Total	\$95,764,358	\$119,288,720	\$0	\$215,053,078

Healthy FY 2019-20 Expenditures				
Department/Agency	State	Federal	Other	Total
CoverKids	\$9,362,426	\$107,667,902	\$2,187,996	\$119,218,324
Department of Children's Services	\$183,847,739	\$187,156,856	\$4,552,945	\$375,557,540
Department of Education	\$18,620,185	\$293,456,966	\$0	\$312,077,151
Department of Health	\$42,709,780	\$110,491,705	\$53,569,861	\$206,949,235
Department of Mental Health and Substance Abuse Services	\$9,435,026	\$12,297,187	\$0	\$21,732,213
TennCare	\$534,145,505	\$1,160,209,783	\$253,977,274	\$1,948,332,562
Tennessee Commission on Children and Youth	\$0	\$67,212	\$0	\$67,212
Total	\$798,120,661	\$1,871,347,611	\$314,288,076	\$2,983,934,237

Engaged FY 2019-20 Expenditures				
Department/Agency	State	Federal	Other	Total
Administrative Office of the Courts	\$112,000	\$0	\$0	\$112,000
Department of Environment and Conservation	\$279,822	\$0	\$0	\$279,822
Department of Health	\$0	\$0	\$0	\$0
Department of Human Services	\$205,270	\$8,440,468	\$0	\$8,645,738
Department of Labor and Workforce Development	\$0	\$17,503,950	\$0	\$17,503,950
Department of Mental Health and Substance Abuse Services	\$5,599,547	\$1,158,768	\$0	\$6,758,315
Department of Military	\$0	\$155,100	\$0	\$155,100
Tennessee Arts Commission	\$27,500	\$0	\$0	\$27,500
Tennessee Wildlife Resources Agency	\$29,700	\$22,275	\$0	\$51,975
UT Institute of Agriculture	\$36,651,817	\$6,479,819	\$23,612,755	\$66,744,391
Volunteer TN	\$0	\$9,059	\$0	\$9,059
Total	\$42,905,656	\$33,769,439	\$23,612,755	\$100,287,850

Educated FY 2019-20 Expenditures				
Department/Agency	State	Federal	Other	Total
CoverKids	\$564,678	\$6,493,800	\$0	\$7,058,478
Department of Agriculture	\$55,000	\$0	\$0	\$55,000
Department of Children's Services	\$5,406,453	\$84,062	\$0	\$5,490,515
Department of Correction	\$148,081	\$0	\$0	\$148,081
Department of Education	\$187,000,531	\$685,145,000	\$274,303	\$872,419,834
Department of Education: BEP	\$4,832,451,000	\$0	\$0	\$4,832,451,000
Department of Health	\$460,698	\$2,310,490	\$249,284	\$3,020,472
Department of Labor and Workforce Development	\$0	\$6,555,696	\$0	\$6,555,696
Department of Mental Health and Substance Abuse Services	\$621,529	\$222,659	\$0	\$844,188
Department of Military	\$1,144,360	\$3,433,080	\$0	\$4,577,440
Department of Safety	\$501,376	\$0	\$0	\$501,376
Department of Transportation	\$0	\$651,257	\$25,000	\$676,257
Governor's Books from Birth Foundation	\$3,475,626	\$0	\$0	\$3,475,626
Tennessee Arts Commission	\$751,163	\$59,700	\$0	\$810,863
Tennessee Commission on Children and Youth	\$975,615	\$347,096	\$42,184	\$1,364,895
Tennessee Higher Education Commission	\$25,800,308	\$5,662,331	\$0	\$31,462,639
Tennessee State Museum	\$1,501,915	\$0	\$0	\$1,501,915
Volunteer TN	\$0	\$2,916,046	\$0	\$2,916,046
Total	\$5,060,858,333	\$713,881,217	\$590,771	\$5,775,330,321

Nurtured and Supported FY 2019-20 Expenditures				
Department/Agency	State	Federal	Other	Total
Administrative Office of the Courts	\$17,920,406	\$767,593	\$0	\$18,687,999
Commission on Aging and Disability	\$0	\$56,000	\$0	\$56,000
Department of Children's Services	\$241,039,303	\$239,179,927	\$14,678	\$480,233,908
Department of Education	\$3,190,000	\$4,734,152	\$0	\$7,924,152
Department of Human Services	\$64,682,410	\$1,020,255,747	\$349,121	\$1,085,287,278
Department of Intellectual and Developmental Disabilities	\$7,380,800	\$0	\$0	\$7,380,800
Department of Mental Health and Substance Abuse Services	\$1,932,988	\$3,750,358	\$0	\$5,683,346
Tennessee Commission on Children and Youth	\$2,970,121	\$911,684	\$0	\$3,881,805
Tennessee Housing Development Agency	\$0	\$0	\$705,537	\$705,537
Total	\$339,116,029	\$1,269,655,461	\$1,069,336	\$1,609,840,826

Appendix C

Federal Expenditures by State Agency and Federal Funding Source

Federal Funding Source	FY 17-18	FY 18-19	FY 19-20
Administrative Office of the Courts			
Juvenile Justice and Delinquency Prevention Act: Federal Formula Grant	\$30,355	\$59,722	\$0
Social Security Act, Title IV-E: Foster Care and Adoption Assistance	\$569,465	\$572,375	\$570,223
HHS Access and Visitation Mandatory Grants	\$199,778	\$194,778	\$129,870
Edward Byrne Memorial Justice Assistance Grant	\$0	\$0	\$67,500
Subtotal	\$799,598	\$826,875	\$767,593
Commission on Aging and Disability			
Older Americans Act, Title III-E: National Family Caregiver Support	\$60,000	\$83,316	\$56,000
Subtotal	\$60,000	\$83,316	\$56,000
CoverKids			
Social Security Act, Title XXI - SCHIP	\$182,757,900	\$134,943,283	\$114,161,702
Subtotal	\$182,757,900	\$134,943,283	\$114,161,702
Department of Children's Services			
Carl D. Perkins Career & Tech. Education Act of 1998/2006	\$2,031	\$0	\$0
Child Abuse Prevention and Treatment Act	\$1,749,744	\$1,049,383	\$684,294
Children's Justice Act	\$0	\$294,201	\$377,649
Kinship Navigator	\$0	\$0	\$236,782
ESSA, Title I-A: Improving Academic Achievement of the Disadvantaged	\$6,743	\$0	\$0
ESSA, Title I-D, Subpart 2: Youth Transition Services	\$87,694	\$0	\$0
Office of Justice Programs: Victims of Crime Act	\$0	\$272,772	\$222,804
Maternal, Infant and Early Child Home Visiting	\$0	\$54,711	\$0
Substance Abuse and Mental Health Administration	\$0	\$207,932	\$122,840
IDEA, Part B: School Age Special Education	\$658,112	\$0	\$0
National School Lunch Program, USDA 7, CFR 210 and 220	\$44,364	\$463,614	\$715,612
Personal Responsibility Education Program	\$0	\$1,056,531	\$898,121
Social Security Act, Title XVI: Supplemental Security Income	\$1,045,248	\$5,386,127	\$5,512,102
Social Security Act, Title IV-B, Part 1: Stephanie Tubbs Jones Child Welfare Services	\$6,173,854	\$7,768,044	\$10,025,439
Social Security Act, Title IV-B, Part 2: Promoting Safe and Stable Families	\$7,107,732	\$8,943,065	\$0
Social Security Act, Title IV-E: Foster Care and Adoption Assistance	\$60,836,145	\$136,986,902	\$130,371,503
Social Security Act, Title IV-E, Sec. 477: Chafee Foster Care Independence	\$1,835,357	\$2,317,336	\$1,277,735
Social Security Act, Title XIX, Medicaid	\$140,896,926	\$243,833,779	\$259,077,706
Social Security Act, Title XX-A: Social Services Block Grants	\$11,790,671	\$16,457,603	\$22,493,187
Subtotal	\$232,234,621	\$425,091,997	\$432,015,774
Department of Human Services			
Child Care Development Block Grant	\$94,197,300	\$121,792,091	\$257,748,156
Child Nutrition Act	\$1,793,100	\$1,820,788	\$2,954,745
Food and Nutrition Act (SNAP)	\$684,651,200	\$607,140,278	\$638,829,971
National School Lunch Program: Child and Adult Care Food Program	\$70,034,900	\$70,995,663	\$76,743,783
National School Lunch Program: Summer Food	\$10,597,600	\$0	\$0
Office of Disability Employment Policy: Rehabilitation Act, Section 113	Did Not Report	\$5,505,741	\$8,440,468
Social Security Act, Title IV-A: Temporary Assistance for Needy Families (TANF)	\$68,887,000	\$71,050,279	\$88,732,899
Social Security Act, Title IV-D of the SSA: Child Support Enforcement	\$52,402,056	\$41,643,292	\$21,993,189
Subtotal	\$982,563,156	\$919,948,132	\$1,095,443,211

Federal Funding Source

FY 17-18

FY 18-19

FY 19-20

Department of Labor and Workforce Development			
Workforce Innovation and Opportunity Act	\$16,097,204	\$17,503,950	\$17,503,950
Food and Nutrition Act: Employment and Training	\$461,633	\$6,555,696	\$6,555,696
Subtotal	\$16,558,837	\$24,059,646	\$24,059,646
Department of Education			
Carl D. Perkins Career & Tech. Education Act of 1998/2006	\$19,175,727	\$21,509,827	\$29,052,857
Child Care Development Fund	\$0	\$225,568	\$0
ESSA, Title I-A: Improving Academic Achievement of the Disadvantaged	\$298,618,467	\$299,773,651	\$308,159,012
ESSA, Title I-A, Section 1003(g): School Improvement Grants	\$11,969,013	\$12,015,314	\$12,328,429
ESSA, Title I-D, part 1: Neglected, Delinquent, At-Risk	\$1,088,900	\$1,156,467	\$1,246,829
ESSA, Title II-A: Supporting Effective Instruction	\$36,095,058	\$37,392,212	\$36,451,043
ESEA, Title II-B: Math and Science Partnership	\$3,371,248	\$0	\$0
ESSA, Title III-A: English Language Acquisition	\$5,676,011	\$5,849,945	\$200,000
ESSA, Title IV-A: Student Support and Academic Enrichment	\$0	\$20,058,687	\$22,121,798
ESSA, Title IV-B: 21st Century Community Learning Centers	\$20,699,334	\$24,242,445	\$21,382,287
ESSA, Title V: State Innovation and Local Flexibility	\$3,799,992	\$0	\$0
ESSA, Title V-B: Rural Education Initiative	\$200,000	\$4,625,196	\$4,389,932
ESSA, Title IX-A: McKinney-Vento Homeless Education	\$1,410,301	\$1,626,191	\$1,787,419
IDEA, Part B: School Age Special Education	\$236,298,997	\$223,059,240	\$230,761,512
IDEA, Part B, Sec. 619: Preschool Special Education	\$6,708,462	\$23,535,339	\$7,132,248
IDEA, Part C: Infant and Toddler Special Education	\$12,415,852	\$12,519,210	\$9,799,386
Improving Head Start for School Readiness Act	\$175,000	\$175,000	\$175,000
Institute of Education Sciences Statewide, Longitudinal Data Systems Grant	\$760,297	\$0	\$318,100
National School Lunch Program, USDA 7, CFR 210 and 220	\$406,430,874	\$406,231,567	\$293,456,966
Office of Elementary and Secondary Education: Charter School Program	\$0	\$28,598,417	\$2,639,081
Substance Abuse and Mental Health Administration	\$0	\$1,246,116	\$1,800,000
US Department of Education	\$356,623	\$228,087	\$134,220
Subtotal	\$1,073,840,088	\$1,124,068,479	\$983,336,118
Department of Mental Health and Substance Abuse Services			
Substance Abuse and Mental Health Service Administration System of Care	\$1,933,616	\$2,144,251	\$7,001,851
Mental Health Block Grant	\$9,576,460	\$10,255,607	\$7,621,920
Substance Abuse Prevention and Treatment Block Grant	\$7,571,657	\$6,661,445	\$8,210,882
Social Security Act, Title XIX, Medicaid	\$0	\$207,714	\$1,665,183
Subtotal	\$19,081,733	\$19,269,016	\$24,499,836
Office of Criminal Justice Programs			
Victims of Crime Act (VOCA)	\$3,835,268	\$46,055,649	\$34,273,320
Violence Against Women Act	\$31,131	\$3,528,121	\$3,527,098
HHS Administration for Children and Families Grant	\$191,396	\$0	\$0
Subtotal	\$4,057,795	\$49,583,770	\$37,800,418

Federal Funding Source	FY 17-18	FY 18-19	FY 19-20
Department of Transportation			
National Highway Traffic Safety Administration	\$578,001	\$637,000	\$651,257
Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users	\$2,123,354	2,000,000	2,000,000
Subtotal	\$2,701,355	\$2,637,000	\$2,651,257
Department of Health			
Patient Protection and Affordable Care Act, Title II: Abstinence Education	\$1,841,777	\$1,510,998	\$1,222,939
Child Nutrition Act: WIC	\$101,756,640	\$81,846,734	\$64,543,021
Public Health Service Act: Childhood Lead Poisoning Grant	\$423,234	\$315,792	\$373,444
Public Health Service Act: Core State Violence and Injury Prevention Program	\$50,000	\$181,585	\$2,099,085
Public Health Service Act: Family Planning Grant	\$2,381,428	\$704,045	\$770,971
Public Health Service Act: HIV Core Surveillance	\$503,167	\$585,668	\$762,524
Public Health Service Act: Immunizations And Vaccines For Children	\$2,472,652	\$646,637	\$1,412,964
Public Health Service Act: Newborn Hearing Screening	\$355,565	\$195,889	\$0
Public Health Service Act: Preventive Health and Health Services Block Grant	\$357,289	\$1,102,400	\$0
Public Health Service Act: Primary Care	\$1,661,245	\$628,484	\$644,539
Public Health Service Act: Public Health Emergencies	\$2,525,772	\$3,005,662	\$0
Public Health Service Act: Rape Prevention Education	\$62,154	\$69,290	\$64,730
Public Health Service Act: Ryan White	\$135,711	\$1,668,193	\$998,000
Public Health Service Act: Sexually Transmitted Disease Prevention	\$586,859	\$500,147	\$447,674
Public Health Service Act: Tobacco Control	\$485,916	\$0	\$530,669
Public Health Service Act: Tuberculosis Control	\$258,871	\$158,549	\$209,000
Public Health Service Act: Hospital Emergency Preparedness Program	\$931,346	\$786,740	\$2,257,659
Social Security Act, Title V: Maternal and Child Health	\$4,150,233	\$4,538,106	\$11,074,368
Social Security Act, Title XIX, Medicaid	\$26,426,331	\$8,924,710	\$25,464,734
Subtotal	\$147,366,190	\$107,369,639	\$112,876,321
Department of Military			
National Guard Bureau	\$2,905,561	\$3,433,080	\$3,433,080
National Guard Bureau: Family program	\$156,000	\$155,100	\$155,100
Subtotal	\$3,061,561	\$3,588,180	\$3,588,180
Governor's Books From Birth Foundation			
Appalachian Regional Commission Grant	\$50,000	\$100,000	\$0
Subtotal	\$50,000	\$100,000	\$0
TennCare			
Social Security Act, Title XIX: Medicaid	\$1,128,588,900	\$1,139,825,164	\$1,160,209,783
Subtotal	\$1,128,588,900	\$1,139,825,164	\$1,160,209,783
Tennessee Higher Education Commission			
Higher Education Act: Early Intervention and College Awareness Grant	\$4,247,320	\$6,090,668	\$5,662,331
Subtotal	\$4,247,320	\$6,090,688	\$5,662,331
Tennessee Arts Commission			
National Endowment for the Arts	\$60,200	\$59,700	\$59,700
Subtotal	\$60,200	\$59,700	\$59,700

Federal Funding Source	FY 17-18	FY 18-19	FY 19-20
Tennessee Commission on Children and Youth			
Child Care and Development Block Grant	\$29,482	\$26,330	\$21,512
IDEA, Part B: School Age Special Education	\$14,741	\$14,665	\$12,256
Juvenile Justice and Delinquency Prevention Act: Federal Formula Grant	\$413,173	\$912,603	\$852,725
Juvenile Justice and Delinquency Prevention Act: JABG	\$21,774	\$0	\$0
Social Security Act, Title XIX: Medicaid	\$14,741	\$13,165	\$10,756
Substance Abuse and Mental Health Service Administration System of Care	\$298,770	\$377,806	\$239,705
Social Security Act, Title V: Maternal and Child Health	\$146,395	\$191,707	\$189,040
Subtotal	\$939,076	\$1,536,274	\$1,325,992
Tennessee Wildlife Resources Agency			
Federal Aid in Wildlife Restoration	\$200,000	\$222,275	\$23,662
Subtotal	\$200,000	\$222,275	\$23,662
Tennessee Council on Developmental Disabilities			
Developmental Disabilities Assistance and Bill of Rights Act of 2000	\$1,869	\$0	\$0
Subtotal	\$1,869	\$0	\$0
Volunteer TN			
Corp. for National and Community Service - AmeriCorps	\$2,121,892	\$2,919,215	\$2,925,105
Subtotal	\$2,121,892	\$2,919,215	\$2,925,105
Total	\$3,801,340,804	\$3,968,757,449	\$4,007,942,448

Source: Tennessee Commission and Youth Resource Mapping Project