

The FY 2009 Illinois Budget Proposal: What It Means for Women and Girls

Analysis of Governor Blagojevich's
Proposed Budget for Fiscal Year 2009

Chicago Foundation for Women
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How is Illinois ensuring the well-being of women and girls? To find out, Chicago Foundation for Women commissioned Voices for Illinois Children to take a line-by-line look at the governor's proposed budget for Fiscal Year 2009 through the lens of gender. The Foundation believes public budgets are a moral compass that direct the state's obligation to its more vulnerable citizens. In three critical areas—**economic security, freedom from violence** and **health**—Voices found “the budget does include some increased support for programs critical to the well-being of women and girls.” Despite increasing costs, proposed funding for many programs is flat or reduced—placing an added burden on women and girls most in need of a social safety net. It's imperative that budget-makers remain sensitive to the needs of those residents buffeted by numerous hardships such as abuse, poverty and lack of health insurance. This report is available online at cfw.org.

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THE FY 2009 ILLINOIS BUDGET PROPOSAL: WHAT IT MEANS FOR WOMEN AND GIRLS

Each spring, the governor and state legislature work to create a budget for the upcoming fiscal year. Gov. Blagojevich submitted his FY 2009 budget proposal to the legislature on Feb. 20, 2008. With the requirement that the final budget be balanced, the General Assembly sets spending to match priorities based upon estimated revenues. The Governor's Office of Management and Budget has reported a deficit of \$750 million in the current FY 2008 budget and revenue growth for FY 2009 is projected to be limited. Structural problems in the state's fiscal system coupled with the economic slowdown have made it increasingly difficult to fund critical state needs. This document looks at the FY 2009 proposal as compared with expenditures for FY 2007 and appropriations for FY 2008 for the overall state budget and for specific programs in the areas of economic security, freedom from violence and health, areas critical to the well being of women, girls and families.

Appropriations and Revenues

Table 1. Operating Budget Appropriations (in billions of dollars)	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Total – All Funds	41.7	47.9	49.7	3.8%
General Funds	25.5	27.5	28.9	5.1%
Other State Funds	12.2	14.6	14.9	2.3%
Federal Funds	4.0	5.8	5.9	1.1%

Total recommended operating budget appropriations for FY 2009 are \$49.7 billion, an increase of nearly 4 percent compared with FY 2008. Proposed appropriations from the state's General Funds, which provide most of the spending for education, health care, human services, and public safety, are increased by 5 percent. The FY 2009 proposal also includes a 2 percent increase in appropriations from other state funds and a 1 percent increase from federal funds.

Table 2. Revenues (in billions of dollars)	FY 2007 Act.	FY 2008 Est.	FY 2009 Proj.	Change FY08-FY09
All Funds	48.8	49.7	51.1	2.8%
General Funds	28.6	30.3	31.7	4.6%

Revenues for all funds are projected to increase by nearly 3 percent to \$51.1 billion for FY 2009. FY 2009 General Funds revenue projections total \$31.7 billion, representing an increase of nearly 5 percent compared with FY 2008. Base revenues, excluding those revenue increases proposed by the governor, are expected to increase by less than 2 percent for FY 2009.

The governor's revenue-raising proposals include fund sweeps and closing corporate tax loopholes to fill the budget gap for FY 2008, as well as leasing part of the state lottery, selling the rights to the state's tobacco settlement funds, increasing gaming taxes, and imposing a tax on businesses that do not spend an adequate amount on health care for FY 2009.

Economic Security

Income Support and Assistance

Departments of Human Services (DHS) and Healthcare and Family Services (DHFS)

**Table 3. Income Support and Assistance Expenditures/Appropriations in DHS
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY 08-FY 09
TANF ^a	132.0	113.6	108.1	-4.8%
Child Care ^b	662.5	736.9	792.1	7.5%
Homelessness Prevention Act	11.0	11.0	11.0	0.0%
Homeless Youth	4.7	4.7	5.4	14.0%
Emergency Food Program	2.49	5.25	5.25	0.0%
Emergency Food and Shelter	8.9	9.4	9.4	0.0%
Food for Families	0.0	0.0	5.0	---
Immigrant Services	5.2	5.2	5.2	0.0%
Immigrant Integration Services	3.0	3.0	5.2	72.2%
Refugee Services	6.7	12.6	12.6	0.0%

a. This line item is comprised largely of funding for cash assistance and represents only a small portion of the state's Temporary Assistance to Needy Families spending.
b. This includes both state and federal funds for child care services and Great START as well as federally-funded migrant day care services.

The Temporary Assistance for Needy Families (TANF) program provides cash assistance to families with one or more dependent children. Proposed FY 2009 funding for TANF is 5 percent below the FY 2008 appropriation. **The amount of the TANF cash grant has not been increased since 2002.**

The DHS Child Care Assistance Program helps tens of thousands of low-income parents to go to work every day. The Gov. Blagojevich has recommended an increase of \$55 million for the program in the FY 2009 budget. Funding for both Great START – a program that enhances salaries for qualified early childhood professionals – and migrant day care services is flat in the proposal.

The Homelessness Prevention Program provides rental assistance, utility assistance and supportive services directly related to the prevention of homelessness. Funding for the program was dramatically increased in FY 2007 but has since remained flat. **The Homeless Youth program provides services that help homeless youth transition to independent living. Funding for the program is increased by 14 percent in the FY 2009 proposal.**

The Emergency Food program helps low-income people in need by providing food at no cost. The Emergency Food and Shelter program provides funding to non-profit organizations and local governments for meals, shelter, and supportive services. Both programs are flat-funded in the proposal. The FY 2009 proposal includes \$5 million for the new Food for Families initiative to provide funding to Illinois food pantries, soup kitchens, and shelters to purchase food.

The DHS Bureau of Refugee and Immigrant Services funds, manages and monitors contracts designed to help newly arriving refugees, low-income immigrants, non-citizens desiring to become citizens, and limited English proficient individuals. **Funding for immigrant services and**

refugee services remains flat in the budget proposal, while funding for immigrant integration services is increased by more than 72 percent.

**Table 4. Income Support and Assistance Expenditures/Appropriations in DHFS
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY 08-FY 09
Child Support Enforcement	214.3	230.6	231.4	0.3%
Home Energy Assistance^a	223.9	400.2	405.9	1.4%

a. This includes both state and federal funds for grants to eligible recipients under the state Energy Assistance Act and the federal Low Income Home Energy Assistance Program.

After significant increases in recent years and record-breaking child support collections, funding for child support enforcement is increased by less than 1 percent in the FY 2009 budget request. Proposed funding for the state’s Energy Assistance Act program is increased by nearly 6 percent for FY 2009, though funding for the much larger federal Low Income Home Energy Assistance Program remains at the FY 2008 level. These programs are designed to help eligible low-income homeowners and renters meet their home heating and/or cooling needs.

Elementary and Secondary Education

Illinois State Board of Education (ISBE) and Department of Human Services (DHS)

In the FY 2009 proposal, Gov. Blagojevich includes a \$300 million line item for “new educational initiatives” in the Illinois State Board of Education budget. He does not specify exactly how these new dollars should be spent, but suggests this money be used for the following priorities: General State Aid for local school districts, “Preschool for All”, special education and transportation programs, bilingual education, mentoring and targeted programs.

**Table 5. Elementary and Secondary Education Expenditures/Appropriations in ISBE
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY 08-FY 09
New Educational Initiatives	0.0	0.0	300.0	---
General State Aid^a	4,146.7	4,475.2	4,475.2	0.0%
Special Education^b	833.8	966.9	966.9	0.0%
Early Childhood Block Grant	317.62	347.86	347.86	0.0%
Bilingual Education	66.6	74.6	74.6	0.0%
Career and Technical Education	65.6	98.6	98.6	0.0%
Jobs for Illinois Grads	4.0	4.0	4.0	0.0%

a. This represents both General State Aid and General State Aid - Hold Harmless funding.
b. This includes funding for Extraordinary Special Education, the Phillip J. Rock Center, Disabled Students Services, Materials and Tuition and all Summer School Payments.

General State Aid is used to fund the *foundation level* – the state’s guaranteed minimum per-pupil expenditure from state and local sources – and the poverty grants, which provide extra funding to school districts based on their concentration of students from low-income households. Each year, the governor and the legislature have an opportunity to adjust the foundation level. The state’s FY 2008 foundation level is set at \$5,734, far below the \$6,405 FY 2006 level recommended by the Education Funding Advisory Board.

The Early Childhood Block Grant provides voluntary state-funded preschool to 3- and 4-year-olds, and developmental services to even younger children. The governor and legislature

approved “Preschool for All” in 2006, ensuring access to preschool for all 3- and 4-year-olds whose parents want it – over time and as resources are made available.

Funding for special education was increased by more than 15 percent for FY 2008. The funds will be used in large part to provide a much-needed increase in the reimbursement rates for special education personnel, rates which had remained unchanged for more than 20 years. Still, rates are too low, and local school districts are forced to take on much of the funding for mandated, high-cost programs such as special education and transportation. Funding for bilingual education was increased in the FY 2008 budget and is another of the governor’s stated priorities for FY 2009.

The career and technical education program received additional funding for FY 2008 while the Jobs for Illinois Graduates program has remained flat-funded.

**Table 6. Elementary and Secondary Education Expenditures/Appropriations in DHS
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY 08-FY 09
Early Intervention Program ^a	61.0	71.6	79.1	10.4%
Teen Parents Services	7.0	7.2	7.2	0.0%

a. This represents the deposit from the state’s General Funds into the Early Intervention revolving fund. Other funds are also available.

DHS Early Intervention services help prevent or alleviate developmental delays and disabling conditions in very young children so they can enter school ready to learn. The governor recommends an increase for Early Intervention of more than 10 percent for FY 2009.

The Teen Parent Services program helps young parents to enroll and stay in school, and obtain a high school diploma or its equivalent. Participation is mandatory for teens receiving TANF and voluntary for teens who are insured through the state’s All Kids program. The governor recommends flat funding for the program in the FY 2009 proposal.

Higher Education

Board of Higher Education (BHE) and the Illinois Community College Board (ICCB)

**Table 7. Higher Education Expenditures/Appropriations
FY 2007-FY 2009 (in millions of dollars)**

Program Area (Department)	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY 08-FY 09
State Funding for Public Universities ^a	1,352.9	1,379.9	1,367.8	-0.9%
Community Colleges (ICCB) ^b	276.0	276.0	276.0	0.0%
Adult Education (ICCB)	57.4	59.8	59.8	0.0%
Career and Technical Education Grants to Colleges (ICCB)	34.3	35.8	35.8	0.0%
City Colleges of Chicago – Educational Related Expenses (ICCB)	15.0	15.0	15.0	0.0%
Community Colleges – Workforce Development Grants (ICCB)	3.3	3.3	3.3	0.0%
Grants for Cooperative Work Study Programs (BHE)	2.1	2.1	2.1	0.0%

a. This includes general funds and other state funds for Illinois public universities.
b. This includes Community Colleges Base Operating Grants, Equalization Grants and Small College Grants

State funding for Illinois public universities is decreased by nearly 1 percent in the proposed FY 2009 budget. The governor recommends no increase for the community college and work study programs outlined in Table 7.

Student Financial Aid

Illinois Student Assistance Commission (ISAC)

**Table 8. Student Financial Aid Expenditures/Appropriations in ISAC
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Monetary Award Program Grants	354.3	381.1	381.1	0.0%
Illinois Incentive for Access Grant Program	8.1	8.2	8.2	0.0%
Illinois Future Teacher Corps Scholarships	3.8	4.1	4.1	0.0%
Payment of Minority Teacher Scholarships	2.9	3.1	3.1	0.0%
Payment of Illinois National Guard and Naval Militia Scholarships	4.5	4.5	4.5	0.0%
Illinois Scholars Program	3.2	3.2	3.2	0.0%
Illinois Veterans Grants	19.2	19.3	19.3	0.0%

The Monetary Award Program provides grants to college students who are Illinois residents and who demonstrate financial need. Recommended funding for all grant programs in Table 8 remains at the FY 2008 level.

Employment and Training

Departments of Commerce and Economic Opportunity (DCEO), Human Services (DHS), and Aging

**Table 9. Employment and Training Expenditures/Appropriations
FY 2007-FY 2009 (in millions of dollars)**

Program Area (Department)	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Workforce Investment Act (DCEO)	169.3	275.0	275.0	0.0%
Employment and Training Program (DHS)	10.0	106.0	106.0	0.0%
Employability Development Services (DHS)	13.5	21.3	20.7	-2.6%
Food Stamp Employment and Training (DHS)	8.7	10.6	10.6	0.0%
Federal/State Employment Program (DHS)	1.0	5.0	5.0	0.0%
Senior Employment (Aging)	3.3	3.7	4.4	19.2%

Funding for state-funded employability development services in DHS is decreased by nearly 3 percent in the proposal, after a significant increase for FY 2008. Funding for senior employment programs in the Department of Aging is increased by more than 19 percent in the proposed budget. The governor includes no change in funding for the remaining state and federal employment and training programs outlined in Table 9.

Freedom from Violence

Department of Human Services (DHS), Department of Children and Family Services (DCFS), Office of the Attorney General (Atty Gen), the Illinois Violence Prevention Authority (IVPA), Department of Corrections (DOC), Department of Public Health (DPH), and Department of Human Rights (DHR)

**Table 10. Freedom from Violence Expenditures/Appropriations in DHS
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Chicago Foundation for Women	1.25	0.75	0.0	-100.0%
Domestic Violence Programs^a	21.7	22.6	22.6	0.0%
Rape Prevention^b	5.9	7.3	7.3	0.0%
Sexual Assault Services	0.0	0.1	0.1	0.0%
Healthy Families	10.0	10.0	10.0	0.0%
Family Violence Programs	2.7	5.0	5.0	0.0%
<small>a. This includes funding for Domestic Violence Programs, Shelters, and the Domestic Violence and Substance Abuse Demonstration Project. b. This includes both state and funding for the Rape Victims Prevention Act as well as federally funded Rape Prevention Education.</small>				

Chicago Foundation for Women received \$2 million from the state in FY 2007 and FY 2008 for the Foundation’s “What Will It Take? Building the Safest State for All Women and Girls” violence prevention initiative that ran from September 2006 to September 2007.

DHS domestic violence programs provide intervention services for victims of domestic violence including emergency shelter, 24-hour crisis hotlines, individual and group counseling, legal advocacy, children’s services, and prevention services. Appropriations for these programs remain flat in the FY 2009 proposal. Recommended appropriations also remain at the FY 2008 level for rape prevention and sexual assault services.

The Healthy Families Program promotes positive parent-child relationships through home visits to eligible, voluntary families. Appropriations for Healthy Families and DHS Family Violence programs remain unchanged in the FY 2009 proposal.

**Table 11. Freedom from Violence Expenditures/Appropriations in DCFS
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Child Protection^a	78.5	90.5	91.8	1.4%
Family Maintenance Day Care	22.2	25.9	25.9	0.0%
<small>a. This includes Child Protection, Children’s Advocacy Centers, Purchase of Children’s Services.</small>				

DCFS child protection services receive a funding increase of only 1 percent in the FY 2009 proposal. Appropriations for DCFS family maintenance day care programs, which are provided to children in indicated cases and families in open cases, remain unchanged in the proposal.

**Table 12. Freedom from Violence Expenditures/Appropriations in the Office of the Attorney General
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Sex Offender Management Board	0.5	0.5	0.5	0.0%
Automated Victim Notification System	0.7	0.8	0.8	0.0%
Violent Crime Victims Assistance Act^a	7.8	8.1	8.1	0.0%

a. This includes awards, grants, and operational expenses.

The Sex Offender Management Board Act authorizes sex offender evaluation, treatment, and monitoring programs. The automated victim notification system provides victims and concerned citizens with a toll-free number where they can call and get up-to-date information on the custody status and/or case status of an offender. The Violent Crime Victims Assistance Act was enacted to provide funding for victims and witness assistance centers. Appropriations for all three programs remain unchanged in the governor’s budget request.

**Table 13. Freedom from Violence Expenditures/Appropriations in IVPA, DOC, DHS, DPH and DHR
FY 2007-FY 2009 (in millions of dollars)**

Program Area (Department)	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Grants for Violence Prevention Programs (IVPA)	3.2	3.3	3.3	0.0%
Illinois Family Violence Coordinating Council (IVPA)	0.8	0.8	0.8	0.0%
Operation Ceasefire (DOC)	3.0	0.0	0.0	---
Youth Violence Prevention – Safety Net (DHS/DPH)	0.0	0.0	3.0	---
Commission on Discrimination and Hate Crimes (DHR)	0.2	0.2	0.2	0.0%

Recommended appropriations for violence prevention program grants and funding for the Illinois Family Violence Coordinating Council in IVPA remain funded at the FY 2008 level. FY 2009 funding for expenses associated with the Governor’s Commission on Discrimination and Hate Crimes also remains unchanged in the budget proposal. State funding for Operation Ceasefire in DOC was eliminated in the FY 2008 budget and is not restored for FY 2009. The governor has proposed a new youth violence prevention initiative for FY 2009 with \$3 million in funding in DHS and DPH.

Health

Departments of Healthcare and Family Services (DHFS), Human Services (DHS), and Public Health (DPH)

**Table 14. Health Expenditures/Appropriations in DHFS
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Medical Assistance ^a	6,544.7	6,893.8	7,483.2	8.5%
Medical Care: Sexual Assault Victims	1.6	2.0	2.2	12.2%

a. This includes General Funds appropriations for medical assistance excluding Medical Care: Sexual Assault Victims

Access to health care has improved significantly in recent years in Illinois with the expansion of state health care programs such as All Kids and FamilyCare, designed to provide access to comprehensive health insurance for all uninsured Illinois children and no-cost or low-cost health insurance to low-income parents. **Recommended appropriations for medical assistance and medical care for the victims of sexual assault are increased in the FY 2009 budget proposal.**

**Table 15. Health Expenditures/Appropriations in DPH
FY 2007-FY 2009 (in millions of dollars)**

Program Area	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Breast and Cervical Cancer^a	9.8	18.3	23.3	27.3%
AIDS/HIV Services ^b	70.7	74.2	75.7	1.9%
Women's Health ^c	2.9	4.8	4.9	0.5%

a. This includes state and federal grants and expenses for breast and cervical cancer screenings and services, educational programs to reduce breast cancer and breast and cervical cancer research.
b. This includes expenses for AIDS/HIV prevention, services, outreach and research.
c. This includes state and federal grants for the promotion of women's health and the expenses of women's health programs.

Funding for breast and cervical cancer programs and research is increased by more than 27 percent in the budget proposal. Appropriations for HIV/AIDS services and for the promotion and expenses of women's health programs are increased slightly in the governor's proposal.

**Table 16. Health Expenditures/Appropriations in DHS
FY 2007-FY 2009 (in millions of dollars)**

Program Area (Department)	FY 2007 Exp.	FY 2008 Approp.	FY 2009 Rec.	Change FY08-FY09
Maternal and Child Health Services (DHS/DPH) ^a	16.8	24.7	24.7	0.0%
Intensive Prenatal Performance Project (DHS)	4.7	5.2	5.2	0.0%
Federal Healthy Start Program (DHS)	1.7	4.0	4.0	0.0%
Infant Mortality (DHS)	44.3	45.6	45.6	0.0%
Parents Too Soon (DHS)	11.2	11.2	11.2	0.0%
Family Planning (DHS) ^b	7.8	9.0	9.0	0.0%
Abstinence Education Program (DHS)	1.9	2.5	2.5	0.0%
Addiction Prevention/Treatment (DHS) ^c	245.8	266.8	267.3	0.2%
Mental Health Grants and Services (DHS) ^d	363.7	392.4	397.8	1.4%
Children and Adolescent Mental Health (DHS/ISBE) ^e	69.5	75.6	76.6	1.3%

- a. This includes state and federal perinatal services and maternal and child health services in DHS and DPH.
b. This includes state and federal family planning programs.
c. This includes addiction treatment, prevention and related services.
d. This includes mental health grants, psychotropic meds, Medicaid services, supportive housing, and transportation.
e. This includes mental health children and adolescent grants, individual care grants and teen suicide funding in the Department of Human Services and children's mental health partnership funds in both DHS and ISBE.

Funding for maternal and child health services, the Intensive Prenatal Performance Project, and the Parents Too Soon program remains unchanged in the FY 2009 proposal. The federal Healthy Start program to reduce infant mortality and the state infant mortality program are also flat-funded in the proposal.

The proposed FY 2009 budget includes no increase for the state-funded Family Planning Contraceptive program or the federally-funded family planning and abstinence education programs.

Recommended FY 2009 funding for addiction prevention and treatment services is only slightly higher than for FY 2008. Funding for general mental health services and children's mental health services are both increased by about 1 percent in the governor's proposal.

Conclusion

The proposed FY 2009 Illinois budget does include some increased support for programs critical to the well-being of women and girls. Nevertheless, the governor's proposal includes flat funding or cuts for many programs, which continue to face increasing costs. For FY 2009, the state's longstanding fiscal problems are exacerbated by the economic slowdown, making it even more difficult to adequately address all important priorities. Policymakers must adopt a fair and sustainable revenue plan to support the needs of Illinois citizens and prevent continuing budget deficits.