



WORKFORCE SERVICES TANF FUNDS

SOCIAL SERVICES APPROPRIATIONS SUBCOMMITTEE
STAFF: STEPHEN JARDINE

ISSUE BRIEF

SUMMARY

The Department of Workforce Services (DWS) administers the federal Temporary Assistance for Needy Families (TANF) program - a flexible funding source for states to assist needy families. The ongoing TANF block grant base budget for FY 2015 is \$67,892,100. During the 2014 General Session, DWS indicated it had \$107 million in excess TANF spending authority. This additional spending authority is referred to here as TANF reserve. In response, the Legislature reviewed approximately \$51.5 million in potential uses of this TANF reserve and eventually authorized \$17.3 million for 12 programs that qualified by meeting one of the four specified TANF purposes. The Legislature also approved intent language directing DWS to proceed with identifying other uses of its TANF reserve. DWS identified and additional \$51.5 million in TANF uses and reported that to the interim Social Services Appropriations Subcommittee. DWS is working with the Department of Human Services (DHS) and other agencies to use an additional \$28 million in one-time funding over three years for a collaborative TANF effort. Appendix D shows these efforts are preliminary. The Analyst recommends the Legislature review more extensive detail regarding the agency collaborated TANF efforts and the measures agencies intend to use to determine success before authorizing the use of \$28 million in TANF funding. A summary of TANF funding is shown in Table 1:

Estimated TANF Ongoing Base Budget and Excess Reserves		
Purpose	Amount	Explanation
<u>TANF Base Budget:</u>		
FY 15 TANF Base Budget	67,892,100	This ongoing TANF represents the "base budget" used for customers, case management, and other TANF-related costs
<u>TANF Excess Reserve:</u>		
Excess TANF Reserve	107,000,000	During the 2014 General Session DWS indicated it had \$107 million in excess TANF spending authority.
2014 GS Additional Legislative Direction	(17,293,000)	The Legislature authorizes the use of an additional \$17.3 million one-time for 12 programs spread over multiple years.
Increase in TANF Reserve estimate	29,465,000	DWS updates its estimate of TANF reserves (Fall 2014) to \$143 million.
Use of TANF Reserve for one-time TANF projects (per intent language)	(51,474,300)	DWS, through an RFP, determines additional one-time uses of TANF funding and reports the uses to the Social Services interim appropriations subcommittee on September 9th and December 12th of 2014.
Use of additional TANF reserve for the collaborative System of Care effort with DHS	(28,003,200)	3 year capacity building effort to assist families to keep children and youth at home rather than more expensive congregate and institutional care settings.
Remaining TANF Reserve Balance	39,694,500	Remaining TANF reserve balance which represents 58% of the TANF base budget.
<p>Note: Although TANF excess reserves are available one-time only, expenditures using those TANF reserves are scheduled over multiple years and have been authorized by Legislative intent language.</p>		

Table 1

Tables in the appendices show the use of the TANF base budget (Appendix A), a detail of the uses of the \$17.3 million TANF reserve identified during the 2014 General Session (Appendix B), a summary of the additional \$50 million TANF reserve identified during the 2014 interim according to Legislative intent language (Appendix C), and detail of the proposed use of an additional \$28 million for a series of agency collaborated TANF grants. (Appendix D).

LEGISLATIVE ACTION

1. The Fiscal Analyst recommends the Department of Workforce Services, prior to authorizing the use of any of the TANF funds outlined in Appendix D, review and approve in one of the appropriations subcommittees or the Executive Appropriations Committee an itemized plan (agency by agency) of how the collaborative TANF grants shown in Table 6 on page 9 are intended to be used and the measures agencies will use to determine success.

Cautionary Note – One Time Funding

TANF reserves are a one-time funding source. When they are spent there is no current ongoing component to keep the programs operating. If it wished to keep a program operating, the Legislature could choose to recommend state funding or it could re-arrange the priorities of the TANF base (the amount received ongoing from the federal government) to include new programs and discontinue TANF funding for previous programs. Although DWS does inform recipients that these TANF grants are one-time in nature, these programs may establish an expectation of ongoing funding.

BACKGROUND

The Department of Workforce Services (DWS) administers the federal Temporary Assistance for Needy Families (TANF) program - a flexible funding source for states to assist needy families. DWS spent \$45.0 million in TANF funds in FY 2014. The ongoing TANF base budget for FY 2015 is currently estimated at \$67,892,100. In order to qualify for using TANF Funds, the TANF expenditures must meet one of the four TANF purposes:

1. provide assistance to needy families so that children can be cared for in their own homes;
2. reduce the dependency of needy parents by promoting job preparation, work, and marriage;
3. prevent and reduce the incidence of out-of-wedlock pregnancies; and
4. encourage the formation and maintenance of two-parent families

Possible Uses for TANF Reserve Funds

In order to qualify for TANF fund, a program must meet at least one of the four TANF purposes shown previously. Purposes 1 and 2 require program recipients meet TANF eligibility criteria. Purposes 3 and 4 are more broad and do not require recipients to meet TANF eligibility. A more detailed discussion of possible uses of TANF funding can be found in a Legislative Fiscal Analyst article titled “\$107 Million of Excess Federal TANF Spending Authority,” *Fiscal Highlights*, May 2014:

<http://le.utah.gov/ComPub/pdf/5875.pdf>) or in a Center on Budget and Policy Priorities article titled “How States Have Spent Federal and State Funds Under the TANF Block Grant”:

<http://www.cbpp.org/cms/?fa=view&id=3808>

Budget Highlights

During the 2014 General Session, DWS indicated it had \$107 million in excess TANF spending authority. In response, the Legislature reviewed possible uses for this excess TANF funding (see [Uncertain One-time Uses for TANF Funds](#) and [Likely One-time Uses for TANF Funds](#)). The Legislature eventually authorized \$17.3 million in additional TANF funding and used intent language to direct DWS how to proceed.

Appendix A shows the FY 2015 estimated DWS TANF base budget. Appendix B lists the \$17.3 million in programs authorized by the Legislature during the 2014 General Session, and Appendix C shows those

programs authorized by DWS for TANF reserve funding subsequent to the 2014 General Session. Appendix D shows \$28 million in requested uses: \$1.4 million for DHS' System of Care Initiative and the remainder for collaborative TANF efforts to keep children and youth at home rather than more expensive congregate and institutional care settings.

APPENDIX A -

Appendix A provides a detail of the \$67.9 million TANF base budget.

TANF Funding included in the FY 2016 Budget Request DWS by Appropriation Unit			
Appropriation Unit	TANF funds in BP FY 2015	TANF funds in BP FY 2016	Summary of how the TANF funding is being used
NJA - DWS Administration	276,300	242,400	Executive management expenses allocated to TANF in accordance with the federally approved cost allocation plan
NJB - Facilities and Pass Thru	674,100	674,100	Facility and EBT expenses allocated to TANF in accordance with the federally approved cost allocation plan
NJD - Workforce Development	16,548,500	16,346,400	Workforce Development Division staff time for eligibility determination and case management directly charged and allocated to TANF in accordance with the federally approved cost allocation plan
NJE - Communications	102,000	100,600	Communication Division staff time and services allocated to TANF in accordance with the federally approved cost allocation plan
NJF - TANF	43,750,000	43,750,000	Assistance to TANF customers and service contracts
NJH - Human Resources	40,000	40,000	TANF share of DHRM ISF expenses
NJL - Workforce Research and Analysis	253,600	235,500	Workforce Research and Analysis Division staff time and services allocated to TANF in accordance with the federally approved cost allocation plan
NJP - Eligibility Services	3,367,500	3,165,800	TANF share of costs associated with Eligibility Services Division for eligibility determination and benefit issuance.
NJT - Administrative Support	900,000	900,000	Administrative Support Division staff time and services allocated to TANF in accordance with the federally approved cost allocation plan
NJU - Internal Audit	54,900	55,000	Internal Audit staff time allocated to TANF in accordance with the federally approved cost allocation plan
NJY - Information Technology	1,140,800	1,140,800	DTS expenses attributed to the TANF program
NLA - Unemployment Insurance Administration	50,000	150,000	Public Assistance Overpayments collections allocation
NLJ - Adjudication	53,900	52,500	Adjudication processes such as fair hearings for TANF
NSH - Homeless Committee	680,500	680,500	Rapid Rehousing contracts that currently reside in HCD. This should be moved to NJF for FY 2016.
Totals	67,892,100	67,533,600	

Table 2

Detail of Expenses for Federal Request for FY 2015 Supplemental and FY 2016 TANF		
	2015 Supplemental	2016 Request
Temporary Assistance for Needy Families		
Basic Assistance	3,545,700	17,374,000
Work, Education, and Training Activities	6,661,000	32,594,800
Work Supports	181,800	891,000
Non-Recurrent Short Term Benefits	304,600	1,492,400
Supportive Services	590,900	222,700
Services for Older Children and Youth	58,700	282,300
Prevention of Out-of-Wedlock Pregnancies	484,900	2,375,900
Fatherhood and Two-Parent Family Formation and Maintenance Programs	200,000	712,800
Child Welfare Services	96,200	245,000
Program Management	1,038,300	5,088,000
Other	1,276,400	6,254,600
Subtotal	14,438,500	67,533,500

Table 3

APPENDIX B -

Appendix B provides a detail of the \$17.3 million identified and authorized by the Legislature during the 2014 General Session for funding using TANF reserve.

Amount	SFY15	SFY16	SFY17	SFY18	Item Name
8,193,200	\$2,048,300	\$2,048,300	\$2,048,300	\$2,048,300	Child care competitive rate subsidy
2,179,200	\$2,179,200				Afterschool programs to address IGP
1,500,000	\$1,500,000				Refugee services
1,500,000	\$1,500,000				Mental health early intervention for children and youth
1,000,000	\$250,000	\$250,000	\$250,000	\$250,000	Children's Center for preschool children with MH needs
1,000,000	-	-	-		Supported Employment - WAIVER DENIED BY FEDERAL GOVT
750,000	\$250,000	\$250,000	\$250,000		Family Resource Facilitator Higher Education Navigator Program
566,600	\$566,600				Child care for 60 days during temporary unemployment
300,000	\$300,000				The Marriage Commission
150,000	\$150,000				Hyrum Community Resource Center - direct services to families
104,000	\$104,000				Garland Community Resource Center - services of self-reliance
50,000	\$25,000	\$25,000			Weber County Youth Impact Program - youth services
17,293,000	8,873,100	2,573,300	2,548,300	2,298,300	Total New TANF Funding Authorized During 2014 General Session

Table 4

APPENDIX C -

Appendix C provides a summary of the additional \$51.5 million TANF reserve identified during the 2014 interim in accordance with Legislative intent language.

Additional \$51.5 Million in TANF Uses - Interim 2014		
Service	Organization	Funding Approved
Addiction Intervention	Asian Association of Utah dba Refugee and Immigrant	\$388,801.00
Addiction Intervention	City of St. George	\$616,600.00
Addiction Intervention	House of Hope (Provo)	\$900,000.00
Addiction Intervention	Northeastern Counseling Center	\$300,000.00
Addiction Intervention	Odyssey House, Inc. - Utah	\$988,227.00
Addiction Intervention	Pinnacle Canyon Academy	\$592,324.00
Addiction Intervention	Project Reality	\$700,000.00
Addiction Intervention	Utah County Department of Drug and Alcohol Prevent	\$486,849.00
Addiction Intervention	Valley Behavioral Health	\$900,000.00
		9 \$5,872,801.00
Service	Organization	Funding Approved
Adult Mentoring	City of St. George	\$500,728.00
Adult Mentoring	Community Action Services and Food Bank	\$650,411.00
Adult Mentoring	Family Connection Center	\$640,375.00
Adult Mentoring	Grand County School District - Arches Education Cente	\$175,593.00
Adult Mentoring	People Helping People	\$495,479.00
Adult Mentoring	Project Read	\$90,000.00
Adult Mentoring	Southwest Behavioral Health Center - IPS	\$568,308.00
Adult Mentoring	Weber State University	\$378,541.00
		8 \$3,499,435.00
Service	Organization	Funding Approved
Basic Technology	Salt Lake Community College	\$493,653.00
		1 \$493,653.00
Service	Organization	Funding Approved
Domestic Violence	Utah Health & Human Rights	\$297,380.00
		1 \$297,380.00
Service	Organization	Funding Approved
Employment Retention	City of St. George	\$573,850.00
Employment Retention	Davis Citizens' Coalition Against Violence dba Safe Ha	\$283,484.00
		2 \$857,334.00
Service	Organization	Funding Approved
Expungement Assistance	COTTAGES OF HOPE (CofH)	\$295,837.00
Expungement Assistance	Utah Legal Services	\$419,200.00
		2 \$715,037.00

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Service	Organization	Funding Approved
Family Preservation	Asian Association of Utah dba Refugee and Immigrant	\$520,345.00
Family Preservation	Box Elder Family Support Center	\$774,031.00
Family Preservation	San Juan Counseling Center	\$255,000.00
Family Preservation	Southwest Behavioral Health Center - MCOT	\$632,686.00
Family Preservation	The Road Home	\$887,254.00
Family Preservation	Utah Valley Family Support Center DBA Family Support	\$976,895.00
Family Preservation	Utah Youth Village	\$900,000.00
Family Preservation	Valley Behavioral Health	\$352,465.00
Family Preservation	Volunteers of America, Utah	\$241,432.00
	9	\$5,540,108.00
Service	Organization	Funding Approved
Fatherhood Initiatives	Davis School District Head Start-Early Head Start	\$198,070.00
Fatherhood Initiatives	For Kids' Sake Child Custody Evaluations and Counseli	\$283,380.00
Fatherhood Initiatives	Odyssey House, Inc. - Utah	\$484,308.00
	3	\$965,758.00
Service	Organization	Funding Approved
Financial Responsibility	AAA Fair Credit Foundation	\$327,392
Financial Responsibility	Cedar City Housing Authority	\$140,888
Financial Responsibility	COTTAGES OF HOPE (CofH)	\$669,435
Financial Responsibility	First Step House	\$227,230
Financial Responsibility	Utah Community Action Partnership Association dba C	\$345,000
Financial Responsibility	Utah State University - "CHANGES/financial education	\$132,518
Financial Responsibility	Utah State University Extension "Financial Responsibi	\$315,290
Financial Responsibility	Utah State University Extension: Smart Money Moves	\$221,881
Financial Responsibility	Utah State University Housing and Financial Counselin	\$102,327
Financial Responsibility	Utah State University Individualized Financial Educatio	\$227,500
	10	\$2,709,461

Service	Organization	Funding Approved
Parenting Relationship Skills	Horizonte Instruction and Training Center, Salt Lake Ci	\$364,569
Parenting Relationship Skills	Jewish Family Service	\$206,264
Parenting Relationship Skills	Pinnacle Canyon Academy	\$125,973
Parenting Relationship Skills	Pregnancy Care Center	\$253,211
Parenting Relationship Skills	United Way Of Northern Utah	\$479,909
Parenting Relationship Skills	United Way of Utah County	\$523,444
Parenting Relationship Skills	Utah Division of Juvenile Justice Services	\$303,384
Parenting Relationship Skills	Utah Family Partnership Network	\$535,743
Parenting Relationship Skills	Utah State University - Kane Co.	\$105,969
Parenting Relationship Skills	Utah State University - Parenting Skills for Healthy Far	\$306,342
Parenting Relationship Skills	Utah State University - Stepfamily Relationships	\$1,120,797
Parenting Relationship Skills	Utah State University - Utah and Duchesne County	\$255,240
Parenting Relationship Skills	Utah Valley Family Support Center DBA Family Support	\$195,655
Parenting Relationship Skills	Wasatch Mental Health Children and Family Services I	\$885,879
	14	\$5,662,379
Service	Organization	Funding Approved
Pregnancy Prevention	Fathers and Families Coalition of Utah	\$233,712.00
	1	\$233,712.00
Service	Organization	Funding Approved
PreK	Boys & Girls Club of Northern Utah	\$210,550.00
PreK	Davis School District Head Start-Early Head Start	\$122,006.00
PreK	Grand County School District	\$398,381.00
PreK	Housing Authority of the County of Salt Lake	\$329,767.00
PreK	Odyssey House, Inc. - Utah	\$912,242.00
PreK	Wasatch County School District.pdf	\$370,234.00
PreK	YMCA of Northern Utah	\$1,011,043.00
	7	\$3,354,223.00
Service	Organization	Funding Approved
Rural Transportation	Bear River Association of Governments	\$371,353.00
	1	\$371,353.00
Service	Organization	Funding Approved
Skills Training for Incarceration	COTTAGES OF HOPE (CofH)	\$534,888.00
Skills Training for Incarceration	Golden Spike Outreach	\$898,153.00
Skills Training for Incarceration	Utah State University - Food Farming Future	\$303,196.00
	3	\$1,736,237.00

WORKFORCE SERVICES TANF FUNDS

Service	Organization	Funding Approved
Youth Mentoring	AMERICAN INDIAN SERVICES	\$642,194.00
Youth Mentoring	Big Brothers Big Sisters of Utah	\$390,000.00
Youth Mentoring	Canyon Creek Women's Crisis Center (CCWCC)	\$172,575.00
Youth Mentoring	Granite School District	\$651,293.00
Youth Mentoring	Karen W Malm PhD PC dba Summit Community Couns	\$900,000.00
Youth Mentoring	Red Rock Center for Independence	\$237,318.00
Youth Mentoring	State of Utah Division of Juvenile Justice Services Was	\$468,787.00
Youth Mentoring	Utah Division of Juvenile Justice Services	\$207,474.00
Youth Mentoring	Utah State University - 4-H State Officers /State Amba	\$307,088.00
Youth Mentoring	Utah State University - Cache County 4-H - Cache Makε	\$953,275.00
Youth Mentoring	Utah State University - Extension-Kane County 4-H Yoι	\$129,665.00
Youth Mentoring	Utah State University - Garfield County 4-H Mentoring	\$109,713.00
Youth Mentoring	Utah State University - Morgan County 4-H Afterschoo	\$371,669.00
Youth Mentoring	Utah State University - Salt Lake County 4-H STEM Proε	\$344,802.00
Youth Mentoring	Utah State University - Sanpete County 4-H Afterscho	\$499,651.00
Youth Mentoring	Utah State University - Sevier County 4-H Youth Mentc	\$584,869.00
Youth Mentoring	Utah State University - Teen Council / Regional Amba	\$627,086.00
Youth Mentoring	Utah State University - Utah & Duchesne County 4-H N	\$869,160.00
Youth Mentoring	Utah State University - Utah County 4-H - Teen Leader:	\$881,510.00
Youth Mentoring	Utah State University - Wasatch 4-H Afterschool Ment	\$269,474.00
Youth Mentoring	Utah State University - Wayne County After School Ad	\$184,111.00
Youth Mentoring	Utahns Against Hunger	\$210,689.00
Youth Mentoring	Volunteers of America, Utah	\$255,423.00
		23 \$10,267,826.00
Service	Organization	Funding Approved
Combined Services		
Addiction Intervention	Utah Support Advocates for Recovery Awareness	\$898,488.00
Family Preservation	Utah Support Advocates for Recovery Awareness (USA	
Addiction Intervention	First Step House	\$900,000.00
Fatherhood Initiatives	First Step House	
Adult Mentoring	Weber State University Division of Continuing Education	
Basic Technology	Weber State University Division of Continuing Education	
Employment Retention	Weber State University Division of Continuing Education	
Skills Training for Incarceration	Weber State University Division of Continuing Educati	\$1,500,000.00
Addiction Intervention	Kane County (Drug Court)	\$100,000.00
Parenting Relatinoship Skills	Kane County (Community Coalition)	

Adult Mentoring	SALT LAKE COMMUNITY ACTION PROGRAM & HEAD ST	
Family Preservation	SALT LAKE COMMUNITY ACTION PROGRAM	\$1,200,000.00
PreK	SALT LAKE COMMUNITY ACTION PROGRAM & HEAD ST	
Financial Responsibility	The Utah State Alliance of Boys & Girls Clubs/Boys & C	
Parenting Relationship Skills	The Utah State Alliance of Boys & Girls Clubs/Boys & C	\$1,500,000.00
Pregnancy Prevention	The Utah State Alliance of Boys & Girls Clubs/Boys &	
Addiction Intervention	House of Hope (Salt Lake)	
Basic Technology	House of Hope (SLC) Computer Skills Program	
Domestic Violence	House of Hope (SLC) Domestic Violence Program	\$1,800,000.00
Parenting Relationship Skills	House of Hope (Salt Lake) Hope for Families	
PreK	House of Hope (Hope Center for Children) Pre-K	
Adult Mentoring	LSI Business Development, Inc. (LSI) - JTAP Program	\$999,131.00
Basic Technology	LSI Business Development, Inc. (LSI) - BTT Program	
		\$8,897,619.00
	Total:	\$51,474,316.00

Table 5

APPENDIX D – AGENCY COLLABORATED INTERGENERATIONAL POVERTY AND SYSTEM OF CARE USES OF TANF

Appendix D provides detail of the proposed use of an additional \$28 million for agency collaborated TANF grants.

WORKFORCE SERVICES TANF FUNDS

Subrecipient	Project	DWS/EDO Approval	Funding Amount	Length	Status	Notes
DHS	System of Care	Approved	\$ 3,400,000.00	3 years	Out to DHS For Signature	Once we get this back from DHS our signature will execute the contract.
DHS (DCFS)	STEP Peer Parenting Program	Preliminary	\$ 1,500,000.00	3 years	Received initial proposal. Currently waiting for TANF proposal packet that includes Proposal Cover Sheet, Proposal Narrative, Budget Detail, and Budget Narrative.	
DHS (DCFS)	Home Works	Preliminary	\$ 6,000,000.00	3 years	Received initial proposal. Currently waiting for TANF proposal packet that includes Proposal Cover Sheet, Proposal Narrative, Budget Detail, and Budget Narrative.	
DHS (DSAMH)	ATR	Preliminary	\$ 6,000,000.00	3 years	Received initial proposal. Currently waiting for TANF proposal packet that includes Proposal Cover Sheet, Proposal Narrative, Budget Detail, and Budget Narrative.	
DHS (JJS)	Early Intervention/Prevention	Preliminary	\$ 1,767,000.00	3 years	Received complete proposals on 2/3/15. Changes were made to the original proposals. DWS is reviewing the new proposals.	
Dept of Corrections	RAP	Preliminary	\$4,703,200	3 years	Received proposal, currently negotiating budget and program details.	Originally \$1,000,000 was set aside for this project, but current proposal is for \$4,703,200.
DOH	Evidenced Based Home Visiting	Preliminary	\$ 3,000,000.00	3 years	Waiting for proposal	
Salt Lake County	Home Visiting NFP	Approved	\$ 1,632,967.00	3 years	Salt Lake County is reviewing Scope of Work to provide feedback before contract is packaged.	
Vocational Rehabilitation	Initial discussion with VR on TANF Purposes and possible services					

Table 6