Utah Children's Budget Report 2017

Adding Up Our Commitment to Kids

VOICES FOR UTAH Children

April 2017

Acknowledgements

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This report was prepared by Brendan Fife and Huy Huynh together with Voices for Utah Children's State Priorities Partnership Director, Matthew Weinstein, as part of a partnership between Voices for Utah Children and the University of Utah Department of Economics.

Analysis + Impact
State Priorities Partnership

Voices for Utah Children is the Utah affiliate of the State Priorities Partnership, a consortium of independent nonprofit research and policy organizations in 42 states that use evidence and analysis to advance public policies and investments that reduce poverty and give all people the opportunity to achieve the American dream.

Since 1985, Voices for Utah Children has worked to make Utah a place where all children thrive. We start with one basic question: "Is it good for kids?" At Voices for Utah Children, we believe that every child deserves the opportunity to reach his or her full potential.

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Report Highlights

Page 7: In 2015 and 2016, the state-funded portion of the Utah Children's Budget exceeded its pre-recession level in real, per-child terms.

Page 10: 78% of Utah Children's Budget is from state sources, 22% federal.

Page 11: Of the state-funded portion of the Children's Budget, 90% is K-12 Education

Page 13: Top areas for real state dollar increases 2008-2016 in the Children's Budget:
#1: Education = $618 million (14% increase)
#2: Health Care = $79 million (63% increase) (compared to federal increase of $312 million/108%)

Page 17: K-12 Education total real dollar funding per student after inflation was still below its pre-recession level in 2016.

Pages 18-19: If current trends continue, Utah is on track to pass Idaho and escape 50th place in per pupil spending when new Census Bureau data from 2015 is released in June 2017.

Introduction: Why a "Children's Budget"?

The legitimate object of government, is to do for a community of people, whatever they need to have done, but can not do, at all, or can not, so well do, for themselves in their separate, and individual capacities.
-- President Abraham Lincoln

Every year, the Utah Legislature drafts, holds hearings on, debates, and, in the end, passes the Utah state budget. The state budget represents the highest aspirations of the citizens of Utah coming together to pool our resources and accomplish things together that we cannot accomplish as effectively on our own.

It is therefore no surprise that the top priority of the state budget is Utah's children. The investments we make in our children today have enormous economic and social implications for Utah's future. That is why we pool taxpayers' resources to establish an education system, provide for the health and other basic needs of our most vulnerable children, and intervene in children's lives when their safety is at risk.

This report, *Utah Children's Budget Report 2017,* examines public investment in children from FY2008 through FY2016. It is an update of earlier reports published in 2009, 2011, and 2015. It does not assess the effectiveness of programs. Rather, it simply quantifies the level of public funding for children in Utah and identifies trends over the nine-year period.

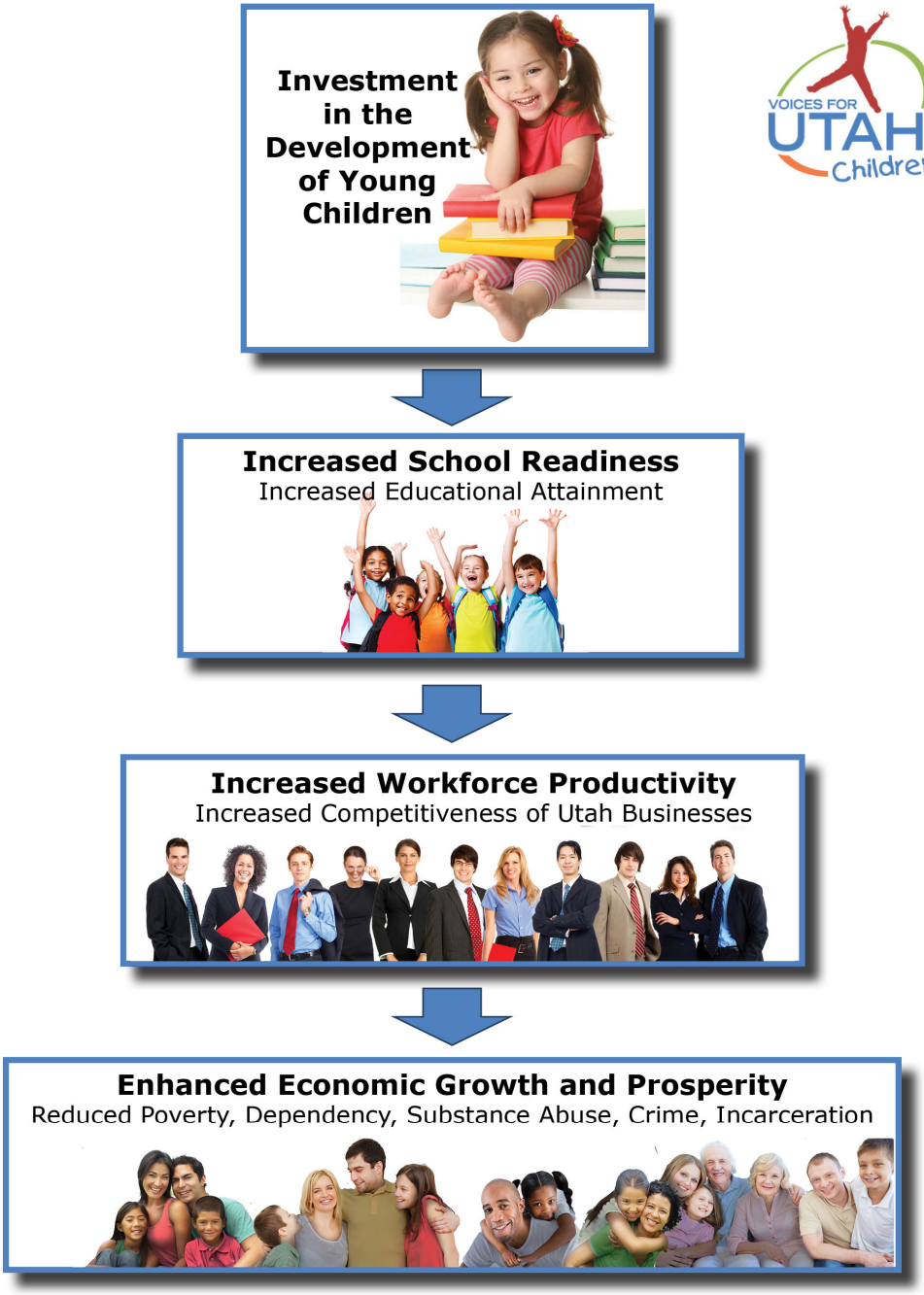
Information on funding for children is important for several reasons. It can:

1. Assist policymakers in assessing whether their funding decisions reflect, in the aggregate, their priorities with respect to children.
2. Illustrate how specific programs compare with spending on children overall.
3. Aid policymakers in examining how much is spent on children for specific purposes (i.e. for early education or child welfare) or how funding for children compares to total state and federal spending in the state.

Public investment in children should be understood as an important component of our economic development strategy that impacts the state as a whole, both in the present and the future. Examining how much Utah invests in children can help the state evaluate how efficiently it is enhancing the potential of our future workforce and maximizing our investment in human capital and economic development.

Voices for Utah Children hopes that this report can serve a useful purpose by informing future budget debates and better enabling policymakers and the general public to set the best priorities for our state.

The Link Between
Investment in Children & Economic Growth



Executive Summary

In this report, Voices for Utah Children divides all state programs concerning children (which add up to about half of the overall state budget) into seven categories, without regard to their location within the structure of state government. The seven categories are as follows, in descending order by dollar value (based on the sums of both state and federal funds):

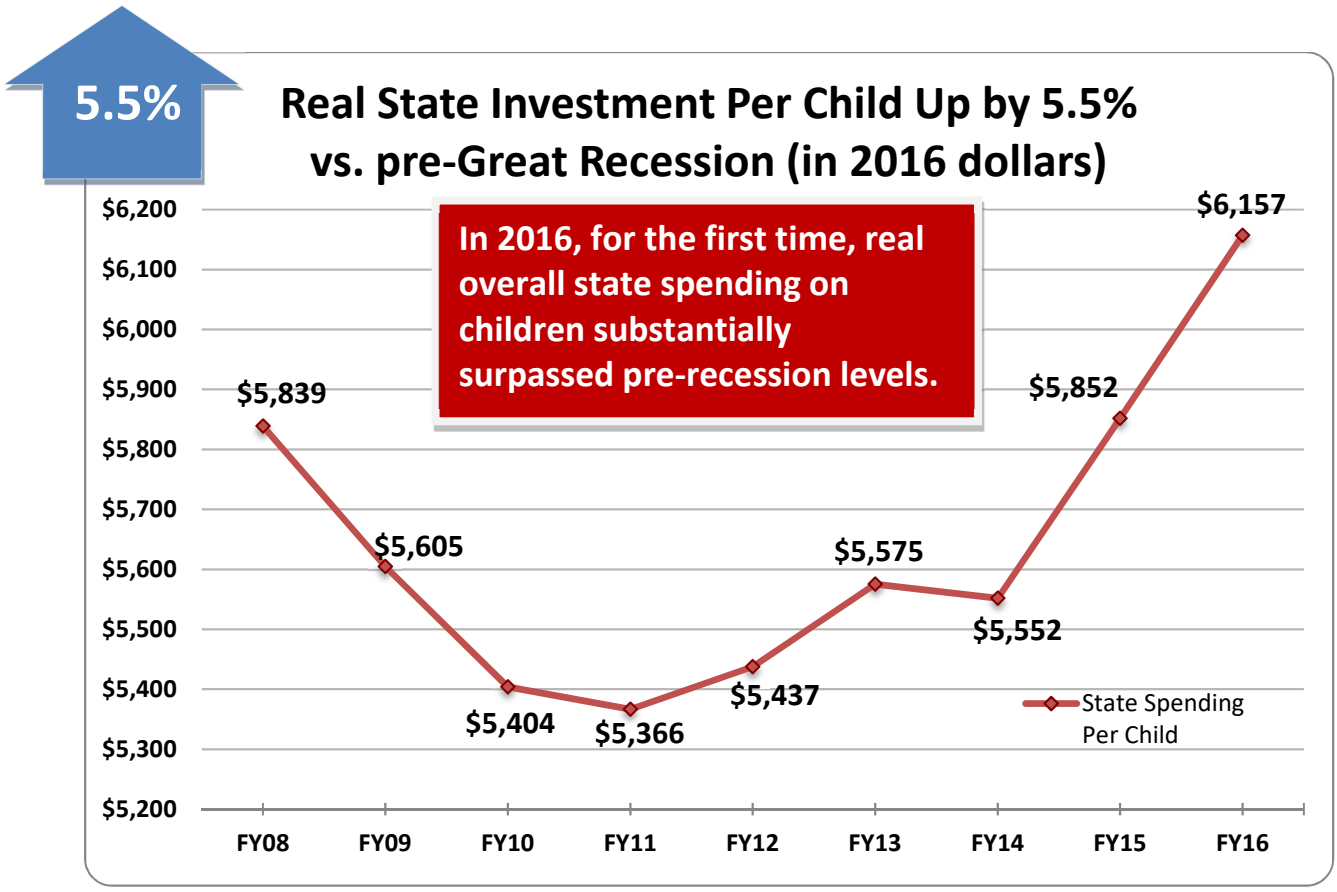
- Education, which makes up 90.3% of the state-funded portion of the Children's Budget and 77.0% overall counting both state and federal funds
- Health – 3.6% of the state-funded portion and 11.1% overall
- Food and Nutrition – 0.7% of state-funded portion and 5.0% overall
- Early Childhood Education – 1.0% of state-funded portion and 2.6% overall
- Child Welfare -- 2.1% of state-funded portion and 2.3% of overall
- Juvenile Justice – 2.3% of state-funded portion and 1.8% overall
- Income Support – 0.1% of state-funded portion and 0.2% overall

We then add up the revenues in each of these areas, separating state from federal dollars, and we compare the figures over time from FY2008, the last year before the state budget began to be affected by the Great Recession, through FY2016, the most recent year for which final revenue data was available.

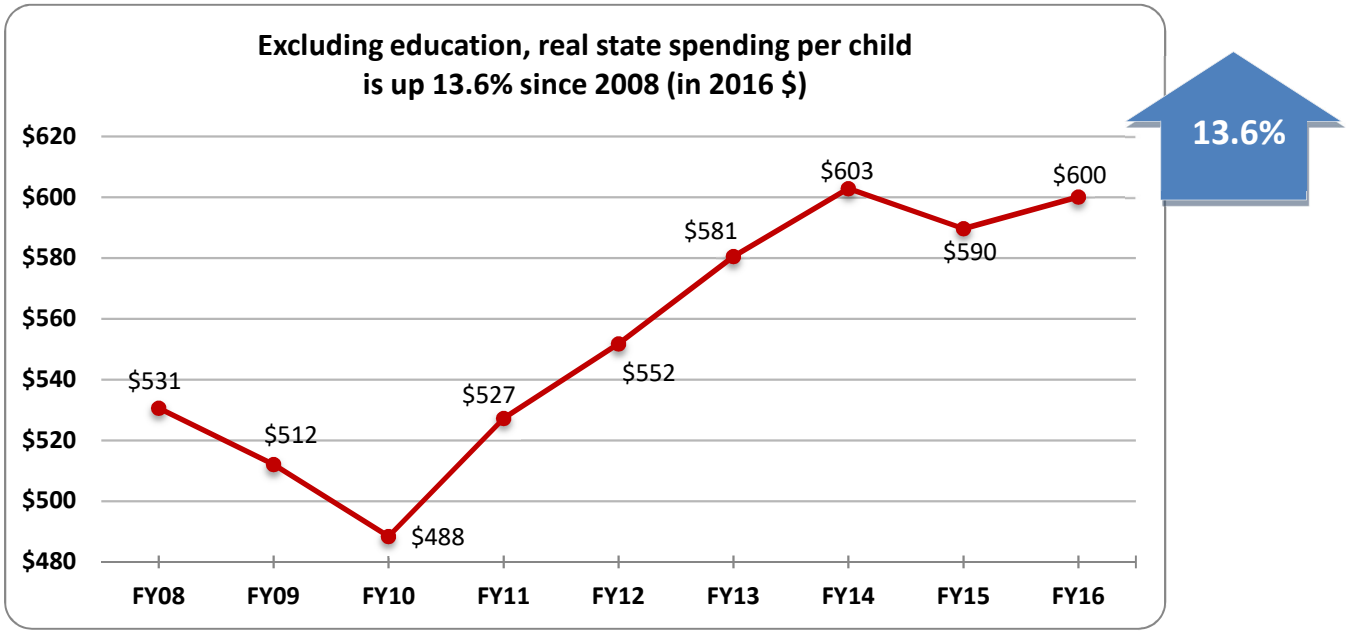
Our most important findings are as follows:

GOOD NEWS: In FY2015 and 2016, real (inflation-adjusted) overall state investment in children finally exceeded its pre-recession level, reaching $6,157 per child in FY2016, compared to $5,839 in FY2008. On an overall basis, this means that Utah's level of real state public investment in children last year exceeded the FY2008 level by a total of approximately $293 million, after adjusting for population growth. (See page 7.)

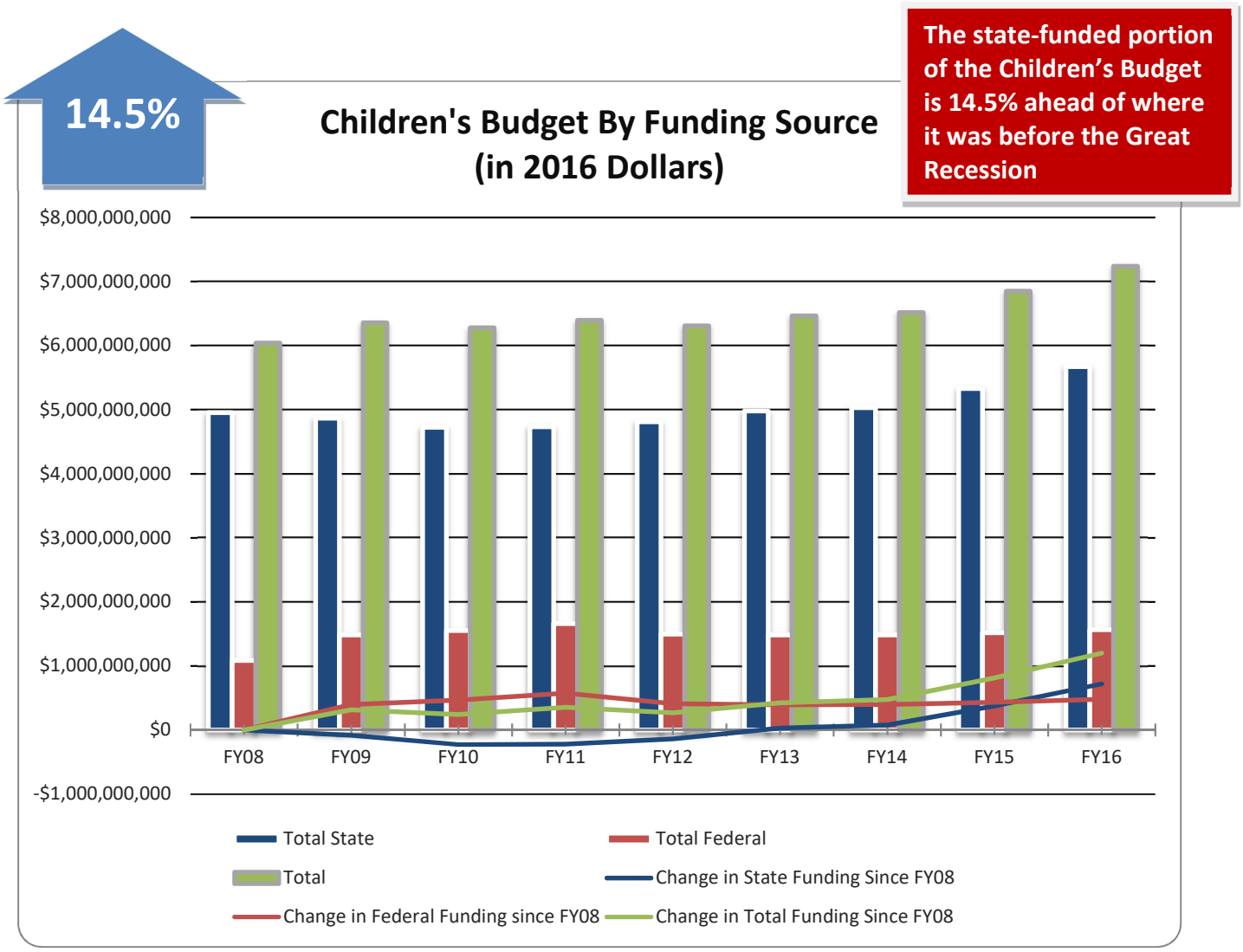
BAD NEWS: In spite of this progress, and in spite of the state putting 86% of all new Children's Budget dollars into education, it is unfortunately still the case that real (inflation-adjusted) per-student K-12 education funding remains below pre-recession levels, even after seven years of economic expansion. (See page 17.)



If we exclude K-12 education and look only at the 10% of the state-funded portion of the Children's Budget that comprises the other six areas, we find the following:



As illustrated in the chart below, after accounting for inflation, the total state investment in children in FY2016 was 14.5% higher than in FY2008, before the start of the Great Recession. Over the same time period, Utah's child population grew by 8.6%.



The charts on this page and the next present the totals for each of the seven areas of the Utah Children's Budget, with state and federal funding presented separately. This page presents the nominal data, not adjusted for inflation. The next page presents the same data adjusted for inflation. The seven areas are sorted in descending order by total dollar value (adding up the state and federal funds together).

Utah's Children's Budget (in nominal dollars – not adjusted for inflation)

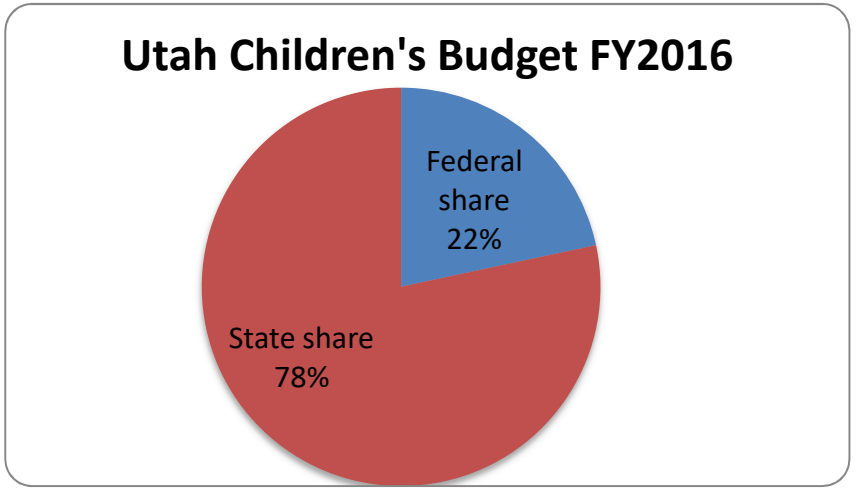
		FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State	Education*	$4,039,262,256	$3,954,824,523	$3,905,844,866	$3,999,274,423	$4,136,860,399	$4,331,572,281	$4,424,561,066	$4,732,876,032	$5,120,470,969
	Health Programs**	$111,756,870	$106,792,467	$108,101,798	$134,827,875	$164,105,428	$189,562,095	$211,494,950	$194,736,147	$203,599,527
	Food and Nutrition	$25,804,600	$26,931,000	$28,039,400	$29,681,700	$32,188,700	$34,772,500	$35,003,400	$37,669,700	$40,588,500
	Early Childhood Education***	$41,206,364	$44,019,373	$40,105,208	$39,208,016	$47,731,188	$51,715,791	$55,091,646	$55,755,703	$59,218,915
	Child Welfare Programs	$101,136,700	$97,462,900	$94,541,300	$109,695,400	$102,593,500	$106,154,500	$112,489,101	$112,773,700	$118,365,500
	Juvenile Justice	$120,723,000	$120,892,200	$115,367,700	$121,269,800	$118,835,100	$116,615,000	$120,370,900	$125,950,800	$128,266,400
	Income Support Programs**	$3,122,940	$1,576,444	$1,916,836	$1,029,577	$1,735,233	$4,641,860	$4,564,703	$3,473,824	$2,906,053
Federal	Education	$342,042,352	$564,988,141	$560,192,404	$577,814,390	$461,246,072	$446,827,597	$430,478,272	$449,573,886	$455,008,718
	Health Programs**	$259,067,347	$317,693,541	$342,973,615	$482,614,802	$436,074,181	$473,351,445	$531,292,165	$547,407,583	$600,610,144
	Food and Nutrition	$184,200,236	$239,262,895	$304,888,062	$330,109,046	$345,781,522	$340,338,108	$316,943,522	$320,276,135	$318,778,203
	Early Childhood Education***	$99,642,309	$101,016,205	$94,335,276	$100,930,180	$117,533,002	$111,496,717	$118,875,319	$121,961,912	$127,898,363
	Child Welfare Programs	$54,904,900	$63,241,500	$61,231,800	$34,181,000	$42,968,400	$44,155,500	$45,690,099	$45,538,500	$47,345,100
	Juvenile Justice	$15,236,800	$16,078,000	$15,474,500	$2,625,400	$2,934,200	$3,665,400	$3,216,000	$4,136,000	$3,785,300
	Income Support Programs**	$19,276,824	$24,877,882	$32,618,535	$29,253,448	$23,988,398	$18,809,947	$18,342,759	$13,068,194	$13,238,688
	Total State	$4,443,012,729	$4,352,498,907	$4,293,917,107	$4,434,986,791	$4,604,049,548	$4,835,034,027	$4,963,575,767	$5,263,235,906	$5,673,415,864
	Total Federal	$974,370,767	$1,327,158,165	$1,411,714,192	$1,557,528,266	$1,430,525,775	$1,438,644,714	$1,464,838,136	$1,501,962,210	$1,566,664,516
	Total	$5,417,383,497	$5,679,657,071	$5,705,631,299	$5,992,515,057	$6,034,575,323	$6,273,678,741	$6,428,413,903	$6,765,198,116	$7,240,080,380

* The sum of local and state education funding
** The estimated funding for children exclusively
*** Head Start numbers are for the federal fiscal year

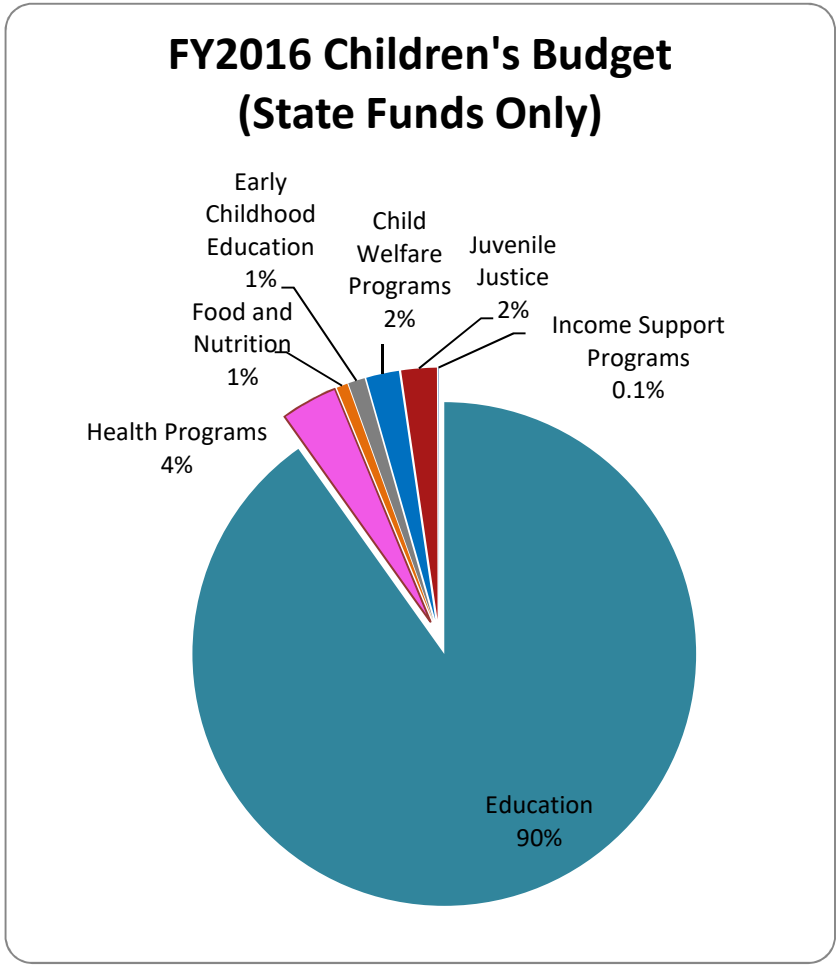
Utah's Children's Budget (in constant 2016 dollars)

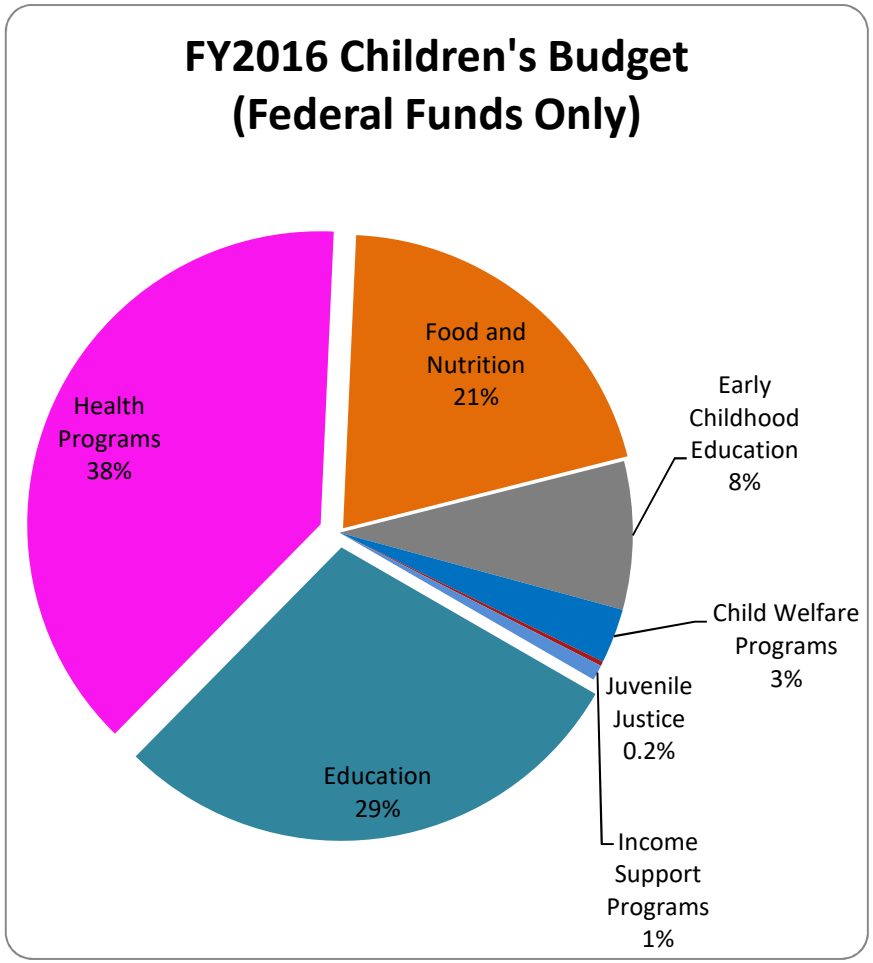
		FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State	Education	$4,502,748,478	$4,424,362,810	$4,299,051,687	$4,267,191,797	$4,324,501,471	$4,462,677,662	$4,485,714,265	$4,792,601,842	$5,120,470,969
	Health Programs	$124,580,441	$119,471,449	$118,984,556	$143,860,196	$171,548,976	$195,299,645	$214,418,086	$197,193,590	$203,599,527
	Food and Nutrition	$28,765,556	$30,128,395	$30,862,165	$31,670,121	$33,648,726	$35,824,973	$35,487,193	$38,145,067	$40,588,500
	Early Childhood Education	$45,934,599	$49,245,592	$44,142,655	$41,834,620	$49,896,195	$53,281,093	$55,853,085	$56,459,304	$59,218,915
	Child Welfare Programs	$112,741,658	$109,034,226	$104,058,904	$117,044,059	$107,246,970	$109,367,519	$114,043,847	$114,196,831	$118,365,500
	Juvenile Justice	$134,575,393	$135,245,180	$126,981,926	$129,393,845	$124,225,261	$120,144,631	$122,034,583	$127,540,217	$128,266,400
	Income Support Programs	$3,481,282	$1,763,608	$2,109,806	$1,098,550	$1,813,940	$4,782,357	$4,627,793	$3,517,661	$2,906,053
Federal	Education	$381,290,093	$632,066,607	$616,587,750	$616,523,040	$482,167,423	$460,351,901	$436,428,043	$455,247,215	$455,008,718
	Health Programs	$288,794,098	$355,411,847	$377,501,244	$514,945,889	$455,853,777	$487,678,557	$538,635,315	$554,315,510	$600,610,144
	Food and Nutrition	$205,336,341	$267,669,488	$335,581,566	$352,223,545	$361,465,594	$350,639,254	$321,324,094	$324,317,811	$318,778,203
	Early Childhood Education	$111,075,792	$113,009,399	$103,832,139	$107,691,644	$122,864,102	$114,871,431	$120,518,331	$123,500,992	$127,898,363
	Child Welfare Programs	$61,204,977	$70,749,875	$67,396,090	$36,470,836	$44,917,375	$45,491,972	$46,321,596	$46,113,166	$47,345,100
	Juvenile Justice	$16,985,151	$17,986,868	$17,032,339	$2,801,279	$3,067,290	$3,776,342	$3,260,449	$4,188,194	$3,785,300
	Income Support Programs	$21,488,748	$27,831,520	$35,902,288	$31,213,180	$25,076,472	$19,379,275	$18,596,280	$13,233,106	$13,238,688
	Total State	$4,952,827,407	$4,869,251,260	$4,726,191,699	$4,732,093,188	$4,812,881,538	$4,981,377,879	$5,032,178,851	$5,329,654,511	$5,673,415,864
	Total Federal	$1,086,175,200	$1,484,725,603	$1,553,833,418	$1,661,869,414	$1,495,412,033	$1,482,188,732	$1,485,084,108	$1,520,915,994	$1,566,664,516
	Total	$6,039,002,607	$6,353,976,863	$6,280,025,117	$6,393,962,603	$6,308,293,571	$6,463,566,612	$6,517,262,960	$6,850,570,505	$7,240,080,380

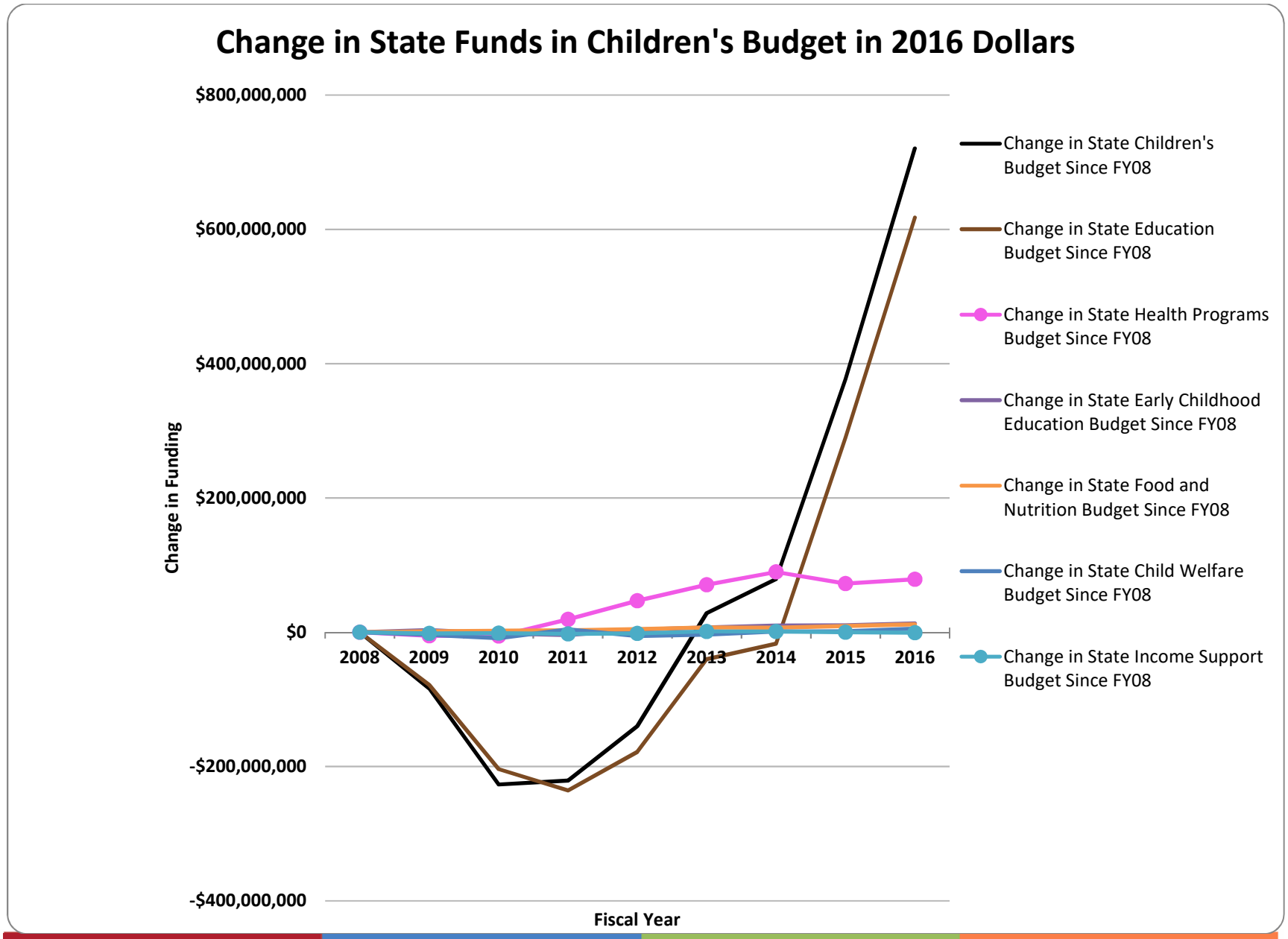
The Utah Children's Budget is mostly state funds; federal funds made up only 22% in FY2016, down from a post-recession high of 26% in FY2011 but still above the pre-recession level of 18% federal funds in FY2008.



The state part of the Children's Budget is 90% for K-12 education and 10% for other program areas, as illustrated in the pie chart below left. The pie chart on the right shows the breakdown of the federal funds portion of the Children's Budget, which is about 2/5 for health care, 3/10 for education, and 1/5 for food and nutrition.

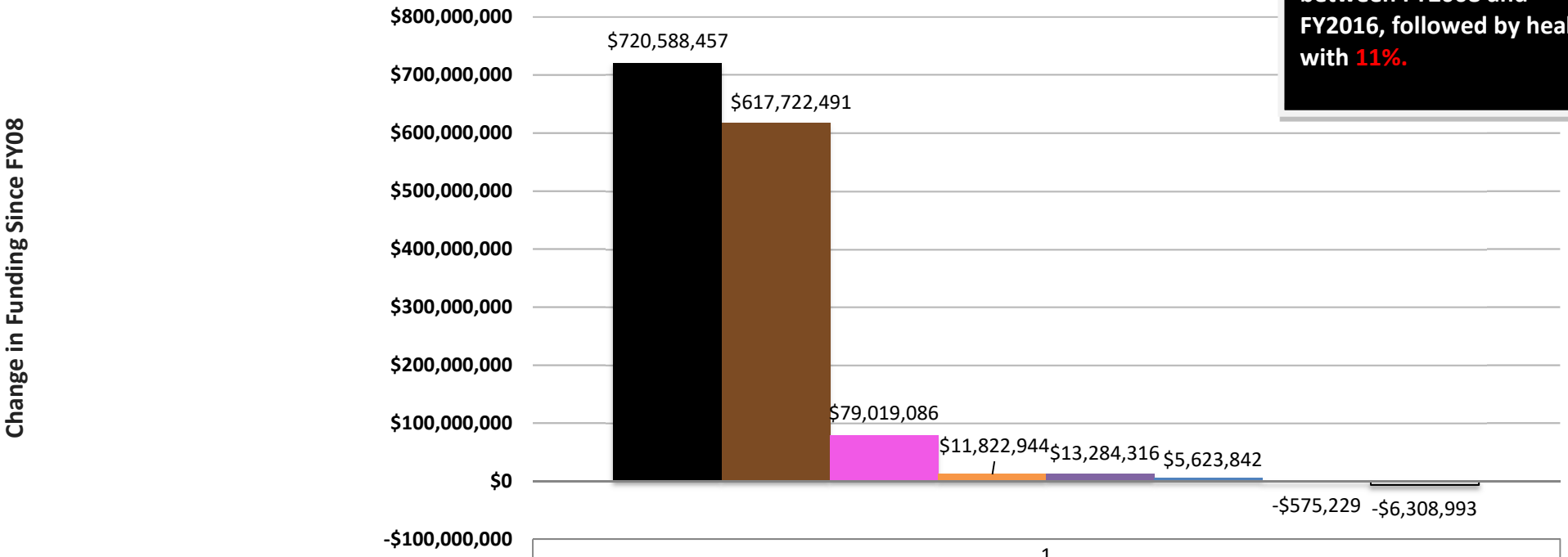





Change in State Funds in Children's Budget in 2016 Dollars
$800,000,000
$600,000,000
$400,000,000
$200,000,000
$0
-$200,000,000
-$400,000,000
Change in Funding
2008
2009
2010
2011
2012
2013
2014
2015
2016
Fiscal Year
Change in State Children's Budget Since FY08
Change in State Education Budget Since FY08
Change in State Health Programs Budget Since FY08
Change in State Early Childhood Education Budget Since FY08
Change in State Food and Nutrition Budget Since FY08
Change in State Child Welfare Budget Since FY08
Change in State Income Support Budget Since FY08

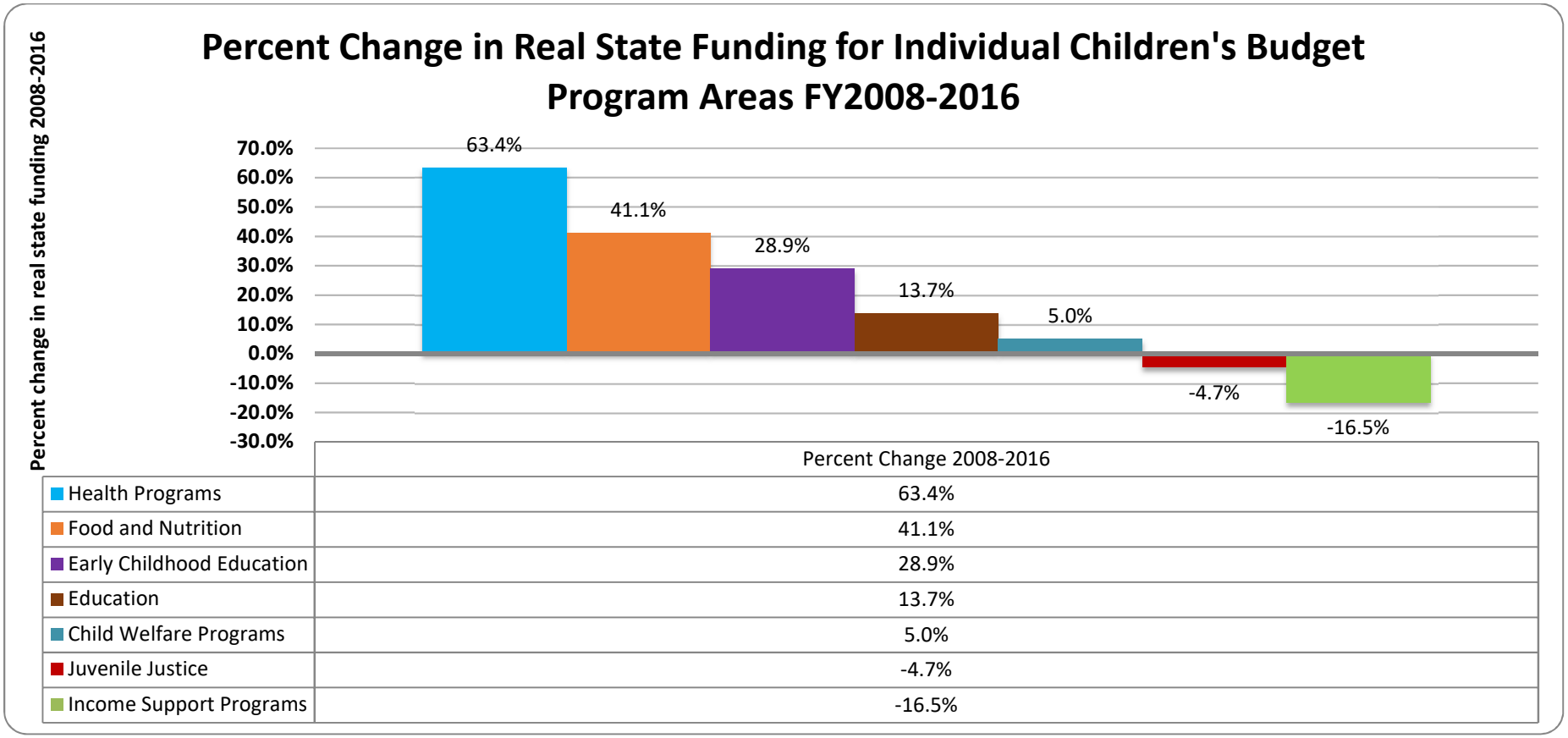
K-12 education received 86% of state dollar increases between FY2008 and FY2016, followed by health with 11%.

Change in Children's Budget 2008-2016 by Program Area In Constant 2016 Dollars (State Funds Only)



	1
Change in State Children Budget Since FY08	$720,588,457
Change in State Education Budget Since FY08	$617,722,491
Change in State Health Programs Budget Since FY08	$79,019,086
Change in State Food and Nutrition Budget Since FY08	$11,822,944
Change in State Early Childhood Education Budget Sice FY08	$13,284,316
Change in state Child Welfare Programs Budget Since FY08	$5,623,842
Change in State Income Support Programs Budget Since FY08	-$575,229
Change in State Juvenile Justice Programs Budget Since FY08	-$6,308,993

The chart below illustrates the percent change in state expenditures in each of the seven Children's Budget program areas from FY2008 to FY2016. From left to right, the program areas are sorted from largest percent increase to smallest. Four program areas saw increases that exceeded the state child population growth rate, while the others did not.



	Percent Change 2008-2016
Health Programs	63.4%
Food and Nutrition	41.1%
Early Childhood Education	28.9%
Education	13.7%
Child Welfare Programs	5.0%
Juvenile Justice	-4.7%
Income Support Programs	-16.5%

The chapters that follow present more detailed information about the seven individual areas of the Children's Budget. The seven chapters are ordered from largest to smallest, identical to the order of the charts on pages 9-10.

Chapter 1 K-12 Education

State and local funding for K-12 education increased by 13.7 percent in real terms from 2008 to 2016, as illustrated in the chart below.

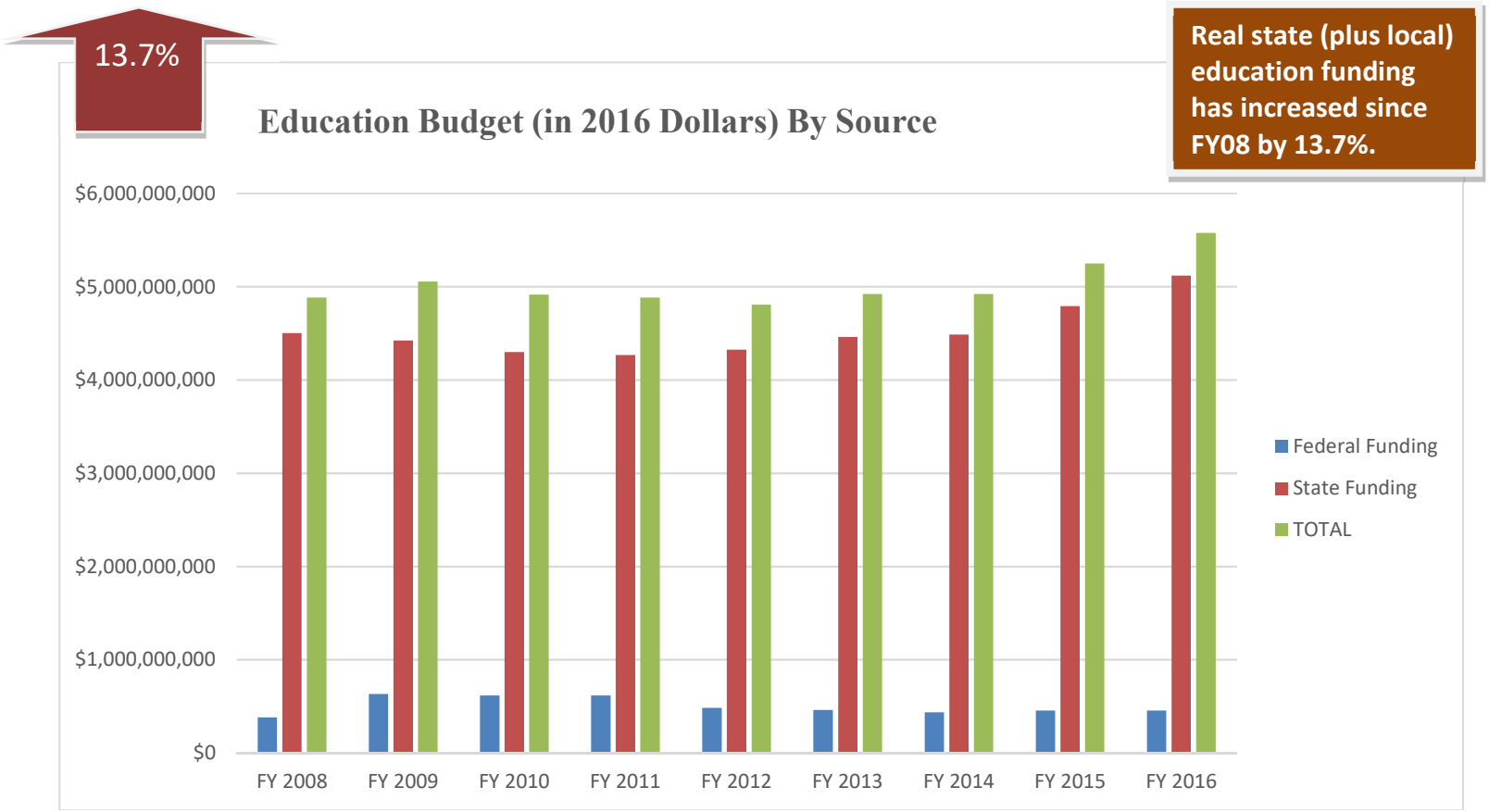
K-12 Education Nominal Budget

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State and Local Funding	$4,039,262,256	$3,954,824,523	$3,905,844,866	$3,999,274,423	$4,136,860,399	$4,331,572,281	$4,424,561,066	$4,732,876,032	$5,120,470,969
Federal Funding	$342,042,352	$564,988,141	$560,192,404	$577,814,390	$461,246,072	$446,827,597	$430,478,272	$449,573,886	$455,008,718
Total	$4,381,304,608	$4,519,812,664	$4,466,037,270	$4,577,088,813	$4,598,106,471	$4,778,399,878	$4,855,039,338	$5,182,449,918	$5,575,479,687

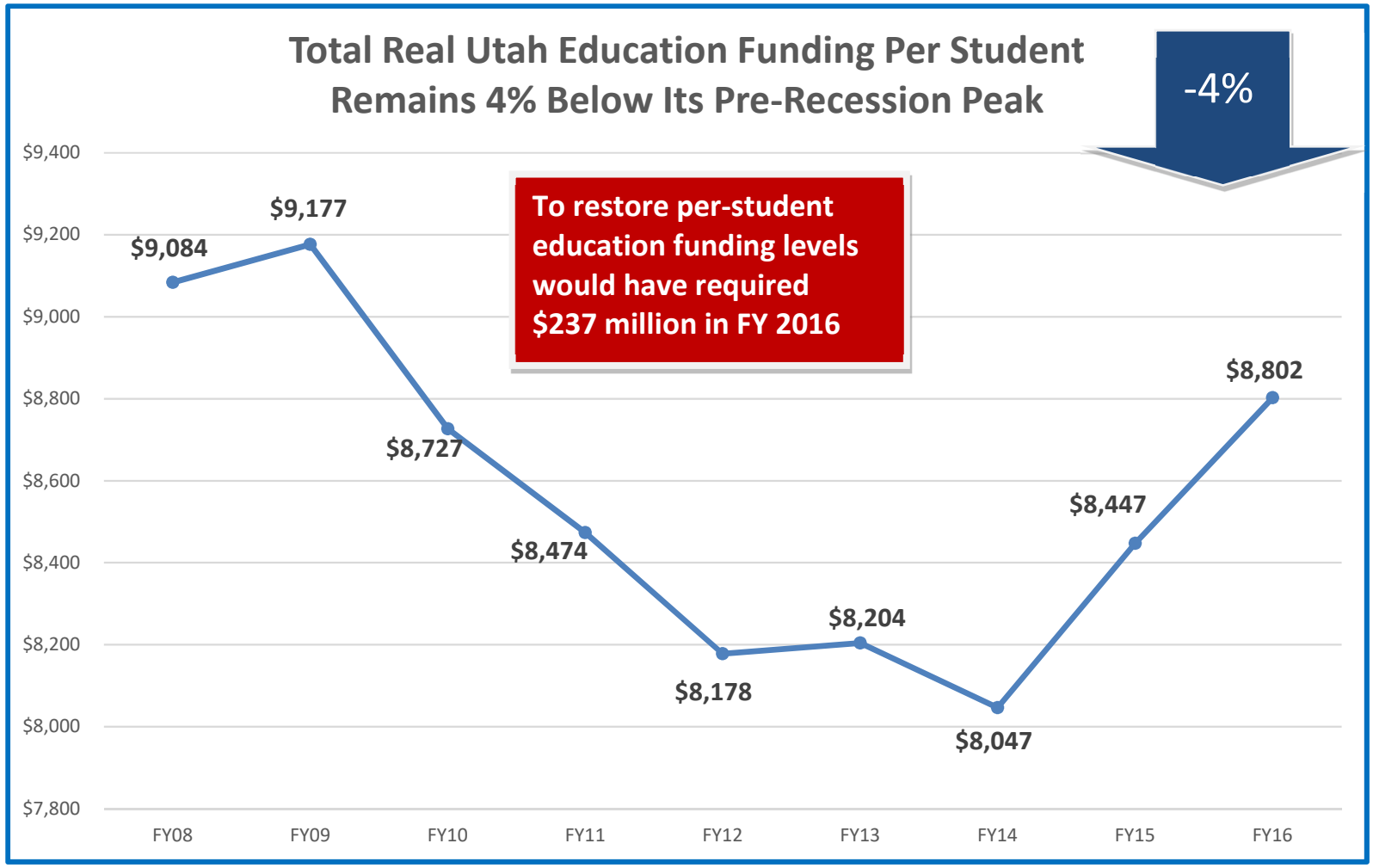
K-12 Education Budget in 2016 Dollars

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State and Local Funding	$4,502,748,478	$4,424,362,810	$4,299,051,687	$4,267,191,797	$4,324,501,471	$4,462,677,662	$4,485,714,265	$4,792,601,842	$5,120,470,969
Federal Funding	$381,290,093	$632,066,607	$616,587,750	$616,523,040	$482,167,423	$460,351,901	$436,428,043	$455,247,215	$455,008,718
Total	$4,884,038,571	$5,056,429,417	$4,915,639,437	$4,883,714,837	$4,806,668,893	$4,923,029,542	$4,922,142,308	$5,247,849,057	$5,575,479,687

Source: Utah State Office of Education. Education revenue data from http://www.schools.utah.gov/data/Superintendents-Annual-Report.aspx .

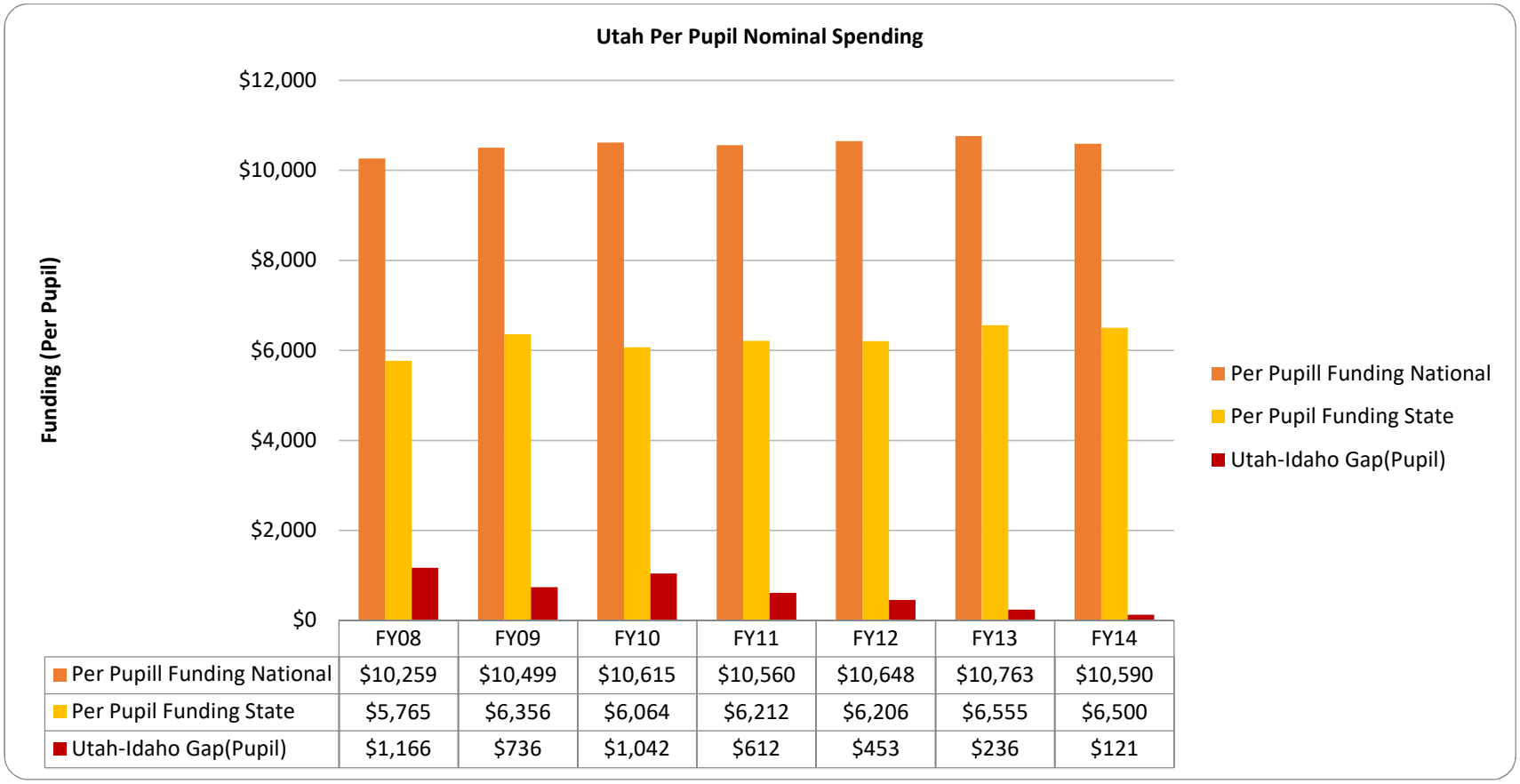


Source: Utah State Office of Education http://www.schools.utah.gov/data/Superintendent-s-Annual-Report.aspx .
"State funding" is the sum of state + local funding



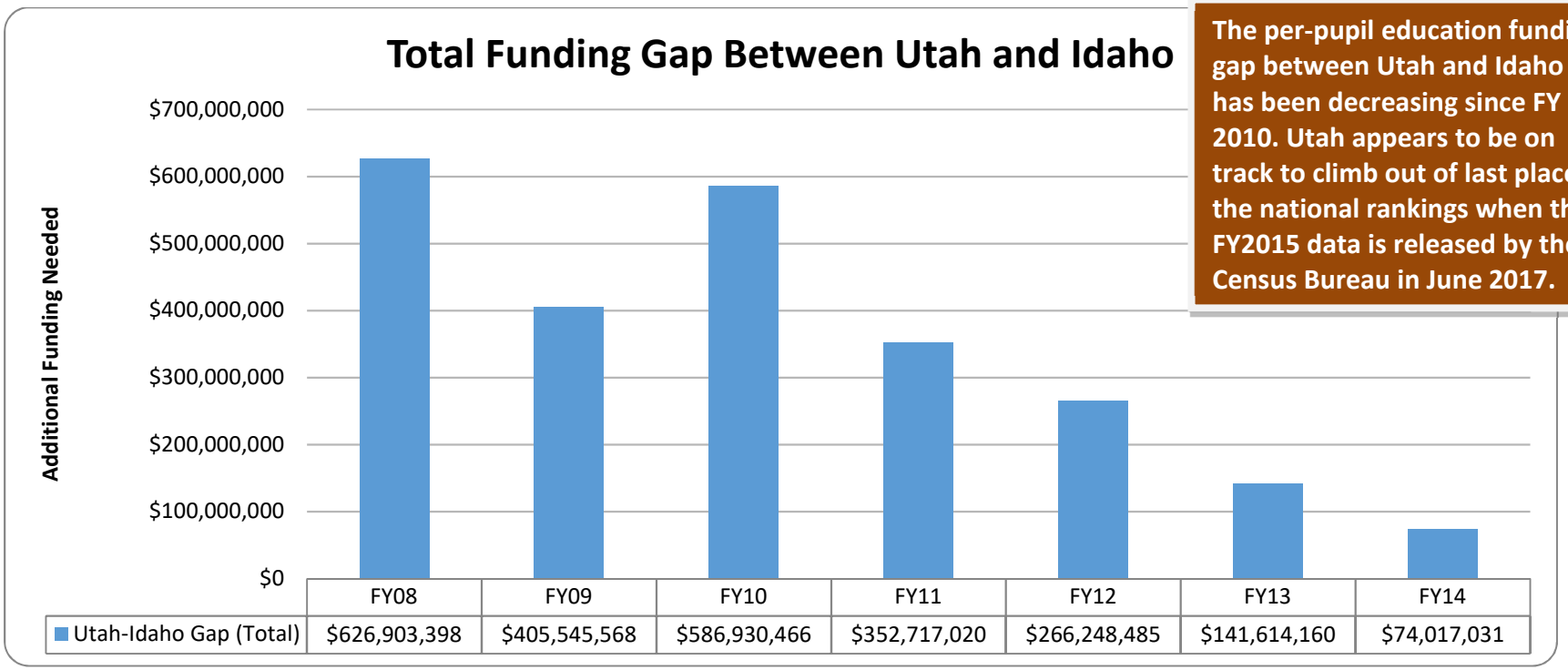
Source: Utah State Office of Education. Education revenue data from http://www.schools.utah.gov/data/Superintendents-Annual-Report.aspx .
Annual fall enrollment data from http://www.schools.utah.gov/data/Reports/Enrollment-Demographics.aspx .
Note that this measure of education funding per student is not comparable to the federal Census Bureau figures for "per pupil current spending" posted annually at https://www.census.gov/govs/school/ .

Ever since 1988, Utah has had the lowest per-pupil funding in the nation. Idaho has long been one step above Utah in 49th place. To achieve the same per-pupil funding as Idaho in FY2014, Utah would have had to increase funding by $74,017,031. The gap between Utah and Idaho has been closing steadily since 2010. If the current trend continues, Utah will displace Idaho in 49th place in the national rankings when new national data (for FY2015) is released in June 2017 by the Census Bureau.



	FY08	FY09	FY10	FY11	FY12	FY13	FY14
Per Pupill Funding National	$10,259	$10,499	$10,615	$10,560	$10,648	$10,763	$10,590
Per Pupil Funding State	$5,765	$6,356	$6,064	$6,212	$6,206	$6,555	$6,500
Utah-Idaho Gap(Pupil)	$1,166	$736	$1,042	$612	$453	$236	$121

Source: U.S. Census Bureau https://www.census.gov/govs/school/ and for 2014 numbers, see: https://census.gov/content/dam/Census/library/publications/2016/econ/g14-aspef.pdf



The per-pupil education funding gap between Utah and Idaho has been decreasing since FY 2010. Utah appears to be on track to climb out of last place in the national rankings when the FY2015 data is released by the Census Bureau in June 2017.

Source: Per-pupil spending data from U.S. Census Bureau www.census.gov/govs/school . Population data from Utah State Office of Education annual fall enrollment data from http://www.schools.utah.gov/data/Reports/Enrollment-Demographics.aspx .

Chapter 2 - Health Care

State funding for health programs for children rose by 63% in real terms from 2008 to 2016, as illustrated in the charts below.

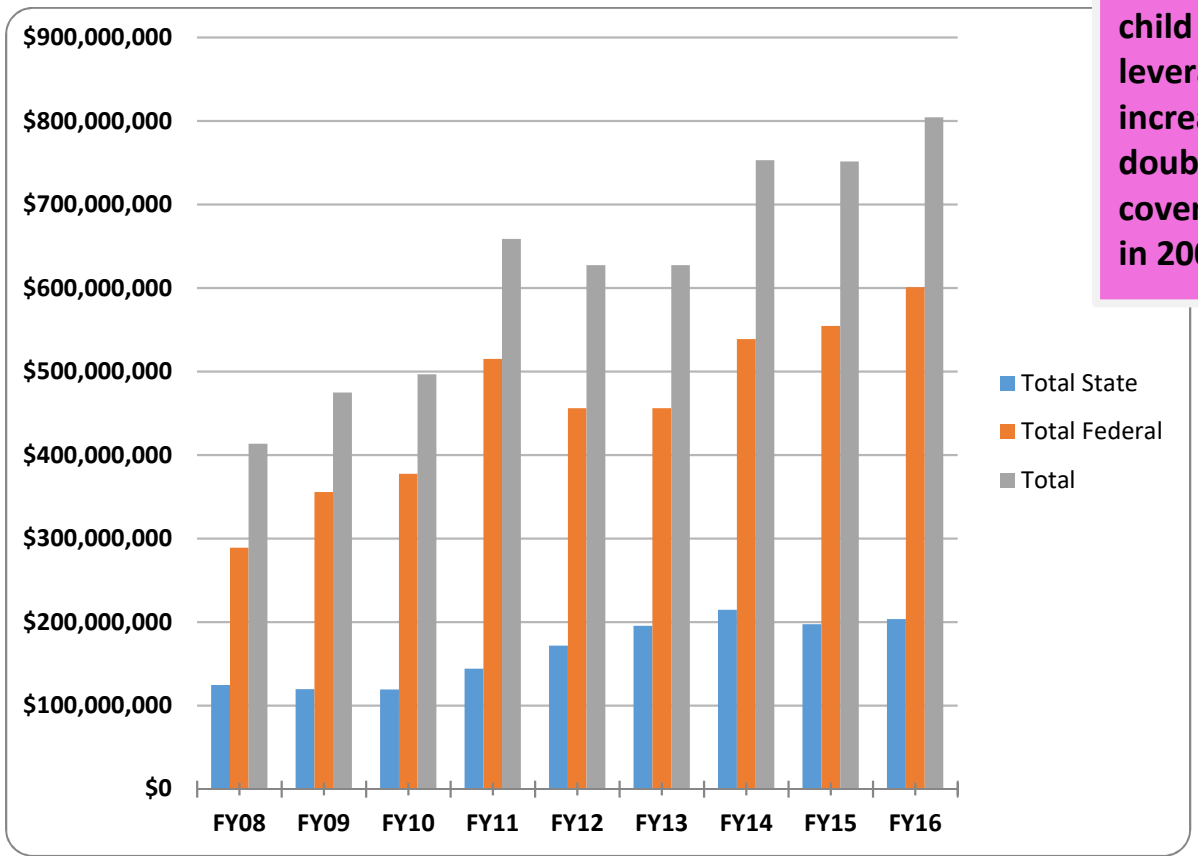
Child Health Programs Nominal Budget									
	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State Funding	$111,756,870	$106,792,467	$108,101,798	$134,827,875	$164,105,428	$189,562,095	$211,494,950	$194,736,147	$203,599,527
Federal Funding	$259,067,347	$317,693,541	$342,973,615	$482,614,802	$436,074,181	$473,351,445	$531,292,165	$547,407,583	$600,610,144
Total	$370,824,216	$424,486,008	$451,075,413	$617,442,677	$600,179,609	$662,913,540	$742,787,115	$742,143,730	$804,209,671

Child Health Programs Budget in 2016 Dollars									
	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State Funding	$124,580,441	$119,471,449	$118,984,556	$143,860,196	$171,548,976	$195,299,645	$214,418,086	$197,193,590	$203,599,527
Federal Funding	$288,794,098	$355,411,847	$377,501,244	$514,945,889	$455,853,777	$487,678,557	$538,635,315	$554,315,510	$600,610,144
Total	$413,374,540	$474,883,297	$496,485,800	$658,806,085	$627,402,753	$682,978,202	$753,053,401	$751,509,100	$804,209,671

Source: Data provided to Voices for Utah Children by the Utah Department of Health

Child Health Programs Budget (in 2016 Dollars) by Funding Source

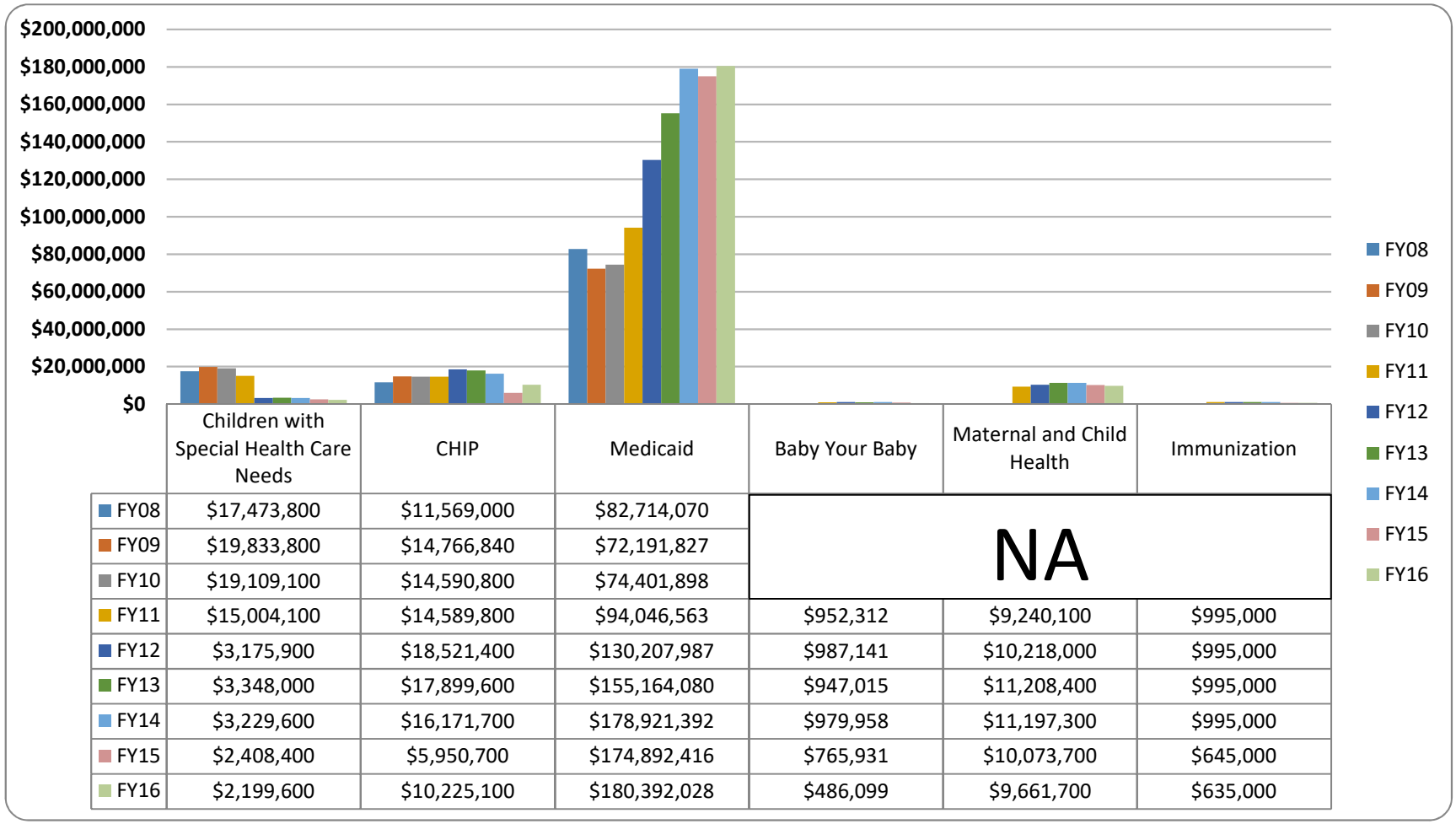
63%



The $79 million/63% increase in annual state child health funding has leveraged a $312 million increase in federal dollars, doubling child Medicaid coverage from 100,000 kids in 2008 to 200,000 today.*

* Medicaid coverage data from Utah Department of Health http://health.utah.gov/mcac/Files/2017Minutes/MEDICAIDTRENDS_Mar17.pdf

State Funding for Health Programs for Children in 2016 Dollars



	Children with Special Health Care Needs	CHIP	Medicaid	Baby Your Baby	Maternal and Child Health	Immunization
FY08	$17,473,800	$11,569,000	$82,714,070	NA		
FY09	$19,833,800	$14,766,840	$72,191,827			
FY10	$19,109,100	$14,590,800	$74,401,898			
FY11	$15,004,100	$14,589,800	$94,046,563	$952,312	$9,240,100	$995,000
FY12	$3,175,900	$18,521,400	$130,207,987	$987,141	$10,218,000	$995,000
FY13	$3,348,000	$17,899,600	$155,164,080	$947,015	$11,208,400	$995,000
FY14	$3,229,600	$16,171,700	$178,921,392	$979,958	$11,197,300	$995,000
FY15	$2,408,400	$5,950,700	$174,892,416	$765,931	$10,073,700	$645,000
FY16	$2,199,600	$10,225,100	$180,392,028	$486,099	$9,661,700	$635,000

Source: Data provided to Voices for Utah Children by the Utah Department of Health

Chapter 3 - Food and Nutrition

State funding for food and nutrition programs for children rose by 41% in real terms from 2008 to 2016, as illustrated in the charts below.

Food and Nutrition Nominal Budget

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State Funding	$25,804,600	$26,931,000	$28,039,400	$29,681,700	$32,188,700	$34,772,500	$35,003,400	$37,669,700	$40,588,500
Federal Funding*	$184,200,236	$239,262,895	$304,888,062	$330,109,046	$345,781,522	$340,338,108	$316,943,522	$320,276,135	$318,778,203
Total	$210,004,836	$266,193,895	$332,927,462	$359,790,746	$377,970,222	$375,110,608	$351,946,922	$357,945,835	$359,366,730

Food and Nutrition Budget in 2016 Dollars

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State Funding	$28,765,556	$30,128,395	$30,862,165	$31,670,121	$33,648,726	$35,824,973	$35,487,193	$38,145,067	$40,588,500
Federal Funding*	$205,336,341	$267,669,488	$335,581,566	$352,223,545	$361,465,594	$350,639,254	$321,324,094	$324,317,811	$318,778,203
Total	$234,101,897	$297,797,883	$366,443,731	$383,893,665	$395,114,336	$386,464,226	$356,811,288	$362,462,878	$359,366,730

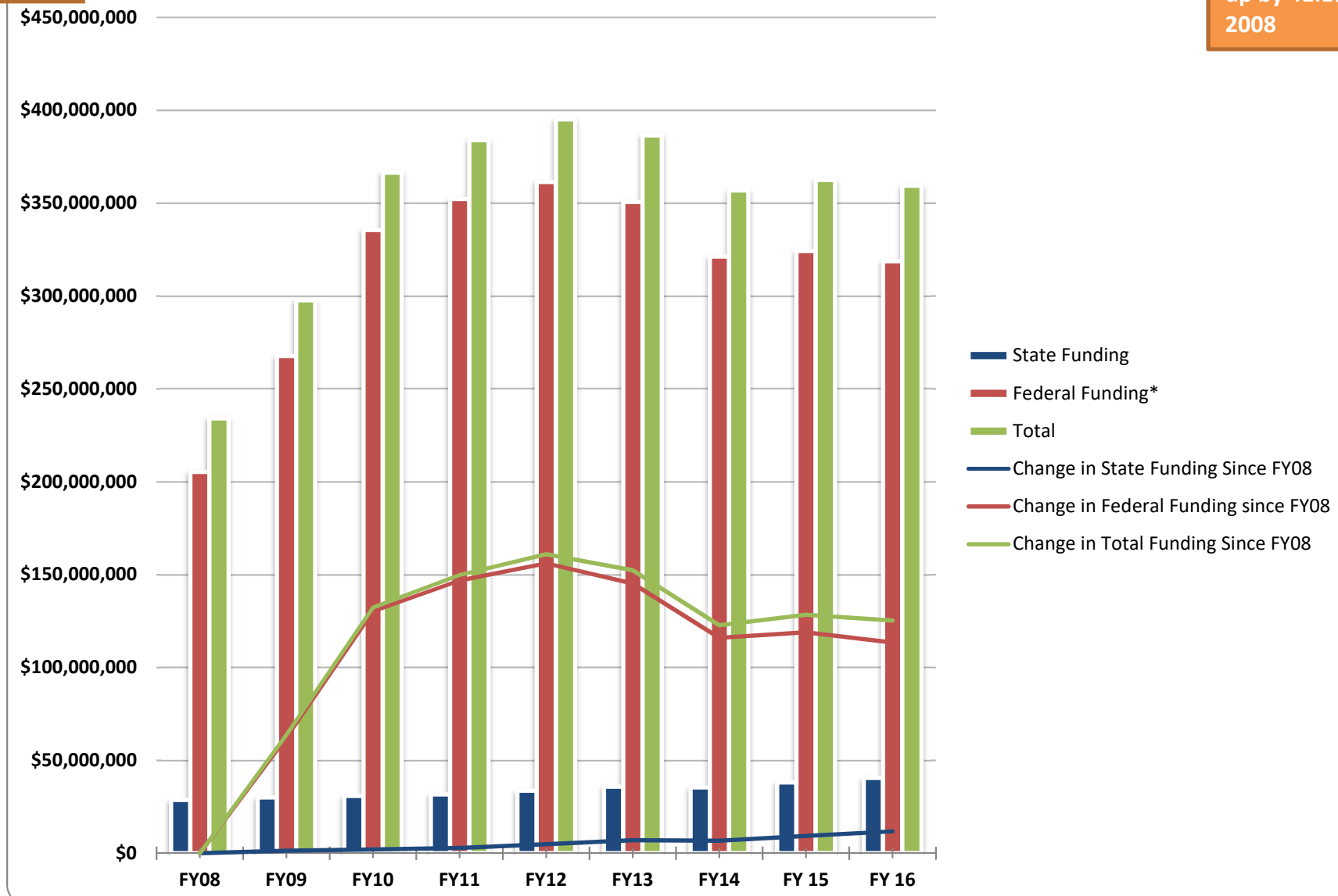
Source: Utah State Office of Education[1] and data provided to Voices for Utah Children by Utah Department of Workforce Services
*Federal funding includes the sum of school-based child nutrition and SNAP expenses

[1] See: http://www.schools.utah.gov/data/Reports/Child-Nutrition.aspx

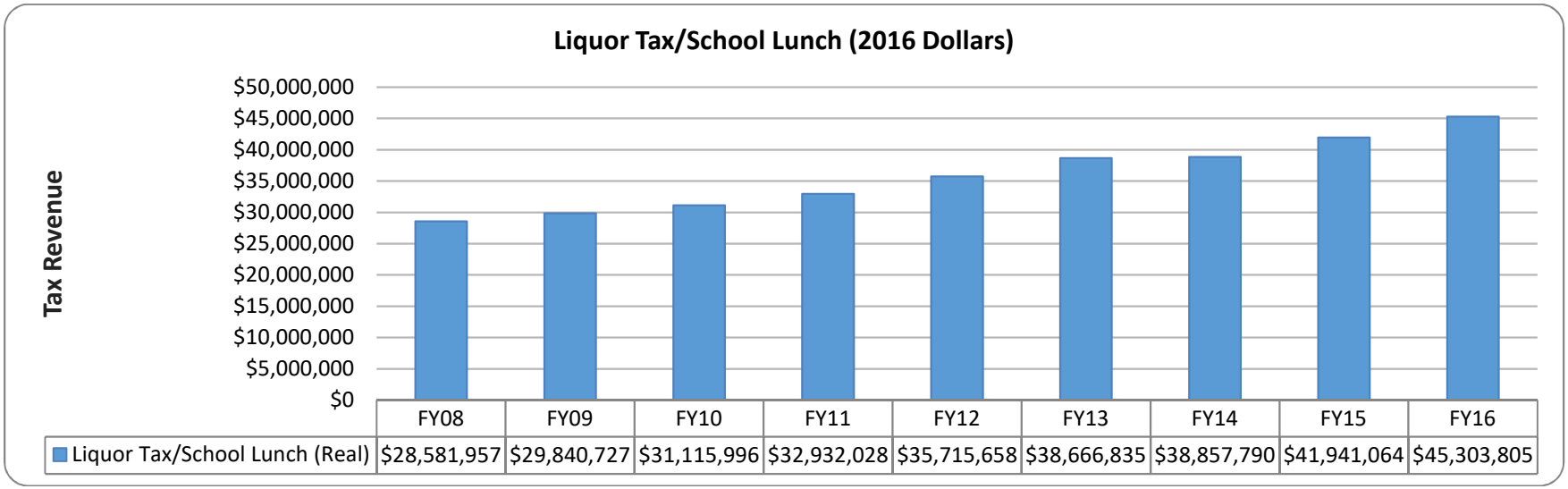
41.1%

Real state funding for Food and Nutrition has gone up by 41.1% since 2008

Food and Nutrition Budget (in 2016 Dollars) By Funding Source



The state funds its part of the school lunch program through the Liquor Tax. Real Liquor Tax school lunch revenues rose by 58.5% from FY2008 to FY2016.



Source: Utah State Office of Education http://www.schools.utah.gov/data/Reports/Child-Nutrition.aspx

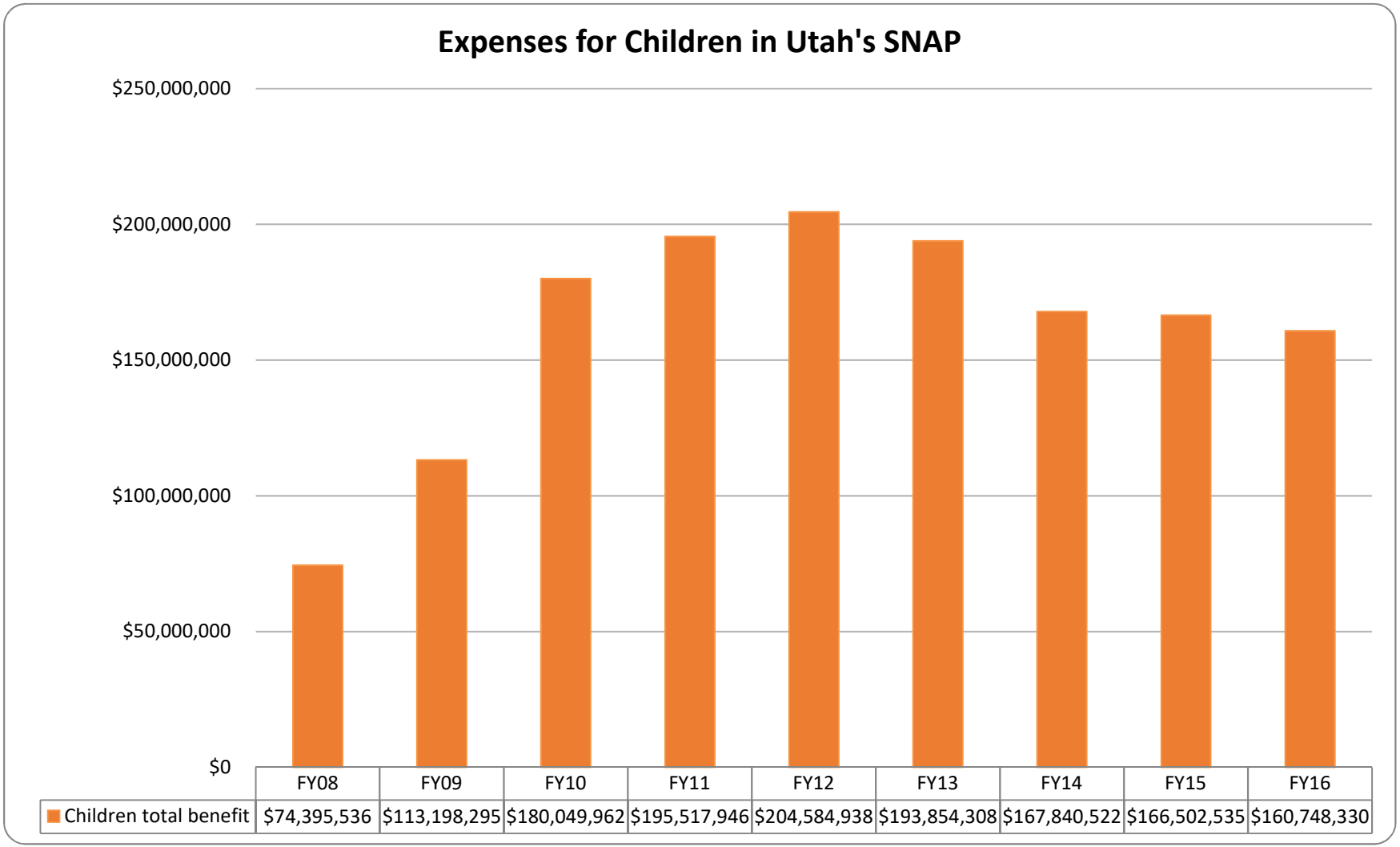
Average Daily…[2]	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
School Breakfast Student Participation	66,138	68,658	71,864	73,779	73,415	74,302	74,527	Data not available
School Lunch Student Participation	336,812	341,982	343,802	346,849	308,577	325,440	329,879	Data not available
Average Daily Summer Nutrition Participation	32,289	19,888	24,633	24,849	19,811 (July 2012)	18,558 (July 2013)	17,255 (July 2014)	30,019 (July 2015)

Source: Utah State Office of Education https://www.utah.gov/pmn/files/263431.pdf and Food Research and Action Center http://frac.org/research/resource-library/state-of-the-states

[2] Including free, reduced, and full-pay.

TOTAL MEALS SERVED (State Fiscal Year)	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016
Free breakfast	7,129,352	8,004,379	8,731,878	8,827,472	8,735,884	8,695,420	8,918,678	9,524,420
Reduced price breakfast	1,402,187	1,375,263	1,217,058	1,348,409	1,288,853	1,357,173	1,229,899	1,393,800
Total free and reduced breakfasts	*8,531,539*	*9,379,642*	*9,948,936*	*10,175,881*	*10,024,737*	*10,052,593*	*10,148,577*	*10,918,220*
Free lunch	18,576,591	21,504,129	23,510,740	23,751,568	23,336,711	23,050,669	23,751,356	23,401,572
Reduced price lunch	6,414,810	6,654,749	5,997,125	6,412,142	6,104,838	6,177,299	5,790,083	5,733,255
Total free and reduced lunches	*24,991,401*	*28,158,878*	*29,507,865*	*30,163,710*	*29,441,549*	*29,227,968*	*29,541,439*	*29,134,827*
Total free and reduced breakfast + lunches	***33,522,940***	***37,538,520***	***39,456,801***	***40,339,591***	***39,466,286***	***39,280,561***	***39,690,016***	***40,053,047***

Source: Data provided to Voices for Utah Children by Utah State Office of Education (CNP Data)



	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
Children total benefit	$74,395,536	$113,198,295	$180,049,962	$195,517,946	$204,584,938	$193,854,308	$167,840,522	$166,502,535	$160,748,330

Source: Data provided to Voices for Utah Children by the Utah Department of Workforce Services

SNAP/Food Stamp Program	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
Benefit Expenses	$143,068,339	$217,689,029	$353,039,141	$391,035,891	$409,169,875	$387,708,615	$329,099,063	$314,155,727	$303,298,735
% Children Enrolled	52%	52%	51%	50%	50%	50%	51%	53%	53%
Children total benefit	$74,395,537	$113,198,295	$180,049,962	$195,517,945	$204,584,937	$193,854,308	$167,840,522	$166,502,535	$160,748,330
Average Monthly Participation (Individuals)	134,180	185,282	247,405	283,971	276,890	251,626	229,911	225,603	Data not available
Average Monthly Participation (Children estimated)	69,774	96,347	126,177	141,986	138,445	125,813	117,255	119,570	Data not available
Average Monthly Benefit per Person	$93.75	$118.40	$123.58	$117.75	$121.75	$125.15	$114.78	$115.92	Data not available

Source: USDA Food and Nutrition Service[3] and data provided to Voices for Utah Children by the Utah Department of Workforce Services.

Special Supplemental Nutrition Program for Women, Infants and Children (WIC)	2008	2009	2010	2011	2012	2013	2014	2015	2016
Utah Average Monthly Participation	66,251	72,535	75,389	73,049	69,641	66,726	61,259	58,995	56,584
Women	17,757	18,829	19,063	18,126	16,893	16,591	15,309	14,704	13,821
Infants	14,313	18,346	18,456	17,156	15,229	15,270	14,247	13,865	13,290
Children	34,181	35,358	37,870	37,767	37,519	34,865	31,704	30,426	29,473
Federal Funding for WIC	$41,290,368	$46,721,506	$46,724,789	$51,350,638	$47,923,282	$46,848,080	$45,098,007	$45,051,968	$43,805,631

Source: USDA Food and Nutrition Service. For funding information, see: http://www.fns.usda.gov/wic/wic-funding-and-program-data For participation data, see: http://www.fns.usda.gov/pd/wic-program

[3] See: http://www.fns.usda.gov/pd/supplemental-nutrition-assistance-program-snap

Food Insecurity Among Households	2008	2009	2010	2011	2012	2013	2014	2015
Total Utahns Living In Poverty	257,649	316,217	359,242	374,859	360,017	361,181	339,900	331,854
Poverty Rate (Census-ACS)	9.6%	11.5%	13.2%	13.5%	12.8%	12.7%	11.7%	11.3%
Number of Utah Households that are Food Insecure	96,000	105,000	120,000	150,407	145,232	135,707	Data not available	112,397
Percent of Households that are Food Insecure	11.2%	11.8%	13.0%	14.6%	14.8%	14.3%	13.3%	11.9%
Number of Households that are Very Low Food Secure	39,000	44,000	44,000	50,576	42,456	43,654	Data not available	42,496
Percent of Households that are Very Low Food Secure	4.5%	4.9%	4.8%	5.2%	4.8%	4.6%	Data not available	4.5%

Source: Food Research and Action Center http://frac.org/research/resource-library/state-of-the-states

Chapter 4 - Early Childhood Education

State funding for early childhood education programs rose by 29% in real terms from 2008 to 2016, as illustrated in the chart below.

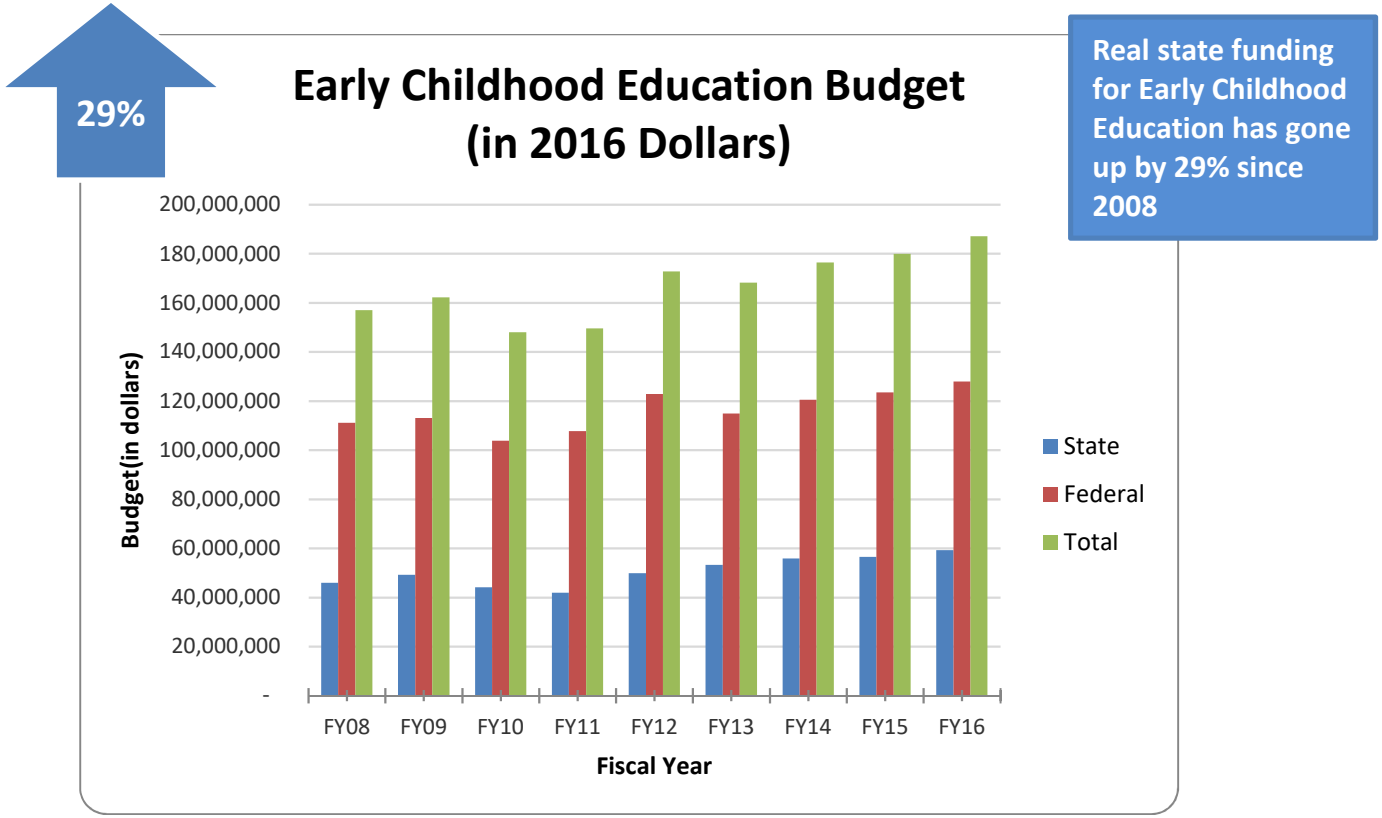
Early Childhood Education Nominal Budget									
	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State Funding	$41,206,364	$44,019,373	$40,105,208	$39,208,016	$47,731,188	$51,715,791	$55,091,646	$55,755,703	$59,218,915
Federal Funding*	$99,642,309	$101,016,205	$94,335,276	$100,930,180	$117,533,002	$111,496,717	$118,875,319	$121,961,912	$127,898,363
Total	$140,848,673	$145,035,578	$134,440,484	$140,138,196	$165,264,190	$163,212,508	$173,966,965	$177,717,615	$187,117,278

Early Childhood Education Budget in 2016 Dollars									
	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State Funding	$45,934,601	$49,245,591	$44,142,655	$41,834,620	$49,896,194	$53,281,094	$55,843,085	$56,459,304	$59,218,915
Federal Funding*	$111,075,792	$113,009,399	$103,832,139	$107,691,644	$122,864,102	$114,871,431	$120,518,331	$123,500,992	$127,898,363
Total	$157,010,397	$162,254,985	$147,974,795	$149,526,264	$172,760,293	$168,152,527	$176,361,414	$179,960,287	$187,117,278

Source: Head Start and data provided to Voices for Utah Children by the Utah Department of Health, the Utah Department of Workforce Services, and the Waterford Institute (for Upstart) [4]

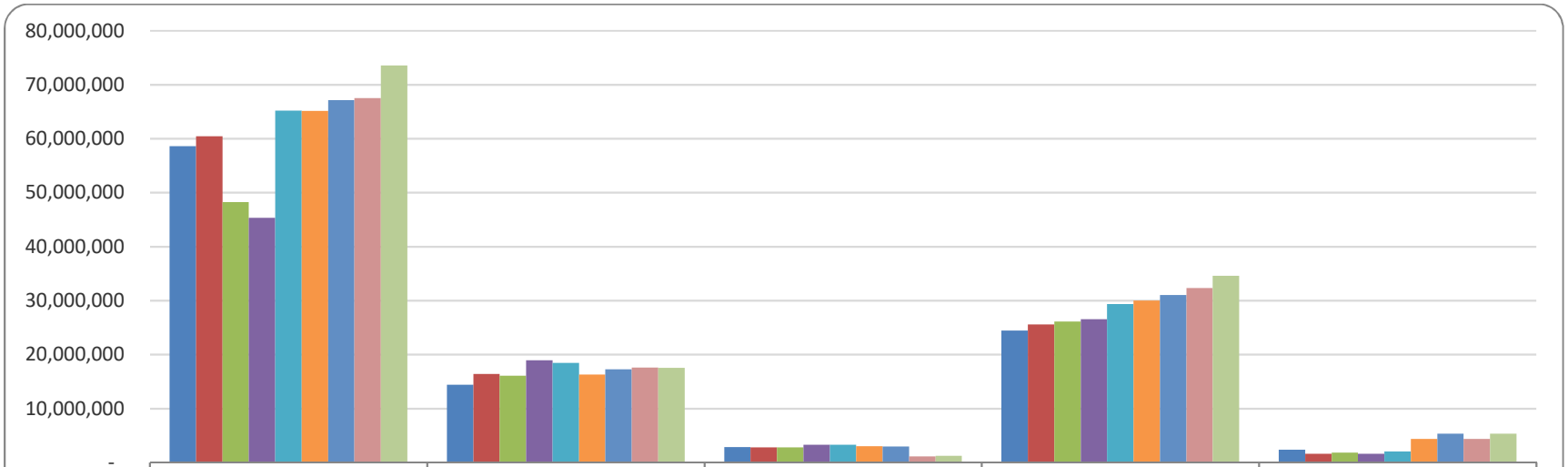
* Head Start funding data uses federal fiscal year. FY16 Head Start funding data was unavailable so FY15 funding levels were used for FY16

[4] For Head Start, see: http://eclkc.ohs.acf.hhs.gov/hslc/data/factsheets



Source: Utah Compendium of Budget Information and data provided to Voices for Utah Children by the Utah Department of Health, the Utah Department of Workforce Services, and the Waterford Institute[5]

State Funding for Early Childhood Education Programs in 2016 Dollars



	Child Care	Baby Watch/Early Intervention	Child Care Licensing	Special Education Preschool	Upstart
FY08	58,582,779	14,378,300	2,838,500	24,423,235	2,350,000
FY09	60,463,786	16,396,300	2,822,772	25,586,552	1,615,050
FY10	48,255,971	16,088,575	2,808,300	26,127,722	1,808,102
FY11	45,319,834	18,929,700	3,279,800	26,574,523	1,631,607
FY12	65,168,282	18,430,000	3,267,600	29,364,522	2,063,192
FY13	65,131,158	16,284,268	2,993,000	29,976,792	4,371,000
FY14	67,118,365	17,286,113	2,980,490	31,053,196	5,321,000
FY15	67,502,170	17,571,471	1,126,000	32,301,896	4,371,000
FY16	73,570,608	17,532,201	1,237,100	34,573,601	5,321,192

Source: Utah Compendium of Budget Information and data provided to Voices for Utah Children by the Utah Department of Health, the Utah Department of Workforce Services, and the Waterford Institute

Chapter 5 - Child Welfare

State funding for child welfare programs rose by 5% in real terms from 2008 to 2016, as illustrated in the chart below.

Child Welfare Programs Nominal Budget

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State Funding	$101,136,700	$97,462,900	$94,541,300	$109,695,400	$102,593,500	$106,154,500	$112,489,101	$112,773,700	$118,365,500
Federal Funding	$54,904,900	$63,241,500	$61,231,800	$34,181,000	$42,968,400	$44,155,500	$45,690,099	$45,538,500	$47,345,100
Total	$156,041,600	$160,704,400	$155,773,100	$143,876,400	$145,561,900	$150,310,000	$158,179,200	$158,312,200	$165,710,600

Child Welfare Programs Budget in 2016 Dollars

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State Funding	$112,741,658	$109,034,226	$104,058,904	$117,044,059	$107,246,970	$109,367,519	$114,043,847	$114,196,831	$118,365,500
Federal Funding	$61,204,977	$70,749,875	$67,396,090	$36,470,836	$44,917,375	$45,491,972	$46,321,596	$46,113,166	$47,345,100
Total	$173,946,635	$179,784,101	$171,454,994	$153,514,895	$152,164,344	$154,859,491	$160,365,443	$160,309,997	$165,710,600

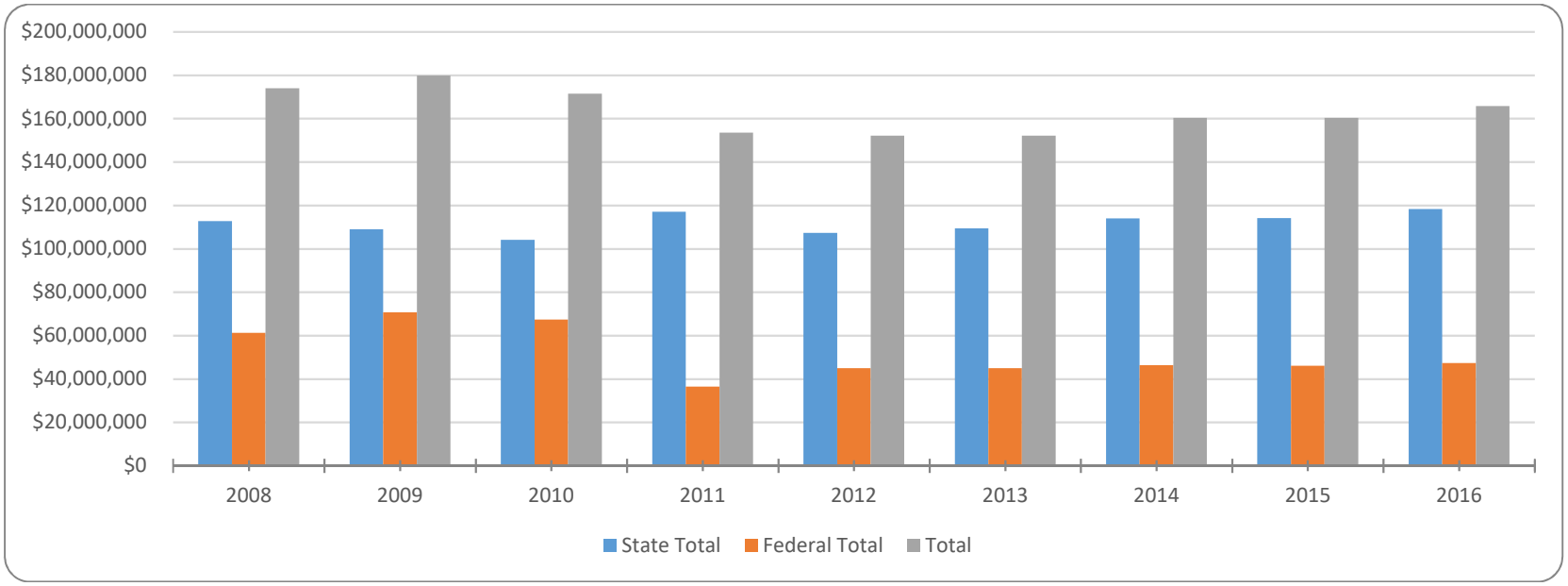
Source: Utah Compendium of Budget Information[6]

[6] For FY16 COBI, see: http://www.le.utah.gov/lfa/reports/cobi2015/COBI2016.htm

5%

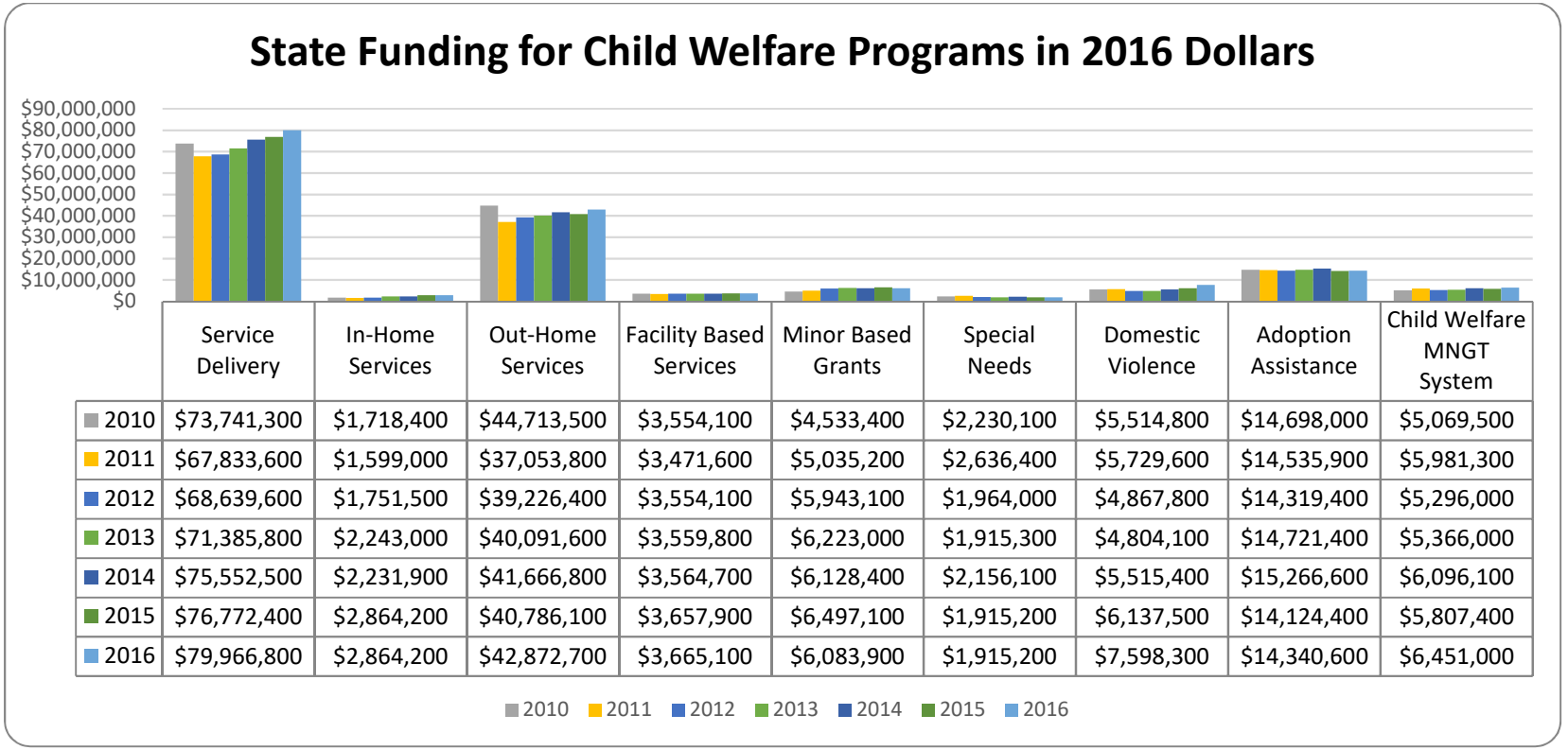
Child Welfare Budget (in 2016 Dollars) By Funding Source

While state funding has increased, it has not kept pace with population growth.



Source: Utah Compendium of Budget Information[7]

[7] For FY16 COBI, see: http://www.le.utah.gov/lfa/reports/cobi2015/COBI2016.htm



	Service Delivery	In-Home Services	Out-Home Services	Facility Based Services	Minor Based Grants	Special Needs	Domestic Violence	Adoption Assistance	Child Welfare MNGT System
2010	$73,741,300	$1,718,400	$44,713,500	$3,554,100	$4,533,400	$2,230,100	$5,514,800	$14,698,000	$5,069,500
2011	$67,833,600	$1,599,000	$37,053,800	$3,471,600	$5,035,200	$2,636,400	$5,729,600	$14,535,900	$5,981,300
2012	$68,639,600	$1,751,500	$39,226,400	$3,554,100	$5,943,100	$1,964,000	$4,867,800	$14,319,400	$5,296,000
2013	$71,385,800	$2,243,000	$40,091,600	$3,559,800	$6,223,000	$1,915,300	$4,804,100	$14,721,400	$5,366,000
2014	$75,552,500	$2,231,900	$41,666,800	$3,564,700	$6,128,400	$2,156,100	$5,515,400	$15,266,600	$6,096,100
2015	$76,772,400	$2,864,200	$40,786,100	$3,657,900	$6,497,100	$1,915,200	$6,137,500	$14,124,400	$5,807,400
2016	$79,966,800	$2,864,200	$42,872,700	$3,665,100	$6,083,900	$1,915,200	$7,598,300	$14,340,600	$6,451,000

DCFS: Children Served (Unduplicated)	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
Ages 0-5	15,822	16,034	15,633	15,258	13,698	13,664	13,682	13,760	13,523
Ages 6-9	9,186	9,531	9,360	8,911	8,692	8,868	9,057	9,457	9,653
Ages 10-18	15,296	15,628	15,796	15,654	15,420	15,586	16,464	16,669	17,241
TOTAL	40,304	41,193	40,789	39,823	37,810	38,118	39,203	40,031	40,545

Source: Data provided to Voices for Utah Children by the Utah Department of Human Services

Chapter 6 - Juvenile Justice

State funding for juvenile justice programs fell by 4.7% in real terms from 2008 to 2016, as illustrated in the chart below.

Juvenile Justice Programs Nominal Budget

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State	$120,723,000	$120,892,200	$115,367,700	$121,269,800	$118,835,100	$116,615,000	$120,370,900	$125,950,800	$128,266,400
Federal	$15,236,800	$16,078,000	$15,474,500	$2,625,400	$2,934,200	$3,665,400	$3,216,000	$4,136,000	$3,785,300
Total	$135,959,800	$136,970,200	$130,842,200	$123,895,200	$121,769,300	$120,280,400	$123,586,900	$130,086,800	$132,051,700

Juvenile Justice Programs Budget in 2016 Dollars

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State	$134,575,393	$135,245,180	$126,981,926	$129,393,845	$124,225,261	$120,144,631	$122,034,583	$127,540,217	$128,266,400
Federal	$16,985,151	$17,986,868	$17,032,339	$2,801,279	$3,067,290	$3,776,342	$3,260,449	$4,188,194	$3,785,300
Total	$151,560,543	$153,232,047	$144,014,266	$132,195,125	$127,292,552	$123,920,974	$125,295,032	$131,728,411	$132,051,700

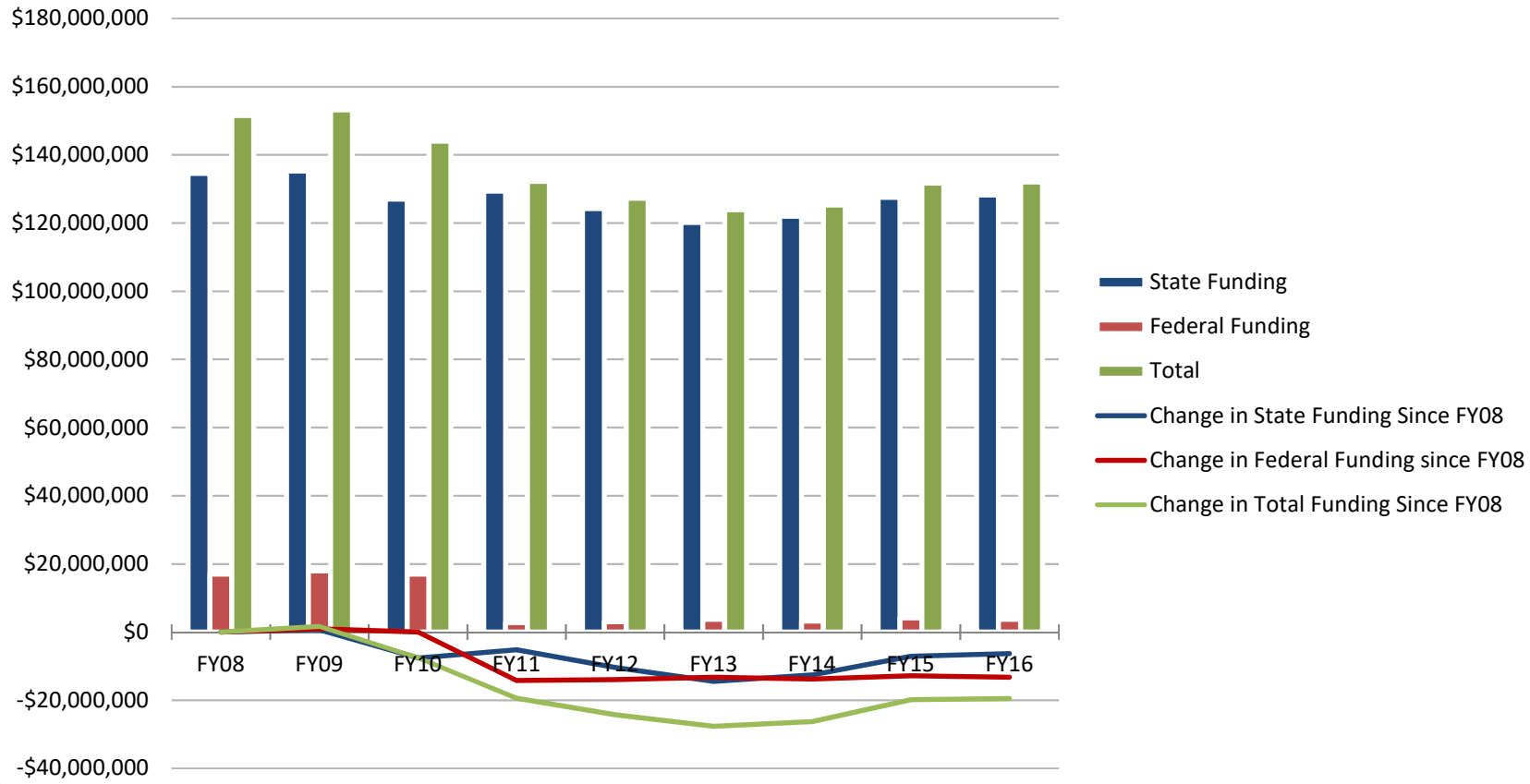
Source: Utah Compendium of Budget Information[8]

[8] For FY17 COBI, see: https://le.utah.gov/lfa/cobi/currentCobi/cobi.html?cobiID=18&tab=overviewTab

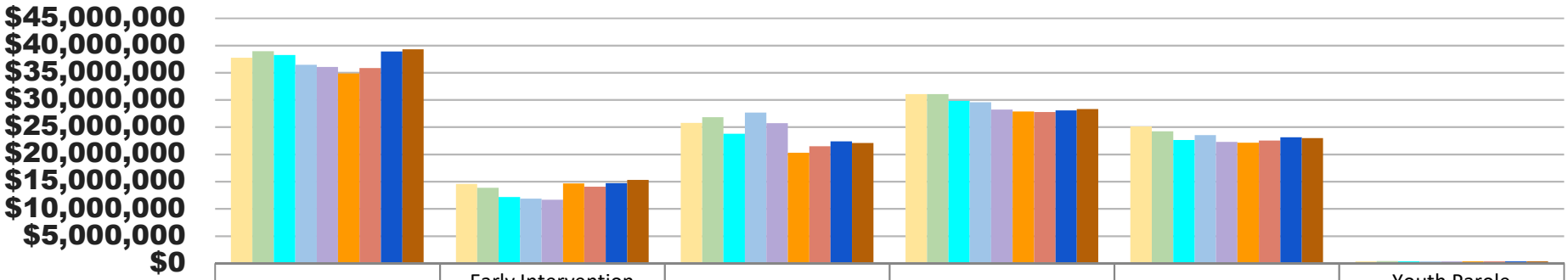
-4.7%

Juvenile Justice Budget (in 2016 Dollars) By Funding Source

State funding has decreased by 4.7% since 2008



State Funding for Juvenile Justice Programs, in 2016 Dollars



	Juvenile Court	Early Intervention Services	Community Programs	Correction Facilities	Rural Programs	Youth Parole Authority
FY08	$37,717,740	$14,548,206	$25,773,356	$31,048,554	$25,130,817	$356,718
FY09	$38,917,549	$13,875,664	$26,812,045	$31,032,996	$24,228,572	$378,353
FY10	$38,240,846	$12,166,822	$23,757,662	$29,810,694	$22,650,827	$355,077
FY11	$36,425,596	$11,860,357	$27,662,075	$29,574,870	$23,514,999	$355,948
FY12	$36,036,220	$11,648,532	$25,718,428	$28,196,346	$22,285,576	$340,160
FY13	$34,856,109	$14,627,530	$20,276,383	$27,879,139	$22,151,882	$353,588
FY14	$35,847,201	$14,076,503	$21,487,740	$27,745,552	$22,532,178	$345,409
FY15	$38,888,735	$14,715,688	$22,356,509	$28,084,694	$23,144,630	$349,961
FY16	$39,268,200	$15,321,100	$22,075,300	$28,292,700	$22,955,100	$354,000

Source: Utah Compendium of Budget Information[9]

[9] For FY17 COBI, see: https://le.utah.gov/lfa/cobi/currentCobi/cobi.html?cobiID=18&tab=overviewTab

Chapter 7 - Income Support

State funding for income support programs for children declined by 16.5% in real terms from 2008 to 2016, as illustrated in the chart below.

Income Support Programs Nominal Budget

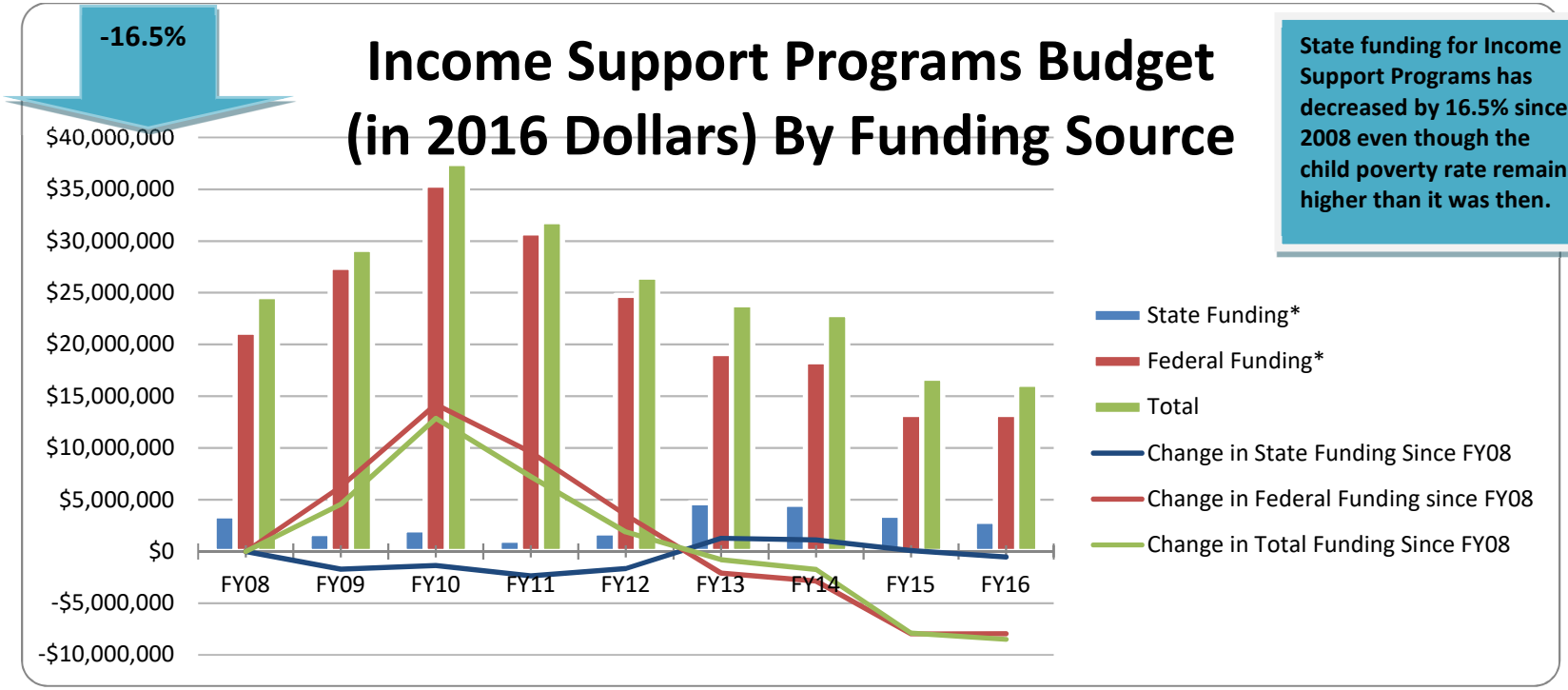
	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
Total State*	$3,122,940	$1,576,444	$1,916,836	$1,029,577	$1,735,233	$4,641,860	$4,564,703	$3,473,824	$2,906,053
Total Federal*	$19,276,824	$24,877,882	$32,618,535	$29,253,448	$23,988,398	$18,809,947	$18,342,759	$13,068,194	$13,238,688
Total	$22,399,763	$26,454,326	$34,535,370	$30,283,025	$25,723,631	$23,451,807	$22,907,463	$16,542,017	$16,144,742

Income Support Programs Budget in 2016 Dollars

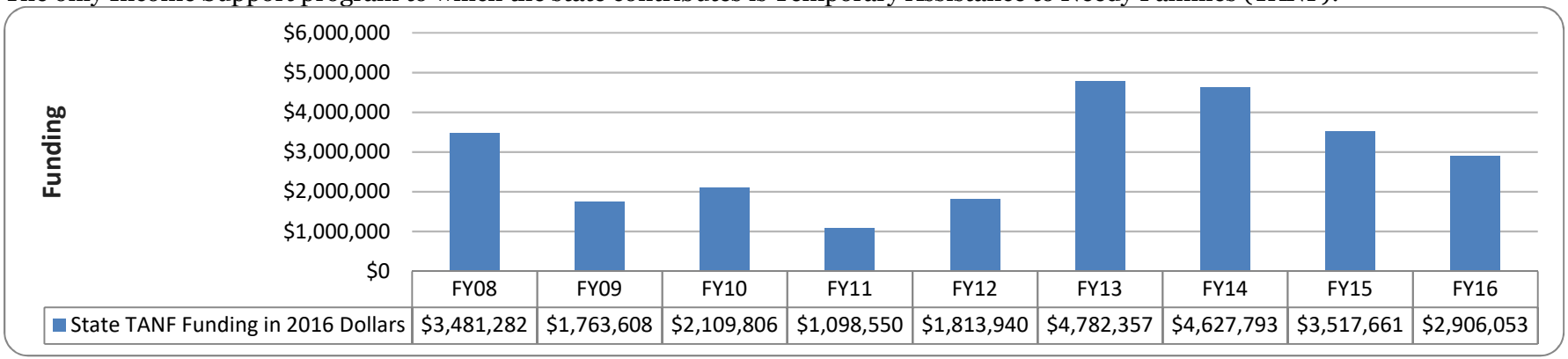
	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY14	FY14
Total State*	$3,481,282	$1,763,608	$2,109,806	$1,098,550	$1,813,940	$4,782,357	$4,627,793	$3,517,661	$2,906,053
Total Federal*	$21,488,748	$27,831,520	$35,902,288	$31,213,180	$25,076,472	$19,379,275	$18,596,280	$13,233,106	$13,238,688
Total	$24,970,030	$29,595,128	$38,012,094	$32,311,730	$26,890,412	$24,161,631	$23,224,074	$16,750,767	$16,144,742

Source: Data provided to Voices for Utah Children by the Utah Department of Workforce Services

* The estimated funding for children exclusively



The only Income Support program to which the state contributes is Temporary Assistance to Needy Families (TANF):



	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
State TANF Funding in 2016 Dollars	$3,481,282	$1,763,608	$2,109,806	$1,098,550	$1,813,940	$4,782,357	$4,627,793	$3,517,661	$2,906,053

Source: Data provided to Voices for Utah Children by the Utah Department of Workforce Services

Appendix I – Methodology

Figures were adjusted for inflation using the CPI-U measure from the U.S. Bureau of Labor Statistics. The 2016 CPI-U was divided by a prior year's CPI-U to obtain the multiplier by which historical dollar figures could be converted to 2016 dollars. Thus, inflation from 2008 to 2016 was (240.008/215.303) -1 = 11.5%. We present the table of the CPI-Us and their corresponding multipliers below:

Year	CPI-U	Multiplier
2008	215.303	1.115
2009	214.537	1.119
2010	218.056	1.101
2011	224.939	1.067
2012	229.594	1.045
2013	232.957	1.03
2014	236.736	1.014
2015	237.017	1.013
2016	240.008	1

Source: U.S. Bureau of Labor Statistics[10]

Sometimes in this report we estimate the spending in a program for children exclusively (specifically, for SNAP and TANF funding). This is done by multiplying total funding in the program by children's share of individuals served. Sometimes (as is the case with Medicaid and WIA) we were able to obtain a figure from individuals at the department responsible that gave an exact number for funding specifically for children, in which case no estimate was needed.

We used U.S. Census Bureau American Community Survey (ACS) data for the estimates for the child (specifically, under 18) population of Utah for 2008 to 2015. 2016 ACS data is currently not available, so we had to project what the 2016 number would be. We did this by computing the growth rate of the under 18 population each year from 2007 to 2015, then computing the geometric mean[11] of these rates. We then used this mean as an estimate of the growth rate between 2015 and 2016, then used this rate to estimate the 2016 child population. (The geometric mean of the growth rates was 1.17%.)

[10] See: http://www.bls.gov/cpi/#tables

[11] The geometric mean is computed differently from the arithmetic mean: you multiply each of the N observations together, and then take the Nth root of the product. This can be expressed as:

$$geometric\ mean = \left(\prod_{i=1}^{N} x_i\right)^{\frac{1}{N}}$$

Appendix II – Specific State Programs Included by Chapter

Information about state programs benefitting children comes from state sources. This appendix lists the specific state programs included in the Children's Budget by chapter of the report. Most of the program descriptions are from the Utah Compendium of Budget Information, available online at http://le.utah.gov/asp/lfa/lfareports.asp?src=LFASTCOBI .

CHAPTER 1: K-12 General Education: Utah State Office of Education

General Education includes all programs in public education that are funded by the Education Fund through the Minimum School Program (MSP), excluding Special Education. Also included are elementary and secondary education programs funded by the U.S. Department of Education. General Education is funded by the Education Fund (EF), Trust Fund Interest to Districts, local property taxes and federal funding under the No Child Left Behind Act of 2001.

CHAPTER 2: Health

The Health Budget includes programs that provide health services and health insurance for children. The programs included in this section are:

- Medicaid (for children only)
- Children's Health Insurance Program (CHIP)
- Other Health programs
    - Maternal and Child Health Services Block Grant Program (MCH)
    - Immunization
    - Utah Birth Defects Network
    - Baby Your Baby
    - Children with Special Health Care Needs

Medicaid (for children): Utah Department of Health

Medicaid provides health coverage for low-income children. Medicaid is jointly funded by the federal government and the states. The federal government provides a match of approximately $3 for every $1 of state investment (the FMAP rate). In Utah, children are eligible for Medicaid from birth to age 6 if their family income does not exceed 133 percent of the Federal Poverty Level. For children over the age of 6, families may enroll in Medicaid if their income does not exceed 100 percent of the Federal Poverty Level.

Children's Health Insurance Program: Utah Department of Health

In 1997, Congress enacted bi-partisan legislation sponsored by Senators Orrin Hatch and Ted Kennedy that created the State Children's Health Insurance Program. The program was reauthorized by Congress in 2009. CHIP offers health care coverage for children whose families have incomes too high to qualify for Medicaid but too low to afford health insurance or whose families work for an employer who does not offer coverage. Families that meet the income eligibility and who do not have health insurance may be eligible for CHIP. CHIP is financed by state funds (primarily Tobacco Settlement Funds) and a four-to-one federal match. In Utah, the program provides health insurance to children in families with income up to 200 percent of the Federal Poverty Level. CHIP families also contribute through co-pays and premiums. CHIP covers most standard services. The program's preventative care includes routine physical exams, immunizations, vision and hearing screenings, and basic dental services.

Maternal and Child Health Services Block Grant Program: Utah Dept of Health

The Maternal and Child Health Services Block Grant Program (MCH) assists states in providing health services for mothers and children who do not have access to adequate health care. The goal of MCH is to improve the health of all mothers and children consistent with the applicable health status goals and national health objectives established by the Secretary of the U.S. Department of Health and Human

Services. In Utah, MCH is funded by the state government through the General Fund and by the federal government through the MCH Block Grant.

Children with Special Health Care Needs: Utah Department of Health[12]

The Bureau of Children with Special Health Care Needs encompasses eight programs serving special needs children: Fostering Healthy Children, Developmental Consultative Services, Utah Birth Defect Network, Newborn Screening Program, Specialty Services Program, Neonatal Follow-up Program, Child Health Advanced Records Management, and Technology Dependent Waiver/Family Involvement. Children with Special Health Care Needs programs work to reduce preventable death, disability, and illness due to chronic and disabling conditions by providing access to affordable high-quality health screening, specialty health care, and coordination of health services. Bureau programs try to improve the system of care for Utah children with special needs through direct or population-based services and the promotion of system infrastructure building.

CHAPTER 3: Food and Nutrition

The Food and Nutrition budget includes programs that provide food and nutrition assistance for children. The programs included in this section are:

- Supplemental Nutrition Assistance Program (SNAP)/Food Stamps
- Child Nutrition Programs
    - National School Lunch
    - School Breakfast
    - Special Milk Program
    - Summer Food Service Program
    - Child and Adult Care Food Program
- Women, Infants, and Children (WIC)

Supplemental Nutrition Assistance Program (SNAP)/Food Stamps: Utah Department of Workforce Services[13]

The Food Stamp Program/SNAP is authorized by the Food and Nutrition Act of 2008 (previously the Food Stamp Act of 1977). As stated in 7 Code of Federal Regulations 271.1, the purpose of the program is: "designed to promote the general welfare and to safeguard the health and well-being of the Nation's population by raising the levels of nutrition among low-income households". The Food Stamp Program provides benefits to low-income people that they can use to buy food to improve their diets. Food stamp recipients spend their benefits (in the form of electronic benefits on debit cards) to buy eligible food in authorized retail food stores. Most grocery stores accept them. Food Stamps cannot buy tobacco, alcoholic beverages, items that cannot be eaten, or already-prepared foods. Food Stamps can buy vegetable seeds and plants. Items purchased with Food Stamps are not subject to sales tax. Benefits for SNAP are provided to a household. The minimum benefit for a household is $10 per month. The maximum amount depends on the household size as shown in the examples below. Food Stamp administration is funded with state and federal funds at a 50/50 match rate. Benefits are 100 percent federally funded. The maximum monthly benefit amount ranges from $150 to $200 per household member.

Child Nutrition Programs: Utah State Office of Education[14]

The Child Nutrition Program line item is made up of federal assistance programs that have the purpose of offering high quality, nutritionally well-balanced meals and the development of nutrition awareness among students. The programs offer low cost or free meals to children in public and non-profit private schools. The state contributes to the nutrition programs with revenue generated through the tax on wine and distilled liquor. Child Nutrition program staff provide technical assistance as requested by participants; develop an annual financial and staffing plan; provide free and reduced price meal policy; interpret state

[12] Text from: http://le.utah.gov/interim/2013/lfa/cobi2013/LI_LNA.htm#appr_LFF

[13] See: http://le.utah.gov/lfa/reports/cobi2014/LI_NJB.htm#appr_NJS

[14] See: http://le.utah.gov/lfa/reports/cobi2014/LI_PDA.htm

and federal regulations; and perform administrative and nutritional reviews in districts and institutions to assure compliance with state and federal regulations. The federal child nutrition programs were authorized under the National School Lunch Act of 1946, the Child Nutrition Act of 1966, and the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. The programs strive to improve the nutritional well-being of children, enabling them to reach their full potential. The following are the primary programs administered by the Child Nutrition Section at USOE, in accordance with USDA regulations:

National School Lunch Program

Four funding sources contribute to the National School Lunch Program, namely, Federal Funds, State Funds, USDA Commodities and Local Revenue. Commodities include items such as meat, vegetables, cheese, and staples such as flour, oils, etc. This program serves a dual need--support for the agriculture industry and helping the nutritional needs of children. Meals provided in the schools must meet the nutritional requirements of the "Dietary Guidelines for Americans," published by the USDA and U.S. Department of Health and Human Services. Guidelines indicate that meals should provide for one-third of a child's daily nutritional requirements. Free and Reduced price lunches are available for children who meet the eligibility requirements detailed in "Free and Reduced Price Lunch Guidelines" below.

National School Breakfast Program

Schools have the option of participating in the School Breakfast Program. The same eligibility requirements used in determining the need for free or reduced price lunch are used for the breakfast program (see "Free and Reduced Price Lunch Guidelines" below).

Severe Need Breakfast Program

The Severe Need Breakfast Program aids local schools that have 40 percent or more of their population qualifying for free or reduced price lunches. The program enables these children the opportunity to have at least two nutritionally balanced meals each day. The Child Nutrition Section at the State Office of Education tracks which schools qualify for the program and notifies schools of their eligibility. Federal and local funds are used for the Regular and Severe Need Breakfast Programs.

Special Milk Program

Children who do not participate in the other nutrition programs, for example, children attending kindergarten, may participate in the Special Milk Program. The federal government provides a reimbursement for each half-pint of milk. Children are charged the difference between the reimbursement and the actual cost. Children not able to pay the difference may receive milk free of charge, in which case the federal reimbursement covers the full cost of the milk.

Summer Food Service Program

The Summer Food Service Program provides meals on a regular basis when school is not in session. To be eligible, the school must show that 50 percent or more of their students were served free or reduced price meals. Once the need has been demonstrated, then all children who attend the school are eligible to participate in the program. The Summer Food Service Program is entirely federally funded.

Food Distribution Program

The USDA distributes food to institutions and programs that provide nutritional services to eligible persons. These programs include the National School Lunch Program, the Child and Adult Care Food Program and the Summer Food Service Program. Participating agencies enter into an annual agreement to receive commodities.

Emergency Food Assistance Program

The Emergency Food Assistance Program provides food and federal cash assistance to food banks, pantries and emergency shelters. Foods are distributed through local pantries to individuals in economic distress and for meal services at shelters. The cash assistance helps food banks defray the expense of administration of the program and in the storage and distribution of the food. The state Education Fund appropriation supports state level administrative expenses, including warehouse receipt and some distribution to shelters.

Free and Reduced Price Lunch Guidelines

Children whose household income is at or below 130 percent of federal poverty guidelines may receive school meals at no charge. Children are entitled to pay a reduced price if their household income is above 130 percent but at or below 185 percent of these guidelines. Children are automatically eligible for free school meals if their household receives food stamps, benefits under the Food Distribution Program on Indian Reservations or, in most cases, benefits under the Temporary Assistance for Needy Families (TANF) program. All income actually received by the household is counted in determining eligibility for free and reduced price meals. This includes salary, public assistance benefits, social security payments, pensions, unemployment compensation, etc. The only exceptions are benefits under Federal programs which, by law, are excluded from consideration. These can include: in-kind benefits, such as military on-base housing; certain kinds of assistance for students; and irregular income from occasional small jobs such as baby-sitting or lawn mowing.

Special Supplemental Nutrition Program for Women, Infants and Children (WIC): Utah Department of Health[15]

WIC is a nutrition program that helps pregnant women, new mothers, and young children eat well, learn about nutrition, and stay healthy. Nutrition education and counseling, nutritious foods, and help accessing health care are provided to low-income women, infants, and children through the Special Supplemental Nutrition Program, popularly known as WIC.

CHAPTER 4: Early Childhood Education

The Early Childhood Education budget includes programs that primarily serve children ages 0 to 5 in the areas of childcare, early learning and development. The programs included in this section are:

- Childcare Assistance
- Baby Watch/Early Intervention
- Childcare Licensing
- Head Start Programs
- Special Education Preschool
- Upstart

Childcare Assistance: Utah Department of Workforce Services[16]

The Child Care program operates to help "provide low-income families with the financial resources to find and afford quality child care for their children." Additionally, the program operates to enhance the quality and increase the supply of child care; increase the availability of early childhood development training; and ensure the provision of before-and-after school care services. The Department reported in 2014 that its child care clients spent an average of 21 of the last 60 months on this program.

Within the Child Care Program there are at least five major service and benefit areas including: Child Care Subsidy; Child Care Resource and Referral; Child Care Professional Development and Training; Child Care Quality Grants to Providers; and After School Programs. These federal program funds are used for such benefits and services as supplementing parents' child care costs, operating Utah's six child care resource and referral agencies, funding the Child Care Professional Development Institute at Salt Lake Community College, funding quality improvement and training grants to providers, and supporting After School programs (approximately 250 programs statewide).

Childcare Licensing: Utah Department of Health

The mission of the Bureau of Childcare Licensing is to protect the health and safety of children in regulated childcare programs by:

- Establishing and enforcing health and safety standards for childcare programs.
- Supporting providers in meeting the established health and safety standards.
- Providing accurate information about regulated childcare to the public.

Both the state and federal government provide funding for the Bureau of Childcare Licensing.

[15] See: http://www.health.utah.gov/wic/

[16] Text from: http://le.utah.gov/lfa/reports/cobi2014/LI_NJB.htm#appr_NJR

Baby Watch Early Intervention Program: Utah Department of Health[17]

Baby Watch is Utah's network of services for children ages birth to three with developmental delays or disabilities. The program is funded by the state General Fund and by federal grants from the Individuals with Disabilities Education Act (IDEA), Part C. It provides early identification of developmental delays and developmental services for families of infants and toddlers, from birth to age three. Eligibility is determined either through an evaluation of the child that shows that there is significant developmental delay or if there is a medical diagnosis that is expected to lead to a developmental delay. Parents pay fees for early intervention services according to a sliding scales based on family size and income.

- **Target Population:** Children from birth to age three with at least a moderate developmental delay or a diagnosed condition that has a high probability of resulting in a developmental delay.
- **Services Provided:** Multi-disciplinary evaluation, service coordination, specialty and therapy services such as nursing, physical therapy, occupational therapy, speech therapy, special instruction, and family support services.
- **Delivery System:** Contracted regional providers provide services statewide. As conditions for accepting Individuals with Disabilities Education Act Part C federal funds, the State and contracted providers must serve all children who meet the State-established eligibility criteria for the program. Parents pay a sliding scale fee for their children to receive services. The program bills Medicaid and the Children's Health Insurance Program for eligible children.

Head Start and Early Head Start: U.S. Dept. of Health and Human Services

Head Start (for children ages 3-5) and the Early Head Start program (for pregnant women, infants, and toddlers) promote school readiness for children in low-income families by providing comprehensive educational, health, nutritional, and social services. Parents play a large role in the programs, both as primary educators of their children and as participants in administering the programs locally. Both programs provide pre-literacy and literacy experiences. To be eligible for services, a child must be at least three years old by the date used to determine eligibility for public school in the community in which the Head Start program is located, except in cases where the program's approved grant provides specific authority to serve younger children. Eligibility is further based on family size and income. Less than half of the eligible children in Utah are served. Head Start and Early Head Start programs in Utah are funded entirely by the federal government (Administration for Children and Families, U.S. Department of Health and Human Services) under the Head Start Act.

Special Education Preschool: Utah State Office of Education[18]

The Special Education -- Pre-School Program provides educational services to children with disabilities who are three to five years of age. Since 1992, Federal law (Public Law 99-457) requires that children with disabilities ages three to five years receive an appropriate free public education.

Formula -- Program WPUs equal "special education preschool enrollment (aged 3 through 5 excluding 5-year-old special education students enrolled in Kindergarten) as of December 1" (USOE Finance & Statistics, MSP Descriptions, November 2006). The program formula provides a weighting factor of 1.47 of the value of the WPU for each student enrolled in the preschool program. Growth is defined as the actual increase in the number of children, age three through preschool aged five, reported on December 1st child counts.

The formula excludes children served by the Utah Schools for the Deaf and the Blind. Student growth in the preschool program cannot exceed eight percent annually. This eight percent growth cap is used in the formula for budget requests and distributing program funding. If this growth is not realized, the budget request is reduced to equal actual growth.

[17] See: http://le.utah.gov/lfa/reports/cobi2014/LI_LNA.htm#appr_LFJ

[18] Text from: http://le.utah.gov/lfa/reports/cobi2014/LI_PSA.htm#appr_PPG :

Upstart: Utah State Office of Education

The Upstart Program is a pilot program funded through the Education Fund (EF). The purpose of the pilot is to test the effectiveness of providing a computer-based, at home preschool program to four year old children.

CHAPTER 5: Child Welfare

The child welfare chapter includes programs that focus on the protection and safety of children located in the Division of Child and Family Services (DCFS) of the State Department of Human Services. The following programs are included in the Child Welfare:

- Service Delivery
- In-Home Services
- Out-of-Home Services
- Facility-Based Services
- Minor-Based Grants
- Special Needs
- Domestic Violence
- Adoption Assistance

The following are the descriptions of these programs[19]:

Service Delivery

The regional offices of the division direct and deliver child welfare, youth, and domestic violence services. This budget includes funding for caseworkers, related staff, regional administrative personnel, and training. There are five regions: 1) Northern, 2) Eastern, 3) Western, 4) Southwest, and 5) Salt Lake Valley which includes Salt Lake and Tooele counties. Each region analyzes the services needed by its clients and organizes resources to uniquely provide the services.

In-Home Services

"This program provides various services focusing on protecting children while supporting, strengthening, and preserving their families. These services are designed to allow children to stay in their homes or facilitate their return to their natural families. In addition to in-home services provided by DCFS staff, other contractual services are provided for families that require less structured intervention to prevent disruption of the family. The services include:

- ***Homemaker Services:*** Provide short-term assistance to parents unable to give basic care and homemaking needed for the well-being of a child.
- ***Youth Advocate Program:*** Work one-on-one with youth who have been neglected or abused and who are at risk of becoming delinquent or ungovernable.
- ***Parenting Skills Training:*** Provide classes that teach appropriate communication and discipline skills.
- ***Protective Day Care:*** Provide day care for children at risk of abuse or neglect if left at home during the day.
- ***Sexual Abuse Treatment Services:*** Provide assessment and treatment to sexually abused children and their families and treatment for sexually reactive children and juvenile perpetrators who have been identified by DCFS as sex abuse victims.
- ***Day Treatment Services:*** Provide therapeutic management services for emotionally and behaviorally disturbed children and adolescents. Services include education, therapy, crisis management, social and daily living skills training, and recreational services.
- ***Drug Testing:*** May also include drug testing for parents when assessing safety for children."

Out-of-Home Services

This program provides treatment services for children placed in foster care and other residential programs. Placements in out-of-home services are made according to the child's behavioral needs and include basic, specialized, structured, and residential care with therapy and wrap around services. The

[19] All description text from: http://le.utah.gov/lfa/reports/cobi2014/LI_KHA.htm

program includes care and maintenance costs such as room and board, personal care, clothing, and allowance.

Facility-Based Services: Utah Department of Human Services

Facility-based services include short-term shelter services, crisis host homes, and other short-term shelter services for abused, neglected, and dependent children and youth. An example of this would be the Christmas Box House in Salt Lake County. This program covers the cost of such services provided directly by the region or through contracts with private providers.
Eleven crisis nurseries are partially funded through contracts with DCFS. These crisis nurseries are found statewide and allow parents, who feel that they might injure a child, to place the child at the center while the parents resolve the crisis. Centers are currently operating in Logan, Midvale, Salt Lake City (Sugarhouse), West Valley City, Ogden, Clearfield, Orem, Brigham City, Roosevelt, Cedar City, and St. George.

Minor Grants: Utah Department of Human Services

Minor Grants refers to the small grants awarded DCFS, as opposed to the major grants such as titles IV-B (child welfare), IV-E (foster care/adoption assistance), XIX (Medicaid), and XX (Social Services Block Grant) of the federal *Social Security Act*. These minor grants are usually administered by program managers at the state office rather than by the various regions. Currently, this program includes the following grants:

- ***Child Abuse Prevention and Treatment Act (CAPTA) Grant:*** The purpose of this grant is to reduce child abuse and neglect by providing leadership in statewide prevention efforts and supporting community-based child abuse prevention and family support programs. Current grant funding provides for child abuse prevention and family support programs through contract, including a child abuse prevention program manager, support of child abuse prevention network activities, evaluation of prevention program outcomes, and support for a statewide conference on child abuse and neglect.
- ***Promoting Safe and Stable Family Grants*** (authorized through Title IV-B, Part II, of the federal *Social Security Act*): These funds provide family preservation, family support, time-limited family reunification efforts, and adoption promotion and support services. Family support projects have been funded in communities throughout the state, one of which offers new evidence-based services to clients receiving in-home services statewide as part of the DCFS efforts to strengthen in-home services. DCFS regions also provide family preservation, reunification, and adoption support services.
- ***Transition to Adult Living:*** Two grants support the Transition to Adult Living Program (TAL), including the Chafee Foster Care Independent Program and the Education and Training Voucher Program (authorized by Section 477 of the federal *Social Security Act*). TAL assists youth 14 years and older to prepare to transition successfully from foster care to adult living. The program includes mentoring, skills development, educational support, employment preparation, and financial support for post-secondary education and training for older youth that have already aged out of foster care or who were adopted at the age of 16 or older from foster care. This program also provides support and resources for youth 18 to 21 that have exited from foster care.

Special Needs

This program provides for special needs of children placed in foster homes and other out-of-home care situations. Special needs services might include transportation, special clothing allowances, music lessons, unique equipment, baby needs, additional clothing allowance (usually for teens), holiday gifts, recreational needs, and school expenses such as yearbook, locker fees, school pictures, and tutors. It also includes miscellaneous expenses that DCFS is ordered by the courts to pay for foster children or for their parents' needs. This includes interpreter services, long-distance phone calls to facilitate reunification, and parent psychological evaluations.

Domestic Violence

The division provides services which aid victims and perpetrators of domestic violence. This program includes:

- ***Domestic Violence Case Workers:*** provide other DCFS workers with information about domestic violence as it relates to child abuse, assist in risk determination, and provide resources and referrals to assist DCFS workers in keeping adult and child victims safe.
- ***Domestic Violence Outpatient Services:*** provides treatment to court-ordered and voluntary domestic violence perpetrators, victims of domestic violence, and child witnesses of domestic violence. This program is funded in part from the Victims of Domestic Violence Services Account (UCA 51-9-406), which revenues come from surcharges on criminal fines, penalties, and forfeitures imposed by the courts.
- ***Family Violence Shelters*** provide abused adults and their children with a safe short-term refuge. While there, shelter staff members help victims assess their situation and evaluate available options to end the abuse. An opportunity is also given to participate in groups with other battered individuals and to deal with issues of self-esteem and self-sufficiency. There are 15 domestic violence shelters operating in nearly half of the state's 29 counties, two of which DCFS operates in rural communities. Available services vary from shelter to shelter. Some of the services provided include a 24-hour crisis hot line, a 24-hour mobile crisis team, adult and child support groups, rape crisis intervention, education and training, assistance with protective orders, court advocacy, household goods assistance, bilingual services, transportation, child care, and information and referral. DCFS contracts for services with shelters such as the YWCA program in Salt Lake City.

Adoption Assistance

The state makes available several forms of financial assistance to families adopting children from state custody: 1) one-time assistance for legal costs; 2) a Medicaid card for the child; 3) monthly adoption subsidies; and 4) supplemental, special needs subsidies for out-of-home placement care, specialized therapy, dental and medical care not covered by the Medicaid card, and other occasional needs. Subsidies are also available for guardianship cases.

CHAPTER 6: Juvenile Justice

The following programs are included in the Juvenile Justice Budget:

- Juvenile Court
- Juvenile Justice Services
- Early Intervention Services
- Community Programs
- Correctional Facilities
- Rural Programs
- Youth Parole Authority

Juvenile Court: Utah State Courts

The Juvenile Court has exclusive original jurisdiction over youths, less than 18 years of age, who violate any federal, state or municipal law, and any child who is abused, neglected or dependent. The court has the power to determine child custody, support and visitation – and in some circumstances to permanently terminate parental rights, and to authorize or require treatment for mentally ill or retarded children. The court may also place children under the supervision of the court's probation department; place children in the custody or care of foster homes, group homes, special treatment centers, or secure institutions. It also has jurisdiction over habitual truants, runaways and ungovernable youth if efforts by other social service agencies are not successful. The Juvenile Court is primarily funded by state (General Fund) government.

Juvenile Justice Services: Utah Department of Human Services

On July 1, 2004, the Division of Youth Corrections became the Division of Juvenile Justice Services (JJS). JJS provides a continuum of intervention, supervision, and rehabilitation programs to youth offenders while assuring public safety.

Early Intervention Services

Early Intervention Services programs serve youth who are less delinquent than those in custody. The goals of Early Intervention Services are to prevent youth from going further into the juvenile justice

system and to keep them in their homes. Early Intervention Services is primarily funded by state government.

Community Programs

Community programs are non-secure residential and non-residential programs for delinquent youth. Utah private providers who contract with JJS to provide services offer most of these programs. Community Programs are primarily provided to two groups of youth:

- Youth committed to JJS for community placement under review of the Juvenile Court.
- Youth paroled from secure facilities and transitioning back to the community under the oversight of the Youth Parole Authority (Community Transitional Programs).

Community Programs are funded by state (General Fund) and federal government.

Correctional Facilities

The Correctional Facilities Office administers Locked Detention and Secure Care. Locked Detention provides short-term locked confinement for delinquent youth awaiting adjudication, placement, or serving a sentence as ordered by a Juvenile Court Judge. Locked Detention is designed to provide short-term control of youths who pose an immediate danger to themselves or others. Secure facilities are long-term locked confinement facilities for serious and habitual delinquent youths. They are similar to adult prisons. Delinquent youth are not sentenced for a specific length of time but their stay is based on the guidelines established by the Youth Parole Authority. Unlike the adult correctional system, juveniles placed in Secure Facilities must receive educational and vocational services. Correctional Facilities are primarily funded by state (General Fund) government.

Rural Programs

Rural Programs delivers a full range of early intervention and correctional services in ten of Utah's rural areas. Each rural office operates a number of residential and non-residential programs. Rural Programs receives both state (General Fund) and federal funding.

Youth Parole Authority

The Youth Parole Authority (YPA) establishes the terms of confinement (guidelines) for youth, and authorizes the release to parole and termination from JJS custody. The Youth Parole Authority is made up of Utah citizens. YPA takes over jurisdiction of a delinquent youth when a Juvenile Court judge commits the youth to secure care. The Youth Parole Authority receives state (General Fund) and federal funds.

CHAPTER 7: Income Support

The Income Support Budget includes programs that provide cash income and/or workforce training for families with children and youth. The programs included in this section are:

- Temporary Assistance for Needy Families (TANF)
- Workforce Investment Act (WIA)

Temporary Assistance for Needy Families: Utah Dept. of Workforce Services

Temporary Assistance to Needy Families (TANF) is designed to help needy families achieve self-sufficiency and is not an entitlement program. Eligible families are not guaranteed benefits. Recipient families must fulfill ongoing work requirements, and there is a time limit on benefits. The federal government sets basic rules for administering TANF cash assistance, but states have responsibility for developing their programs. TANF provides grants to states, territories or tribes to assist needy families in caring for children in their own homes, to promote job preparation and work, to reduce and prevent out-of-wedlock pregnancies and to encourage the formation and maintenance of two-parent families.

Utah's TANF program is called the Family Employment Program (FEP). Parents can only receive cash payments for up to 36 months over their lifetime. Any cash payments received are counted towards the 36 months time limit. Additional months may be approved if the parent meets specific criteria for extension. The federal time limit is 5 years.

To be eligible for FEP, an individual must be a parent with dependent children residing in their home. Individuals must be willing to participate in the employment planning and must pass a gross and net

income "test". For instance, a family of four that has a monthly gross income limit of $1,230, two-thirds of the Federal Poverty Level (FPL) of $22,050, is eligible for $583 monthly cash assistance.

TANF cash assistance is funded through state and federal funds. The federal TANF block grant was created with the passage of the 1996 Personal Responsibility and Work Opportunity Reconciliation Act (PWORA). Only the amount of TANF assistance that benefits children is considered in this report.

Workforce Investment Act: Utah Department of Workforce Services

The Workforce Investment Act (WIA) is a federally funded program that provides supportive and training services to eligible low-income persons or those dislocated from employment. There are three categories of WIA:

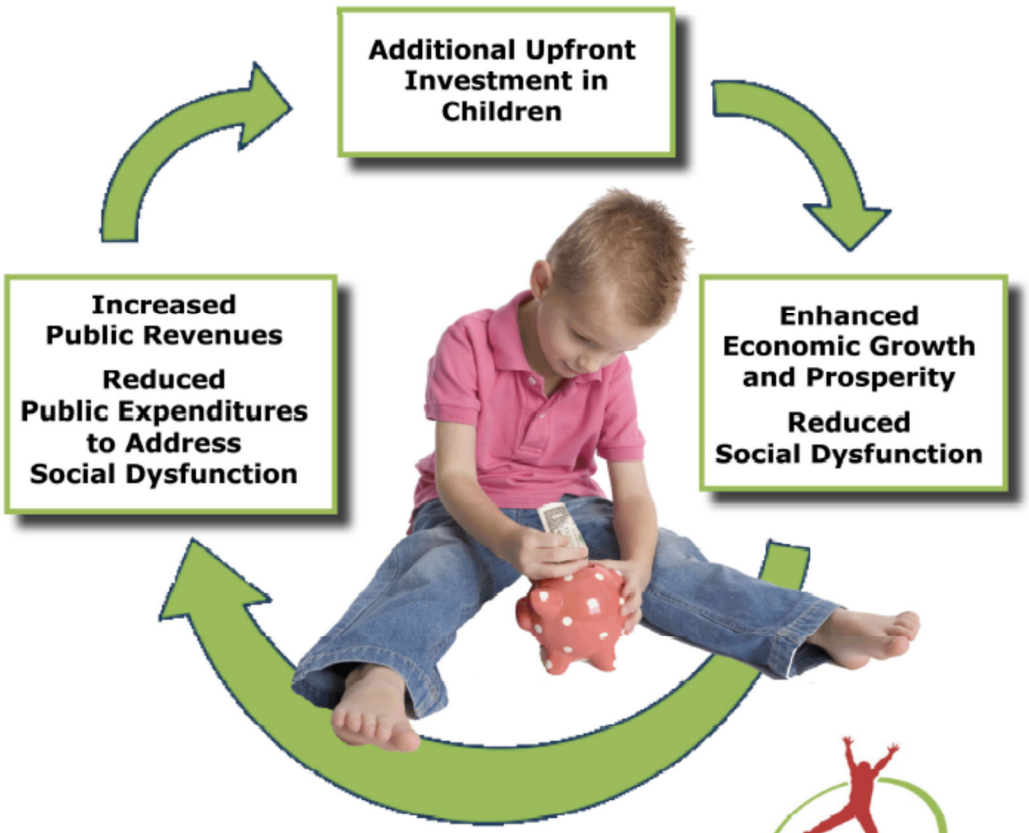
- Adult: Age 18.
- Youth: Age 4-21.
- Dislocated Worker.

This report focuses on funding for WIA Youth. Eligible youth are those who are:

- Receiving Food Stamps.
- A member of a household that has been determined to be eligible for Food Stamps within the last six months.
- Currently receiving financial assistance from the DWS.
- Homeless.
- Deemed to have met the income eligibility requirements for Youth Services if the youth is a runaway or a foster child.

How Upfront Investment in Children Pays for Itself

The Virtuous Cycle



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