

1999 DRAFTING REQUEST

Assembly Amendment (AA-AB133)

Received: 06/4/99

Received By: malaigm

Wanted: Soon

Identical to LRB:

For: Legislative Fiscal Bureau 6-8017

By/Representing: Carabell

This file may be shown to any legislator: NO

Drafter: malaigm

May Contact:

Alt. Drafters:

Subject: Children - day care

Extra Copies:

Pre Topic:

LFB:.....Carabell -

Topic:

Indirect child care (LFB paper #1089)

Instructions:

See Attached

Drafting History:

<u>Vers.</u>	<u>Drafted</u>	<u>Reviewed</u>	<u>Typed</u>	<u>Proofed</u>	<u>Submitted</u>	<u>Jacketed</u>	<u>Required</u>
/?	malaigm 06/4/99	wjackson 06/7/99		_____			
/1			jfrantze 06/9/99	_____	lrb_docadmin 06/9/99		
/2	malaigm 06/12/99	wjackson 06/12/99	martykr 06/12/99	_____	lrb_docadmin 06/12/99		

FE Sent For:

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			km 6/12	WLF 6/12			
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Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873

June 1, 1999

Joint Committee on Finance

Paper #1089

TANF

Indirect Child Care (DWD -- Economic Support and Child Care)

[LFB 1999-01 Budget Summary: Page 687, #17]

CURRENT LAW

The indirect child care allocation funds the Office of Child Care in the Department of Workforce Development (DWD) and other activities designed to improve the quality and availability of child care. The allocation is currently \$6,002,400 for each fiscal year and is funded entirely with federal dollars from the child care development block grant. An additional \$734,900 was transferred to the indirect allocation under s. 16.54 in December, 1998, to fund costs associated with the Office of Child Care (\$444,900) and the implementation of the safe child care proposal (\$290,000). Finally, expenditure authority was increased by \$812,300 in March for child care licensing positions in the Department of Health and Family Services (DHFS) to replace reduced funds from the social services block grant.

GOVERNOR

40175 (1)P Increase funding for indirect child care by \$12,976,300 FED in 1999-00 and \$10,831,600 FED in 2000-01. Total funding of \$18,978,700 in 1999-00 and \$16,834,000 in 2000-01 would be allocated under the bill for the indirect child care programs. The first column in the following table represents base level funding for each program (prior to the s. 16.54 request). The second and third columns show the total funding under the Governor's recommendation and the last two columns show the proposed change in funding.

	Base	Total		Change	
		1999-00	2000-01	1999-00	2000-01
Funding for DWD					
Office of Child Care	\$350,700	\$794,600	\$794,600	\$443,900	\$443,900
Resource & Referral Agencies	1,360,000	2,000,000	2,000,000	640,000	640,000
Start-Up & Expansion Grants	366,400	366,400	366,400	0	0
Quality Improvement Grants	1,707,900	1,707,900	1,707,900	0	0
Training & Technical Assistance	530,000	530,000	530,000	0	0
Safe Child Care	0	580,000	580,000	580,000	580,000
Local Resource & Referral Grants	0	3,400,000	3,400,000	3,400,000	3,400,000
Low-Income Subsidy	0	1,000,000	1,000,000	1,000,000	1,000,000
Revolving Loans	0	3,200,000	0	3,200,000	0
Child Care Careers Education	0	1,000,000	2,500,000	1,000,000	2,500,000
Automated Provider File	0	600,000	0	600,000	0
Subtotal	\$4,315,000	\$15,178,900	\$12,878,900	\$10,863,900	\$8,563,900
Funding for DHFS					
Licensing Staff	\$1,687,400	\$3,596,900	\$3,745,200	\$1,909,500	\$2,057,800
Background Checks	0	20,700	27,700	20,700	27,700
Milwaukee County Foster Parent Day Care Administration	0	182,200	182,200	182,200	182,200
Subtotal	\$1,687,400	\$3,799,800	\$3,955,100	\$2,112,400	\$2,267,700
TOTAL	\$6,002,400	\$18,978,700	\$16,834,000	\$12,976,300	\$10,831,600

Of the five existing indirect child care programs, two would receive increased funding under the bill (\$1,083,900 in each year) and three would maintain the same level of funding. Six new programs would be created at a cost of \$9,780,000 in 1999-00 and \$7,480,000 in 2000-01. Finally, the bill would increase funding for DHFS by \$2,112,400 in 1999-00 and \$2,267,700 in 2000-01, by increasing the funding for licensing staff and providing funding for child care provider background checks and administration of the Milwaukee County foster parent day care program.

The bill would also expand the current child care start-up and expansion grant program to allow for low-interest loans. DWD would be directed to establish guidelines for loan eligibility. In addition, the bill would direct DWD to attempt to award grants and loans to organizations that provide child care for sick children and child care providers that employ W-2 participants or former participants.

DISCUSSION POINTS

Existing Programs

1. Under the bill, there would be no change in funding for start-up and expansion grants, quality improvement grants and training and technical assistance. The start-up and expansion grants are used to increase the availability of quality, licensed child care services by providing grants for employer-sponsored care, child care for student parents, Head Start wrap-around services and collaborative services (centers where children receive services from more than one entity). Total

grants awarded under this program have averaged \$400,000 per year for the last three years, which exceeds the funding provided under the bill. The bill could be modified to increase funding by \$33,600 each year to provide a total of \$400,000 annually.

2. Grants under the quality improvement program have averaged \$1.4 million annually in recent years. Quality improvement grants are used to assist providers in achieving the quality standards for accreditation. Under current law, providers that are accredited by certain national or state organizations are eligible for higher child care subsidies. Accredited providers may also receive grants for staff retention and training. Since grants made under this program have historically been lower than the amount provided, funding for this program could be reduced by \$300,000 per year.

3. Training and technical assistance grants are used to provide information and consultation for child care providers regarding efforts to maintain or expand capacity or to improve services. The Department has historically allocated the full amount provided for this program.

4. The bill would increase funding for Wisconsin's 17 local child care resource and referral (CCRR) agencies by \$640,000 each year. The CCRRs help parents select child care by providing information on available providers and helping to locate specialized care (such as care for children with disabilities, sick children and for families who need care during non-traditional hours). The agencies also work to increase the supply of child care and offer technical assistance and training. Finally, CCRR staff work with communities, school districts, employers and W-2 agencies to solve child care problems. Although the agencies serve all families regardless of income, 37% of inquiries made in 1998 were from families who were known to be receiving a child care subsidy.

According to a 1998 report, CCRR agencies received referral requests from 21,688 families for 32,743 children statewide, which was a 23% increase since 1995. The requests for child care for children with disabilities (983) increased by 37% since 1997. A total of 839 training events for 15,633 child care staff were provided in 1998, which was an increase of 15% over the prior year.

The funding in the bill represents a 47% increase over the base. Since the figures provided in the report point to a 25% increase in activity, funding for the CCRR agencies could be reduced by \$300,000 each year to provide a 25% increase in funding (\$1,700,000 in total each year).

Based on a review of other state's local CCRR agencies, it was found that annual funding ranged from \$150,000 to \$175,000 per agency. The current funding level provides an average of \$106,700 for each CCRR agency and the bill would increase this level to \$156,900 each (these amounts include the 25% local match requirement), which is comparable to other states. In addition, because the responsibilities of the CCRR agencies would increase under the bill due to the new programs that would be established, the recommended funding level could be approved.

5. The funding provided under the bill for the Office of Child Care is similar to the level approved by the Committee under the December, 1998, s. 16.54 request. The increase over the base reflects an effort by the Division of Economic Support to properly allocate administrative costs

to the Office.

New Indirect Programs

6. The bill includes one-time funding of \$600,000 to establish a statewide automated file of licensed and certified providers. The file would link state licensing data and county certification data and make it available to DWD, DHFS, counties, local CCRP agencies, local W-2 agencies and job centers. The file would be used by the state and counties to share information on enforcement actions and revocations, to track trends in the supply of child care and to provide information to W-2 agencies to ensure that authorizations are made only to regulated providers. Currently, much of this information cannot be shared electronically. The funding requested includes \$425,000 for staff costs related to program development and \$175,000 for hardware that would be located in the county offices.

7. The recommended funding for the safe child care program reflects the same amount approved in December, on an annualized basis. This money is used to conduct annual on-site safety inspections of certified day care facilities (certified providers care for a small number of children and are certified by the county rather than being licensed by the state) and to provide training and materials (such as smoke detectors and first aid kits) to providers.

8. The Governor recommends providing \$8,600,000 in 1999-00 and \$6,900,000 in 2000-01 for four new grant and loan programs: local resource and referral grants, low-income subsidy grants, revolving loans and careers education grants. There is no data available to reliably estimate the level of demand for these programs. However, the Committee could modify the bill by eliminating one or more of the programs or by increasing or reducing the amount of funding provided. If funding is reduced, the savings could be used for direct child care subsidies or other components of the Wisconsin Works program. A description of the new programs follows:

a. The bill would provide \$3.4 million each year for local resource and referral grants to be administered by the local CCRP agencies. The grants would be used to start up, expand or improve child care in the 17 CCRP regions. The grant criteria would be developed by DWD and the local agencies. Grants would be awarded based on the particular child care needs of each region. In addition, \$1.0 million would be set-aside each year to address problems associated with child care for sick children.

b. Low-income subsidy grants of \$1.0 million annually would be earmarked for child care programs serving families receiving a child care subsidy. These grants would also be administered by the CCRP agencies. Grant recipients would have to have been in business for at least one year and complete training on how the subsidy program works and on good business practices in order to be eligible for a grant.

c. A total of \$3.2 million would be provided in the first year for the creation of a low-interest revolving loan program to be administered by the Wisconsin Housing and Economic Development Authority (WHEDA). Loan monies could be used for the start-up, expansion or

improvement of child care facilities. Special efforts would be made to meet the needs of employers and apartment complexes. It is anticipated that the maximum loan would be \$50,000. Loans could not be used for construction that adds square footage to or substantially enhances a facility by adding 30% or more to the value of the building. Providers would also have to agree to make services available to subsidy recipients until the loan is fully repaid.

The Authority is currently in the process of designing its own program to provide loan guarantees and interest subsidies for child care providers. Specifically, WHEDA has indicated that it will provide \$4 million in loan guarantees for providers that serve small communities and urban areas and to establish child care for sick children. A total of \$500,000 will also be allocated for subsidizing the interest costs of construction loans for new child care centers. Both of these programs would be funded from WHEDA's revenues. Based on a discussion with staff at WHEDA, these two programs are planned to be operational by the summer of 1999 and will be offered regardless of whether the Governor's revolving loan program is enacted into law or not.

d. The bill would provide \$1.0 million in the first year and \$2.5 million in the second year for child care careers education. This funding would be used to recruit and retain child care workers and to increase their training and education. Funding would be used to provide scholarships to new or existing workers to attend specified training, with the incentive of higher compensation. This program would be administered by a private vendor, under contract with the state. According to the Day Care Services Association of North Carolina, a similar program operated in that state resulted in increased compensation and lower turnover for child care workers who received a scholarship or training.

9. The bill would reduce funding for the direct child care subsidy program by \$39.0 million over the biennium and increase funding for the indirect programs by \$23.8 million. However, since the reestimate of the direct program exceeds the amount budgeted by \$23.7 million over the biennium (these reestimates are described in a separate issue paper prepared by this office), the Committee may wish to eliminate funding for some or all of the new indirect programs. In making this decision, the Committee could consider that, as noted above, the Department has historically provided grants in amounts that were less than allocated.

Funding for DHFS

10. A child care center that provides care for four or more children under the age of seven must be licensed by DHFS. As part of the licensing process, the Department conducts background checks on providers and their staff. The bill would increase funding from the indirect child care allocation for DHFS child care licensing staff to offset a reduction in the federal social services block grant. In addition, the bill would provide funding from the indirect allocation for the Office of Legal Council for background checks to replace GPR funding that is currently provided for this activity.

11. The bill would also provide funding from the child care indirect allocation for administration of the Milwaukee County foster parent day care program in order to replace GPR

that is currently provided for this program.

ALTERNATIVES

1. Adopt the Governor's recommendation to increase funding for the indirect child care programs by \$12,976,300 in 1999-00 and \$10,831,600 in 2000-01.

Existing Programs

2. Modify the Governor's recommendation related to the five existing child care programs by adopting one or more of the following alternatives:

49.155 (1g)(b)

a. Increase funding for start-up and expansion grants by \$33,600 FED annually to reflect historical expenditures.

Alternative 2a	FED
1999-01 FUNDING (Change to Bill)	\$67,200

49.155 (1g)(b)

b. Decrease funding for quality improvement grants by \$300,000 FED annually to reflect expenditures in recent years.

Alternative 2b	FED
1999-01 FUNDING (Change to Bill)	-\$600,000

49.155 (1g)(b)

c. Decrease funding for the local CCRR agencies by \$300,000 FED annually to reflect recent changes in activity.

Alternative 2c	FED
1999-01 FUNDING (Change to Bill)	-\$600,000

New Indirect Programs

3. Modify the Governor's recommendation related to the six new indirect child care programs by adopting one or more of the following alternatives:

a. Eliminate the safe child care program and decrease funding by \$580,000 FED annually.

Alternative 3a	FED
1999-01 FUNDING (Change to Bill)	-\$1,160,000

b. Eliminate the local resource and referral grant program and decrease funding by \$3,400,000 FED annually. *Instead \$1M for sick children*

Alternative 3b	FED
1999-01 FUNDING (Change to Bill)	- \$6,800,000

c. Eliminate the low-income subsidy program and decrease funding by \$1,000,000 FED annually.

Alternative 3c	FED
1999-01 FUNDING (Change to Bill)	- \$2,000,000

49.136(2)(a)
(b)
(7) d. Eliminate the revolving loan program for child care start-up and expansion and decrease funding by \$3,200,000 FED in 1999-00.

Alternative 3d	FED
1999-01 FUNDING (Change to Bill)	- \$3,200,000

0687
49.155(1)(b)

e. Eliminate the child care careers education program and decrease funding by \$1,000,000 FED in 1999-00 and \$2,500,000 in 2000-01.

Alternative 3e	FED
1999-01 FUNDING (Change to Bill)	- \$3,500,000

f. Eliminate funding for the automated provider file and decrease funding by \$600,000 FED in 1999-00.

Alternative 3f	FED
1999-01 FUNDING (Change to Bill)	- \$600,000

4. Maintain current law. Decrease funding by \$12,976,300 FED in 1999-00 and \$10,831,600 FED in 2000-01.

Alternative 4	FED
1999-01 FUNDING (Change to Bill)	- \$23,807,900

Prepared by: Kelsie Doty

49.175(1)(p) Indirect child care allocation



State of Wisconsin
1999 - 2000 LEGISLATURE

DN 06

LRBb0517/8
GMM.../.....
Wlj

LFB:.....Carabell – Indirect child care (LFB paper #1089)

FOR 1999-01 BUDGET — NOT READY FOR INTRODUCTION

LFB AMENDMENT

TO 1999 ASSEMBLY BILL 133 AND 1999 SENATE BILL 45

1 At the locations indicated, amend the bill as follows:

2 ✓ 1. Page 676, line 15: delete lines 15 to 24.

3 ✓ 2. Page 677, line 1: delete lines 1 to 10 and substitute:

4 "SECTION 1211d. 49.136 (2) (b) of the statutes is amended to read:

5 49.136 (2) (b) The department shall attempt to award grants under this section

6 to head start agencies designated under 42 USC 9836, employers that provide or

7 wish to provide child care services for their employes, family day care centers, group

8 day care centers and day care programs for the children of student parents.

9 (9) ²/_K organizations that provide child care for sick children and child care providers that
10 employ participants or former participants in a Wisconsin works employment
11 position under s. 49.147 (3) to (5)."

1 √ **3.** Page 684, line 24: delete that line.

2 **4.** Page 685, line 1: delete lines 1 to 12 and substitute:

3 “**SECTION 1245d.** 49.155 (1g) (b) of the statutes is amended to read:

4 49.155 (1g) (b) From the appropriation under s. 20.445 (3) (mc), distribute
5 \$4,315,000 ~~\$8,014,500~~ in fiscal year ~~1997-98~~ 1999-2000 and \$4,315,000 ~~\$7,412,500~~
6 in fiscal year ~~1998-99~~ 2000-01 for the purposes of providing technical assistance for
7 child care providers and of administering the child care program under this section
8 and for grants under s. 49.136 (2) for the start-up and expansion of child day care
9 services, and for child day care start-up and expansion planning, for grants under
10 s. 49.134 (2) for child day care resource and referral services, for grants under s.
11 49.137 (3) to assist child care providers in meeting the quality of care standards
12 established under sub. (1d), and for a system of rates or a program of grants, as
13 provided under sub. (1d), to reimburse child care providers that meet those quality
14 of care standards and for grants under s. 49.137 (2) and contracts under s. 49.137 (4)
15 to improve the quality of child day care services in this state.”

History: 1995 p. 289; 1997 a. 27, s. 1766 to 1775, 1838 to 1857; 1997 a. 41, 105, 237, 252.

16 √ **5.** Page 696, line 17: delete lines 17 to 22 and substitute:

17 “**SECTION 1299d.** 49.175 (1) (p) of the statutes is amended to read:

18 49.175 (1) (p) *Indirect child care services.* For indirect child care services under
19 s. ~~49.131 (2) (b), \$6,002,400~~ 49.155 (1g), \$11,812,300 in each fiscal year.
20 ~~Notwithstanding sub. (2), the department may not use any funds allocated under~~
21 ~~this paragraph for any other purpose under this subsection~~ 1999-2000 and
22 \$11,367,600 in fiscal year 2000-01.”

NOTE: NOTE: The bracketed language indicates the correct cross-reference. Section 49.131 (2) (b) is renumbered s. 49.155 (1g) by 1997 Wis. Act 27. Corrective legislation is pending. NOTE:

History: 1997 a. 27, 105, 236, 237, 252, 318.

DRAFTER'S NOTE
FROM THE
LEGISLATIVE REFERENCE BUREAU

LRBb0517/1dn

GMM.../:...
wlj

Rachel:

✓ The revised allocation amounts in ss. 49.155 (1g) (b) ✓ and 49.175 (1) (p) ✓, stats., for indirect child care, as shown in this amendment, were arrived at as follows:

1. By adding up the decreases as follows:

<u>FY 1999-2000</u>	<u>FY 2000-01</u>
\$ 300,000 (Alt. 2b)	\$ 300,000 (Alt. 2b)
300,000 (Alt. 2c)	300,000 (Alt. 2c)
3,400,000 (Alt. 3b)	3,400,000 (Alt. 3b)
3,200,000 (Alt. 3d)	<u>2,500,000</u> (Alt. 3e)
<u>1,000,000</u> (Alt. 3e)	
\$8,200,000 (Total decreases)	\$6,500,000 (Total decreases)

2. By subtracting the increases from the decreases as follows:

<u>FY 1999-2000</u>	<u>FY 2000-01</u>
\$8,200,000	\$6,500,000
<u>1,000,000</u> (sick children)	<u>1,000,000</u> (sick children)
7,200,000	5,500,000
<u>33,600</u> (Alt. 2a)	<u>33,600</u> (Alt. 2a)
\$7,166,400 (Net decrease)	\$5,466,400 (Net decrease)

3. By subtracting the net decreases from the allocation amounts in the bill as follows:

A. Section 49.155 (1g) (b)

<u>FY 1999-2000</u>	<u>FY 2000-01</u>
\$15,178,900	\$12,878,900
<u>7,166,400</u>	<u>5,466,400</u>
\$ 8,014,500	\$ 7,412,500

B. Section 49.175 (1) (p)

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Insert
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FY 1999-2000

\$18,978,700

7,166,400

\$11,812,300

FY 2000-01

\$16,834,000

5,466,400

\$11,367,600

If these calculations or the assumptions underlying these calculations are incorrect in any way, please advise.

Gordon M. Malaise
Senior Legislative Attorney
Phone: (608) 266-9738
E-mail: Gordon.Malaise@legis.state.wi.us

DRAFTER'S NOTE
FROM THE
LEGISLATIVE REFERENCE BUREAU

LRBb0517/1dn
GMM:wlj:jf

June 9, 1999

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300,000 (Alt. 2c)	300,000 (Alt. 2c)
3,400,000 (Alt. 3b)	3,400,000 (Alt. 3b)
3,200,000 (Alt. 3d)	<u>2,500,000</u> (Alt. 3e)
<u>1,000,000</u> (Alt. 3e)	
\$ 8,200,000 (Total decreases)	\$ 6,500,000 (Total decreases)

2. By subtracting the increases from the decreases as follows:

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7,200,000	5,500,000
<u>33,600</u> (Alt. 2a)	<u>33,600</u> (Alt. 2a)
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3. By subtracting the net decreases from the allocation amounts in the bill as follows:

- A. Section 49.155 (1g) (b)

<u>FY 1999-2000</u>	<u>FY 2000-01</u>
\$15,178,900	\$12,878,900
<u>7,166,400</u>	<u>5,466,400</u>
\$ 8,014,500	\$ 7,412,500

B. Section 49.175 (1) (p)

<u>FY 1999-2000</u>	<u>FY 2000-01</u>
\$18,978,700	\$16,834,000
<u>7,166,400</u>	<u>5,466,400</u>
\$11,812,300	\$11,367,600

If these calculations or the assumptions underlying these calculations are incorrect in any way, please advise.

Gordon M. Malaise
Senior Legislative Attorney
Phone: (608) 266-9738
E-mail: Gordon.Malaise@legis.state.wi.us



State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb05177

GMM:wlj:jf



LFB:.....Carabell – Indirect child care (LFB paper #1089)

FOR 1999-01 BUDGET — NOT READY FOR INTRODUCTION

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7 wish to provide child care services for their employes, family day care centers, group
8 day care centers and day care programs for the children of student parents,
9 organizations that provide child care for sick children and child care providers that
10 employ participants or former participants in a Wisconsin works employment
11 position under s. 49.147 (3) to (5).”

\$8,012,500 ✓

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in fiscal year ~~1998-99~~ 2000-01 for the purposes of providing technical assistance for
child care providers and of administering the child care program under this section
and for grants under s. 49.136 (2) for the start-up and expansion of child day care
services, and for child day care start-up and expansion planning, for grants under
s. 49.134 (2) for child day care resource and referral services, for grants under s.
49.137 (3) to assist child care providers in meeting the quality of care standards
established under sub. (1d), and for a system of rates or a program of grants, as
provided under sub. (1d), to reimburse child care providers that meet those quality
of care standards and for grants under s. 49.137 (2) and contracts under s. 49.137 (4)
to improve the quality of child day care services in this state.”.

5. Page 696, line 17: delete lines 17 to 22 and substitute:

“SECTION 1299d. 49.175 (1) (p) of the statutes is amended to read:

49.175 (1) (p) *Indirect child care services.* For indirect child care services under
s. ~~49.131 (2) (b), \$6,002,400~~ 49.155 (1g), \$11,812,300 in each fiscal year.
Notwithstanding sub. (2), the department may not use any funds allocated under
this paragraph for any other purpose under this subsection 1999-2000 and
\$11,367,600 in fiscal year 2000-01.”.

(END)



State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb0517/2
GMM:wlj:km

LFB:.....Carabell – Indirect child care (LFB paper #1089)

FOR 1999-01 BUDGET — NOT READY FOR INTRODUCTION

LFB AMENDMENT

TO 1999 ASSEMBLY BILL 133 AND 1999 SENATE BILL 45

1 At the locations indicated, amend the bill as follows:

2 **1.** Page 676, line 15: delete lines 15 to 24.

3 **2.** Page 677, line 1: delete lines 1 to 10 and substitute:

4 **“SECTION 1211d.** 49.136 (2) (b) of the statutes is amended to read:

5 49.136 (2) (b) The department shall attempt to award grants under this section
6 to head start agencies designated under 42 USC 9836, employers that provide or
7 wish to provide child care services for their employes, family day care centers, group
8 day care centers and day care programs for the children of student parents,
9 organizations that provide child care for sick children and child care providers that
10 employ participants or former participants in a Wisconsin works employment
11 position under s. 49.147 (3) to (5).”

