JOINT BUDGET COMMITTEE

STAFF BUDGET BRIEFING
FY 2021-22

DEPARTMENT OF HUMAN SERVICES

(Division of Child Welfare, Services for People with Disabilities and Division of Youth Services)

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

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NOVEMBER 18, 2020

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CONTENTS

Department Overview 1
Department Budget: Recent Appropriations 2
Department Budget: Graphic Overview 3
General Factors Driving the Budget 5
Summary: FY 2020-21 Appropriation & FY 2021-22 Request 9
Informational Issue: 2020 Session Budget Balancing Actions 13
Issue: Child Welfare Reform 2.0 20
Issue: Rural Interpreting Services Project 37
Appendix A Numbers Pages (Digital Only) A-1
Appendix B Footnotes and Information Requests B-1
Appendix C Department Annual Performance Report C-1

ADDITIONAL RESOURCES

Brief summaries of all bills that passed during the 2019 and 2020 legislative sessions that had a fiscal impact on this department are available in Appendix A of the annual Appropriations Report: https://leg.colorado.gov/publications/appropriations-report-fiscal-year-2020-21

The online version of the briefing document, which includes the Numbers Pages, may be found by searching the budget documents on the General Assembly's website by visiting leg.colorado.gov/content/budget/budget-documents. Once on the budge documents page, select the name of this department's *Department/Topic*, "Briefing" under *Type*, and ensure that *Start date* and *End date* encompass the date a document was presented to the JBC.

DEPARTMENT OF HUMAN SERVICES

DEPARTMENT OVERVIEW

The Department of Human Services is responsible for the administration and supervision of all non-medical public assistance and welfare programs in the State. It supervises programs that are administered at the local level by counties and other agencies and directly operates mental health institutes, regional centers for people with developmental disabilities, and institutions for juvenile delinquents. This presentation focuses on three sections in the Department.

- The **Division of Child Welfare** provides funding for programs that protect children from harm and assist families in caring for and protecting their children. Nearly 79.0 percent of funding in this division is allocated to counties that are responsible for administering child welfare services under the supervision of the department. County departments receive and respond to reports of potential child abuse or neglect and provide appropriate child welfare services to the child and the family, including providing for the residential care of a child when a court determines this is in the child's best interest.

- **Services for People with Disabilities**, including Regional Centers for People with Developmental Disabilities, the Work Therapy Program, the Brain Injury Trust Fund, and Veterans Community Living Centers.

- The **Division of Youth Services**, 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

Department of Humans Services

FUNDING SOURCE	FY 2018-19	FY 2019-20	FY 2020-21[1]	FY 2021-22[2]
General Fund	$977,848,825	$1,028,050,155	$960,429,029	$996,243,222
Cash Funds	416,811,839	445,987,547	420,236,935	429,992,961
Reappropriated Funds	188,322,020	211,209,030	208,978,816	206,187,307
Federal Funds	611,583,369	673,494,416	689,031,438	687,463,470
TOTAL FUNDS	**$2,194,566,053**	**$2,358,741,148**	**$2,278,676,218**	**$2,319,886,960**
Full Time Equiv. Staff	5,053.8	5,134.2	5,178.6	5,192.5

[1] Includes appropriations from the CARE Subfund of the General Fund.
[2] Requested appropriation.

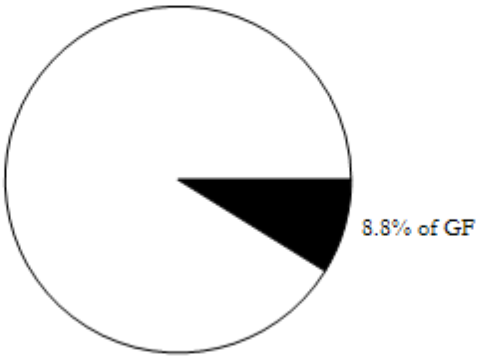
Division of Child Welfare, Services for People with Disabilities, Division of Youth Services

FUNDING SOURCE	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22[1]
General Fund	$414,214,035	$429,800,164	$411,631,728	$410,709,478
Cash Funds	136,175,272	147,388,157	147,177,768	136,859,366
Reappropriated Funds	78,778,947	91,330,913	82,073,605	82,849,577
Federal Funds	144,183,227	162,263,917	161,332,717	172,919,075
TOTAL FUNDS	**$773,351,481**	**$830,783,151**	**$802,215,818**	**$803,337,496**
Full Time Equiv. Staff	2,736.8	2,729.3	2,714.9	2,701.3

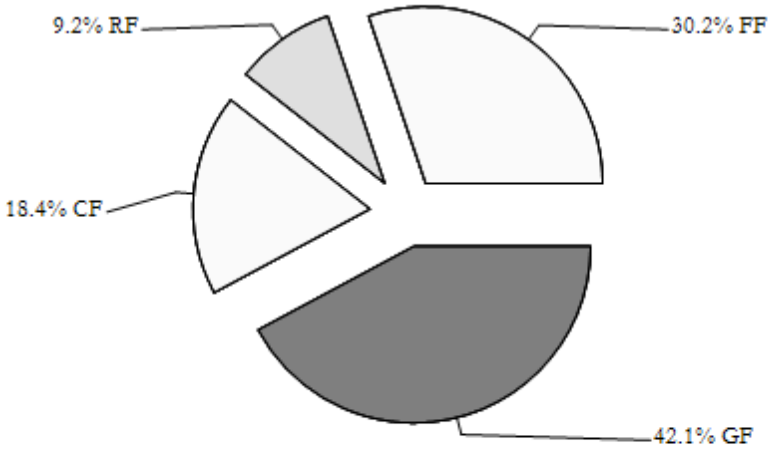
[1] Requested appropriation.

DEPARTMENT BUDGET: GRAPHIC OVERVIEW

Department's Share of Statewide General Fund

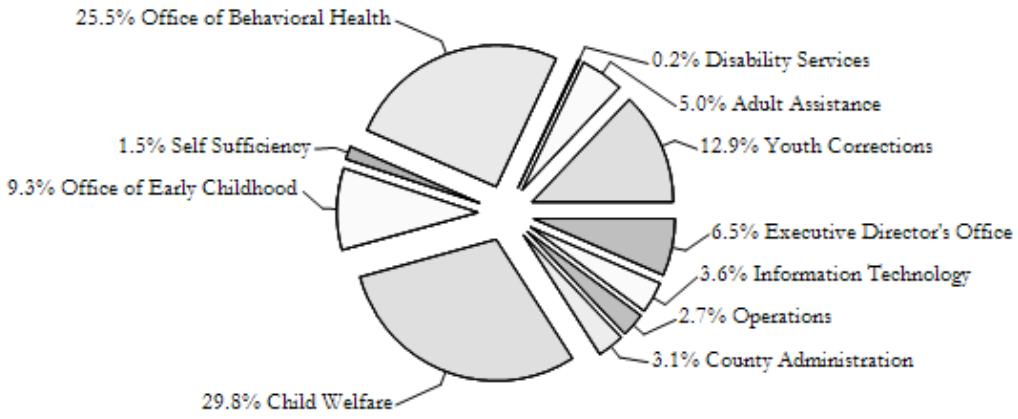


Department Funding Sources

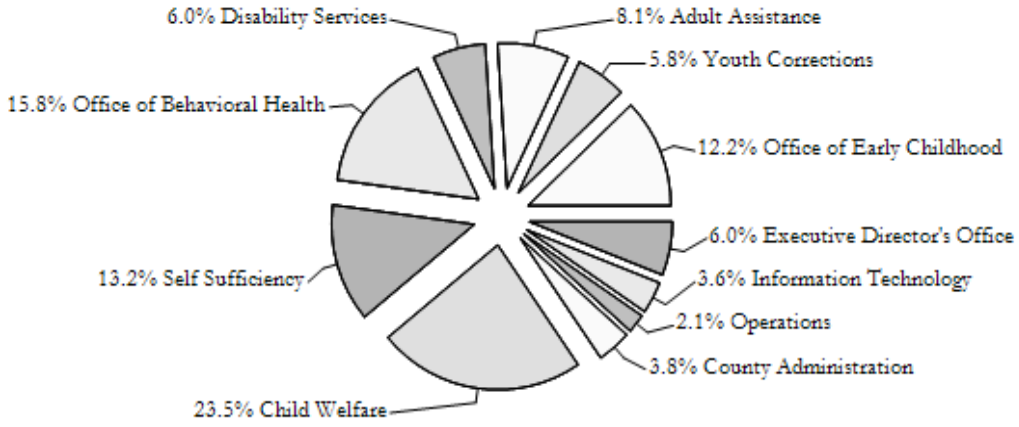


All charts are based on the FY 2020-21 appropriation.

Distribution of General Fund by Division



Distribution of Total Funds by Division

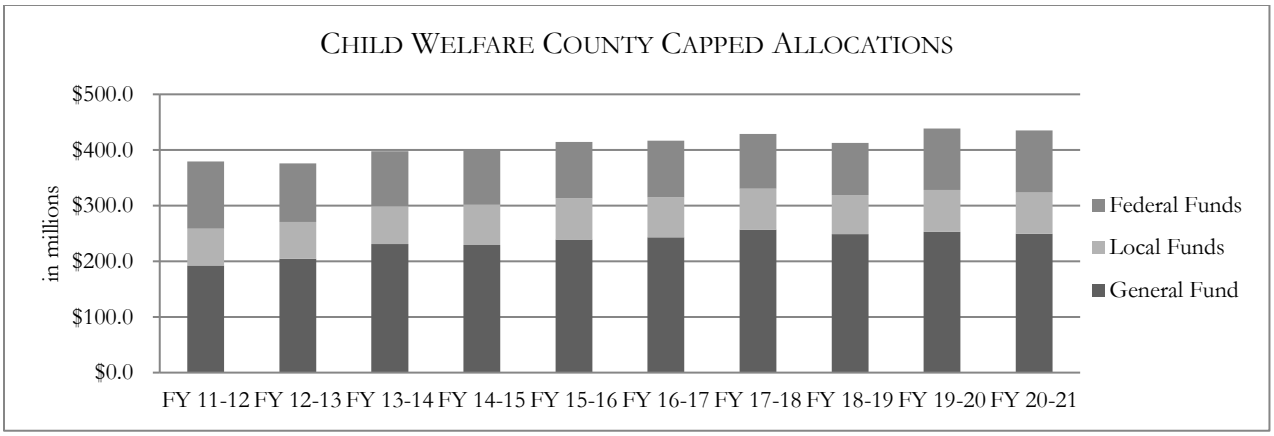


All charts are based on the FY 2020-21 appropriation.

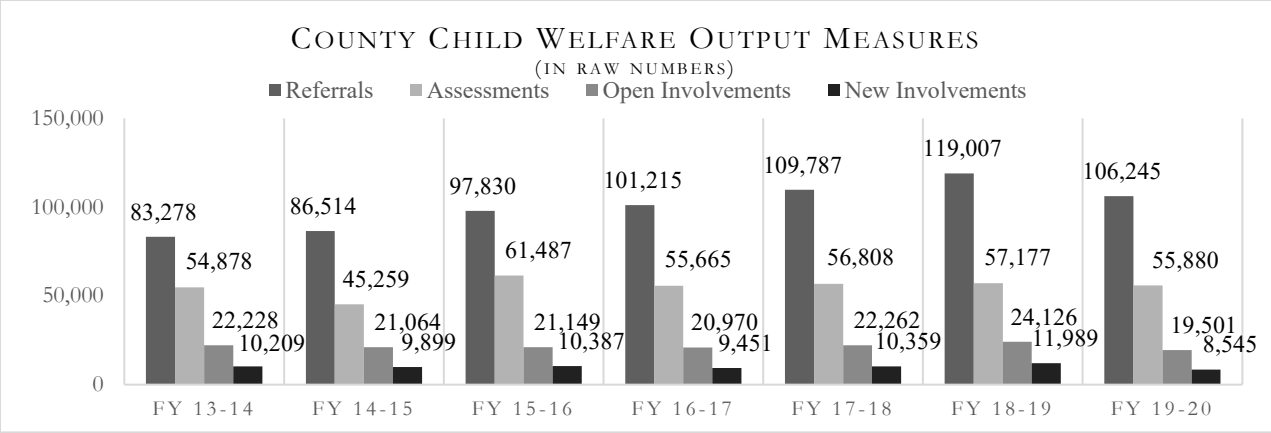
GENERAL FACTORS DRIVING THE BUDGET

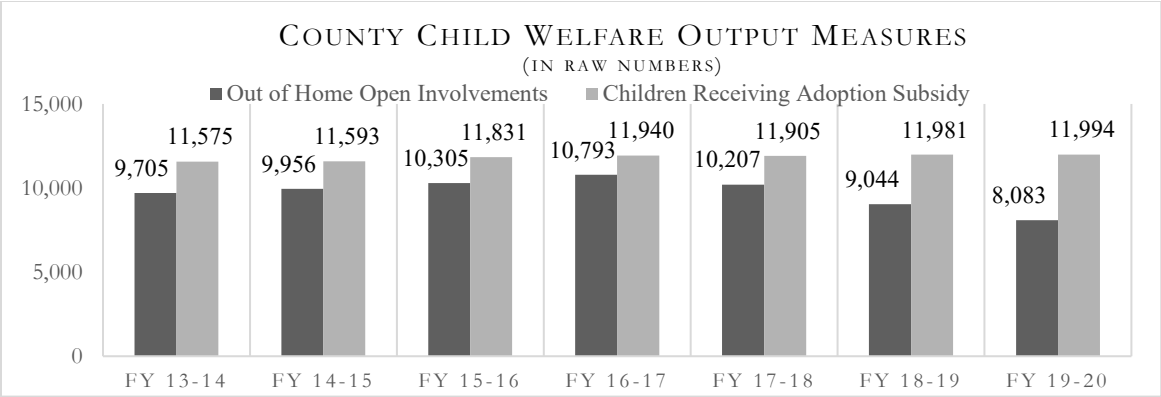
CHILD WELFARE SERVICES

County departments of human or social services receive and respond to reports of potential child abuse or neglect under the supervision of the Department. Appropriations for child welfare programs for FY 2020-21 total $535.0 million and consist of 53.5 percent General Fund, 25.9 percent federal funds, 2.5 percent reappropriated funds, and 18.0 percent county funds and various cash fund sources. The majority of funds appropriated for child welfare are made available to county departments as capped allocations for the provision of child welfare services. The chart below provides the history of appropriations for county block allocations by fund source. The reduction in FY 2018-19 reflects the passage of S.B. 18-254 (Child Welfare Reforms). The Act removed funding for Adoption and Relative Guardianship Assistance subsidy expenditures from the capped allocation. Funding for these subsidies is now appropriated in a separate line item.



Expenditures for child welfare services are driven by various factors. Drivers that are within county control include the types of services offered, the rates paid for services, and employee compensation packages. Drivers that are beyond county control include the number of reports of abuse or neglect, the number of reports that require a child welfare case to be opened based on the severity of an incident and risk to a child, and judicial decisions regarding client placements. Child welfare system outputs that are frequently monitored include the number of: 1) referrals made to county child welfare agencies; 2) assessments that are performed to determine instances of abuse or neglect; 3) new and ongoing cases that are opened and that result in the involvement of the county child welfare agency; 4) open cases that require out-of-home placement; and 5) children receiving an adoption subsidy. Reductions in each of the FY 2019-20 are primarily due to the impact of the COVID-19 disaster emergency, during which mandatory reporters had less interaction with at risk children.





The majority of federal funding available for child welfare services is from Titles IV-E and IV-B of the Social Security Act and the Title XX Social Services Block Grant. Title IV-E of the federal Social Security Act entitles states to claim a partial reimbursement for the cost of providing foster care, adoption assistance, and kinship guardianship assistance to children who meet federal eligibility criteria. This program provides funds for case management activities, training, data collection, and other program administration costs, in addition to support for monthly payments on behalf of qualifying children. Though increased emphasis is being placed on avoiding out-of-home placements, serving children and families in the home, and reunifying families if this can be done safely, Title IV-E has not historically provided reimbursement for services provided to keep a child in the family home. With the enactment of the federal Family First Prevention Services Act of 2018, there will be more opportunities to use Title IV-E funding for prevention and intervention services.

SERVICES FOR PEOPLE WITH DEVELOPMENTAL DISABILITIES

REGIONAL CENTERS

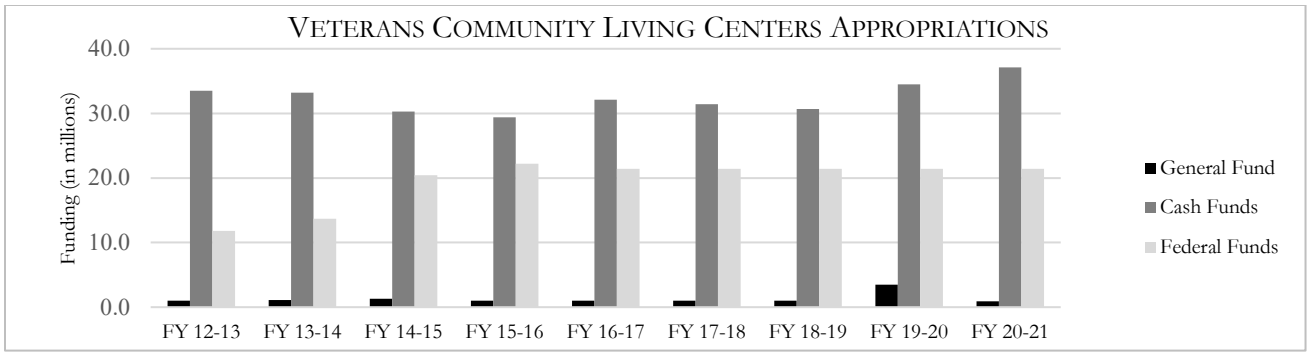
Regional centers are state operated facilities for individuals with intellectual and developmental disabilities (IDD). They provide residential services, medical care, and active treatment programs based on individual assessments and habilitation plans. Regional center services are provided in one of two settings: large congregate residential settings on the regional center campus or group homes that serve four to eight individuals in a community setting. Regional Centers are licensed as either Intermediate Care Facilities for Individuals with Intellectual Disabilities (ICF/IID) or Adult Comprehensive Waiver Homes (waiver homes). For all the regional centers, regardless of licensure type, Medicaid pays a daily rate based on the actual cost of services and the cost of operating the

facilities where services are provided. Fiscal year 2019-20 actual expenditures and FY 2020-21 estimated expenditures for each regional center are provided below:

AVERAGE REGIONAL CENTER PER CAPITA (COST PER PERSON PER DAY) AND DETAILED COSTS BY REGIONAL CENTER AND LICENSE TYPE			
REGIONAL CENTER	COST	FY 2019-20 (PRE-AUDIT)	FY 2020-21 (ESTIMATED)
Grand Junction Regional Center-Intermediate Care Facility/Individuals with Intellectual Disabilities	Average cost per person per day	$1,331	$1,377
	Billable census days	7,834	7,665
	Direct costs	$8,463,221	$8,552,776
	Indirect costs	1,715,591	1,735,590
	Utilities	90,715	91,643
	Depreciation	157,030	177,030
	TOTAL COST	$10,426,557	$10,557,039
Grand Junction Regional Center-Home and Community-based Services/Developmental Disabilities	Average cost per person per day	$795	$807
	Billable census days	18,605	18,555
	Direct costs	$12,457,151	$12,594,818
	Indirect costs	2,131,573	2,161,573
	Utilities	123,609	127,318
	Depreciation	83,205	98,205
	TOTAL COST	$14,795,538	$14,981,914
Pueblo Regional Center-Home and Community-based Services/Developmental Disabilities	Average cost per person per day	$947	$950
	Billable census days	17,537	18,000
	Direct costs	$13,766,223	14,179,210
	Indirect costs	2,507,547	2,582,773
	Utilities	251,972	259,531
	Depreciation	73,305	75,504
	TOTAL COST	$16,599,047	$17,097,018
Wheat Ridge Regional Center-Intermediate Care Facility	Average cost per person per day	$888	$904
	Billable census days	42,268	42,705
	Direct costs	$32,691,553	$33,672,300
	Indirect costs	4,215,259	4,299,564
	Utilities	475,331	489,591
	Depreciation	139,549	142,340
	TOTAL COST	$37,521,692	$38,603,795

VETERANS COMMUNITY LIVING CENTERS

The Department manages and operates five state veterans community living centers with a total of 554 nursing home beds spread across the Fitzsimons, Florence, Homelake, Rifle, and Walsenburg campuses and a forty-eight bed domiciliary (assisted living facility) on the Homelake campus. Services include long-term care, short-term rehabilitation for individuals seeking to return home following a qualifying hospital stay, memory care services for individuals with dementia, short-term respite care, and end-of-life/hospice services. The centers are supported primarily by cash funds and federal funds. Cash fund sources include revenue from patient payments, U.S. Veterans Administration operation and construction grants, various sources of other revenue, and a General Fund appropriation pursuant to Section 26-12-108 (1)(a.5), C.R.S. Federal funds are from the U.S. Department of Veterans Affairs. The informational appropriation is adjusted each fiscal year based on projected expenditures for the upcoming fiscal year.

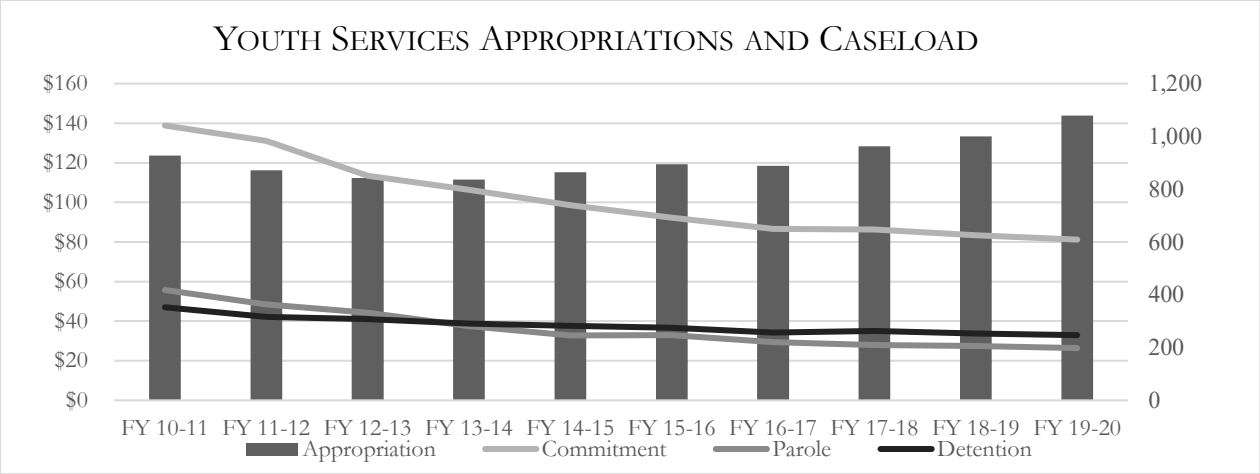


Note: The chart includes the actual expenditures for FY 2012-13 through FY 2018-19 and the appropriations for FY 2019-20 and FY 2020-21.

DIVISION OF YOUTH SERVICES

The Division of Youth Services 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 (94.3 percent of the total funds in FY 2020-21). The population size of detained, committed, and paroled juveniles drives appropriations.

In addition to caseload-related funding adjustments, since FY 2014-15 the Division has received additional funding to add over 200 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 state-operated facilities. This has impacted the Division's budget more than any other factor. From FY 2014-15 through FY 2017-18, the Division's budget increased by $11.8 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 decreasing. For FY 2018-19, the Division received an additional $2.6 million General Fund for 69 new security-focused positions (49.5 FTE).



SUMMARY: FY 2020-21 APPROPRIATION & FY 2021-22 REQUEST

DEPARTMENT OF HUMAN SERVICES						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2020-21 APPROPRIATION:						
HB 20-1360 (Long Bill)	$2,286,142,552	$974,723,623	$420,761,170	$210,141,860	$680,515,899	5,187.6
Other legislation	(7,466,334)	(14,294,594)	(524,235)	(1,163,044)	8,515,539	(9.0)
TOTAL	**$2,278,676,218**	**$960,429,029**	**$420,236,935**	**$208,978,816**	**$689,031,438**	**5,178.6**
FY 2021-22 REQUESTED APPROPRIATION:						
FY 2020-21 Appropriation	$2,278,676,218	$960,429,029	$420,236,935	$208,978,816	$689,031,438	5,178.6
Annualize prior year budget actions	(25,268,255)	5,597,913	(1,797,032)	(861,789)	(28,207,347)	21.7
Annualize prior year balancing action	66,149,422	65,211,787	(1,486,317)	563,596	1,860,356	(0.1)
Centrally appropriated line items	17,102,391	6,386,065	3,067,946	(2,165,155)	9,813,535	(0.5)
Annualize prior year legislation	2,347,570	9,276,078	620,367	960,412	(8,509,287)	11.1
Indirect cost assessment	21,061	(1,282,274)	423,901	(782,119)	1,661,553	0.0
R1 Behavioral health services for children in crisis	910,000	910,000	0	0	0	0.0
R2 Family First Prevention Services Act	1,791,157	1,656,730	0	0	134,427	3.6
R3 Support for early childhood educator workforce	1,200,000	1,200,000	0	0	0	0.0
R4 Extend eligibility for foster care youth	0	0	0	0	0	0.0
R5 National school lunch commodity storage and distribution	720,739	238,400	57,339	0	425,000	0.4
R6 Early intervention program changes	(2,636,345)	(2,636,345)	0	0	0	1.0
R7 Increase Medicaid match for substance use treatment	(11,419,598)	(11,419,598)	0	0	0	0.0
R8 Early childhood programs refinance	0	(1,378,696)	0	0	1,378,696	0.0
R9 Align youth services facilities with caseload	(4,721,930)	(4,721,930)	0	0	0	(4.0)
R10 Align youth parole services with caseload	(2,000,000)	(2,000,000)	0	0	0	0.0
R11 Preserve MindSource core purpose	(900,000)	(450,000)	0	(450,000)	0	0.0
R12 CCCAP early childhood educator salary increase	3,000,000	0	0	0	3,000,000	0.0
R13 Adjustment to funding for older Coloradans	3,390,204	(7,020,044)	7,020,044	0	3,390,204	0.0
R14 Nurse Home Visitor program	513,801	0	513,801	0	0	0.0
R15 Community behavioral health services	(2,833,334)	(1,500,000)	(1,333,334)	0	0	0.0
R16 Transition single-district program	(1,015,325)	(1,015,325)	0	0	0	0.0
R17 Adjustments to Colorado youth detention continuum	(1,326,913)	(1,326,913)	0	0	0	0.0
R18 Adjust market rate study frequency	(55,000)	(55,000)	0	0	0	0.0
R19 Adjust public awareness campaigns	(134,520)	(114,000)	0	0	(20,520)	0.0
R20 Adjust Veteran Community Living Centers	0	(2,669,922)	2,669,922	0	0	0.0
R22 Adjust collaborative management incentive funding	(750,000)	(750,000)	0	0	0	0.0
R23 Align contracted youth services with caseload	(2,374,300)	(2,310,266)	0	101,896	(165,930)	0.0
R24 Administration efficiency and vacancy savings	(1,430,375)	(1,230,073)	0	(200,302)	0	(13.5)
R25 Employment opportunities with wages program	3,999,360	0	0	0	3,999,360	0.0
R26 Meal interagency agreement true-up	140,827	0	0	140,827	0	0.0

DEPARTMENT OF HUMAN SERVICES						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
R27 Reduce child welfare public awareness campaign	(500,000)	(500,000)	0	0	0	0.0
R28 Reduce appropriations for child welfare funding model	(150,000)	(150,000)	0	0	0	0.0
R29 Refinance child welfare	0	(10,000,000)	0	0	10,000,000	0.0
R30 Reduction of central administrative staff	(550,270)	(339,032)	(611)	(199,117)	(11,510)	(7.0)
Non-prioritized budget requests	(2,009,625)	(1,793,362)	0	100,242	(316,505)	0.0
Technical correction	0	0	0	0	0	1.2
TOTAL	**$2,319,886,960**	**$996,243,222**	**$429,992,961**	**$206,187,307**	**$687,463,470**	**5,192.5**
INCREASE/(DECREASE)	$41,210,742	$35,814,193	$9,756,026	($2,791,509)	($1,567,968)	13.9
Percentage Change	1.8%	3.7%	2.3%	(1.3%)	(0.2%)	0.3%

ANNUALIZE PRIOR YEAR BUDGET ACTIONS: The request includes adjustments for the second year impact of prior year budget actions, including an increase of $119,425 Medicaid reappropriated funds transferred from the Department of Health Care Policy and Financing for targeted child welfare-related provider rate increases.

ANNUALIZE PRIOR YEAR BALANCING ACTIONS: The request includes adjustments for the second year impact of prior year budget balancing actions.

ANNUALIZE PRIOR YEAR BALANCING ACTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 20-21 JBC one-time adjustments	$6,992,870	$18,297,538	($11,338,408)	$0	$33,740	(0.6)
FY 20-21 Provider rate reduction	5,089,569	3,180,190	810,557	0	1,098,822	0.0
FY 20-21 Brain Injury Trust Fund	900,000	450,000	0	450,000	0	0.0
FY 20-21 Veterans Community Living Center	0	2,669,922	(2,669,922)	0	0	0.0
TOTAL	**$12,982,439**	**$24,597,650**	**($13,197,773)**	**$450,000**	**$1,132,562**	**(0.6)**

ANNUALIZE PRIOR YEAR LEGISLATION: The request includes adjustments for the second year impact of prior year legislation.

ANNUALIZE PRIOR YEAR LEGISLATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
SB 20-162 Family First	$226,725	$226,725	$0	$0	$0	0.6
HB 20-1390 DYS pilot	(331,170)	(331,170)	0	0	0	0.0
TOTAL	**($104,445)**	**($104,445)**	**$0**	**$0**	**$0**	**0.6**

INDIRECT COST ASSESSMENT: The request includes adjustments for the assessment of indirect costs associated with the operations of the Department.

R2 FAMILY FIRST PREVENTION SERVICES ACT: The request includes an increase of $1,791,157 total funds, including $1,656,730 General Fund, and 3.6 FTE for the implementation of the federal Family First Prevention Services Act of 2018.

R4 EXTEND ELIGIBILITY FOR FOSTER CARE YOUTH: The request seeks JBC sponsorship of a bill that will extend foster care services to currently emancipated youth in order to improve the safety and

well-being of youth transitioning from foster care to adulthood. While this requested legislation is reported to have a net zero fiscal impact FY 2020-21, the request annualizes to $712,054 total funding, including $302,623 General Fund in FY 2022-23.

R9 ALIGN YOUTH SERVICES FACILITIES WITH CASELOAD: The request includes a decrease of $4,721,930 General Fund and 4.0 FTE to: 1) cease operations at the Clear Creek Youth Services Center on the Campus at Lookout Mountain, 2) close one living unit each at the Mount View Youth Services Center and Pueblo Youth Services Center, and 3) revert ongoing vacancy savings in behavioral health and medical staff.

R10 ALIGN YOUTH PAROLE SERVICES WITH CASELOAD: The request includes a decrease of $2.0 million General Fund to align Parole and Transition Programs appropriations with caseload.

R11 PRESERVE MINDSOURCE CORE PURPOSE: The request includes a one-time decrease of $0.9 million total funds, including $450,000 General Fund, for the Colorado Brain Injury Program. The request is to continue the FY 2020-21 JBC staff recommended one-time budget balancing action.

R16 TRANSITION SINGLE-DISTRICT PROGRAM: The request includes a decrease of $1,015,325 General Fund to discontinue the Department's contract with the Boulder IMPACT Program.

R17 ADJUSTMENTS TO COLORADO YOUTH DETENTION CONTINUUM: The request includes a 10.0 percent decrease of $1,326,913 General Fund in appropriations for the S.B. 91-94 Program (Colorado Youth Detention Continuum).

R19 ADJUST PUBLIC AWARENESS CAMPAIGNS: The request includes a one-time decrease of $134,520 total funds, including $114,000 General Fund, for the public awareness campaigns associated with Foster and Adoptive Parent Recruitment, Training and Support.

R20 ADJUST VETERANS COMMUNITY LIVING CENTERS: The request includes a one-time net zero adjustment to refinance $2,669,922 General Fund with cash funds from the Central Fund for Veterans Community Living Centers (Central Fund). The request also includes a one-time transfer of $5.0 million from the Central Fund to the General Fund in FY 2021-22.

R22 ADJUST COLLABORATIVE MANAGEMENT INCENTIVE FUNDING: The request includes a one-time decrease of $750,000 General Fund for Collaborative Management Program incentives.

R23 ALIGN CONTRACTED YOUTH SERVICES WITH CASELOAD: The request includes a decrease of $2,374,300 total funds, including $2,310,266 General Fund, to reflect savings incurred based on a lower caseload forecast of committed youth and a reduction in contracted services.

R24 ADMINISTRATION EFFICIENCY AND VACANCY SAVINGS: The request includes a decrease of $1,430,375 total funds, including $1,230,073 General Fund, and 13.5 FTE. Reductions include the elimination of the Medical Management Oversight Unit, a reduction in FTE in Client Management staff, a reduction in Administrative Review Division personnel, and a reduction in the Division of Youth Services Research Unit.

R27 REDUCE CHILD WELFARE PUBLIC AWARENESS CAMPAIGN: The request includes a decrease of $500,000 General Fund for the child welfare public awareness campaign.

R28 REDUCE APPROPRIATION FOR CHILD WELFARE FUNDING MODEL: The request includes a one-time decrease of $150,000 General Fund for the child welfare funding required pursuant to S.B. 18-254 (Child Welfare Reforms).

R29 REFINANCE CHILD WELFARE: The request includes a net zero refinance of $10.0 million General Fund with federal Temporary Assistance for Needy Families block grant funds.

TECHNICAL CORRECTION: The request includes corrections to line item appropriations in the Division of Youth Services and the Division of Child Welfare.

INFORMATIONAL ISSUE: 2020 SESSION BUDGET BALANCING ACTIONS

In response to the budget challenges in the 2020 Session, the Joint Budget Committee and the General Assembly took actions that reduced the FY 2019-20 General Fund appropriations to the Department of Human Services by $27.1 million. Fiscal year 2020-21 appropriations to the Department were further reduced by $88.5 million. The General Assembly's actions made an additional $17.2 million available for balancing purposes by refinancing General Fund appropriations with cash funds and federal funds. These adjustments contributed to the net decrease in the Department's General Fund and total funds budget for FY 2020-21.

SUMMARY

FY 2019-20 Budget

- During the 2020 Session, the General Assembly reduced FY 2019-20 General Fund appropriations to the Department of Human Services by $27.1 million through a combination of programmatic reductions and refinancing with other fund sources.

- The FY 2019-20 balancing actions also included $9.8 million in cash fund balance transfers to the General Fund to make those revenues available for budget balancing purposes.

FY 2020-21 Budget

- For FY 2020-21, the General Assembly's actions included $95.8 million in General Fund reductions in the Department of Human Services, through a combination of programmatic reductions and refinancing with other fund sources. In total, $18.2 million of the General Fund reduction was a result of cash fund and federal fund refinancing.

- The FY 2020-21 balancing actions also included $19.2 million in cash fund balance transfers to the General Fund to make those revenues available for budget balancing purposes.

DISCUSSION

Confronting the budget challenges of the 2020 legislative session, the Committee and the General Assembly took a variety of budget balancing actions in the Department of Human Services for both FY 2019-20 and FY 2020-21.

FY 2018-19 to FY 2019-20: Appropriations to the Department increased by $164.2 million total funds from FY 2018-19 to FY 2019-20, including an increase of $50.2 million General Fund.

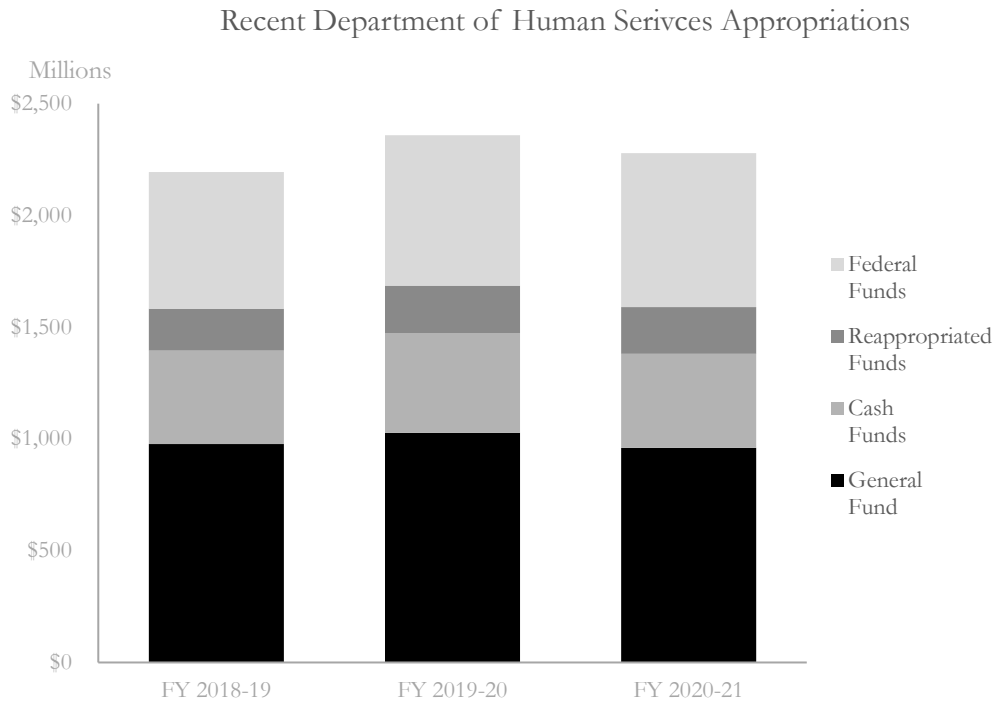
House Bill 20-1197 modifies FY 2019-20 appropriations to provide an increase of $500,000 from the CARE Subfund in the General Fund for a grant to the Colorado 2-1-1 Collaborative to provide human services referral services related to the COVID-19 public health emergency.

House Bill 20-1248 modifies FY 2019-20 appropriations to provide a net increase of $4,762,115 total funds, including a reduction of $2,259,880 General Fund, and an increase of 11.8 FTE.

House Bill 20-1360 modifies FY 2019-20 appropriations to provide a net reduction of $4,662,948 total funds, including a reduction of $27,069,899 General Fund, and a decrease of 8.5 FTE.

FY 2019-20 to FY 2020-21: Facing revenue challenges for FY 2020-21, the General Assembly took a variety of actions to both reduce the Department's General Fund appropriations and to make other revenues available for balancing purposes. While the Department's *total* budget decreased by $80.1 million from FY 2019-20 to FY 2020-21, the General Fund appropriation was decreased by $67.6 million (representing a decrease of $17.4 million below FY 2018-19 levels).

The following graph shows the Department's annual appropriations for FY 2018-19 through FY 2020-21. A table with appropriations detail by major fund source follows the graph. Please note that the FY 2019-20 appropriations include the adjustments and reductions made during the 2020 Session.



Department of Human Services Appropriations FY 2019-20 through FY 2020-21						
	Total Funds	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	FTE
FY 2018-19 Final	$2,194,566,053	$977,848,825	$416,811,839	$188,322,020	$611,583,369	5,053.8
FY 2019-20 Adjusted	2,358,741,148	1,028,050,155	445,987,547	211,209,030	673,494,416	5,134.2
FY 2020-21	2,278,676,218	960,429,029	420,236,935	208,978,816	689,031,438	5,178.6
Change from FY 2019-20 to FY 2020-21	($80,064,930)	($67,621,126)	($25,750,612)	($2,230,214)	$15,537,022	6.5
Percent change FY 2019-20 to FY 2020-21	*-3.4%*	*-6.6%*	*-5.8%*	*-1.1%*	*2.3%*	*0.1%*

SUMMARY OF 2020 SESSION BUDGET BALANCING APPROPRIATION CHANGES

The following table summarizes the budget balancing actions that impacted appropriations to the Department of Human Services for both FY 2019-20 and FY 2020-21, including actions taken through the Long Bill and other legislation. Please note:

- Unless otherwise indicated, JBC Staff assumes that the FY 2020-21 adjustments are ongoing for FY 2021-22. For divisions discussed in this briefing, the following reductions were one-time: 1) $26.3 million General Fund for budget balancing adjustments; 2) $2.2 million General Fund in Division of Youth Services (DYS) programs; and 3) $450,000 General Fund in the Colorado Brain Injury Trust Fund (Brain Injury). The Governor's budget request proposes that the DYS and Brain Injury reductions be continued in FY 2021-22. In addition, the reduction of $11.3 million General Fund offset by an increase of federal Temporary Assistance for Needy Families (TANF) funds for Child Welfare Services was one-time, however the Governor's request proposes to refinance $10.0 million General Fund with TANF in FY 2021-22. Finally, the one-time refinance of $2.7 million General Fund with cash funds from the Central Fund for Veterans Community Living Centers is proposed for FY 2021-22.
- Several ongoing balancing actions were reflected in the Governor's FY 2021-22 budget request as one-time, the most notable of which is the 1.0 percent provider rate reduction applied to various line items in the Department of Human Services. This adjustment included $5.3 million General Fund.
- The table only reflects balancing actions that specifically changed appropriations. The cash fund and reappropriated funds reductions in the table below that do not have an associated General Fund reduction were part of actions to make additional resources available for budget balancing purposes outside of the Department of Human Services.
- Actions to increase available revenues (such as transfers from cash funds to the General Fund) are not included in this table and are discussed in a separate section.
- Actions specific to the divisions included in this briefing document are shaded in the following table.

2020 Session Budget Balancing Appropriation Changes - Department of Human Services[1]

	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2019-20 APPROPRIATION BALANCING ITEMS:						
Appropriation Reductions						
Budget balancing reductions	($19,974,194)	($19,974,194)	$0	$0	$0	0.0
DYS contract placement	(1,800,000)	(1,800,000)	0	0	0	0.0
Community Transition Services	(1,500,000)	(1,500,000)	0	0	0	0.0
DYS medical services	(887,911)	(887,911)	0	0	0	0.0
Family First Act implementation delay	(689,161)	(633,510)	0	0	(55,651)	(5.6)
Regional Center Electronic Health Record	(650,000)	0	0	(650,000)	0	0.0
DYS drug detection devices	(337,346)	(337,346)	0	0	0	(1.7)
DYS Lookout Mountain Youth Services Center	(180,410)	(180,410)	0	0	0	(1.2)
Child support pass-through	(118,120)	(118,120)	0	0	0	0.0
Subtotal - Appropriation Reductions	**($26,137,142)**	**($25,431,491)**	**$0**	**($650,000)**	**($55,651)**	**(8.5)**
Fund Source Adjustments						
Child Welfare Services refinance	0	(1,638,408)	0	0	1,638,408	0.0
Subtotal - Fund Source Adjustments	**$0**	**($1,638,408)**	**$0**	**$0**	**$1,638,408**	**0.0**

2020 Session Budget Balancing Appropriation Changes - Department of Human Services[1]						
	Total Funds	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	FTE
TOTAL	**($26,137,142)**	**($27,069,899)**	**$0**	**($650,000)**	**$1,582,757**	**(8.5)**
FY 2020-21 APPROPRIATION BALANCING ITEMS:						
Appropriation Reductions						
Budget balancing adjustments	($26,252,834)	($26,252,834)	$0	$0	$0	(1.0)
HLD decrease/personal services base reduction	(10,956,710)	(10,956,710)	0	0	0	0.0
Provider rates reduction	(8,701,887)	(5,353,890)	(1,322,998)	(113,596)	(1,911,403)	0.0
Substance use programs	(7,482,960)	(4,982,960)	(2,500,000)	0	0	0.0
Compensation for DYS direct care employees	(6,273,826)	(6,273,826)	0	0	0	0.0
Other behavioral health programs	(2,846,639)	(2,300,000)	(546,639)	0	0	0.0
Aid to the Needy Disabled reduction	(2,700,000)	(2,700,000)	0	0	0	0.0
Community mental health programs	(2,000,000)	(1,000,000)	(1,000,000)	0	0	0.0
Early childhood intervention and prevention services	(1,379,082)	(1,379,082)	0	0	0	0.0
Division of Youth Services reductions	(1,252,137)	(2,200,000)	1,000,000	(52,137)	0	0.0
Mental health institutes reductions	(750,000)	(750,000)	0	0	0	0.0
Tony Grampsas Youth Services Program	(750,000)	0	(250,000)	(500,000)	0	0.0
Leased space reduction	(250,000)	(250,000)	0	0	0	0.0
Child welfare programs	(105,115)	(71,375)	0	0	(33,740)	(1.0)
Child care and early development	(100,000)	(100,000)	0	0	0	0.0
Subtotal - Appropriation Reductions	**($71,801,190)**	**($64,570,677)**	**($4,619,637)**	**($665,733)**	**($1,945,143)**	**(2.0)**
Fund Source Adjustments						
Child welfare programs	$0	($11,338,408)	$0	$0	$11,338,408	0.0
Child care and early development	0	(3,045,323)	0	0	3,045,323	0.0
Veterans Community Living Centers	0	(2,669,922)	2,669,922	0	0	0.0
Early childhood intervention and prevention services	0	(171,937)	171,937	0	0	0.0
Subtotal - Fund Source Adjustments	**$0**	**($17,225,590)**	**$2,841,859**	**$0**	**$14,383,731**	**0.0**
Other Legislation						
HB 20-1379 Suspend PERA direct distribution[2]	($7,450,138)	($5,576,328)	($74,354)	($1,799,456)	$0	0.0
HB 20-1384 Wraparound services for eligible at-risk children	(495,380)	(195,380)	0	(300,000)	0	(2.5)
HB 20-1388 Statutory provisions divert General Fund reversions	(4,254,999)	(4,254,999)	0	0	0	(0.7)
HB 20-1390 Discontinue DYS Trauma Pilot Program	(610,854)	(610,854)	0	0	0	(4.0)
HB 20-1391 Behavioral health programs	(546,013)	0	(546,013)	0	0	(2.5)
HB 20-1392 Council and Disabled Parking Education Program	(238,497)	(238,497)	0	0	0	(1.0)
HB 20-1398 Annual depreciation-lease equivalent payments	(3,103,396)	(3,103,396)	0	0	0	0.0
Subtotal - Other Legislation	**($16,699,277)**	**($13,979,454)**	**($620,367)**	**($2,099,456)**	**$0**	**(10.7)**
TOTAL	**($88,500,467)**	**($95,775,721)**	**($2,398,145)**	**($2,765,189)**	**$12,438,588**	**(12.7)**
BALANCING ITEMS AS PERCENTAGE OF TOTAL APPROPRIATION:						
FY 2019-20 Appropriation	$2,358,741,148	$1,028,050,155	$445,987,547	$211,209,030	$673,494,416	5,134.2
FY 2020-21 Appropriation	$2,278,676,218	$960,429,029	$420,236,935	$208,978,816	$689,031,438	5,178.6
FY 2020-21 Actions as Percentage of FY 2019-20 Appropriation	*(3.8%)*	*(9.3%)*	*(0.5%)*	*(1.3%)*	*1.8%*	*(0.2%)*

[1] Unless otherwise indicated, actions were reflected in the Long Bill (H.B. 20-1360)

[2] House Bill 20-1379 eliminated PERA Direct Distribution appropriations for all departments.

FY 2019-20 Appropriation – Mid-year Adjustments – Appropriations Reductions

Budget balancing reductions: Reduced appropriations by $19,974,194 General Fund in various Department line items in which it was determined that costs associated with the COVID-19 disaster emergency should be covered by Coronavirus Relief Funds as opposed to General Fund.

DYS contract placement: Reduced appropriations by $1.8 million General Fund for contract placements in the Division of Youth Services (DYS).

DYS medical services: Reduced appropriations by $887,911 General Fund for medical services in the Division of Youth Services.

Family First Act implementation delay: Reduced appropriations by $689,161 total funds, including $633,510 General Fund, and 5.6 FTE associated with the Department's decision to delay implementation of the federal Family First Prevention Services Act of 2018.

Regional Center Electronic Health Record: Reduced appropriations by $650,000 Medicaid reappropriated funds transferred from the Department of Health Care Policy and Financing for the implementation of regional center electronic health records

DYS drug detection devices: Reduced appropriations by $337,346 General Fund and 1.7 FTE for drug detection devices in the Division of Youth Services.

DYS Lookout Mountain Youth Services Center: Reduced appropriations by $180,410 General Fund and 1.2 FTE at the Division of Youth Services' Lookout Mountain Youth Services Center.

FY 2019-20 Appropriation – Mid-year Adjustments – Fund Source Adjustments

Child Welfare Services refinance: Refinanced $1,638,408 General Fund with a corresponding increase in federal TANF block grant funds for Child Welfare Services.

FY 2020-21 Appropriation – Appropriation Reductions

Budget balancing adjustments: Reduced appropriations by $26,252,834 General Fund and 1.0 FTE in various Department line items in which it was determined that costs associated with the COVID-19 disaster emergency should be covered by Coronavirus Relief Funds as opposed to General Fund.

Provider rate reduction: Reduced appropriations in several line items by $8,701,887 total funds, including $5,353,890 General Fund, for a 1.0 percent across-the-board reduction for community providers. This reduction was accompanied by an increase of $1,896,341 Medicaid reappropriated funds for a targeted rate increase for providers serving dually-diagnosed children with intellectual and developmental disabilities and severe behavioral health needs.

COMPENSATION FOR DYS DIRECT CARE EMPLOYEES REDUCTION: Reduced appropriations by $6,273,826 General Fund to control the second-year costs related to the FY 2019-20 Compensation for Division of Youth Services direct care employees (R2) budget action.

DIVISION OF YOUTH SERVICES REDUCTIONS: Reduced appropriations by $1,252,137 total funds, including $1.2 million General Fund, for Division of Youth Services contracted services.

TONY GRAMPSAS YOUTH SERVICES PROGRAM: Reduced appropriations by $750,000 total funds, including $250,000 cash funds from the Marijuana Tax Cash Fund and $500,000 reappropriated funds, for the Tony Grampsas Youth Services Program.

CHILD WELFARE PROGRAMS: Reduced appropriations by $105,115 total funds, including $71,375 General Fund, and 1.0 FTE for Division of Child Welfare foster and adoptive parent training and recruitment.

FY 2020-21 APPROPRIATION – FUND SOURCE ADJUSTMENTS

CHILD WELFARE PROGRAMS: Refinanced $11,338,408 General Fund with a corresponding increase in federal TANF block grant funds for Child Welfare Services.

VETERANS COMMUNITY LIVING CENTERS: Refinanced $2,669,922 General Fund with a corresponding increase in cash funds from the Central Fund for Veterans Community Living Centers.

FY 2020-21 APPROPRIATION – OTHER LEGISLATION

H.B. 20-1390 DISCONTINUE DIVISION OF YOUTH SERVICES TRAUMA PILOT PROGRAM: Discontinues two therapeutic and rehabilitative culture pilot programs within the Division of Youth Services in the Department of Human Services and repeals the Youth Services Pilot Program Cash Fund. Reduces FY 2020-21 appropriations to the Department of Human Services by $610,854 General Fund and reduces the corresponding FTE by 4.0 FTE.

H.B. 20-1392 COUNCIL AND PARKING EDUCATION PROGRAM FOR PERSONS WITH DISABILITY: Repeals the Colorado Advisory Council for Persons with Disabilities and the Disabled Parking Education Program. Reduces FY 2020-21 appropriations to the Department of Human Services by $238,497 General Fund and reduces the corresponding FTE by 1.0 FTE.

ACTIONS TO INCREASE AVAILABLE REVENUES

The General Assembly made a number of transfers (totaling $29.0 million) from Department of Human Services' cash funds to the General Fund to increase available General Fund. All of these items are assumed to be one-time (unless indicated otherwise).

STATUTORY TRANSFERS TO THE GENERAL FUND			
SOURCE FUND	NET GF REVENUE IMPACT	OTHER FUNDS REVENUE IMPACT	TOTAL FUNDS
FY 2019-20 Revenue Impact			
Fort Logan Land Sale Account (H.B. 20-1381)	$7,900,000	($7,900,000)	$0
State Supplemental Security Income Stabilization Fund (H.B. 20-1381)	1,887,116	(1,887,116)	0

STATUTORY TRANSFERS TO THE GENERAL FUND			
SOURCE FUND	NET GF REVENUE IMPACT	OTHER FUNDS REVENUE IMPACT	TOTAL FUNDS
Subtotal - FY 2019-20 Revenue Impact	$9,787,116	($9,787,116)	$0
FY 2020-21 Revenue Impact			
Older Coloradans Cash Fund (H.B. 20-1387)	$13,000,000	($13,000,000)	$0
Older Coloradans Cash Fund (H.B. 20-1367)	2,000,000	(2,000,000)	0
Nurse Home Visitor Program Fund (H.B. 20-1380)	4,237,375	(4,237,375)	0
Subtotal - FY 2020-21 Revenue Impact	$19,237,375	($19,237,375)	$0
TOTAL	**$29,024,491**	**($29,024,491)**	**$0**

POINTS TO CONSIDER

Looking toward the FY 2021-22 budget, staff offers the following points to consider regarding the Department of Human Services:

- JBC staff presented department-wide prioritized budget balancing actions for FY 2020-21 in order to minimize the negative impact on programs and services;
- JBC staff suggests that caution be exercised when considering continuing one-time budget balancing actions into FY 2021-22, as maintaining some reductions for a longer period of time may result in increased costs in the out years; and
- "Budget balancing adjustments" were made to line items from which COVID-19 disaster emergency expenditures were originally being paid. Funding from the federal CARES Act was available to cover the cost of those expenditures, resulting in the opportunity to reduce General Fund in those line items. Budget balancing adjustments were one-time reductions.

ISSUE: CHILD WELFARE REFORM 2.0

The State of Colorado embarked on a journey to rethink and reform its child welfare system in 2018. With the enactment of S.B. 18-254 (Child Welfare Reforms), S.B. 20-162 (Changes Related to Federal Family First Policy), and the federal Family First Prevention Services Act of 2018, stakeholders have worked countless hours to improve the delivery of child welfare services to children and families involved in or at risk of becoming involved in the State's child welfare system, but more work remains to be done.

SUMMARY

Significant changes have been made in the State of Colorado's child welfare system in the past several years. Through engagement of multiple stakeholders there has been a purposeful shift in child welfare systems culture from that of policing families to providing services that support families in caring for their children. Much remains to be done and at a faster pace than previously experienced, as the requirements of the Family First Prevention Services Act of 2018 put the State of Colorado at risk of: losing federal reimbursement of Title IV-E of the Social Security Act and Medicaid, and realizing a reduction in capacity to serve children and families. This issue discusses and includes recommendations for the continued reformation of the State's child welfare system.

RECOMMENDATION

Staff recommends that the Committee sponsor legislation to continue child welfare reform in the State of Colorado. A list of recommended provisions can be found beginning on page 23 of this document.

DISCUSSION

Significant changes have been made in the State of Colorado's child welfare system in the past several years. Through engagement of multiple stakeholders there has been a purposeful shift in child welfare systems culture from that of policing families to providing services that support families in caring for their children. A decade of research and discussions concerning child welfare system capacity, service delivery, and funding have yielded five primary points upon which stakeholders agree:

- The children and families that are served through the system are of utmost concern and it is their best interests that drive decision-making and potential legislation;
- The types of services provided to children and, when necessary, the types of out of home placements utilized must achieve desired outcomes that enhance the child's opportunity for success;
- Gaps in the system must be identified and addressed to ensure appropriate service delivery, placement options, and permanency;
- Funding must be available along the continuum of care to provide counties the opportunity to serve children and families earlier, through less costly means that can achieve greater success; and
- Funding must be allocated through an equitable methodology that is outcome driven and aligns with performance goals and best practice.

With the this premise in mind, during the 2018 Legislative Session, the Joint Budget Committee sponsored S.B. 18-254 (Child Welfare Reforms), launching a multi-year system change initiative in Colorado's child welfare system. The bill accomplished the following:

- Added *screening assessments* required by the federal Family First Prevention Services Act of 2018 (Family First) to the list of child welfare services that must be made available through case plans;
- Eliminated the provision that allowed Collaborative Management Program counties to retain unspent General Fund allocated through the Child Welfare Services Block grant;
- Added a statutory definition of the Family First Prevention Services Act of 2018;
- Created a program in the child welfare system for residential out-of-home placements for children and youth with intellectual and developmental disabilities;
- Changed the number of and process for appointments to the Child Welfare Allocations Committee;
- Required the development of a child welfare funding model to forecast the cost of serving children and families in the system;
- Removed funding for adoption and relative guardianship subsidies from the capped Child Welfare Block allocations to counties; increased the percentage that counties are reimbursed for subsidies with state and federal funds from 80 percent to 90 percent; allowed the Department to request funding in a supplemental bill for costs that exceed the current fiscal year appropriation;
- Required the amount identified ($53.0 million total funds) in the H.B. 17-1292 (Child Welfare Provider Rates) actuarial analysis to be added to appropriations for child welfare services by FY 2021-22 for targeted rate increases for Child Placement Agencies and Residential Child Care Facilities; encourages the Department to submit annual budget requests for the funding; allows the Department to request funding in a supplemental bill for this purpose;
- Modified the language concerning county rate negotiations with providers, including allowing counties to include outcome incentives in provider contracts, and disallowing the negotiation of the daily rate below the base rate established in Trails;
- Required capacity evaluations in counties or regions for child welfare services and placement options;
- Required the state department to perform an analysis and cost projection to determine the fiscal impact on the state for changes in federal reimbursement rates for child welfare expenditures that result from implementation of the federal Family First Act;
- Created the Child Welfare Prevention and Intervention Services Cash Fund into which unspent General Fund allocated to county departments through block allocations are transferred for sustainability of state-approved prevention and intervention programs and services;
- Eliminated the provision that allowed Integrated Care Management Program counties to retain unspent General Fund allocated through the Child Welfare Services Block grant; and
- Created the Delivery of Child Welfare Services (S.B. 18-254) Task Force.

The bill identified the responsibilities of the task force, including establishing performance and outcome measures and the process by which to evaluate the measures associated with the delivery of child welfare services. The task force agreed upon a framework built on the foundation of promoting child and family wellbeing that includes health and well-being outcomes related to: parental resilience, social connections, social and emotional development, wellbeing and achievement, and safety. Pursuant to S.B 18-254, outcome measures are to be embedded in the funding model to ensure that services that achieve desired outcomes are incentivized.

Concurrent with JBC staff's recommendations related to S.B. 18-254, in February 2018, the federal Family First Prevention Services Act of 2018 was signed into federal law. Among other things, the Act made changes to Title IV-E of the Social Security Act including modifying reimbursement criteria

specific to certain services and out of home placements with the intent of preventing unnecessary removal of a child from the home and reducing the utilization of congregate care. In addition, the Act expanded reimbursable prevention services and ensures that there is no income-eligibility test for families receiving prevention services. Reimbursable prevention services include:

- Prevention services identified in the federal clearinghouse; services may be provided for up to 12 months for
  - Children at imminent risk of entering foster care;
  - Parenting or pregnant youth in foster care; and
  - Parents and kin caregivers.
- Mental health services, substance use treatment, and in-home parenting skills training.

Eligible services include: evidence-based mental health and substance abuse prevention and treatment services; foster care maintenance payments on behalf of a child living with a parent in a licensed residential family-based treatment facility for up to 12 months; in-home parenting support such as parenting skills training, parent education and individual and family counseling; and support for evidence-based kinship navigator programs. The law also provides increased support for youth as they transition from foster care to adulthood.

Further, the Act modified reimbursement for out of home placements by ending federal reimbursements when children are inappropriately placed in non-family-like settings, such as group homes or congregate care facilities. The law created new procedures to ensure that placement in non-family-like (or non-home-like) settings are appropriate and meets the clinical needs of the child, and it established new protocols for frequent evaluations to ensure that placement in such a setting remains the most appropriate option. In order to be eligible for Title IV-E reimbursement, the provider must:

- Meet the requirements of a Qualified Residential Treatment Program (QRTP) that provides trauma-informed services;
- Provide prenatal, post-partum, or parenting supports for youth in foster care in a specialized setting;
- Provide a supervised setting in which youth at least 18 years of age live independently; or
- Provide high quality residential care and supportive services to children and youth who have been found to be, or are at risk of becoming, sex trafficking victims.

With the 2018 advent of child welfare reform in the State of Colorado, a great deal of work has occurred in the past 2 ½ years. State and federal legislation in 2018, 2019, and 2020 has set the stage for the next iteration of changes to the system in order to better support children and families who depend on these services. However, this work has not occurred without challenges. Changes in federal law have resulted in the potential for lost federal revenue in both Title IV-E and Medicaid. Competition for resources amongst the system's stakeholders has effectively begun to destabilize the system (once again), creating an environment in which capacity to serve children in all stages of the continuum will diminish as opposed to improve. And the "you're on your own" mindset of key decision makers concerning each stakeholder's responsibility and capacity needs has resulted in diverting the focus of reform efforts away from the children and families that the system exists to serve.

In light of the challenges that have presented themselves, following is a series of recommendations intended to:

- Further align the child welfare system and its funding with federal law;

- Build on the changes initiated with the enactment of S.B. 18-254;
- Build capacity in order to provide the services that children and families need and meet those needs sooner rather than later in order to improve outcomes and reduce costs; and,
- In the words of the S.B. 18-254 task force Outcomes and Performance Subcommittee, "create the conditions for better results over time, more focused and targeted programming, and more strategic resource allocation tied to our statewide focus on transformative results."

In order to continue moving in the direction of achieving the LONG-TERM GOAL OF IMPROVING CAPACITY ACROSS THE CHILD-WELFARE SYSTEM TO ACHIEVE SUCCESSFUL OUTCOMES FOR CHILDREN AND FAMILIES, JBC staff recommends that the Committee consider sponsoring legislation to further reform the State of Colorado's child welfare system.

Drafting such legislation will take a great deal of work and time, therefore, **staff requests permission to begin working with stakeholders to dig more deeply into each recommendation in order to appropriately modify the recommendation, determine the actual cost, and ensure that any drafted legislation encompasses the best possible policy and statutory changes.** If permission to begin the work is granted, JBC staff will present a formal recommendation for legislation (including fiscal impact and timeline for implementation) for the JBC's consideration during figure setting. A summary of the recommendation is listed below, and a brief analysis of each component can be found on subsequent pages. Please note: the recommendations described in this document are preliminary and subject to change pending stakeholder engagement. Acronyms in the summary of recommendations are defined in the later analyses.

JBC staff recommends that the proposed legislation include the following:

- Build placement and non-IMD QRTP capacity in the State by:
  1) Fully funding the provider rate increases pursuant to S.B. 18-254
     Estimated General Fund impact: $11 million General Fund (ongoing)
  2) Establishing a three year timeframe in which the daily rate for providers who meet the QRTP requirements are increased and those that do not are decreased with the intent of shifting daily rates for 16-bed QRTP facility providers to a rate that is high enough for them to hire highly qualified staff and remain solvent
  3) Establishing a three year timeframe in which the county match rate for placements in non-QRTP settings is increased annually based on a state capacity "trigger"
  4) Providing funding to support providers in transitioning to non-IMD QRTPs or to create opportunity for new providers to fill the gap
     Estimated General Fund impact: $7.0 million (one time with roll-forward authority)
  5) Establishing regions in the state and awarding grants to existing or new providers who are willing to expand 16-bed QRTP model to areas in the state that have no capacity to serve
     Cost is included in 4) above
  6) Providing funding to backfill lost Title IV-E revenue while providers transition to QRTPs
     Estimated General Fund impact: not to exceed $3.0 million per year for 2 years
  7) Providing funding to backfill lost federal Medicaid while providers reduce the number of beds in each QRTP to 16 and create a homelike setting that also meets the QRTP requirements
     Estimated General Fund impact: not to exceed $6.0 million per year for 2 years

- Require the Department to ensure that Title IV-E reimbursable programs that are supervised or administered by the Office of Early Childhood are written into the state's Title IV-E prevention

plan in order to build primary prevention and prevention capacity in the State through the expansion of existing programs or the implementation of new programs.

- Expand the S.B. 18-254 program for child welfare involved children with intellectual and developmental disabilities and require the contract providers to be CHRP waiver providers in order to maximize the opportunity to serve dually diagnosed children in the State.
  Estimated General Fund impact: $2.0 million (ongoing)

- Move facility schools out of the child welfare system and create a model in which there are partnerships between school districts so that children in QRTP settings can attend schools in a "day program" model as they live in a homelike setting while in out of home placement.
  Estimated General Fund impact: $7.0 million (one-time with roll forward authority or ongoing)

- Consolidate line items in the Division of Child Welfare budget,
  1) Initially, consolidate the Child Welfare Services and County Level Child Welfare Staffing line items
  2) If possible, include the Family and Children's Programs line item and the (Chaffee) Independent Living Program line items
  3) Change the match rate so it is consistent with the effective match rate for the two existing line items
     Estimated General Fund impact: $0-1.0 million (ongoing)

- Embed incentives into the funding model, including a larger annual percentage increase in the cost per child in the prevention and primary prevention categories of the model and the smallest annual percentage increase in the cost per child in the congregate care category; tie percentage increases to the achievement of outcomes identified by the subcommittee of the SB 254 Task Force.

- Require the use of the funding model for allocation so that each county is assured that the available block funding is consistent with the forecast need of the county.
  1) Allow for the adjustment of the allocation to each county on a pro rata basis equivalent to the percent of the total funding that is currently unappropriated in the Long Bill.
  2) Allow for adjustments in the model to compensate for counties that may appear to require a reduction in its allocation due to additional staffing allocations such that counties that are furthest away from the forecast need receive a larger percentage increase and those that are closest or over the forecast allocation receive a smaller percentage increase.
  3) Allow the CWAC to determine the annual amount to be held in reserve in order to cover over-expenditures related to: a) unanticipated costs associated with natural disasters or disaster emergencies; b) extremely high costs associated with a large increase in caseload; open cases involving IDD, medically fragile, severe mental health diagnosed children; c) lost Title IV-E revenue that results from placement in a non-QRTP setting until capacity increases to the appropriate level; and d) lost federal Medicaid funding that results from placement in a designated IMD until capacity increases to the appropriate level.

- Require the Department to annually submit a report concerning progress, cost, cost shift, etc. of each of the above components.

ANALYSIS

BUILD PLACEMENT AND NON-IMD QRTP CAPACITY IN THE STATE

Title IV-E of the Social Security Act is an open-ended federal entitlement through which states are partially reimbursed for the room-and-board and administrative costs associated with foster care and adoption services. Currently, children in the custody of county human services agencies can be placed in a variety of settings depending upon the needs of the child and availability of placement options. These options include uncertified kinship care, certified kinship care, county foster homes, group homes, group centers, foster homes administered by Child Placement Agencies (CPAs), or Residential Child Care Facilities (RCCFs). In addition, the Family First Prevention Services Act of 2018 (Family First) created the Qualified Residential Treatment Program (QRTP) defined in Section 19-1-103 (87.9), C.R.S., as "a licensed and accredited program that has a trauma-informed treatment model that is designed to address the child's or youth's needs, including clinical needs, as appropriate, of children and youth with serious emotional or behavioral disorders or disturbances." Under Family First, Title IV-E eligible placements include certified kinship, county foster homes, CPA foster homes, and RCCFs as long as they are also determined to be QRTPs.

All states must implement Family First by October 1, 2021 in order to continue receiving Title IV-E reimbursement for the placement of children in congregate care settings (CPA foster homes and RCCFs/QRTPs). During the development of the state's Family First implementation plan, stakeholders became aware of an issue concerning the "Institution for Mental Disease" (IMD) designation.

An IMD is defined as any "hospital, nursing facility, or other institution of more than 16 beds, that is primarily engaged in providing diagnosis, treatment, or care of persons with mental diseases, including medical attention, nursing care and related services." Because Family First requires QRTPs to be licensed, accredited, and have registered or licensed nursing staff and licensed clinical staff onsite and available 24 hours a day, 7 days a week, and because some of the children in such placements may have a diagnosed "mental disease," the Centers for Medicare and Medicaid Services' (CMS) considers QRTPs to be IMDs. Initially, child welfare stakeholders were concerned with ensuring that all RCCFs met the requirements of a QRTP in order to continue to receive Title IV-E reimbursement for eligible children. Unfortunately, lost Title IV-E revenue became a secondary concern when QRTPs were determined to be IMDs, because Section 1905(a)(B) of the Social Security Act includes an IMD exclusion that prohibits Medicaid "payments with respect to the care or services for any individual who has not attained age 65 years of age and who is a patient in an institution for mental diseases" except for "in-patient psychiatric hospital services for individuals under age 21."

JBC staff believes that providers in the State of Colorado should transition to meet the requirements of Family First, because providing services in a setting that meets these requirements is in the best interest of the children who need this level of care. Placements of children in congregate settings that do not meet the QRTP requirements will result in the loss of Title IV-E revenue for those placements. A recent estimate provided by the Department, indicates that lost Title IV-E revenue will be between $3 and $4 million. However, the transition of RCCFs from their current structure to QRTPs puts each provider in a position of being designated an IMD, in which case, services provided to children who might otherwise be eligible for Medicaid will no longer be, and providers will lose this revenue stream. The Department's FY 2020-21 Medicaid reappropriated funds spending authority is $13.0 million, including $6.5 million General Fund. Under current law and within the existing congregate

care structure, JBC staff estimates the loss of federal funds reimbursement to be between $3.0 and $11.5 million in FY 2021-22.

CREATE QRTPS WITH 16 OR FEWER BEDS

The solution to this funding conundrum is for congregate care providers to be QRTPs with 16 or fewer beds, in which case the placement would continue to be both Title IV-E eligible and Medicaid eligible. With the required Family First implementation date of October 1, 2021, however, there is not enough time for providers to transition to this capacity, for rates to be adjusted to a sustainable level for those providers, and for enough beds to be available in that new structure to prevent counties from having to place children out of state (at a much higher cost). Providers will need financial support to ensure sustainability while transitioning the business model. In order to support the transition of providers to non-IMD QRTPs, staff recommends a three-year timeline during which:

- The daily rate for providers who meet the QRTP requirements are increased and those that do not are decreased with the intent of shifting daily rates for 16-bed QRTP facility providers to a rate that is high enough for them to hire highly qualified staff and remain solvent;
- Funding is provided to support providers in transitioning to non-IMD QRTPs or to create opportunity for new providers to fill the gap;
- Regions are established and grants are awarded to existing or new providers that are willing to expand the 16-bed QRTP model to areas in the state that have no capacity (in order to meet the meet the "proximity" requirements related to the IMD designation)
- General Fund appropriations for Child Welfare Services are increased on a time limited basis to backfill lost Title IV-E revenue while providers transition to QRTPs; and
- General Fund appropriations are increased on a time limited basis to backfill lost federal Medicaid revenue.

The Department has received $7.72 million through the Family First Transition Act of 2019 to support the implementation of Family First. The state has until 2025 to spend the transition funds. While a portion of these funds may be allocated by the Department in a way that supports the recommendations defined above, the Department has not specifically committed transition funds toward the JBC staff recommendation. The Department's stakeholder engagement process for creating distribution guidelines is lengthy and while the funds have been received, funding has not been allocated. JBC staff is concerned that the deadline for spending the funds serves as a mechanism to delay system reform rather than an incentive to accomplish it. Staff believes that child welfare reform is moving too slowly to ensure that Colorado: 1) conforms with Family First, 2) continues to maximize the utilization of federal revenue streams, and 3) provides children with the necessary services and supports to achieve the desired health and well-being outcomes.

ENSURE COUNTIES ARE NOT PENALIZED FOR PLACEMENTS IF CAPACITY DOES NOT EXIST

There is additional concern about the impact of not addressing the QRTP/IMD conflict on county block allocations. Block allocation made to counties are capped, requiring counties to cover over-expenditures with local sources. Lost capacity in the State will lead to out of state placements. Lost federal reimbursement will lead to reduced block allocations. The S.B. 18-254 task force is required to make recommendations concerning which entity should be responsible for covering lost Title IV-E revenue that results from non-QRTP placements. This task is directly linked with statewide capacity and should not be interpreted as implying that a given county should be solely responsible for covering lost revenue, especially if there are not QRTP placements available for a child who needs that level of care. Counties should, however, be responsible for covering the lost revenue if a QRTP placement is

available and not utilized. In order to ensure that punitive policies are not established, JBC staff recommends that a three year timeframe be established during which the county match rate for placements in non-QRTP settings is increased annually based on a state capacity "trigger."

FULLY FUND THE PROVIDER RATE INCREASES REQUIRED PURSUANT TO S.B. 18-254

Since the 2017 Legislative Session, the JBC has sponsored legislation that builds capacity in order for child welfare system reform to occur without destabilizing the system. In 2017, the JBC sponsored H.B. 17-1292 (Child Welfare Provider Rates) requiring a salary survey of staff positions in CPAs and RCCFs and an actuarial analysis to establish the daily rate for congregate care placements. Section 26-5-104 (6)(g), C.R.S., states that it is the intent of the General Assembly that the rate methodology developed pursuant to H.B. 17-1292 "be fully implemented on or before June 30, 2022, through incremental rate increases established by the State Department." It further states that for FY 2019-20 through FY 2021-22, the Department is "encouraged to submit, as a part of the annual budget process, a request for increased appropriations to fund the increased rates required by the methodology." During fiscal years 2018-19 and 2019-20, the following funding has been appropriated to the Child Welfare Services line item to fund the incremental rate increases required by law:

APPROPRIATIONS PURSUANT TO SECTION 26-5-104 (6)(G), C.R.S.				
BILL	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	FEDERAL FUNDS
S.B. 18-254 (Child Welfare Reforms)	$14,583,334	$7,000,000	$2,916,667	$4,666,667
S.B. 19-114 (DHS Supplemental Bill, JBC staff-initiated recommendation)	4,908,507	2,356,084	981,701	1,570,722
S.B. 19-232 (Long Bill)	10,350,000	4,968,000	2,070,000	3,312,000
TOTAL	$29,841,841	$14,324,084	$5,968,368	$9,549,389

In FY 2020-21, no targeted rate increase was provided. The actuarial analysis and rate setting methodology indicated that $52,130,105 total funds must be added to the system by June 30, 2022 to fully fund the statutorily required rate increases. **Current law, then, requires an increased appropriation of $22,288,264 total funds, including $10,698,367 General Fund, in FY 2021-22.** The Department did not include a request for this increase in its FY 2021-22 budget request. The Department did, however, treat the FY 2020-21 provider rate reduction as one-time as opposed to ongoing and increased overall General Fund appropriations by $5.4 million in its request, an amount that would cover half of the statutorily required rate increase.

JBC staff believes that fully funding the rate increase is critical to sustaining the child welfare system as reform progresses. The actuarial analysis was based on FY 2016-17 data and has not been adjusted for inflation, therefore, even under the current economic circumstances, provider rates are lagging significantly. The most important reason, however, is that, while the daily rates for congregate care providers are increased commiserate with the increased appropriation, the funds can be used by counties to provide any eligible service to children and families, including Family First prevention services that are now eligible for Title IV-E reimbursement. Finally, an increase of $22.3 million in the Child Welfare Services line item partially addresses the shortfall indicated by the funding model required by S.B. 18-254. (For more information, see analysis for the recommendation concerning implementation of the funding model).

IF NOT ALREADY UNDERTAKEN, ADD OFFICE OF EARLY CHILDHOOD PROGRAMS TO THE STATE'S TITLE IV-E PREVENTION PLAN

As indicated above, prevention services that are identified in the federal Family First evidence-based clearinghouse are now eligible to receive Title IV-E reimbursement. Unlike out of home placements and adoptions, there is no income-eligibility for prevention service reimbursement. Reimbursement rates vary depending on the level of evidence (promising, supported, or well-supported) of each program. There are currently 19 different programs identified in the clearinghouse, at least three of which are funded through line items in the Office of Early Childhood. Ensuring that Title IV-E reimbursement is claimed for these programs provides an opportunity to: expand evidence based prevention service delivery across the State, deliver less expensive services to families, and reduce deeper penetration of children and families into the child welfare system.

EXPAND THE S.B. 18-254 PROGRAM FOR CHILDREN WITH INTELLECTUAL AND DEVELOPMENTAL DISABILITIES

Section 26-5-102 (3), C.R.S., required the Department to establish a program to serve children and youth with intellectual and developmental disabilities (IDD) who are placed in an out of home setting by county departments of human or social services. Counties are not required to pay a match for these placements and the Department determines eligibility for placement. Funding was provided for 10 beds at a contracted facility. Currently, 10 children are receiving services from the contracted provider. In FY 2019-20, 37 children in out of home placement were placed out of state, 6 of whom were identified as needing specialized services. In the first half of this fiscal year, 41 children have been placed out of state, of whom 13 are identified as needing specialized services. The data provided by the Department as of the writing of this document does not identify the types of specialized care required by the children, but historically, in-state capacity to serve children with IDD has been significantly less than required. Counties that are required to utilize out of state placement options must often pay two to three times the daily rate than the in-state daily rate of $620-$700 per day.

In addition to sponsoring S.B. 18-254 during the 2018 Legislative Session, the JBC sponsored H.B. 18-1328 (Redesign Residential Child Health Care Waiver) that moved administration of the Children's Habilitation Residential Program (CHRP) waiver for dually diagnosed children with severe behavioral health needs and IDD to the Department of Health Care Policy and Financing (HCPF) and expanded the program to include both children who are in out of home placement and children who are at risk of child welfare involvement. Increased enrollment has yet to be realized as the waiver amendment was just recently approved by CMS. Further, the daily rate for non-child welfare involved placements was just over $200 per day. During FY 2020-21 figure setting/budget balancing, the JBC approved the recommended rate increase up to $700 per day for the highest needs dually diagnosed children who qualify for the CHRP waiver. HCPF anticipates CMS approval of the waiver's amendment to be completed in January. The newly established CHRP waiver daily rate combined with an increase in the number of beds in the child welfare program will provide opportunities for additional children with IDD to be served by in-state providers regardless of whether or not they are in out of home placement through a child welfare agency.

MOVE FACILITY SCHOOLS OUT OF THE CHILD WELFARE SYSTEM AND CREATE A MODEL IN WHICH THE SCHOOLS ARE ADMINISTERED BY SCHOOL DISTRICTS IN ORDER TO BUILD EDUCATIONAL CAPACITY FOR CHILDREN IN OUT OF HOME PLACEMENT OR DAY PROGRAMS

Facility schools are residential, day treatment and hospital programs that are approved by the Colorado Department of Education (CDE) to receive school finance funding, hire their own teachers and provide educational services to the students placed with them by a public agency. According to CDE's

website, on average there are approximately 6,000 placements made per year in facility schools. Student placements come from eight types of public agencies, including 80 of the State's school districts, and program types include residential, day treatment, and hospitals. Some facility schools exist on the campuses of and are operated by RCCFs. An unintended consequence of the reduction in congregate care placements has been the closure of facility schools when an RCCF goes out of business. The subsequent result is that school districts and other agencies are finding it necessary to place children with out of state providers for educational purposes – at a much higher cost to the school district and other agencies than in-state placements.

Changing the congregate care portion of the child welfare system by creating non-IMD QRTPs will further reduce the capacity of facility schools in the State. Opportunities for specialized education for high risk/needs students should not be dependent upon the structure of the child welfare system; and while it was reasonable in the past for RCCFs to house facility schools, this is no longer the case. In order to ensure that child welfare reform does not negatively affect facility schools and students' opportunity to access educational services in their home state, it is necessary to create a different facility school structure. JBC staff recommends that partnerships between school districts be developed in order for facility schools to be administered within the educational system as opposed to the child welfare system. Under the new structure, children placed in QRTPs could be enrolled in and receive educational services through the school districts that are partnering to administer the facility school. Because the development, implementation, and fiscal analysis of such an opportunity is complex, working with CDE and school districts will be necessary. Staff requests permission to do so and will provide additional data and estimated costs at figure setting.

CONSOLIDATE LINE ITEMS IN THE DIVISION OF CHILD WELFARE BUDGET

Counties receive block allocations to fund county staff and child welfare related administrative and support functions from appropriations in two Long Bill line items. The line items include the Child Welfare Services line item from which the Child Welfare Block Grant is allocated, and the County Level Child Welfare Staffing line item from which the Staffing Block Grant is allocated. The formula for allocation of funds from each line item is developed by the Department with the input of the Child Welfare Allocations Committee. While the Child Welfare Block Grant allocation can be used for child welfare related administrative and staffing costs regardless of the position creation date, support functions, and services, the Staffing Block Grant may only be used to fund specific child welfare positions created in a county on or after January 1, 2015. The purpose of this specificity was to ensure that the gap in county staffing identified in the 2014 Child Welfare Workload Study was addressed and that ongoing monitoring of county level staffing occurred.

CHILD WELFARE BLOCK (CHILD WELFARE SERVICES LINE ITEM)

Funds in the Child Welfare Services line item are allocated to counties as the Child Welfare Block established by S.B. 97-218. These funds provide the primary source of funding for counties to administer child welfare programs and deliver associated services to children and families. This line item appropriation provides funding for the following: county administration of child welfare related activities, including employee compensation; out-of-home care; and other necessary and appropriate services for children and families. Pursuant to Section 26-5-104 (4)(a), C.R.S., county departments are authorized to use this allocation to provide child welfare services without categorical restriction. Through the Child Welfare Services line item, county departments of human and social services are reimbursed for 80.0 percent of related expenses, up to the amount available for each county's allocation. The FY 2020-21 appropriation to the Child Welfare Services line item is $353.6 million total funds, including $177.0 million General Fund.

S.B. 15-242 STAFFING BLOCK GRANT (COUNTY LEVEL CHILD WELFARE STAFFING LINE ITEM)
During the 2015 legislative session, the Joint Budget Committee sponsored S.B. 15-242 to increase the funding allocated to counties specifically for the purpose of increasing the number of child welfare case worker, case aide and supervisor positions across the State. New positions funded through this allocation must be created after January 1, 2015. This source of funding may not be used to provide direct services of any kind. Any existing county level child welfare FTE are to continue to be funded through the Child Welfare Block Grant allocation. Counties are not required to accept an allocation from the Staffing Block grant, but those that do are required to provide a 10.0 percent match to the allocated State and federal funds. If a county qualifies for tier 1 or tier 2 of County Tax Base Relief, however, no county match is required. The FY 2020-21 appropriation to the Staffing line item is $26.5 million total funds, including $19.3 million General Fund.

The table below provides a comparison of the two block grants through which child welfare case aide, case worker, and supervisor positions can be funded.

CHILD WELFARE COUNTY BLOCK ALLOCATION LINE ITEM/STATUTORY COMPARISON		
	COUNTY LEVEL CHILD WELFARE STAFFING (S.B. 15-242)	CHILD WELFARE SERVICES (CHILD WELFARE BLOCK) SECTION 26-5-101 THROUGH 105, C.R.S.
PURPOSE		
	• Increase the number of county child welfare employee positions	• Promote health, safety and well-being of children • Promote best interest of the child • Reduce risk of future maltreatment • Avoid unnecessary placement of children in foster care • Facilitate speedy reunification of parents with children • Ensure there is no discrimination when placing children
FUNDS USE		
Staffing	• Funds new child welfare positions created as of January 1, 2015 • Supervisors • Case workers • Case aides	• Funds new and existing child welfare positions • Management • Supervisors • Case workers • Case aides • Other staff
Non case related activities	n/a	• Administration and support functions • Operational expenses associated with child welfare services
COUNTY ALLOCATION	• Allocation formula developed Department with input from Child Welfare Allocations Committee	• Allocation formula developed Department with input from Child Welfare Allocations Committee
COUNTY MATCH RATE	• County match rate of 10.0% unless the county qualifies for tier 1 or tier 2 of County Tax Base Relief	• County match rate of 20.0% for eligible services
UNEXPENDED FUNDS	• Unexpended funds are reverted to General Fund	• During the county close-out process under expenditures may be transferred to County Level Child Welfare Staffing line item to cover over-expenditures in Staffing Block
OTHER	• Caseload study to determine appropriate worker to case ratio (funding is reflected in a separate line item)	n/a

CHALLENGES WITH S.B. 15-242 PROVISIONS
While the targeted funding allocated to counties with the enactment of S.B. 15-242 has been successful, it has not been without its challenges. Establishing a position creation date of January 1,

2015 or later was intended to create a start date for collecting data on county staffing levels and ensure that new positions were actually created. It also provided a boundary intended to prevent counties from shifting the funding of existing positions from an allocation with a 20 percent match to an allocation with a 10 percent match. As a result, the overall numbers of county child welfare case aides, case workers, and supervisors have increased since FY 2015-16. Unfortunately, three challenges with the language of S.B. 15-242 have been identified:

- Small or medium sized counties that hired just prior to January 1, 2015 were unable to use the Staffing allocation to fund difficult to fill positions and are not able to benefit from the decreased county match rate provided by this source of funding.
- Increasing personnel costs in all counties have resulted in a greater impact on the Child Welfare Block allocation, including
  - Increasing the amount of funding necessary for administrative costs and reducing the amount available for services; or
  - Maintaining a static service level and leaving staff positions funded through the Child Welfare Block allocation vacant.
- Allocation of the Staffing Block through a caseload to caseworker ratio model is skewed toward counties with higher degrees of capacity, penalizing small and medium sized counties whose workloads are negatively impacted by a lack of services and providers.

In order to address the challenges faced by counties as a result of the strict provisions in S.B. 15-242 and ensure that the overall county match does not increase as a result, JBC staff recommends that the provisions of S.B. 15-242 be repealed and that the County Level Child Welfare Staffing line item be collapsed into the Child Welfare Services line item. Doing so would require a change in the county match rate for child welfare services from 20.0 percent to 18.5 percent. The fiscal impact of such legislation is provided below.

Currently, the Long Bill appropriation to the Child Welfare Services line item reflects a match rate of approximately 19.4 percent, and the County Staffing line item reflects a match rate of approximately 10.1 percent.

FY 2020-21 Long Bill Appropriations Under Current Law (excluding Reappropriated Funds)				
Line Item	Total Funds	General Fund	Cash Funds	Federal Funds
Child Welfare Services	$340,636,785	$176,963,771	$66,020,062	$97,652,952
Percent of total		52.0%	19.4%	28.7%
County Level Staffing	27,246,342	19,837,670	2,743,528	4,665,144
Percent of total		72.8%	10.1%	17.1%
Total Current Appropriation (2 line items)	$367,115,664	$196,239,239	$68,686,655	$102,189,770
Effective Match Rate		53.5%	18.7%	27.8%

Collapsing the County Staffing line item with the Child Welfare Services line item, results in a combined match rate of approximately 18.7 percent. In order to ensure that County Tax Base Relief Counties are not negatively impacted by the change in match rate, JBC staff recommends a new match rate for the Child Welfare Block of 18.5 percent. This adjustment would require an increased General Fund appropriation of $576,934 General Fund and a corresponding decrease in cash funds.

EMBED INCENTIVES INTO THE FUNDING MODEL

Pursuant to Section 26-5-105.8 (1)(b), C.R.S., the S.B. 18-254 task force is required to "develop a method through which to incentivize counties for the provision of services and placements that are based on the needs of the child or youth…" JBC staff has not yet received the recommendations from the task force and will incorporate those recommendations in her figure setting presentation. Until then, however, JBC staff suggests that one means through which incentives can be embedded in the funding model is to provide a larger annual percentage increase in the cost per child in the category of the model that includes prevention and primary prevention services and a smaller annual percentage increase in the cost per child in categories that include the congregate care services. Regardless of the incentives, however, incentives should be tied directly to the realization of improved outcomes by children and families. JBC staff recommends that a deadline of December 31, 2021 for embedding incentives and integrating outcomes into the model be added to statute in order to encourage the task force to accomplish those tasks for which it is legally responsible.

REQUIRE THE USE OF THE FUNDING MODEL FOR ALLOCATION

Pursuant to Section 26-5-103.5 (7)(a), C.R.S., beginning with state fiscal year 2018-19, and every three years thereafter, the Department is required to contract with an outside entity to develop a funding model to forecast the cost of doing business in the child welfare system. The outside entity was required to eliminate the conflict of interest that exists when representatives of stakeholder groups that receive funding through allocation or contract are involved in making funding decisions. The model is required to be used to inform the Child Welfare Allocation Committee, the General Assembly, the Governor, and the Department of the appropriate level of funding required to fully meet all state and federal requirements concerning the comprehensive delivery of child welfare services, as defined in section 26-5-101 (3), C.R.S. This funding model must take into consideration workload; demographic data, including poverty statistics; and state and local economic drivers that may influence the delivery of services. The first iteration of the funding model was made available during the summer of 2020. The 2014 workload study is embedded in the model.

As instructed, the contractor, BerryDunn, created a model through which to forecast the needs of each county based on the average cost per child (including staff costs) in designated county cohorts and the forecast caseload for each service category. The cost per child was determined through the analysis of prior county expenditures in the following programs and budgetary line items:

- Chafee (Independent Living Programs)
- Child Welfare Block Grant (Child Welfare Services)
- Child Welfare Case Services (Child Welfare Services)
- Children's Habilitation Residential Program (Transferred to HCPF)
- Child Care Assistance Program Support
- Child Care Assistance Program
- Core Services (Family and Children's Programs)
- Every Student Succeeds Act (Child Welfare Services)
- Fee for Services/Psychiatric Residential Treatment Facilities (Child Welfare Services)
- Out-of-Home (Child Welfare Services)
- Pathways (Independent Living Programs)
- Promoting Safe and Stable Families
- Relative Guardianship Adoption Program (Adoption and Relative Guardianship Assistance)
- SB-242 (County Level Child Welfare Staffing)

- Therapeutic Residential Child Care Facility (Child Welfare Services)
- IV-E Waiver: This program no longer exists

As the table below indicates, the total funding necessary to fully fund the child welfare system as of August 2020 is $506.6 million total funds. The FY 2020-21 appropriation for all line items identified above, excluding appropriations to line items in the Office of Early Childhood, total $479.0 million total funds. Line items appropriated in the Office of Early Childhood include the two Child Care Assistance Program line items and the Promoting Safe and Stable Families line item. Because those programs also support non-child welfare involved children, only a portion of the appropriation can be attributed to child welfare. The Department estimates that the total appropriations to line items that fund child welfare services, after adjustments for unearned federal reimbursements is approximately $44.0 million total funds less than what the funding model indicates is needed. Fully funding the provider rates required by S.B. 18-254 will reduce that number to $21.7 million total funds.

County	Funding Levels							
County	Staff Costs	Core Services	OOH Services	Adoption	Administrative Costs	Subtotal	Performance Bonus	Total
El Paso	$31,841,807	$5,303,883	$16,829,064	$6,385,560	$11,143,669	$71,503,984	$1,397,008	$72,900,992
Arapahoe	$26,003,007	$4,465,087	$11,387,717	$4,885,297	$3,333,711	$50,074,819	$1,534,914	$51,609,733
Denver	$37,235,884	$4,908,647	$14,079,193	$7,863,871	$8,257,651	$72,345,246	$1,311,709	$73,656,956
Adams	$25,656,899	$4,458,888	$12,181,444	$5,022,927	$3,617,438	$50,937,596	$1,803,660	$52,741,256
Jefferson	$18,120,076	$3,674,519	$9,015,910	$3,765,698	$5,112,687	$39,688,890	$965,081	$40,653,971
Douglas	$6,255,791	$1,813,577	$3,264,722	$484,884	$521,000	$12,339,974	$272,988	$12,612,962
Weld	$16,943,484	$2,691,631	$6,940,370	$1,868,391	$2,484,149	$30,928,026	$666,342	$31,594,367
Larimer	$16,417,430	$2,715,084	$3,098,915	$439,811	$3,823,659	$26,494,900	$967,529	$27,462,429
Boulder	$13,060,798	$1,288,056	$3,272,297	$1,266,342	$1,537,598	$20,425,090	$391,770	$20,816,860
Pueblo	$8,577,887	$1,377,469	$3,104,553	$2,523,828	$1,244,129	$16,827,866	$604,195	$17,432,061
Mesa	$7,201,375	$1,966,420	$7,163,196	$3,568,309	$1,484,826	$21,384,126	$362,766	$21,746,892
Broomfield	$2,282,234	$245,393	$666,792	$105,112	$131,986	$3,431,517	$57,398	$3,488,914
Garfield	$3,554,156	$235,435	$543,508	$142,067	$182,320	$4,657,487	$219,466	$4,876,953
Eagle	$1,726,992	$205,634	$57,871	$64,775	$96,364	$2,151,636	$139,879	$2,291,515
La Plata	$1,977,649	$548,126	$500,807	$224,020	$319,924	$3,570,527	$144,334	$3,714,861
Montrose	$1,718,374	$439,711	$1,392,871	$673,561	$282,225	$4,506,743	$101,795	$4,608,538
Fremont	$2,915,951	$388,749	$1,975,681	$695,732	$230,670	$6,206,783	$95,690	$6,302,474
Morgan	$1,915,039	$267,892	$806,056	$426,606	$249,487	$3,665,079	$80,595	$3,745,674
Delta	$953,108	$494,139	$1,414,393	$468,078	$117,347	$3,447,064	$81,210	$3,528,275
Montezuma	$1,132,406	$211,124	$340,741	$164,334	$257,004	$2,105,610	$107,563	$2,213,173
Elbert	$623,171	$238,929	$419,354	$108,381	$47,299	$1,437,135	$35,625	$1,472,760
Summit	$752,450	$122,659	$164,173	$5,749	$36,678	$1,081,709	$63,654	$1,145,364
Routt	$821,502	$241,361	$46,768	$30,304	$84,515	$1,224,450	$39,124	$1,263,574
Logan	$1,909,551	$311,275	$1,366,476	$444,612	$230,120	$4,262,035	$44,436	$4,306,470
Teller	$1,178,184	$132,297	$326,554	$261,722	$255,160	$2,153,916	$37,990	$2,191,906
Chaffee	$1,470,525	$40,206	$551,998	$147,443	$129,100	$2,339,273	$44,293	$2,383,566
Otero	$947,679	$235,033	$702,055	$316,982	$186,741	$2,388,489	$64,360	$2,452,849
Alamosa	$1,603,127	$349,250	$1,674,865	$385,163	$335,569	$4,347,974	$38,643	$4,386,617
Moffat	$880,547	$94,941	$445,626	$104,629	$48,270	$1,574,012	$59,817	$1,633,829
Prowers	$895,657	$54,901	$275,496	$40,263	$187,982	$1,454,300	$42,240	$1,496,539
Park	$618,658	$57,063	$313,861	$53,880	$86,168	$1,129,630	$31,401	$1,161,030
Gunnison	$807,010	$40,281	$101,236	$32,165	$131,412	$1,112,103	$29,901	$1,142,004
Pitkin	$527,678	$43,752	$63,329	$0	$39,772	$674,531	$38,381	$712,912
Yuma	$483,716	$95,439	$304,409	$40,567	$54,226	$978,356	$50,206	$1,028,562
Grand	$506,613	$101,103	$141,440	$51,024	$76,951	$877,131	$35,612	$912,743
Rio Grande	$689,871	$150,104	$670,801	$166,049	$155,454	$1,832,280	$24,842	$1,857,122
Las Animas	$762,535	$1,843	$570,662	$343,477	$151,435	$1,829,952	$34,787	$1,864,739
Conejos	$414,710	$165,114	$334,744	$29,671	$66,608	$1,010,846	$44,759	$1,055,606
Archuleta	$598,931	$258,948	$7,032	$87,111	$49,698	$1,001,718	$21,572	$1,023,291
Kit Carson	$431,517	$120,068	$69,465	$48,022	$65,758	$734,830	$46,670	$781,500
Rio Blanco	$599,922	$57,779	$287,444	$43,002	$84,650	$1,072,797	$18,628	$1,091,425
Clear Creek	$810,831	$116,331	$388,315	$160,493	$64,515	$1,540,485	$15,358	$1,555,843
San Miguel	$232,765	$54,124	$121,993	$9,052	$31,063	$448,997	$12,084	$461,081
Saguache	$499,002	$37,427	$177,249	$70,741	$104,474	$888,894	$29,681	$918,575
Lake	$512,533	$43,011	$21,487	$36,669	$98,947	$712,647	$17,492	$730,140
Huerfano	$613,487	$57,374	$679,132	$74,730	$97,662	$1,522,384	$8,728	$1,531,112
Gilpin	$435,441	$108,641	$41,891	$83,746	$43,680	$713,398	$5,501	$718,899
Phillips	$223,999	$235	$74,465	$26,996	$31,226	$356,922	$34,853	$391,774
Lincoln	$680,218	$215,582	$317,019	$183,758	$60,924	$1,457,501	$19,992	$1,477,493
Washington	$336,255	$63,134	$56,358	$40,745	$70,851	$567,343	$13,639	$580,982
Bent	$391,794	$77,171	$142,704	$17,264	$72,539	$701,472	$16,234	$717,707
Dolores	$140,556	$2,722	$12,818	$13,245	$33,527	$202,868	$27,314	$230,182
Crowley	$312,390	$76,627	$261,245	$52,456	$110,477	$813,194	$34,240	$847,433
Baca	$205,644	$1,124	$26,068	$0	$30,031	$262,866	$11,917	$274,784
Ouray	$149,178	$20,690	$25,135	$0	$25,590	$220,592	$20,331	$240,923
Costilla	$299,862	$114,669	$607,136	$11,064	$207,748	$1,240,478	$15,431	$1,255,909
Cheyenne	$84,670	$8,648	$4,727	$4,745	$15,478	$118,268	$15,382	$133,650
Sedgwick	$162,880	$109	$24,043	$8,064	$11,706	$206,802	$5,707	$212,508
Kiowa	$232,207	$56,118	$67,891	$51,509	$21,267	$428,993	$8,316	$437,309
Custer	$214,744	$0	$180,205	$0	$30,841	$425,790	$6,824	$432,614
Jackson	$0	$7,201	$0	$3,192	$16,311	$26,704	$5,222	$31,926
Hinsdale	$0	$1,984	$34,684	$0	$567	$37,235	$6,460	$43,695
Mineral	$0	$0	$22,755	$0	$1,519	$24,274	$2,019	$26,293
San Juan	$0	$0	$0	$0	$26,510	$26,510	$1,232	$27,741
Total	**$249,552,356**	**$41,674,732**	**$110,161,209**	**$44,627,884**	**$48,138,865**	**$494,155,046**	**$12,486,791**	**$506,641,837**

The Department indicates that a subgroup of the Child Welfare Allocations Committee (CWAC) has been formed to review the BerryDunn funding model in order to better understand it and to discuss alternative assumptions and/or methodologies. The Department further indicates that any decision made by its members concerning modifications to the model could affect the calculations. JBC staff is very concerned about this, given that Section 26-5-103.5 (7), C.R.S., clearly states that the funding model "must be informed by the recommendations of the delivery of child welfare services (S.B. 18-254) task force" and, in order to avoid a conflict of interest, does not allow for modifications to the model based on input from the CWAC. Statute clearly states that the CWAC is provide input on the evaluation of the funding model and that the model "must be used to inform the committee….. of the appropriate level of funding required to fully meet all state and federal requirements concerning the delivery of child welfare services…" JBC staff believes that recommendations of the subgroup should be referred to the task force for consideration before any modifications to the funding model are made.

Because the BerryDunn funding model is built based on a cost per child in given categories of service for a forecast number of children per county, JBC staff believes it should be used as the foundation for allocating funds to counties. Historically, allocation formulas have been based on county expenditures allowing for counties that over spend to increase their allocation over time, while counties that underspend realize a potential loss of funding. This allocation methodology has a negative impact of child welfare service delivery and exacerbates the existing internal competition for resources. JBC staff does not believe it is in the best interest of children and families, providers, or even counties, for this type of competition to continue.

JBC staff recommends that an element of flexibility be maintained and therefore further recommends that the language be included in the bill draft that:

- Allows for the adjustment of the allocation to each county on a pro rata basis equivalent to the percent of the total funding that is currently unappropriated in the Long Bill (in line items identified above).
- Allows for adjustments in the allocation to compensate for counties that may appear to require a reduction in allocation such that counties that are furthest away from the forecast receive a larger percentage increase and those that are closest or over the forecast allocation receive a smaller percentage increase.
- Allow the CWAC to determine the annual amount to be held in reserve in order to cover over-expenditures related to: a) unanticipated costs associated with natural disasters or disaster emergencies; b) extremely high costs associated with a large increase in caseload; or open cases involving IDD, medically fragile, severe mental health diagnosed children; c) lost Title IV-E revenue that results from placement in a non-QRTP setting until capacity increases to the appropriate level; and d) lost federal Medicaid funding that results from placement in a designated IMD until capacity increases to the appropriate level.

This method for calculating allocations will remain within the capped allocation requirements in statute, and the county close-out process will not need to be modified.

REQUIRE IN STATUTE THAT THE DEPARTMENT SUBMIT A REPORT CONCERNING PROGRESS, COST, COST SHIFT, ETC. OF EACH OF THE ABOVE RECOMMENDATIONS.

If the final recommendations concerning child welfare reform result in the drafting of legislation, JBC staff recommends that the Department be required to submit periodic reports on those items included in the legislation.

ISSUE: RURAL INTERPRETING SERVICES PROJECT

The Rural Interpreting Services Project was created through a Joint Budget Committee (JBC) action during the FY 2018-19 budget process. During FY 2020-21 figure setting, the JBC approved the continuation of the program on an ongoing basis. Its intent is to increase access to American Sign Language/English interpreting services in rural areas of the State for individuals who are deaf, hard of hearing, and deafblind.

SUMMARY

During the FY 2018-19 budget process, the Joint Budget Committee (Committee) approved funding from the Telephone Users with Disabilities Fund (TUDF) for a two-year pilot to: 1) provide American Sign Language/English interpreting services in rural areas; 2) provide grants for initial and advanced interpreter training to increase the number of qualified interpreters in rural communities; and 3) to conduct outreach to those who need services and those who may be able to provide such services. In response to the success of the project, during FY 2020-21 figure setting the JBC approved ongoing funding for the project.

RECOMMENDATION

While the JBC approved funding for the program in FY 2020-21 and beyond, JBC Staff recommends that the Committee consider formalizing the Rural Interpreting Services Project by sponsoring legislation to create the program in statute with continued funding through the Telephone Users with Disabilities Fund (TUDF). In addition, staff recommends that the legislation include an exemption from the 16.5 percent limit for the TUDF. During the FY 2020-21 figure setting process, the JBC had approved the drafting of this legislation and the bill draft was finalized. JBC staff recommends that the JBC consider adding this legislation to its list of potential legislation for consideration during the 2021 Legislative Session.

DISCUSSION

The Rural Interpreting Services Project (RISP) was a two-year pilot created through a Joint Budget Committee (Committee) decision during the FY 2018-19 budget process. Due to the success of the program, beginning in FY 2020-21, $700,000 cash funds spending authority from the Telephone Users with Disabilities Fund (TUDF) is provided on an ongoing basis for the continuation of the program. Funding is used for the following purposes:

1. To provide American Sign Language (ASL)/English interpreting services in locations outside of the Front Range ($440,000);
2. To provide initial and advanced interpreter training to increase the number of qualified interpreters in rural communities ($200,000); and
3. Conduct outreach to those who need service and those who may be able to provide such service ($60,000).

The Colorado Commission for the Deaf, Hard of Hearing, and DeafBlind (Commission) is responsible for implementing the program and has defined "rural" in terms of the level of community access to ASL/English interpreters. As such, the RISP pilot area includes all regions of the State outside of the Front Range, including Grand Junction and Pueblo.

AMERICAN SIGN LANGUAGE/ENGLISH INTERPRETING SERVICES

Over the course of 27 months, RISP received a total of 2,172 interpreting requests. A total of 38 counties have participated in the program, with the largest number of requests occurring in Mesa (770), Summit (260), and Alamosa (235) counties. Interpreting services requests declined beginning in March of 2020 as a result of the COVID-19 disaster emergency. In order to continue to meet the need of the deaf, hard of hearing, and deafblind community, RISP added remote interpreting as an option for consumers in order to maintain social distancing. The RISP currently has 35 sign language interpreting agencies and independent contractors providing certified ALS/English interpreting services who have provided services in the following settings:

TYPE OF REQUEST	NUMBER
COVID-19 information	30
Dentist	86
Employment-related	204
Event	51
Government-related	49
Law enforcement: police, sheriff, or state patrol	7
Legal-related (attorney-client, municipal court)	62
Medical	869
Meeting	195
Mental health	128
Other	52
Presentation	49
School-related	44
Training	68
Stand-by	43
TOTAL	1,937*

*This number excludes 235 unidentified request types.

Of the 1,937 requests identified in the table above, 1,364 were filled, 357 cancelled, and 207 (10.7 percent) were not able to be filled due to the lack of an available interpreter. Interpreters are scheduled by submitting a request to the RISP office or by contacting a RISP interpreter directly who will then notify the Commission that the request has been made.

INTERPRETER TRAINING

The Americans with Disabilities Act of 1990 prohibits instances of discrimination because of a person's disability. The Act states that "no individual shall be discriminated against on the basis of disability in the full and equal enjoyment of the goods, services, facilities, privileges, advantages, or accommodations of any place of public accommodation by any person who owns, leases (or leases to), or operates a place of public accommodation." Discrimination can include the failure by the person who owns, leases, or operates such a place to take the necessary steps to ensure that "no individual with a disability is excluded, denied services, segregated or otherwise treated differently than other individuals because of the absence of auxiliary aids and services." According to the law, "auxiliary aids and services" includes qualified interpreters or other effective methods of "making aurally delivered materials available to individuals with hearing impairments."

The federal Act is clear that it is the responsibility of the location in which the services are provided to ensure the availability of effective communication methods for individuals with hearing impairments, including medical, legal, law enforcement, educational, and employment settings. In rural areas of the State, the lack of qualified interpreters presents a challenge to service providers and an even greater challenge to the hearing impaired. In order to address the gap in these services, the

Commission has partnered with the University of Northern Colorado (UNC) American Sign Language Interpreting Studies (ASLIS) program to coordinate and implement a RISP Readiness Training Program to provide a series of online courses to assist current practitioners who are not yet certified. Additionally, the RISP offered scholarships to current junior and senior students in the ASLIS program wishing to pursue community sign language interpreting. The Department reports the following:

- RISP Scholarships: three ASLIS community interpreting students (two seniors and one junior) were awarded RISP Scholarships ($12,000/year) during the first two years of the pilot. The senior RISP Scholars have finished their fourth year and will begin their RISP apprenticeships this fall. The third RISP Scholar is now in his senior year.

- RISP Certification Readiness Training ("CRT"): this ASLIS online training program targeted people with ASL-English proficiency interested in becoming certified in community interpreting. Although the CRT was originally designed as a 15-month course (August 2019 to October 2020), it had to be condensed to 11 months in order to conclude on June 30, 2020, due to uncertainty around continued funding. Seventeen CRT participants graduated from the six-course program in June 2020. These participants will start their RISP apprenticeships this fall, which will allow them to obtain up to 40 hours of hands-on interpreting experience; receive interpreter certification exam preparation; and receive financial assistance in paying for interpreter certification examinations. Ten certified sign language interpreters have agreed to serve as supervising mentors for the RISP apprentices, and will receive supervising mentor training starting in November 2020. The hands-on phase of the apprenticeships will begin in January 2021, with the Commission and ASLIS staff working together to schedule RISP apprentices on RISP assignments where appropriate.

In addition, the RISP provided training, mentoring and hands-on experiences to a cohort of five deaf individuals seeking to become Certified Deaf Interpreters (CDIs) during the first two years of the pilot. (Note that a Certified Deaf Interpreter, or "CDI," is a person who is deaf or hard of hearing and has been certified by the Registry of Interpreters for the Deaf (RID) as having native or near-native fluency in ASL and is skilled in matching language needs in acting as an intermediary between hearing interpreters and deaf consumers). Five participants completed 40 hours of training at Gallaudet University and three of the five participants completed additional RISP-sponsored training activities by June 2020. The RISP plans to offer additional CDI training opportunities during the third year. If possible such training will be done face-to-face in spring 2021; if not, remote training will be offered. Instead of sending participants to Gallaudet University for training, the goal is to hire a trainer to provide training in-state to interested individuals.

OUTREACH

A portion of the funding for this program is for 1.0 FTE to conduct outreach for RISP in order to educate members of rural communities. This communications specialist will have expertise in the deaf, hard of hearing, and deafblind communities and will continue to develop educational and outreach materials, organize and facilitate town hall meetings, publicize the availability of the program, and improve the RISP website. The anticipated hire date for this position is January 2021.

Appendix A: Numbers Pages

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
DEPARTMENT OF HUMAN SERVICES **Michelle Barnes, Executive Director**					
(5) DIVISION OF CHILD WELFARE					
Administration	5,821,702	6,827,188	6,776,580	7,705,170	*
FTE	61.9	69.2	64.2	68.1	
General Fund	5,755,891	5,668,803	5,719,001	6,600,664	
Cash Funds	0	0	0	0	
Reappropriated Funds	65,811	57,358	65,019	65,019	
Federal Funds	0	1,101,027	992,560	1,039,487	
Continuous Quality Improvement	472,981	468,049	504,178	504,178	
FTE	6.0	6.0	6.0	6.0	
General Fund	472,981	468,049	426,288	426,288	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	77,890	77,890	
Training	4,036,841	6,248,329	6,797,102	6,797,102	
FTE	7.0	7.0	7.0	7.0	
General Fund	2,086,652	4,209,254	3,686,370	3,686,370	
Cash Funds	52,162	0	61,224	61,224	
Reappropriated Funds	0	0	0	0	
Federal Funds	1,898,027	2,039,075	3,049,508	3,049,508	

* Indicates a decision item

Appendix A: Numbers Pages

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Foster and Adoptive Parent Recruitment, Training, and Support	616,153	1,245,581	1,517,339	1,487,934	*
FTE	0.0	2.0	1.0	1.0	
General Fund	156,404	1,030,965	1,139,111	1,096,486	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	459,749	214,616	378,228	391,448	
Adoption and Relative Guardianship Assistance	46,599,963	43,572,663	40,912,320	41,325,576	
General Fund	21,880,967	21,494,474	22,145,578	22,369,271	
Cash Funds	9,319,993	4,357,266	4,124,433	4,166,094	
Reappropriated Funds	0	0	0	0	
Federal Funds	15,399,003	17,720,923	14,642,309	14,790,211	
Child Welfare Services	350,709,973	336,133,793	353,614,720	357,154,929	*
General Fund	201,640,007	183,472,083	176,963,771	180,194,625	
Cash Funds	68,223,089	67,226,759	66,020,062	55,344,525	
Reappropriated Funds	0	0	12,977,935	13,097,360	
Federal Funds	80,846,877	85,434,951	97,652,952	108,518,419	
County Level Child Welfare Staffing	21,199,094	26,206,650	26,478,879	26,746,342	
General Fund	15,450,639	19,837,670	19,275,468	19,470,170	
Cash Funds	2,138,616	2,620,665	2,666,593	2,693,528	
Reappropriated Funds	0	0	0	0	
Federal Funds	3,609,839	3,748,315	4,536,818	4,582,644	

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Permanency Services	232,500	183,419	232,500	232,500	
General Fund	232,500	183,419	232,500	232,500	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Residential Placements for Children with Intellectual and Developmental Disabilities	1,118,317	2,364,455	2,343,060	2,366,727	
FTE	0.0	1.0	1.0	1.0	
General Fund	1,101,447	2,333,660	2,325,824	2,349,317	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	16,870	30,795	17,236	17,410	
Child Welfare Prevention and Intervention Services	0	9,358,038	598,953	598,953	
General Fund	0	0	0	0	
Cash Funds	0	0	598,953	598,953	
Reappropriated Funds	0	9,358,038	0	0	
Federal Funds	0	0	0	0	
Child Welfare Legal Representation	0	0	6,009,940	6,009,940	
Cash Funds	0	0	6,009,940	6,009,940	
Family and Children's Programs	60,448,767	60,997,994	55,302,123	55,860,731	
General Fund	43,627,121	44,497,811	46,542,880	47,013,010	
Cash Funds	12,089,899	12,199,599	5,781,763	5,840,165	
Reappropriated Funds	0	0	0	0	
Federal Funds	4,731,747	4,300,584	2,977,480	3,007,556	

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Performance-based Collaborative Management Incentives	4,452,709	4,287,971	4,500,000	3,750,000	*
General Fund	1,500,000	1,500,000	1,500,000	750,000	
Cash Funds	2,952,709	2,787,971	3,000,000	3,000,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Collaborative Management Program Administration and Evaluation	369,013	372,979	356,476	356,476	
FTE	1.5	1.5	1.5	1.5	
General Fund	369,013	372,979	356,476	356,476	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Independent Living Programs	2,216,147	2,686,484	2,681,756	2,681,756	*
FTE	4.0	4.0	4.0	4.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	2,216,147	2,686,484	2,681,756	2,681,756	
Federal Child Abuse Prevention and Treatment Act Grant	1,116,637	704,075	477,600	477,600	
FTE	3.0	3.0	3.0	3.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	1,116,637	704,075	477,600	477,600	

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Hotline for Child Abuse and Neglect	3,269,632	2,139,583	3,425,372	3,425,372	
FTE	6.0	6.0	6.0	6.0	
General Fund	3,269,632	2,064,833	3,373,645	3,373,645	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	74,750	51,727	51,727	
Public Awareness Campaign for Child Welfare	1,020,117	967,776	1,008,890	508,890	*
FTE	0.0	1.0	1.0	1.0	
General Fund	1,020,117	967,776	1,008,890	508,890	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Interagency Prevention Programs Coordination	162,438	147,356	142,419	142,419	
FTE	0.0	1.0	1.0	1.0	
General Fund	162,438	147,356	142,419	142,419	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Tony Grampsas Youth Services Program	9,512,573	10,403,348	9,618,064	9,618,064	
FTE	0.0	3.0	3.0	3.0	
General Fund	1,468,089	1,422,510	1,467,475	1,467,475	
Cash Funds	7,045,247	8,010,523	7,650,589	7,650,589	
Reappropriated Funds	999,237	970,315	500,000	500,000	
Federal Funds	0	0	0	0	
Appropriation to the Youth Mentoring Services Cash Fund	1,000,000	1,000,000	500,000	500,000	
General Fund	0	0	0	0	
Cash Funds	1,000,000	1,000,000	500,000	500,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Indirect Cost Assessment	9,511,380	10,129,784	11,186,150	11,788,247	*
General Fund	0	0	0	0	
Cash Funds	62,907	69,164	95,632	100,668	
Reappropriated Funds	6,163	59,569	58,780	62,916	
Federal Funds	9,442,310	10,001,051	11,031,738	11,624,663	
Title IV-E Waiver and Evaluation Development	250,000	0	0	0	
General Fund	125,000	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	125,000	0	0	0	

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Title IV-E Waiver Demonstration	3,858,540	3,968,614	0	0	
General Fund	0	0	0	0	
Cash Funds	3,858,540	3,968,614	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Appropriation to the Child Welfare Prevention and Intervention Services Cash Fund	0	9,358,038	0	0	
General Fund	0	9,358,038	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Child Welfare Legal Representation	0	2,370,740	0	0	
General Fund	0	0	0	0	
Cash Funds	0	2,370,740	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
TOTAL - (5) Division of Child Welfare	527,995,477	542,142,907	534,984,421	540,038,906	0.9%
FTE	89.4	104.7	98.7	102.6	4.0%
General Fund	300,318,898	299,029,680	286,305,696	290,037,606	1.3%
Cash Funds	106,743,162	104,611,301	96,509,189	85,965,686	(10.9%)
Reappropriated Funds	1,071,211	10,445,280	13,601,734	13,725,295	0.9%
Federal Funds	119,862,206	128,056,646	138,567,802	150,310,319	8.5%

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
(9) SERVICES FOR PEOPLE WITH DISABILITIES					
(A) Regional Centers for People with Developmental Disabilities					
(1) Wheat Ridge Regional Center					
Wheat Ridge Regional Center Intermediate Care Facility	31,015,688	32,697,679	26,536,606	26,536,606	
FTE	373.0	373.0	373.0	373.0	
General Fund	0	0	0	0	
Cash Funds	652,014	625,921	779,589	779,589	
Reappropriated Funds	30,363,674	32,071,758	25,757,017	25,757,017	
Federal Funds	0	0	0	0	
Wheat Ridge Regional Center Provider Fee	1,435,612	1,435,614	1,435,612	1,435,612	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	1,435,612	1,435,614	1,435,612	1,435,612	
Federal Funds	0	0	0	0	
Wheat Ridge Regional Center Depreciation	175,355	148,479	180,718	180,718	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	175,355	148,479	180,718	180,718	
Federal Funds	0	0	0	0	
SUBTOTAL -	32,626,655	34,281,772	28,152,936	28,152,936	0.0%
FTE	373.0	373.0	373.0	373.0	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	652,014	625,921	779,589	779,589	0.0%
Reappropriated Funds	31,974,641	33,655,851	27,373,347	27,373,347	0.0%
Federal Funds	0	0	0	0	0.0%

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
(2) Grand Junction Regional Center					
Grand Junction Regional Center Intermediate Care Facility	9,063,912	8,202,813	7,341,491	7,341,491	
FTE	98.8	98.8	98.8	98.8	
General Fund	0	0	0	0	
Cash Funds	175,931	142,320	1,037,320	1,037,320	
Reappropriated Funds	8,887,981	8,060,493	6,304,171	6,304,171	
Federal Funds	0	0	0	0	
Grand Junction Regional Center Provider Fee	418,629	400,541	453,291	453,291	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	418,629	400,541	453,291	453,291	
Federal Funds	0	0	0	0	
Grand Junction Regional Center Waiver Funding	13,420,211	12,675,587	11,057,981	11,057,981	
FTE	174.2	174.2	174.2	174.2	
General Fund	0	199,117	350,000	350,000	
Cash Funds	398,264	3,067	398,264	398,264	
Reappropriated Funds	13,021,947	12,473,403	10,309,717	10,309,717	
Federal Funds	0	0	0	0	
Grand Junction Regional Center Depreciation	181,788	276,447	323,681	323,681	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	181,788	276,447	323,681	323,681	
Federal Funds	0	0	0	0	

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
SUBTOTAL -	23,084,540	21,555,388	19,176,444	19,176,444	0.0%
FTE	273.0	273.0	273.0	273.0	0.0%
General Fund	0	199,117	350,000	350,000	0.0%
Cash Funds	574,195	145,387	1,435,584	1,435,584	0.0%
Reappropriated Funds	22,510,345	21,210,884	17,390,860	17,390,860	0.0%
Federal Funds	0	0	0	0	0.0%
(3) Pueblo Regional Center					
Pueblo Regional Center Waiver Funding	12,755,487	14,276,478	11,301,116	11,301,116	
FTE	181.8	181.8	181.8	181.8	
General Fund	0	222,363	250,000	250,000	
Cash Funds	380,621	11	539,856	539,856	
Reappropriated Funds	12,374,866	14,054,104	10,511,260	10,511,260	
Federal Funds	0	0	0	0	
Pueblo Regional Center Depreciation	165,869	137,181	187,326	187,326	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	165,869	137,181	187,326	187,326	
Federal Funds	0	0	0	0	

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
SUBTOTAL -	12,921,356	14,413,659	11,488,442	11,488,442	0.0%
FTE	181.8	181.8	181.8	181.8	0.0%
General Fund	0	222,363	250,000	250,000	0.0%
Cash Funds	380,621	11	539,856	539,856	0.0%
Reappropriated Funds	12,540,735	14,191,285	10,698,586	10,698,586	0.0%
Federal Funds	0	0	0	0	0.0%
SUBTOTAL - (A) Regional Centers for People with Developmental Disabilities	68,632,551	70,250,819	58,817,822	58,817,822	0.0%
FTE	827.8	827.8	827.8	827.8	(0.0%)
General Fund	0	421,480	600,000	600,000	0.0%
Cash Funds	1,606,830	771,319	2,755,029	2,755,029	0.0%
Reappropriated Funds	67,025,721	69,058,020	55,462,793	55,462,793	0.0%
Federal Funds	0	0	0	0	0.0%
(B) Work Therapy Program					
Program Costs	354,941	290,128	584,532	584,532	
FTE	1.5	1.5	1.5	1.5	
General Fund	0	0	0	0	
Cash Funds	354,941	290,128	584,532	584,532	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
SUBTOTAL - (B) Work Therapy Program	354,941	290,128	584,532	584,532	0.0%
FTE	1.5	1.5	1.5	1.5	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	354,941	290,128	584,532	584,532	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
(C) Brain Injury Program					
Appropriation to the Colorado Brain Injury Trust Fund	0	449,940	0	0 *	
General Fund	0	449,940	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Colorado Brain Injury Trust Fund	2,088,211	2,030,893	3,037,113	3,037,113 *	
FTE	1.5	1.5	1.5	1.5	
General Fund	0	0	0	0	
Cash Funds	2,088,211	2,030,893	3,037,113	3,037,113	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Probation Pilot Program	450,000	0	0	0	
General Fund	450,000	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
SUBTOTAL - (C) Brain Injury Program	2,538,211	2,480,833	3,037,113	3,037,113	0.0%
FTE	1.5	1.5	1.5	1.5	0.0%
General Fund	450,000	449,940	0	0	0.0%
Cash Funds	2,088,211	2,030,893	3,037,113	3,037,113	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
(D) Veterans Community Living Centers					
Administration	2,034,500	2,039,507	2,039,507	2,039,507	
FTE	5.0	5.0	5.0	5.0	
General Fund	0	0	0	0	
Cash Funds	2,034,500	2,039,507	2,039,507	2,039,507	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Fitzsimmons Veterans Community Living Center	22,092,757	24,506,708	24,506,708	24,506,708	*
FTE	236.4	0.0	236.4	236.4	
General Fund	0	965,580	0	0	
Cash Funds	10,579,557	12,027,928	12,993,508	12,993,508	
Reappropriated Funds	0	0	0	0	
Federal Funds	11,513,200	11,513,200	11,513,200	11,513,200	
Florence Veterans Community Living Center	11,275,686	12,558,427	12,558,427	12,558,427	*
FTE	135.0	135.0	135.0	135.0	
General Fund	0	513,096	0	0	
Cash Funds	6,904,586	7,674,231	8,187,327	8,187,327	
Reappropriated Funds	0	0	0	0	
Federal Funds	4,371,100	4,371,100	4,371,100	4,371,100	
Homelake Veterans Community Living Center	7,735,871	8,688,170	8,688,170	8,688,170	*
FTE	95.3	95.3	95.3	95.3	
General Fund	186,130	567,049	0	0	
Cash Funds	4,609,241	5,180,621	5,747,670	5,747,670	
Reappropriated Funds	0	0	0	0	
Federal Funds	2,940,500	2,940,500	2,940,500	2,940,500	

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Homelake Military Veterans Cemetery	65,247	53,730	67,786	67,786	
FTE	0.5	0.5	0.5	0.5	
General Fund	57,582	53,570	60,121	60,121	
Cash Funds	7,665	160	7,665	7,665	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Rifle Veterans Community Living Center	8,834,007	9,770,303	10,394,500	10,394,500	*
FTE	110.6	110.6	110.6	110.6	
General Fund	0	0	0	0	
Cash Funds	6,227,007	7,163,303	7,787,500	7,787,500	
Reappropriated Funds	0	0	0	0	
Federal Funds	2,607,000	2,607,000	2,607,000	2,607,000	
Walsenburg Veterans Community Living Center	373,600	373,985	373,985	373,985	
FTE	1.0	1.0	1.0	1.0	
General Fund	0	0	0	0	
Cash Funds	373,600	373,985	373,985	373,985	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Appropriation to the Central Fund pursuant to Section 26-12-108 (1) (a.5), C.R.S.	800,000	800,000	800,000	800,000	
General Fund	800,000	800,000	800,000	800,000	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
SUBTOTAL - (D) Veterans Community Living Centers	53,211,668	58,790,830	59,429,083	59,429,083	0.0%
FTE	583.8	347.4	583.8	583.8	(0.0%)
General Fund	1,043,712	2,899,295	860,121	860,121	0.0%
Cash Funds	30,736,156	34,459,735	37,137,162	37,137,162	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	21,431,800	21,431,800	21,431,800	21,431,800	0.0%
(E) Indirect Cost Assessment					
Indirect Cost Assessment	14,675,255	13,933,911	14,078,431	14,992,941 *	
General Fund	0	0	0	0	
Cash Funds	5,525,345	4,400,179	3,790,116	3,988,300	
Reappropriated Funds	9,144,279	9,520,341	10,281,146	10,997,078	
Federal Funds	5,631	13,391	7,169	7,563	
SUBTOTAL - (E) Indirect Cost Assessment	14,675,255	13,933,911	14,078,431	14,992,941	6.5%
FTE	0.0	0.0	0.0	0.0	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	5,525,345	4,400,179	3,790,116	3,988,300	5.2%
Reappropriated Funds	9,144,279	9,520,341	10,281,146	10,997,078	7.0%
Federal Funds	5,631	13,391	7,169	7,563	5.5%

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
TOTAL - (9) Services for People with Disabilities	139,412,626	145,746,521	135,946,981	136,861,491	0.7%
FTE	1,414.6	1,178.2	1,414.6	1,414.6	(0.0%)
General Fund	1,493,712	3,770,715	1,460,121	1,460,121	0.0%
Cash Funds	40,311,483	41,952,254	47,303,952	47,502,136	0.4%
Reappropriated Funds	76,170,000	78,578,361	65,743,939	66,459,871	1.1%
Federal Funds	21,437,431	21,445,191	21,438,969	21,439,363	0.0%

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
(11) DIVISION OF YOUTH SERVICES					
(A) Administration					
Personal Services	1,911,690	2,143,304	1,624,300	1,677,940	
FTE	15.3	17.7	15.3	15.3	
General Fund	1,864,349	2,031,101	1,564,234	1,617,874	
Cash Funds	0	0	0	0	
Reappropriated Funds	47,341	112,203	60,066	60,066	
Federal Funds	0	0	0	0	
Operating Expenses	35,526	30,357	30,357	79,276	
General Fund	30,356	30,357	30,357	79,276	
Cash Funds	0	0	0	0	
Reappropriated Funds	5,170	0	0	0	
Federal Funds	0	0	0	0	
Victim Assistance	32,386	33,251	43,525	43,525	
FTE	0.0	0.3	0.3	0.3	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	32,386	33,251	43,525	43,525	
Federal Funds	0	0	0	0	

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
SUBTOTAL - (A) Administration	1,979,602	2,206,912	1,698,182	1,800,741	6.0%
FTE	15.3	18.0	15.6	15.6	0.0%
General Fund	1,894,705	2,061,458	1,594,591	1,697,150	6.4%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	84,897	145,454	103,591	103,591	0.0%
Federal Funds	0	0	0	0	0.0%
(B) Institutional Programs					
Personal Services	72,479,132	75,009,732	62,697,068	64,569,781	*
FTE	0.0	971.5	957.0	957.0	
General Fund	72,479,132	75,009,732	62,697,068	64,569,781	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Operating Expenses	2,936,058	4,409,687	4,629,628	4,917,812	*
General Fund	0	3,014,557	3,151,815	3,439,999	
Cash Funds	12,336	25,872	70,000	70,000	
Reappropriated Funds	1,340,200	0	1,392,668	1,392,668	
Federal Funds	1,583,522	1,369,258	15,145	15,145	
Medical Services	12,335,212	13,215,448	13,188,930	12,455,665	*
FTE	74.0	84.2	84.2	84.2	
General Fund	12,335,212	13,215,448	13,188,930	12,455,665	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Educational Programs	8,274,200	8,361,670	8,178,669	8,216,098	
FTE	40.1	44.1	44.1	44.1	
General Fund	7,282,465	7,734,915	7,828,664	7,866,093	
Cash Funds	0	0	0	0	
Reappropriated Funds	350,005	0	350,005	350,005	
Federal Funds	641,730	626,755	0	0	
Prevention/Intervention Services	96,583	31,421	50,886	50,886	
FTE	1.0	1.0	1.0	1.0	
General Fund	0	0	0	0	
Cash Funds	50,886	0	0	0	
Reappropriated Funds	0	0	50,886	50,886	
Federal Funds	45,697	31,421	0	0	
SUBTOTAL - (B) Institutional Programs	96,121,185	101,027,958	88,745,181	90,210,242	1.7%
FTE	115.1	1,100.8	1,086.3	1,086.3	(0.0%)
General Fund	92,096,809	98,974,652	86,866,477	88,331,538	1.7%
Cash Funds	63,222	25,872	70,000	70,000	0.0%
Reappropriated Funds	1,690,205	0	1,793,559	1,793,559	0.0%
Federal Funds	2,270,949	2,027,434	15,145	15,145	0.0%
(C) Community Programs					
Personal Services	9,708,582	9,046,914	8,011,045	6,907,711 *	
FTE	99.7	99.7	99.7	82.2	
General Fund	8,715,875	8,334,745	6,953,471	6,013,654	
Cash Funds	68,750	68,750	82,698	82,698	
Reappropriated Funds	240,868	217,977	314,102	150,585	
Federal Funds	683,089	425,442	660,774	660,774	

* Indicates a decision item

Appendix A: Numbers Pages

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Operating Expenses	541,662	534,243	549,205	539,705	*
General Fund	531,461	531,460	531,460	523,860	
Cash Funds	6,250	0	6,281	6,281	
Reappropriated Funds	3,951	2,783	11,464	9,564	
Federal Funds	0	0	0	0	
Purchase of Contract Placements	15,962,783	12,425,613	10,516,257	9,910,370	*
General Fund	15,147,049	11,521,723	9,397,480	8,846,250	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	468,750	570,646	
Federal Funds	815,734	903,890	650,027	493,474	
Managed Care Project	1,453,662	1,322,222	1,489,983	(171,866)	*
General Fund	1,453,662	1,322,222	1,453,517	(208,332)	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	36,466	36,466	
Federal Funds	0	0	0	0	
S.B. 91-94 Programs	14,996,501	15,309,329	15,148,659	14,074,763	*
General Fund	13,016,375	13,269,131	12,100,547	11,005,963	
Cash Funds	1,980,126	2,040,198	3,048,112	3,068,800	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Parole Program Services	4,828,362	4,621,839	4,961,248	2,994,548	*
General Fund	4,828,362	4,621,839	4,961,248	2,994,548	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
Juvenile Sex Offender Staff Training	44,959	31,701	45,548	45,548	
General Fund	6,709	7,075	7,120	7,120	
Cash Funds	38,250	24,626	38,428	38,428	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
SUBTOTAL - (C) Community Programs	47,536,511	43,291,861	40,721,945	34,300,779	(15.8%)
FTE	99.7	99.7	99.7	82.2	(17.6%)
General Fund	43,699,493	39,608,195	35,404,843	29,183,063	(17.6%)
Cash Funds	2,093,376	2,133,574	3,175,519	3,196,207	0.7%
Reappropriated Funds	244,819	220,760	830,782	767,261	(7.6%)
Federal Funds	1,498,823	1,329,332	1,310,801	1,154,248	(11.9%)
(D) Indirect Cost Assessment					
Indirect Cost Assessment	0	119,108	125,337 *		
General Fund	0	0	0		
Cash Funds	0	119,108	125,337		
Reappropriated Funds	0	0	0		
Federal Funds	0	0	0		
SUBTOTAL - (D) Indirect Cost Assessment	0	119,108	125,337	5.2%	
FTE	0.0	0.0	0.0	0.0%	
General Fund	0	0	0	0.0%	
Cash Funds	0	119,108	125,337	5.2%	
Reappropriated Funds	0	0	0	0.0%	
Federal Funds	0	0	0	0.0%	

* Indicates a decision item

	FY 2018-19 Actual	FY 2019-20 Actual	FY 2020-21 Appropriation	FY 2021-22 Request	Request vs. Appropriation
TOTAL - (11) Division of Youth Services	145,637,298	146,526,731	131,284,416	126,437,099	(3.7%)
FTE	230.1	1,218.5	1,201.6	1,184.1	(1.5%)
General Fund	137,691,007	140,644,305	123,865,911	119,211,751	(3.8%)
Cash Funds	2,156,598	2,159,446	3,364,627	3,391,544	0.8%
Reappropriated Funds	2,019,921	366,214	2,727,932	2,664,411	(2.3%)
Federal Funds	3,769,772	3,356,766	1,325,946	1,169,393	(11.8%)
TOTAL - Department of Human Services	813,045,401	834,416,159	802,215,818	803,337,496	0.1%
FTE	1,734.1	2,501.4	2,714.9	2,701.3	(0.5%)
General Fund	439,503,617	443,444,700	411,631,728	410,709,478	(0.2%)
Cash Funds	149,211,243	148,723,001	147,177,768	136,859,366	(7.0%)
Reappropriated Funds	79,261,132	89,389,855	82,073,605	82,849,577	0.9%
Federal Funds	145,069,409	152,858,603	161,332,717	172,919,075	7.2%

* Indicates a decision item

APPENDIX B
FOOTNOTES AND INFORMATION REQUESTS

UPDATE ON LONG BILL FOOTNOTES

The General Assembly includes footnotes in the annual Long Bill to: (a) set forth purposes, conditions, or limitations on an item of appropriation; (b) explain assumptions used in determining a specific amount of an appropriation; or (c) express legislative intent relating to any appropriation. Footnotes to the 2020 Long Bill (H.B. 20-1360) can be found at the end of each departmental section of the bill at https://leg.colorado.gov/bills/HB20-1360. The Long Bill footnotes relevant to this document are listed below.

43 Department of Human Services, Division of Child Welfare, Training; Foster and Adoptive Parent Recruitment, Training, and Support; Child Welfare Services; Family and Children's Programs; and Hotline for Child Abuse and Neglect -- It is the General Assembly's intent to encourage counties to serve children in the most appropriate and least restrictive manner. For this purpose, the Department may transfer funds between the specified line items in the Division of Child Welfare.

56 Department of Human Services, Services for People with Disabilities, Regional Centers for People with Developmental Disabilities, Wheat Ridge Regional Center, Wheat Ridge Regional Center Intermediate Care Facility; and Grand Junction Regional Center, Grand Junction Regional Center Intermediate Care Facility -- In addition to the transfer authority provided in Section 24-75-108, C.R.S., the Department may transfer up to 5.0 percent of the total appropriation for Intermediate Care Facilities between the Wheat Ridge Regional Center and the Grand Junction Regional Center.

57 Department of Human Services, Services for People with Disabilities, Regional Centers for People with Developmental Disabilities, Grand Junction Regional Center, Grand Junction Regional Center Waiver Services; and Pueblo Regional Center, Pueblo Regional Center Waiver Services -- In addition to the transfer authority provided in Section 24-75-108, C.R.S., the Department may transfer up to 5.0 percent of the total appropriation for Regional Center waiver services between the Grand Junction Regional Center and the Pueblo Regional Center.

59 Department of Human Services, Division of Youth Services, Institutional Programs, Personal Services and Operating Expenses -- The Department is authorized to transfer up to $300,000 of the total appropriations within the line items designated with this footnote.

60 Department of Human Services, Division of Youth Services, Institutional Programs, Personal Services; and Community Programs, Purchase of Contract Placements -- The Department is authorized to transfer up to $1,000,000 of the total appropriations within the line items designated with this footnote.

61 Department of Human Services, Division of Youth Services, Community Programs, Personal Services and Operating Expenses -- The Department is authorized to transfer up to $50,000 of the total appropriations within the line items designated with this footnote.

UPDATE ON LONG BILL REQUESTS FOR INFORMATION

The Joint Budget Committee annually submits requests for information to executive departments and the judicial branch via letters to the Governor, the Chief Justice, and other elected officials. Each request is associated with one or more specific Long Bill line item(s), and the requests have been prioritized by the Joint Budget Committee as required by Section 2-3-203 (3), C.R.S. Copies of these letters are included as Appendix L of the annual Appropriations Report. The requests for information relevant to this document are listed below.

REQUESTS AFFECTING MULTIPLE DEPARTMENTS

5 Department of Health Care Policy and Financing, Medical Services Premiums; Indigent Care Program, Children's Basic Health Plan Medical and Dental Costs; Department of Higher Education, Colorado Commission on Higher Education, Special Purpose, University of Colorado, Lease Purchase of Academic Facilities at Fitzsimons; Governing Boards, Regents of the University of Colorado; Department of Human Services, Division of Child Welfare, Tony Grampsas Youth Services Program; Office of Early Childhood, Division of Community and Family Support, Nurse Home Visitor Program; Department of Military and Veterans Affairs, Division of Veterans Affairs, Colorado State Veterans Trust Fund Expenditures; Department of Personnel, Division of Human Resources, Employee Benefits Services, H.B. 07-1335 Supplemental State Contribution Fund; Department of Public Health and Environment, Disease Control and Environmental Epidemiology Division, Administration, General Disease Control, and Surveillance, Immunization Operating Expenses; Special Purpose Disease Control Programs, Sexually Transmitted Infections, HIV and AIDS Operating Expenses, and Ryan White Act Operating Expenses; Prevention Services Division, Chronic Disease Prevention Programs, Oral Health Programs; Primary Care Office -- Each Department is requested to provide the following information to the Joint Budget Committee by October 1, 2020 for each program funded with Tobacco Master Settlement Agreement money: the name of the program; the amount of Tobacco Master Settlement Agreement money received and expended by the program for the preceding fiscal year; a description of the program including the actual number of persons served and the services provided through the program; information evaluating the operation of the program, including the effectiveness of the program in achieving its stated goals.

6 Department of Health Care Policy and Financing, Office of Community Living; Department of Human Services, Services for People with Disabilities, Regional Centers; and Department of Public Health and Environment, Health Facilities and Emergency Medical Services Division, Health Facilities Division -- The Departments are requested to provide by November 1 of each fiscal year, the status of the implementation of Regional Center Task Force recommendations.

DEPARTMENT OF HUMAN SERVICES

3 Department of Human Services, Division of Youth Services, Institutional Programs -- The Department is requested to submit a report by November 1 of each fiscal year, that includes the following monthly data for each State-owned and operated facility for the previous fiscal year:

a. Number of assaults by type (e.g. juvenile on staff, staff on juvenile, juvenile on juvenile);
b. The number and type of sexual assaults;
c. Number of homicides;
d. Number of suicides;
e. Number of new crimes reported to local police;
f. Number of direct care staff at each facility (CYSO I and II);
g. Ratio of direct care staff (CYSO I and II) to youth;
h. Direct care staffing vacancies by type (e.g. CYSO I);
i. Average length of service for direct care staff (CYSO I and II,);
j. 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);
k. Amount of overtime hours worked by direct care staff and purpose (e.g. covering a shift for an absent co-worker) at each facility;
l. Amount of temporary help hours used for direct care purposes;
m. The number and type of worker's compensation injuries that occurred; and
n. Amount of time missed by employees due to work-place injuries.

8 Department of Human Services, Division of Youth Services, 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 fiscal 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.

9 Department of Human Services, Division of Youth Services, 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 fiscal 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.

11 Department of Human Services, Division of Child Welfare -- The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, information on county child welfare worker staffing, including county data on: (1) caseload ratios by county; (2) actual staffing levels; (3) new hires funded by the child welfare block grant; (4) new hires funded through county level child welfare staffing funding; (5) workload and funding allocation

comparisons by county for each type of block allocation; (6) performance metrics concerning the training of and support provided to case workers; (7) how each of the previous data categories support successful outcomes for children served in the child welfare system; and (8) a description of each outcome and how it is measured.

12 Department of Human Services, Division of Child Welfare, Child Welfare Services -- The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, the following information for each county:

a. The actual use of funds allocated to counties through the child welfare services, county staffing, and core services block allocations, including data on previous fiscal year expenses and children service by funding category. At minimum such data should include the following: (a) program services expenditures, including the cost of services delivered through county staff and the cost of services delivered through contract providers; and the average cost per open involvement per year; (b) out-of-home placement care expenditures and the average cost per child per day; and (c) subsidized adoption expenditures and the average payment per child per day.
b. The forecast cost, by county, of fully funding the child welfare system in the current and subsequent fiscal years as determined by the funding model required by S.B. 18-254 (Child Welfare Reforms).

13 Department of Human Services, Division of Child Welfare -- The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, information concerning the gross amount of payments to child welfare service providers, including amounts that were paid using child welfare block or core services allocation funds and any other revenue source. The Department is requested to identify amounts, by source, for the last two actual fiscal years.

14 Department of Human Services, All Divisions -- The Department is requested to provide, by November 1 of each fiscal year, a list of each transfer made in the previous fiscal year pursuant to Section 24-75-106, C.R.S. This information should include: the line item in which the funds originated, the line item to which the funds were transferred, the amount of each transfer, the fund split for each transfer, and the purpose of the transfer.

15 Department of Human Services, Division of Child Welfare -- The Department is requested to provide by November 1 of each fiscal year, a list of each transfer made in the previous fiscal year between division line items as authorized by a Long Bill footnote pursuant to FY 2017-18 Long Bill Footnote 39. This information should include: the line item in which the funds originated, the line item to which the funds were transferred, the amount of each transfer, the fund split for each transfer, and the purpose of the transfer.

16 Department of Human Services, Division of Child Welfare, Promoting Permanency -- The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, an evaluation report concerning programs funded through this line item.

17 Department of Human Services, Division of Child Welfare, Hotline for Child Abuse and Neglect -- The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, a report containing fiscal year comparisons of appropriate workload indicators for the child abuse and neglect hotline reporting system.

18 Department of Human Services, Division of Child Welfare and Totals -- The Department is requested to provide a report to the Joint Budget Committee by October 1 of each fiscal year concerning the amount of federal revenues earned by the State for the previous fiscal year pursuant to Title IV-E of the Social Security Act, as amended; the amount of money that was expended for the previous state fiscal year, including information concerning the purposes of the expenditures; and the amount of money that was credited to the Excess Federal Title IV-E Reimbursements Cash Fund created in Section 26-1-111 (2)(d)(II)(C), C.R.S.

19 Department of Human Services, Services for People with Disabilities, Regional Centers for People with Developmental Disabilities -- The Department is requested to provide by November 1 of each fiscal year, information regarding transitions and readmissions to the Regional Centers for each of the past eighteen months. As part of the response, the Department should include: the number of individuals that have been transitioned from each Regional Center and the setting to which they were transitioned for each month, how many of these individuals have been readmitted to a Regional Center and when, the number of monthly admissions to each Regional Center, the definition of a successful transition, and the monthly number of successful transitions.

20 Department of Human Services, Services for People with Disabilities, Regional Centers for People with Developmental Disabilities -- The Department is requested to provide by November 1 of each fiscal year, the monthly census for each Regional Center by licensure type since the beginning of the fiscal year, and annual cost per capita for each Regional Center by licensure type, including the Regional Center costs for utilities, depreciation, indirect costs, and centrally appropriated personnel items.

COMMENT: The Department submitted responses by the date indicated in each request for information. Department responses to the requests for information can be found on the Governor's Office of State Planning website at:

https://drive.google.com/drive/u/0/folders/1LD0oezESKAZwdXxQGtySmSA38jV_crn-

APPENDIX C
DEPARTMENT ANNUAL PERFORMANCE REPORT

Pursuant to Section 2-7-205 (1)(b), C.R.S., the Department of Natural Resources 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 2021-22 budget request, the FY 2019-20 Annual Performance Report and the FY 2020-21 Performance Plan can be found at the following link:

https://www.colorado.gov/pacific/performancemanagement/department-performance-plans