

# JOINT BUDGET COMMITTEE



## STAFF BUDGET BRIEFING FY 2019-20

### DEPARTMENT OF HUMAN SERVICES

(Office of Information Technology Services and  
Division of Youth Services)

JBC WORKING DOCUMENT - SUBJECT TO CHANGE  
STAFF RECOMMENDATION DOES NOT REPRESENT COMMITTEE DECISION

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NOVEMBER 16, 2018

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# DEPARTMENT OF HUMAN SERVICES

## DEPARTMENT OVERVIEW

This Joint Budget Committee staff budget briefing document includes the following agencies within the Department of Human Services:

- The **Office of Information Technology Services (OITS)** budgetary section is responsible for developing and maintaining the major centralized computer systems of the Department, including systems that link to all 64 counties in the state. The Office supports centralized databases, and provides support and training to users, including county staff and private social service providers. OITS' staff resources were transferred to the Governor's Office of Information Technology (OIT) in FY 2010-11 as part of the consolidation of executive branch agency information technology personnel resources in OIT.
- The **Division of Youth Services (DYS)**, formerly known as the Division of Youth Corrections, is responsible for the supervision, care, and treatment of juveniles held in secure detention facilities pre- or post-adjudication, juveniles committed or sentenced to the Department by courts, and juveniles receiving six month mandatory parole services following a commitment to the Division. The agency maintains ten secure facilities and augments this capacity with contracts for community placements.

## DEPARTMENT BUDGET: RECENT APPROPRIATIONS

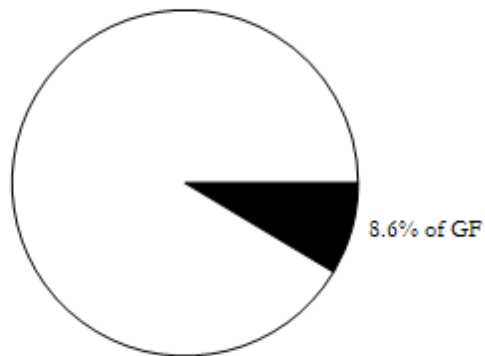
The following table shows recent appropriations for only the agencies included in this Joint Budget Committee staff budget briefing document.

FUNDING SOURCE	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20*
General Fund	\$153,963,672	\$168,876,914	\$174,361,864	\$174,276,471
Cash Funds	3,815,652	3,386,482	3,396,245	3,194,124
Reappropriated Funds	4,066,929	19,430,817	19,405,113	23,748,479
Federal Funds	30,022,954	18,406,527	18,274,096	18,198,259
<b>TOTAL FUNDS</b>	<b>\$191,869,207</b>	<b>\$210,100,740</b>	<b>\$215,437,318</b>	<b>\$219,417,333</b>
Full Time Equiv. Staff	1,045.2	1,151.6	1,236.9	1,227.1

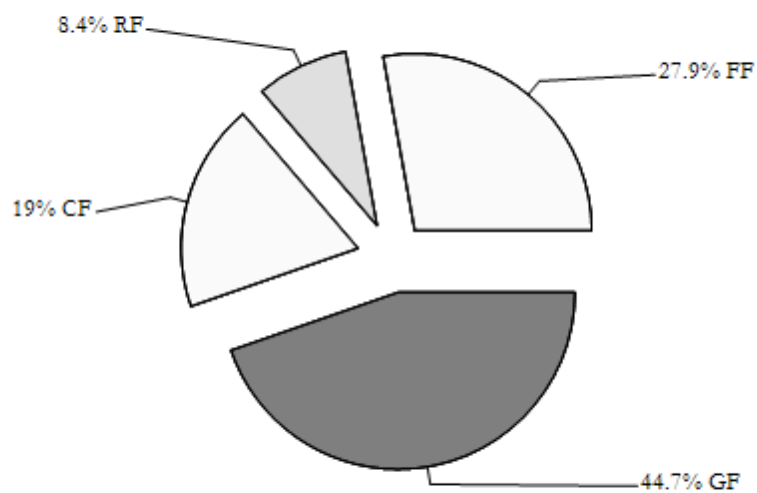
\*Requested appropriation.

## DEPARTMENT BUDGET: GRAPHIC OVERVIEW

**Department's Share of Statewide  
General Fund**

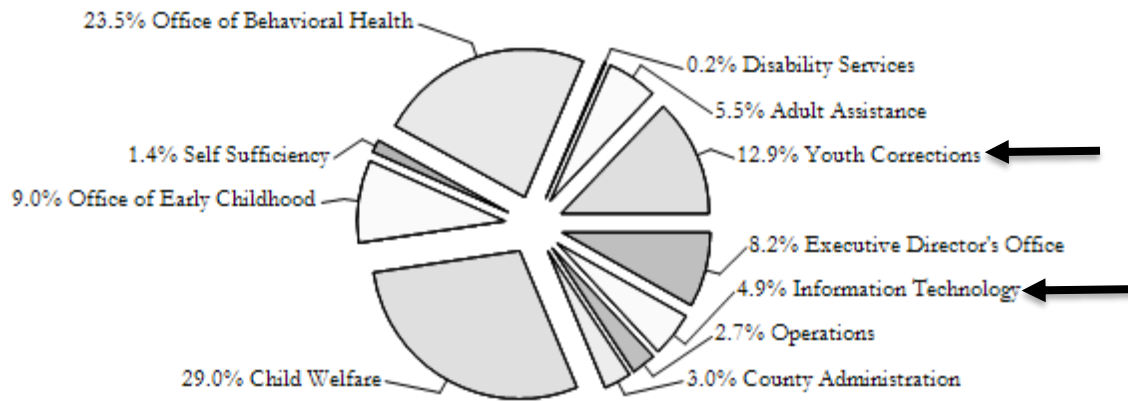


**Department Funding Sources**

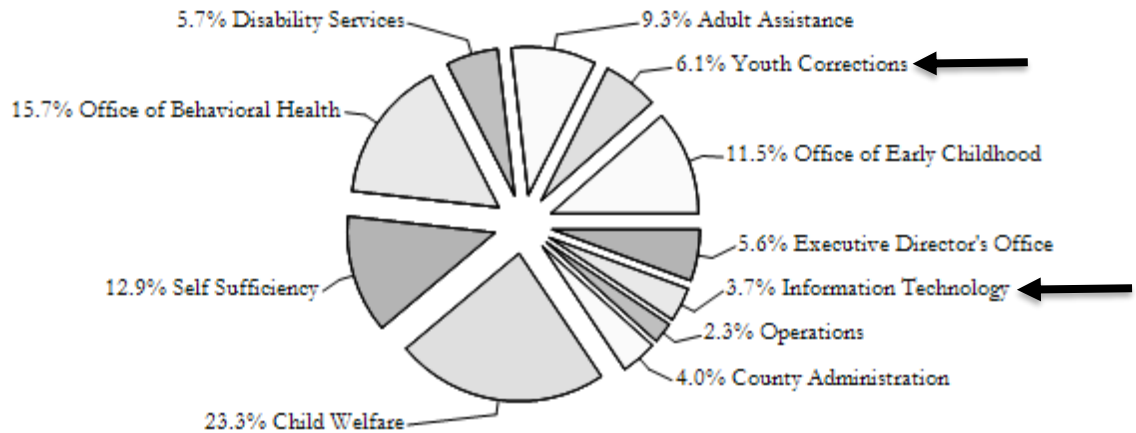


All charts are based on the FY 2018-19 appropriation.

### Distribution of General Fund by Division



### Distribution of Total Funds by Division



All charts are based on the FY 2018-19 appropriation.

## GENERAL FACTORS DRIVING THE BUDGET

### OFFICE OF INFORMATION TECHNOLOGY SERVICES (OITS)

FUNDING SOURCE	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20 *
General Fund	\$42,241,930	\$47,530,270	\$47,890,193	\$39,058,356
Cash Funds	1,627,667	1,063,778	1,136,936	901,876
Reappropriated Funds	1,036,482	16,329,733	16,266,087	20,491,943
Federal Funds	28,603,797	16,926,799	16,812,799	16,728,959
<b>TOTAL FUNDS</b>	<b>\$73,509,876</b>	<b>\$81,850,580</b>	<b>\$82,106,015</b>	<b>\$77,181,134</b>
Full Time Equiv. Staff	11.0	11.0	11.0	11.0

\*Requested appropriation.

The budget for the Office of Information Technology Systems (OITS) is primarily driven by the personnel, contracting, and operating expenses of the Colorado Benefits Management System (CBMS). CBMS is the computer system used to determine a citizen's eligibility for public assistance programs like Medicaid, the Supplemental Nutrition Assistance Program (SNAP), Temporary Assistance for Needy Families (TANF), and several others. CBMS is developed and maintained by the state for use by county social services departments and various medical assistance sites. The majority of employees assigned to CBMS reside in the Governor's Office of Information Technology.

OITS' FY 2018-19 appropriation for CBMS-related expenditures totaled \$35.4 million total funds, including \$23.4 million General Fund, which equaled 43.1 percent of the unit's FY 2018-19 total funds appropriation of \$82.1 million and 49.0 percent of its General Fund appropriation of \$47.9 million. CBMS expenses are driven by operating costs, including contract services, postage, hardware/software, network equipment, and printing supplies. CBMS is not the only system administered with money appropriated to OITS, though. The following tools support a variety of programs:

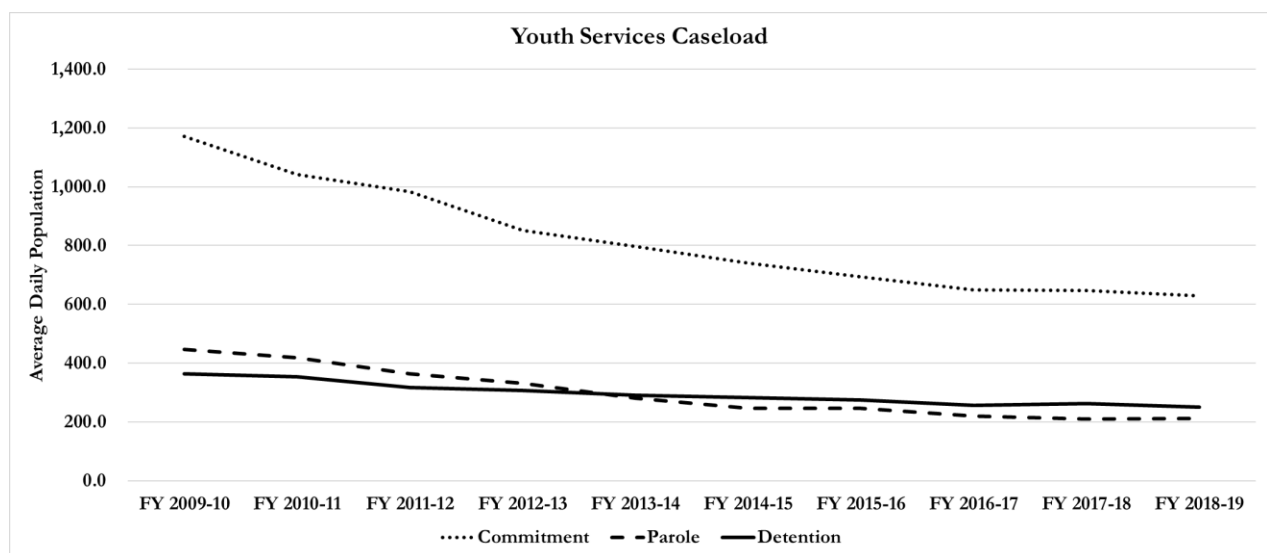
- Colorado Trails – Supports the state's child protective system activities by tracking reports of child abuse and neglect from intake through final disposition and securely reporting the corresponding data to the federal government. TRAILS received an appropriation of \$4.9 million total funds, including \$2.7 million General Fund, for FY 2018-19 for its operation. Note, Trails is in the final phases of a modernization project funded in the capital construction section of the budget. For more information on Trails, see staff's briefing issue in this document entitled "Trails Modernization Project Concerns."
- County Financial Management System (CFMS) – Tracks expenditures by program, by funding source, and by county, allocates administrative costs by program, and tracks expenditures that are estimated to count toward federal maintenance of effort requirements. The system manages over \$1.0 billion in payments annually. CFMS received an appropriation of \$1.5 million total funds, including \$0.8 million General Fund, for FY 2018-19 for its operation.
- Child Care Automated Tracking System (CHATS) – Determines eligibility and processes payments for the Child Care Assistance Program. The program provides child care subsidies for low-income families, TANF families, and families transitioning from the Colorado Works program. CHATS received an appropriation of \$2.5 million federal funds for FY 2018-19 for its operation. Note, CHATS is in the final stages of a modernization project funded through the capital construction section of the budget.

## DIVISION OF YOUTH SERVICES

FUNDING SOURCE	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20 *
General Fund	\$111,721,742	\$121,346,644	\$126,471,671	\$135,218,115
Cash Funds	2,187,985	2,322,704	2,259,309	2,292,248
Reappropriated Funds	3,030,447	3,101,084	3,139,026	3,256,536
Federal Funds	1,419,157	1,479,728	1,461,297	1,469,300
<b>TOTAL FUNDS</b>	<b>\$118,359,331</b>	<b>\$128,250,160</b>	<b>\$133,331,303</b>	<b>\$142,236,199</b>
Full Time Equiv. Staff	1,034.2	1,140.6	1,225.9	1,216.1

\*Requested appropriation.

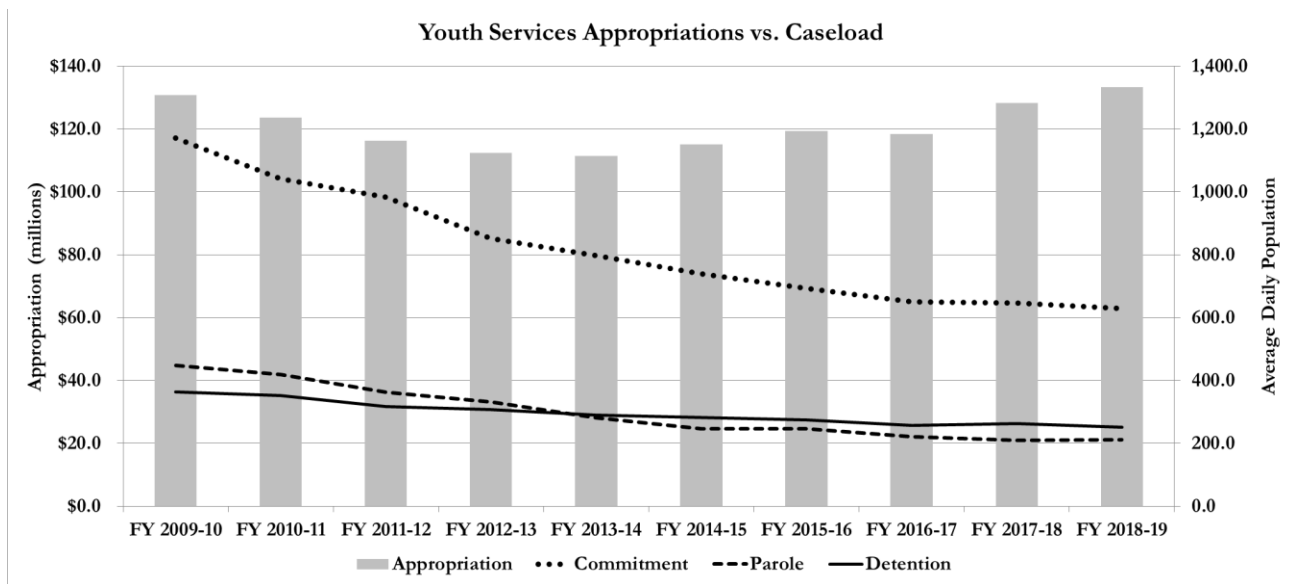
The Division of Youth Services (formerly the Division of Youth Corrections) provides housing and rehabilitation services for juveniles who are detained while awaiting adjudication (similar to adult jail), or committed for a period of time as a result of a juvenile delinquent adjudication (similar to adult prison). The Division also supervises juveniles during a mandatory parole period following all commitment sentences. Nearly all of the appropriations supporting the youth correctional population are from the General Fund (94.9 percent of the total funds in FY 2018-19). The population size of detained, committed, and paroled juveniles drives appropriations. The following chart summarizes the Division's caseload from FY 2009-10 through September 2018.



In addition to caseload-related funding adjustments, the Division also received additional funding to add over 277 new staff positions to improve staff-to-youth ratios in an effort to create safer environments for staff and youth in its ten state-owned and –operated facilities. There has not been another factor in recent years that has had more of an impact on the Division's budget than this staffing initiative. From FY 2014-15 through FY 2018-19, the Division was appropriated \$15.3 million General Fund for new employees at the facilities. Unlike fiscal years prior to FY 2014-15, this caused the Division's budget to increase despite commitment, detention, and parole populations dropping.

The following chart overlays the Division's caseload data with appropriations data. Appropriations needed to support each youth in the agency's average daily population went from approximately \$66,000 in FY 2009-10 (\$130.8 million / 1,981.6) to approximately \$122,000 in FY 2018-19 (\$133.3 million / 1091.4).





For more information on the Division of Youth Services, see staff's briefing issues in this document entitled "Division of Youth Services' Data and Trends" and "Realigning the Division of Youth Services' Facilities."

## SUMMARY: FY 2018-19 APPROPRIATION & FY 2019-20 REQUEST

OFFICE OF INFORMATION TECHNOLOGY SERVICES AND DIVISION OF YOUTH SERVICES						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2018-19 APPROPRIATION:						
HB 18-1322 (Long Bill)	\$215,384,807	\$174,361,864	\$3,396,245	\$19,352,602	\$18,274,096	1,236.4
Other legislation	52,511	0	0	52,511	0	0.5
<b>TOTAL</b>	<b>\$215,437,318</b>	<b>\$174,361,864</b>	<b>\$3,396,245</b>	<b>\$19,405,113</b>	<b>\$18,274,096</b>	<b>1,236.9</b>
FY 2019-20 REQUESTED APPROPRIATION:						
FY 2018-19 Appropriation	\$215,437,318	\$174,361,864	\$3,396,245	\$19,405,113	\$18,274,096	1,236.9
R2 Compensation for direct care employees	5,567,568	5,567,568	0	0	0	0.0
R3 Youth services capacity and behavioral health	(616,717)	(616,717)	0	0	0	(12.0)
R13 Colorado Trails maintenance	2,452,920	1,103,814	0	0	1,349,106	0.0
R15 Community provider rate increase	479,775	441,335	20,483	9,954	8,003	0.0
R20 Food service inflation	60,241	7,773	0	52,468	0	0.0
R21 Salesforce Shield	251,764	29,218	446	222,100	0	0.0
Centrally appropriated line items	5,894,079	3,182,803	0	2,711,276	0	0.0
Annualize prior year budget actions	4,171,612	3,876,097	28,465	3,246	263,804	1.7
Annualize prior year legislation	274,444	220,660	176	51,842	1,766	0.5
Indirect cost assessment	12,456	0	12,456	0	0	0.0
Non-prioritized request items	(14,567,681)	(13,897,944)	(263,701)	1,292,480	(1,698,516)	0.0
<b>TOTAL</b>	<b>\$219,417,333</b>	<b>\$174,276,471</b>	<b>\$3,194,124</b>	<b>\$23,748,479</b>	<b>\$18,198,259</b>	<b>1,227.1</b>
<b>INCREASE/(DECREASE)</b>	<b>\$3,980,015</b>	<b>(\$85,393)</b>	<b>(\$202,121)</b>	<b>\$4,343,366</b>	<b>(\$75,837)</b>	<b>(9.8)</b>
Percentage Change	1.8%	(0.0%)	(6.0%)	22.4%	(0.4%)	(0.8%)

**R2 COMPENSATION FOR DIRECT CARE EMPLOYEES:** The request seeks an increase of \*\$8,064,380 General Fund for FY 2019-20 for the first phase of a two year process to increase salaries for direct care staff in the Division of Youth Services' ten state-owned and –operated secure facilities (annualizes to \$14,220,447 General Fund for FY 2020-21 and future fiscal years). The Department seeks to compensate existing and new direct care employees at the midpoint of the pay range for each job classification and to provide a compression increase for existing direct care staff who are already at midpoint of the range. The goal of the increase is to address difficulties in recruiting and retaining highly qualified individuals to fill direct care positions. The following table summarizes the request.

YOUTH SERVICES COMPENSATION FOR DIRECT CARE EMPLOYEES - GENERAL FUND		
LINE ITEM	FY 2019-20	FY 2020-21
Personal Services	\$5,567,568	\$11,135,136
Centrally appropriated line items	*2,496,812	*3,597,668
<b>Total</b>	<b>\$8,064,380</b>	<b>\$14,220,447</b>

This proposal is part of a larger decision item put forth by the Department to increase salaries of direct care staff in its community living centers for veterans, in addition to youth services facilities. In prior years, the General Assembly funded similar initiatives for direct care staff supporting the Department's regional centers for individuals with intellectual and development disabilities, as well as its two mental health institutes (Fort Logan and Pueblo).

\*The requested appropriation amount listed in this description includes centrally appropriated line items, such as health, life, and dental insurance and PERA contributions that are dependent on staff salaries and number of staff employed. These centrally appropriated line items are not shown in the summary table because these line items appear in the Executive Director's Office which is covered in a separate staff budget briefing prepared by Ms. Robin Smart scheduled for Tuesday, November 27<sup>th</sup>.

*For more information on this request, see staff's briefing issue in this document entitled "Division of Youth Services' Data and Trends."*

**R3 YOUTH SERVICES CAPACITY AND BEHAVIORAL HEALTH:** The request includes a series of changes within the Division of Youth Services' state-owned facilities that net out to a decrease of \*\$718,399 General Fund and a decrease of 12.0 FTE for FY 2019-20 (annualizes to \$0 General Fund and a decrease of 3.5 FTE for FY 2020-21 and future fiscal years). The components of the proposal include:

- Reducing the statutory detention bed cap from 382 to 304 beds (requires legislation);
- Realigning several of the Division's state-owned and -operated facilities with a goal of creating single purpose (detention or commitment, not both) facilities and increasing state-owned and -operated facility commitment capacity;
- Decentralizing the Division's Front Range assessment capabilities by adding assessment functions to the Platte Valley Youth Services Center (Greeley) and Spring Creek Youth Services Center (Colorado Springs);
- Eliminating commitment beds at the state-owned, privately-operated Robert E. DeNier Youth Services Center in Durango; and
- Increasing the number of behavioral health professionals in the Division's state-owned and – operated commitment facilities by 11.0 FTE.

\*The requested appropriation amount listed in this description includes centrally appropriated line items, such as health, life, and dental insurance and PERA contributions that are dependent on staff salaries and number of staff employed. These centrally appropriated line items are not shown in the summary table because these line items appear in the Executive Director's Office which is covered in a separate staff budget briefing prepared by Ms. Robin Smart scheduled for Tuesday, November 27<sup>th</sup>.

*For more information on this request, see staff's briefing issue in this document entitled "Realigning the Division of Youth Services' Facilities."*

**R13 COLORADO TRAILS MAINTENANCE:** The request seeks an increase of \$2,452,920 total funds, including \$1,103,814 General Fund, for FY 2019-20 and FY 2020-21 for the Governor's Office of Information Technology to contract for additional developers, business analysts, database administrators, service desk support, and infrastructure to maintain the Trails system used by state and local government to support the management of youth involved in the state's child protective services system. The proposal annualizes to \$2,143,000 total funds, including \$964,350 General Fund, for FY 2021-22 and \$1,833,080 total funds, including \$824,886 General Fund, for FY 2022-23 and future fiscal years. Note, the Governor's Office of Information Technology budget request for FY 2019-20 includes a corresponding increase of \$2,452,920 reappropriated funds transferred from the Department for this purpose.

*For more information on this request, see staff's briefing issue in this document entitled "Trails Modernization Project Concerns."*

**R15 COMMUNITY PROVIDER RATE INCREASE:** The request includes \$479,775 total funds, including \$441,335 General Fund, for FY 2019-20 and future fiscal years as part of an across-the-board increase of 1.0 percent for community providers under contract with the Division of Youth Services. Note, many community providers serve youth from the youth correctional system, as well as the child welfare system. The Division of Youth Services reimburses providers at a lower rate than the child welfare system. Staff has concerns that funding incongruities may limit community capacity for youth in the correctional system, as providers favor serving clients that earn them greater reimbursements. The Committee may wish to discuss this with the Division at its hearing to determine if a plan is needed to address this potential issue.

The following table itemizes the requested across-the-board provider rate increase by line item.

PROVIDER RATE INCREASE						
DIVISION	LINE ITEM	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS
Youth Services	Medical Services	\$49,298	\$49,298	\$0	\$0	\$0
Youth Services	Educational Programs	33,075	33,075	0	0	0
	Purchase of Contract					
Youth Services	Placements	231,002	213,406	0	9,593	8,003
Youth Services	Managed Care Project	14,898	14,537	0	361	0
Youth Services	S.B. 91-94 Programs	151,502	131,019	20,483	0	0
<b>TOTAL</b>		<b>\$479,775</b>	<b>\$441,335</b>	<b>\$20,483</b>	<b>\$9,954</b>	<b>\$8,003</b>

**R20 FOOD SERVICE INFLATION:** The request includes \$60,241 total funds, including \$7,773 General Fund, for FY 2019-20 and future fiscal years to cover the cost of food in state-owned and –operated Division of Youth Services’ facilities. The amount of the requested increase is equal to an estimated rate of inflation of 1.5 percent, as projected by the United States Department of Agriculture, for the cost of food. Note, the “R20 Food service inflation” decision item also includes an increase of \$90,669 General Fund to cover the cost of food in the state’s two mental health institutes for FY 2019-20 and future fiscal years. This increase appears in a separate staff briefing presentation prepared by Ms. Carolyn Kampman for the Department’s Office of Behavioral Health scheduled for Tuesday, December 11<sup>th</sup>.

**R21 SALESFORCE SHIELD:** The request includes an increase of \$251,764 total funds, including \$29,218 General Fund, for FY 2019-20 to improve secure encryption of client identifiable information stored on the Salesforce cloud (annualizes to \$484,446 total funds, including \$29,898 General Fund, for FY 2020-21 and future fiscal years with an annual increase of 2.33 percent each succeeding fiscal year). The federal government, through enforcement of the Health Insurance Portability and Accountability Act (HIPAA), indicates that client personally identifiable information held by an organization, such as the Department, that is designated as a “Covered Entity” under HIPAA must be handled as electronic protected health information. The Governor’s Office of Information Technology has corresponding standards for handling electronic protected health information, which the Department does not currently meet. If approved, this decision item will bring the Department into compliance with federal law and the state’s corresponding standards.

**CENTRALLY APPROPRIATED LINE ITEMS:** The request includes an increase of \$5,894,079 total funds, including \$3,182,803 General Fund, for FY 2019-20 for adjustments to centrally appropriated line items for the following: Payments to OIT and CORE. The following table itemizes each requested centrally appropriated line item change.

CENTRALLY APPROPRIATED LINE ITEMS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
Payments to OIT adjustment	\$5,982,955	\$3,230,796	\$0	\$2,752,159	\$0	0.0
CORE adjustment	(88,876)	(47,993)	0	(40,883)	0	0.0
<b>TOTAL</b>	<b>\$5,894,079</b>	<b>\$3,182,803</b>	<b>\$0</b>	<b>\$2,711,276</b>	<b>\$0</b>	<b>0.0</b>

**ANNUALIZE PRIOR YEAR BUDGET ACTIONS:** The request includes an increase of \$4,171,612 total funds, including \$3,876,097 General Fund, and 1.7 FTE for FY 2019-20 for adjustments related to prior year budget actions. The following table itemizes each annualization.

ANNUALIZE PRIOR YEAR BUDGET ACTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2018-19 year salary survey	\$2,117,686	\$2,099,715	\$921	\$3,246	\$13,804	0.0
FY 2018-19 R2 DYS staffing final phase	912,549	912,549	0	0	0	0.0
FY 2018-19 OIT CBMS/PEAK	763,554	736,010	27,544	0	0	0.0
FY 2018-19 CHATS transfer	250,000	0	0	0	250,000	0.0
FY 2018-19 DYS special education services	127,823	127,823	0	0	0	1.7
<b>TOTAL</b>	<b>\$4,171,612</b>	<b>\$3,876,097</b>	<b>\$28,465</b>	<b>\$3,246</b>	<b>\$263,804</b>	<b>1.7</b>

**ANNUALIZE PRIOR YEAR LEGISLATION:** The request includes an increase of \$274,444 total funds, including \$220,660 General Fund, and an increase of 0.5 FTE for FY 2019-20 for adjustments related to prior year legislation. The following table itemizes each annualization.

ANNUALIZE PRIOR YEAR LEGISLATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
SB 18-200 (Modifications To PERA Public Employees' Retirement Association To Eliminate Unfunded Liability)	\$257,343	\$255,119	\$176	\$282	\$1,766	0.0
HB 18-1323 (Pay For Success Contracts Pilot Program Funding)	51,560	0	0	51,560	0	0.5
HB 17-1329 (Reform Division Of Youth Corrections)	(34,459)	(34,459)	0	0	0	0.0
<b>TOTAL</b>	<b>\$274,444</b>	<b>\$220,660</b>	<b>\$176</b>	<b>\$51,842</b>	<b>\$1,766</b>	<b>0.5</b>

**INDIRECT COST ASSESSMENT:** The request includes an increase of \$12,456 cash funds from the Marijuana Cash Tax Fund to align the Division of Youth Services share of indirect costs with the Department's indirect cost plan.

**NON-PRIORITIZED REQUEST ITEMS:** The request seeks a decrease of \$14,567,681 total funds, including a decrease of \$13,897,944 General Fund, for FY 2019-20 for items requested by other departments that impact the agencies covered in this briefing document. The following table itemizes each requested non-prioritized item.

NON-PRIORITIZED REQUEST ITEMS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
Securing IT operations (OIT)	\$1,952,949	\$1,054,592	\$0	\$898,357	\$0	0.0
Enterprise data integration services (OIT)	667,954	360,695	0	307,259	0	0.0
Application refresh and consolidation (OIT)	80,657	43,555	0	37,102	0	0.0
Optimize self-service capabilities (OIT)	54,916	29,655	0	25,261	0	0.0
Essential database support (OIT)	36,150	19,521	0	16,629	0	0.0
Local administration transformation (HCPF)	27,865	4,578	13,401	0	9,886	0.0
IDS increased input costs (DPA)	14,955	7,083	0	7,872	0	0.0
CBMS PEAK (OIT)	(17,403,127)	(15,417,623)	(277,102)	0	(1,708,402)	0.0
<b>TOTAL</b>	<b>(\$14,567,681)</b>	<b>(\$13,897,944)</b>	<b>(\$263,701)</b>	<b>\$1,292,480</b>	<b>(\$1,698,516)</b>	<b>0.0</b>

## ISSUE: DIVISION OF YOUTH SERVICES' DATA AND TRENDS

The General Assembly appropriated \$15.3 million General Fund to add over 277 new positions in the Division of Youth Services from FY 2014-15 through FY 2018-19 to stem increases in assaults and fights within the agency's state-owned and -operated secure facilities and improve programming. After several years of reduced numbers of assaults and fights, the Division experienced an increase of 12.5 percent in FY 2017-18 over the prior fiscal year. Additionally, nearly all of the agency's facilities continue to encounter issues filling new positions and retaining existing employees.

### SUMMARY

- The Division of Youth Services provides for the care and supervision of youth ages 10-21 who are detained on a pretrial basis and youth committed by district courts to the custody of the Department of Human Services.
- In FY 2014-15, the Division cautioned the General Assembly that staffing levels at its ten state-owned and -operated facilities were inadequate to successfully supervise youth in a manner that maintains a safe and secure environment for youth and staff. Data illustrated that the frequency of assaults and fights was increasing across the Division's facilities, including high profile violent outbursts at the Lookout Mountain Youth Services Center in Golden and at the Spring Creek Youth Services Center in Colorado Springs.
- In response, the General Assembly added funding for staffing increases beginning in FY 2014-15 and continuing through FY 2018-19. The appropriations, which added funding for over 277 new positions, took place in phases across the Division's facilities and cost \$15.3 million General Fund. The goal of the new positions was to reduce assaults and fights by aligning staff-to-youth ratios with industry standards.
- Data from FY 2014-15 through FY 2016-17 showed that the average number of assaults and fights per month in the Division's facilities declined from 94.9 to 83.7. However, in FY 2017-18 this measure jumped to 97.5, an increase of 16.5 percent over FY 2016-17. Accounting for caseload variances between the two fiscal years, FY 2017-18 experienced an increase of 12.5 percent.
- The Division reduced the use of seclusion in half of its facilities and the overall number of seclusion incidents across all facilities dropped from a monthly average of 194.0 in FY 2016-17 to 128.3 in FY 2017-18. The agency stopped using the WRAP as a restraint tool in its facilities in November 2017. The use of other mechanical (cuffs and/or shackles) and non-mechanical (physical management) restraints, however, increased from a monthly average of 677.4 times to 748.2 in FY 2017-18.
- The number of vacant direct care positions in the Division's facilities has increased from a monthly average of 39.1 in FY 2014-15 to 85.9 in FY 2017-18. Over half of the agency's ten facilities posted vacancy rates for direct care positions in excess of 10.0 percent in FY 2017-18.

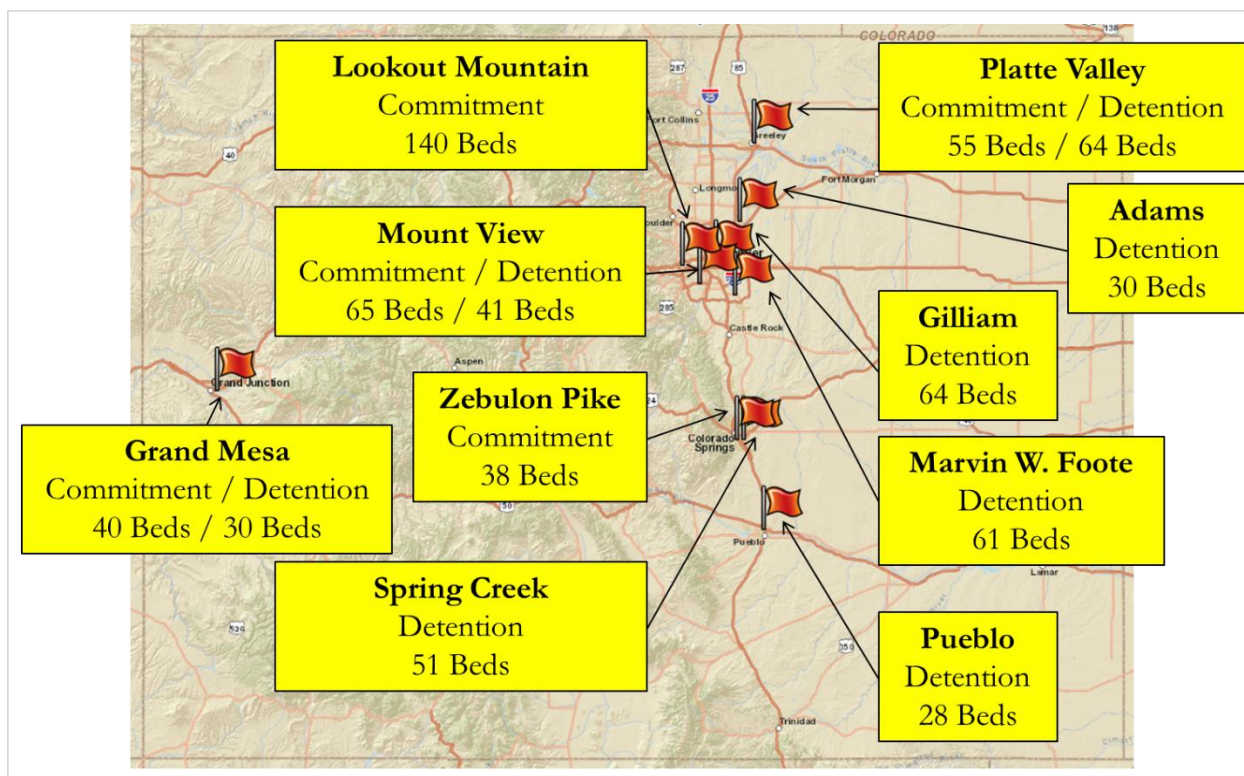
## DISCUSSION

### *Background*

The Division of Youth Services provides for the care and supervision of youth detained on a pretrial basis and youth committed by district courts to the custody of the Department of Human Services. The Division owns and operates ten secure facilities that serve youth between the ages of 10-21 who are pre-adjudicated (served in detention facilities) or committed (served in commitment facilities). The agency also contracts with external providers for community-based commitment services for youth. In addition to residential programming, the Division administers juvenile parole services.

### *State-owned and –operated Facilities*

There are 369 detention beds and 338 commitment beds in the Division's ten state-owned and operated facilities. For FY 2017-18, the ten facilities averaged 601.3 FTE direct care positions. Thus far for FY 2018-19, detention beds have an average daily population of 250.6 and commitment beds have an average daily population of 369.2. The following graphic provides reference information regarding facility location and capacity to inform the forthcoming discussion.



### *Issue*

In FY 2014-15, the Division cautioned the General Assembly that its staffing levels were inadequate to successfully supervise youth in a manner that maintains a safe and secure environment for all youth and staff. Data illustrated that the frequency of assaults and fights was increasing across the Division's facilities, including high profile violent outbursts at the Lookout Mountain Youth Services Center in Golden and at the Spring Creek Youth Services Center in Colorado Springs.



The General Assembly responded to the Division's concerns by appropriating funds for staffing increases in five consecutive fiscal years, from FY 2014-15 to FY 2018-19. Over 277 new positions (direct care and support positions) were added at the Division's facilities at a cost of \$15.3 million General Fund. The following table summarizes the appropriations made to the Division over the past five fiscal years for staffing increases.

YOUTH SERVICES SECURITY STAFFING INCREASES						
	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	TOTAL
General Fund	\$3,010,725	\$1,274,392	\$3,652,090	\$3,857,103	\$3,535,240*	<b>\$15,329,550</b>
FTE	53.0	22.0	68.7	65.0	69.0*	<b>277.7</b>

\*Includes an increase of \$912,549 General Fund for the annualized appropriation in FY 2019-20.

The following chart summarizes the new direct care staff, classified as Youth Services Specialists (YSS), added during the period of hiring authorized by the General Assembly. Note, the following table does not include the additional supervisor or support positions for which the General Assembly appropriated funds and appear in the table above.

YOUTH SERVICES DIRECT CARE STAFF ADDED FY 2014-15 THROUGH FY 2018-19			
FACILITY	YSS I	YSS II	TOTAL
Adams	18	3	21
Foote	4	1	5
Gilliam	9	2	11
Grand Mesa	21	7	28
Lookout	47	7	54
Mt. View	30	14	44
Platte Valley	36	9	45
Pueblo	13	3	16
Spring Creek	12	1	13
Zeb Pike	15	3	18
<b>Total</b>	<b>205</b>	<b>50</b>	<b>255</b>

#### *Joint Budget Committee Oversight of Safety Issues*

To monitor progress in addressing security issues, the Joint Budget Committee requested that the agency annually submit a report with monthly data for each state-owned and –operated facility for assault incidents and staffing levels. The reports provided to the Committee on November 1<sup>st</sup> of each year yield data that are translated into information on trends occurring in the facilities.

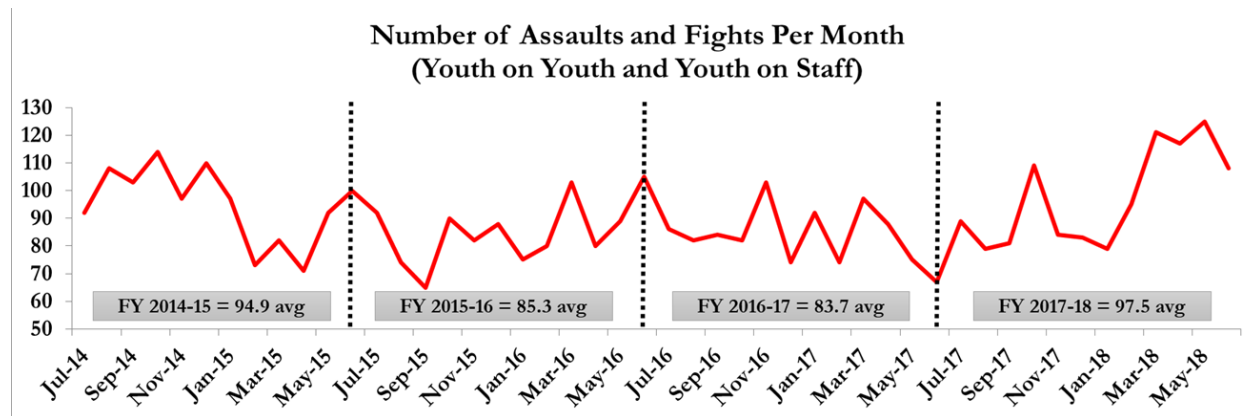
#### *Homicides and Suicides*

The Division reports that no homicides occurred in its state-owned and –operated facilities. Unfortunately, two suicides occurred during the summer of 2017 at the Mount View Youth Services Center in unincorporated Jefferson County.

#### *Assaults and Fights in Facilities*

Instances of assaults and fights occur regularly across all state-owned and –operated facilities. Assault incidents where a youth is the aggressor are categorized into three levels based on the severity of the assault, with level one being the most severe (e.g. intentional act of aggression requiring outside medical attention) and level three being the least severe (e.g. intentional act of aggression resulting in bruises and scrapes). Additionally, the Division captures data on the number of incidents that occur where both parties are aggressors. These incidents are classified as fights. The following chart shows

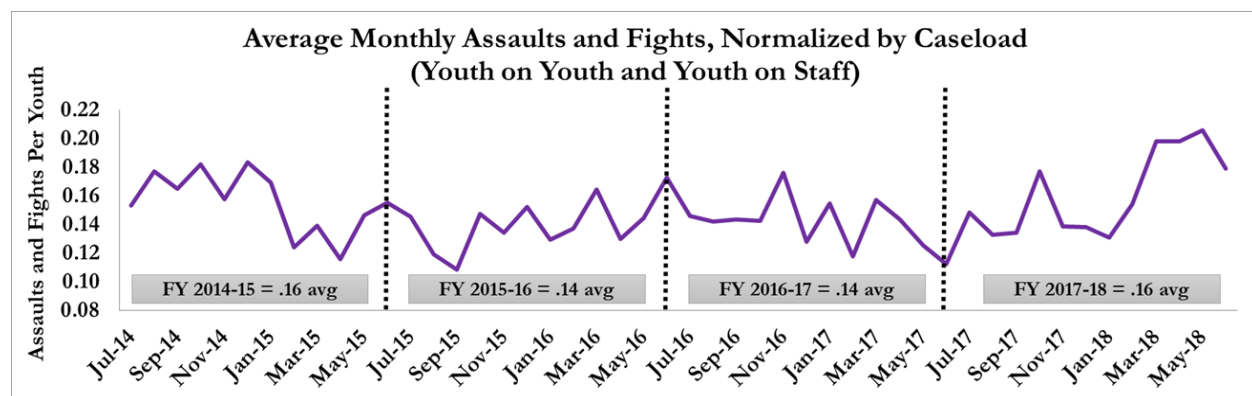
the monthly fluctuations across four fiscal beginning in FY 2014-15 when the Joint Budget Committee began formally tracking this information.



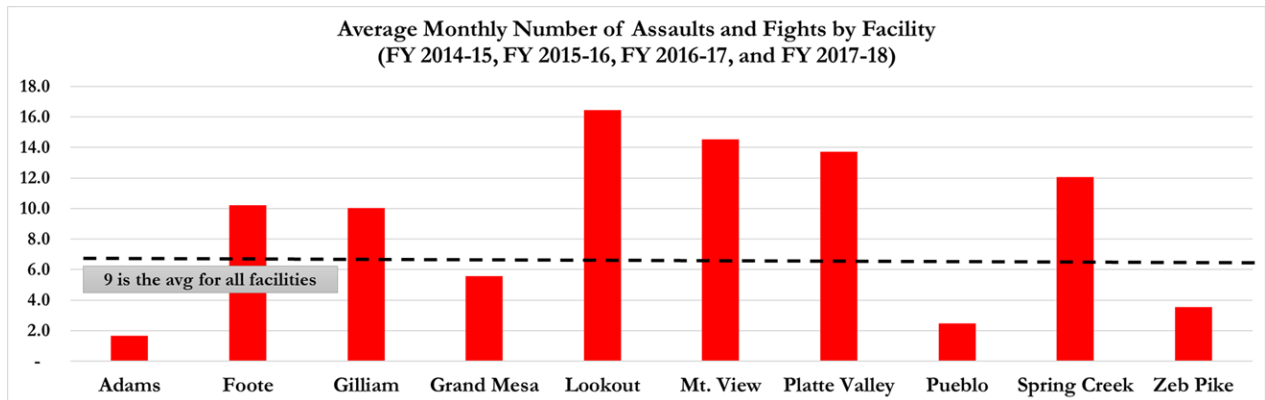
Examining the types of incidents that occurred in these four fiscal years shows that, with the exception of Level 3 incidents (least severe), all levels of assaults decreased in average monthly frequency when comparing FY 2014-15 to FY 2017-18.

AVERAGE NUMBER OF INCIDENTS PER MONTH BY TYPE					
INCIDENT TYPE	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	
Level 1	4.7	3.8	2.6	3.1	
Level 2	15.8	10.8	11.7	11.2	
Level 3	30.0	31.3	31.8	39.1	
Fights	44.5	39.4	37.6	44.2	
<b>Total</b>	<b>94.9</b>	<b>85.3</b>	<b>83.7</b>	<b>97.5</b>	

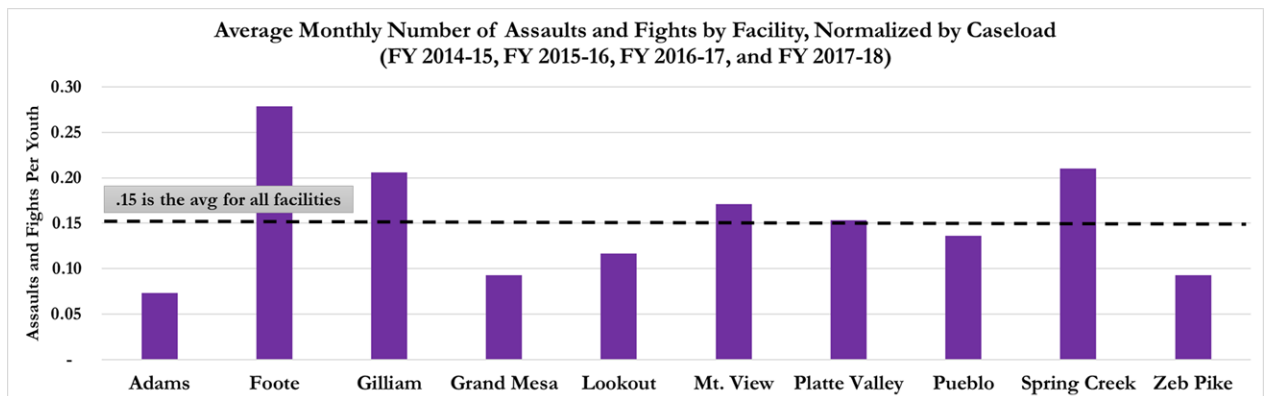
To more accurately make monthly and year-over-year comparisons, the next graph illustrates the average monthly number of incidents and includes average monthly caseload as a normalization factor. Normalizing the data by this factor allows for caseload fluctuations to not skew the information.



Three of the ten facilities, Lookout Mountain, Mount View, and Platte Valley, accounted for nearly 50 percent of the total number incidents in FY 2014-15, FY 2015-16, FY 2016-17, and FY 2017-18. The Lookout Mountain facility experienced the most incidents with an average of 198 each year in the four fiscal years studied.

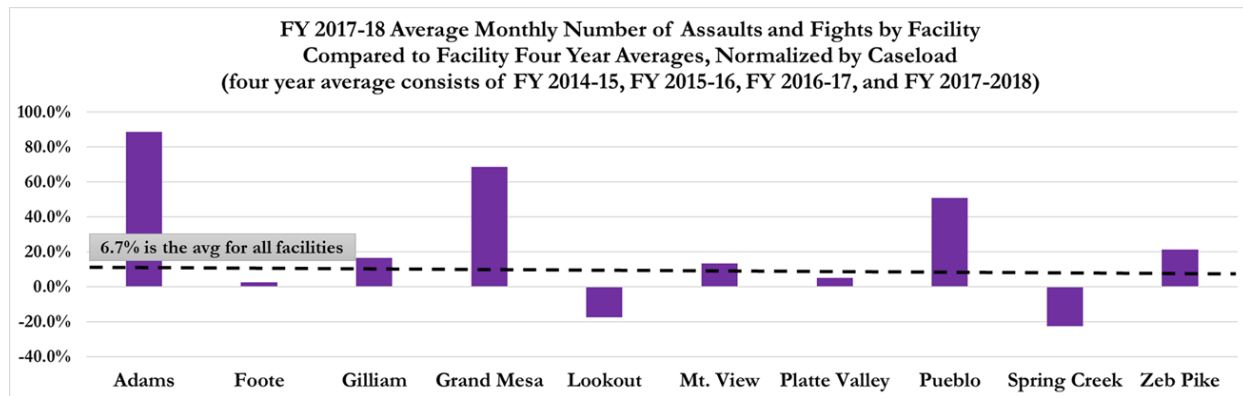


To more accurately make facility-by-facility comparisons, the next bar graph illustrates the average annual number of incidents by facility and includes a normalization factor of the facility's average monthly caseload. For example, the Foote facility experienced an average of 0.28 incidents per month for each youth associated with its average monthly caseload even though it was fifth in total number of incidents per month, while the Lookout Mountain facility experienced an average of 0.12 even though it experienced the highest number incidents per month.



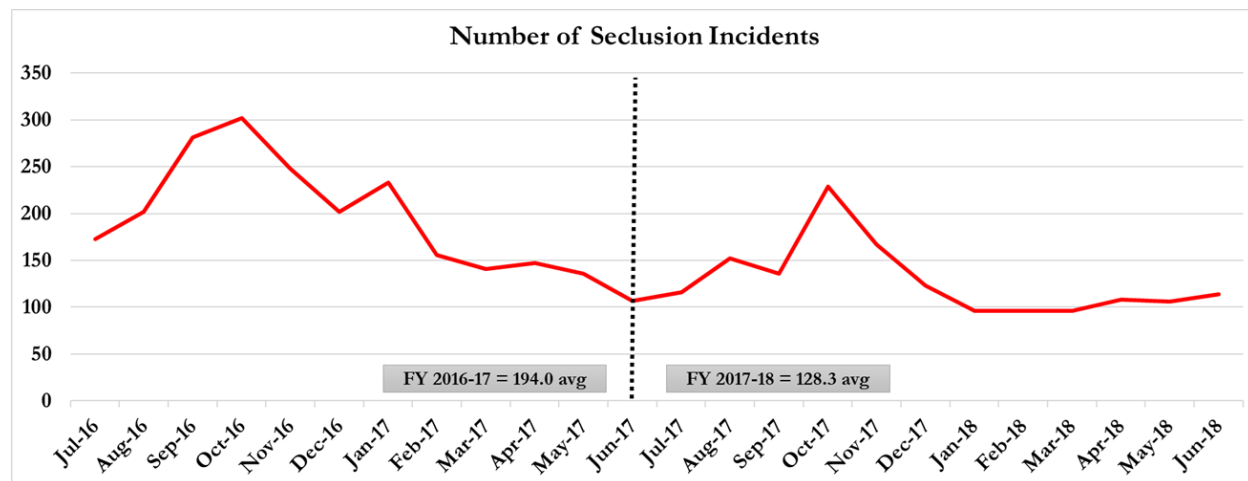
#### *Facility Performance Changes Over Time*

Only two facilities, Lookout Mountain and Spring Creek, bettered their four year facility averages (FY 2014-15, FY 2015-16, FY 2016-17, and FY 2017-18) in FY 2017-18. Lookout Mountain's FY 2017-18 monthly average of assaults and fights decreased by 17.5 percent compared to its four year average and Spring Creek improved by 22.4 percent. The Adams and Grand Mesa facilities, in contrast, performed worse in FY 2017-18 than their four year facility averages. Adams' FY 2017-18 monthly average of assaults and fights increased by 88.6 percent, while Grand Mesa increased by 68.7 percent.

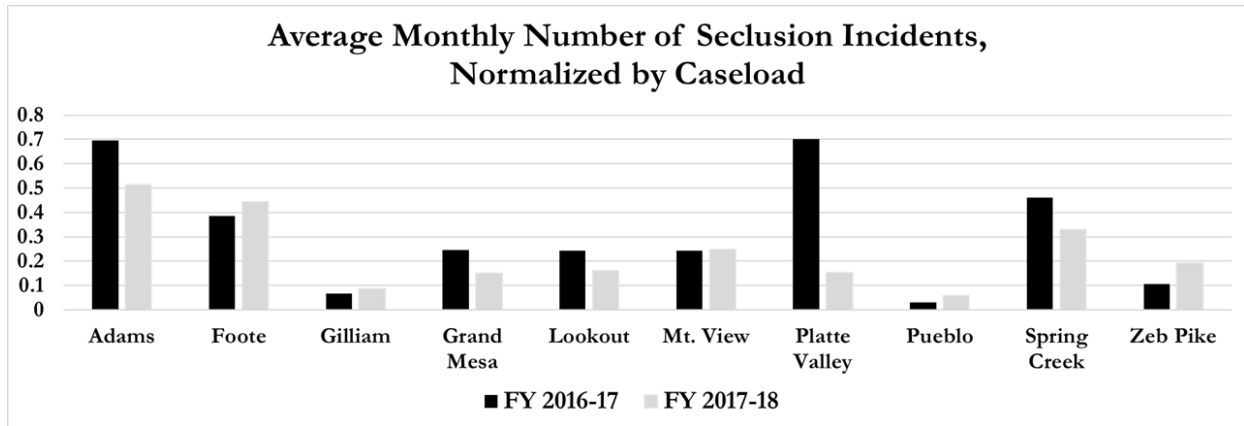


### *Use of Seclusion and Restraints*

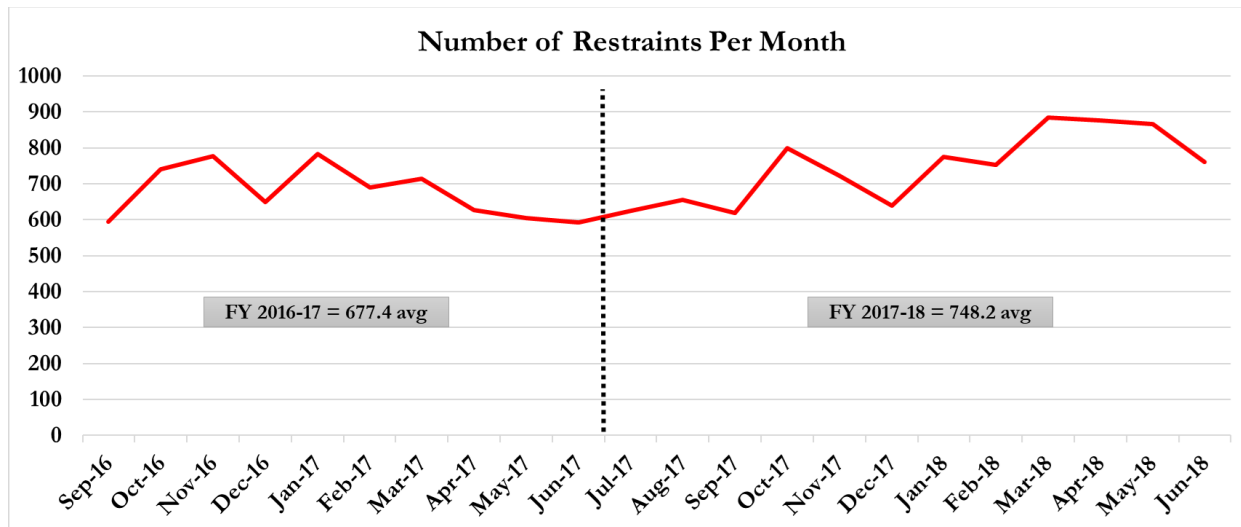
The General Assembly passed legislation in recent years related to the use of seclusion and restraints in the Division's facilities, which mirrors the agency's existing efforts to reduce the use of seclusion and restraints as youth management tools. House Bill 16-1328 (Use Of Restraint And Seclusion On Individuals) and H.B. 17-1329 (Reform Division Of Youth Corrections) strengthened the safety provisions for the use of restraint and seclusion on youth, created a working group to monitor the Division's use of seclusion and restraints, and added reporting requirements for the Division on its use of seclusion and restraints. Data show that the use of seclusion has decreased from 194.0 incidents per month in FY 2016-17 to 128.3 incidents per month in FY 2017-18.



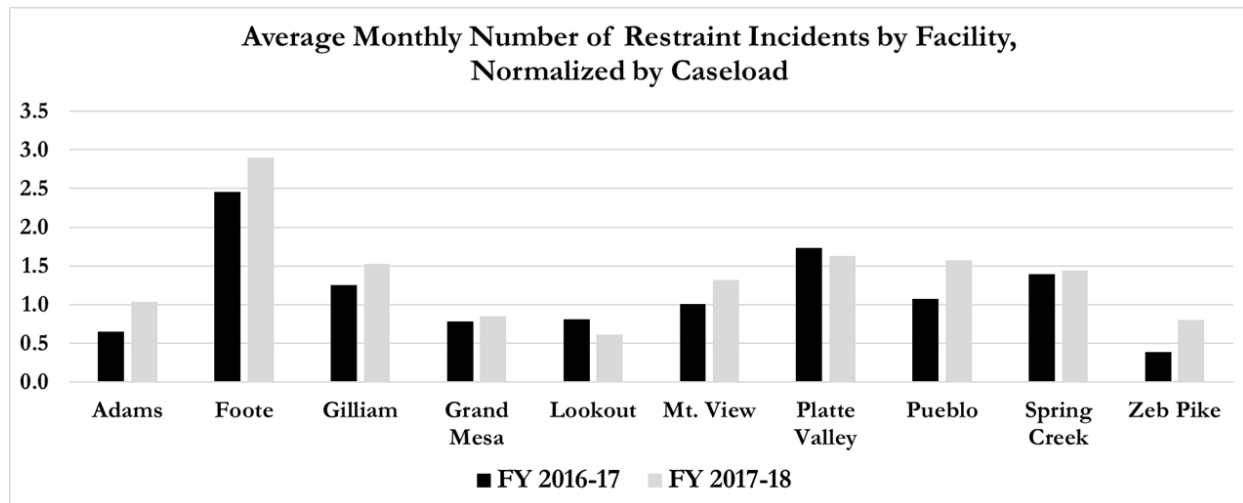
Examining the data by facility (normalized by caseload) indicates that the majority of the ten state-owned and –operated facilities have fared well in reducing the use of seclusion, with the Platte facility showing the most noticeable decrease from FY 2016-17 to FY 2017-18. Two facilities, Foote and Zeb Pike, however have seen an increase in the use of seclusion.



The Division eliminated the use of the WRAP, a restraint similar to a straitjacket, in November 2017. The agency employs non-mechanical (physical management) and mechanical (cuffs and/or shackles) to manage certain volatile situations and maintain facility safety for youth and staff. FY 2017-18 saw an uptick in the use of restraints from 677.4 per month in FY 2016-17 to 748.2.

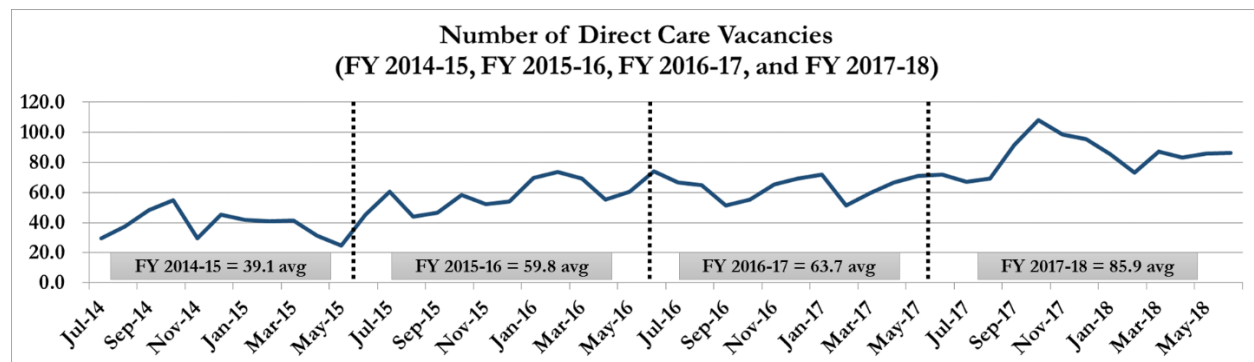


The following chart shows that eight out of ten state-owned and –operated facilities increased their use of restraints (normalized by caseload) from FY 2016-17 to FY 2018-19. In addition to increasing the use of seclusion in this time period, both Foote and Zeb Pike are among the facilities that increased the use of restraints.

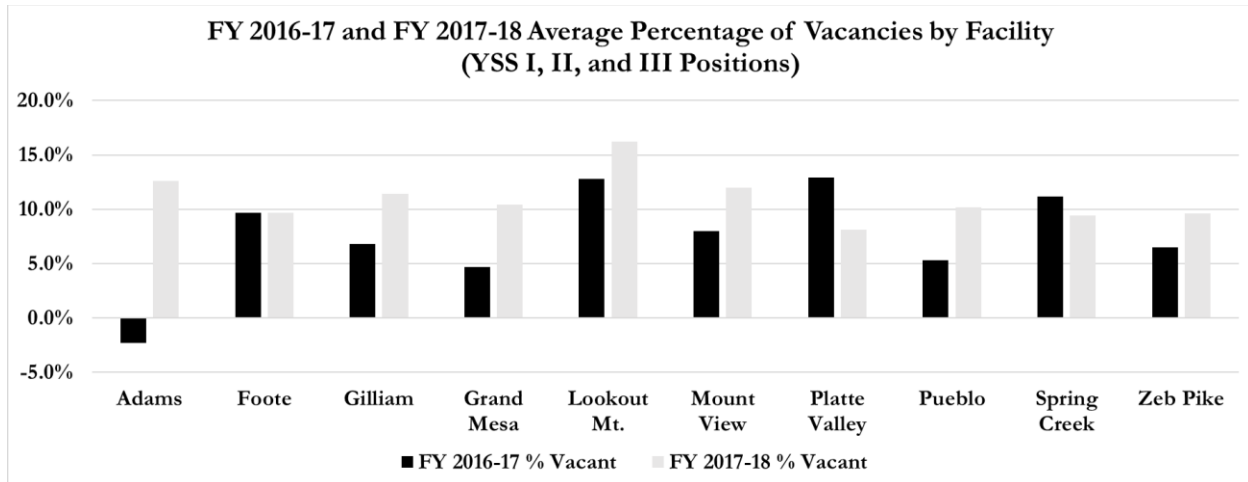


### *Vacant Positions*

Despite the Division's heightened focus on efforts to attract new employees and retain existing employees, the agency continues to experience vacancy rates at facilities that steadily increase from year to year. This is cause for concern, as understaffed facilities face challenges in maintaining the industry-standard staff-to-youth ratios that contribute to the Division's programming and safety goals. The following chart illustrates trends in the number of vacancies over time. The facilities averaged 39.1 vacancies per month in FY 2014-15. This figure increased to 85.9 vacancies per month in FY 2018-19.



The following chart shows that high numbers of vacant direct care staff positions is not an issue for just a handful of facilities, but rather a system-wide issue. Only two facilities, Platte and Spring Creek, experienced a decrease in the percentage of vacant positions over the past two fiscal years, with Platte decreasing from a 12.9 percent vacancy in FY 2016-17 to 8.1 percent in FY 2017-18 and Spring Creek decreasing from 11.2 percent to 9.4 percent. Conversely, the Adams facility went from a fully staffed facility in FY 2016-17 to a vacancy rate of 14.9 percent for FY 2017-18. The highest vacancy rate for FY 2017-18 was found at the Lookout facility with a rate of 16.2 percent.



House Bill 17-1329 also required the Division to contract with an independent vendor to conduct a performance assessment of its safety policies and practices in its ten state-owned and –operated commitment and detention facilities. The vendor selected, Development Services Group, Inc., submitted its report to the Division on May 1, 2018. As part of its assessment, the vendor studied staffing levels and surveyed staff on the factors that make them want to leave the Division’s facilities. The most significant contributing factors were salary (55 percent), safety concerns (39 percent), poor leadership (34 percent), and lack of advancement opportunities (28 percent).

To lower vacancy rates, the vendor suggests that “DYS should address the pay inequity between the facilities. One strategy to consider is increasing the salaries for staff in metropolitan areas at a higher rate than in the non-metro areas. This could correct the issue over time, without causing immediate budgetary stress. DYS could also explore increases based on years of service to reduce salary compression.” In response to this recommendation, the Division submits a decision item for FY 2019-20, referred to as “R2 Compensation for direct care employees,” to increase the salaries for all direct care staff at the agency’s facilities to address difficulties in recruiting and retaining highly qualified individuals. Specifically, the request seeks to compensate existing and new direct care employees at the midpoint of the pay range for each job classification and to provide a compression increase for existing direct care staff who are already at midpoint of the range. This request includes an increase of \$8,064,380 General Fund for FY 2019-20 and annualizes to \$14,220,447 General Fund for FY 2020-21 and future fiscal years.

## ISSUE: REALIGNING THE DIVISION OF YOUTH SERVICES' FACILITIES

The Department of Human Services' Division of Youth Services proposes a series of budgetary and statutory changes to improve the operation of its ten state-owned and –operated facilities in an effort to more effectively serve youth. These changes will have an impact on entities outside of the Division, including law enforcement officials, judges, and district attorneys.

### SUMMARY

- The Division of Youth Services provides for the care and supervision of youth ages 10-21 who are detained on a pretrial basis and youth committed by district courts to the custody of the Department of Human Services.
- House Bill 17-1329 (Reform Division Of Youth Corrections) required the Division to contract with an independent vendor to conduct a performance assessment of its safety policies and practices in its ten state-owned and –operated commitment and detention facilities.
- The findings and recommendations included in the performance assessment report, along with the Division's own assessment and knowledge of current practices, identified three overarching issues in the agency's state-owned and –operated facilities that impact the Division's ability to effectively serve all youth in its custody: an imbalance between detention bed capacity and commitment bed capacity, insufficient behavioral health resources, and geographically-challenging initial assessment and placement services for youth committed by district courts to the custody of the Department.
- The Division submitted a decision item for FY 2019-20 to begin addressing these three overarching issues. This decision item, referred to as "R3 Youth services capacity and behavioral health," includes five components that reduce the number of detention beds by 78, increase the number of commitment beds by 27, transition a facility from a multi-purpose facility to a single-purpose facility, add more behavioral health staff, and add two initial assessment and placement services locations. The sum of the five components equals a reduction of \$718,399 General Fund and a reduction of 12.0 FTE for FY 2019-20 and are cost neutral in FY 2020-21 and beyond.

### RECOMMENDATION

Staff recommends that the Joint Budget Committee focus its initial analysis on the impact of the requested budgetary and statutory changes on entities outside of the Division of Youth Services. Specifically, staff recommends that the Committee contemplate the repercussions associated with reducing and relocating detention bed capacity that law enforcement officials, judges, and district attorneys may encounter in regard to maintaining public safety and resource efficiency.



## DISCUSSION

### *Background*

The Division of Youth Services provides for the care and supervision of youth detained on a pretrial basis and youth committed by district courts to the custody of the Department of Human Services. The Division operates ten secure facilities that serve youth between the ages of 10-21 who are pre-adjudicated (served in detention facilities) or committed (served in commitment facilities). The agency also contracts with external providers for community-based commitment services for youth. In addition to residential programming, the Division administers juvenile parole services.

### *Issues*

House Bill 17-1329 (Reform Division Of Youth Corrections) required the Division to contract with an independent vendor to conduct a performance assessment of its safety policies and practices in its ten state-owned and –operated commitment and detention facilities. The vendor selected, Development Services Group, Inc., submitted its report to the Division on May 1, 2018. The report included a series of findings and recommendations. The agency reviewed these findings and recommendations and, along with its own assessment and knowledge of current practices, identified three overarching issues in its ten state-owned and –operated facilities that contribute to a myriad of problems the impact the Division’s ability to effectively serve all youth in its custody:

- An imbalance exists between detention bed capacity and commitment bed capacity. Beds in detention facilities are underused while additional beds in commitment facilities are needed.
- Resources devoted to behavioral health treatment services are insufficient to meet the overall need for such services, as well as specialized needs, such as substance use disorder treatment and sex offense specific treatment.
- Initial assessment and placement services made for youth committed by district courts to the custody of the Department are conducted in two locations. For youth located outside of these two areas, this necessitates transportation accommodations, limits family involvement, and increases the number of transitions between facilities.

### *Proposed Solution*

The Division submitted a decision item on November 1, 2018 to begin addressing the three overarching issues it identified in conjunction with the performance assessment conducted by Development Services Group, Inc. Known as “R3 Youth services capacity and behavioral health,” this decision item includes five components outline in the following table and described in detail in the following five sections of this staff briefing issue:

“R3 YOUTH SERVICES CAPACITY AND BEHAVIORAL HEALTH” COMPONENTS AND COSTS				
	FY 2019-20		FY 2020-21	
	GENERAL FUND	FTE	GENERAL FUND	FTE
Proposal Component #1 – Reduce Detention Beds	(\$2,579,365)	(42.5)	(\$3,468,568)	(57.0)
Proposal Component #2 – Realign Facilities	999,305	12.8	2,392,783	32.0
Proposal Component #3 – Decentralize Assessment Front Range Functions	712,258	10.9	705,951	10.5
Proposal Component #4 – Repurpose the DeNier Facility	(625,958)	0.0	(625,958)	0.0
Proposal Component #5 – Add Behavioral Health Professionals	775,361	6.8	1,204,928	11.0
Apply Facility Vacancy Savings	0	0.0	(209,136)	0.0
<b>Total</b>	<b>(\$718,399)</b>	<b>(12.0)</b>	<b>\$0</b>	<b>(3.5)</b>

*Proposal Component #1 – Reduce Detention Beds*

Statute limits the number of juvenile detention beds that can be used at any given time. The first such cap was put in place via the Joint Budget Committee-sponsored S.B. 03-286 (Juv Detention Bed Cap Working Group). This legislation set the number of available detention beds at 479 for FY 2003-04 and future fiscal years. Additionally, the bill created a working group to allocate these beds to catchment areas and judicial districts within the catchment areas and to develop plans to manage the number of beds ensure that no judicial district exceeds its allocation. Subsequently, the Joint Budget Committee sponsored legislation on two separate occasions to adjust the cap:

- Senate Bill 11-217 (Reduction Juvenile Detention Bed Cap) – reduced the cap from 479 to 422 for FY 2011-12 and future fiscal years; and
- Senate Bill 13-177 (Reduce Juvenile Detention Bed Cap) – reduced the cap from 422 to 382 beginning on April 1, 2013 and for FY 2013-14 and future fiscal years.

Currently, the 382 statutorily-authorized juvenile detention beds are spread across ten facilities:

YOUTH DETENTION FACILITIES				
FACILITY NAME	LOCATION	JUDICIAL DISTRICTS SERVED	COUNTIES SERVED	NUMBER OF BEDS
Adams	Brighton	17 <sup>th</sup>	Adams, Broomfield	30
Gilliam	Denver	2 <sup>nd</sup>	Denver	64
Grand Mesa	Grand Junction	6 <sup>th</sup> , 7 <sup>th</sup> , 9 <sup>th</sup> , 14 <sup>th</sup> , 21 <sup>st</sup> and 22 <sup>nd</sup>	Archuleta, Delta, Dolores, Garfield, Grand, Gunnison, Hinsdale, La Plata, Mesa, Moffat, Montezuma, Montrose, Ouray, Pitkin, Rio Blanco, Routt, San Juan, and San Miguel	30
Marvin Foote	Englewood	18 <sup>th</sup>	Arapahoe, Douglas, Elbert, and Lincoln	61
Mount View	Unincorporated Jefferson County	1 <sup>st</sup> and 5 <sup>th</sup>	Clear Creek, Eagle, Gilpin, Jefferson, Lake, and Summit	41
Platte Valley	Greeley	8 <sup>th</sup> , 13 <sup>th</sup> , 17 <sup>th</sup> , 19 <sup>th</sup> , and 20 <sup>th</sup>	Adams, Boulder, Broomfield, Jackson, Kit Carson, Larimer, Logan, Morgan, Phillips, Sedgwick, Washington, Weld, and Yuma	64
Pueblo	Pueblo	3 <sup>rd</sup> , 10 <sup>th</sup> , 11 <sup>th</sup> , 12 <sup>th</sup> , 15 <sup>th</sup> , and 16 <sup>th</sup>	Alamosa, Baca, Bent, Chaffee, Cheyenne, Conejos, Costilla, Crowley, Custer, Fremont, Huerfano, Kiowa, Las Animas, Mineral, Otero, Park, Prowers, Pueblo, Rio Grande, and Saguache	28
Spring Creek	Colorado Springs	4 <sup>th</sup>	El Paso and Teller	51
Sage (contract facility)	Alamosa	12 <sup>th</sup>	Alamosa, Conejos, Costilla, Mineral, Rio Grande, and Saguache	4
DeNier (state-owned, privately-operated)**	Durango	6 <sup>th</sup> and 22 <sup>nd</sup>	Archuleta, Dolores, La Plata, Montezuma, and San Juan	9
<b>Total</b>				<b>382</b>

Due to declining use of youth detention facilities in the state, the Division requests that the Joint Budget Committee once again sponsor legislation to decrease the number of youth detention beds that can be used at any given time from 382 to 304 (decrease of 78 beds) beginning in FY 2019-20. This action would result in a decrease of \$2,579,365 General Fund and 42.5 FTE for FY 2019-20 (annualizes to a reduction of \$3,468,568 General Fund and 57.0 FTE for FY 2020-21 and future fiscal years).

Data show youth detention facility use has declined nearly each year since FY 2013-14 when the 382 bed cap was authorized in statute. As shown in the following table, the average daily youth detention population decreased from 290.6 in FY 2013-14 to 262.8 in FY 2017-18. The average daily maximum population followed a similar trend, falling from 292.9 in FY 2013-14 to 266.8 in FY 2017-18. The first three months of FY 2018-19 indicate this downward trajectory has continued into the current fiscal year.

YOUTH DETENTION FACILITY POPULATION STATISTICS					
FISCAL YEAR	BED CAPACITY	AVERAGE DAILY POPULATION (ADP)	ADP % OF CAPACITY	AVERAGE DAILY MAXIMUM POPULATION (ADM)	ADM % OF CAPACITY
FY 2018-19 (3 months)	382	252.6	66.1%	256.2	67.1%
FY 2017-18	382	262.8	68.8%	266.8	69.8%
FY 2016-17	382	257.1	67.3%	260.7	68.2%
FY 2015-16	382	275.0	72.0%	277.3	72.6%
FY 2014-15	382	281.8	73.8%	287.0	75.1%
FY 2013-14	382	290.6	76.1%	292.9	76.7%

The Division arrived at the requested reduction of 78 beds by analyzing the average daily maximum population in each facility. The agency indicates that a 78 bed reduction “ensures districts are able to accommodate those times when their detention census hovers closer to their bed allocation, while at the same time, eliminating excess unused capacity.” Additionally, the request includes a 5.0 percent buffer to account for any unanticipated spikes in youth detention populations that may occur. The following table summarizes the proposed youth detention facility bed reductions by facility:

PROPOSED YOUTH DETENTION FACILITY REDUCTIONS			
FACILITY	CURRENT BED CAPACITY	PROPOSED BED REDUCTION	PROPOSED BED CAPACITY
Adams	30	(7)	23
Foote	61	(17)	44
Gilliam	64	(16)	48
Grand Mesa	30	(5)	25
Mt. View	41	(11)	30
Platte Valley	64	(18)	46
Pueblo	28	(4)	24
Spring Creek	51	0	51
Sage (contract facility)	4	0	4
DeNier (state-owned, privately-operated)	9	0	9
<b>Total</b>	<b>382</b>	<b>(78)</b>	<b>304</b>

#### *Proposal Component #2 – Realign Facilities*

The Development Services Group, Inc. report recommended realigning several of the Division’s state-owned and -operated facilities with a goal of creating single purpose facilities (detention or commitment, not both) and increasing state-owned and -operated facility commitment capacity. The report stated that “while the detention and commitment facilities are treated similarly in many respects, these types of facilities serve very different purposes. Youth adjustment in each type of program is unique, and staff members must be trained to anticipate the differences in their assigned populations.”

Following the advice of the statutorily-required, independent assessment, the Division seeks an increase of \$999,305 General Fund and 12.8 FTE for FY 2019-20 (annualizes to an increase of \$2,392,783 General Fund and 32.0 FTE for FY 2020-21 and future fiscal years) to increase the number of state-owned and –operated, single purpose youth corrections facilities. The plan calls for series of

functional changes across several facilities that nets out to an increase of two additional single purpose facilities, as well as 27 additional youth commitment beds. There are six main changes included in the plan are bulleted below. Note, these changes assume implementation of the requested youth detention facility reductions from 382 beds to 304 beds, as discussed above.

- Mount View would change to a commitment-only facility with 84 beds;
- Spring Creek would change from a 51 bed detention facility to a 70 bed commitment facility;
- Zeb Pike would change from a 38 bed commitment facility to a 40 bed detention facility;
- Foote would increase from a 44 bed detention facility to a 74 bed detention facility;
- Pueblo would change from a 24 bed detention facility to a 35 bed detention facility; and
- DeNier would change to a detention-only facility with 9 beds.

The following table summarizes each of the requested alignment changes by facility.

REQUESTED FACILITY REALIGNMENT						
FACILITY	DETENTION			COMMITMENT		
	ADJUSTED CAPACITY*	REALIGN CAPACITY	CHANGE	CURRENT CAPACITY	REALIGN CAPACITY	CHANGE
Adams	23	23	0	0	0	0
Foote	44	74	30	0	0	0
Gilliam	48	48	0	0	0	0
Grand Mesa	25	25	0	40	40	0
Lookout	0	0	0	140	140	0
Mt. View	30	0	(30)	65	84	19
Platte Valley	46	46	0	55	50	(5)
Pueblo	24	35	11	0	0	0
Spring Creek	51	0	(51)	0	70	70
Zeb Pike	0	40	40	38	0	(38)
Betty Marler (state-owned, privately-operated)	0	0	0	40	40	0
Sage (contract facility)	4	4	0	0	0	0
DeNier (state-owned, privately-operated)	9	9	0	19	0	(19)
<b>Total</b>	<b>304</b>	<b>304</b>	<b>0</b>	<b>397</b>	<b>424</b>	<b>27</b>

\*The adjusted capacity shown here includes the requested youth detention facility reductions from 382 beds to 304 beds.

This plan adds 27 commitment beds to the state's options for secure treatment. The Division hypothesizes that the addition of these commitment beds will result in youth being placed closer to their home communities, decreased wait times for a youth to go to their first placement, and provide facilities greater flexibility to adequately treat youth arriving for placement with violent behaviors, mental health and substance use disorders, histories of prior community placement failures, and associations with negative peer groups (e.g. gang membership).

### *Proposal Component #3 – Decentralize Assessment Front Range Functions*

All newly committed youth receive a comprehensive assessment at one of the Division's assessment centers. There are two assessment centers located in the state: Front Range Assessment Services located at the Mount View facility in the Denver area and the Western Region Assessment Services located at the Grand Mesa facility in Grand Junction. During the assessment process, youth participate in a variety of assessments or tests (e.g. medical, dental, clinical, risk, and educational) to determine treatment and placement needs.

The Division requests an increase of \$712,258 General Fund and 10.9 FTE for FY 2019-20 (annualizes to an increase of \$705,951 General Fund and 10.5 FTE for FY 2020-21 and future fiscal years) to expand the number of assessment facilities on the Front Range from one, located at Mount View, to three by adding services at the Platte Valley and Spring Creek facilities. The request indicates that “this shift allows the Department to increase family engagement, decrease the stress on youth and families, decrease the number of placement transitions, decrease the inefficiencies in client manager time, and discontinue the use of a front-range transportation unit for assessment.”

#### *Proposal Component #4 – Repurpose the DeNier Facility*

The Robert E. DeNier Youth Services Center located in Durango is a state-owned, privately-operated facility with 28 beds (19 commitment beds and 9 detention beds). Since its opening on January 1, 2000, the facility operated under a contract with Rite of Passage as its vendor. On August 23<sup>rd</sup>, however, the Division suspended Rite of Passage’s license to operate DeNier and closed the facility in response to documented physical encounters between staff and youth. At the time of Rite of Passage’s license revocation, the vendor had been operating under a formal performance improvement plan since January 2018 due to prior deficiencies in its operation of the facility. The 15 youth receiving services at DeNier at the time of closure were moved to various state-owned and –operated facilities, as well as contract providers.

The Division indicates that the long-term plan for the operation of DeNier is to use it as a detention-only facility serving a part of the state that is geographically isolated from the nearest state-operated detention facility in Grand Junction. The agency is issuing a request for proposals (RFP) for the provision of detention services at DeNier. To activate this plan, the Division requests a decrease of \$1,472,758 General Fund for FY 2019-20 and future fiscal years due to the closure of the commitment portion of the facility and an increase of \$846,800 General Fund for FY 2019-20 and future fiscal years to contract for the operation of a detention-only facility. This component nets to a decrease of \$625,958 General Fund for FY 2019-20 and future fiscal years.

#### *Proposal Component #5 – Add Behavioral Health Professionals*

In its May 1, 2018 report, Development Services Group, Inc. indicated that the Division’s level of staffing for behavioral health services in its commitment facilities (48.0 FTE) is inadequate to meet treatment needs for providing direct services to youth, as well as providing supervision (observation and feedback) and training (initial and ongoing) to clinicians. The report specifically highlights that in addition to commitment facilities lack of staffing levels to provide services to all youth, the facilities also lack staff with credentials in substance use treatment and staff with skills specific to sex offense treatment.

In response to the report’s findings, the Department seeks \$775,361 General Fund and 6.8 FTE for FY 2019-20 (annualizes to an increase of \$1,204,928 General Fund and 11.0 FTE for FY 2020-21 and future fiscal years) to add additional behavioral health staff at state-owned and –operated commitment facilities. The plan calls for enhancing the current behavioral health staff-to-youth ratio in commitment facilities to an average of 1:7 (current levels range from 1:6 to 1:13), adding credentialed substance use treatment staff, and adding staff with skills specific to sex offense treatment.

#### *Staff Recommendation*

The plan submitted by the Division of Youth Services represents a comprehensive approach to address the major issues it identified in conjunction with the performance assessment conducted by Development Services Group, Inc. Staff recommends that the Joint Budget Committee focus its initial

analysis of the decision item on the following two components of the request: “Proposal Component #1 – Reduce Detention Beds” and “Proposal Component #2 – Realign Facilities.” If implemented, these two interrelated components of the request will have impacts outside of the Division of Youth Services that the Committee may wish to explore before contemplating approval of the decision item and introducing its companion enabling legislation. Specifically, staff recommends that the Committee consider the following three points:

- Statute (Section 19-2-1202, C.R.S.) requires a working group consisting of judges, district attorneys, law enforcement officials, the Department of Human Services, and the Department of Public Safety’s Division of Criminal Justice to collaborate to annually allocate the 382 detention beds authorized by statute. This includes developing mechanisms for loaning detention beds from one judicial district to another in cases of need, developing placement guidelines used by each judicial district to ensure that detention facilities do not exceed the cap, and developing emergency release guidelines used by each judicial district to prevent detention facilities from going above the cap. These guidelines and processes require each judicial district to regularly make difficult decisions on the placement of a youth accused of a crime by balancing public safety with available bed space. Staff is unclear of the impact that further reducing the state’s detention bed capacity would have on each judicial district’s ability to properly balance public safety concerns and bed capacity.

The report submitted to the Committee on November 1, 2018 entitled “Evaluation of Senate Bill 91-94/CYDC Program” indicates that “the system has responded well [to the reduction of beds to 382], due in large part to the local management of SB 94/CYDC and the adoption of the system-wide philosophy of serving youth in the community rather than in secure detention. In subsequent years since the detention cap reduction, the system has been able to stay below the cap; however there remains an operational strain within the system for certain judicial districts and facilities throughout the year. This strain occurs when the population of an individual facility approaches its design capacity even though the statewide detention population capacity may still be well below the cap.”

Thus, staff recommends that the Committee solicit feedback from a wider audience of organizations represented on the working group (e.g. judges, district attorneys, and law enforcement officials) to determine if reducing detention bed capacity will necessitate placements that favor bed availability (or lack thereof) over public safety.

- Law enforcement officials are tasked with transporting youth from their jurisdictions to youth detention facilities. The proposed realignment of the Spring Creek facility from a detention facility to a commitment facility and the Zeb Pike facility from a commitment facility to a detention facility does not have much impact on the transportation, as the facilities are approximately 6.5 miles in distance from each other in Colorado Springs. However, the proposed realignment of the Mount View facility, located in unincorporated Jefferson County, from a detention and commitment facility to a commitment-only facility would require law enforcement officials to transport youth to the Foote detention facility, located in Centennial, which may present logistical challenges. These two facilities are approximately 18 miles apart, with the Foote facility sitting approximately 18 miles further to the east for law enforcement officials covering Clear Creek, Eagle, Gilpin, Jefferson, Lake, and Summit counties that are currently served by the Mount View facility. Staff recommends that the Committee solicit feedback from the law enforcement community to assist

in determining if the extra 18 miles associated with the decommissioning of Mount View as a detention facility for the 1<sup>st</sup> and 5<sup>th</sup> judicial districts is more burdensome than the benefits of transitioning Mount View to a single-purpose, commitment facility.

- Staff recommends that the Committee determine if the proposed reduction in detention beds and realignment of facilities must occur within FY 2019-20 or if these actions could be phased in over a two or three year period without increasing the costs associated with the request. A phased approach would yield the same outcomes, albeit at a slower pace, and would allow for law enforcement officials, judges, and district attorneys to adjust their practices over time (and provide feedback to the Division) rather than changing practices all at once.

## ISSUE: TRAILS MODERNIZATION PROJECT CONCERNS

The General Assembly appropriated \$22.8 million total funds, including \$11.4 million General Fund, to modernize the information technology system known as Trails that supports the state's child protective services. Recent system updates implemented as part of this project raise questions of accuracy and consistency of data relied on for decision making purposes.

### SUMMARY

- Colorado uses an information technology system known as Trails to support its child protective system activities by tracking reports of child abuse and neglect from intake through final disposition and securely reporting the corresponding data to the federal government.
- Launched in 2001, Trails has over 6,000 users spread across all 64 county departments of social services, the Colorado Department of Human Services' Office of Children, Youth, and Families and Administrative Review Division, and the Office of the Child Protection Ombudsman.
- Since its launch, Trails has developed into an essential tool for users across the state for managing workloads and providing accurate and timely data for decision-making purposes.
- The General Assembly appropriated \$22.8 million total funds, including \$11.4 million General Fund, for the Colorado Department of Human Services, in conjunction with the Governor's Office of Information Technology, to modernize Trails to address issues that negatively impact the efficiency of programmatic processes, as identified by the system's users. The project is slated to conclude in December 2018.
- The Trails modernization team broke down the project into a series of small pieces. As each piece is completed, it is rolled out to end users (as opposed to waiting until all pieces of the project are completed and then rolling all changes at once). The fourth release of improvements put forth in July 2018 includes deficiencies that county officials believe jeopardize the integrity of the data that end users rely on to make decisions related to the protection of at-risk families and children.
- County officials submitted a letter to the Colorado Department of Human Services and the Governor's Office of Information Technology outlining their concerns related to project management, communications, and technology and asking that their concerns be escalated and resolved so that Trails can regain its role as a trusted tool used by those protecting at-risk families and children.

### RECOMMENDATION

Staff recommends that the Joint Budget Committee request that the Colorado Department of Human Services and the Governor's Office of Information Technology present a plan during the hearing for the Department on November 28<sup>th</sup> that outlines a strategy for addressing the technology issues (and associated project management and communications issues) raised by county officials so that end users, supervisors, managers, and directors can once again be confident using Trails as a decision support tool.



## DISCUSSION

### *Background*

States are federally required to have a technology system that supports the child protective system by tracking reports of child abuse and neglect from intake through final disposition and securely reporting the corresponding data to the U.S. Department of Health and Human Services. All 50 states have data collection and reporting systems designed to meet these federal reporting requirements and to assist in case management and overall child welfare program management. In response to this federal requirement, Colorado purchased a system from New Hampshire and tailored it to fit the Centennial State's practices. This federally-compliant Statewide Automated Child Welfare Information System, known as Trails, has been operational since 2001.

Trails serves as the official case record for all child welfare documentation by tracking child abuse and neglect cases, provider licenses, juveniles in the youth corrections system, and foster and adoptive services. It is relied on by over 6,000 users spread across all 64 county departments of social services, the Department of Human Services' Office of Children, Youth, and Families, Division of Youth Services, Office of Early Childhood, and Administrative Review Division, and the Judicial branch's Office of the Child Protection Ombudsman. The system has developed into an essential tool for users across the state for managing workloads and providing accurate and timely data for decision-making purposes. As the former director of the Department of Human Services' Office of Children, Youth, and Families once said, "Trails is the backbone of Colorado's child welfare system."

### *Trails Improvements Needed*

In the years following the initial implementation of Trails in 2001, users and administrators noted that the system had several shortcomings that negatively impacted the efficiency of the child protective services system. Stakeholders indicated that the system had limited mobile access, required redundant data entry, neglected to include interfaces to pertinent data from other information technology systems, lacked functionality to augment case data with additional documentation (e.g. attachments), and relied on technologies that made the implementation of policy or process changes a slow and challenging endeavor. In response, the Department of Human Services contracted with Istonish in FY 2013-14 to analyze Trails and provide options to improve the system. The vendor recommended that the state modernize (rather than completely replace) Trails through a series of technology upgrades aimed at addressing stakeholder concerns.

### *Trails Modernization Project*

The Department of Human Services, in conjunction with the Governor's Office of Information Technology, submitted a capital construction information technology project request to the General Assembly beginning in FY 2015-16 to embark on a multi-year modernization of Trails. The project plan indicated that the following needs would be addressed by the conclusion of the work in 2018:

- Mobile device compatibility;
- Data integration;
- Improved interface navigation;
- Faster implementation of system modifications; and
- Profile-driven capabilities.

The General Assembly approved the initial round of Trails modernization funding for FY 2015-16, as well as two additional rounds for FY 2016-17 and FY 2017-18. The three appropriations tallied to \$22.8 million total funds, with a funding split of 50.0 percent from the state General Fund and 50.0 percent federal funds from the U.S. Department of Health and Human Services. After the initial appropriation was provided by the General Assembly for FY 2015-16, the Department and the Governor's Office of Information Technology conducted a competitive bidding process for the project work and awarded a contract to CGI. The modernization effort is currently ongoing and is scheduled to conclude by the end of 2018.

The following table summarizes the appropriations by fiscal year for the Trails modernization project. Note, appropriations for this project were made in the capital construction section of the Long Bill. Statute accompanying this section of the Long Bill indicates that appropriations made in the capital construction section remain available until completion of the project or for a period of three years. For example, the amount appropriated for the project in FY 2015-16, \$6,824,567 total funds, was available for expenditure through the end of FY 2017-18.

TRAILS MODERNIZATION CAPITAL CONSTRUCTION APPROPRIATIONS			
FISCAL YEAR OF APPROPRIATION	TOTAL FUNDS	GENERAL FUND	FEDERAL FUNDS
FY 2015-16	\$6,824,567	\$4,648,707	\$2,175,860
FY 2016-17	6,749,617	3,374,809	3,374,808
FY 2017-18	9,222,466	3,374,809	5,847,657
<b>Total</b>	<b>\$22,796,650</b>	<b>\$11,398,325</b>	<b>\$11,398,325</b>

#### *Project Structure*

The Trails modernization initiative is structured into five modules: intake, resource, assessment/commitment, case, and fiscal management. The project team uses the Agile management philosophy to guide its work. Agile project management is an iterative development methodology, with work done in pieces, with each piece building and improving off the lessons learned from the previous piece. The benefit to the project team of using the Agile approach is that they are able to go live with system improvements as they are completed rather than waiting until all modules are completed and risking a complete system shutdown if problems arise.

#### *Issues*

The project team rolled out three rounds of modernizations to Trails users and administrators and encountered few issues outside of the anticipated challenges associated with making changes to a well-known and familiar system. The fourth round of modernizations released in July 2018, however, proved problematic to system users and administrators in county departments of social services (note, the fourth round of modernizations impacted Trails functions relied on by more users than the prior three rounds). The problems encountered with the fourth release manifested themselves through an increase in contacts with the Trails service desk to report bugs, formal communications from county officials to the Department and the Governor's Office of Information Technology seeking immediate resolutions to identified issues, and newspaper articles detailing the challenges that rose up from county Trails users to supervisors, managers, and directors.

Staff studied the concerns brought forth by counties and the response of the Department and the Governor's Office of Information Technology and found three emerging themes that have contributed to the project's current issues. Before continuing to these themes, it is important to note

that staff's analysis of this project is based on the perceptions of those involved and not on the technical specifications (e.g. what went wrong with the code) of the problems Trails has encountered in recent months.

First, there were two types of problems with the technology that negatively impacted the fourth round of modernizations. One, bugs in the technology forced Trails end users to implement cumbersome work-arounds in order to fulfill certain job duties. Two, issues reporting out data from the system cast doubt that Trails data is accurate enough to use as a decision support tool. Regardless of the pervasiveness of these issues (or the time taken to fix them), it is apparent that the technology associated with this round of modernization improvements did not meet the expectations of Trails users.

Second, there exists a sentiment across the end user community that their opinions on the look-and-feel and functionality needed in an updated Trails were not satisfactorily solicited or taken into consideration when the improvements were designed. There is a belief that these opinions were discounted in favor of using feedback from more technically-oriented Trails administrators. In other words, too much emphasis was given to the opinions of those tasked with making sure the system is up and running and not enough on the opinions of those using the system on a daily basis. This caused disappointment and frustration on the part of end users when the fourth round of modernization improvements was rolled out and it was discovered that it did not fully take into consideration their needs.

Third, and perhaps most importantly, communications between the project team and all stakeholders at the county level from directors to end users to system administrators were not effective in conveying the resolution process for technology issues. For example, some county staff expressed frustration that the project team changed from rapidly releasing system fixes (known as hot fixes) to waiting to release collections of system fixes at regular intervals (known as service packs). County staff did not understand why fixes viewed by end users as necessities were delayed and assumed this change in frequency to mean that the project team no longer considered fixes to be urgent.

#### *Staff Recommendation*

Staff recommends that the Joint Budget Committee ask the Department and the Governor's Office of Information Technology to present a plan during its hearing on November 28<sup>th</sup> that includes six elements geared toward improving communications between all parties and resolving existing and future technology issues. The elements that should be included in this plan include:

- An overview of the management structure for the Trails modernization project, including leadership and project management so that Trails users and Trails administrators are aware of who owns the project (or project components) and who should be contacted to discuss issues that occur;
- A communications strategy for informing all Trails end users and Trails administrators of upcoming changes to the system (e.g. service pack ABC will be released on December 1<sup>st</sup>), planned outages (e.g. Trails will not be available on December 1<sup>st</sup> from 3:00 a.m. until 4:00 a.m.), and unplanned outages (e.g. the system team is aware that Trails is down and anticipates that it will be available by 4:00 p.m. today);

- A prioritized list of system fixes that includes when the fix will occur (e.g. December 1<sup>st</sup>), how the fix will be implemented (e.g. service pack ABC), and what stakeholder resources may be required to assist in the implementation of the fix (e.g. county administrators will be required to do X, Y, and Z to implement fix 123 as part of service pack ABC on December 1<sup>st</sup>);
- A stated approach for capturing future system fix requests identified by Trails end users and Trails administrators (e.g. all system fixes must be submitted to the project team by emailing trailsperson@state.co.us and must include the following information...);
- A stated approach for prioritizing future system fixes identified by Trails end users and Trails administrators (e.g. all system fixes will be prioritized by Jane, Joe, and Josh based on X, Y, and Z); and
- A listing of all remaining Trails modernization projects (e.g. module ABC) that includes an estimated timeframe for rollout to end users (e.g. January 30<sup>th</sup>), and what stakeholder resources may be required to assist in the implementation of the projects (e.g. county end users will be needed for testing on module ABC during the week of January 23<sup>rd</sup>).

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
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### DEPARTMENT OF HUMAN SERVICES

Reggie Bicha, Executive Director

#### (2) OFFICE OF INFORMATION TECHNOLOGY SERVICES

The Office of Information Technology Services (OITS) is responsible for developing and maintaining the major centralized computer systems of the Department, including systems that link to all 64 counties in the state. The Office supports centralized databases, and provides support and training to users, including county staff and private social service providers. OITS' staff resources were transferred to the Governor's Office of Information Technology (OIT) in FY 2010-11 as part of the consolidation of State executive branch agency information technology personnel resources in OIT. Former members of the OITS staff (current OIT employees) continue to support the programs funded and administered by the Department of Human Services.

#### (A) Information Technology

Operating Expenses	<u>552,073</u>	<u>446,020</u>	<u>560,634</u>	<u>305,130</u> *
General Fund	489,559	168,417	302,742	164,770
Cash Funds	0	0	0	0
Reappropriated Funds	14,474	277,603	257,892	140,360
Federal Funds	48,040	0	0	0
Microcomputer Lease Payments	<u>504,639</u>	<u>535,716</u>	<u>539,344</u>	<u>539,344</u>
General Fund	301,832	193,914	291,246	291,246
Cash Funds	0	0	0	0
Reappropriated Funds	109,408	341,802	248,098	248,098
Federal Funds	93,399	0	0	0
County Financial Management System	<u>1,421,275</u>	<u>1,491,067</u>	<u>1,494,325</u>	<u>1,494,325</u>
General Fund	770,740	356,166	806,936	806,936
Cash Funds	0	0	0	0
Reappropriated Funds	0	1,134,901	687,389	687,389
Federal Funds	650,535	0	0	0

\*Line item includes a decision item.

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Client Index Project	<u>17,000</u>	<u>17,199</u>	<u>17,698</u>	<u>17,698</u>	
General Fund	10,153	5,794	9,557	9,557	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	11,405	8,141	8,141	
Federal Funds	6,847	0	0	0	
Colorado Trails	<u>4,939,670</u>	<u>5,049,500</u>	<u>4,970,392</u>	<u>7,423,312</u> *	
General Fund	2,652,739	2,718,972	2,683,461	3,787,275	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	2,286,931	2,330,528	2,286,931	3,636,037	
National Aging Program Information System	<u>48,373</u>	<u>55,821</u>	<u>55,821</u>	<u>55,821</u>	
General Fund	12,089	13,955	13,955	13,955	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	36,284	41,866	41,866	41,866	
Child Care Automated Tracking System	<u>2,689,163</u>	<u>2,405,581</u>	<u>2,459,933</u>	<u>2,709,933</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	2,689,163	2,405,581	2,459,933	2,709,933	
Health Information Management System	<u>339,168</u>	<u>144,364</u>	<u>146,611</u>	<u>146,611</u>	
General Fund	211,290	125,000	125,000	125,000	
Cash Funds	0	0	0	0	
Reappropriated Funds	127,878	19,364	21,611	21,611	
Federal Funds	0	0	0	0	

\*Line item includes a decision item.

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Adult Protective Services Data System	<u>173,345</u>	<u>435,834</u>	<u>355,629</u>	<u>355,629</u>	
General Fund	173,345	435,834	306,712	306,712	
Cash Funds	0	0	48,917	48,917	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Payments to OIT	<u>23,389,832</u>	<u>29,335,149</u>	<u>29,294,897</u>	<u>38,592,255</u>	*
General Fund	12,939,609	10,081,253	15,822,062	20,735,149	
Cash Funds	364,484	0	0	0	
Reappropriated Funds	734,976	19,253,896	13,472,835	17,857,106	
Federal Funds	9,350,763	0	0	0	
CORE Operations	<u>1,304,572</u>	<u>1,045,258</u>	<u>1,163,018</u>	<u>1,074,142</u>	
General Fund	670,744	543,744	628,029	580,036	
Cash Funds	263,787	0	0	0	
Reappropriated Funds	0	501,514	534,989	494,106	
Federal Funds	370,041	0	0	0	
DYC Education Support	<u>394,042</u>	<u>394,042</u>	<u>394,042</u>	<u>394,042</u>	
General Fund	394,042	394,042	394,042	394,042	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
IT Systems Interoperability	<u>1,299,864</u>	<u>46</u>	<u>1,323,360</u>	<u>1,323,360</u>	
General Fund	108,840	46	132,336	132,336	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	1,191,024	0	1,191,024	1,191,024	

\*Line item includes a decision item.

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Enterprise Content Management	<u>668,091</u>	<u>670,708</u>	<u>733,097</u>	<u>735,688</u>	
General Fund	668,091	395,110	396,653	399,244	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	275,598	336,444	336,444	
Federal Funds	0	0	0	0	
Electronic Health Record and Pharmacy System	<u>1,352,614</u>	<u>2,438,406</u>	<u>2,528,802</u>	<u>2,528,802</u>	
General Fund	1,352,614	2,438,406	2,528,802	2,528,802	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Regional Centers Electronic Health Record System	<u>0</u>	<u>0</u>	<u>698,688</u>	<u>698,688</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	698,688	698,688	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (A) Information Technology</b>	39,093,721	44,464,711	46,736,291	58,394,780	24.9%
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	20,755,687	17,870,653	24,441,533	30,275,060	23.9%
Cash Funds	628,271	0	48,917	48,917	0.0%
Reappropriated Funds	986,736	21,816,083	16,266,087	20,491,943	26.0%
Federal Funds	16,723,027	4,777,975	5,979,754	7,578,860	26.7%



## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
<b>(B) Colorado Benefits Management System</b>					
<b>(1) Ongoing Expenses</b>					
Personal Services	<u>2,186,240</u>	<u>2,018,192</u>	<u>2,734,449</u>	<u>918,428</u>	*
General Fund	896,540	832,241	1,123,495	408,409	
Cash Funds	79,237	85,580	98,642	72,786	
Reappropriated Funds	0	0	0	0	
Federal Funds	1,210,463	1,100,371	1,512,312	437,233	
Centrally Appropriated Items	<u>301,545</u>	<u>308,580</u>	<u>302,235</u>	<u>106,471</u>	*
General Fund	125,051	124,178	124,178	47,346	
Cash Funds	10,763	18,671	10,903	8,438	
Reappropriated Funds	0	0	0	0	
Federal Funds	165,731	165,731	167,154	50,687	
Operating and Contract Expenses	<u>24,295,794</u>	<u>23,802,777</u>	<u>30,901,859</u>	<u>17,194,498</u>	*
General Fund	14,551,004	14,395,679	21,603,372	8,076,355	
Cash Funds	813,167	1,062,824	926,951	727,953	
Reappropriated Funds	0	0	0	0	
Federal Funds	8,931,623	8,344,274	8,371,536	8,390,190	
<b>SUBTOTAL - (1) Ongoing Expenses</b>	26,783,579	26,129,549	33,938,543	18,219,397	(46.3%)
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	15,572,595	15,352,098	22,851,045	8,532,110	(62.7%)
Cash Funds	903,167	1,167,075	1,036,496	809,177	(21.9%)
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	10,307,817	9,610,376	10,051,002	8,878,110	(11.7%)

\*Line item includes a decision item.

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
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### (2) Special Projects

Health Care and Economic Security Staff Development

Center	<u>875,441</u>	<u>1,043,684</u>	<u>1,431,181</u>	<u>566,957</u> *	
FTE	10.2	9.7	11.0	11.0	
General Fund	394,917	425,056	597,615	251,186	
Cash Funds	34,605	48,400	51,523	43,782	
Reappropriated Funds	0	0	0	0	
Federal Funds	445,919	570,228	782,043	271,989	

<b>SUBTOTAL - (2) Special Projects</b>	875,441	1,043,684	1,431,181	566,957	(60.4%)
<i>FTE</i>	<u>10.2</u>	<u>9.7</u>	<u>11.0</u>	<u>11.0</u>	0.0%
General Fund	394,917	425,056	597,615	251,186	(58.0%)
Cash Funds	34,605	48,400	51,523	43,782	(15.0%)
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	445,919	570,228	782,043	271,989	(65.2%)

<b>SUBTOTAL - (B) Colorado Benefits Management</b>					
<b>System</b>	27,659,020	27,173,233	35,369,724	18,786,354	(46.9%)
<i>FTE</i>	<u>10.2</u>	<u>9.7</u>	<u>11.0</u>	<u>11.0</u>	0.0%
General Fund	15,967,512	15,777,154	23,448,660	8,783,296	(62.5%)
Cash Funds	937,772	1,215,475	1,088,019	852,959	(21.6%)
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	10,753,736	10,180,604	10,833,045	9,150,099	(15.5%)

\*Line item includes a decision item.

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
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<b>TOTAL - (2) Office of Information Technology</b>					
<b>Services</b>	66,752,741	71,637,944	82,106,015	77,181,134	(6.0%)
<i>FTE</i>	<u>10.2</u>	<u>9.7</u>	<u>11.0</u>	<u>11.0</u>	<u>0.0%</u>
General Fund	36,723,199	33,647,807	47,890,193	39,058,356	(18.4%)
Cash Funds	1,566,043	1,215,475	1,136,936	901,876	(20.7%)
Reappropriated Funds	986,736	21,816,083	16,266,087	20,491,943	26.0%
Federal Funds	27,476,763	14,958,579	16,812,799	16,728,959	(0.5%)

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
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### (11) DIVISION OF YOUTH SERVICES

The Division of Youth Services (DYS) is responsible for the supervision, care, and treatment of: (1) juveniles held in secure detention pre- or post-adjudication (detention facilities are similar to county jails); (2) juveniles committed or sentenced to the Department by courts; and (3) juveniles receiving six month mandatory parole services following a commitment to the Division. In addition to treating incarcerated and paroled juveniles, DYS administers the S.B. 91-094 program that provides alternatives to detention and/or commitment in each judicial district. The Division maintains 10 secure institutional centers and augments this capacity with contracts for community, staff secure, and detention placements.

#### (A) Administration

Personal Services	<u>1,468,509</u>	<u>1,469,982</u>	<u>1,542,286</u>	<u>7,197,414</u> *
FTE	13.5	15.3	15.3	15.8
General Fund	1,468,509	1,469,982	1,494,945	7,102,733
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	47,341	94,681
Federal Funds	0	0	0	0
Operating Expenses	<u>30,357</u>	<u>29,754</u>	<u>35,527</u>	<u>39,747</u>
General Fund	30,357	29,754	30,357	30,357
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	5,170	9,390
Federal Funds	0	0	0	0
Victim Assistance	<u>30,759</u>	<u>31,443</u>	<u>32,748</u>	<u>32,748</u>
FTE	0.3	0.0	0.3	0.3
General Fund	0	0	0	0
Cash Funds	0	0	0	0
Reappropriated Funds	30,759	31,443	32,748	32,748
Federal Funds	0	0	0	0

\*Line item includes a decision item.

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
<b>SUBTOTAL - (A) Administration</b>	1,529,625	1,531,179	1,610,561	7,269,909	351.4%
<i>FTE</i>	<u>13.8</u>	<u>15.3</u>	<u>15.6</u>	<u>16.1</u>	3.2%
General Fund	1,498,866	1,499,736	1,525,302	7,133,090	367.7%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	30,759	31,443	85,259	136,819	60.5%
Federal Funds	0	0	0	0	0.0%

### (B) Institutional Programs

Personal Services	<u>48,864,601</u>	<u>54,110,192</u>	<u>56,491,930</u>	<u>58,316,132</u> *
<i>FTE</i>	825.1	873.4	995.5	971.0
General Fund	48,864,601	54,110,192	56,491,930	58,316,132
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0
Operating Expenses	<u>4,142,977</u>	<u>4,615,609</u>	<u>4,190,501</u>	<u>4,155,067</u> *
General Fund	2,367,283	2,809,586	2,780,085	2,692,183
Cash Funds	48,106	69,823	70,000	70,000
Reappropriated Funds	0	0	1,340,200	1,392,668
Federal Funds	1,727,588	1,736,200	216	216
Medical Services	<u>6,578,881</u>	<u>8,465,839</u>	<u>10,722,370</u>	<u>11,852,012</u> *
<i>FTE</i>	34.6	40.3	74.0	84.2
General Fund	6,578,881	8,465,839	10,722,370	11,852,012
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	0	0

\*Line item includes a decision item.

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Educational Programs	<u>6,856,320</u>	<u>6,562,136</u>	<u>7,020,519</u>	<u>7,517,584</u> *	
FTE	32.1	38.2	40.1	44.1	
General Fund	5,939,751	5,990,917	6,670,514	7,167,579	
Cash Funds	0	0	0	0	
Reappropriated Funds	347,592	0	350,005	350,005	
Federal Funds	568,977	571,219	0	0	
Prevention/Intervention Services	<u>47,688</u>	<u>43,048</u>	<u>50,886</u>	<u>50,886</u>	
FTE	0.0	0.0	1.0	1.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	50,886	50,886	
Federal Funds	47,688	43,048	0	0	
<b>SUBTOTAL - (B) Institutional Programs</b>	66,490,467	73,796,824	78,476,206	81,891,681	4.4%
FTE	<u>891.8</u>	<u>951.9</u>	<u>1,110.6</u>	<u>1,100.3</u>	(0.9%)
General Fund	63,750,516	71,376,534	76,664,899	80,027,906	4.4%
Cash Funds	48,106	69,823	70,000	70,000	0.0%
Reappropriated Funds	347,592	0	1,741,091	1,793,559	3.0%
Federal Funds	2,344,253	2,350,467	216	216	0.0%

### (C) Community Programs

Personal Services	<u>6,637,691</u>	<u>7,738,408</u>	<u>7,929,065</u>	<u>8,251,288</u>	
FTE	101.6	96.5	99.7	99.7	
General Fund	5,674,347	6,692,080	6,885,523	7,204,218	
Cash Funds	69,518	68,739	77,000	77,000	
Reappropriated Funds	305,507	279,656	305,768	309,296	
Federal Funds	588,319	697,933	660,774	660,774	

\*Line item includes a decision item.

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Operating Expenses	<u>547,406</u>	<u>535,751</u>	<u>549,205</u>	<u>549,205</u>	
General Fund	530,618	522,564	531,460	531,460	
Cash Funds	5,482	6,249	6,281	6,281	
Reappropriated Funds	11,306	6,938	11,464	11,464	
Federal Funds	0	0	0	0	
Purchase of Contract Placements	<u>21,809,532</u>	<u>22,211,538</u>	<u>23,100,246</u>	<u>22,429,240</u>	*
General Fund	20,977,799	21,073,909	21,340,600	20,651,998	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	959,339	968,932	
Federal Funds	831,733	1,137,629	800,307	808,310	
Managed Care Project	<u>1,419,372</u>	<u>1,439,269</u>	<u>1,489,767</u>	<u>1,504,665</u>	*
General Fund	1,419,372	1,439,269	1,453,662	1,468,199	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	36,105	36,466	
Federal Funds	0	0	0	0	
S.B. 91-94 Programs	<u>14,479,829</u>	<u>14,664,914</u>	<u>15,150,174</u>	<u>15,301,676</u>	*
General Fund	12,531,533	12,752,720	13,101,857	13,232,876	
Cash Funds	1,948,296	1,912,194	2,048,317	2,068,800	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Parole Program Services	<u>4,637,654</u>	<u>4,955,066</u>	<u>4,961,248</u>	<u>4,961,248</u>	
General Fund	4,637,654	4,955,066	4,961,248	4,961,248	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

\*Line item includes a decision item.

## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Juvenile Sex Offender Staff Training	<u>41,903</u>	<u>44,624</u>	<u>45,548</u>	<u>45,548</u>	
General Fund	7,199	6,631	7,120	7,120	
Cash Funds	34,704	37,993	38,428	38,428	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (C) Community Programs</b>	49,573,387	51,589,570	53,225,253	53,042,870	(0.3%)
<i>FTE</i>	<u>101.6</u>	<u>96.5</u>	<u>99.7</u>	<u>99.7</u>	0.0%
General Fund	45,778,522	47,442,239	48,281,470	48,057,119	(0.5%)
Cash Funds	2,058,000	2,025,175	2,170,026	2,190,509	0.9%
Reappropriated Funds	316,813	286,594	1,312,676	1,326,158	1.0%
Federal Funds	1,420,052	1,835,562	1,461,081	1,469,084	0.5%

### (D) Indirect Cost Assessment

Indirect Cost Assessment	<u>0</u>	<u>103,137</u>	<u>19,283</u>	<u>31,739</u>	
General Fund	0	0	0	0	
Cash Funds	0	103,137	19,283	31,739	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (D) Indirect Cost Assessment</b>	0	103,137	19,283	31,739	64.6%
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	0	103,137	19,283	31,739	64.6%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%



## Appendix A: Number Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
<b>TOTAL - (11) Division of Youth Services</b>	117,593,479	127,020,710	133,331,303	142,236,199	6.7%
<i>FTE</i>	<u>1,007.2</u>	<u>1,063.7</u>	<u>1,225.9</u>	<u>1,216.1</u>	<u>(0.8%)</u>
General Fund	111,027,904	120,318,509	126,471,671	135,218,115	6.9%
Cash Funds	2,106,106	2,198,135	2,259,309	2,292,248	1.5%
Reappropriated Funds	695,164	318,037	3,139,026	3,256,536	3.7%
Federal Funds	3,764,305	4,186,029	1,461,297	1,469,300	0.5%
<b>TOTAL - Department of Human Services</b>	184,346,220	198,658,654	215,437,318	219,417,333	1.8%
<i>FTE</i>	<u>1,017.4</u>	<u>1,073.4</u>	<u>1,236.9</u>	<u>1,227.1</u>	<u>(0.8%)</u>
General Fund	147,751,103	153,966,316	174,361,864	174,276,471	(0.0%)
Cash Funds	3,672,149	3,413,610	3,396,245	3,194,124	(6.0%)
Reappropriated Funds	1,681,900	22,134,120	19,405,113	23,748,479	22.4%
Federal Funds	31,241,068	19,144,608	18,274,096	18,198,259	(0.4%)

## APPENDIX B

### RECENT LEGISLATION AFFECTING DEPARTMENT BUDGET

#### 2017 SESSION BILLS

**S.B. 17-163 (SUPPLEMENTAL BILL):** Modifies FY 2016-17 appropriations to the Department.

**S.B. 17-254 (LONG BILL):** General appropriations act for FY 2017-18. Includes provisions modifying FY 2016-17 appropriations to the Department.

**H.B. 17-1204 (JUVENILE DELINQUENCY RECORD EXPUNGEMENT):** Makes a number of changes relating to access to juvenile delinquency records and the eligibility and process for expunging these records. Appropriates \$108,710 General Fund to the Department and transfers this money to the Governor's Office of Information Technology for computer programming services.

**H.B. 17-1207 (NO DETENTION FACILITY REQUIREMENT YOUTH AGES 10-12):** States that no juvenile aged 10, 11, or 12 may be ordered to detention in the Division of Youth Corrections within the Department unless he or she was arrested for a felony or a weapons charge. Reduces appropriations to the Department by \$160,270 General Fund for FY 2017-18 as a result of anticipated decreases in the detention population.

**H.B. 17-1329 (REFORM DIVISION OF YOUTH CORRECTIONS):** Changes the name of the Department's Division of Youth Corrections to the "Division of Youth Services" and redefines the unit's purpose. Requires the Division, on or before July 1, 2018, to serve youth in a pilot program to aid in the creation of a Division-wide therapeutic and rehabilitative culture. Requires the Division to contract with an independent third party to conduct a performance assessment that evaluates safety in all facilities of the Division by December 1, 2017. The assessment must review the Division's safety protocols and procedures and use of restraints and seclusion and make comparisons with best practices and outcomes. Creates, in each region served by the Division, a community board to promote transparency and community involvement, opportunities for youths to build positive adult relationships, and youth involvement in the community. Adds that in its biannual report to the General Assembly, the Youth Restraint and Seclusion Working Group must include details on the use and type of restraints used in incidents involving youth. Appropriates \$306,302 General Fund to the Department for FY 2017-18 for facility renovations and for pilot program implementation, training, and evaluation, and states the assumption that the Department will require an additional 0.3 FTE.

## 2018 SESSION BILLS

**H.B. 18-1162 (SUPPLEMENTAL BILL):** Modifies FY 2017-18 appropriations to the Department.

**H.B. 18-1322 (LONG BILL):** General appropriations act for FY 2018-19. Includes provisions modifying FY 2017-18 appropriations to the Department.

**H.B. 18-1323 (PAY FOR SUCCESS CONTRACTS PILOT PROGRAM FUNDING):** Transfers specified amounts from the General Fund and the Marijuana Tax Cash Fund (MTCF) to the Office of State Planning and Budgeting (OSPB) Youth Pay for Success Initiatives Account within the Pay for Success Contracts Fund for FY 2018-19 through FY 2021-22. Authorizes OSPB to spend this money for three specified Pay for Success contracts for pilot programs designed to reduce juvenile involvement in the justice system, reduce out-of-home placements of juveniles, and improve on-time high school graduation rates. Authorizes the Department of Human Services to spend any money appropriated to it from the Account for expenses related to the administration of any pay for success contract, and appropriates \$52,511 reappropriated funds to the Department for FY 2018-19 and states the assumption that the Department will require an additional 0.5 FTE. Has a General Fund impact of \$401,314 for FY 2018-19 and a total General Fund impact of \$1.9 million between FY 2018-19 and FY 2021-22. Additionally, has a MTCF impact of \$989,470 for FY 2018-19 and a total MTCF impact of \$4.4 million between FY 2018-19 and FY 2021-22.

## APPENDIX C

### FOOTNOTES AND INFORMATION REQUESTS

#### UPDATE ON LONG BILL FOOTNOTES

- 34 **Department of Human Services, Office of Information Technology Services, Colorado Benefits Management System** -- In addition to the transfer authority provided in Section 24-75-108, C.R.S., the Department is authorized to transfer up to 5.0 percent of the total appropriations in this subsection among line items in this subsection. The Department is also authorized to transfer up to 5.0 percent of the total appropriations in this subsection to the following line item appropriations within the Department of Health Care Policy and Financing, Executive Director's Office, Information Technology Contracts and Projects, Colorado Benefits Management Systems, Operating and Contract Expenses and Colorado Benefits Management System, Health Care and Economic Security Staff Development Center.

**COMMENT:** This footnote was included for FY 2018-19 to allow appropriations for the Colorado Benefits Management System to be transferred (up to 5.0 percent) between the Department of Human Services and the Department of Health Care Policy and Financing. This flexibility is intended to allow the agencies to expend money for cross-department projects rather than limiting expenditures to a single department.

- 35 **Department of Human Services, Office of Information Technology Services, Colorado Benefits Management System, Ongoing Expenses, Operating and Contract Expenses** -- Of this appropriation, \$2,500,000 remains available through June 30, 2020.

**COMMENT:** This footnote was included for FY 2018-19 to allow appropriations for the Colorado Benefits Management System to be expended in FY 2019-20, as well. This flexibility is intended to allow the Department to undertake (and pay for) projects that extend beyond a 12 month timeframe.

- 57 **Department of Human Services, Division of Youth Services, Institutional Programs, Operating Expenses** -- Of this amount, it is the General Assembly's intent that \$53,648 General Fund be used to improve the quality and size options of undergarments provided to females receiving services in the Division's facilities.

**COMMENT:** This footnote was included for FY 2018-19 to direct the Division of Youth Services' to offer bra options adequate for different body types and activities.

## UPDATE ON REQUESTS FOR INFORMATION

- 1 Department of Human Services, Division of Youth Corrections, Institutional Programs -- The Department is requested to submit a report by November 1, 2018, that includes the following monthly data for each State-owned and operated facility for FY 2017-18:

- Number of assaults by type (e.g. juvenile on staff, staff on juvenile, juvenile on juvenile);
- The number and type of sexual assaults;
- Number of homicides;
- Number of suicides;
- Number of youth in a facility that have charges filed against them district court;
- Number of new crimes reported to local police;
- Number of direct care staff at each facility (CYSO I and II);
- Ratio of direct care staff (CYSO I and II) to youth;
- Direct care staffing vacancies by type (e.g. CYSO I);
- Average length of service for direct care staff (CYSO I and II);
- Number of hours of missed work by all direct care facility staff and reason for absence (e.g. injury on the job, sick leave, planned absence, unplanned absence, vacation);
- Amount of overtime hours worked by direct care staff and purpose (e.g. covering a shift for an absent co-worker) at each facility;
- Amount of temporary help hours used for direct care purposes;
- The number and type of worker's compensation injuries that occurred;
- Amount of time missed by employees due to work-place injuries; and
- Use of seclusion and restraints.

**COMMENT:** The Department submitted its response November 1<sup>st</sup>. The information is included in a briefing issue in this document titled "Division of Youth Services' Data and Trends".

- 2 Department of Human Services, Division of Youth Corrections, Administration -- The Division is requested to continue its efforts to provide outcome data on the effectiveness of its programs. The Division is requested to provide to the Joint Budget Committee, by January 1 of each year, a report evaluating Division placements, community placements, and nonresidential placements. The evaluation should include, but not be limited to, the number of juveniles served, length of stay, and recidivism data per placement.

**COMMENT:** Pursuant to H.B. 18-1010 (Department Of Human Services Report Data And Add Members To Working Group), the Department submitted an updated version of the requested report on July 1, 2018. The reported recidivism rates are as follows:

YOUTH CORRECTIONS RECIDIVISM STATISTICS				
DISCHARGED FISCAL YEAR	YEARS TRACKED	DISCHARGED YOUTH	RECIDIVIST ACTS	RECIDIVISM RATE
2013-14	3	556	307	55.2%
2014-15	2	476	234	49.2%
2015-16	1	445	140	31.5%
<b>Total</b>		<b>1,477</b>	<b>681</b>	<b>46.1%</b>

- 3 Department of Human Services, Division of Youth Corrections, Community Programs, S.B. 91-094 Programs -- The Department is requested to submit to the Joint Budget Committee no later than November 1 of each year a report that includes the following information by judicial district and for the state as a whole: (1) comparisons of trends in detention and commitment incarceration rates; (2) profiles of youth served by S.B. 91-094; (3) progress in achieving the performance goals established by each judicial district; (4) the level of local funding for alternatives to detention; and (5) identification and discussion of potential policy issues with the types of youth incarcerated, length of stay, and available alternatives to incarceration.

**COMMENT:** The Department submitted the requested report on November 1<sup>st</sup> and staff has included the findings throughout this briefing document.


## APPENDIX D

### DEPARTMENT ANNUAL PERFORMANCE REPORT

Pursuant to Section 2-7-205 (1)(b), C.R.S., the Department of Human Services is required to publish an **Annual Performance Report** for the previous fiscal year by November 1 of each year. This report is to include a summary of the department's performance plan and most recent performance evaluation for the designated fiscal year. In addition, pursuant to Section 2-7-204 (3)(a)(I), C.R.S., the department is required to develop a **Performance Plan** and submit the plan for the current fiscal year to the Joint Budget Committee and appropriate Joint Committee of Reference by July 1 of each year.

For consideration by the Joint Budget Committee in prioritizing the department's FY 2019-20 budget request, the FY 2017-18 Annual Performance Report and the FY 2018-19 Performance Plan can be found at the following link:

<https://www.colorado.gov/pacific/performancemanagement/departments-performance-plans>



# **JBC Staff FY 2019-20 Briefing**

## **Department of Human Services**

**(Office of Information Technology Services and  
Division of Youth Services)**

**Presented by:**  
**Kevin Neimond, JBC Staff**  
**November 16, 2018**



## Agencies Included in Staff Budget Briefing

(1) Executive  
Director's Office

(2) Office of  
Information  
Technology Services

(3) Office of  
Operations

(4) County  
Administration

(5) Division of Child  
Welfare

(6) Office of Early  
Childhood

(7) Office of Self  
Sufficiency

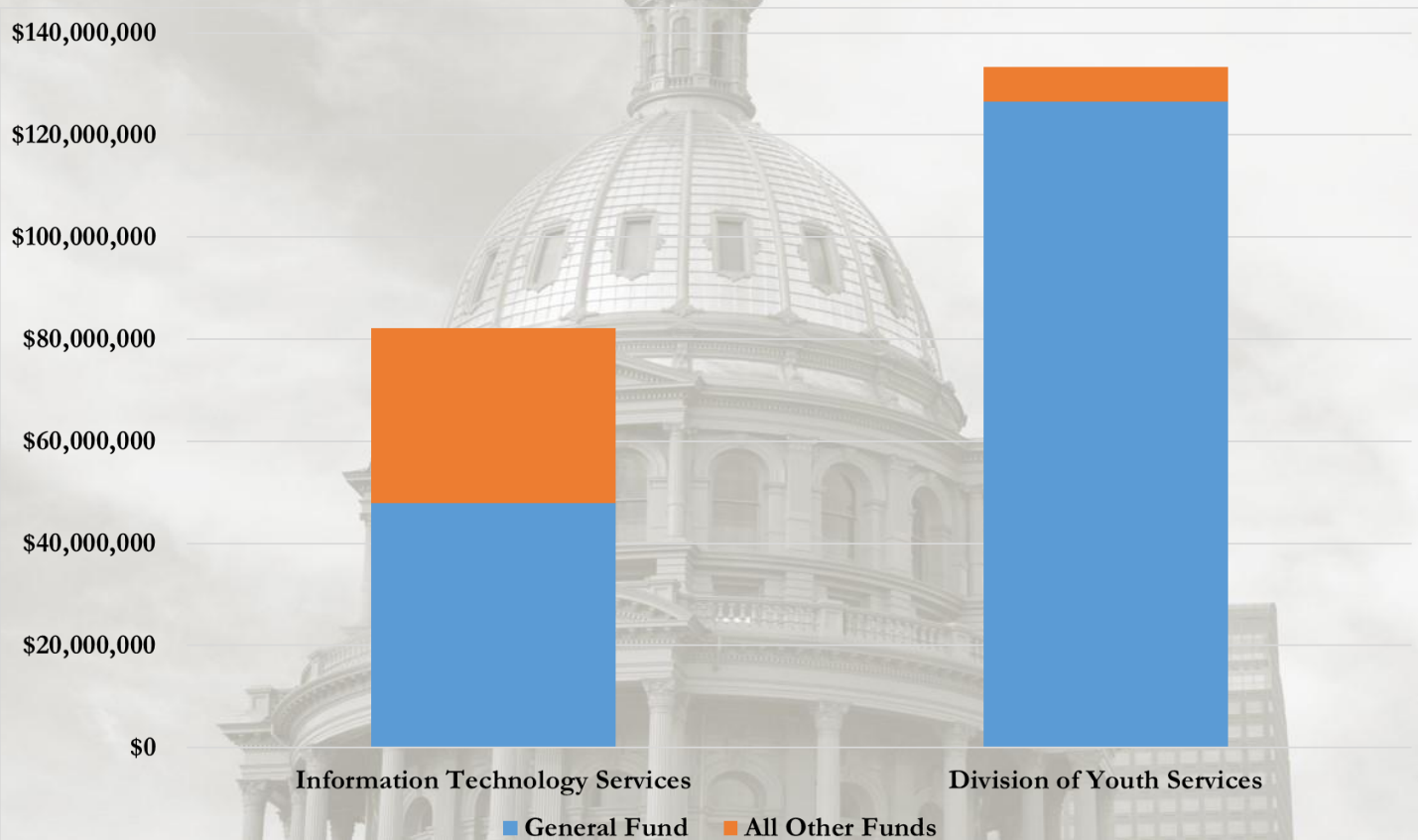
(8) Office of  
Behavioral Health

(9) Services for People  
with Disabilities

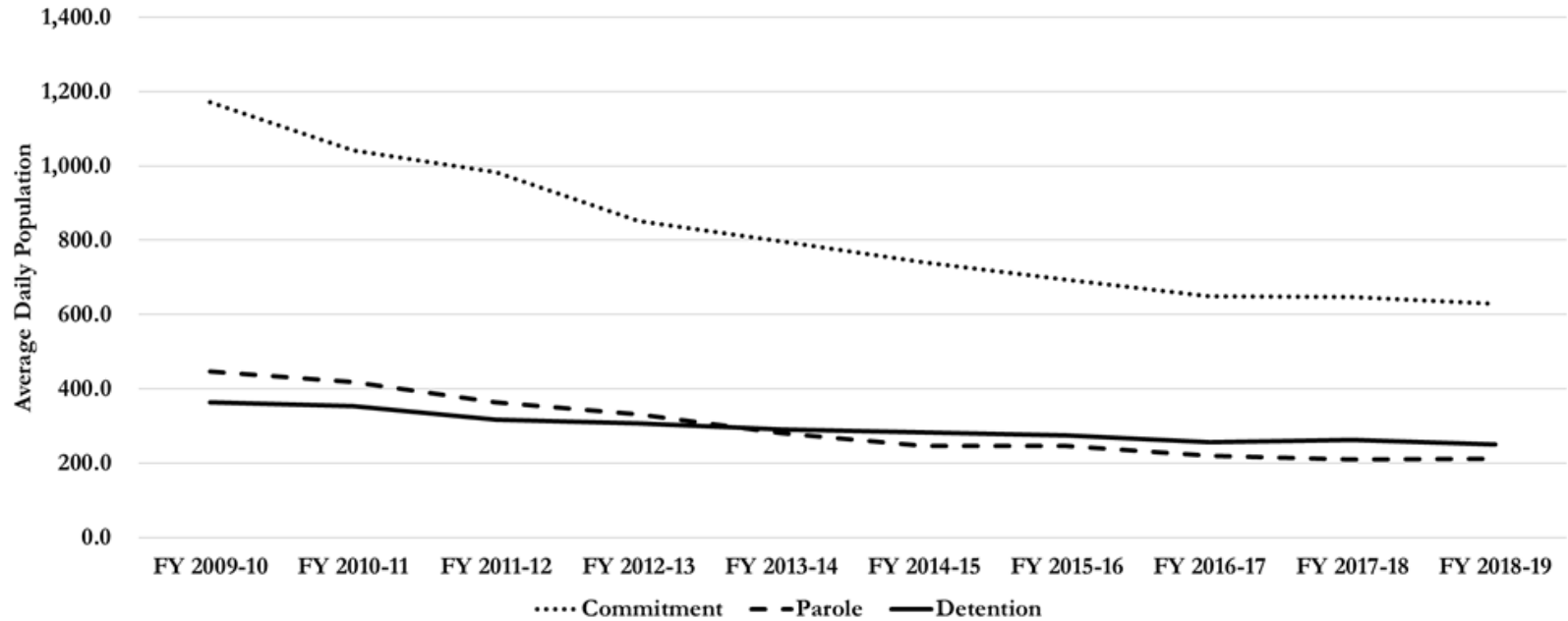
(10) Adult Assistance  
Programs

(11) Division of Youth  
Services

## FY 2018-19 Appropriations



### Youth Services Caseload



## FY 2019-20 Summary of Requests

### Department Decision Items

\$8.2 million total funds, \$6.5 million General Fund  
(12.0) FTE

### Decision Items Originating In Other Departments

(\$14.6 million) total funds, (\$13.9 million) General Fund  
0.0 FTE

### Prior Legislative Actions

\$4.4 million total funds, \$4.1 million General Fund  
2.2 FTE

### Centrally Appropriated Line Items

\$5.9 million total funds, \$3.2 million General Fund  
0.0 FTE



### Total Request

\$4.0 million total funds, (\$85,393) General Fund  
(9.8) FTE

## FY 2019-20 Department Decision Items

R2 Compensation for direct care employees

R3 Youth services capacity and behavioral health

R13 Colorado Trails maintenance

R15 Community provider rate increase

R20 Food service inflation

R21 Salesforce Shield

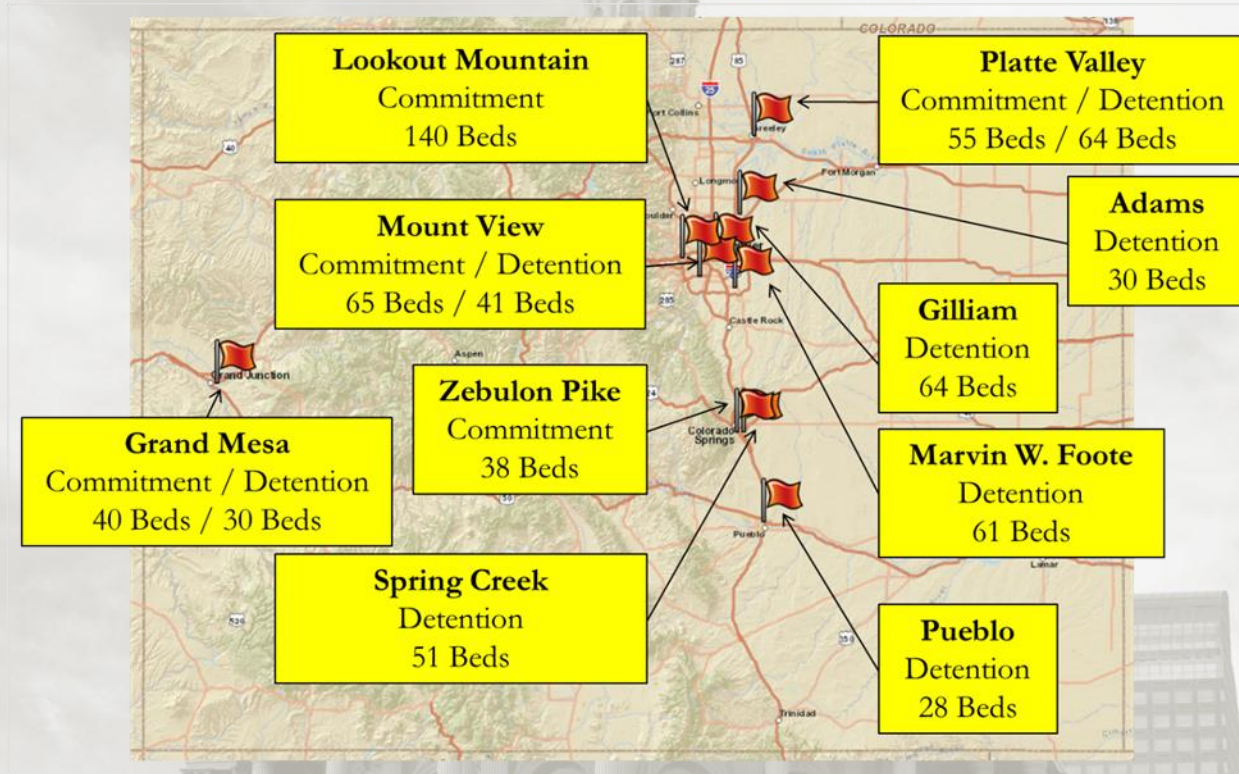
## FY 2019-20 Briefing Issue



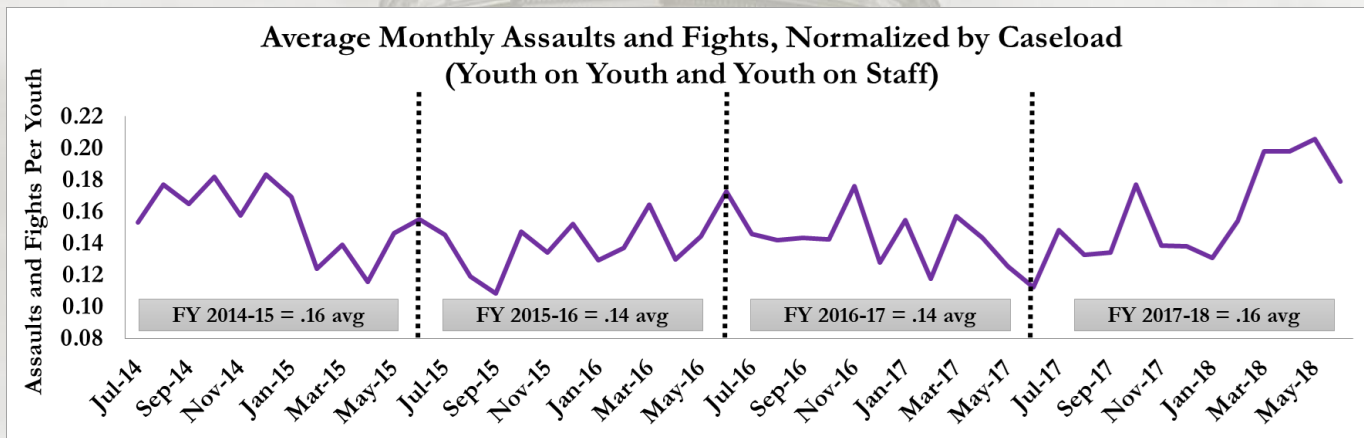
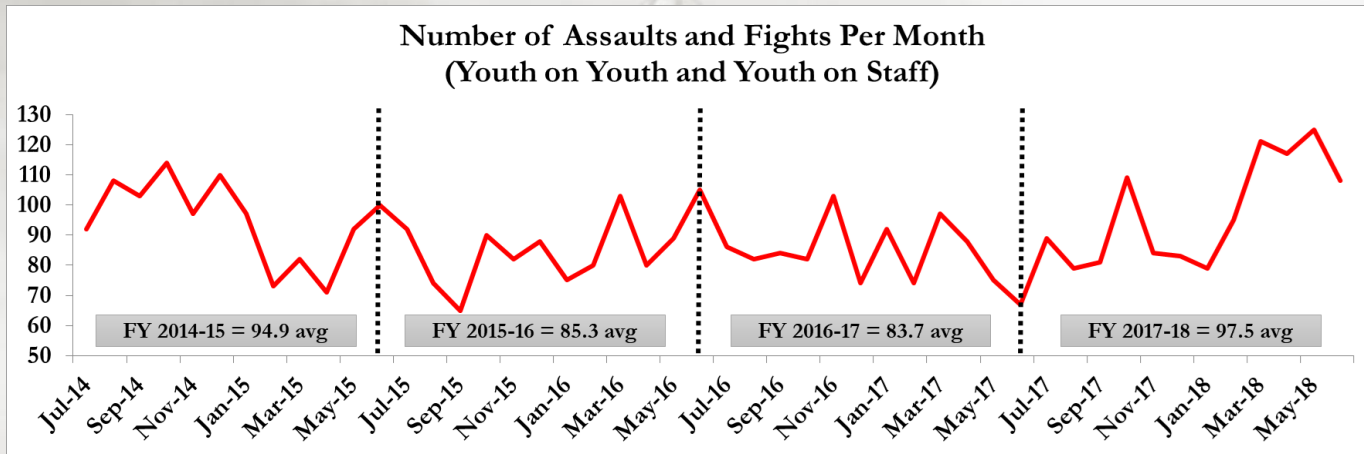
### Division of Youth Services' Data and Trends (p.13)



## State-owned and -operated Facilities

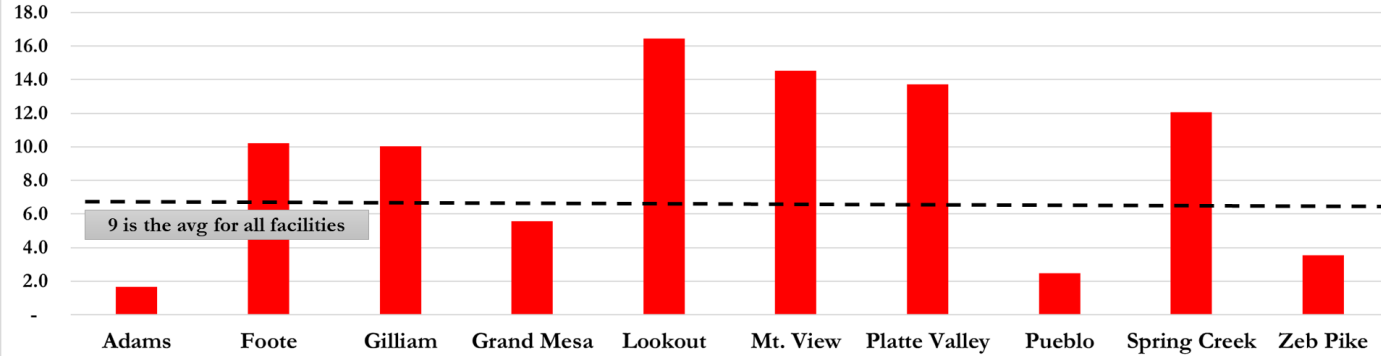




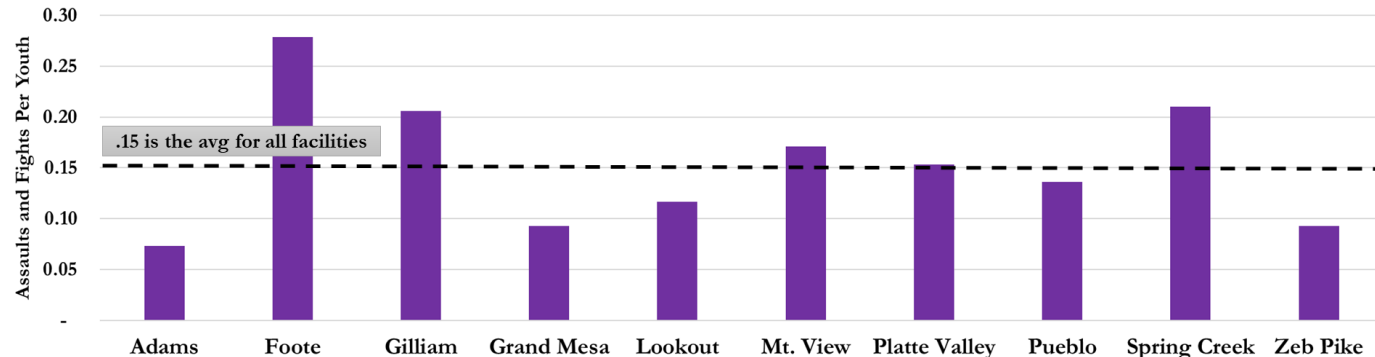




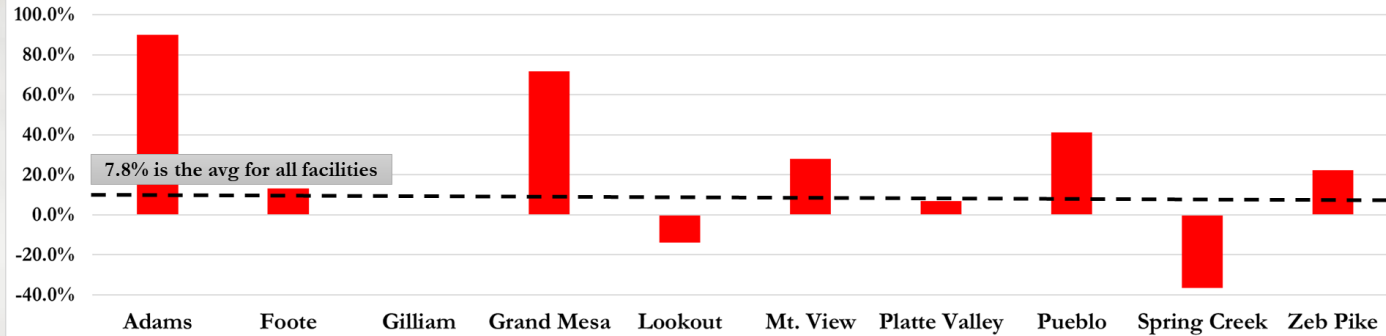
Average Monthly Number of Assaults and Fights by Facility  
(FY 2014-15, FY 2015-16, FY 2016-17, and FY 2017-18)



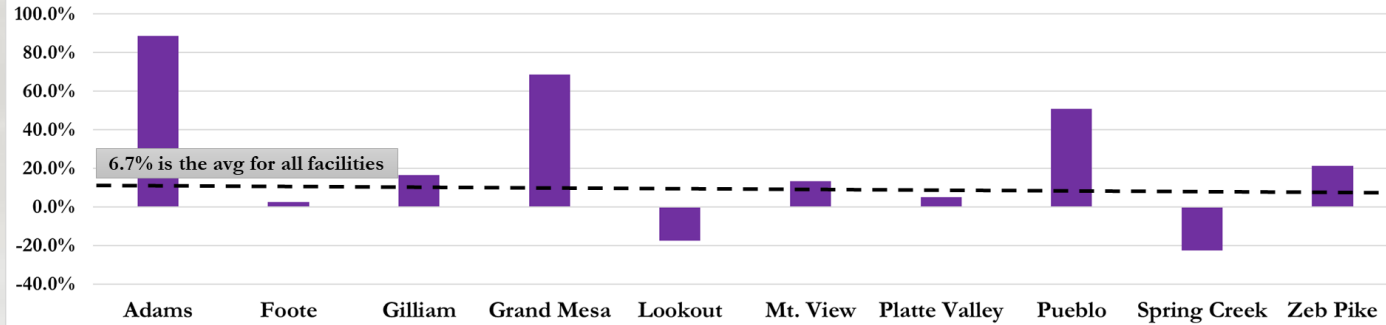
Average Monthly Number of Assaults and Fights by Facility, Normalized by Caseload  
(FY 2014-15, FY 2015-16, FY 2016-17, and FY 2017-18)

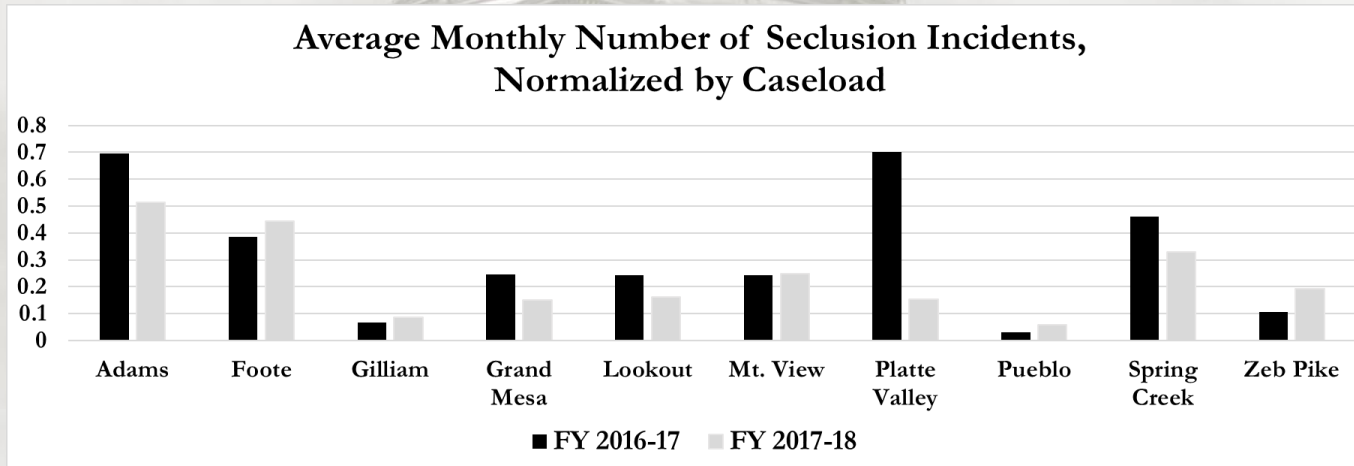
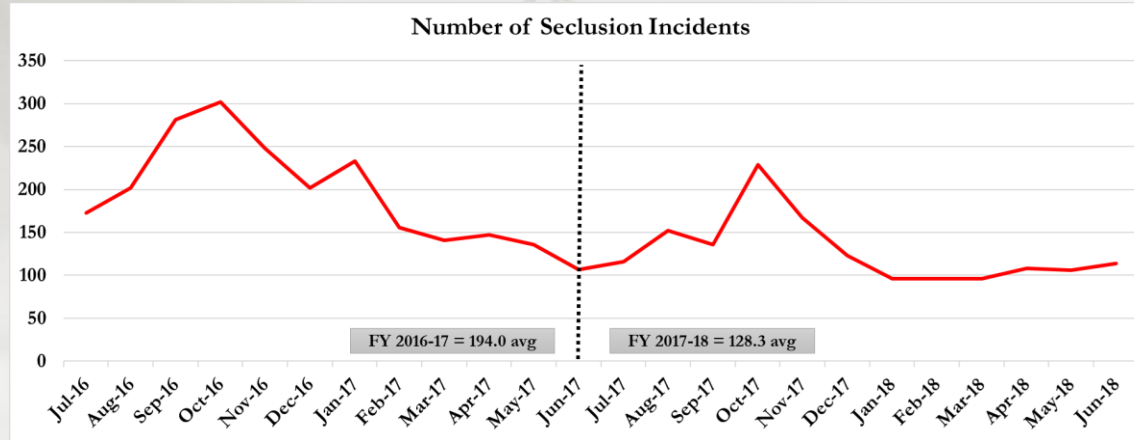


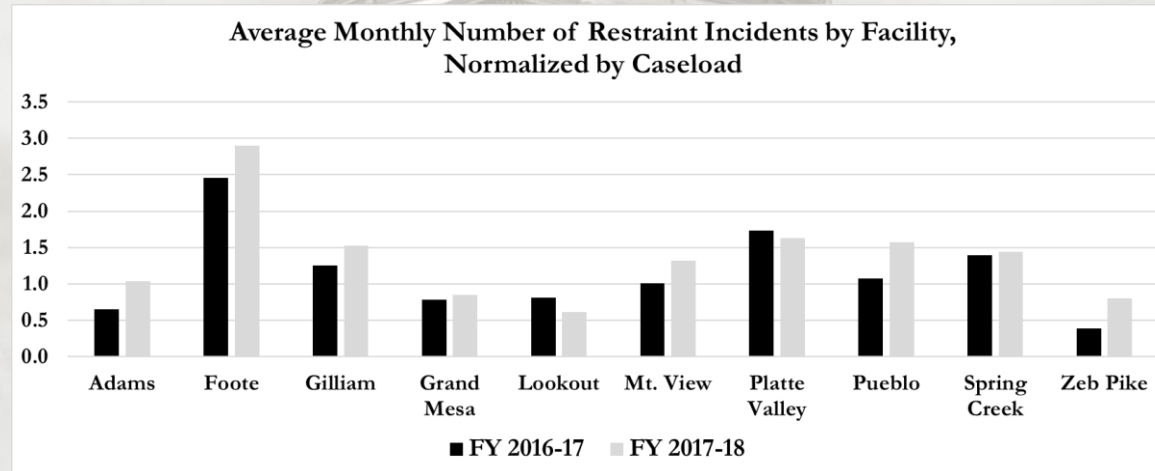
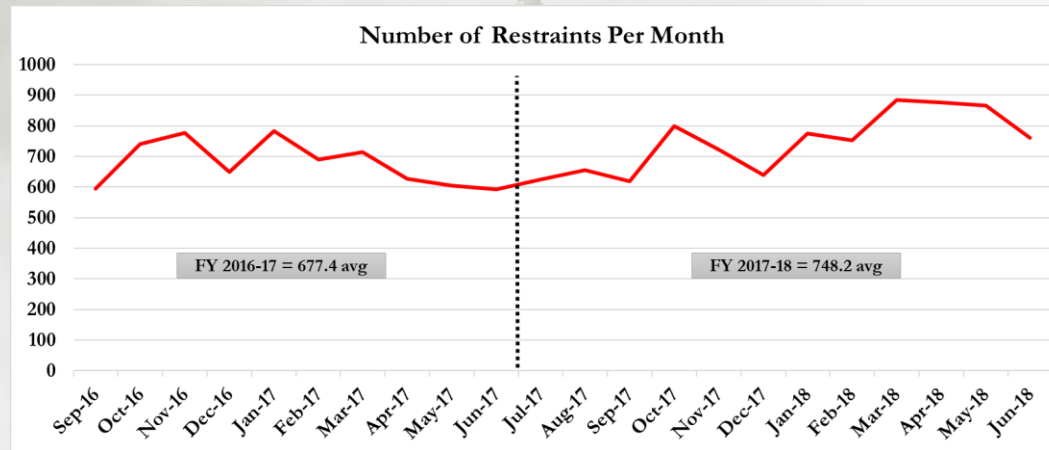
FY 2017-18 Average Monthly Number of Assaults and Fights by Facility  
 Compared to Facility Four Year Averages  
 (four year average consists of FY 2014-15, FY 2015-16, FY 2016-17, and FY 2017-2018)



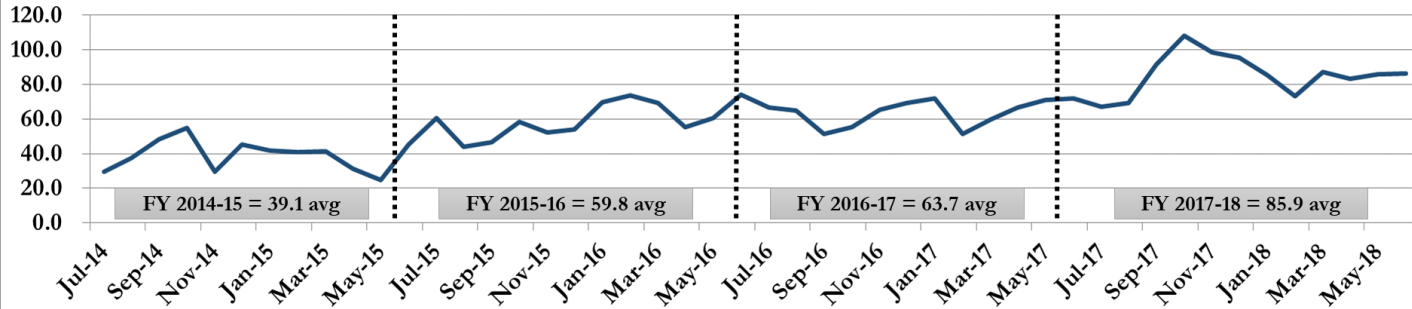
FY 2017-18 Average Monthly Number of Assaults and Fights by Facility  
 Compared to Facility Four Year Averages, Normalized by Caseload  
 (four year average consists of FY 2014-15, FY 2015-16, FY 2016-17, and FY 2017-2018)



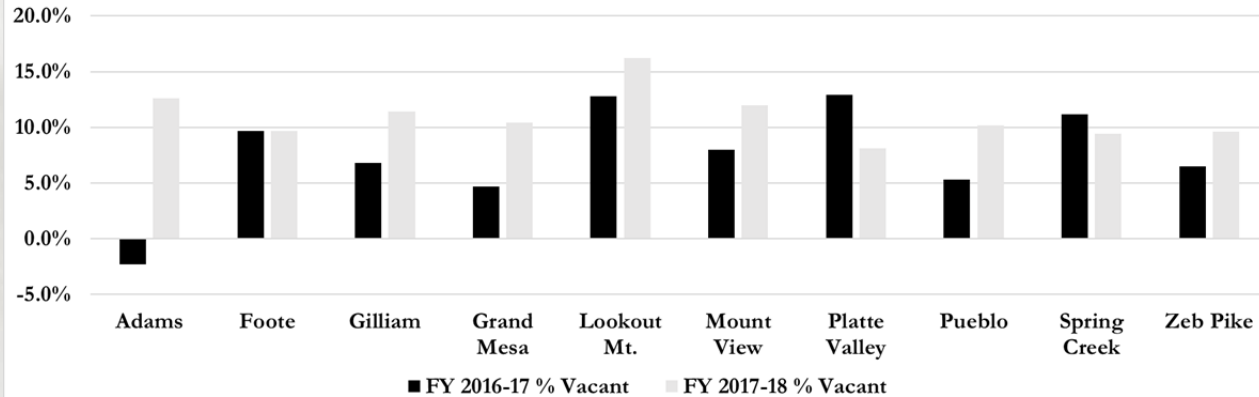




### Number of Vacancies (Correctional Security Officer I, II, and III) (FY 2014-15, FY 2015-16, FY 2016-17, and FY 2017-18)



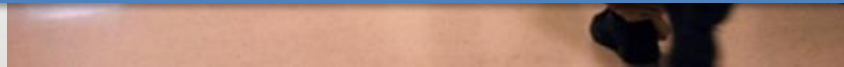
### FY 2016-17 and FY 2017-18 Average Percentage of Vacancies by Facility (YSS I, II, and III Positions)



## FY 2019-20 Briefing Issue



### Realigning the Division of Youth Services' Facilities (p.22)



## Five Components of “R3 Youth services capacity and behavioral health”

**Proposal Component #1 – Reduce Detention Beds**

**Proposal Component #2 – Realign Facilities**

**Proposal Component #3 – Decentralize Assessment Front Range Functions**

**Proposal Component #4 – Repurpose the DeNier Facility**

**Proposal Component #5 – Add Behavioral Health Professionals**



**(\$718,399) General Fund, (12.0) FTE for FY 2019-20**

## Proposal Component #1 – Reduce Detention Beds

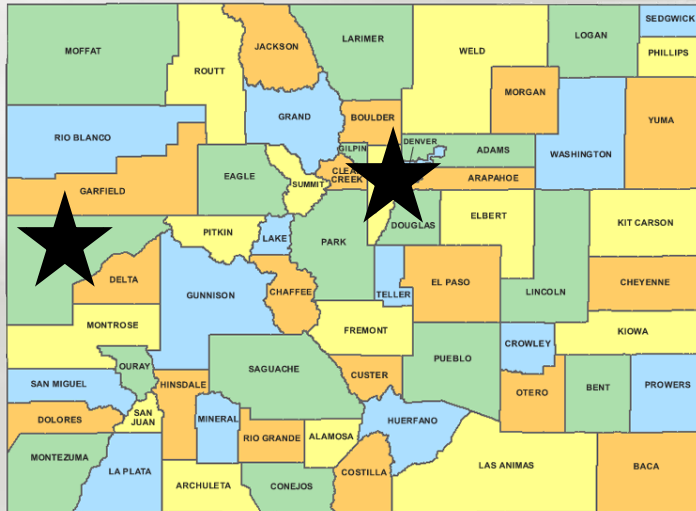
FACILITY	CURRENT BED CAPACITY	PROPOSED BED REDUCTION	PROPOSED BED CAPACITY
Adams	30	(7)	23
Foote	61	(17)	44
Gilliam	64	(16)	48
Grand Mesa	30	(5)	25
Mt. View	41	(11)	30
Platte Valley	64	(18)	46
Pueblo	28	(4)	24
Spring Creek	51	0	51
Sage (contract facility)	4	0	4
DeNier (state-owned, privately-operated)	9	0	9
<b>Total</b>	<b>382</b>	<b>(78)</b>	<b>304</b>



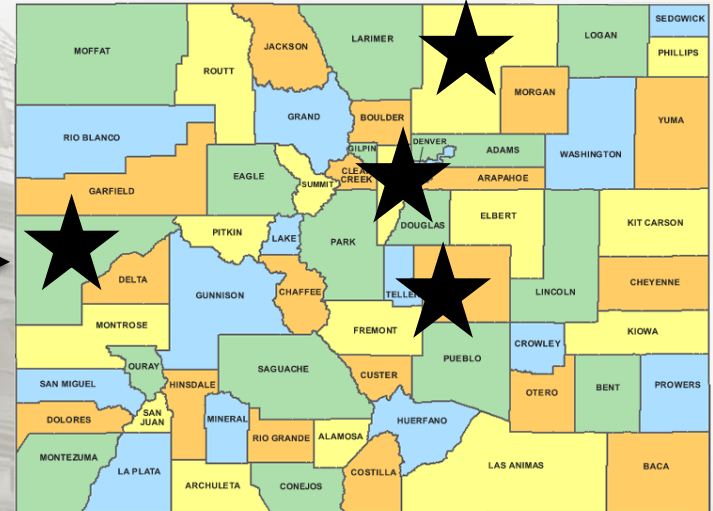
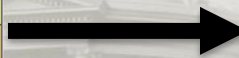
## Proposal Component #2 – Realign Facilities

FACILITY	DETENTION			COMMITMENT		
	ADJUSTED CAPACITY*	REALIGN CAPACITY	CHANGE	CURRENT CAPACITY	REALIGN CAPACITY	CHANGE
Adams	23	23	0	0	0	0
Foote	44	74	30	0	0	0
Gilliam	48	48	0	0	0	0
Grand Mesa	25	25	0	40	40	0
Lookout	0	0	0	140	140	0
Mt. View	30	0	(30)	65	84	19
Platte Valley	46	46	0	55	50	(5)
Pueblo	24	35	11	0	0	0
Spring Creek	51	0	(51)	0	70	70
Zeb Pike	0	40	40	38	0	(38)
Betty Marler (state-owned, privately-operated)	0	0	0	40	40	0
Sage (contract facility)	4	4	0	0	0	0
DeNier (state-owned, privately-operated)	9	9	0	19	0	(19)
<b>Total</b>	<b>304</b>	<b>304</b>	<b>0</b>	<b>397</b>	<b>424</b>	<b>27</b>

## Proposal Component #3 – Decentralize Assessment Front Range Functions



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## Proposal Component #4 – Repurpose the DeNier Facility



## Proposal Component #5 – Add Behavioral Health Professionals



**Grand Mesa**



**Mount View**



**Spring Creek**




## FY 2019-20 Briefing Issue



### Trails Modernization Project Concerns (p.30)





# **JBC Staff FY 2019-20 Briefing**

## **Department of Human Services**

**(Office of Information Technology Services and  
Division of Youth Services)**

**Presented by:**  
**Kevin Neimond, JBC Staff**  
**November 16, 2018**