

1999 DRAFTING REQUEST**Assembly Amendment (AA-AB133)**Received: **06/5/99**Received By: **yacketa**Wanted: **As time permits**

Identical to LRB:

For: **Legislative Fiscal Bureau**By/Representing: **Simpson**This file may be shown to any legislator: **NO**Drafter: **yacketa**

May Contact:

Alt. Drafters:

Subject: **Public Assistance - misc**

Extra Copies:

Pre Topic:

LFB:.....Simpson -

Topic:

Family literacy

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>
/1	yacketa 06/6/99	ygeller 06/7/99	mclark 06/8/99	_____	lrb_docadmin 06/8/99		
/2	yacketa 06/11/99	gilfokm 06/11/99	martykr 06/12/99	_____	lrb_docadmin 06/12/99		
/3	yacketa 06/13/99	ygeller 06/13/99	haugeca 06/13/99	_____	lrb_docadmin 06/13/99		

FE Sent For:

<END>

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13 9/12 Jg
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FE Sent For:		<i>12-6-11 img</i>	<i>km 6 12</i>	<i>JF km 12</i>			

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/?	yacketa	11/6/7 Jlg	MRC 6/7	MRC/km 6/7			

FE Sent For:

<END>

Samaritan Project, Inc.; (e) \$500,000 annually for the Youth Leadership Academy, Inc. and United Community Center; and (f) \$150,000 for the Milwaukee Passports for Youth Program. Specify that these organizations would not have to participate in a competitive process in order to receive these funds.

GMM

46. LFB Paper #1103. Alternative B2. Modify the Brighter Futures initiative to reflect several technical modifications requested by DHFS.

GMM

47. LFB Paper #1103. Alternative D2. Specify that tribes would continue to receive a total of \$180,000 (\$7,500 GPR and \$172,500 PR (TANF)) annually for adolescent pregnancy prevention and self-sufficiency programs, but that the tribes would not be subject to the requirements of the Brighter Futures initiative.

allocation

48. LFB Paper #1104. Alternative A2. Delete the position recommended by the Governor, and authorize DWD to reallocate a vacant position from within the Division of Economic Support to perform functions related to the literacy initiative. Reduce funding by \$45,900 FED annually from the amounts provided in the bill.

6550 TANF

49. LFB Paper #1104. Alternative B3a. Specify that funding under the literacy initiative must be used for projects that focus on family literacy.

allocation

50. LFB Paper #1104. Decrease funding for literacy grants by \$650,000 FED annually.

6550 TANF

51. LFB Paper #1104. Alternative B3d. Specify that DWD (along with staff from WTCS, DPI and the Governor's Office) would be required to develop criteria to be used to evaluate proposals and allocate funding for literacy grants.

6550 TANF

52. LFB Paper #1104. Alternative B3g. Require grants to be provided directly to existing literacy providers. Under this alternative, no grants would be provided to W-2 agencies. However, the literacy providers would be required to work with the local W-2 agency to ensure that services are provided to W-2 participants as needed.

TANF

53. LFB Paper #1104. Alternative C5. Modify the Governor's recommendation by: (a) establishing a separate PR-funded grants to libraries for literacy services appropriation; (b) shifting \$25,000 PR annually from the Office's assistance from state agencies appropriation to this new grants to libraries for literacy services appropriation; and (c) referencing this new appropriation under DWD's federal block grant operations appropriation.

PSD

54. LFB Paper #1105. Alternative E1. Specify that any AODA or substance abuse grant programs supported by TANF serve only families with income at or below 200% of the federal poverty level.

6551 TANF

55. LFB Paper #1107. Modify the Governor's recommendation by: (a) providing \$500,000 annually of federal TANF funding to support WIC nutrition, education and outreach activities; (b) directing DWD to transfer this funding and the funding provided under the bill to DHFS to be distributed to local WIC agencies under DHFS WIC contracts; and (c) reducing

TANF 6552



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 #1104

TANF

Literacy Initiative (Governor and DWD -- Economic Support and Child Care)

[LFB 1999-01 Budget Summary: Page 250, #3 and Pages 698 and 701, # 46 and #52]

CURRENT LAW

Under current law, the Governor may provide a grant to any local governmental unit or nonprofit organization for support of a literacy improvement program. Currently, base level funding of \$28,000 GPR annually is available to fund these grant activities. In addition, the Governor's Office is currently authorized 1.0 GPR unclassified position to function as a literacy advocate. Base level funding for the literacy advocate position is \$83,300 GPR annually (\$67,000 for salary and fringe benefits and \$16,300 for support costs).

GOVERNOR

Provide \$2,150,000 FED in federal temporary assistance to needy families (TANF) funds and 1.0 FED position annually in the Department of Workforce Development (DWD) for a statewide literacy program. Of this amount: (a) \$45,900 FED annually would be provided for 1.0 FTE program and planning analyst 5 in DWD; (b) \$25,000 FED would be transferred to the Governor's Office to fund (as program revenues) 30% of the existing costs of the literacy advocate position; and (c) \$25,000 FED would be transferred (as program revenues) to the Governor's Office as supplies and services funding to support additional literacy grants to libraries. The administration indicates that the remaining funds, \$2,054,100 FED annually, would be used for grants for literacy services.

DISCUSSION POINTS

1. Although not specified in the bill, the administration indicates that the additional position in DWD would work with the literacy advocate in the Governor's Office to administer the

literacy initiative. The staff person in DWD would also provide coordination between job centers, private industry councils, libraries and the Department of Public Instruction (DPI).

2. The administration also indicates that the grant funding would be provided to W-2 agencies which would submit proposals to be evaluated by DWD and the Governor's literacy advocate. Upon approval of the proposals, the agencies would be encouraged to subcontract with local literacy organizations, which would train financial employment planners (FEPs) in the W-2 agencies to identify participants who would benefit from literacy services in reading, writing and math. Literacy providers would make an initial assessment of the learner to determine the specific services that the individual would receive. Families who are eligible for TANF funding would be referred by the W-2 agencies to literacy providers to receive services. According to the Governor's Office, the literacy initiative would focus primarily on the adult populations. These provisions are also not specified in the bill.

3. The administration indicates that the \$25,000 TANF funding for supplies and services to the Governor's Office would be intended to be used to make literacy grants to libraries. Libraries that receive grants would be expected to purchase books and other materials for use by child care providers who serve TANF-eligible families. These provisions are not specified in the bill.

4. Use of TANF for the provision of literacy services for eligible families would be allowable under federal law and regulations.

Additional Staff in DWD

5. According to information from the Department, the additional position in DWD would promote literacy efforts, consult with W-2 agencies regarding best practices, and produce a model programs publication by the end of the biennium.

6. Currently, there are 13 Literacy Volunteer of America affiliates throughout Wisconsin which, as part of improving literacy services, produce publications regarding model programs and practices for providing family literacy. In addition, national organizations such as the National Center for Family Literacy provide information regarding literacy initiatives throughout the United States. Staff from the Wisconsin Technical College System (WTCS) Board are involved in developing state performance quality indicators related to the provision of literacy services. Finally, staff from DPI, the state WTCS Board and the literacy advocate in the Governor's Office all work to coordinate literacy services in Wisconsin. An additional staff person in DWD would duplicate efforts by these agencies and organizations.

7. The DWD staff person, however, would also work with the literacy advocate in the Governor's office to evaluate grant proposals and ensure compliance with federal data reporting.

8. Based on a review of vacant positions within DWD's Division of Economic Support as of March 27, 1999, there are a total of 48 positions that have been vacant for seven months or longer and, of these, 10 have been vacant for 13 months or more. In addition, the classification title

for 11 of these positions is program and planning analyst 5. Two of the program and planning analyst 5 positions have been vacant for 17 months or more.

9. At the Joint Committee on Finance's meeting on April 22, 1999, 15 positions related to child support that were recommended by the Governor in the budget bill were deleted. Instead, the Committee authorized the Department to reallocate vacant positions. Therefore, of the 48 positions identified above, 33 would remain vacant after reallocating positions for the child support program.

10. Because a number of vacant positions would remain outstanding, the Committee may wish to delete the position recommended by the Governor for the literacy initiative and authorize the Department to reallocate one of the remaining vacant positions in the Division of Economic Support for this duty.

Grants to W-2 Agencies

11. According to information provided by DWD, as of October 1998, 54% of all participants in the W-2 program did not have a high school degree. Moreover, 4% had only completed up to an 8th grade education. The Governor's proposal could help improve the literacy skills of current participants and other eligible families.

12. A number of programs in state agencies outside of DWD currently support literacy. Under federal law provisions, Head Start agencies are required to provide opportunities for children and families to participate in family literacy services. The Department of Public Instruction administers grants under the federal Even Start program, and state statutes specify that the WTCS Board must provide incentive grants for adult literacy. Finally, as mentioned above, the Governor's office employs a literacy advocate and provides grants to libraries with the purpose of promoting literacy.

13. In addition, W-2 agencies are required to ensure that educational and training services are provided to W-2 participants with funding currently budgeted in the W-2 agency contract. Under the current request for proposals (RFP) for the next W-2 agency contracts (which will run from January 1, 2000, to December 31, 2001), W-2 agencies are required, as a condition of receiving a contract, to submit information regarding how the agency will foster effective partnerships with technical colleges, the UW-Extension, volunteer literacy providers and other training providers who deliver adult basic education, literacy and English-as-a-Second Language (ESL) tutoring. In addition, one of the performance criteria specified in the RFP that would be used to determine an agency's profit under the next W-2 contract is the extent to which the agency provides basic educational activities, which includes high school or its equivalent, ESL and literacy.

14. Furthermore, it could be argued that it is currently the responsibility of DWD to ensure that FEPs are trained appropriately, and it is the FEP's responsibility to assist participants in preparing for unsubsidized employment. The FEPs must identify and support the education and training needs and goals of all W-2 participants. Therefore, as part of identifying the educational

needs of participants, the FEP should be trained to identify the literacy needs of participants.

15. Because literacy services are already being provided by various state agencies and because the W-2 agencies should already be providing education and training to W-2 participants, the Committee may wish to delete the funding recommended by the Governor.

16. However, providing additional funding for literacy services may have some positive outcomes. In particular, if the Governor's proposal was expanded to family literacy services, rather than focusing primarily on adult literacy, both the adults and the children in the family could receive services. Federal law defines family literacy as including: interactive literacy activities between parents and children; training for parents regarding how to be the primary teacher for their children and full partners in the education of their children; parent literacy training that leads to economic self-sufficiency; and education to prepare children for success in school and life experiences. National studies have shown that adults with strong literacy skills are better prepared for work and more likely to retain jobs. According to studies by the National Center for Family Literacy and other sources, children involved in family literacy programs consistently test above their grade level on standardized tests and have higher school attendance rates. Due to the positive impact on children involved in these families, the Committee may wish to specify that literacy services should focus on the entire family.

17. In addition to clarifying the focus of this initiative, the Committee may wish to provide additional guidance in the statutes regarding the administration of the program. As noted, the bill contains few provisions in this area.

18. First, the Committee could require DWD to coordinate this initiative with other state efforts in the area of literacy services. As described earlier, DPI and the WTCS Board are currently administering grants that provide funding to organizations for literacy programs. Therefore, in order to avoid duplication of effort, DWD could be required to work with staff from the Governor's Office, DPI and the WTCS Board in administering this initiative.

19. Second, DWD along with the other agencies could be required to identify criteria to be used to evaluate proposals and allocate funding to programs. No criteria are included in the bill, nor is it clear how funding would be allocated throughout the state. To ensure that funding is allocated statewide, the Committee may wish to specify that grants would have to be provided to both urban and rural communities.

20. Third, DWD along with the other agencies could be required to develop outcome measures for evaluating the performance of grantees. No provisions regarding the performance outcomes of the literacy initiative are specified in the bill. Without a focus on outcomes, participants may simply be referred to adult education services, an activity that the W-2 agencies would already be required to perform. Outcome measures would ensure that W-2 agencies are performing services above what is already required of them in the W-2 agency contract.

21. Finally, as described earlier, funding in the Governor's proposal would be used to

provide literacy services to TANF-eligible populations by providing grants to W-2 agencies. However, not all TANF-eligible families would be associated with a W-2 agency. Further, the administration has indicated that preference in providing a grant would be given to W-2 agencies that contract with local literacy providers, and TANF-eligible families would be referred to such providers. Therefore, as an alternative, it could be specified that DWD would have to provide grants directly to existing literacy providers throughout the state, rather than through the W-2 agencies. The literacy providers could be required to coordinate with the local W-2 agency to ensure that services are provided to W-2 participants when needed.

22. If the Committee chose an option to provide grants directly to existing literacy providers throughout the state, the Committee may also wish to specify that the grant process be similar to other literacy grants, such as those provided by the WTCS Board or through the Even Start program. This would ensure that the grant process is efficient and not overly burdensome for grantees.

Funding Provided to the Office of the Governor

23. The Governor has proposed converting \$25,000 annually and 0.3 FTE of base level position authority for the Office's literacy advocate from GPR to PR funding. This funding would derive from TANF block grants through a cooperative agreement with DWD. These monies are included in a new PR-funded, annual assistance from state agencies appropriation under the Office of the Governor. Under the Governor's recommendation, this appropriation is intended to allow the Governor's Office to receive monies from other state agencies and then to hire additional staff for special projects. However, the 30% of current literacy advocates position costs would be budgeted in this appropriation also. Under this proposed change, it is anticipated that the literacy advocate would spend up to 30% of her time working with DWD staff to review and approve literacy improvement grants to W-2 agencies. It is also anticipated that the literacy advocate position would devote some time to reviewing grant proposals from libraries to target collections of children's books to the children of W-2 recipients.

24. An additional \$25,000 PR annually from TANF funds would be credited to this same appropriation to provide literacy grants to libraries. Expenditures from this appropriation are for the purpose of state operations, that is, direct payments by state agencies to carry out state programs for such expenses as employe salaries, supplies, contractual services and permanent property. In contrast, the current law GPR-funded literacy grant appropriation is established for the purpose of providing payments of aids to individuals or private organizations. As currently proposed, the new PR-funded appropriation under the Office of the Governor would be inconsistent with the normal structure of state appropriations because it would be for mixed purposes, supporting both state operations expenditures and functioning as an aids to individuals and organizations appropriation.

25. If the Committee chooses to utilize a portion of the TANF block grants to support literacy grants to libraries for literacy services targeted to the children of W-2 participants, it would be more appropriate to establish a separate PR-funded grants to libraries for literacy services

appropriation as an aids appropriation and shift \$25,000 PR annually from the Office's assistance from state agencies appropriation to this new grants to libraries for literacy services appropriation and reference this new appropriation under DWD's federal block grant operations appropriation.

26. Alternatively, if the Committee chooses not to provide TANF funding to support grants to W-2 agencies, it could be argued that the Committee should: (a) deny providing additional TANF funding to support literacy services grants to libraries; and (b) because there would be no reason then for the literacy advocate in the Governor's Office to review and evaluate W-2 agency grant proposals with DWD staff deny converting 30% of the literacy advocate position authority and associated funding from GPR to PR. In this event, the Committee could delete the Governor's recommendation.

27. Under this alternative, \$50,000 PR annually and 0.3 PR position would be deleted under the Office of the Governor, and \$25,000 GPR and 0.3 GPR position annually would be restored to maintain the literacy advocate position at 100% GPR funding.

28. If the Committee, however, views an increase in the level of funding for literacy improvement aids appropriation to aid libraries as desirable, it could instead provide increased funding of \$25,000 GPR annually for that purpose.

ALTERNATIVES

1. Approve the Governor's recommendation to provide \$2,150,000 FED annually for a literacy initiative. Of this amount, \$45,900 would be provided for 1.0 FTE program and planning analyst 5 in DWD, \$25,000 would be provided annually to fund 30% of the existing literacy advocate in the Governor's Office and \$25,000 would be provided to the Governor's office for grants to libraries. The remaining funding of \$2,054,100 would be provided as grants to W-2 agencies.

A. Additional Staff in DWD

2. Delete the position recommended by the Governor, and authorize DWD to reallocate a vacant position from within the Division of Economic Support to perform functions related to the literacy initiative. Reduce funding by \$45,900 FED annually from the amounts provided in the bill.

<u>Alternative 2</u>	<u>FED</u>
1999-01 FUNDING (Change to Bill)	- \$91,800
2000-01 POSITIONS (Change to Bill)	- 1.00

B. Grants to W-2 Agencies

3. Modify the Governor's proposal regarding literacy grants by adopting one or more of the following provisions:

- a. Specify that funding under the literacy initiative must be used for projects that focus on family literacy.
- b. Specify that the Wisconsin Technical College System board, rather than DWD, would have primary responsibility for administration of the literacy initiative grants. Transfer funding for the grants from DWD to the WTCS board.
- c. Specify that the new literacy grant program would have to be coordinated with literacy programs in WTCS, the Governor's office and DPI.
- d. Specify that DWD or WTCS (along with staff from other agencies as described above) would be required to develop criteria to be used to evaluate proposals and allocate funding.
- e. Specify that DWD or WTCS (along with staff from other agencies as described above) would have to develop criteria to be used to evaluate the performance of grantees.
- f. Specify that grants must be provided to both urban and rural areas.
- g. Require grants to be provided directly to existing literacy providers. Under this alternative, no grants would be provided to W-2 agencies. However, the literacy providers would be required to work with the local W-2 agency to ensure that services are provided to W-2 participants as needed.
- h. Require that the grant process be similar to other literacy grants such as those provided by the WTCS Board or through the Department of Public Instruction.

4. Maintain current law.

Alternative 4	FED
1999-01 FUNDING (Change to Bill)	-\$4,300,000
2000-01 POSITIONS (Change to Bill)	- 1.00

C. Funding of Literacy Aids and Literacy Advocate in Governor's Office

5. Modify the Governor's recommendation by: (a) establishing a separate PR-funded grants to libraries for literacy services appropriation; (b) shifting \$25,000 PR annually from the Office's assistance from state agencies appropriation to this new grants to libraries for literacy services appropriation; and (c) referencing this new appropriation under DWD's federal block grant operations appropriation.

6. Delete the Governor's recommendation but provide an additional \$25,000 GPR annually for the existing literacy improvement aids appropriation to be used for grants to libraries.

<u>Alternative 6</u>	<u>GPR</u>	<u>PR</u>	<u>FED</u>	<u>TOTAL</u>
1999-01 FUNDING (Change to Bill)	\$100,000	-\$100,000	-\$100,000	-\$100,000
2000-01 POSITIONS (Change to Bill)	0.30	- 0.30	0.00	0.00

7. Maintain current law.

<u>Alternative 7</u>	<u>GPR</u>	<u>PR</u>	<u>FED</u>	<u>TOTAL</u>
1999-01 FUNDING (Change to Bill)	\$50,000	-\$100,000	-\$100,000	-\$150,000
2000-01 POSITIONS (Change to Bill)	0.30	- 0.30	0.00	0.00

Prepared by: Joanne Simpson and Tony Mason



SOON D-NOTE
State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb0550/1

TAY.....

RMR Jg

LFB:.....Simpson – Family literacy

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 694, line 5: after that line insert:

3 “SECTION 1277g. ✓ 49.169^x of the statutes is created to read:

4 **49.169 Family literacy grants.** (1) In this[✓] section, “family literacy training”
5 means literacy training that focuses on interactive literacy activities between
6 parents and their children and that aims at improving the literacy skills of both
7 parents and their children.

8 (2) The department[✓] shall award not more than \$15,000,000 in grants to
9 qualified applicants for the provision of family literacy training to individuals who
10 are eligible for temporary assistance for needy families under 42 USC 601 et. seq.

1 (3) To qualify for a grant under sub. (2),[✓] the applicant must be an organization
2 that has a demonstrated history of providing literacy training to adults and children
3 and must fulfill any other criteria developed under sub. (4).[✓]

4 (4) The department, in consultation with the technical college system, the
5 department of public instruction and the ~~G~~ Governor's office, shall develop written
6 criteria to be used to evaluate the grant proposals and to allocate the grants under
7 this section[✓] among the successful grant applicants.

8 (5) The department shall require grant recipients to coordinate with the
9 appropriate Wisconsin works agencies to ensure that those participants in Wisconsin
10 works who are served by those Wisconsin works agencies and who need family
11 literacy training receive adequate family literacy training.”.

12 2. Page 698, line 22: delete lines 22 to 24 and substitute:

13 “49.175 (1) (ve) For literacy grants under s. 49.169,[✓] \$15,000,000 in each fiscal
14 year.”.

(END)

literacy grants

**DRAFTER'S NOTE
FROM THE
LEGISLATIVE REFERENCE BUREAU**

LRBb0550/1dn

TAY.....

↑
JLg

Joanne Simpson:

Since I changed the allocation language for literacy grants to refer to the substantive literacy grant provision created in this amendment, I also reduced the allocation by \$650,000, as item #50 of the motion directs. Therefore, you may, but you need not, include that allocation in the instructions for the big allocation draft.

Tina A. Yacker
Legislative Attorney
Phone: (608) 261-6927
E-mail: Tina.Yacker@legis.state.wi.us

**DRAFTER'S NOTE
FROM THE
LEGISLATIVE REFERENCE BUREAU**

LRBb0550/1dn

TAY;jlg:mrc

June 7, 1999

Joanne Simpson:

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(Soon)

State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb0550/2
TAY:jlg:mrc

King
RMR

LFB:.....Simpson - Family literacy

FOR 1999-01 BUDGET — NOT READY FOR INTRODUCTION

LFB AMENDMENT

TO 1999 ASSEMBLY BILL 133 AND 1999 SENATE BILL 45

D-NOTE

- 1 At the locations indicated, amend the bill as follows:
- 2 **1.** Page 694, line 5: after that line insert:
- 3 **"SECTION 1277g.** 49.169 of the statutes is created to read:
- 4 **49.169 Family literacy grants.** (1) In this section, "family literacy training"
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- 7 parents and their children.
- 8 (2) The department shall award not more than \$15,000,000 in grants to
- 9 qualified applicants for the provision of family literacy training to individuals who
- 10 are eligible for temporary assistance for needy families under 42 USC 601 et. seq.

**DRAFTER'S NOTE
FROM THE
LEGISLATIVE REFERENCE BUREAU**

LRBb0550/2dn

TAY...
amy

Joanne;

I deleted the allocation from this draft since it is included in LRBb0524 (with the changes that you specified).

Tina A. Yacker
Legislative Attorney
Phone: (608) 261-6927
E-mail: Tina.Yacker@legis.state.wi.us

**DRAFTER'S NOTE
FROM THE
LEGISLATIVE REFERENCE BUREAU**

LRBb0550/2dn
TAY:kmg:km

June 12, 1999

Joanne:

I deleted the allocation from this draft since it is included in LRBb0524 (with the changes that you specified).

Tina A. Yacker
Legislative Attorney
Phone: (608) 261-6927
E-mail: Tina.Yacker@legis.state.wi.us



State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb0550~~4~~3
TAY:kmg&jlg:km

RMR

LFB:.....Simpson - Family literacy

FOR 1999-01 BUDGET - NOT READY FOR INTRODUCTION

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9 qualified applicants for the provision of family literacy training to individuals who
10 are eligible for temporary assistance for needy families under 42 USC 601 et. seq.

\$1,404,100 ✓



State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb0550/3
TAY:kmg&jlg:ch

LFB:.....Simpson - Family literacy

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6 parents and their children and that aims at improving the literacy skills of both
7 parents and their children.

8 (2) The department shall award not more than \$1,404,100 in grants to
9 qualified applicants for the provision of family literacy training to individuals who
10 are eligible for temporary assistance for needy families under 42 USC 601 et. seq.

