



Legislative Fiscal Bureau

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May, 2019

Joint Committee on Finance

Paper #191

TANF-Funded Grant Programs (Children and Families -- Economic Support and TANF-Funded Programs)

[LFB 2019-21 Budget Summary: Page 75, #24, Page 76, #25, #26, #27, and Page 77, #29, #30]

CURRENT LAW

Under current law, federal funds the state receives from the temporary assistance for needy families (TANF) block grant and child care development fund (CCDF) support programs that assist low income families. Most of the federal funding, together with several sources of state funds, support child care subsidies under the Wisconsin Shares program and Wisconsin Works (W-2) related benefits. However, in addition to Wisconsin Shares and W-2 related programs, the Department of Children and Families (DCF) distributes some of the federal funding as grants to counties and nonprofit entities to support programs that are intended to achieve the purposes of these federal programs.

The current grant funding represents a minor share of the total program funding for DCF's economic assistance programs. In 2017-18, of the total DCF expenditures for TANF-related program (\$560.5 million), DCF expended \$11.5 million for grant programs, which included: (a) child welfare safety services (\$3.8 million); child welfare prevention services (\$5.2 million) and grants to various organizations to support specific programs (\$2.6 million).

The four purposes of the TANF program are as follows: (a) to provide assistance to needy families so that children can be cared for in their own homes; (b) to reduce the dependency of needy parents by promoting job preparation, work and marriage; (c) to prevent and reduce the incidence of out-of-wedlock pregnancies; and (d) to encourage the formation and maintenance of two-parent families

GOVERNOR

Increase TANF funding for four grant programs, as shown in the following table.

<u>Program</u>	<u>Base Funding</u>	<u>Governor</u>		<u>Change to Base</u>	
		<u>2019-20</u>	<u>2020-21</u>	<u>2019-20</u>	<u>2020-21</u>
Grants to Boys and Girls Clubs of America	\$1,275,000	\$2,675,000	\$2,675,000	\$1,400,000	\$1,400,000
Wisconsin Community Services	400,000	425,000	425,000	25,000	25,000
Child Abuse Prevention Services	5,289,600	6,302,100	7,464,600	1,012,500	2,175,000
Offender Reentry Program	250,000	825,000	825,000	575,000	575,000
Child Welfare Safety Services	<u>7,314,300</u>	<u>9,300,900</u>	<u>10,791,900</u>	<u>1,986,600</u>	<u>3,477,600</u>
Total	\$14,528,900	\$19,528,000	\$22,181,500	\$4,999,100	\$7,652,600

DISCUSSION POINTS

1. This paper discusses the grant programs shown above for which the Governor recommends additional funding for the 2019-21 biennium.

Boys and Girls Clubs of America

2. DCF provides \$1,275,000 FED TANF annually for grants to the Wisconsin Chapter of the Boys and Girls Clubs of America to fund programs that improve social, academic, and employment skills of youth. Most of this funding (\$1,100,000 annually) supports the Wisconsin After 3 program, which provides structured afterschool programming to youth five days a week focused on improving fluency in reading and math and career preparation for low-income youth in the greater Milwaukee area. Services include online learning for reading and math, homework help, and job readiness and career preparation sessions.

3. Current law also directs DCF to provide up to \$75,000 (TANF) annually to the Green Bay Boys and Girls Clubs for the Be Great: Graduate program, in the amount of matching funds that the program provides. Pursuant to 2017 Act 59, funding of up to \$100,000 was provided to expand the Be Great: Graduate program to the Milwaukee, Oshkosh, and Appleton Boys and Girls Clubs (equally, in the amount of matching funds that the program provides).

4. The Boys and Girls Club of Green Bay reported that services were provided to 103 TANF-eligible middle and high school teens identified as at-risk of not graduating during the second semester of the 2017-2018 academic year. Project activities included weekly interactions with positive adult graduation coaches and efforts to establish a connection between the student's school, parents, and the Boys and Girls Club. In addition to receiving school engagement support, teenagers who participated in the Be Great: Graduate program were connected to other programming designed to increase employability skills and post-secondary education readiness. All eight (100%) of the program's high school seniors graduated on time. Graduation coaches worked with school staff to provide wraparound supports for these seniors. Three of the program's 2018 graduates were enrolled

as first generation college students and continue to receive support from their graduation coaches. The Boys and Girls Clubs in Milwaukee, Oshkosh, and Appleton, working with local schools, provided similar services for 105 students in the first six months of the program (January through June 2018).

5. The bill would allocate an additional \$1,400,000 FED TANF annually to increase annual grants to the Wisconsin Chapter of the Boys and Girls Clubs of America from \$1,275,000 to \$2,675,000. Further, the bill would repeal the provisions directing funding to the Green Bay and Milwaukee, Oshkosh, and Appleton Boys and Girls Clubs, and instead direct that, of the total amount budgeted for grants, up to \$1,400,000 in each fiscal year would be budgeted for the Be Great: Graduate program in the amount of matching funds the program provides.

6. As a result, under the bill \$1,400,000 FED would be available annually statewide for the Be Great: Graduate program, and \$1,275,000 annually statewide would be available for other grants to Boys and Girls Clubs.

7. The Committee could modify the bill to delete the provisions which remove the direction for DCF to provide \$75,000 to the Green Bay Boys and Girls Club and \$100,000 to the Milwaukee, Oshkosh, and Appleton Boys and Girls Clubs for the Be Great: Graduate Program (Alternative A2), so that the current statutory annual funding allocations would continue. This alternative would ensure that those programs would continue to be funded in the 2019-21 biennium in those amounts. However, this change would prevent DCF from providing more than these amounts to these Boys and Girls Clubs. Alternatively, the bill could be modified to require DCF to provide to each of the Boys and Girls Clubs an amount equal or more than to the current allocations specified in the statutes (Alternative A3).

Wisconsin Community Services

8. Current law requires DCF to allocate \$400,000 FED (TANF) annually to Wisconsin Communities Services, Inc. to support training for workshop facilitators to provide services for TANF-eligible individuals in the City of Milwaukee.

9. The bill would increase the TANF allocation by \$25,000 FED annually and require DCF to provide this amount as an annual grant to the "We Got This" program in the City of Milwaukee. The bill would also rename the TANF allocation from "Wisconsin community services" to "Community grants."

10. "We Got This" is a summer mentorship program for boys, ages 12 to 17 that focuses on neighborhood cleanup and gardening. Each Saturday morning in the summer, boys from throughout the City of Milwaukee gather at the corner of 9th and Ring Street to clean up trash in the surrounding neighborhoods, and work in a community garden. The boys are required to arrive before 8:00 am, and each receives \$20 for the work they provide, funded from donations. The program is staffed with volunteer adult mentors, and is intended to instill a work ethic in the boys that participate. In the fall, produce from the community garden is given away to families in need.

Child Welfare Prevention Services

11. TANF funding may be used to provide assistance that addresses a child's needs during a period of temporary absence from the home or for a child welfare program that furthers the goals of TANF (such as providing assistance to needy families so that children can be cared for in their own homes).

12. Total child abuse prevention services funded by TANF were \$5,289,600 in 2018-19 for: (a) the Brighter Futures Initiative (\$577,500); (b) home visiting services in the City of Milwaukee (\$812,100); and (c) the Family Foundations Home Visiting (FFHV) program (\$3,900,000).

13. FFHV provides grants to local agencies to provide voluntary home-visiting services to at-risk communities to prevent child abuse and neglect. DCF provides FFHV grants to county agencies, cities, nonprofit agencies, and tribal organizations. Many programs are collaborations involving multiple agencies, with a primary contractor and one or more subcontractors. Home visitors (nurses, social workers, and teachers) generally meet weekly with program participants. Activities focus on access to prenatal care, screenings and assessments, health education, connecting to community resources, and offering strategies for parents to support their child's development.

14. The bill would increase the TANF allocation for prevention services by \$1,012,500 FED in 2019-20 and \$2,175,000 FED in 2020-21 (Alternative C1). Although the bill does not state so, the administration indicates that the funding is intended to increase funding for the FFHV program to increase the number of families that can be served, both by expanding services provided by existing grantees, and by contracting with new entities to provide services where the FFHV services are not currently available. The bill would maintain base funding for the Milwaukee Brighter Futures program and home visiting services in the City of Milwaukee.

15. Alternatively, the Committee could provide for a smaller increase for prevention services of \$500,000 FED in 2019-20 and \$1,500,000 FED in 2020-21 (Alternative C2).

Child Welfare Safety Services

16. Safety services are provided to ensure the safety of children who DCF or a county determines may remain in their homes if appropriate services are provided. Consistent with federal TANF regulations, safety services are targeted to predominantly needy families to promote the formation and maintenance of two-parent families and prevent and reduce non-marital pregnancies.

17. Safety services are available to families in Milwaukee County and 42 other counties and one tribe where abuse and neglect issues have been identified, but the child protective services agency determines that the child can remain at home safely. These services may include: (a) supervision, observation, basic parenting assistance, social and emotional support, and basic home management; (b) child care; (c) routine and emergency drug and alcohol screening and treatment services; (d) family crisis counseling; (e) routine and emergency mental health services; (f) respite care; (g) housing assistance; and (h) transportation. Families receive services that are appropriate to their specific situations based on the safety plan.

18. Current law requires DCF to allocate \$7,314,300 FED (TANF) annually for safety services, including \$541,400 for family intervention and support services in Milwaukee County, \$3,490,500 for intensive in-home services in Milwaukee County, and \$3,282,400 for in-home safety services in counties other than Milwaukee.

19. The bill would increase funding for child welfare safety services by \$1,986,600 in 2019-20 and \$2,877,600 in 2020-21 (Alternative D1). Although not specified in the bill, the administration indicates that the additional funding would support the continued expansion of services statewide. Under the bill, the total TANF funding that would be budgeted for safety services and for services for families with children placed in out-of-home care would be \$9,300,900 in 2019-20 and \$10,191,900 in 2020-21.

20. Alternatively, the Committee could provide for a smaller increase for child welfare safety services of \$1,000,000 FED in 2019-20 and \$2,000,000 FED in 2020-21 (Alternative D2).

Offender Reentry Program

21. Under 2017 Act 59, federal TANF block grant funding of \$187,500 in 2017-18 and \$250,000 in 2018-19 was provided to support a portion of a five-year offender reentry demonstration program to aid the successful community transition out of incarceration by noncustodial fathers in the City of Milwaukee via the Alma Center.

22. The program uses a cohort approach over three years. In the first year, participants receive services while incarcerated. In the second year, participants receive re-entry services, followed by a third year of follow up services. Each cohort serves 80 participants and family members also receive services (with an average of 2 family members per participant). One cohort (January, 2018, through December, 2019) is currently being served. An additional cohort will begin in January, 2020, through December, 2021, for a total of 160 participants served in the demonstration project period. DCF is required to conduct an evaluation of the demonstration project by June 30, 2023.

23. The target populations are offenders who are noncustodial parents that are expected to be released to the Milwaukee community and the members of their family and relationship network who will impact their re-entry process. The program is intended to create individual and family restoration, as indicated by reduced incarceration, improved ability maintain stable employment, and increased financial and emotional support of children.

24. In 2018-19, DCF funding covers the costs of 20 of the current 80 slots. The remaining funding is provided by the Department of Justice, such as "Safe Neighborhood" and "Smart Reentry" grants (which provide one time funding of \$373,000 through February, 2020).

25. It is estimated that serving one cohort of 80 participants would cost \$775,000 annually, assuming a cost of \$9,688 per participant. Funding of \$50,000 annually would support program evaluation.

26. The bill would provide \$575,000 annually to increase TANF funding from \$250,000 in

2018-19 to \$825,000 annually for the costs to continue the offender reentry demonstration project (Alternative E1). Funding would replace one-time funding previously provided from the Department of Justice, fully fund direct services for 80 participants each year, and support the costs of program evaluation.

ALTERNATIVES

A. Boys and Girls Clubs of America

1. Approve the Governor's recommendation to: (a) allocate an additional \$1,400,000 FED (TANF) annually to increase grants to the Wisconsin Chapter of the Boys and Girls Club of America; and (b) repeal the provisions directing funding to the Green Bay and Milwaukee, Oshkosh, and Appleton Boys and Girls Clubs, and instead direct that, of the total amount budgeted for grants, up to \$1,400,000 in each fiscal year would be budgeted for the Be Great: Graduate program in the amount of matching funds the program provides.

ALT A1	Change to	
	Base	Bill
FED	\$2,800,000	\$0

2. Modify the Governor's recommendation by deleting provisions that would repeal the current statutory funding allocations for the Green Bay, Milwaukee, Oshkosh, and Appleton Boys and Girls Clubs, so that the current statutory funding allocations would be maintained.

ALT A2	Change to	
	Base	Bill
FED	\$2,800,000	\$0

3. Modify the Governor's recommendation by deleting provisions that would repeal the current statutory funding allocations for the Green Bay, Milwaukee, Oshkosh, and Appleton Boys and Girls Clubs. Instead, specify that DCF must allocate an annual amount to for the Green Bay, Milwaukee, Oshkosh, and Appleton Boys and Girls Clubs that is at least equal to the current statutory annual allocations.

ALT A3	Change to	
	Base	Bill
FED	\$2,800,000	\$0

4. Take no action.

ALT A4	Change to	
	Base	Bill
FED	\$0	-\$2,800,000

B. Wisconsin Community Services - "We Got This"

1. Approve the Governor's recommendation to: (a) allocate an additional \$25,000 FED (TANF) annually to increase grants for Wisconsin community services for the "We Got This" program; and (b) retitle the TANF allocation "Community grants."

ALT B1	Change to	
	Base	Bill
FED	\$50,000	\$0

2. Take no action.

ALT B2	Change to	
	Base	Bill
FED	\$0	-\$50,000

C. Child Welfare Prevention Services

1. Approve the Governor's recommendation to allocate an additional \$1,012,500 FED in 2019-20 and \$2,175,000 FED in 2020-21 from federal TANF block grant funds to increase child abuse prevention services.

ALT C1	Change to	
	Base	Bill
FED	\$3,187,500	\$0

2. Reduce funding in the bill by \$512,500 FED in 2019-20 and by \$675,000 FED in 2020-21 to allocate an additional \$500,000 FED in 2019-20 and \$1,500,000 FED in 2020-21 from TANF block grant funds to increase child abuse prevention services.

ALT C2	Change to	
	Base	Bill
FED	\$2,000,000	-\$1,187,500

3. Take no action.

ALT C3	Change to	
	Base	Bill
FED	\$0	-\$3,187,500

D. Child Welfare Safety Services

1. Approve the Governor's recommendation to allocate an additional \$1,986,600 FED in 2019-20 and \$2,877,600 FED in 2020-21 from federal TANF block grant funds to increase child welfare safety services.

ALT D1	Change to	
	Base	Bill
FED	\$4,864,200	\$0

2. Reduce funding in the bill by \$986,600 FED in 2019-20 and by \$877,600 FED in 2020-21 to allocate \$1,000,000 FED in 2019-20 and \$2,000,000 FED in 2020-21 from federal TANF block grant funds to increase child welfare safety services.

ALT D2	Change to	
	Base	Bill
FED	\$3,000,000	-\$1,864,200

3. Take no action on this item.

ALT D3	Change to	
	Base	Bill
FED	\$0	-\$4,864,200

E. Offender Reentry Program

1. Approve the Governor's recommendation to allocate an additional \$575,000 FED annually from federal TANF block grant funds to support the cost-to-continue the offender reentry demonstration program.

ALT E1	Change to	
	Base	Bill
FED	\$1,150,000	\$0

2. Take no action.

ALT E2	Change to	
	Base	Bill
FED	\$0	- \$1,150,000

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