



**Governor's Budget Recommendations
2019 – 2021 Biennium**

March 2019

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Introduction

The 2019-21 biennial budget presents an opportunity for the Department of Children and Families (DCF) and its various stakeholders to address critical needs we encounter serving Wisconsin's children and families. The funding included in the Governor's budget proposal will help the agency and its partners connect the dots in new and innovative ways, allowing us to provide services that will improve the lives of families. For organizational purposes, the proposals included group into four major subject areas that DCF oversees. Those being:

- Addressing the child welfare crisis,
- Increasing access to high-quality child care and supporting family well-being,
- Advancing a system of youth justice that provides youth with the tools to thrive, and
- Investing in families and communities to strengthen the economy.

Addressing the child welfare crisis

The heroin, opioid, and methamphetamine epidemic directly impacts county child welfare agencies. Cases today are more complex and costly. Over the past six years, out of home care caseloads increased by nearly 30%. These particular cases take longer to resolve and put stress on available resources. State-imposed levy limits, combined with stagnant state support, are pushing county services to the breaking point.

There is broad, bipartisan support to address this crisis and the budget capitalizes on that opportunity. Key policies include at least tripling prior increases to Children and Family Aids (CFAs) alongside increasing foster and kinship care rates. An equivalent increase in Tribal Family Services ensures Wisconsin's tribal partners can improve service equitably. These crucial investments allow counties and tribes to be flexible in how they reduce caseloads and provide children and families with critical services.

Increasing access to high-quality child care and supporting family well-being

Lack of available and affordable high-quality child care is the second biggest workforce development challenge Wisconsin faces (WEDA 2017). Today, 38% of zip codes are considered child care deserts, meaning there are no licensed providers or less than one provider opening for every three children. There is no better example of how stark the picture is than Western Wisconsin, where over 50% of zip codes are classified as child care deserts. And outside the child care setting, current programs to support families with newborn children are proving successful and popular, but are limited in capacity and resources.

The budget proposes to more than double the state's child care reimbursement rate, currently among the lowest in the nation. This investment will help open the doors of opportunity for families to receive care and for child care providers looking to keep their businesses open. The popular home visiting program, born out of the work of the Governor's Early Childhood Advisory Committee (ECAC), is also expanded by the budget. Expanding home visiting allows for more families to receive newborn and family well-being learning. Finally, additional training dollars provided to help build emotional and social competence will help providers learn trauma-informed practices and set up our youngest learners for success.

Advancing a system of youth justice that provides youth the tools to thrive

Local communities, legislators, and citizens across Wisconsin have a shared vision to implement a system of youth justice focused on prevention, diversion, accountability, and providing services to youth and their families. One that prepares youth by developing the skills they need to thrive and works across systems to achieve that goal.

Several provisions in the budget build upon the work DCF is conducting since receiving oversight of the community-based youth justice system and through the continued conversation around 2017 Act 185. Returning 17-year-olds to the youth system and allocating funding for programming is a necessary step in making good on our promise of establishing a system of youth justice. Wisconsin is currently one of five states that treat 17-year-olds as adults – this decision results in additional challenges to accessing educational services and programming youth receive. The budget also provides funding for reimbursement to counties for costs associated with creating secure residential care centers for children and youth (SRCCCYs). The budget also makes needed investments in services for runaway and homeless youth, youth mental health services, and funding driver's licenses for foster care youth, strengthening essential prevention tools that help keep youth out of the justice system entirely.

Investing in families and communities to strengthen the economy

Policymakers know that investments in families results in healthy kids and a healthier economy. That effort has resulted in the creation and expansion of programs that actively engage non-custodial parents in work opportunities and re-establishing child support payments. It has also allowed DCF to maintain its priorities of keeping families intact and children safe at home.

The budget provides a much-needed increase in Wisconsin's successful county-administered child support system and expands the transitional jobs program to four new counties. Combined with other initiatives like increasing the lifetime limit for Wisconsin Works (W-2) and providing additional W-2 funds for internet assistance, the budget proposals strengthen Wisconsin's workforce and stabilizes struggling families.

Department Of Children and Families

2019-21 Governor's Recommendations

Overview

- In total, the Governor recommends providing \$88,947,500 [\$2,849,100 GPR, \$76,103,200 FED, \$2,121,400 PR, and \$7,873,800 PR-S] and 2.00 FTE [1.00 GPR, -4.20 FED, and 5.20 PR-S] in SFY 20 and \$124,170,600 [\$24,417,100 GPR, \$90,090,600 FED, \$2,031,300 PR, and \$7,631,600 PR-S] 2.00 FTE [1.00 GPR, -4.20 FED, and 5.20 PR-S] in SFY 21.
- Represents a 2.93% GPR increase in the biennium over the base year doubled and an overall biennial all funds increase of 8.14% over the base year doubled.

Statewide Initiatives

Wage Adjustments

- Provides general wage adjustment of 2% on January 1, 2020, and another 2% increase on January 1, 2021.
- Increases minimum hourly wage for all permanent and project state employees to \$15 by January 1, 2021.

Department-Wide

Standard Budget Adjustments

- Adjustment to the base budget by a total of \$1,341,700 [-\$52,400 GPR, \$1,337,400 FED, \$22,300 PR and \$34,400 PR-S] in SFY 20 and \$1,460,900 [-\$2,200 GPR, \$1,368,500 FED, \$26,100 PR and \$68,500 PR-S] in SFY 21 to fund standard budget adjustments, including full funding of salary and fringe, turnover, overtime, night and weekend differential, and full funding of lease costs.

Program Revenue Re-estimates

- Increase of \$6,324,100 [\$898,400 FED, \$60,000 PR and \$5,365,700 PR-S] in SFY 20 and an increase of \$4,857,100 [-\$98,300 FED, \$60,000 PR and \$4,895,400 PR-S] in SFY 21 to reflect estimates of federal and program revenue funding levels.
- Largest changes relate to increases in interagency and intra-agency services, federal Title IV-E, and federal Title IV-B Part 2.

Realignment

- Increases of \$687,000 PR-S and 5.20 FTE PR-S, and decreases of -\$5,600 GPR and -\$529,500 FED and -5.20 FTE FED in SFY 20 and SFY 21 for the realignment of funding and positions within base funding to more accurately reflect the needs and organizational structure of the Department.
- This item results in no change in total FTE. The increase of 5.20 FTE PR-S is offset by -5.20 FTE FED, including 2.0 FTE FED TANF.

Addressing the child welfare crisis

Children and Families Allocation (CFA)

- Fully funds the increases provided in the last biennial budget.
- Increases Children and Family Aids (CFA) by \$15 million annually, beginning in CY 2020. Provides \$3.75 million GPR in SFY 20 and \$15.0 million GPR in SFY 20.
- In addition to the \$15.0 million increase, the CFA also includes funding for the foster care rate increases and foster care payments for children living with parents in treatment programs.
- The CFA funding totals \$78,708,100 in SFY 20 and \$90,478,400 in SFY 21.

Foster Care Rate Increase

- Provides a foster care rate increase of 2% in CY 2020 and another 2% in CY 2021, an increase of \$258,300 (\$194,500 GPR and \$63,800 FED) in SFY 20 and \$777,900 (\$585,600 GPR and \$192,300 FED) in SFY 21. These funds will be provided under the CFA, the State Foster Care and Adoption Assistance programs, and in DMCPs.

Foster Care Payments for Children Living with Parents in Treatment Programs

- Provide \$292,000 (\$169,200 GPR, \$122,800 FED) in each year for foster care maintenance payments for a child living with parents in a substance abuse treatment facility as allowed under the federal Family First Prevention Services Act (FFPSA). These funds will be provided under the CFA, the State Foster Care and Adoption Assistance programs, and in DMCPs.

Kinship Care Reestimate and Rate Increase

- Provides a Kinship Care rate increase of 2% in CY 2020 and another 2% in CY 2021. Along with anticipated caseload growth in the program, this results in an increase of \$4,106,000 in Temporary Assistance for Needy Families (TANF) block grant funding in SFY 20 and \$5,706,900 in TANF funding in SFY 21.
- Kinship Care funding would total \$26,847,200 in SFY 20 and \$28,448,100 in SFY 21.

Tribal Family Services Program

- Increase Tribal Family Services Program funding by \$446,700 in SFY20 and \$595,600 in SFY 21 using Tribal Gaming funds. Replaces base GPR funding of \$1,271,900 with Tribal Gaming funds.
- Tribal Family Services Program funding would total \$2,473,700 (\$1,718,600 PR and \$755,100 FED) in SFY 20 and \$2,622,600 (\$1,867,500 PR and \$755,100 FED) in SFY 21. Federal funding consists of Promoting Safe and Stable Families (IV-B, part 2) and the Community Services Block Grant.

Milwaukee Child Protective Services

- Increase funding by \$5,901,800 (\$2,728,300 GPR, \$1,207,200 FED, and \$1,966,300 PR) in SFY 20 and \$6,130,800 (\$3,388,800 GPR, \$865,800 FED, and \$1,876,200 PR) in SFY 21 to reflect a re-estimate of the Division of Milwaukee Child Protective Services (DMCPs) aids expenditures due to projected changes in caseload, service expenditures, federal claiming

rates, and the transfer of subsidized guardianship payments from DSP appropriations to DMCPs.

- Funding supports increases to the on-going services contracts, the independent investigations contract, trust fund accounts contract, and Milwaukee County contracts with the District Attorney, Clerk of Courts, and the Behavioral Health Division.

In Home Safety Services

- Increase TANF funding by \$1,986,600 in SFY 20 and by \$2,877,600 in SFY 21 in order to expand in-home safety services (IHSS) to families involved with child welfare on a statewide basis. The total available in each year is \$9,300,900 in SFY 20 and \$10,191,900 in SFY 21, which includes both Milwaukee County and balance of state counties.

State Foster Care & Adoption Assistance

- Maintains current base funding of \$91,081,000 (\$46,340,000 GPR and 44,741,000 FED) for Adoption Assistance based on recent caseload and expenditure data. Note that the base state and federal funding levels were adjusted to reflect current federal claiming percentages.
- Provides a State Foster Care increase of \$809,300 (\$350,700 GPR and \$458,600 FED) in SFY 20 and an increase of \$557,400 (\$192,500 GPR and \$364,900 FED) in SFY 21.
- Increases funding for Public Adoption service contracts by \$447,100 (\$235,300 GPR and 211,800 FED) in each year.
- Subsidized Guardianship has moved to the Division of Milwaukee Child Protective Services (DMCPs) appropriations, which results in a reduction of -\$3,935,500. This reduction will not affect the State Foster Care or Adoption Assistance programs and will show as an increase in DMCPs for Subsidized Guardianship.

Background Checks in Child Welfare Centers

- Provide \$435,300 (\$280,900 GPR and \$154,400 FED) in SFY 20 and \$217,700 (\$140,500 GPR and \$77,200 FED) in SFY21 to comply with the new FFPSA fingerprint background check requirement

Comprehensive Child Welfare Information System

- Increase funding by \$335,800 (\$167,900 GPR and \$167,900 FED) in SFY 20 and \$503,600 (\$251,800 GPR and \$251,800 FED) in SFY 21 to modify the state's existing child welfare information system to comply with new federal Comprehensive Child Welfare Information System requirements by adding required automated data exchanges.
- Fold existing grants to runaway programs under the Grants for Children's Community Programs into the Grants for Services for Homeless and Runaway Youth. Total funding for grants for services for homeless and runaway youth is \$400,000 in each fiscal year.

Advancing a system of youth justice that provides youth the tools to succeed

Returning 17-year-olds to the juvenile justice system

- Provides \$5,000,000 GPR in SFY 21 to reimburse counties for the increased costs associated with 17-year olds served in the juvenile justice system, rather than the adult

correctional system, beginning January 1, 2021. These funds represent an estimate of costs and are in a sum sufficient appropriation such that all eligible expenditures will be reimbursed. DCF must consult with county representatives to determine eligible expenses to be reimbursed.

Secured residential care centers for children youth (SRCCCY)

- Provide \$3,500,000 GPR in SFY 21 to reimburse one-time startup costs for counties that create a SRCCCY. DCF must consult with county representatives to determine eligible expenses to be reimbursed.

Youth Aids

- Maintains current base funding for youth aids at \$90.8 million (\$88.6 million GPR).
- No change to funding formula. However, DCF must consult with county representatives on modifications to the community youth and family aids formula under s. 48.526.

Administration

- Provides \$274,100 GPR in SFY 20, \$299,900 GPR in SFY 21, and 1.0 FTE beginning in SFY 20 to provide assessments, training, performance monitoring, data collection and analysis to set standards of practice for the youth justice system.

Foster Care Youth Drivers Program

- Provide \$89,700 GPR in SFY 20 and \$289,200 GPR in SFY 21 to create a program that will fund the cost of driver's education classes, license costs, and insurance for youth 15 years and older and in out-of-home care.

Runaway and Homeless Youth Shelters

- Provide an additional \$250,000 GPR annually for grants to support programs that provide services for homeless and runaway youth.

Increasing access to high-quality child care and supporting family well-being

Wisconsin Shares and YoungStar

- Provides \$40.8 million in SFY 20 and \$41.4 million in SFY21 for increases to Wisconsin Shares Rates.
 - Increase rates to the 50th percentile (\$22.9 million in SFY 20 and \$23.5 million in SFY 21).
 - Fully funds raising rates 5% for children up to age 4 (\$7.7 million each year).
 - Fully funds raising infants rate to a minimum of \$5 per hour (\$0.5 million each year).
 - Fully funds an across-the-board rate increase implemented January 1, 2019 (\$8.0 million each year).
 - Bring rates for certified providers to the same rate as licensed providers (\$1.7 million each year).
- Provides an additional \$4.5 million in SFY 20 and \$9.5 million in SFY 21 for the fiscal cliff, which mitigates the costs of child care by providing a sliding copayment scale up to 85% SMI.

- Provides \$8.0 million in SFY 20 and \$8.3 million in SFY 21 for costs related to not counting child SSI income in Wisconsin Shares eligibility determinations.
- Reestimates the base funding level, but assumes 1.0% increase in Shares program utilization in SFY 20 and another 1.0% increase in SFY 21, along with some migration of children to higher quality providers.
- Reduces Shares expenditures by -\$0.2 million each year to reflect that extending the Caretaker of Newborn Infant grant from 8 to 12 weeks will reduce the need for child care for these families.
- Provides \$1.3 million annually and 1.0 FTE paralegal to support the increased workload of performing background checks on child care providers and their employees centrally.
- Provides an additional \$1.4 million annually to pay the Department of Health Services for performing eligibility determinations for the Wisconsin Shares program.
- Provides \$2.2 million in SFY 20 and SFY 21 to fully fund the reduction in the YoungStar penalty for 2-Star providers.
- Reestimates funding to comply with new federal requirements under the Child Care and Development Block Grant Reauthorization based on data after implementation (-\$1.5 million each year).

Home Visiting

- Increase TANF funding for home visiting by \$1,012,500 in SFY 20 and \$2,175,000 in SFY 21 to reduce the incidence of child abuse and neglect through the Family Foundations Home Visiting program.
- Currently, \$4,712,000 TANF is provided annually to support the Family Foundations Home Visiting program. With this increase, total funds of \$5,724,600 TANF in SFY 20 and \$6,887,100 TANF in SFY21 will be available for home visiting services on a statewide basis.
- Home Visiting funding would total \$15,787,200 in SFY 20 (\$985,700 GPR and \$14,801,500 FED TANF and MIECHV) and \$16,949,700 in SFY 21 (\$985,700 GPR and \$15,964,000 FED TANF and MIECHV).

53206 Initiative

- Provides \$655,000 in SFY 20 and \$749,000 in SFY 21 for costs to support access to high-quality child care for families that reside in a geographic area with high-poverty levels, as identified by DCF, in the City of Milwaukee.
 - Grants may be used for start-up costs, ongoing operational costs, including subsidy payments for eligible families, and quality improvement activities.
 - Quality improvement grants may be made to child care providers and their employees, as well as to educational institutions to educate child care provider employees.
 - Grants require a 25% match of money or in-kind goods and services.

Pyramid Model for Social and Emotional Competence

- Provides \$415,000 in SFY 20 and \$535,000 in SFY 21 to expand funding for the Pyramid Model, which is a tiered intervention framework/strategy that enhances social and emotional competence in infants, toddlers, and young children, such as the ability to play well with others, to listen and follow directions, to identify and express emotions, and to problem solve.

Read to Lead

- Reduce funding by \$23,600 GPR annually to eliminate the Read to Lead Program

Investing in families and communities to strengthen the economy

Wisconsin Works and Related Programs

- W-2 benefits – Decreases W-2 benefits by \$9,145,300 in SFY 20 and by \$9,145,000 in SFY 21 to reflect declining W-2 caseloads and decreased benefit spending. Funding for W-2 Benefits total \$35,479,700 in SFY 20 and \$35,480,000 in SFY 21.
- Provides \$5,300,000 annually to fund an internet assistance grant to paid and unpaid W-2 cases in a monthly maximum amount of \$57.
- Provides \$377,200 annually in additional benefit funding due to increasing the amount of time a custodial parent can receive a W-2 Caretaker of a Newborn Child grant from 8 weeks to 12 weeks.
- W-2 agency contracts -- Decreases funding for W-2 services and administration contracts by \$3,071,700 in each year of the biennium to reflect declining caseloads to more closely reflect actual expenditures.
- Provides \$1 million in SFY21 to expand Transitional Jobs to additional rural counties.
- Emergency Assistance – Re-estimate program costs to decrease funding by \$1 million to \$6,000,000 in each year of the biennium.
- Repeals drug testing requirements and associated funding for noncustodial parents in the W-2, Transform Milwaukee Jobs, Transitional Jobs, and Children First programs, as well as custodial parents in W-2.
- Makes several programmatic changes to W-2 including:
 - Increasing the lifetime benefit limit from 48 months to 60 months;
 - Removes the 24-month participation limit for a Community Service Job and W-2 Transition placement;
 - Removes limitations on educational and training components of W-2.
- Makes several changes to W-2 Trial Employment Match Program (TEMP) including:
 - Renames to Subsidized Employment Placement (SEP);
 - Removes the 40-hour per week maximum subsidy;
 - Allows a W-2 agency to negotiate with an employer the maximum number of hours per week for which a participant is eligible to receive a subsidy;
 - Removes the 24-month participation limit for a placement under the program.

Other TANF-Related Programs

- SSI Caretaker Supplement – Re-estimate program costs to decrease funding by \$1,924,700 TANF in each year for projected expenditures in the SSI Caretaker Supplement program administered by the Department of Health Services.
- Provides an additional \$1,400,000 TANF in each year for grants to Wisconsin Boys and Girls Clubs of America for the BE GREAT: Graduate program.
- EITC: Provides \$16.0 million in additional TANF funding in SFY20 and \$17.0 million in SFY21 to account for the TANF-eligible portion of a proposed increase in the state Earned Income Tax Credit for filers with two dependent children.
- Offender Reentry – Provides an additional \$575,000 TANF annually for the offender reentry demonstration project. Total funding increases to \$825,000 annually.
- Provide an additional \$500,000 TANF annually for Homeless Shelter Grants, administered by the Department of Administration. In addition, provide TANF funding for a full-time DOA position to administer grants.
- Provide increased TANF funding for Children First, as described in the Child Support section.

- Provide an additional \$25,000 annually for a grant to the We Got This program in the City of Milwaukee.
- Provide new TANF funding or increase TANF funding for the following child welfare programs described in detail under the Child Welfare section:
 - Kinship Care
 - In Home Safety Services
 - Home Visiting

TANF Allocation Structure

- Provides that if any TANF allocation under s. 49.175 funds a contract for services, “allocation” means the amount under the contract that DCF is obligated to pay.
- Removes requirements that DCF submit a reallocation request under s. 49.175 to the Joint Committee on Finance for approval under 14-day passive review.

Skills Enhancement Grants

- Provide an additional \$250,000 GPR annually for skills enhancement grants, in accordance with recommendations from the Interagency Council on Homelessness.

Employment Program for Childless Adults

- Provide \$500,000 GPR annually, separate from the state’s TANF program, to fund a subsidized employment program for childless adults in Milwaukee similar to the Transform Milwaukee Jobs program.

Child Support

- Provide an additional \$1.5 million GPR starting in CY2020 for the state-county child support contract. Maintains current GPR funding of \$300,000 in each year for identifying children with health insurance.
- Provide \$1,140,000 TANF funding annually in order to increase the Children First per-participant payment from \$400 to \$800.
- Eliminate the birth cost recovery program.
- Amend statutory language in accordance with a recent federal law change to increase the annual child support enforcement fee charged to custodial parents from \$25 if at least \$500 in support is collected to \$35 if at least \$550 in support is collected.

Related agency policies (non-DCF)

Department of Health Services (DHS)

Lead Exposure and Lead Poisoning Prevention

- Provide \$23,446,000 (\$5,282,400 GPR and \$18,163,600 FED) in SFY 20 and \$19,558,700 (\$6,467,200 GPR and \$13,091,500 FED) in SFY 21 and 2.14 FTE to create a health service initiative to improve lead testing and lead abatement in the homes of Medicaid eligible children and pregnant women, to promote blood lead testing among at-risk children, to abate lead hazards in homes of individuals not eligible for Medicaid, and to create a pay-for-performance initiative related to blood lead testing for health maintenance organizations to comply with blood lead testing standards.

Expand Access to Birth to 3 Program

- Provide an additional \$1,550,000 GPR in SFY 20 and \$7,600,000 GPR in SFY 21 to expand services to eligible children who have a positive blood lead test above 5 micrograms per deciliter.

Mendota Juvenile Treatment Center Expansion

- Provides \$3,159,500 in SFY 21 and 50.50 FTE positions to expand the Mendota Juvenile Treatment Center and recommends that only the director of the Mendota Mental Health Institute, or his or her designee, be authorized to make decisions regarding admission, treatment, and release of juveniles.

Youth Crisis Stabilization Facility

- Provides \$996,400 in program revenue in SFY 20 and SFY 21 to fund a youth crisis stabilization facility.

Infant Mortality Prevention Program

- Reallocate 5.0 FTE positions within DHS to create an Infant Mortality Prevention Program to work with Medicaid, health care providers and communities to reduce the infant mortality rate and other poor birth outcomes.

Medicaid Postpartum Eligibility

- Provide \$22,880,000 (\$9,609,600 GPR and \$13,270,400 FED) in SFY 21 to extend postpartum Medicaid eligibility from 60 days to 12 months.

FoodShare Employment and Training

- Repeal the work requirement for able-bodied adults with dependents ages 6 to 18.

Child Support Compliance

- Repeal the child support compliance requirement for Medicaid and FoodShare eligibility.

Department of Public Instruction (DPI)

Drivers Education Aid

- Provide \$2,000,000 GPR in SFY 21 to create a new categorical aid program for driver's education so that local education agencies are eligible to receive up to \$200 per student based on the number of economically disadvantaged students who completed an approved driver's education course that provides behind-the-wheel training.

Department of Corrections (DOC)

Amendment to Act 185: Juvenile Justice

- The deadline of January 1, 2021, for closing Lincoln Hills and Copper Lake is removed and replaced with a timeline that depends on all juveniles begin transferred to SRCCY and Type 1 juvenile correctional facilities before they are closed.
- Changes to the Juvenile Corrections Grant Committee
 - One member appointed from each house to the Juvenile Corrections Grant Committee must be a member of the minority party.
 - The Committee remains in place until the date on which all projects funded with grants are completed. (Formerly the committee would terminate on Jan 21, 2021.)
 - Grant applications due June 30, 2019 (formerly March 31, 2019).
 - JCGC may work with applicants to improve applications until September 30, 2019 (formerly June 30, 2019).
 - JCGC shall submit the plan approval to Joint Finance by October 1, 2019 (formerly July 1, 2019).
- Clarifies long-term juvenile detention placements.

Prevention Board

Abusive Head Trauma Prevention

- Transfer \$100,000 from existing aids to the operations appropriation to fund 1.0 FTE for statewide implementation of the Period of PURPLE Crying, an evidence-based program to educate new parents on infant crying as a means of preventing shaken baby syndrome/abusive head trauma.