

DEPARTMENT OF EARLY CHILDHOOD
FY 2024-25 JOINT BUDGET COMMITTEE HEARING AGENDA

Tuesday, December 12, 2023

9:30am – 12:00pm

9:30-9:35 INTRODUCTIONS AND OPENING COMMENTS

Presenter: Dr. Lisa Roy, Executive Director
Presenter: Stephanie Beasley, Deputy Executive Director
Presenter: Mary Alice Cohen, Chief Program Officer
Presenter: Jeanni Stefanik, Chief Financial Officer

9:35-9:45 COMMON QUESTIONS

Main Presenters:

- Dr. Lisa Roy, Executive Director
- Stephanie Beasley, Deputy Executive Director
- Mary Alice Cohen, Chief Program Officer
- Jeanni Stefanik, Chief Financial Officer

Topics:

- Question 1: Page 1-6, Questions 1 in the packet, Slides 3-5
- Question 2: Page 6, Questions 2 in the packet
- Question 3: Page 6, Questions 3 in the packet

9:45-10:15 DEPARTMENTAL OPERATIONS AND STIMULUS FUNDS

Main Presenters:

- Dr. Lisa Roy, Executive Director
- Stephanie Beasley, Deputy Executive Director
- Jeanni Stefanik, Chief Financial Officer
- Mary Alice Cohen, Chief Program Officer

Topics:

- Departmental Operations and Overarching Requests: Page 7-9, Questions 1-6 in the packet, Slides 6-9

- Stimulus-funded vs. New Requests: Page 9, Questions 1 in the packet, Slides 4-5
- Stimulus Funding: Page 9-10, Questions 1,2 in the packet, Slides 3, 7

10:15-11:05 UNIVERSAL PRESCHOOL PROGRAM

Main Presenters:

- Dawn Odean, Director of Universal Preschool Program
- Dr. Lisa Roy, Executive Director
- Stephanie Beasley, Deputy Executive Director
- Jeanni Stefanik, Chief Financial Officer

Topics:

- R1 Universal Preschool Program: Page 10-19, Questions 1 -17 in the packet, Slides 10-15
- R3 UPK IT: Page 19-20, Questions 1-3 in the packet, Slides 13-14

11:05-11:20 R4 UPK AND CHILD CARE WORKFORCE

Main Presenters:

- Mary Alice Cohen, Chief Program Officer
- Dr. Lisa Roy, Executive Director
- Jeanni Stefanik, Chief Financial Officer
- Dawn Odean, Universal Preschool Director

Topics:

- Page 20, Questions 1-2 in the packet, Slides 16-18

11:20-11:35 COLORADO CHILD CARE ASSISTANCE PROGRAM

Main Presenters:

- Mary Alice Cohen, Chief Program Officer
- Dr. Lisa Roy, Executive Director
- Jeanni Stefanik, Chief Financial Officer

Topics:

- Page 20-21, Questions 1-3 in the packet, Slides 19-22

11:35-11:55 HEALTH-RELATED PROGRAMS

Main Presenters:

- Kendra Dunn, Division Director of Community and Family Support
- Mary Alice Cohen, Chief Program Officer
- Dr. Lisa Roy, Executive Director
- Jeanni Stefanik, Chief Financial Officer

Topics:

- Early Intervention: Page 22-23, Questions 1-2 in the packet, Slides 23-24
- R6 Expand Universal Home Visiting Pilot: Page 23-24, Questions 1-3 in the packet, Slides 25

DEPARTMENT OF EARLY CHILDHOOD
FY 2024-25 JOINT BUDGET COMMITTEE HEARING

Tuesday, December 12, 2023

9:30 am – 12:00 pm

COMMON QUESTIONS FOR DISCUSSION AT DEPARTMENT HEARINGS

- 1 Please describe one-time state and federal stimulus funds that have been allocated to the Department but are not expended as of September, 30, 2023, by bill, budget action, executive action, or other source that allocated funds. The description should include but is not limited to funds that originate from one-time or term-limited General Fund or federal funds originating from the American Rescue Plan Act (ARPA)/State and Local Fiscal Recovery Funds/Revenue Loss Restoration Cash Fund. Please describe the Department’s plan to obligate or expend all allocated funds that originate from ARPA by December 2024.

CDEC Answer: The Department received funding from the Economic Recovery and Relief Cash Fund, which consists of federal CCDF ARPA Supplemental Discretionary funds to assist in new and existing childhood programs through SB22-213 and HB22-1369, totaling \$51.5 million. The Department also received one-time funds through, H.B. 22-1329 (Long Bill) including Capital IT, with the most recent rollforward and appropriations in S.B. 23-214 (Long Bill).

Status of the funds are as follows as of December 5, 2023:

SB22-213 Emerging & Expanding Grant: The Department reopened the grant application at the end of July 2023, with a closing date in early September 2023. Due to high community interest, the Department anticipates encumbering the remaining funds through this application period and expects to complete all application reviews and eligibility determinations leading into Calendar Year 2024. Once eligibility determinations have been made, the Department will know if an additional application round is needed to encumber any remaining funds. This timing aligns with the SLFRF appropriation timeline to encumber funds by December 30, 2024 and have them fully expended by December 31, 2026.

Emerging & Expanding Grant Allocation	\$16,000,000
Obligated	\$9,736,621
Expenditures	\$3,169,826
Remaining Unobligated	\$3,093,553

SB22-213 Recruitment and Retention Scholarships and Grants: \$2,579,100 of the original \$15,000,000 was restricted per the Governor’s Office for proposed Strategic Reinvestment (November 1 Budget Letter, Attachment 4).

This proposed reinvestment is in recognition of the infusion of an additional \$7.5 million CCDF ARPA Supplemental Discretionary that was added to Recruitment and Retention after SB 22-213, both through Long Bill footnote flexibility granted by the JBC in 2023 and additional JBC action on the Department's September 2023 1331 ES-01 ARPA Discretionary request.

For the remaining funds, the Department has a multi-year plan to continue to fund initiatives that were launched with the Department's CCDF ARPA Supplemental Discretionary stimulus funding that expire in September 2024, such as student loan repayment, scholarships and coursework, the Substitute Fund, Apprenticeships, T.E.A.C.H. Early Childhood Scholarship, compensation pilots, the staffed family child care network, substitute placements, coaching professional development, and instructional design needs as a holistic approach to maintain steady growth in the workforce. This will also include maintaining internal term-limited staff to continue with technical assistance and monitoring of vendor contracts. The Department has slated funds for training and support for early childhood professionals and licensed early childhood programs, as well as the home visiting workforce, early childhood mental health consultants, and early intervention providers, as directed in statute. As designated, all funds are intended to be obligated by December 30, 2024 and expended before December 31, 2026.

Recruitment and Retention Scholarships and Grants Allocation	\$15,000,000
<i>Reduction</i>	<i>\$2,579,100</i>
Current Allocation	\$12,420,900
Obligated	\$147,399
Expenditures	\$518,701
Remaining Unobligated	\$11,754,800

SB22-213 Family, Friend, and Neighbor (FFN) Support Program: The Department is in the process of finalizing a contract with a vendor to distribute approximately \$6.5 million of these funds to eligible FFN caregivers and entities that can provide technical assistance and resources for FFN providers. The new FFN training and support program could equip an estimated 2,000 FFN providers across the state with the materials and knowledge needed to offer safe, developmentally appropriate child care.

Family, Friend, and Neighbor Support Program Allocation	\$7,500,000
Obligated	\$86,800
Expenditures	\$117,401
Remaining Unobligated	\$7,295,800

SB22-213 Employer-Based Child Care: \$1,530,000 of the original \$10,000,000 was restricted per the Governor’s Office for proposed Strategic Reinvestment (November 1 Budget Letter, Attachment 4). This proposed reinvestment recognizes that the JBC recently added an additional \$3 million in General Fund to Employer-Based Child Care in FY 2023-24. For the remaining funds, the Department has obligated \$3,786,975 and is working to encumber the remaining funds as soon as possible. The Department has completed solicitation processes for the Employer Based Design Lab with six strong participants and the Department has already started the procurement process for this and expects to fully execute in the next month. After the culmination of the current Design Lab, the Department will be soliciting the next round of Employer-Based Child Care grantees through the application process. The Department has received additional interest outside of the Design Lab as well and will award all strong, eligible projects that apply with a spending deadline of September 30, 2026 to ensure all funding is spent. The Department has prioritized shovel-ready projects in Round 3, as these projects will be able to spend funding with plenty of time before the deadline. The Department will continue to prioritize construction-ready projects in future rounds.

Employer Based Child Care Allocation	\$10,000,000
<i>Reduction</i>	<i>\$1,530,900</i>
Obligated	\$3,395,693
Expenditures	\$327,513
Remaining Unobligated	\$4,633,834

SB23-213 Home Visiting: \$1 million was appropriated to the Department to support the implementation of voluntary, evidence-based, two-generation, home-based prevention programs for families with children from prenatal to six years of age. A majority of the \$1 million has been obligated, with plans to increase distributions through a multi-year contract to fully expend the remaining funds.

Home Visiting Allocation	\$1,000,000
Obligated	\$932,427
Expenditures	\$35,281
Remaining Unobligated	\$32,291

HB22-1369 Home Visiting for Mental Health-Child First: The \$2 million are primarily targeted to the required start up and launch costs associated with program expansion. In addition, these funds bridge the gap in program implementation costs and Medicaid reimbursement rates. When House Bill 22-1369 was written, Child First was being implemented by 4 organizations across 15 counties. As a result of this funding during FY 2022-23 and FY 2023-24, Child First will expand to 2 new organizations and 10 new counties, providing this critical two-generation evidence-based intervention to our highest risk families.

Home Visiting Mental Health	\$2,000,000
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Child First Allocation	
Obligated	\$755,212
Expenditures	\$40,724
Remaining Unobligated	\$1,204,063

Additionally, the Department was also appropriated the following one-time Federal Funds:

- H.B. 22-1329 Long Bill Federal CCDF (including Capital IT) (\$74,587,055)
 - Amount Obligated: \$20,441,478
 - Actual Expenditures: \$43,649,848
 - Amount Unobligated: \$10,495,729
- Plan to Fully Obligate & Expend: The unobligated funds were included in the Department's 1331 ES-01 ARPA Discretionary Request, appropriated and obligated in FY 23-24.
- S.B. 23-214 Long Bill Federal CCDF; 1331 ES-01 ARPA Discretionary Request (\$118,194,831)
 - Amount Obligated: \$91,094,812
 - Actual Expenditures: \$27,100,019
 - Amount Unobligated: \$0
- Plan to Fully Obligate & Expend: The Department has fully obligated all of the remaining stimulus funds through contracts, the CCCAP allocation, and personal services. The Department is monitoring the spend down of contractual services, and working with community agencies to remove any barriers to spending.

Please further describe any budget requests that replace one-time General Fund or ARPA funded programs with ongoing appropriations, including the following information:

- a. Original fund source (General Fund, ARPA, other), amount, and FTE;
- b. Original program time frame;
- c. Original authorization (budget decision, legislation, other);
- d. Requested ongoing fund source, amount, and FTE; and
- e. Requested time frame (one-time extension or ongoing).

CDEC Answer:

R-01 Universal Preschool Colorado

This request includes a total of \$2,996,349 in General Fund and 2.1 FTE in FY 2024-25 to replace a one-time stimulus funded program with ongoing appropriations to continue support for the Local Coordinating Organizations. The Department received a total of \$10.5 million in federal stimulus funding for July 1, 2022 through September 30, 2024 to be allocated to Local Community Organizations (LCOs), which are the community agencies or organizations responsible for supporting local access and equitable delivery of early childhood and family support programs. The stimulus funding that supports the LCOs will expire September 30, 2024 and the Department does not have funding to sustain support of the LCOs for the ongoing implementation of the Universal Preschool Colorado.

- a. Original Fund Source: American Rescue Plan Act (ARPA) supplemental discretionary Child Care and Development Funds (CCDF)
- b. Original Program Time Frame: Through September 30, 2024
- c. Original Authorization: H.B. 22-1295
- d. Requested FY 2025-26 and Ongoing:
 - FTE: 2.3
 - General Fund: \$3,007,856
- e. Requested Time Frame: Ongoing

R-02 CDEC Departmental Operations: The request includes a total of \$2,544,135 (\$855,945 in General Fund, \$131,219 in cash funds, \$586,628 in reappropriated funds, and \$970,343 in Federal Funds) and 16.3 FTE in FY 2024-25 to replace one-time stimulus funded programs with ongoing appropriations. These funds will provide support for Executive Director's Office personnel services and operating expenses and system enhancements related to Department technology systems to maintain requirements for federal standards and user experience as its stimulus funding is phased off.

- a. Original Fund Source: American Rescue Plan Act (ARPA) supplemental discretionary Child Care and Development Funds (CCDF)
- b. Original Program Time Frame: Through September 30, 2024
- c. Original Authorization: H.B. 22-1295, S.B. 23-214
- d. Requested FY 2025-26 and Ongoing:
 - Total \$3,055,444
 - FTE: 20.0
 - General Fund: \$992,686
 - Federal Funds: \$1,209,176
 - Cash Funds: \$154,256
 - Reappropriated Funds: \$699,326
- e. Requested Time Frame: Ongoing

R-04 Universal Preschool Colorado and Child Care Workforce Support

Description: The request includes a total of \$2,027,025 General Fund and 8.0 FTE in FY 2024-25 to replace one-time stimulus funded programs with ongoing appropriations. This request will continue support of the Universal Preschool Colorado and early child care professionals, retain preschool staff, ensure providers are properly trained and licensed, and continue developing the early childhood workforce to ensure quality care. Additionally, the Department is requesting funding to support Early Childhood Councils (ECCs) navigators, who serve as a resource and local expert for families, child care professionals, and the community.

- a. Original Fund Source: American Rescue Plan Act (ARPA) supplemental discretionary Child Care and Development Funds (CCDF)
- b. Original Program Time Frame: Through September 30, 2024
- c. Original Authorization: S.B. 21-236, H.B. 22-1295
- d. Requested FY 2025-26 and Ongoing:
 - FTE: 10.0
 - General Fund: \$2,139,109
- e. Requested Time Frame: Ongoing

R-05 Colorado Child Care Assistance Program: The request includes \$20,812,692 federal Child Care and Development Funds (CCDF) and 4.0 FTE for FY 2024-25 to continue family- and provider-friendly policies in the Colorado Child Care Assistance Program (CCCAP) that are currently funded with one-time stimulus funds. The proposed investments will expand access to child care for children in low-income families and enable providers to increase the quality of their care through increased reimbursement rates, an alternative rate methodology that better aligns payments to the cost of providing quality care, and covering more paid absences in compliance with federal rules. This request also includes one-time investments in FY 2024-25 to maintain lower parent copays and continue funding infant-toddler care based on enrollment, not attendance. Continuation of these evidence-based and stimulus-funded policy changes for one year will provide stability for families and providers while the federal government considers permanent rule changes to CCCAP.

- a. Original Fund Source: American Rescue Plan Act (ARPA) supplemental discretionary Child Care and Development Funds (CCDF)
- b. Original Program Time Frame: Through September 30, 2024
- c. Original Authorization: H.B. 22-1295
- d. Requested FY 2025-26 and Ongoing:
 - Total: \$18,941,613
 - FTE: 5.0
 - Federal Funds: \$16,879,345
 - Cash Funds: \$2,062,268
- e. Requested Time Frame:
 - Ongoing: \$18,941,613 and 5.0 FTE in FY 2025-26 and ongoing
 - One-Time: \$6,555,268 in FY 2024-25

- 2 Please provide a description, calculation, and the assumptions for the fiscal impact of implementing compensation provisions of the Partnership Agreement, as well as a qualitative description of any changes to paid annual, medical, holiday or family leave as a result of the Agreement. Please describe any compensation and leave changes for employees exempt from the Agreement if applicable.

CDEC Answer: The Department implemented the compensation provisions of the Partnership Agreement, in providing a 5 percent across the board increase and movement to new range minimums from FY 2022-23 to FY 2023-24. The Department increased overall salaries by approximately \$1 million. Additionally, the Department paid approximately \$10,000 for annual leave and holiday pay in FY 2022-23.

- 3 Provide a prioritized list of budget reductions the Department would propose if 10.0 percent General Fund appropriation reductions were required of every Department.

CDEC Answer: The Department appreciates the question and the desire to partner with the Department on identifying reductions. On November 1st the Governor submitted a balanced budget that provided decision items for increases and reductions that we spent over a half a year to identify and prioritize across the entire Executive Branch. The proposed budget is balanced, maintains a reserve of 15%, and does not require a 10.0 percent reduction in the General Fund to balance. If the economic conditions change the Governor will take actions to propose reduced expenditures and submit a plan to address the shortfall to the General Assembly. If the Joint Budget Committee wants feedback on specific reduction proposals, we welcome the opportunity to work with JBC staff on estimating the impacts and tradeoffs of those proposals.

DEPARTMENTAL OPS, STIMULUS-FUNDED VS NEW REQUESTS

DEPARTMENTAL OPERATIONS AND OVERARCHING REQUESTS

- 1 *[Rep. Bird, Rep. Taggart]*: Did the Department move existing FTE from DHS to DEC? Why does the Department need 25.8 FTE in addition to the resources that moved? Please provide data on the number of FTE that moved from DHS to DEC and the associated funding reduction for DHS.

CDEC Answer: H.B. 22-1295 transferred (Office of Early Childhood (OEC) specific program positions from CDHS to CDEC. In FY 2023-24 the Department submitted R-13/BA-03 requesting a total of 22.5 FTE and was approved for a total of 15.7 FTE with 14.2 FTE transferred from CDHS to CDEC, reducing CDHS funding by \$1.4 million. The requested 25.8 FTE are essential operational positions that are necessary for the Department to be in compliance with federal regulations, state statutes, and to be able to continue investments for the State of Colorado's children and families.

- 2 *[Rep. Taggart]*: Regarding the head count (FTEs), it appears to be increasing almost 20 percent. What does FTE growth look like in the future years? Is the Department close to being fully staffed? What is the workforce plan for the out years?

CDEC Answer: H.B. 21-1304 established the Department and provided 1.8 FTE and H.B. 22-1295 transferred 160.6 FTE, mostly programmatic positions, to the Department in FY 2022-23. Although the Department was approved for an additional total of 47.4 FTE in FY 2023-24, as the Department has been established, clarity on staffing needs for essential functions have become clearer for the Department. The additional FTE will allow the required functions of the Department to be implemented while remaining lean and attentive to budget constraints. The Department anticipates the level of growth in the future to be more consistent with the minimal increases as other state agencies across the state.

- 3 *[Sen. Zenzinger]*: One of the requests in R2 is for staff to handle CORA requests. Can the Department please discuss its request for this FTE?

CDEC Answer: The Department is required to respond to records requests under the Colorado Open Records Act (CORA) within the strict timelines prescribed in 24-72-203(3)(b) C.R.S. Additionally, the Department is required to issue final agency actions to administrative appeals pursuant to its own statutes and regulations, as well as the Colorado Administrative Procedure Act (APA). CDEC has temporarily covered these duties through an interagency agreement with CDHS that expires on December 31, 2023.

As noted in the R-02 request, "Between the 2020 and 2022 calendar year, the number of early childhood CORA requests doubled, from 30 to 60 annually. The 2023 calendar year is on track to reach 80 CORA requests, exceeding historic levels. The Department previously submitted a budget request for a CORA position for FY 2023-24, but it was not approved by the Joint Budget Committee (JBC) based on its staff recommendation that this workload could be absorbed.... Early childhood administrative appeals totals have also increased significantly, particularly with the launch of the Universal Preschool Program. The current calendar year is on track to reach 36 appeals, up from a historic average of 10. Without this crucial position to

oversee CORA and administrative appeals, the Department risks not providing requests in a timely, accurate, and coordinated manner in accordance with the Administrative Procedures Act (APA).”

The Department must have adequate staff and processes for fulfilling these legally required obligations ongoing, when the interagency agreement ends with CDHS. As a result, CDEC has used one-time vacancy savings in the Executive Director’s Office as an interim solution to hire the FTE needed for CORA and administrative appeals work, until permanent ongoing funding can be secured through the Department’s R-02 request.

- 4 *[Sen. Kirkmeyer]*: Please provide an explicit explanation of what each of the FTE in each request, but especially R2, will be doing. Also please provide an org chart that shows exactly how they will fit into the organization.

CDEC Answer: A list of requested positions and descriptions are provided in Appendix A (pg.30-40). The Department has attached an organizational chart in Appendix B (pg. 41-48) and identifies the requested positions within the organization chart.

- 5 *[Sen. Zenzinger]*: R1-R3 look somewhat duplicative. Please discuss the distinction among the requests and how much of the R2 request is for preschool vs. other uses.

CDEC Answer:: There is no overlap between any of CDEC’s requests.

R-01 and R-03 are related to the Universal Preschool Colorado Program. R-01 requests funding for the continued implementation of the Universal Preschool Colorado, including funding for provider payments, LCO investments and a placeholder for quality standards resources.

R-03 requests funding for ongoing maintenance and enhancement work for the Universal Preschool Colorado technology for FY 2024-25 and ongoing. This funding would allow for the continued improvement to the minimum viable product created for the implementation of the Universal Preschool Colorado application for the 2023-24 school year.

R-02 is representative of the entire Department and also accounts for the increase in departmental resources associated with Department-wide needs. In order for CDEC to function as an independent Department of others, there are foundational technologies and functions that are needed in order to be effective in meeting its mission. While technology allows for efficiency, it still requires human power to administer the systems. The request includes a few new program specific roles, such as a Data Analyst for the newly formed Workforce Unit, Product Owners to translate between the program and the technology for the agile approach to ongoing improvement, and system administrators for technologies that are short on support. The R-02 request for technology is to account for the cost to remain on the continuum of continual improvement and in keeping with regulatory and compliance requirements and enhancements to existing systems. This is representative of 30 percent of the cost for enhancements over the past couple years. Additionally, there is a 3 percent escalator for Operations and Maintenance IT costs that are increasing year over year, in alignment with industry standards. If this request is not approved, the Department will be required to divert funds from programmatic funds to continue to fund the increase in cost to maintain and to enhance IT systems.

- 6 *[Sen. Kirkmeyer]*: For each of the evidence-based requests, please provide the outputs and measures.

CDEC Answer: The outputs and measures are included in the decision item write-ups. For ease of reference a list of the evidence based outputs and measures by request are attached in Appendix C (pg. 49-56).

STIMULUS FUNDED VS. NEW REQUESTS

- 1 *Sen. Bird*: Please provide the following information for each change request and be prepared to discuss:
 - a. Which portions of the request are currently stimulus-funded, and which are new initiatives, including FTEs. Please delineate between the upcoming fiscal year and the out year.

CDEC Answer: The Department included this answer in Common Questions For Discussion at Department Hearings Question #1, part 2. Additionally, Appendix A provides a list of all FTE outlining if the position is new or currently stimulus funded.

- b. The source of stimulus funds for each part that is stimulus funded.

CDEC Answer: The source of stimulus funds are currently the Child Care Development Fund (CCDF) American Rescue Plan Act (ARPA) Supplemental Discretionary.

STIMULUS FUNDING

- 1 *[Rep. Sirota]*: Please provide additional detail on the timeline to spend one-time federal funds, especially funds pertaining to S.B. 23-213.

CDEC Answer: The Department provided an answer related to this question in the Common Questions For Discussion at Department Hearings Question #1.

- 2 *[Sen. Kirkmeyer]*: Please provide detail regarding encumbrances for the one-time federal funds along with the timeline for when the funds must be obligated/expended.

CDEC Answer: The table below outlines the one-time federal funds encumbered and timelines. Additional information can be found in Common Questions For Discussion at Department Hearings Question #1.

One-time Fund Source	Encumbered	Timeline Obligated/Expended
SB22-213 Emerging & Expanding Grant	\$9,736,621	December 30, 2024/ December 31, 2026
SB22-213 Recruitment and Retention Scholarships and Grants	\$147,399	December 30, 2024/ December 31, 2026
SB 22-213 Family, Friend, and Neighbor Support Programs	\$86,800	December 30, 2024/ December 31, 2026
SB22-213 Employer-Based Child Care	\$3,395,693	December 30, 2024/ December 31, 2026
SB22-213 Home Visiting	\$932,427	December 30, 2024/ December 31, 2026

HB22-1369 Home Visiting for Mental Health-Child First	\$755,212	December 30, 2024/ December 31, 2026
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UNIVERSAL PRESCHOOL PROGRAM

R1 UNIVERSAL PRESCHOOL PROGRAM

- 1 *[Rep. Bird]*: Long term, what will the Department's analysis be when it contemplates a rule change with respect to the impact on population-served and the potential impacts on the State's capacity to fund this work appropriately?

CDEC Answer: The Department has established a rulemaking standard of practice that includes the completion of regulatory and cost-benefit analyses for each proposed rule, including the impact on population-served and the potential impacts on the State's capacity to fund this work. These analyses are included as accompanying documentation during submission to the Colorado Secretary of State (SOS). The Department's regulatory and cost benefit analyses satisfy the requirements of 24-4-103(2.5) and (4.5), C.R.S., of the State Administrative Procedure Act, and include the following assessments:

1. Reason for the proposed rule or amendment;
 2. Anticipated economic benefits of the proposed rule or amendment;
 3. Anticipated costs of the proposed rule or amendment, including direct and indirect costs;
 4. Adverse effects on the economy, consumers, private markets, small businesses, job creation, and economic competitiveness;
 5. The costs and benefits of pursuing at least two (2) alternatives to the proposed rule or amendment;
 6. A description of populations most affected, populations that are set to benefit, and populations that will bear the costs of the proposed rule or amendment;
 7. A description of the probable quantitative and qualitative impact to identified populations as a result to implementation of the proposed rule or amendment;
 8. The probable costs to the Department and other state agencies to implement and enforce the proposed rule or amendment;
 9. A comparison of the probable costs and benefits of the proposed rule versus inaction;
 10. A determination of whether there are less costly methods or less intrusive methods for achieving the purpose of the proposed rule or amendment; and
 11. A description of any alternative methods for achieving the purpose of the proposed rule that were considered, but rejected, and the reasons supporting the rejection.
- 2 *[Rep. Bird, Sen. Kirkmeyer]*: For Universal Preschool change request (R1), looking at the amount of General Fund vs. cash funds, was it always intended that this program would be this reliant on General Fund or was the intent to have the Preschool Programs Cash Fund support a larger share of the costs? Did the General Assembly expect the cash funds to grow as a proportion of the budget? In that respect, what was the original intention of Prop EE in terms of fund sources for UPK?

CDEC Answer: The Preschool Program includes the amount of the General Fund that previously funded the Colorado Preschool Program (CPP), adjusted for inflation, and nicotine and tobacco tax revenue. The Proposition EE blue book outlined anticipated growth in revenue as a result of phased increases in tax rates

and did not specifically indicate whether the state would continue to invest General Fund into preschool. However, H.B. 22-1295 required that the state continue its prior General Fund investment in CPP (26.5-4.209(1)(b), C.R.S.), adjusted by inflation, to support Universal Preschool in addition to Prop EE funds. Senate Bill 23-216, a JBC orbital bill, reiterated this requirement and clarified that the General Assembly should appropriate at least the CPP General Fund amount, leaving the ability to add more (26.5-4-204(6), C.R.S.).

Prop EE revenue may be expected to grow in absolute terms and as a proportion of the overall budget in years in which tax rates increase in accordance with the Proposition and H.B. 20-1427; however, Prop EE taxes are also expected to drive down use of tobacco and nicotine, which may gradually reduce Prop EE revenue over time. The General Fund portion is expected to continue to increase with inflation.

- 3 *[Rep. Bird, Rep. Sirota]*: For R1, can you please break down the specific parts of the request by fund source requested – General Fund vs. Preschool Program Cash Fund and why the Department has requested the funds in that way. With increased revenues in the Preschool Program Cash Fund, does the Department intend to utilize more of the cash fund instead of General Fund? The preference would be to rely more heavily on cash fund than General Fund for new expenses. Please discuss the approach.

CDEC Answer: The R-01 request includes both Cash Funds and General Fund for provider payments, which are affected by the provider rate increase. The Cash Funds portion of the request is for a total of \$24,964,061, with \$1,000,000 as a placeholder for a resource bank to support providers in offering high-quality instruction and \$23,964,061 for provider payments. The \$7,580,558 General Fund portion of the request includes \$2.8 million for Local Coordinating Organization (LCOs), \$4,191,915 for provider payments, as well as \$588,643 for the cost of building out the Universal Preschool Colorado program staff. With the exception of the staff, the remaining \$7.0 million in General Fund represents the inflationary increase guaranteed in statute. The intention with the funding splits in R-01 is to use as much of the cash funds as possible to serve children receiving universal preschool and support providers delivering high quality instruction to children. The Department intends to submit a budget amendment to use additional revenue from the Preschool Program Cash Funds following the passage of Proposition II on universal preschool funding in FY 2024-25. Additional funding will enable the program to meet increased program uptake and provide more children with qualifying factors access to full day care.

- 4 *[Sen. Kirkmeyer]*: The legislature provided additional General Fund to build a reserve in the Preschool Program. Is that approximately \$30 million part of the Preschool Program Cash Fund, and how did it impact the total funding for the program? How has the Department treated the reserve up to this point?

CDEC Answer: The Legislature approved an additional \$28.4 million of General Fund one-time in addition to the Department FY 2023-24 request to implement a reserve of 10% (\$32.2M) of the appropriation in the Preschool Program Cash Funds. The reserve is not appropriated, and therefore the Department is unable to access any reserve funding without a budget action.

- 5 *[Sen. Kirkmeyer]*: Does the request in R1 reflect the \$135.0 million plus inflation as was intended? What has the Department identified as that increase?

CDEC Answer: For FY 2023-24, the General Assembly appropriated \$139.1 million in General Fund for universal preschool, equal to \$135.0 million plus 2022 calendar year inflation. (The Legislature also added \$28.4 million one-time to build the reserve.) The \$139.1 million is now part of the base funding for universal preschool. The R-01 request represents the incremental change from the base and includes the General Fund inflation calculation. The Department used the OSPB September Forecast of estimated calendar year 2023 inflation of 5.0 percent, resulting in an addition of \$6,955,000.

- 6 *[Sen. Kirkmeyer]:* Regarding the request for increase provider payments, are preschool providers getting an inflationary increase in addition to a provider rate increase?

CDEC Answer: The Universal Preschool provider rate increase is included in R-01 at 2 percent. The Department has accounted for the 2 percent increase within the existing funding request for the General Fund amount plus inflation. The Department is not requesting additional General Fund for the provider rate increase for universal preschool providers. The Universal Preschool Providers are also not included in R-08, which requests new funding for providers included in the statewide provider rate increase; the only provider rate increase for universal preschool is in R-01.

- 7 *[Rep. Bird]:* Can the Department provide comparative information regarding the types of public-funded preschool providers and the proportion of children served by type of provider before UPK roll-out?

CDEC Answer: The Department of Education's data from the Colorado Preschool Program (CPP) does not include the proportion of children served in a school district setting versus those served in CPP through a district-contracted community-based provider. Prior to the launch of the Universal Preschool Colorado, the Department collected data on the licensed capacity for preschool ages among all licensed providers, including the proportion of capacity in community-based, school districts, or home-based. However, not all of these programs were publicly funded.

- 8 *[Rep. Bird]:* Please provide information regarding the number of 3-year-olds being served currently and by type of provider. Are school districts the only providers for this age group?

CDEC Answer: As set forth in 26.5-4-208(3)(c)(I) and (II), three year old historical funding has been preserved to continue in FY 2023-24 and future years. These funds were also defined as school district-managed. Many school districts partner with community providers. Many districts are considering more partnerships in an effort to open capacity for universal preschool children while others have decided to hold all funds internally to ensure continuity of care where capacity is available. CDEC will monitor this age group for purposes of supporting families and providers and in the support of longer term solutions. As the enrollment and payment system for serving 3 year olds is different from the universal 4 year old program, the Department is still gathering the data on the number of 3 year olds being served, and will provide that to the Committee when it becomes available.

- 9 *[Sen. Kirkmeyer]:* Pertaining to the funding for the Local Coordinating Organizations in R1, how will the funding in this request be distributed across the LCOs? How has funding been previously/currently disbursed across the LCOs, and how would the distribution of this requested funding compare?

CDEC Answer: Local Coordinating Organizations (LCOs) were originally allocated funding based on the number of children eligible for Universal Preschool Colorado in the LCO catchment area. LCOs with a higher number of eligible children received a proportionally higher budget allocation. Each LCO received a baseline administrative funding allocation based on the cost of hiring staff in the region and the number of eligible children expected to enroll. This baseline funding is designed to fund a half time employee in catchments with the smallest number of children and up to two full time employees for the most populated areas. In addition, LCOs can apply for additional resources to support their work via the community plan. These resources might include funding for translation services, technology, additional staffing, mileage, or professional development costs. There is no change in the distribution methods used for LCOs with this request.

- 10 *[Rep. Bird]*: Regarding the request for the LCOs in R1, can you please give an overview of the responsibilities of LCOs and whether the \$2.8 million is one-time or ongoing? Is there any tapering off of their responsibilities as UPK becomes more established?

CDEC Answer: In these initial years, the responsibilities of LCOs will be focused on outreach, recruitment, retention, and education for a new program. Over time, the responsibilities will shift toward coordination and systems-building in their community for a thriving early education continuum and supporting providers in delivering high-quality services. In particular, as we move forward with development of the quality standards, LCOs will play an integral role in ensuring providers are engaged with the process and are prepared to implement high quality preschool programs for the children they serve. The role of LCOs will continue to be important for coordination, communication and program delivery at the local level and for this reason, the Department is requesting that the \$2.8 million be ongoing.

- 11 *[Sen. Zenzinger]*: In reference to provider rate increases. Do LCOs receive any increase as part of the UPK provider rate increases? How many of the LCOs are school districts? Does it make sense to give school districts a provider rate increase?

CDEC Answer: LCOs do not receive a provider rate increase, as outlined in prior questions, the Department has requested \$2.8 million ongoing for LCOs. LCO's are not considered direct service providers and are not included in the R-08 Provider Rate increase request. There are 32 Local Coordinating Organizations, representing all 64 counties throughout the State. A majority of the LCO's are Early Childhood Councils that represent counties and school districts. Three LCO's include school districts (Eagle County, Custer County, and Westminster school Districts) and two include county governments (Mesa & Summit County). All of our school district and county LCO partners are part of a collaborative that includes a nonprofit entity, which would be eligible to pursue grant funding. School Districts that provide Universal Preschool services are included in the R-01 2 percent provider increase portion of the request.

- 12 *[Sen. Kirkmeyer]*: How does the Department intend to align school day hours with school districts in the financial plan? The school districts would like to have clarification of the contact time. Please provide a business plan for the future.

CDEC Answer: The Department is focused on balancing what families and children need with the operational needs of all providers, including school districts. The Universal Preschool Colorado full-day rate, which was built through a series of stakeholders meetings with families and providers across the state, is

calculated based on 1,080 hours per year of contact hours. In conversations with districts, they have found innovative ways to address the difference between the Universal Preschool and elementary contact hour requirements, including providing credentialed supervision of preschoolers on teacher non-contact days. Changes to the contact hours would be considered through the public rulemaking process with a robust stakeholder engagement process.

- 13 *[Sen. Kirkmeyer]:* Please discuss the system for communication with providers and families regarding improvements to UPK.

CDEC Answer: A top priority is improved communications and customer service for families, providers, LCOs, AUs and partners. In developing the communications strategy for the upcoming 2024-25 school year, key activities are underway to inform and engage providers and families about improvements made to universal preschool, drawing heavily from their invaluable input. These strategies include:

1. Involving select participants in focused conversations: This allows for direct feedback and improved user experience in specific product development efforts.
2. Collaborating with the Department of Education and stakeholders: This ensures alignment and refinement of communication efforts for maximum reach and effectiveness.
3. Creating a dedicated LCO subgroup: This focuses on specific communication improvements and leverages the expertise of Local Coordinating Organizations.
4. Developing a recurring communication cadence: This ensures consistent engagement with families and providers through a variety of channels to include newsletter, website, social media, and expanded engagement with LCOs to provide regular updates and engagement opportunities.

- 14 *[Sen. Kirkmeyer]:* Please provide an update regarding quality standards and rulemaking for UPK educators? What requirements will potential educators be required to meet to teach preschool?

CDEC Answer: The Department has developed the draft Quality Standards rules for the Colorado Universal Preschool Colorado, as outlined and required by H.B. 22-1295. The proposed Universal Preschool Colorado Quality Standards Rules Draft can be found in the following links (Redline Draft¹ | Clean Draft²) and reflect statutory requirements, incorporate findings from comprehensive reviews of 26 national and Colorado-specific standards, and include input and feedback from Families, Providers, School Districts, Early Childhood Councils, and Early Childhood Community Members. The Department presented these rules during a stakeholder meeting on November 13. Forty percent of attendees were Universal Preschool Providers and 26 percent were Local Coordinating Organizations (LCOs). Before these proposed rules moved through the Colorado Department of Early Childhood's formal rulemaking process, CDEC requested public feedback and support crafting the proposed rules. The public comment period for the proposed Quality Standards rules closed on November 22. The Department received 244 unique comments from 141 responses for the Quality Standards rules. The Department is incorporating the feedback into the proposed rule set and will be presenting the revised proposed rules to the Rules Advisory Council (RAC) County Subcommittee on January 4 and to the RAC on January 11. The rules will move through two rounds of Public Rulemaking Hearings with Executive Director, Dr. Lisa Roy, the first for discussion and the second for adoption.

¹ <https://drive.google.com/file/d/19jC4oAi-tziX6VJXuvUiGZ2itjScBFMG/view>

² <https://drive.google.com/file/d/1KtrZqkCdulWcwPyebyNfsHnTHo9lLosG/view>

Additional requirements for Universal Preschool teacher qualifications are not included in the proposed Universal Preschool Quality Standards rules. Determining teacher qualification requirements for providers participating in the Universal Preschool Colorado program is an ongoing, separate process. The goal of the process is to engage providers toward simplification of career pathways while supporting a diverse and competent Universal Preschool Colorado workforce through the alignment of requirements with existing CDEC qualification and credential systems. For the 2024-25 school year, the Universal Preschool Quality Standards will maintain the teacher qualification requirements established in the Department's child care licensing rules. In 2022, a stakeholder group met to discuss recommendations for Universal Preschool Colorado Qualifications. Members included representatives from Early Childhood Councils, higher education, family child care programs, private child care programs, school districts, the Denver Preschool Program, and the Colorado Department of Education. Based on stakeholder feedback, CDEC decided to maintain current licensing qualifications for teachers to allow the program time to establish Quality Standard rules. CDEC is currently hosting stakeholder meetings to identify foundational early childhood competencies for the Early Childhood Teacher (ECT) and Universal Preschool Colorado teachers and align these to levels of the Early Childhood Professional Credential (ECPC). Next, CDEC will analyze current education and training opportunities that align to the foundational competencies, the gaps in training (and access to training) that exist, and create a professional learning plan for both ECT and Universal Preschool Colorado teachers. Target completion date, depending on staffing capacity, is January 2025.

15 *[Rep. Taggart]:* How will the additional revenues to the Preschool Program Cash Fund be utilized?

CDEC Answer: The Department intends on submitting a budget amendment to add additional universal preschool funding in FY 2024-25, as maintaining existing Proposition EE tax rates will result in additional revenues going forward above previously forecasted amounts. Additional funding will enable the program to meet increased program uptake and provide more children with qualifying factors to receive full-day (30 hours) preschool.

16 *[Sen. Kirkmeyer]:* At one point there was a discussion about offering on-line and remote preschool and kindergarten programs. What is the status of this offering?

CDEC Answer: The Department completed a survey for the online remote preschool and kindergarten programs earlier this year. The information from the survey indicated:

Interest In a Hybrid Preschool Option

One-quarter of all respondents, or 131 families, are interested in a hybrid preschool option. Rates are similar for families with children with an IEP—26% were interested in hybrid preschool. Among the 42 families in this sample whose primary language is not English, 44% were interested in a hybrid preschool option.

Other Preferences for Hybrid Preschool

Only the 131 respondents interested in hybrid preschool continued in the survey. Of the 131 respondents interested in hybrid preschool, 64 percent said they are willing to commit to a few hours of synchronous teaching and learning, and 67 percent said they are willing to commit to working on outside projects with their child. All but two of the 131 respondents interested in hybrid preschool said they have access to the Internet at their residence. Families could report a mix of devices that they had access to; 78 percent said they had a laptop,

and 10 percent of families additionally have a desktop or a tablet. Almost all (95 percent) of families responded that they access their tech devices at home, rather than at work or another institution like a library. If the Committee is interested in following up on these survey results, the Department is happy to discuss this further.

17 *[Sen. Kirkmeyer]*: Please provide a written response to the following and also be prepared to discuss:

1. What is the CDEC's process and timing for issuing payments to providers on 3-year-old students who are on an IEP? Districts have received no information about this to date.

CDEC Answer: CDEC continues to collaborate with CDE and is currently finalizing a reporting template to be distributed to school districts by the end of the calendar year to allow for school districts to report the number of served 3-year-old students with IEPs. Once distributed, school districts will be able to upload the report to the payment vendor's secure platform and receive monthly payments for those enrolled students, including back pay for the 2023-24 school year. CDEC is committed to transparent communication and will share specific instructions with school districts upon template completion, and collaborate with our payment provider to develop a collective communications strategy, specifically about payments, to improve communication clarity and efficiency.

2. Many districts have been serving students for whom they are not receiving funding. When they contact the CDEC, they are directed to Matrix IQ, the online payment portal for UPK, or to their LCO. In turn, Matrix IQ and LCOs don't have any information and send the district back to CDEC. What is the plan to resolve this issue?

CDEC Answer: Matrix IQ issues payments to providers on behalf of the Universal Preschool Program for CDEC. CDEC has issued guidance to providers and LCOs to contact MatrixIQ when there is a potential payment issue. CDEC is committed to resolving payment issues in a timely manner through a reconciliation process and is collaborating with Matrix IQ to further refine the payment dispute resolution process. Once correspondence of a potential payment issue from a provider is received by Matrix IQ a ticket is generated with Matrix IQ and routed to the Universal Preschool Program team to investigate the payment issue. The Universal Preschool Program team informs Matrix IQ, the provider, and the LCO (as needed) regarding the results of the investigation. If, in the event a payment discrepancy is the result of the investigation the Department will release funds to Matrix IQ to complete a provider payment to rectify the payment discrepancy.

- a. Providers are serving kids through the CDEC 'walk in' program. However, this provides no incentive for the parent to then complete registration in Bridgecare for the student. Providers do not have access to complete the registration for the families, so providers have students (typically low income at risk families) that providers are not reimbursed for. What is the plan to solve this problem? Access to Bridgecare for providers would be very beneficial, why has CDEC not allowed this?

CDEC Answer: CDEC has become aware of the challenges with unreimbursed walk-in students due to incomplete online registration. The Department is in the process of implementing a restructured application and enrollment process for the 2024-25 school year to improve efficiency and encourage timely registration. CDEC is also actively discussing the optimal entity responsible for online registration, and exploring options

for appropriate provider access to facilitate accuracy and speed. CDEC remains committed to working with providers and stakeholders to address this issue and create a streamlined system that supports both providers and families. Payments have been based on students accepted and enrolled status utilizing data from the online registration system. Providers can support families in fulfilling the online registration. Additionally, CDEC will provide a paper application and coordination with LCOs to help families with limited internet access or religious preferences related to technology to have greater access to timely application processes as well.

- b. When families are able to upload through the Bridgecare system, often it is weeks after the student actually started preschool. How will the providers be made whole for the gap in funding?

CDEC Answer: CDEC is currently reconciling payment files on a monthly basis, to include a look back at children that enrolled in the prior month to ensure all providers are paid for children in their programs starting from the date of enrollment. The Department is requesting funding through the CC-IT S-01 requests to support the enhancements and programmatic shifts for Year 2, there should be no gap between start date and application processing.

3. Under state and federal law, districts must serve any student with an IEP. To meet this requirement, districts have to hold open a number of preschool slots to ensure that they can accommodate these students. The CDEC had promised districts that they would be funded for these open seats and now are hearing that they will not be funded unless the seat is filled. Could you please clarify this and also share how and when districts will be informed of the CDEC's decision?

CDEC Answer: CDEC communicated to providers in late spring of 2023 that payments would be made based on children enrolled in programs. CDEC continues to work with CDE for those school districts that have three-year-olds with IEPs to receive payments a monthly based on enrollment.

4. According to data provided by CDE, there are 68 school districts receiving less funding this year for UPK than they did last year under CPP. One medium-sized district in the metro area is receiving about \$500,000 less this year than last. If this trend continues, districts will be forced to cut programming and/or charge tuition to families, which is the last thing that districts want to do. Since districts were promised they would not receive less funding this year, and made hiring and program decisions based on that promise, how will they be made whole?

CDEC Answer: In the first year of implementation provisions in statute (26.5-4-208(4)(a)) require a historical CPP allocation. Providers previously in CPP and now participating in the Universal Preschool Colorado will receive at least the same amount of funding in FY 2023-24 as in FY 2022-23. The Department, in coordination with CDE, is in the process of drafting the 4 year-old and IEP enrollment verifications for FY 2023-24 that will be sent to providers by the end of the calendar year in order to complete the historical CPP allocation payments in the spring.

- a. Payment Timing - UPK rate is split into monthly payments that start in July through April. This does not align with when school districts provide preschool. Students are not being served in preschool until August or September and then through May. In addition to the 68 school

districts receiving less funding this year, the majority of districts are not receiving the full UPK yearly rate because they do not receive the July or even August payments. Districts are therefore only being paid about 80% of the UPK rate listed. What is being done to make schools whole and to correct this next year?

CDEC Answer: The first payment was distributed on August 1 and acted as a startup payment to support providers' costs at the start of the program year. Providers will continue to receive monthly payments (Universal Preschool annual rate/10 months), through May, to align with a traditional school year. School districts and community-based providers who participated in CPP previously are eligible for the one-time CPP historical allocation payment and will be reflective of the amount allocated to each provider in 2022/2023. All payments will be reconciled by the end of the school year.

5. How will the passage of Proposition II directly impact preschool funding? Specifically, how will this change the factors that are used to determine who qualifies for 30 hours of state funded preschool services? Can the CDEC guarantee that a family's qualification for funding will not change two weeks before the start of the new school year, which is what happened this past summer?

CDEC Answer: Statute (26.5-4-208(3)(b) and 4-204(4)(a)(II)) directs the Department to award additional Universal Preschool hours, based on available appropriations, to children that are low-income and have one additional qualifying factor, established through Department rule. The Department defines "low-income" in rule as 270% Federal Poverty Guidelines (FPG). The current qualifying factors are: child is a dual-language learner; child has an IEP; child is currently in foster care or non-certified kinship care; or child is identified as homeless. The Department has a proposed rule to establish a new qualifying factor for "children in poverty," identified as children living at or below 100% of the Federal Poverty Guidelines (FPG). Beginning in school year 2024-25, this proposed rule change would expand the eligibility of children experiencing poverty to receive full-day preschool, and is intended to increase equity and provide additional support to uplift Colorado's most vulnerable populations. Now that the current school year is underway, CDEC has more data on enrollment and additional hours eligibility. The Department has conducted a financial assessment based on projections for uptake in school year 2024-25 and revenue projections for the Preschool Cash Funds and is confident in its ability to add this new qualifying factor to expand access to full-day for children in poverty, while maintaining the other qualifying factors for children to receive full-day. The Department plans to announce additional hours earlier in the year, pending verification of eligibility and availability of full day programs, to allow more time for families and providers to plan.

6. Districts are already preparing for year 2 of UPK. When will there be communications on how year 2 will work.

CDEC Answer: Districts can expect detailed communications within the next two weeks. These communications will outline this year's program updates, including a streamlined enrollment process featuring pre-registration, family matching, and continued walk-in enrollment options. Additionally, paper applications will be available for families with limited internet access. Further information on improved provider reimbursement, enhanced data and reporting, and expanded IEP support, in coordination with CDE, is forthcoming.

7. How can providers be confident that CDEC has the funding to expand qualifying factors as being proposed in their recent rule making?

CDEC Answer:: Now that the current school year is underway, CDEC has started to receive actual data on enrollment and additional hours eligibility. The Department has conducted a financial assessment based on projections for uptake in the 2024-25 school year and revenue projections for the Preschool Cash Fund. The Department is confident in the ability to add this new qualifying factor to expand access to full-day for children in poverty, while maintaining the other qualifying factors for children to receive full-day, with the R-01 and the anticipated budget amendment are approved. The Department plans to announce additional hours earlier in the year, pending verification of eligibility and availability of full day programs, to allow more time for families and providers to plan.

R3 UNIVERSAL PRESCHOOL PROGRAM IT

- 1 *[Rep. Bird]*: Can you please discuss why the Department is requesting this in General Fund instead of cash funds?

CDEC Answer: The Department is requesting General Fund for its Universal Preschool Colorado Information Technology request to allow for the Preschool Programs Cash Funds to be used to support the Universal Preschool Colorado and ensure providers receive funds to serve as many children and hours as possible. The use of the cash funds for other purposes would result in the reduction in the ability to provide additional hours.

- 2 *[Sen. Zenzinger]*: How have the rule changes regarding enrollment (direct vs. through BridgeCare) impacted the process? How is this request going to improve the functionality of the system for both families and providers? Will this change provide access to BridgeCare for school districts?

CDEC Answer: There has not been a rule change, rather a shift in practice in response to demand. CDEC is working in collaboration with CDE, Administrative Units, and Districts to create a process to place children with IEPs in a direct fashion, in accordance with their IEPs, so that families do not need to participate in the match process. Additionally, there is an effort to pre-enroll children with IEPs and continuity of care (enrolled the year before, sibling, and child of an employee) outside of the match process, and to allow a direct enrollment process once the school year has begun to avoid delays in getting children in programs. However, all children in the Universal Preschool Colorado will need to be registered through the CDEC application to ensure ability to pay providers and clear insight into what children are being provided state funded services.

- 3 *[Sen. Kirkmeyer]*: Please provide a breakdown of the total spent on these systems, OIT, and the call center.

CDEC Answer: The Department has spent a total \$4.4 million on the systems, OIT and call center costs specific to Universal Preschool. The Department received \$3.5 million in Capital IT funds for costs associated with the system build. The Department has obligated nearly all of the funds and has made additional investments that have exceeded this amount. The Department has spent a total of \$2.6 million on the system

build, \$1.4 million with OIT for the IT costs associated with the build, and \$424K for the call center, by using additional funds from the Department IT budget lines.

R4 UPK AND CHILD CARE WORKFORCE SUPPORTS

- 1 *[Rep. Sirota]*: Please provide additional detail the \$1.0 million to partially support the 29 community navigator positions currently funded with stimulus funds. What are we talking about here? Where is the rest of that money coming from? Or is it reduced responsibilities?

CDEC Answer: The R-04 request is a reduction from the \$2.0 million annual funding provided through stimulus, and includes \$1.0 million to sustain funding to continue the support of Early Childhood Council (ECC) navigators. The partial continuation of the stimulus investment in the ECC navigator program will require the Department to work closely with the Early Childhood Councils and the Early Childhood Council Leadership Alliance to identify, after the expiration of the stimulus fund, methods to reduce the scope of work for these critical positions. The Department would work with the Councils on maintaining the core functions of this work that best meets their community needs. Some ECCs may decide that the funding is sufficient to offer pre-licensing, others may choose to use their allocation to fund a systematic approach for providers and families to access real time openings data. Providing flexibility with the funding will allow ECCs to identify within their scope of work which processes best meet the needs within their community.

- 2 *[Sen. Kirkmeyer]*: What is the source of the federal stimulus funding involved in this request, and was it originally identified as one-time stimulus funds?

CDEC Answer: This request was initially funded with CCDF stimulus funds, beginning with the Coronavirus Response and Relief Supplemental Act (CRRSA) grant and then transitioning to the CCDF ARPA Supplemental Discretionary Funds. With regard to stimulus funding, while the original investment was intended to be one-time, however, the Department is requesting ongoing resources for programs and positions with the greatest impact to the early child care workforce.

Colorado Child Care Assistance Program

- 1 *[Sen. Zenzinger]*: What is driving the new rate methodology for CCCAP? Is it changes at the federal level? Stimulus funding? If there are significant federal changes, then what, exactly, is driving this?

CDEC Answer: CCCAP has historically used a market rate survey methodology to determine provider reimbursement rates. This methodology sets reimbursement rates for CCCAP providers based on a market rate survey that reflects the “price” of child care which is based on what parents can afford to pay in a given market as opposed to establishing reimbursement rates that reflect the true cost of providing child care. Federally, states are encouraged to set their reimbursement rates no lower than the 75th percentile of the market rate to support equal access to child care for children receiving child care subsidies. Colorado’s current rate structure is tiered based on a provider’s Colorado Shines rating level to incentivise quality child care environments. In order to accomplish the tiered structure based on quality, Colorado’s current reimbursement rates reimburse providers rated at a level four or five at the 75th percentile, providers rated at a level three at the 50th percentile and providers rated at levels one and two at the 25th percentile. There are several challenges with the Market Rate Survey approach, one of which is the low response rate from licensed

providers across the state to inform the market rate and more importantly, the rates that are set are based on what the market can afford, not what it costs to provide quality child care.

In April 2023, Federal Office of Child Care determined that Colorado's current reimbursement rate structure does not meet the federal equal access standards. The Federal Office of Child Care determined that provider reimbursement rates could not be below the 50th percentile of the market rate. The Department is pursuing a different methodology for establishing CCCAP provider reimbursement rates based on the cost of providing child care has assisted Colorado in determining a path forward to come into compliance with equal access provisions of Federal Regulations and to increase access to child care for Colorado's most vulnerable children. The alternative methodology is a federally approved framework that aims to calculate a rate that reflects the true cost of care. The goal is to ensure providers who serve CCCAP children are receiving rates that incentivize them to serve this population.

- 2 *[Sen. Kirkmeyer]*: With regard to the development of the "alternative rate methodology," what partners did they consult with respect to those changes? Please explain the process for consultation and stakeholding, etc.

CDEC Answer: As part of the scope of work for the alternative methodology, CDEC surveyed all CCCAP providers asking for feedback and information that contributes to the rate calculation. The CCCAP Rate Setting Committee, which is composed of representatives from counties, providers, and early childhood advocates, provides input into the scope of work and calculation of the alternative methodology. This committee is also required in 26.5-4-109, C.R.S. Counties will also have an additional opportunity to provide input through stakeholder sessions. The alternative methodology is also reviewed and approved by the Federal Administration of Children and Families' Office of Child Care.

- 3 *[Sen. Zenzinger]*: How have policy changes impacted our ability serve as many families as may be eligible for this program? Are we meeting the need? If not, why not?

CDEC Answer: The policy changes that have occurred to provide continuity of care to CCCAP children and better meet the needs of child care providers and low-income families within CCCAP between 2010-2023 (HB10-1035, HB14-1317, HB18-1335, increased provider reimbursement rates coupled with the most recent stimulus strategies) have increased the average cost per child per year on the program. This means that over time, the average cost per child has increased and the number of children being served has decreased. [Linked](#)³ is the CCCAP Legislative Report for reference.

HEALTH-RELATED PROGRAMS

EARLY INTERVENTION

- 1 *[Sen. Zenzinger]*: Please discuss the options that the Department is exploring with regard to the ongoing funding for the Nurse Home Visitor Program in light of the long-anticipated decline in tobacco settlement money and the need for an alternative fund source.

³ https://docs.google.com/document/d/1hCfL9L1hwSi2YqXqoRpPJ4zBHTmqzz0txs_2FJOFccE/edit

CDEC Answer: The Department continues to work with Invest in Kids (IIK) on the long-term sustainability of the Nurse-Family Partnership (NFP), including exploring other federal funding streams that could be used to bolster this program. Our strategies to ensure program sustainability include the following:

- The Federal Maternal, Infant, Early Childhood Home Visiting (MIECHV) program was reauthorized in December 2022 with increased appropriation. The Department received an increased award and will allocate an additional \$1 million to the Nurse-Family Partnership program in 2024-2025 contracts.
- The Department has been working with HCPF to identify future opportunities for the program to be reimbursed in another way. There might be opportunities through the Accountable Care Collaborative (3rd iteration-ACC III), Maternity Bundled Payment Program, or Health Services Initiatives funding.
- The Home Visiting Investment Task Force created and distributed a fact sheet on how to use county Temporary Assistance for Needy Families (TANF) funds for home visiting that sites could use to educate local officials.

The table below summarizes the revenues and expenditures forecasts through Fiscal Year 2028-29. Due to the combination of higher tobacco MSA revenue and lower expenditures in FY 2022-23, the Department expects that the fund will have adequate revenue to fully support the program for an additional year through FY 2028-29 . The table also demonstrates the impact of the proposed use of additional MIECHV funding on the fund balance, which would extend the sustainability of the fund an additional year through FY 2029-30.

Fund Balance Changes	FY 2023-24	FY 2024-25	FY 2025-26	FY 2026-27	FY 2027-28	FY 2028-29
Beginning Fund Balance	\$22,107,820	\$21,865,136	\$19,756,010	\$15,706,047	\$11,094,356	\$5,909,702
Tobacco MSA Distribution	\$24,000,000	\$23,200,000	\$22,300,000	\$22,300,000	\$22,300,000	\$22,300,000
Addl Revenue (Interest/AP Reversions/Net Liability Changes)	\$2,753,121	\$2,226,595	\$1,736,473	\$1,736,473	\$1,736,473	\$1,736,473
Budgeted Program Expenditures	-\$26,627,731	-\$27,160,286	-\$27,703,491	-\$28,257,561	-\$28,822,712	-\$29,399,167
Budgeted CDEC Administration	-\$368,074	-\$375,435	-\$382,944	-\$390,603	-\$398,415	-\$406,383
Estimated Ending Fund Balance	\$21,865,136	\$19,756,010	\$15,706,047	\$11,094,356	\$5,909,702	\$140,625
Additional MIECHV funding		\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000
Fund Balance including MIECHV Offset	\$21,865,136	\$20,756,010	\$17,706,047	\$14,094,356	\$9,909,702	\$5,140,625

- 2 *[Sen. Zenzinger]*: For Early Intervention, services dropped off due to COVID. Are we seeing a return to normal? Are there gaps in services or changes and trends you're seeing since the initial COVID impact?

CDEC Answer: Yes, Early Intervention is seeing referral and enrollment numbers nearing pre-COVID levels. Adequate workforce capacity to serve all of the children, particularly in rural areas of the state, remains a gap. Additionally, many providers have expressed that the level of behavior and social emotional concerns in the current population of children being served by the program is stretching beyond the capacity of expertise available in the current workforce. The Early Intervention program is engaging with the Early Intervention Workforce Investment Committee to develop short and long term strategies for recruitment, retention and professional development opportunities, including social and emotional skill acquisition. The Department has utilized the investments made in the Early Intervention workforce last year on key short term initiatives, including retention bonuses and equity in how providers are paid across the state.

R6 EXPAND UNIVERSAL HOME VISITING PILOT

- 1 *[Sen. Zenzinger]*: Similar to early intervention, services dropped off with COVID. Are we seeing a return to normal for services offered through this Family Connect program?

CDEC Answer: The Family Connects program did not launch until 2022 so there is no pre-COVID baseline data to compare.

- 2 *[Sen. Zenzinger]*: It's believed that HCPF is focusing one of their requests on better returns for maternal health. Is the Department coordinating with HCPF to hit both maternal health and post-natal visits? Please provide detail on the reach of the program, coordination, and how they are accounting for the Medicaid population.

CDEC Answer: The Department continues to work closely with HCPF on exploring funding for home visiting services that increase maternal and infant health outcomes. There might be opportunities through the Accountable Care Collaborative (3rd iteration) (ACC III), Maternity Bundled Payment Program, or Health Services Initiatives funding.

Family Connects sites have been collecting data on Medicaid participation for caregivers and infants. Currently between 10-40% of families are enrolled in Medicaid. Family Connect sites are scheduled to start billing for Medicaid reimbursement in 2024. The state program model intermediary, Illuminate Colorado, is supporting site readiness for Medicaid billing by engaging billing experts to provide guidance, training, and ongoing support.

- 3 *[Sen. Gonzalez]*: What counties are interested? What are their characteristics (rural, urban, economically)? Do they have similarities? And longer term, what, exactly, does that expansion plan look like through FY 2028-29? Is the goal to get to all 64 counties?

CDEC Answer: There are four sites working on certification with Family Connects International that serve Boulder, Denver, Eagle, and Jefferson counties. Current implementation is not yet meeting the minimum eligible birth population, thus preventing certification. Those existing sites would expand capacity during the pilot to serve births from seven additional counties including Adams, Arapahoe, Broomfield, Garfield, Pitkin, Summit, and Weld. There are currently 8 participating hospitals and that would increase to twelve. By adding

residents of these 7 additional counties through current and projected hospital partners, Family Connects can begin serving additional families in the first year of the 5-year pilot program funded by the budget request, maximizing the timeline, impact and reach of the pilot program. The cost savings evaluation would focus on a robust Family Connects implementation in one rural region and one urban region. Understanding how Family Connects impacts Colorado family health and other outcomes, studying the cost savings associated with Family Connects Colorado, and receiving state certification in the Family Connects program model are key to long-term sustainability and expansion of the program to all Colorado counties.

Counties not included in the budget request are still invited to implement the Family Connects model in their local communities, using other funding sources. To this end, the state-funded intermediary for Family Connects, Illuminate Colorado, has had conversations with several additional counties exploring lifting the model locally.

The Department and Illuminate Colorado have been exploring long-term funding sources that can be layered to sustain the program infrastructure. This includes public and private insurers, government sources (Federal, State, County, and City), and philanthropy. This activity is required through the Family Support Primary Prevention federal grant from the Administration of Children and Families that is partially supporting the launching of Family Connects in the four existing counties.

WRITTEN RESPONSES ONLY FOR DISCUSSION AT DEPARTMENT HEARINGS

COMMON QUESTIONS: PLEASE RETAIN THE NUMBERING IN ORDER TO MAINTAIN CONSISTENT LABELING ACROSS DEPARTMENTS.

- 1 Please describe any budgetary or administrative impacts from the implementation of H.B. 21-1110 (Laws for Persons with Disabilities) as it pertains to IT accessibility. Please describe any budget requests that include components related to the implementation of IT accessibility requirements.

CDEC Answer: In FY 2023-24, the Department was appropriated \$1.1 million with rollforward authority for two years (S.B. 23-214 & S.B. 23-244). CDEC is currently in the process of hiring a term limited Project Manager and a vendor via OIT's ADA vendor pool to do the needed testing for remediation efforts. CDEC has a vendor on contract for the maintenance and operations and enhancement efforts that will be responsible for the remediation of the findings for many of the public facing applications.

- 2 Please identify rules the Department promulgated in FY 2022-23. With respect to these rules, has the Department done any cost-benefit analyses pursuant to Section 24-4-103 (2.5), C.R.S., regulatory analyses pursuant to Section 24-4-103 (4.5), C.R.S., or any other similar analysis? Has the Department conducted a cost-benefit analysis of Department rules as a whole? If so, please provide an overview of each analysis.

CDEC Answer: The Department has promulgated seven (7) emergency rules and fifteen (15) permanent rules involving the following divisions/programs: Colorado Universal Preschool Colorado; Colorado Child Care Assistance Program (CCCAP); School Readiness Quality Improvement Program (SRQIP); Early Childhood Councils (ECC); Early Intervention Colorado Program (EI); and rules for several programs within the Division of Early Learning, Licensing, and Administration (DELLA) such as the General Child Care Licensing, Substitute Placement Agencies, Children's Resident Camps, Special Activities, School Aged Child

Care Programs, and Child Care Centers. All emergency rulemakings were followed by permanent adoption to ensure the rules remained effective beyond the one hundred and twenty (120) day expiration date of emergency rules. The CDEC Rule Tracker⁴ provides a detailed list and more information regarding all of the Department's rulemaking proceedings.

There have been three (3) requests for the Department to complete a cost-benefit-analysis (CBA) pursuant to section 24-4-103(2.5), C.R.S. Of which, the Colorado Office of Policy, Research, and Regulatory Reform (COPRRR) determined that the Department's proposed rules met the qualifications for exemption, and preparation of a CBA was not required. During its regular rulemaking standard of practice, the Department has completed regulatory and cost-benefit analyses for each proposed rule, and included the analyses as accompanying documentation during submission to the Colorado Secretary of State (SOS). The Department's regulatory and cost benefit analyses satisfy the requirements of sections 24-4-103(2.5) and (4.5), C.R.S., of the State Administrative Procedure Act, and include the following assessments:

1. Reason for the proposed rule or amendment;
2. Anticipated economic benefits of the proposed rule or amendment;
3. Anticipated costs of the proposed rule or amendment, including direct and indirect costs;
4. Adverse effects on the economy, consumers, private markets, small businesses, job creation, and economic competitiveness;
5. The costs and benefits of pursuing at least two (2) alternatives to the proposed rule or amendment;
6. A description of populations most affected, populations that are set to benefit, and populations that will bear the costs of the proposed rule or amendment;
7. A description of the probable quantitative and qualitative impact to identified populations as a result to implementation of the proposed rule or amendment;
8. The probable costs to the Department and other state agencies to implement and enforce the proposed rule or amendment;
9. A comparison of the probable costs and benefits of the proposed rule versus inaction;
10. A determination of whether there are less costly methods or less intrusive methods for achieving the purpose of the proposed rule or amendment; and
11. A description of any alternative methods for achieving the purpose of the proposed rule that were considered, but rejected, and the reasons supporting the rejection.

For quick access to the Department's regulatory and cost benefit analyses, please click on the links provided in the "CO SOS Tracking No." column for each respective rule, on the CDEC Rule Tracker⁵.

- 3 Provide a list of any legislation with a fiscal impact that the Department has: (a) not implemented, (b) partially implemented, or (c) missed statutory deadlines. Please specifically describe the implementation of ongoing funding established through legislation in the last two legislative sessions. Explain why the Department has not implemented, has only partially implemented, or has missed deadlines for the legislation on this list. Please explain any problems the Department is having implementing any legislation and any suggestions you have to modify legislation.

CDEC Answer:

HB22-1295 - Comprehensive Analysis - Funded through Sept 2024.

⁴ <https://lookerstudio.google.com/reporting/a762872b-8aa3-4f4d-83b8-a5faa80d1dc9?s=vABs6-FNUZO>

⁵ <https://lookerstudio.google.com/reporting/a762872b-8aa3-4f4d-83b8-a5faa80d1dc9/page/9K4QD?s=vABs6-FNUZO>

Encompasses three bodies of work:

1. Generate Ownership model for an Early Child Integrated Data System (ECIDS), design and build the infrastructure, determine initial use cases, connect appropriate data sets, analyze and provide evidence basis for decision making, and determine sustainability model.
2. 2) Conduct Human Centered Design sessions to determine enhancement roadmap to improve the Early Childhood Provider/Professional Hub and provider experience across the state, and begin enhancement work.
3. 3) Conduct Human Centered Design sessions with parents/caregivers across the state to determine requirements for a Early Childhood Family Portal. The goal of this portal is to provide parents/caregivers with insights into Early Childhood services they may qualify for, direct them to the eligibility submission and share documentation across those services. The outputs of this research will provide for a Request for Information (RFI) to determine what technological opportunities are available, and provide needed documentation for a potential decision item to fund the future of this portal. To date, CDEC has a vendor to manage all program and project management, as well as the Human Centered design work on board. A consultant with extensive ECIDS history across 20+ states is on board to assist with the ECIDS effort. The OIT staffing to include project management, enterprise architecture, data architecture, dashboard information and report development are all on staff and assisting with the efforts. A solicitation to build the infrastructure for the ECIDS is underway.

SB23-244 - Funded through June 30, 2025

CDEC is seeking a term limited Project Manager for the testing and remediation efforts associated with H.B. 21-1110 requirements. CDEC is in the interview stage of hiring a vendor to test all applications and learning management sites via the OIT vendor pool. .

SB23-214 (R-05 Equity for CDEC) - Funded through June 30, 2024

CDEC is in discovery of an automated bidirectional tool to translate all applications, websites, and static documentation into 30+ languages. It is a generative artificial intelligence tool that will mature with use to include managing various dialects.

- 4 State revenues are projected to exceed the TABOR limit in each of the next two fiscal years. Thus, increases in cash fund revenues that are subject to TABOR will require an equivalent amount of General Fund for taxpayer refunds. Using the attached Excel Template A, please:
 - a. List each source of non-tax revenue (e.g., fees, fines, parking revenue, etc.) collected by the Department that is subject to TABOR and that exceeds \$100,000 annually. Describe the nature of the revenue, what drives the amount collected each year, and the associated fund where these revenues are deposited.
 - b. For each source, list actual revenues collected in FY 2021-22, and projected revenue collections for FY 2022-23 and FY 2023-24.
 - c. List each decision item that the Department has submitted that, if approved, would increase revenues subject to TABOR collected in FY 2024-25.

CDEC Answer: Template A in Appendix D (pg.57) provides additional information requested. The Department has six cash funds that exceed \$100,000 in revenue each year. The Department did not request any decision items that would increase revenues collected subject to TABOR.

- 5 Please use the attached Excel Template B to summarize the Department’s funded and actual FTE for the last five fiscal years and identify the origin of changes in funded FTE. If positions have not been filled, please describe challenges in preventing positions from being filled and how vacancy savings are being utilized.

CDEC Answer: The Department itself was established in June 2021 via House Bill 21-1304. House Bill 22-1295 transitioned early childhood programs and services from the Department of Human Services, Office of Early Childhood, to the Department of Early Childhood effective July 1, 2022, and enacted the Colorado Universal Preschool Colorado Program. The recent establishment of the Department has added to the challenges with recruiting and retaining staff as it is difficult to remain competitive with market rates and other state agencies. This information can be found in Appendix E Template B (pg 58).

- 6 For each line item in the Department with FTE please provide the following information for the last five fiscal years.
- a. FTE allocated in the Long Bill and other legislation;
 - b. Actual FTE;
 - c. Vacancy rate;
 - d. Actual expenditures associated with FTE;
 - e. Reversions by fund source;
 - f. Vacancy savings; and,
 - g. Amount transferred to the State Employee Reserve Fund (SERF).

CDEC Answer:

The Department was established in 2021 under H.B. 21-1304. Below are tables with the information for FTE for FY 2021-22 and FY 2022-23.

FY 2021-22							
Division	FTE Appropriated	Actual FTE	Vacancy Rate	Actual Expenditures	Reversions	Vacancy Savings	SERF Reversions
Executive Director's Office	1.8	1.8	0.0%	\$245,837	\$0	\$0	\$0

FY 2022-23								
Division	FTE Appropriated	Actual FTE	Vacancy Rate	Actual Expenditures	Cash Funds Reversions	Federal Funds Reversions	Vacancy Savings*	SERF Reversions
Executive Director's Office	30.4	18.0	40.8%	\$3,130,155	\$27,542	\$507,922	\$183,464	\$342,110
Partnerships and Collaborations	10.4	2.5	76.0%	\$773,250	\$0	\$451,390	\$29,673	\$79,369
Early Learning Access and Quality	69.5	39.9	42.6%	\$8,213,422	\$0	\$709,252	\$773,764	\$20,311
Community and Family Support	26.1	19.2	26.4%	\$2,624,470	\$73,512	\$164	\$132,376	\$4,992

Licensing and Administration	71.6	25.3	64.7%	\$9,628,216	\$535,054	\$864,030	\$324,743	\$1,651
Total	208.0	104.9	49.6%	\$24,369,513	\$636,108	\$2,532,757	\$1,444,020	\$448,432

**Funding that was not reverted from vacancy savings went to personnel services contracts or pay differentials for staff covering multiple roles due to vacancies.*

- 7 Describe General Fund appropriation reductions made in the Department for budget balancing purposes in 2020, and whether the appropriation has been restored with General Fund or another fund source through budget actions or legislation.

CDEC Answer: The table below outlines the General Fund reductions made for balancing purposes and the restoration status.

Name of Program	General Fund Reduction Amount	Restoration Status
Early Literacy Book Distribution	(\$100,000)	Not restored
Incredible Years Program	(\$173,841)	Refinanced with MTCF in FY 2020-21 through budget action
Child Care Substance Use Disorder Treatment Pilot (HB 19-1193)	(\$500,000)	Restored with General Fund in FY 2021-22 through budget action
Family Support Services	(\$532,638)	Restored with General Fund in FY 2021-22 through budget action
Colorado Children's Trust Fund	(\$253,425)	\$150,000 of General Fund was restored in FY 2022-23 through budget action
Early Intervention Evaluations*	(\$243,815)	Restored in FY 2022-23 as part of SB 21-transfer of evals from CDE to CDEC

*The Early Intervention Services program did not have a General Fund reduction as part of the 2020 budget balancing actions, but was impacted by the related JBC action not to fund the FY 2020-21 request of \$3.5 million for caseload growth. Without adequate caseload funding, the program was required to introduce stricter program eligibility criteria to reduce the caseload and ensure that all eligible children could be served without a waiting list, in accordance with federal regulations. The eligibility change and caseload reduction resulted in a General Fund reduction of (\$5M) in FY 2021-22.

- 8 Provide a list and brief description of all interagency agreements that the Department is party to, including any statutory authority or requirements for specific interagency agreements. Please further describe any appropriations and transfers of funding between departments associated with interagency agreements.

CDEC Answer: ANSWER: The Department currently has fifteen interagency agreements. The Department partners with CDE, OIT, the Governor's Office, CDPHE, CDHS, HCPF, OEDIT, DPA and CDHE (Regents of CU, CSU, Metro State, Red Rocks Community College, Pueblo Community College, Regents of

the University of Colorado, Colorado Mesa University). A list of interagency agreements and additional detail can be found in Appendix F (pg. 59-60).

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
R-01	ADMINISTRATOR IV	Fiscal Monitor	0.3	0.3	Yes	Responsible for fiscal monitoring for the Universal Preschool Program, to ensure compliance and reduce potential for fraud.
R-01	CONTRACT ADMINISTRATOR III	Contract Admin	0.9	1.0	Yes	Provide support for the program with the contracts with Local Coordinating Organizations and Preschool Providers.
R-01	TRAINING SPECIALIST III	Regional Coach	0.9	1.0	No	Responsible for regional coaching with LCO's and for the system user and help desk support for the program.
R-01	PROGRAM MANAGEMENT II	Product Owner	0.9	1.0	No	Responsible for leading the universal preschool quality standards, resource bank and assurances of best practices in instruction, curriculum and assessment. They will coordinate with the LCOs and department teams to ensure quality across programs.
R-01	TRAINING SPECIALIST III	UI/UX Trainer	0.9	1.0	No	Responsible for regional coaching with LCO's and for the system user and help desk support for the program.
R-01	PROJECT MANAGER III	Tech Owner	0.9	1.0	No	Technical product owner for the Universal Preschool Program systems.
R-01	ANALYST III	Project Manager	0.9	1.0	Yes	Responsible for analyzing data for the Universal Preschool Program systems.
R-02	PROJECT MANAGER III	Project Manager	0.9	1.0	No	Enterprise Coordinator/Project Manager responsible for the management of the Universal Preschool Program System build out and integration as well as vendor communication and management.
R-02	ANALYST III	DCFS Product Owner	0.9	1.0	No	Division of Community and Family Support (DCFS) Product Owner to support the integration of the Universal Preschool Program System with Department systems. The positions will also be responsible for identifying and receiving requests, prioritizing work, assisting in sprint planning, working with the technical team on a daily basis during implementation, ensuring a review of deliverables from each sprint for acceptance, and developing user stories for both development and testing.

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
R-02	ANALYST III	DELLA Product Owner	0.9	1.0	No	Division of Licensing and Administration (DELLA) Product Owner to support the integration of the Universal Preschool Program System with Department systems. The positions will also be responsible for identifying and receiving requests, prioritizing work, assisting in sprint planning, working with the technical team on a daily basis during implementation, ensuring a review of deliverables from each sprint for acceptance, and developing user stories for both development and testing.
R-02	ANALYST III	DLAQ Product Owner	0.9	1.0	No	Division of Early Learning Access and Quality (DLAQ) Product Owner to support the integration of the Universal Preschool Program System with Department systems. The positions will also be responsible for identifying and receiving requests, prioritizing work, assisting in sprint planning, working with the technical team on a daily basis during implementation, ensuring a review of deliverables from each sprint for acceptance, and developing user stories for both development and testing.
R-02	DATA MANAGEMENT III	DCFS System Admin/Help Desk	0.9	1.0	No	Division of Community and Family Support (DCFS) Administrator/Help Desk position that will be entry level Administrators responsible for assisting with software configuration work, technical-related cases such as account and access management, record management, user acceptance testing. This moves contract positions for critical and business priority applications to full time positions, increasing the capacity of the team to manage configuration work and creating depth of knowledge.
R-02	DATA MANAGEMENT III	DLAQ System Admin/Help Desk	0.9	1.0	No	Division of Early Learning Access and Quality (DLAQ) Administrator/Help Desk position that will be entry level Administrators responsible for assisting with software configuration work, technical-related cases such as account and access management, record management, user acceptance testing, and the Professional Development Information System (PDIS) and CCCAP (CHATS) administration program . This moves contract positions for critical and business priority applications to full time positions, increasing the capacity of the team to manage configuration work and creating depth of knowledge.
R-02	ANALYST IV	ECW-Data Analyst	0.9	1.0	No	Responsible for utilizing data strategically to support ad hoc and ongoing reporting and data requests that drive decision-making to meet the increased demand for digestible data

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
						that helps program staff and stakeholders make informed decisions, especially as it relates to supporting the early childhood workforce.
R-02	ANALYST III	Cornerstone Admin	0.8	1.0	No	Personnel Performance & Learning Management and Human Resources/Procurement Administrators responsible for providing department-wide system management that enables creation, management and automation of employee and other human resources files, as well as finance and fiscal documentation. These positions are needed as a result of the increase in program staff required to support the implementation of the Universal Preschool Program. In addition, the Department requires its own instance of HR and procurement systems for this purpose, but did not receive administrators in the transition from the Colorado Department of Human Services (CDHS). These roles are required for OIT and internal stakeholder liaising, managing incidents and problems, and security and usability ownership.
R-02	ANALYST III	Onbase Admin	0.8	1.0	No	Personnel Performance & Learning Management and Human Resources/Procurement Administrators responsible for providing department-wide system management that enables creation, management and automation of employee and other human resources files, as well as finance and fiscal documentation. These positions are needed as a result of the increase in program staff required to support the implementation of the Universal Preschool Program. In addition, the Department requires its own instance of HR and procurement systems for this purpose, but did not receive administrators in the transition from the Colorado Department of Human Services (CDHS). These roles are required for OIT and internal stakeholder liaising, managing incidents and problems, and security and usability ownership.
R-02	ADMINISTRATOR III	Fiscal	0.8	1.0	Yes	Fiscal Monitor responsible for recipient and subrecipient monitoring to ensure compliance and corrective actions and reduce potential audit findings and risks in reductions in federal award.
R-02	ADMINISTRATOR III	POLICY	0.8	1.0	Yes	Policy & Legislative Analyst responsible for legislative implementation planning and completion.

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
R-02	ADMINISTRATOR IV	Fiscal	0.8	1.0	Yes	Fiscal Specialists responsible for tracking expenditures, working with vendors on invoice submission, and accurate data entry into the state accounting system.
R-02	ADMINISTRATOR IV	Fiscal	0.8	1.0	Yes	Fiscal Specialists responsible for tracking expenditures, working with vendors on invoice submission, and accurate data entry into the state accounting system.
R-02	ADMINISTRATOR IV	Fiscal	0.8	1.0	Yes	Fiscal Specialists responsible for tracking expenditures, working with vendors on invoice submission, and accurate data entry into the state accounting system.
R-02	ADMINISTRATOR IV	Fiscal	0.8	1.0	No	Fiscal Specialists responsible for tracking expenditures, working with vendors on invoice submission, and accurate data entry into the state accounting system.
R-02	AUDITOR III	Auditor	0.8	1.0	Yes	Responsible for completing internal audits and external audit coordination under the direction of the Audit Director.
R-02	AUDITOR III	Auditor	0.8	1.0	Yes	Responsible for completing internal audits and external audit coordination under the direction of the Audit Director.
R-02	BUDGET & POLICY ANALYST III	Budget	0.8	1.0	Yes	Responsible for budget development and implementation, projections, and fiscal note analysis for the entire Department under the direction of the Budget Director.
R-02	CONTRACT ADMINISTRATOR IV	Procurement & Contracts	0.9	1.0	Yes	Responsible for Staff Authority level drafting of contracts, leases, contract modifications, or other legal documents to ensure legal sufficiency and providing training and guidance to internal program staff for statement of work, budget, contract and procurement execution and completion, at the direction of the Procurement and Contracts Director.
R-02	CONTRACT ADMINISTRATOR IV	Procurement & Contracts	0.9	1.0	Yes	Responsible for Staff Authority level drafting of contracts, leases, contract modifications, or other legal documents to ensure legal sufficiency and providing training and guidance to internal program staff for statement of work, budget, contract and procurement execution and completion, at the direction of the Procurement and Contracts Director.
R-02	CONTRACT ADMINISTRATOR IV	Procurement & Contracts	0.9	1.0	Yes	Responsible for Staff Authority level drafting of contracts, leases, contract modifications, or other legal documents to ensure legal sufficiency and providing training and guidance to internal program staff for statement of work, budget, contract and procurement

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
						execution and completion, at the direction of the Procurement and Contracts Director.
R-02	CONTRACT ADMINISTRATOR IV	Procurement & Contracts	0.9	1.0	Yes	Responsible for Staff Authority level drafting of contracts, leases, contract modifications, or other legal documents to ensure legal sufficiency and providing training and guidance to internal program staff for statement of work, budget, contract and procurement execution and completion, at the direction of the Procurement and Contracts Director.
R-02	HUMAN RESOURCES SPEC IV	Human Resources	0.8	1.0	Yes	Talent Acquisition Specialist responsible for the recruitment of staff for the Department.
R-02	HUMAN RESOURCES SPEC IV	Human Resources	0.8	1.0	Yes	Human Resources Coordinator responsible for position descriptions, hiring plans, working closely with hiring managers, minimum qualifications review and other human resources duties for the 200+ staff.
R-02	MKTG & COMM SPEC IV	Communications	0.8	1.0	Yes	Responsible for communications to providers, families, stakeholders related to all of the Department, under the direction of the Communications Manager.
R-02	MKTG & COMM SPEC IV	Communications	0.8	1.0	Yes	Responsible for communications to providers, families, stakeholders related to all of the Department, under the direction of the Communications Manager.
R-02	MKTG & COMM SPEC IV	Communications	0.8	1.0	Yes	Responsible for communications to providers, families, stakeholders related to all of the Department, under the direction of the Communications Manager.
R-02	LEGAL ASSISTANT II	CORA	0.8	1.0	No	Responsible for overseeing CORA requests and administrative appeals.
R-02	PROJECT MANAGER III	Policy	0.8	1.0	Yes	Policy & Legislative Director responsible for the direction of legislative, policy, legal, and rulemaking initiatives and supervision of all policy staff for the Department.
R-02	PROGRAM MANAGEMENT II	PACT-SSBI Unit Manager	0.8	1.0	Yes	State Systems Building Initiatives (SSBI) Unit Manager responsible to continue to work on initiatives that strengthen Colorado's early childhood system through partnership, alignment and innovation. This includes wrapping up and sustaining the work of the PDG B-5 Planning Grant; continuing to manage the Early Childhood Comprehensive Systems Grant; and any other systems building initiatives necessitated by the

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
						Department's strategic priorities.
R-02	PROGRAM MANAGEMENT II	FCMH Manager	0.8	1.0	Yes	Early Childhood Mental Health (FCMH) Manager to provide oversight for the state's early childhood mental health programs.
R-04	PROJECT MANAGER I	ECW Development	0.8	1.0	Yes	Provider Support Specialist, responsible for leading efforts related to using substitute teachers as a lever to accelerate multiple early childhood workforce recruitment, retention, and strengthening strategies. This position develops the Substitute Fund Program to ensure that early childhood programs, including home-based programs, have access to highly-qualified substitute teachers.
R-04	TRAINING SPECIALIST IV	Training & Instructional Design	0.8	1.0	Yes	Peer Mentor, responsible for the development of the Teacher Peer Mentorship Program to increase early childhood educator retention statewide. This position is responsible for sustainable, effective implementation of the peer mentoring program to meet strategic retention goals for early childhood educators statewide. Additionally, the Peer Mentor identifies existing early childhood directors and educators capable of serving as mentors to new early childhood professionals in the Teacher Peer Mentorship Program.
R-04	PROGRAM MANAGEMENT I	Workforce Quality Support	0.8	1.0	Yes	Coaching Manager, responsible for onboarding, training, and employing coaches with adequate training and experience in adult learning and in using assessment data to drive coaching strategies aligned with program/organization/state-designated local organizations performance goals.
R-04	TRAINING SPECIALIST III	Workforce Quality Support	0.8	1.0	Yes	Responsible for prioritizing state designated local organizations in areas with historically or currently limited access to Technical Assistance (TA) and coaching. Collects and analyzes data on coaching and TA activities, including providing subject matter expertise to identify relevant and predictive data points. Regional coaches pilot and scale up evidence-based coaching and TA models, as well as implement foundational coaching models for distance-based coaching and TA.

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
R-04	TRAINING SPECIALIST III	Workforce Quality Support	0.8	1.0	Yes	Responsible for prioritizing state designated local organizations in areas with historically or currently limited access to Technical Assistance (TA) and coaching. Collects and analyzes data on coaching and TA activities, including providing subject matter expertise to identify relevant and predictive data points. Regional coaches pilot and scale up evidence-based coaching and TA models, as well as implement foundational coaching models for distance-based coaching and TA.
R-04	TRAINING SPECIALIST III	Workforce Quality Support	0.8	1.0	Yes	Responsible for prioritizing state designated local organizations in areas with historically or currently limited access to Technical Assistance (TA) and coaching. Collects and analyzes data on coaching and TA activities, including providing subject matter expertise to identify relevant and predictive data points. Regional coaches pilot and scale up evidence-based coaching and TA models, as well as implement foundational coaching models for distance-based coaching and TA.
R-04	TRAINING SPECIALIST III	Workforce Quality Support	0.8	1.0	Yes	Responsible for prioritizing state designated local organizations in areas with historically or currently limited access to Technical Assistance (TA) and coaching. Collects and analyzes data on coaching and TA activities, including providing subject matter expertise to identify relevant and predictive data points. Regional coaches pilot and scale up evidence-based coaching and TA models, as well as implement foundational coaching models for distance-based coaching and TA.
R-04	TRAINING SPECIALIST III	Training & Instructional Design	0.8	1.0	Yes	Responsible for development and implementation of training and technical assistance relevant to the Early Childhood Workforce. In addition to facilitating training, coaching, and support to early childhood professionals across Colorado, this position collects and analyzes data on training and technical assistance activities. The training specialist is responsible for maintaining records of the status of ongoing EQIT courses in local communities including enrollment challenges, materials needs, and contact people for each community.

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
R-04	TRAINING SPECIALIST III	Training & Instructional Design	0.8	1.0	Yes	Responsible for alignment of projects which may include new initiatives, information technology projects, important goals, or collaborations with counties, providers, and families that support the alignment and coordination of early child care policy and infrastructure. Provide training to providers regarding implementation of rules and regulations that directly impact child care providers participating in CCCAP and delivering technical assistance or training by email, telephone, system support tickets, in person meetings, webinars. The position will also support the creation of manuals and desk aids regarding provider rates, fiscal agreements, or other child care provider-facing policies. This position is responsible for supporting the design of recommended strategies for the ECW Training and Instructional Design Unit.
R-04	TRAINING SPECIALIST III	Training & Instructional Design	0.8	1.0	Yes	Responsible for alignment of projects which may include new initiatives, information technology projects, important goals, or collaborations with counties, providers, and families that support the alignment and coordination of early child care policy and infrastructure. Provide training to providers regarding implementation of rules and regulations that directly impact child care providers participating in CCCAP and delivering technical assistance or training by email, telephone, system support tickets, in person meetings, webinars. The position will also support the creation of manuals and desk aids regarding provider rates, fiscal agreements, or other child care provider-facing policies. This position is responsible for supporting the design of recommended strategies for the ECW Training and Instructional Design Unit.
R-04	ADMINISTRATOR IV	DELAQ CCR&R/FCC H QRIS Regional Coordinator	1.0	1.0	No	Position will work with State-level early childhood stakeholder organizations to revise and administer an application process for local Quality Incentive grantees, to ensure the statutory, regulatory and reporting requirements are met, and to serve as the point of contact for information about quality programs. The position provides information and technical assistance to stakeholders in all quality and access program areas. This position is responsible for the development of reporting requirements for participating grantees, the development of a statewide report/evaluation of the programs, and collaboration with other state-level early childhood organizations. The position is also responsible for coordinating and administering the daily operations of Quality Incentive Programs and

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
						acts as a liaison to the Colorado Child Care Assistance Program (CCCAP) to ensure alignment of tiered reimbursement best practices.
R-04	PROGRAM MANAGEMENT I	DELAQ CCR&R/FCC H QRIS-Colorado Shines	1.0	1.0	No	Position to have oversight of the Quality Rating and Improvement System and the Quality Improvement grant funding. This position will supervise four QRIS Regional Coordinators, providing leadership and development, program and fiscal management, personnel management, and supervision. This position will also be responsible for the data gathering and tracking of quality ratings, communications, and stakeholder engagement and coordination. This position will also provide guidance around legislation and rules and will determine changes to policy. Finally, the position will be responsible for standard operating procedures and documentation and for fiscal formulation for funding allocation.
R-05	SOC SERVICES SPEC III	CCCAP Spec	0.8	1.0	Yes	Social Services Specialist to sustain existing CCCAP positions that are currently being supported through CCDF American Rescue Plan Act (ARPA) Discretionary Funds. Without the continuation of this position, the Department and State CCCAP unit are at risk of not being able to successfully support the existing needs of the program, the counties and the child care providers that serve low-income families and children, and the new work of aligning and blending CCCAP and Universal Preschool Program. Responsible for recruiting and developing relationships with stakeholders; providing technical assistance to county staff and child care providers; tracking key project deliverables; advising County Departments of Human Services; and conducting regular scans of local practice to ensure access to high quality programs; and executing strategies, such as the Colorado Shines Brighter program, under the federal grant. This position is critical to continue proper oversight of the program and support the alignment of the Universal Preschool Program and CCCAP.

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
R-05	SOC SERVICES SPEC III	CCCAP Spec	0.8	1.0	Yes	Social Services Specialist to sustain existing CCCAP positions that are currently being supported through CCDF American Rescue Plan Act (ARPA) Discretionary Funds. Without the continuation of this position, the Department and State CCCAP unit are at risk of not being able to successfully support the existing needs of the program, the counties and the child care providers that serve low-income families and children, and the new work of aligning and blending CCCAP and Universal Preschool Program. Responsible for recruiting and developing relationships with stakeholders; providing technical assistance to county staff and child care providers; tracking key project deliverables; advising County Departments of Human Services; and conducting regular scans of local practice to ensure access to high quality programs; and executing strategies, such as the Colorado Shines Brighter program, under the federal grant. This position is critical to continue proper oversight of the program and support the alignment of the Universal Preschool Program and CCCAP.
R-05	SOC SERVICES SPEC III	CCCAP Spec	0.8	1.0	Yes	Social Services Specialist to sustain existing CCCAP positions that are currently being supported through CCDF American Rescue Plan Act (ARPA) Discretionary Funds. Without the continuation of this position, the Department and State CCCAP unit are at risk of not being able to successfully support the existing needs of the program, the counties and the child care providers that serve low-income families and children, and the new work of aligning and blending CCCAP and Universal Preschool Program. Responsible for recruiting and developing relationships with stakeholders; providing technical assistance to county staff and child care providers; tracking key project deliverables; advising County Departments of Human Services; and conducting regular scans of local practice to ensure access to high quality programs; and executing strategies, such as the Colorado Shines Brighter program, under the federal grant. This position is critical to continue proper oversight of the program and support the alignment of the Universal Preschool Program and CCCAP.
R-05	SOC SERVICES SPEC IV	CCCAP Spec	0.8	1.0	Yes	CCCAP program lead responsible for ensuring overall compliance of CCCAP; coordinates with staff for Qualified Exempt Provider inspection visits; analyzes current and historical data; determines necessary steps to implement training events; and creates

Appendix A -FY 2024-25 Requested FTE

Request #	Job Class	Position Title	FY 2024-25	FY 2025-26	Currently Stimulus Funded	Position Description
						effective processes for counties, providers, and clients to access program materials.
R-05	SOC SERVICES SPEC III	CCCAP Supervisor	0.8	1.0	Yes	Social Services Specialist to sustain existing CCCAP positions that are currently being supported through CCDF American Rescue Plan Act (ARPA) Discretionary Funds. Without the continuation of this position, the Department and State CCCAP unit are at risk of not being able to successfully support the existing needs of the program, the counties and the child care providers that serve low-income families and children, and the new work of aligning and blending CCCAP and Universal Preschool Program. Responsible for recruiting and developing relationships with stakeholders; providing technical assistance to county staff and child care providers; tracking key project deliverables; advising County Departments of Human Services; and conducting regular scans of local practice to ensure access to high quality programs; and executing strategies, such as the Colorado Shines Brighter program, under the federal grant. This position is critical to continue proper oversight of the program and support the alignment of the Universal Preschool Program and CCCAP.
R-06	PROGRAM MANAGEMENT I	Family Connects Pilot Program Monitor	0.9	1.0	No	Responsible for administering and monitoring the Family Connects Pilot Program.

Appendix B CDEC Organization Chart

Executive Director's Office



Appendix B CDEC Organization Chart

Executive Director
 Executive Assistant
 Deputy Executive Director
 Director of Office Program Delivery
 Director of Office of Administrative Solutions
 Chief Financial Officer
 Universal Preschool Program Director

Equity, Diversity, Inclusion & Accessibility

Equity, Diversity, Inclusion & Accessibility (EDIA)
 Director
 Language Justice Project Manager (term-limited)
 Tribal Liaison/Community Engagement

Universal Preschool Program

Universal Preschool Program Delivery Director
 Program Assistant II

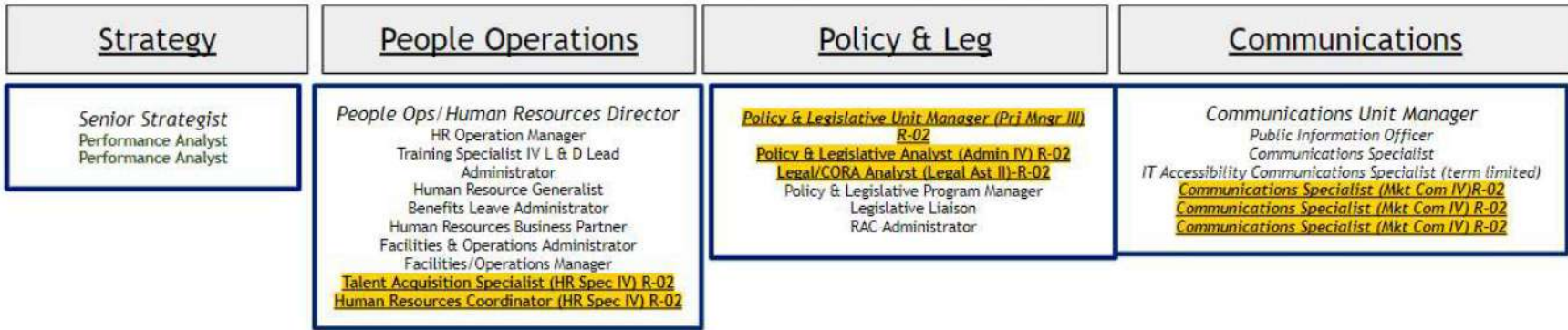
Local Coordinating Organization Unit Manager
 LCO Regional Specialists
 LCO Regional Specialists
 LCO Regional Specialists
 LCO Regional Specialists
 LCO Regional Specialists

UPK Unit Manager
 UPK Specialist
 UPK Specialist
 UPK Specialist
 UPK Specialist
 (New) UPK Product Owner (Pri Mgr III) -R-01
 (New)Trainer/Help Desk Support (Trng Spec III)
 R-01

Kindergarten Transition Specialist
 UPK Quality Assurance Staff
 (New) Quality Program Director (PM II)
 R-01
 Analyst III R-01

Appendix B CDEC Organization Chart

Office of Administrative Solutions



Business Innovation, Technology & Security



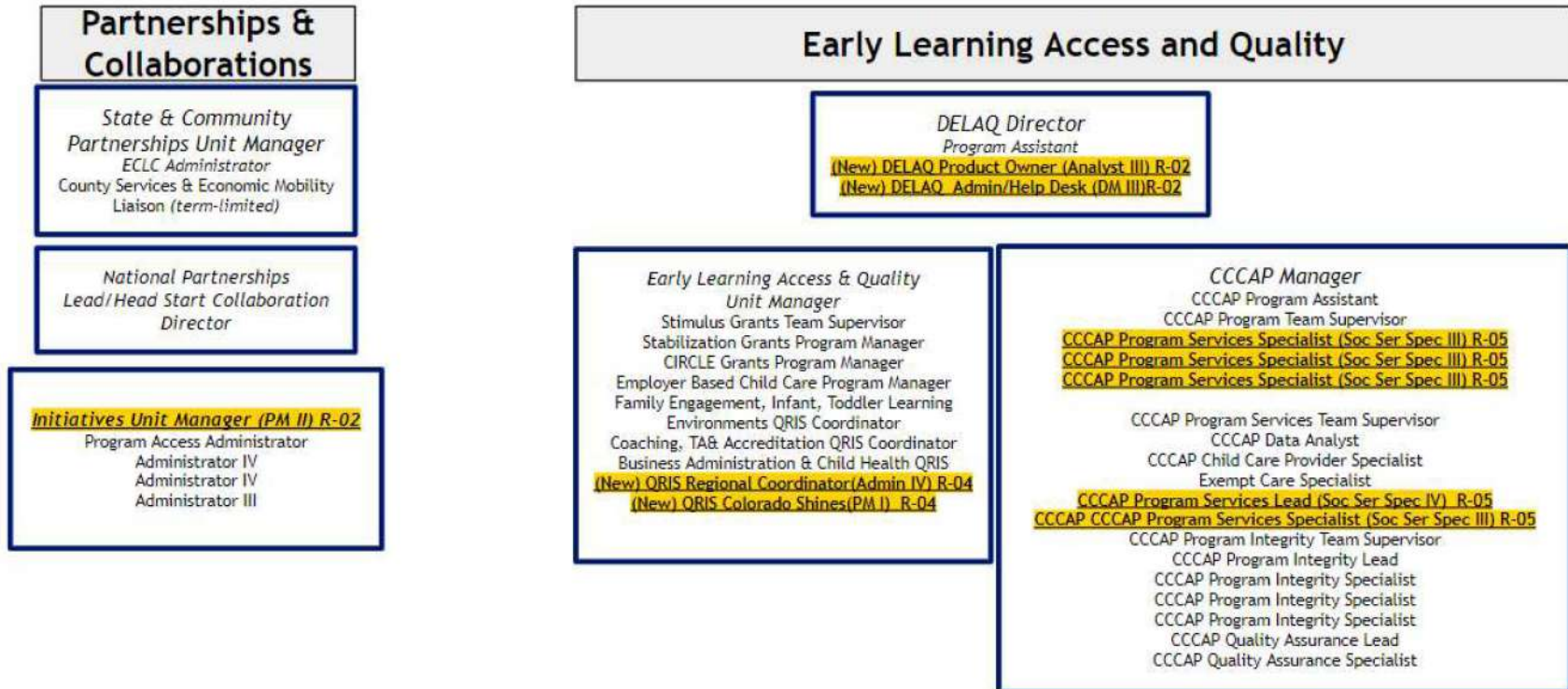
Appendix B CDEC Organization Chart

Office of Finance

Chief Financial Officer
Deputy Chief Financial Officer
Program Assistant



Office of Program Delivery



Appendix B CDEC Organization Chart

Office of Program Delivery

Early Childhood Workforce

ECW Director
Program Assistant

Training and Instructional Design Manager
Colorado Shines Training Supervisor
Coaching ID Coordinator
ID Coordinator

(New) Quality Trainer (Trng Spec III) R-01

CCCAP Training Supervisor

CCCAP Doc Specialist (Trng Spec III) R-04

CCCAP Training Specialist (Trng Spec III) R-04

Training Specialist (Trng Spec III) R-04

Training Alignment Process Coordinator

Peer Mentor Training Specialist (Trng Spec IV) R-04

Regional Coaching Network Team Supervisor (PM I) R-04

Early Childhood Regional Coach (Trng Spec III) R-04

Early Childhood Regional Coach (Trng Spec III) R-04

Early Childhood Regional Coach (Trng Spec III) R-04

Early Childhood Regional Coach (Trng Spec III) R-04

Workforce Quality Supports Unit Manager
FFN Advisory & Training Coordinator
EQIT Initiative Program Lead
EQIT Specialist

ECW Development Unit Manager

ECPC Program Lead

ECPC TTA Specialist

Recruitment and Retention Team

Supervisor

Apprenticeship Lead

PDG Workforce Program Administrator

Provider Support Specialist (Pri Mngr I) R-04

PDIS Team Supervisor

PDIS Help Desk Lead

PDIS Helpdesk Specialist

PDIS Helpdesk Specialist

Data Analyst

Appendix B CDEC Organization Chart

Office of Program Delivery

Community and Family Support

DCFS Director

Program Assistant

(New) DCFS Admin/Help Desk (DM III) R-02
(New) DCFS Product Owner(Analyst III) R-02

Early Childhood Mental Health Manager (PM III) R-02

Incredible Years/Child First Administrator
ECMH Consultation Administrator

Family Strengthening Unit Manager

Program Assistant
Home Visiting Team Supervisor
Safe Care Colorado Administrator
MIECHV Administrator
NHVP Administrator
Family Support Team Supervisor
Promoting Safe & Stable Families Administrator
CBCAP Administrator
CCR/FRC Administrator
CFP Administrator

Early Intervention Unit Manager

Program Assistant
Deputy Manager
Fiscal Support Administrator
EI Workforce Administrator
Early Intervention (EI) Evaluation Administrator
Child Find Coordinator
Intake Team Supervisor
Care Navigator Lead
Care Navigator
Care Navigator
Care Navigator
Care Navigator
Care Navigator
Care Navigator
Training and Technical Assistance Team Supervisor
Technical Assistance (TA) & Outreach Coordinator
Provider Training Coordinator
Training Coordinator
Early Intervention (EI) Data Team Supervisor
Early Intervention (EI) Data Coordinator
Early Intervention (EI) Data Report Analyst
Early Intervention (EI) Data Specialist

Appendix B CDEC Organization Chart

Office of Program Delivery

Licensing and Administration

Abuse and Neglect Background Check Unit Manager

Compliance Specialist V
Compliance Specialist III
Appeals and Waivers
Coordinator
Licensing Specialist
Legal Assistant
Abuse and Neglect Technician
Abuse and Neglect Technician
Abuse and Neglect Technician
Abuse and Neglect Technician

DELLA Director

Program Assistant
Legal Assistant
(New) DELLA Product Owner (Analyst III) R-02
Licensing Training & Technology Administrator

Licensing Compliance Unit Manager

Licensing Support Staff Team Supervisor
Licensing Assistant
Licensing Assistant
Licensing Assistant
Front Desk & Licensing Support Specialist
Front Desk & Licensing Support Specialist
Criminal Background Check Team Supervisor
Licensing Support Specialist
Criminal Records Technician
Criminal Records Technician
Criminal Records Technician
BIU Technician
BIU Technician

Quality & Technical Assistance Unit Manager

Program Assistant
Licensing Team Supervisor
Lead Licensing Specialist
Licensing Specialist
Licensing Specialist
Licensing Specialist
Lead Licensing Specialist
Licensing Specialist
Licensing Specialist
Licensing Specialist
Licensing Specialist
Lead Licensing Specialist
Licensing Specialist
Licensing Specialist
Bilingual Licensing Team Supervisor
Licensing Specialist-Bilingual
Licensing Specialist-Bilingual

Licensing Operations Unit Manager

Licensing Specialist
Licensing Team Supervisor
Licensing Specialist
Lead Licensing Specialist
Licensing Specialist
Licensing Specialist
Licensing Team Supervisor
Lead Licensing Specialist
Licensing Specialist
Licensing Specialist
Licensing Specialist
Licensing Specialist
Licensing Specialist
Licensing Team Supervisor
Lead Licensing Specialist
Licensing Specialist
Licensing Specialist
Licensing Specialist

Appendix C -Evidence Based Outputs and Measures by Request

R-01 Universal Preschool Program	
<i>The program objective is to deliver universal, voluntary preschool to all Colorado children in their year before Kindergarten. The program is Step 3 of the evidence continuum, moving to Step 4 by assessing outcomes. High-quality early childhood education has demonstrated positive outcomes across numerous indicators for children and families in the short- and long-term.</i>	
Program Objective	Deliver universal, voluntary preschool to all Colorado children in their year before Kindergarten.
Outputs being measured	Special education placement, grade retention, high school graduation rates, data and analytics, improved value of deliverables, customer satisfaction
Outcomes being measured	Change pre- and post- participation in the universal preschool program in kindergarten readiness; likelihood of a reading deficiency; test scores; grade repetition; high school graduation rates.
Type and Result of Evaluation	National analysis of high-quality experimental and quasi-experimental studies of the impact of early childhood education conducted between 1960 and 2016 found that, on average, participation in early childhood education comparable to the universal preschool program leads to statistically significant reductions in special education placement (-8.1 percentage points), grade retention (-8.3 percentage points), and increases in high school graduation rates (+11.4 percentage points).
S.B. 21-284 Evidence Category and Evidence Continuum Level	Step 3: Assess Outcomes
R-02 CDEC Departmental Operations	
<i>This request represents step 3, moving to Step 4 on the state's Evidence Based Continuum regarding information technology.</i>	
Program Objective	Offset the increasing costs to manage technology. The need for Data and Analytics continues to rise in order to make sound, evidence based decisions about the services we provide, and as important, the services we do not provide, as do licenses for access to technologies to manage the day to day work. The cost of technology due to supply chain and global shortages has increased the cost of doing business, and the industry standard cost escalator for software and management of hardware, applications, and databases rise at an uneven, but rounded cost of approximately 3-5% per year. Have all technology efforts managed via an agile approach to ensure responsiveness to the ever-changing needs and technology landscapes.
Outputs being measured	Data and analytics, improved value of deliverables, customer satisfaction

Appendix C -Evidence Based Outputs and Measures by Request

Outcomes being measured	The shift to an Agile approach to managing state technology has proven to reduce the number of failed technology efforts and has increased the productivity of state solutions. In Massachusetts, Bryan Hirsch, co-founder of Massachusetts Digital Service, reports that where only 20% of state technology projects have historically been successful (as compared to BEECK Center for Social Impact and Innovation reporting of federal projects success rate at only 13%), by shifting to an agile approach, they have increased their success rate four times to 80%. Additionally, this approach has provided empirical feedback on where to invest more and where to stop investing, as well as creating transparency. By putting all needs/requests into one bucket for review and prioritization, as opposed to just focusing on the larger scale projects, and by taking an approach where a set body of work is defined, implemented, tested and deployed in a short time frame, business units across the state are expressing a sense of being heard, that their needs are being addressed at an increased rate, and that the transparency this process creates gives context to the entire body of work around technology.
Type and Result of Evaluation	The result of working in an agile fashion with better tools for both transactional and historical data, and for dashboarding that data, will provide better opportunity at outcomes based decision making for fund spend, reporting and response to human centered design based enhancements.
S.B. 21-284 Evidence Category and Evidence Continuum Level	Step 3: Assess Outcomes
R-03 Universal Preschool Information Technology	
<i>This request represents step 3, moving to Step 4 on the state's Evidence Based Continuum.</i>	
Program Objective	Offset the increasing costs to manage technology. The need for Data and Analytics continues to rise in order to make sound, evidence based decisions about the services we provide, and as important, the services we do not provide, as do licenses for access to technologies to manage the day to day work. The cost of technology due to supply chain and global shortages has increased the cost of doing business, and the industry standard cost escalator for software and management of hardware, applications, and databases rise at an uneven, but rounded cost of approximately 3-5% per year. Have all technology efforts managed via an agile approach to ensure responsiveness to the ever-changing needs and technology landscapes.
Outputs being measured	Data and analytics, improved value of deliverables, customer satisfaction
Outcomes being measured	Reduce the number of failed technology efforts and has increased the productivity of state solutions.

Appendix C -Evidence Based Outputs and Measures by Request

Type and Result of Evaluation	Not Applicable
S.B. 21-284 Evidence Category and Evidence Continuum Level	Step 3: Assess Outcomes
R-04 Universal Preschool and Child Care Workforce Support	
<p><i>The Department has a vested interest in building statewide capacity for mentoring and coaching. The initiatives in this request fall at Level 3 - Theory Informed in the evidence continuum. With approximately 200 new coaches added in Colorado during the last year, the Department is confident that the regional coaching network infrastructure is a major contributor to this increase. Sustaining the investment is critical for future Department workforce efforts. Coaching and mentoring teams have a logic model and implementation plan for expanding peer mentoring and coaching to non-English speaking populations. Job-embedded coaching has been implemented as an improvement strategy in 89 percent of state awarded federal Preschool Development Grants. Colorado has been a leader in establishing the evidence-base for coaching through the Expanding Quality for Infant and Toddlers Initiative where coaching has been empirically validated as a key lever to transfer training and course content into classroom application by educators.</i></p> <p><i>CDEC program staff engage in annual continuous quality improvement interviews or surveys with all involved entities. Themes are identified and the results are shared with ECCs and licensing staff and are used to identify program improvements to be made in the following year. The End of Year Reports (2022) detail these themes, as well as other information from that year's participants.</i></p>	
Program Objective	Provide statewide training and coaching for both formal and informal child care providers aiding in the growth and strength of the child care sector and enhancing continuity of care in communities across the state.
Outputs being measured	Licensed early childhood professionals Quality of care provided Retention of staff Training for coaches and peer mentors (CDEC) and expand to diversify language, race and ethnicity of coaches statewide
Outcomes being measured	Increased retention of teachers who reflect the linguistic and cultural diversity of Colorado. Reduced expulsions, fewer licensing violations, higher quality within programs. Providers thriving/teachers thriving and drawing new teachers into the Early Childhood Education workforce.
Type and Result of Evaluation	Pre- and Post- evaluations given to participants in training and coaching.

Appendix C -Evidence Based Outputs and Measures by Request

S.B. 21-284 Evidence Category and Evidence Continuum Level	Level 3 - Theory Informed
<i>The Department has outlined supporting evidence for CCR&R and FCCH in the request.</i>	
Program Objective	<p>Family Child Care Home (FCCH) and CCR&R Navigators support home providers in becoming licensed, as well as supporting newly licensed providers by providing resources and ensuring their access to services. FCCH Navigators provide guidance and support in the following areas:</p> <ul style="list-style-type: none"> • Grant and funding information • Licensure process • Licensing rules and regulations • Professional development and training opportunities • Accessing the Professional Development Information System (PDIS) • Small business development • Relationship and trust building through regular communication between the FCCH/CCR&R Navigators and their home providers. • Professional development and training opportunities • Technical assistance with the Professional Development Information System (PDIS) • Relationship and trust building through regular communication between the AOC Navigators and their providers.
Outputs Being Measured	<p>The program has been very successful resulting in 109 individuals receiving support with achieving licensure from FCCH/CCR&R Navigators and 46 newly licensed providers. Early Childhood Councils report having a 75% and greater reach to the providers in their catchment areas. These providers have been supported with a number of resources including:</p> <p>Supporting providers with providing healthcare to their employees Engaging with the Adult Child Food Program Getting Early Childhood Mental Health Services Troubleshooting internet coverage concerns Training support for licensure Connecting to small business resources and training</p> <p>FCCH/CCR&R Navigators reported that the most frequent supports provided were (from most frequent to least): Grant funding, Professional Development, Quality Improvement, Rules and Regulations, Databases</p>
Outcomes Being Measured	<p>Salesforce data (accessed 5/31/2023) shows 25 more licensed programs and 61 more pending child care licenses than the previous month.</p> <p>80 individuals received support with achieving licensure from FCCH Navigators.</p>

Appendix C -Evidence Based Outputs and Measures by Request

	30 newly licensed providers were touched by FCCH Navigator support in March 2023.
Evaluations	There is significant evidence from other fields that supports navigation as a pathway to retention and completion. The available evidence from this project indicates the same is true here and that having a dedicated Early Childhood Council Navigator (Navigator) from the local community for individuals to contact to ensure they receive the support they need to complete the licensing process and engage in the system as a whole. Many of the Department’s Navigators have been approved to teach the Department-approved Pre-Licensing training for family child care homes, which has increased the number of approved trainers for this required curriculum by nearly 170 percent, from 13 to 35. As a result, those wanting to become licensed and open a family child care home have access to more training sessions, as well as more varied training offerings; for example, this training is now offered in multiple languages, including Spanish, Arabic, Somali, Dari, and Farsi.
SB21-284 Evidence Category and Evidence Continuum Level	Step 2: Identify Outputs, Theory-informed
R-05 Colorado Child Care Assistance Program Decision Item	
<i>CCCAP supports low-income families participating in an eligible activity by providing high-quality early learning opportunities for children 0-13 years of age in a variety of early childhood settings such as licensed child care centers, preschools, child care homes, and before and after school programs. Through evaluation of the program, CDEC has seen a 10.7 percent increase (or 255) in the number of child care providers statewide accepting CCCAP.</i>	
Program	CCCAP
Program Objective	Provide eligible households with access to high quality, affordable child care that supports healthy child development and school readiness while promoting household self-sufficiency and informed child care choices.
Outputs being measured	Number of families newly accessing CCCAP due to the expansion of the income eligibility and the number of new infant/toddler child care slots. Number of continued or new provider participation in the CCCAP program due to an increase in monthly absences and limiting the burden of absorbing the cost of these additional absences or seeking payment from struggling families.
Outcomes being measured	Increasing the child care capacity across the State, particularly for infants and toddlers, and increasing the number of providers who accept CCCAP.

Appendix C -Evidence Based Outputs and Measures by Request

Type and Result of Evaluation	Evaluation. The Department has seen a 10.7 percent increase in the number of child care providers statewide accepting CCCAP. The Department has seen an increase of 330 infants and toddlers added to the program when comparing FY 2022-23 data with FY 2021-22 data.
S.B. 21-284 Evidence Category and Evidence Continuum Level	Level 3 - Theory Informed
R-06 Expand Universal Home Visiting Pilot	
Program Objective	To promote equitable outcomes for families of newborns and link them directly to supportive community care resources
Outputs being measured	Scheduling rates. Visit completion rate. Participant demographics. Referral documentation. Client report of service connection. Clinical assessment
Outcomes being measured	Cost savings related to health care and child welfare. Number of referrals to the child welfare system. Number of hospital admissions for mother and child. Improved social determinants of health. Number of connections to community support
Type and Result of Evaluation	Family Connects has been implemented in 20 states, and two randomized controlled trials have been conducted in Durham, NC. The first trial began in 2009 looking at family outcomes when the baby was six months old. Results include: Emergency room visits and hospital overnight stays were reduced by 50% in the first year of life; these results were sustained but did not increase through the second year of life. Mothers reported significantly more positive parenting behaviors, like hugging, comforting and reading to their infants. Home environments were improved – homes were safer and had more learning materials to support infant development. Community connections increased by 15%. The second trial took place in 2014 and looked at family outcomes when the child was two years old. Findings include: Families had 44% lower rates of Child Protective Services investigations for suspected child abuse or neglect through child age 2; 39% lower investigation rates through child age 5. Mothers were 30% less likely to experience possible postpartum depression or anxiety. Regarding racial disparities, the randomized trials and a field quasi-experiment show that Family Connects was associated with statistically significant reductions in 7 of the 12 measured racial disparities, including maternal anxiety and depression, father non-support, infant emergency medical care, and child maltreatment investigations.
S.B. 21-284 Evidence Category and Evidence Continuum Level	The Program is Step 5 - Proven on the Evidence Continuum.

Appendix C -Evidence Based Outputs and Measures by Request

R-07 Early Intervention Caseload Increases	
<p><i>he EI Program effectively identifies developmental delays in infants and toddlers to proactively address these delays and mitigate the impact they have on a child’s growth so that the child will have as many skills as possible when they enter preschool. The developmental areas that EI services target are adaptive skills, cognitive skills, communication skills, motor skills, and social and emotional skills.</i></p> <p><i>According to statewide data, approximately 50 percent of children enrolled in EI services do not go on to need Part B preschool special education services. Serving all infants and toddlers with identified developmental delays or disabilities leads to long-term cost savings and better outcomes for children, ensuring they are as prepared as possible for school.</i></p>	
Program	Early Intervention
Program Objective	Provide developmental services to children birth through age two who have delays or disabilities to ensure they have the supports they need for school and life.
Outputs being measured	<p align="center">Percent delay and degree of delay, as identified during eligibility determination Type of services provided to each child (Physical therapy, speech therapy, etc.) Frequency of services Total length of children’s participation in the program</p>
Outcomes being measured	<p align="center">Number of children who received Early Intervention who go on to qualify for preschool special education services (Part B of IDEA) Change in degree/severity of delays in developmental areas</p>
Type and Result of Evaluation	<p>Pre- and Post-Evaluation. Evaluations of Colorado’s EI program have demonstrated positive outcomes for children served through the EI program.</p> <p>97% of parents and caregivers who participated in EI reported that the services helped their child’s development and learning.</p> <p>98% of children show at least some progress in development.</p> <p>EI is a preventative, cost-saving program that contributes to young children’s school readiness and reduces the need for additional costs incurred when a child is found eligible for preschool special education services.</p>
S.B. 21-284 Evidence Category and Evidence Continuum Level	Level 3 - Theory Informed
R-08 Provider Rate Increase	

Appendix C -Evidence Based Outputs and Measures by Request

Program Objective	Increase provider rates to support providers' ability to recruit and retain staff, and ultimately help ensure service availability across the state to families who need these supports.
Outputs being measured	Low-income families, families of children with disabilities and other service needs.
Outcomes being measured	Families who face additional economic or social hardships, and those who have children with disabilities or other service needs, are more often to rely on state programs (rather than privately funded services) such as CCCAP, Early Intervention, and home visiting programs.
Type and Result of Evaluation	N/A
S.B. 21-284 Evidence Category and Evidence Continuum Level	Step 3: Assess Outcomes

Appendix D Non-Tax Revenues Collected by Department That Are Subject to TABOR

Non-Tax Revenues Collected by Department That Are Subject to TABOR (excluding sources that amount to less than \$100,000/year)				
		Revenues Collected Annually		
Revenue Source	Associated Cash Fund	FY 2022-23 Actual	FY 2023-24 Projection	FY 2024-25 Projection
Funds from a statutorily defined portion of Proposition EE (Section 24-22-118, C.R.S) revenue interest; gifts, grants and donations.	Preschool Programs Cash Fund	\$616,065	\$194,996,769	\$210,283,466
Licensing fees from child care providers.	Child Care Licensing Cash Fund	\$1,855,616	\$2,062,002	\$2,068,881
Funds from the Tobacco Master Settlement Agreement and interest on Fund Balance	Nurse Home Visitor Program Fund	\$26,514,011	\$27,615,302	\$26,969,028
Fees paid to conduct background checks on people working with children or older adults * Change in revenue estimates based on the R-08 requests	Records and Reports Fund	\$1,453,110	\$997,500	\$945,000
By the petitioner in a proceeding for dissolution of marriage, legal separation, or declaration of invalidity of marriage and by the petitioner in an action for a declaratory judgment concerning the status of marriage, a fee of ninety dollars; fifteen dollars of such fee shall be transmitted to the state treasurer for deposit in the Colorado children's trust fund, created in section 26.5-3-206 (1) C.R.S. As well as, Interest, federal grants and other contributions, grants, gifts, bequests, donations, and any moneys appropriated thereto by the state. Such moneys shall be transmitted to the state treasurer for credit to the trust fund.	Colorado Child Abuse Prevention Trust Fund	\$512,589	\$442,923	\$442,623
Service charges, insurance carrier payments, and interest.	Early Intervention Services Trust Fund	\$11,901,909	\$12,431,704	\$13,067,085
TOTALS		\$42,853,300	\$238,546,200	\$253,776,083

Appendix E Funded FTE and Actual FTE

Part A: Please summarize the Department's funded and actual FTE for the last three fiscal years.

Trend Information: Funded FTE and Actual FTE				
Fiscal Year	Funded FTE*	Actual FTE	Actual Above/(Below) Funded FTE	% Difference
2019-20	n/a	n/a	n/a	n/a
2020-21	n/a	n/a	n/a	n/a
2021-22	1.8	1.8	0.0	0.0%
2022-23	208.0	104.9	(103.1)	-49.6%
2023-24	231.7	n/a	n/a	n/a
FTE Change over 3 years	229.9			
% Change over 3 years	99.2%			

* "Funded FTE" equals the number of full time equivalent positions specified in the annual Long Bill or in appropriation clauses in other acts. These FTE figures reflect the number of positions that correspond to the amounts appropriated.

Part B: Please identify the origin of changes in funded FTE for FY 2022-23.

FY 2022-23: Status of New Funded FTE				
Fiscal Year	Funded FTE	Actual FTE	Actual Above/(Below) Funded FTE	% Difference
TOTAL BASE: 2021-22	1.8	1.8	0.0	0%
<i>Decision Items:</i>				
<i>Bills:</i>				
HB 22-1329 (Long Bill)	30.6	14.2	16.4	-54%
HB22-1369 Children's Mental Health Programs	0.3	0.3	0.0	0%
SB22-213 Child Care Support Programs	9.6	9.6	0.0	0%
HB 22-1295 Department of Early Childhood and Universal Preschool Program	167.5	80.8	86.7	-52%
TOTAL: 2022-23	208.0	104.9	103.1	-50%

Appendix F Interagency Agreements

Department	Interagency Agreement Description	Funding Source
CDPHE	Colorado Department of Public Health and Environment is funding CDEC for Economic Mobility & County Relations Liaison	Federal Funds
HCPF	HCPF is contracting with CDEC (CDEC is the vendor) for the ECLC	Federal Funds
CDHE	This project will provide NEW SLFRF funding (SB22-213) to continue providing funding for free coursework for early childhood professionals and scholarships at public colleges and universities. This is continuing to support Workforce Strategies	Federal Funds
CDHS	The purpose of this agreement is to outline the terms of the operational support that CDHS will provide to CDEC	General Fund
CDHS	Colorado Department of Public Health and Environment is funding CDHS for ECLC work	Federal Funds
CDHS	This project serves to support the Early Childhood Leadership Commission (ECLC) goals. The ECLC is Colorado's state advisory council for early childhood. The role of the ECLC is to be a statewide leader, subject matter expert, and champion to best and promising practices throughout the state.	Federal Funds
CDHE-Colorado State University	Career training pathways for the Early Childhood Mental Health (ECMH) workforce. The program has experienced staffing shortages and long-standing vacancies. Investments in workforce training, recruitment and retention strategies are critical to ensuring the program has available workforce to implement the programming.	Federal Funds
Office of the Governor	This award to the Colorado Department of Early Childhood (CDEC) is for the purposes of conducting and developing Universal Preschool Program Formula (s) to inform providers on their decision and ability to participate in the 2023-2024 Colorado Universal Preschool program	Federal Funds
CDHE-Pueblo Community College	Emerging and Expanding child care grant program. The purpose of the Grant program is to expand access and availability of licensed child care throughout the State.	Federal Funds
CDHE-Red Rocks Community College	Emerging and Expanding child care grant program. The purpose of the Grant program is to expand access and availability of licensed child care throughout the State.	Federal Funds

Appendix F Interagency Agreements

CDHE-Regents of the University of Colorado	To provide regular, in-home, visiting nurse services to low income first time mothers, with their consent, during their pregnancies and through their children’s second birthday in order to help educate mothers on the importance of nutrition and avoiding alcohol and drugs, including nicotine, and to assist and educate mothers in providing general care for their children.	General Fund
CDHE-Regents of the University of Colorado	This project is expected to strengthen the competency, confidence, and actual numbers of trained and qualified IECMH providers serving Colorado’s prenatal through five population as well as increase the awareness of IECMH as a field of study and practice.	Federal Funds
CDHE-Regents of the University of Colorado	Per the federal Preschool Development Grant B-5 (PDG) the CDEC is responsible to execute an activity related to enhancing alignment and coordination at the local level that shall enhance transitions to kindergarten through a planning process to create a Colorado-specific P-3 Leadership cadre. This planning shall support a successful and smooth transition as children enroll in the Universal Preschool Colorado program and beyond.	Federal Funds
CDHE- Regents of the University of Colorado	Contractor shall increase access, awareness and family supports around perinatal mental health care for Black moms and babies as well as increase workforce capacity of Black and Indigenous People of Color (BIPOC) providers working with Black moms and babi	Federal Funds
CDHE- Regents of the University of Colorado	MIECHV-Maternal, Infant & Early Childhood Home Visitation	Federal Funds

MEMORANDUM

To: Joint Budget Committee
From: Colorado Department of Early Childhood
Date: December 10, 2023
Subject: Universal Preschool Funding

The purpose of this memo is to provide a high-level overview of Universal Preschool funding, hours, and rates, to inform the Committee’s ongoing engagement with the program.

	FY 2023-24 Appropriation	FY 2024-25 Request: Incremental Change [^]	FY 2024-25 Requested Appropriation
Minimum General Fund for Universal Preschool per S.B. 23-216	\$139.1M	\$7.0M	\$146.1M
Additional General Fund for Universal Preschool to create Preschool Program Cash Funds Reserve	\$28.4M	-	-
Preschool Program Cash Funds Appropriation for Universal Preschool*	\$154.5M**	\$25.0M	\$179.5M
Total Universal Preschool Program Appropriation	\$322.0M	\$32.0M	\$325.6M

*The Preschool Programs Cash Funds is subject to change given updated revenue projections following the passage of Proposition II.

**The Preschool Program Cash Funds appropriation for FY 2023-24 was inclusive of the \$18M required for the Proposition EE Refund Cash Funds.

[^]Figures include core program costs, not including the \$0.6M for staffing included in R-01.

Ongoing Funding: General Fund and Proposition EE Revenue

Proposition EE established a new revenue stream to increase our state investment in preschool, ultimately making 10 hours of free preschool available to all four-year-olds. This was not intended to replace existing General Fund funding for preschool. On the contrary, [House Bill 22-1295⁶](#) required that the state continue its prior General Fund investment in the Colorado Preschool Program (CPP) (Section 26.5-4.209(1)(b), C.R.S.), adjusted by inflation, to support Universal Preschool *in addition to* Prop EE funds. [Senate Bill 23-216⁷](#), a JBC orbital bill, reiterated this requirement and clarified that the General Assembly should appropriate at least the CPP General Fund amount adjusted by inflation, leaving the door open to more (Section 26.5-4-204(6), C.R.S.).

⁶ https://leg.colorado.gov/sites/default/files/2022a_1295_signed.pdf

⁷ https://leg.colorado.gov/sites/default/files/2023a_216_signed.pdf

House Bill 20-1427, which referred Proposition EE to the ballot, outlines where Proposition EE revenues are to be transferred each year (Section 24-22-118, C.R.S.). In FY 2023-24, this section directed \$10,950,000 to the Tobacco Tax Cash Funds, \$4,050,000 to the General Fund, and the remainder to the preschool cash funds. For FY 2024-25 through FY 2026-27, statute directs the same amounts to the Tobacco Tax Cash Funds and General Fund, and an additional \$20,000,000 to the Tobacco Education Programs Fund before directing the remainder to the preschool cash funds.

As a result, Universal Preschool has thus far been funded by a mix of General Fund, equal to the FY 2022-23 Colorado Preschool Program funding plus inflation, and projected Proposition EE revenues that are directed via statute to the preschool cash funds.

FY 2023-24 Appropriation

Members expressed questions during the JBC Briefing about how much funding was appropriated to Universal Preschool in FY 2023-24 and how these amounts were derived.

[CDEC FY 2023-24 R-01 Universal Preschool Program](#)⁸, the Department's first Universal Preschool budget submission, requested \$325M total funds for preschool, including \$135M originating in General Fund and \$190M Proposition EE revenue from the preschool cash funds.

- The requested General Fund reflected the CPP funding plus inflation, consistent with statute.
- The Cash Funds reflected all projected preschool cash funds revenue as of the September 2022 OSPB forecast.

The final Universal Preschool appropriation in the FY 2023-24 [Long Bill](#)⁹ of \$322.0M total funds, including \$167.5M General Fund and \$154.5M cash funds, reflected two major changes from our request:

- Based on [JBC staff recommendation](#)¹⁰, JBC added an additional \$28.4M General Fund one-time and reduced the cash funds appropriation accordingly, leaving a total of \$32.2M (10% of the appropriation) unappropriated in the cash funds as a reserve. JBC members made clear during Figure Setting that the cash funds reserve would account for projection and forecast errors, but warned that the Department should not overpromise the level of preschool that they could provide above the \$322M appropriation, under the assumption that the JBC would appropriate the reserve as a supplemental to make up the difference. Final funding for Universal Preschool also reflected the first inflationary increase required in statute.
- The JBC funding decision was based on the March 2023 OSPB forecast, which showed revenues under current law and therefore assumed reduced Proposition EE tax rates, and therefore, lower FY 2023-24 cash funds revenue.

⁸ <https://drive.google.com/file/d/1BtCXLSX-cuZWPwcFgCqXcx4Xxr4Fx9Hq/view>

⁹ https://leg.colorado.gov/sites/default/files/documents/2023A/bills/2023a_ear_act.pdf

¹⁰ <https://leg.colorado.gov/sites/default/files/earcb-03-20-23.pdf>

Proposition II

Members also had questions about what Proposition II actually did. Proposition EE revenue collected by the state in FY 2021-22 exceeded Prop EE Blue Book estimates. Under TABOR, this triggered a requirement that the Department of Revenue both (a) lower the Prop EE tax rates going forward, and, (b) refund to voters the tax overage in FY 2021-22 and any later years in which the rates were not lowered accordingly.

The General Assembly passed [House Bill 23-1290](#)¹¹ to put this question to the voters. As outlined in the [Blue Book](#)¹², passing Proposition II would both:

1. “Allow the state to keep and spend \$23.65 million in tax revenue that has already been collected...rather than refund it to wholesalers and distributors of these products”
 - The \$23.65M is the tax overage in FY 2021-22, plus interest as required by TABOR. House Bill 23-1290 created this refund mechanism, with the refund originating from the preschool cash funds (Proposition EE revenue). If there was not enough money in the cash funds at the time of the transfer, the General Fund would make up the gap.
2. “Allow the state to maintain the current tax rates that apply to cigarettes, tobacco products, and nicotine products, rather than reduce the rates in the future, and to keep and spend the revenue collected under these rates on preschool programs.”

Therefore, Proposition II did not provide \$23.65M for preschool. Rather, the passage of Proposition II meant that 1) the state does not have to refund \$23.65M, and 2) the state does not have to lower the Proposition EE tax rates. While CDEC will receive additional revenue over and above forecasted revenue in any of the existing 2023 OSPB and LCS economic forecasts, this additional revenue will not be equal to \$23.65M.

At the time that funding was transferred to the Proposition EE Refund Cash Funds pursuant to H.B. 23-1290, the preschool cash funds only contained \$18,026,386. The entirety of this \$18.0M was transferred to the Proposition EE Refund Cash Funds, with the remaining \$5,623,614 transferred from the General Fund.

Because Proposition II passed, the Treasury is in the process of reversing the transfers back to the preschool cash funds and the General Fund, and there will be no reduction to the Proposition EE tax rates.

The Universal Preschool Reserve

As noted above, the Universal Preschool reserve is simply the unappropriated portion of the preschool cash funds. It is not appropriated in the Long Bill. As noted above, JBC’s intent was to leave 10% of the universal preschool appropriation as a reserve: \$32.2M, based on the March 2023 OSPB revenue forecast.

¹¹ leg.colorado.gov/sites/default/files/images/4_-_house_bill_23-1290.pdf

¹² https://leg.colorado.gov/sites/default/files/images/blue_book_2023_-_english.pdf

Proposition II affected the Reserve in two ways:

- As noted above, \$18.0M was transferred from the Preschool Cash Funds to the Proposition EE Refund Cash Funds. This came from the only unappropriated Preschool Cash Funds money: the reserve. This \$18.0M will be returned to the reserve, resulting in no net change to the reserve. It is not new revenue.
- Because the state will not have to lower Prop EE tax rates, the Preschool Cash Funds will receive more revenue in FY 2023-24 and beyond. As of the September 2023 OSPB forecast, the preschool cash funds would receive \$179.2M Prop EE if rates were lowered. Since the voters approved keeping the current rates, the December 2023 OSPB forecast will show higher revenues, resulting in a temporarily higher reserve in FY 2023-24.

FY 2024-25 Request

The Governor's November 1 budget request included two primary requests to support Universal Preschool: R-01 (Universal Preschool Program) and R-03 (Universal Preschool Program Information Technology). R-01 is specific to the core programmatic needs of Universal Preschool. R-02 pertains to critical departmental needs in terms of both staffing and IT, not specific to Universal Preschool. R-03 pertains to IT needs specific to Universal Preschool. There is no overlap between any of CDEC's requests.

R-01 (Universal Preschool Program)¹³ requests an increase of \$32.5M total funds, including \$7.6M General Fund and \$24.9M preschool cash funds. In addition to provider payments for delivery of Universal Preschool, this funding would also support staffing for the Universal Preschool team, the online resource bank required in statute, and \$2.8M to support Local Coordinating Organizations.

- Requested \$7.0M General Fund for Universal Preschool payments and Local Coordinating Organizations is funded through the inflation (assumed to be 5% as of the September 2023 OSPB forecast) on the previous CPP General Fund investments.
- The request also includes another \$0.6M General Fund on top of the inflation for the costs of building out the universal preschool team.
- The requested cash funds increase reflected the entirety of the revenue increase for FY 2024-25 in the September 2023 OSPB forecast. Given the uncertainty of the status of Proposition II as of November 1st, R-01 did not take into account either adding to or using the reserve.

R-03 (Universal Preschool Program Information Technology)¹⁴ requested an increase of \$3.26M General Fund. This ongoing operating funding would support the Department's ongoing technology needs to support seamless universal preschool application and enrollment for both families and providers.

¹³ <https://drive.google.com/file/d/1QvbOF0LENbdFeZ64-CVRT7AHw3djjKcy/view>

¹⁴ https://drive.google.com/file/d/1c1cggxpSy0m15RVK5x4Q4SgsB__D3Jax/view

The November 1 submission took place prior to the election in which voters passed Proposition II. As a result, the available cash funds for universal preschool was severely constrained. The Executive Branch prioritized available preschool cash funds to directly serve children, and thus requested General Fund for universal preschool technology needs.

Anticipated January 2 Budget Amendment

We do not intend to submit a supplemental request for more universal preschool funding in FY 2023-24. Children have already been matched with providers and are attending preschool for 10, 15, or 30 hours. We are operating within our appropriation and would only request a supplemental if increased uptake rendered the existing appropriation insufficient. We will not request a supplemental to fund additional hours midyear.

However, the Department of Early Childhood will submit a budget amendment to add additional universal preschool funding in FY 2024-25, as maintaining existing Proposition EE tax rates will result in additional revenues going forward above previously forecasted amounts. Additional funding will enable the program to meet increased program uptake and provide more children who are low income and have at least one qualifying factor full day (30 hour) preschool.

Universal Preschool Rate Setting and the Provider Rate Increase

House Bill 22-1295 required that the Department's per-child provider rate reflect the cost of care and evaluate annually the adequacy of the rate (Section 26.5-4-208(1)(a), C.R.S.).

The R-01 Universal Preschool Program request calculations include a 2% increase in per-child provider rates, which for this year is consistent with the Executive Branch's statewide provider rate increase request. Since Universal Preschool is new and set its first rates in FY 2023-24, there is no precedent for including it within the statewide provider rate increase. In the future, provider rate increases could be higher or lower than the statewide provider rate increase.

The Department has accounted for the 2% increase within our existing funding request through the General Fund inflationary increase and cash funds revenue. The Department has not requested new funding (as the Executive Branch does with the common provider rate increase) to cover the 2% universal preschool rate increase.

In FY 2024-25, therefore, providers who offer both the Colorado Child Care Assistance Program (CCCAP) and universal preschool would receive a 2% increase on both contracts with the state, but no provider is paid twice for the same provision of care to the same children. For example, a child may receive 40 hours of child care, including 15 hours of Universal Preschool and 25 hours of CCCAP-funded child care. The Universal Preschool program funds the first 15 hours, with a 2% increase; CCCAP and parent copay fund the remaining 25 hours, with a 2% increase on the CCCAP portion.

Half-Day and Full-Day Preschool

At the time of submission of CDEC FY24 R-01 Universal Preschool Program, the Department was in the midst of rulemaking about hours and per-child rates.

The Executive Branch has been consistent since our [December 20, 2022 hearing](#)¹⁵ and the preceding CDEC Rules Advisory Committee (RAC) meetings that Universal Preschool would cover up to 15 hours (half day) of Universal Preschool for all four-year-olds, depending on the hours offered by a provider. (For instance, some providers only offer 10 or 12 hours per week and are not penalized for doing so, though the per-child rate for 10 hours is lower.)

In addition, consistent with House Bill 22-1295 (Section 26.5-4-204(3)(a)(V), C.R.S), children with qualifying factors could receive additional hours determined in rule *subject to available appropriations*.

Consistently since our December 20, 2022 hearing and the preceding CDEC Rules Advisory Committee (RAC) meetings, the Department has pursued rulemaking such that for children with qualifying factors, Universal Preschool would cover an additional 15 hours of preschool for a total of 30 hours per week, known as full-day care, *subject to available appropriations*.

The [JBC Staff CDEC Figure Setting](#)¹⁶ document in March 2023 incorrectly stated that children with qualifying factors would receive a total of 25 hours. The Executive Branch did not have an opportunity to review Figure Setting documents before publication, but did flag this error for JBC staff awareness and JBC staff provided clarification to the committee. The Department of Early Childhood has consistently messaged 30 hours of care.

The R-01 Universal Preschool Program request notes the Department's current work to add a new qualifying factor for FY 2024-25 for "children in poverty," defined as those at or below 100 percent of Federal Poverty Guidelines. Children in poverty would be eligible for full-day preschool together with other low-income children with one or more qualifying factors, subject to appropriations.

The Department's anticipated January 2 Budget Amendment would include sufficient funding to serve a larger anticipated population of low-income children with a qualifying factor, including an additional estimated 3,000 children in poverty. With better information about uptake and enrollment in Year 2, the Department plans to notify eligible families who are low-income and have at least one qualifying factor of their eligibility for full-day preschool closer to the time of family-provider matching, which will improve both family and provider experience.

¹⁵ https://leg.colorado.gov/sites/default/files/fy2023-24_earhrg.pdf

¹⁶ https://leg.colorado.gov/sites/default/files/fy2023-24_earfig_0.pdf



COLORADO

Department of Early Childhood

Joint Budget Committee Hearing

December 12, 2023

A Strong Department to Fulfill a Bold Vision

ALL COLORADO
CHILDREN, FAMILIES,
AND EARLY CHILDHOOD
PROFESSIONALS ARE
VALUED, HEALTHY AND
THRIVING.



COLORADO
Department of Early Childhood

Common Questions

1. Please describe one-time state and federal stimulus funds that have been allocated to the Department but are not expended as of September, 30, 2023

Bill	Budget	Obligated/Spent	Unobligated
SB22-213 SLFRF *	\$47.3M	\$19.3M	\$28.0M
HB22-1369 SLFRF	\$2M	\$0.8M	\$1.2M
SB23-214 (APRA CCDF)	\$118.2M	\$118.2M	\$0

**Originally appropriated \$51.5M, funds restricted per the Governor's Office for proposed Strategic Reinvestment (November 1 Budget Letter, Attachment 4) in recognition of infusion of additional resources for Recruitment & Retention Scholarships and Employer-Based Child Care in FY 2023-24.*

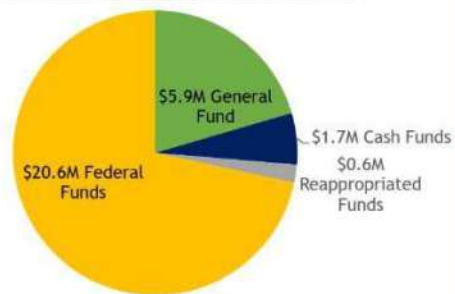


Summary of FY 2024-25 Requests

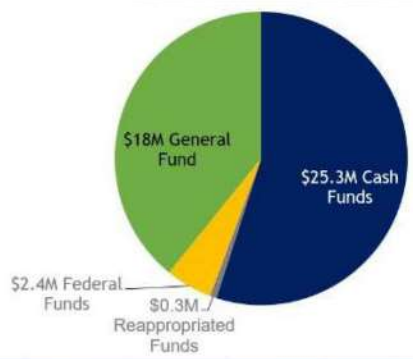
Request	Total	Stimulus-Replacement	New Request	Fund Source
R-01 - Universal Preschool	\$32.5M / 5.7 FTE	\$3.0M / 2.1 FTE	\$29.5M / 3.6 FTE	\$25.0M Preschool Cash Funds \$7.6M General Fund <small>(statutorily required inflation increase under S.B. 23-216)</small>
R-02 - Department Core Operations	\$5.7M / 25.8 FTE	\$2.5M/16.3 FTE	\$3.2M/9.5 FTE	\$4.0M General Fund \$0.1 Cash Funds \$0.6 Reappropriated Funds \$1.0M Federal Funds
R-03 Universal Preschool Information Technology	\$3.3M / 0.0 FTE	\$0/0.0 FTE	\$3.3M / 0 FTE	\$3.3M General Fund
R-04 - Early Childhood Workforce	\$2.3M / 10.0 FTE	\$2.0M / 8.0 FTE	\$0.2M/ 2.0 FTE	\$2.3M General Fund
R-05 - CCCAP	\$21.1M / 4.0 FTE	\$20.8M / 4.0 FTE	\$0.3M	\$19.6M Federal Funds \$1.5M Cash Funds <small>(County Proportional Share)</small>
R-06 - Universal Home Visiting Pilot	\$4.0M / 0.9 FTE	\$0/0.0 FTE	\$4.0M /0.9 FTE	\$4.0 M General Fund
R-07 - Early Intervention	\$1.1M / 0.0 FTE	\$0/0.0 FTE	\$1.1M / 0.0 FTE	\$0.8M General Fund \$0.3M Reappropriated Funds
R-08 - Provider Rate Increase	\$4.4M / 0.0 FTE	\$0/0.0 FTE	\$4.4M / 0.0 FTE	\$2.0M General Fund \$0.3M Cash Funds \$2.05M Federal Funds
Total	\$74.4M/46.4 FTE	\$28.4M/30.4 FTE	\$46.1M/ 16.0 FTE	\$23.9M General Fund \$27.0M Cash Funds \$0.9M Reappropriated Funds \$22.6M Federal Funds

Summary of Requests

Fund Splits Stimulus Replacement: \$28.7M



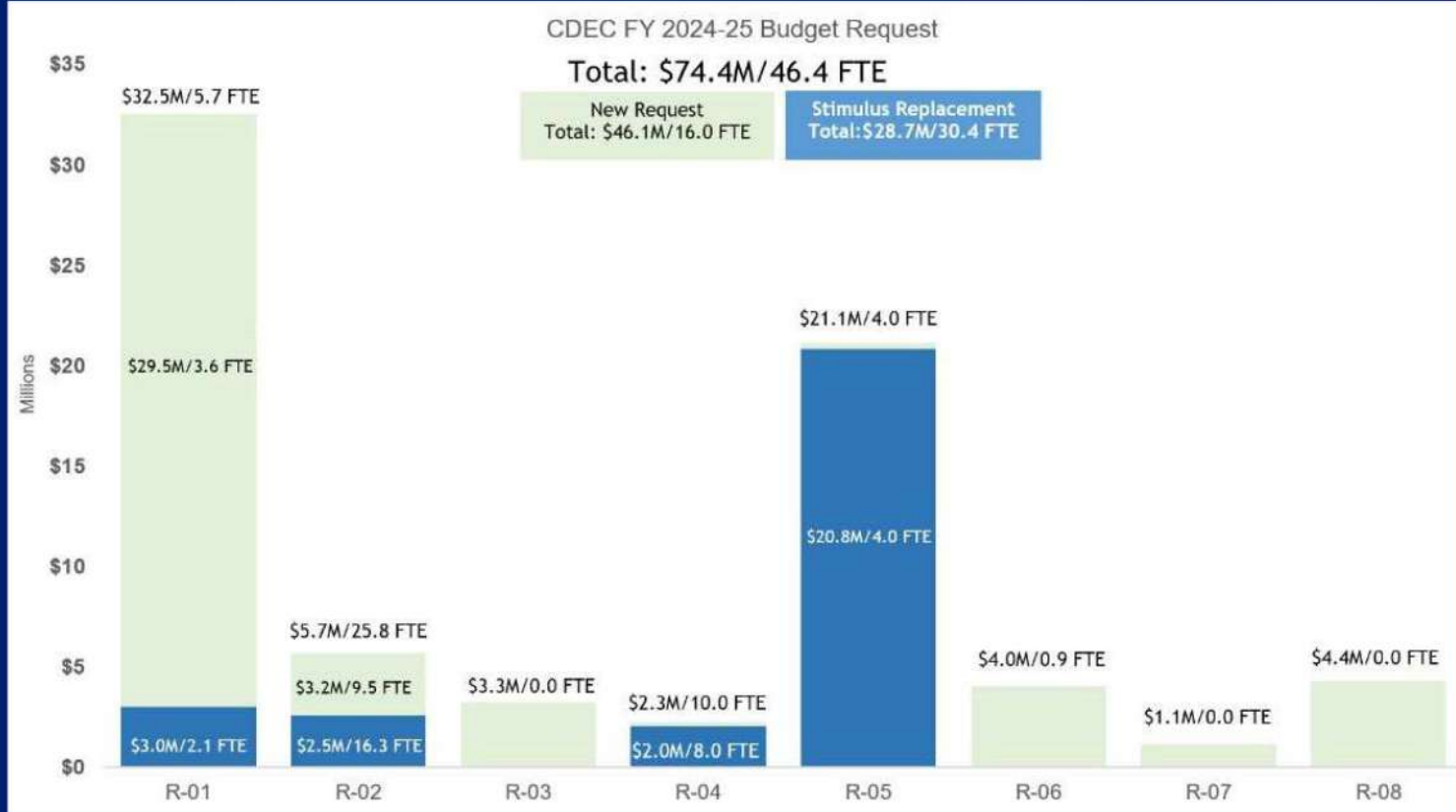
Fund Splits New Requests: \$46.1M



CDEC FY 2024-25 Budget Request

Total: \$74.4M/46.4 FTE

New Request Total: \$46.1M/16.0 FTE
 Stimulus Replacement Total: \$28.7M/30.4 FTE





Department Operations and Stimulus Funds



COLORADO
Department of Early Childhood

Early Childhood Stimulus Funding

- Received over \$700 million in stimulus funding to address pandemic recovery needs and advance efforts to strengthen Colorado's early childhood sector.
- Worked with providers, families, and stakeholders to identify the key priorities
- Developed 45 stimulus-funded activities in three areas



R-02 CDEC Departmental Operations

FY 2024-25 Total Requested: \$5.7M/ 25.8 FTE

- Request to build upon the foundation to strengthen programs to ensure a strong early childhood system by establishing sufficient staffing and technology for successful financial, policy and program implementation
- Conducting a statutorily required evaluation of the new Department
- Creating a cost allocation plan, as required in order to administer federal Child Care Development Funds (CCDF)
- Support increased costs associated with ongoing information technology system maintenance and enhancements, operations systems costs, hardware and software technologies, and associated additional staffing



Technology Infrastructure (R-02)



Funding for System Enhancements to Department technology systems to meet federal standards and improve user experience



Maintenance and Operations funding to reflect rising information technology costs

- Includes essential technology positions
 - Project Manager to manage IT projects and meet HB12-1288 requirements
 - Analysts - two for foundational technologies to administrate HR and Fiscal transactions, three Product Owners to translate between program and technology, one data analyst for Workforce analytics
 - Application Administrators for day to day care and feeding for 11 configurable applications





Universal Preschool Program



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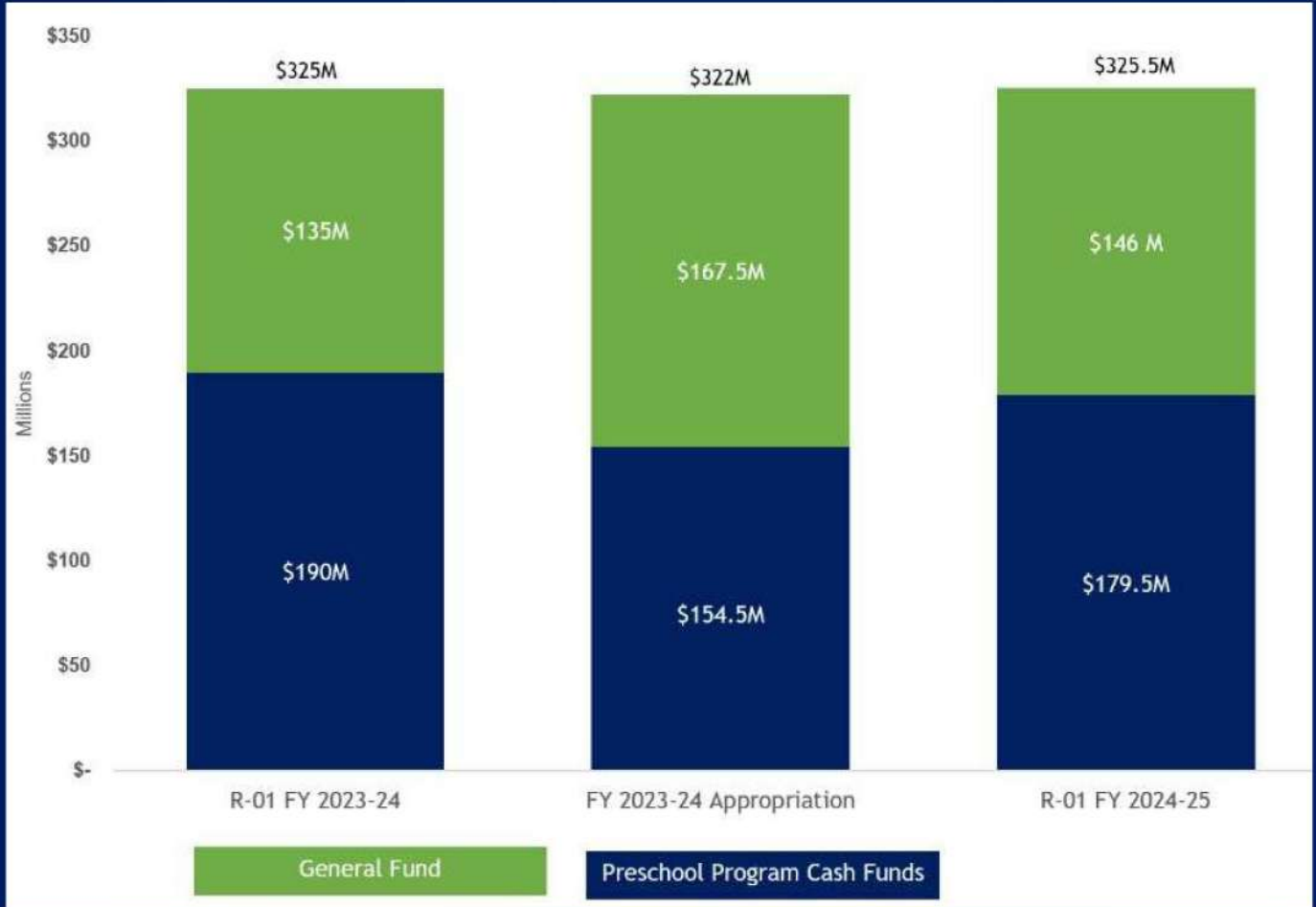
Universal Preschool Enrollment

4 Year olds Enrolled through November 8th payment			
10 hours	15 hours	30 hours	Total Awards
7,480	26,752	3,771	38,003

Provider Type	4 Year Olds Served by Provider Type	Providers by Provider Type
School District Site	20,725 (55%)	706 (38%)
Community Provider	16,526 (43%)	878 (48%)
Family Child Care Home	752 (2%)	255 (14%)
Total	38,003	1,839



Universal Preschool Financing



Universal Preschool Requests

R-01 Universal Preschool

\$32.6M / 5.7FTE

- \$28.1M for preschool services
- \$1M for resource bank to support quality
- \$2.8M for LCOs
- \$0.6M and 5.7 FTE for program staff

R-03 Universal Preschool Information Technology

\$3.26M / 0.0 FTE

- \$1.3M for ongoing enhancements
- \$1.5M ongoing for maintenance and operations
- \$0.5M for a centralized help desk

CC-IT-S-01 Supplemental IT Capital -*submitted to JTC*

\$3.27M one-time

- Family application and portal updates
- Provider portal enhancements
- Improved data reporting
- Streamlined IEP placement



Year II Priorities and Related Budget Requests

Enrollment, Matching, Online Application System

- Enhancements to family application, enrollment system and provider portal (CC-IT-S-01)
- Technical product owner (R-01)

Customer Service and Issue Resolution

- Centralized call center (R-03)
- Funding for LCOs (R-01)

High-Quality Programming

- Resource Bank (R-01)
- Provider Rate Increase (R-01)
- Quality Manager and Regional Coach FTE (R-01)

Full-Day Hours Allocation

- Full-day for children in poverty (R-01)
- Budget amendment for Prop II (forthcoming)

Data Collection and Availability

- Enhanced reporting capabilities (CC-IT-S-01)
- Data Analyst FTE (R-01)

Communications

- Full communications team (R-02)

Supporting Children with Disabilities

- Enhancements for AUs to directly place children with IEPs (CC-IT-S-01)



Local Coordinating Organizations (LCOs)

- Charged in statute with developing and implementing a community plan for early childhood services
- Critical in connecting families to preschool programs that meet their needs
- Provide needed insight to the Department based on feedback from local families and providers
- 32 LCOs, representation all 64 counties
 - 27 are Early Childhood Councils
 - 3 school districts (Eagle County, Custer County, and Westminster school Districts) and 2 include county governments (Mesa & Summit County)





Universal Preschool and Child Care Workforce



COLORADO
Department of Early Childhood

Colorado's Early Childhood Workforce Crisis and Response

A Crisis for Families, Communities and the Economy

- 913 child care programs permanently closed their doors in the state (2018-2021) with providers pointing to the lack of an available, qualified, workforce
- Turnover is high: 18% of early educators (and 30% of infant toddler teachers) leave the field each year

Momentum in Stabilizing and Expanding the Workforce

- Stimulus investments have brought new people into the workforce: **19% increase** in the early childhood workforce in just over two years



R-04 Universal Preschool and Child Care Workforce Supports

FY 2024-25 Total Requested: \$2.3M / 10.0 FTE

- **Early Childhood Workforce Division** - \$0.8M to support stimulus-funded positions to continue support and retain infant and toddler and preschool educators, ensure providers are properly trained and licensed, and continue developing the early childhood workforce to ensure quality care
 - 8 FTE - Regional Coaches, Provider Support Specialist, Peer Mentor, and Instructional Design and Training Specialists
- **Early Childhood Council (ECC) Navigators** - \$1M to support stimulus-funded ECC navigators, who serve as a resource and local expert for families, child care professionals, and the community.
 - \$0.2M for 2 FTE to support local quality work and grants
 - \$0.2M to maintain an existing contract with OEDIT to partner with ECCs to provide business training to child care providers





Colorado Child Care Assistance Program



COLORADO
Department of Early Childhood

Federal Context - Child Care Development Fund

- Child Care and Development Block Grant (CCDBG) Act requires states provide *equal access* to child care services for children receiving assistance compared to private pay children and support *family choice* of providers

Current Federal Requirements	Colorado Status and Recent Actions
<p><i>Provider Rates</i> Payment rates must be sufficient to support equal access and cannot be set below the 50th percentile of their market rate survey</p> <p>States can use a federally approved alternative rate methodology for rate-setting</p>	<p>In 2019 and 2023, the state was ruled out of compliance for CCCAP rates that were below the federal requirement</p> <p>Used stimulus funds to increase CCCAP rates <i>(Funding expires September 30, 2024)</i></p> <p>Used stimulus funds to develop and submit for federal approval an alternative rate methodology that would align CCCAP rates with the true cost of care</p>
<p><i>Payment Policies</i> States must delink provider payments from children's occasional absences</p>	<p>Used stimulus funds to reimburse counties to pay for at least 3 absences <i>(Funding expires September 30, 2024)</i></p>

Federal Context - Notice of Proposed Rulemaking

- New federal rule proposed in July 2023: Improving Child Care Access, Affordability, and Stability in the Child Care and Development Fund (CCDF)
- Final regulations are expected Spring 2024

Proposed Federal Requirements	Colorado Status and Recent Actions
<p><i>Family Co-Pays</i> Family co-pays can be no more than 7% of family income</p>	<p>Used stimulus funds to lower the maximum family co-pay from 14% to 10% of gross family income <i>(Funding expires September 30, 2024)</i></p>
<p><i>Payment Policies</i> Require payment based on enrollment</p> <p>Require the use of grants and contracts to increase supply</p> <p>Require prospective payment to providers</p>	<p>Used stimulus funds for payments based on enrollment for infants and toddlers <i>(Funding expires September 30, 2024)</i></p> <p>Grants and contracts permitted but not required</p> <p>Retroactive payments</p>

R-05 Colorado Child Care Assistance Program

FY 2024-25 Total Requested: \$21.1M / 4.0 FTE

- Leverage federal Child Care Development Fund funding to continue stimulus-funded strategies that will ensure stability to providers in CCCAP post-pandemic and improve child care access and choice for low-income working families
- Continue increased provider rates and increased level of paid absences ongoing, as required for federal compliance (\$10.6M)
- Implementation of alternative rate methodology to align with the cost to provide quality care through an inclusive rate-setting process for 2024-25 (\$3.2M)
- **One-year** funding to support family affordability with capped co-pays and enrollment-based payments for infant-toddler care (\$6.6M)
- Continue stimulus-funded positions to support the CCCAP program (\$0.3M / 4 FTE)





Health-Related Programs

[Report Link: Early Childhood Mental Health Consultants Gap Analysis \(C.R.S. 26.5-3-706\(2\)\)](#)



COLORADO

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R-07 Early Intervention Caseload

FY 2024-25 Total Requested:\$1.1M/ 0.0 FTE

- Support continued caseload increases in the Early Intervention Program (EI), which has seen a 9 percent caseload increase in service caseload above previous projections
- EI effectively identifies developmental delays in infants and toddlers to proactively address these delays and mitigate the impact they have on a child's growth
- EI targets adaptive skills, cognitive skills, communication skills, motor skills, and social and emotional skills



R-06 Expand Universal Home Visiting Pilot

FY 2024-25 Total Requested: \$4.0M/ 1.0 FTE

- Five-year Family Connects Pilot, expanding a universal, voluntary home visiting program to serve 12,000 births
- Evidence-based program that:
 - increases access to whole-family care,
 - saves families money on health care, and
 - addresses racial disparities in maternal and child health and the child welfare system
- Expansion to all births at participating hospitals serving families in a total of 11 counties: Adams, Arapahoe, Boulder*, Broomfield, Denver*, Eagle*, Garfield, Jefferson*, Pitkin, Summit, and Weld

*currently have certified hospital site





THANK YOU



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Early Childhood Mental Health Consultation

A Gap Analysis of Available Mental Health Consultants and Unmet Need in Colorado

REPORT HIGHLIGHTS:

- This report describes the **current support and available capacity** of Colorado's Early Childhood Mental Health Consultation program and estimates **staffing need and associated costs** to maintain or increase program reach.
- To maintain the current reach of state-funded consultants beyond June 30, 2024 would require a minimum additional investment of **\$2.09 million**.

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Note on Gender-Inclusive Language

The Colorado Lab affirms our commitment to the use of gender-inclusive language. We are committed to honoring the unique gender identity of each study participant. Throughout this report, we follow the guidance of the Associated Press Stylebook and the Chicago Manual of Style and use the gender-neutral, singular “they” when appropriate.

Purpose

Demand for early childhood mental health consultation (ECMHC) services has been previously documented. Both a 2019 cost estimation¹ and Preschool Development Grant Needs Assessment² have indicated an inadequate supply, with findings replicated in 2022.³ As of July 1, 2023, at current funding and staffing levels, the ECMHC Program cannot serve all potential consultees within the state. The Division of Community and Family Support within the Colorado Department of Early Childhood (CDEC) partnered with the Colorado Evaluation and Action Lab to better understand the unmet need and identify a target number of consultants required to provide increased access to services. As required by State Bill 21-137, the following gap analysis describes the current level of service provision and the additional investment needed to reach scale in Colorado, which would ensure access for all interested, licensed child care providers as well as a substantial number of licensed exempt and individual care providers, including those working in broad early childhood settings where children learn and grow such as elementary schools, home visitation, child welfare, public health, and health care.

Colorado's ECMHC Program

The ECMHC Program is a no-cost, confidential program that pairs Masters-level mental health professionals (or related field) with adults caring for children age birth to six years, including the prenatal and postpartum period, to build the adults' capacity to promote the social-emotional development and mental well-being of the child(ren) in their care. The ECMHC Program is comprised of Early Childhood Mental Health (ECMH) consultants who have deep expertise in early childhood, social-emotional development, and mental health. ECMH consultants use a strengths-based approach to provide culturally and linguistically responsive services to adults across settings where young children learn and grow. Consultants leverage the consultative stance to cultivate knowledge, skills, and reflective capacity within the adults with whom they partner, empowering caregivers to promote children's healthy social-emotional development and effectively respond to behaviors they find challenging.⁴

These services are rooted in the broad body of research evidence demonstrating that positive, secure relationships between caregivers, children, and families are essential to healthy child development. Early life experiences lay the foundation for social-emotional and academic development.^{5,6} Positive relationships formed with caregivers build children's resilience and support children's success across the domains of growth and development.⁷ By engaging in this relationship-based work, ECMH consultants promote equity and reduce disparities in access to resources and positive outcomes for young children and their families at a critical moment in child development.

Program Background

Colorado's ECMH Specialist Program was established in the Colorado Department of Human Services (CDHS) by the Office of Behavioral Health in 2007 and transitioned to the Office of Early Childhood in 2012, where it was renamed the ECMHC Program.

Section 26.5-3-702 of the Colorado Revised Statutes instructs that "on or before July 1, 2022, the department shall design, implement, and operate the statewide voluntary program of early childhood mental health consultation to expand and enhance current practices across the state." It also expands upon previously eligible vendors and allowable service settings. Colorado formally released its model of ECMHC on July 1, 2022, documented in its program implementation manual which details model components and provides service delivery guidance to consultants. The Colorado ECMHC Program is

currently engaged in implementation, monitoring, and coaching to ensure high fidelity provision of services. It has also partnered with an external evaluator to evaluate the program by 2026.

The ECMHC Program currently resides in the new CDEC which was established in July 2022. During the five-year funding cycle leading up to State Fiscal Year (SFY) 2021, the program supported 34 full-time equivalent (FTE) employees across 15 community mental health centers and three early childhood councils. With the addition of COVID-19 stimulus relief and recovery funds that were allocated to the ECMHC Program beginning July 1, 2020, the program has been able to expand. As of July 1, 2023, the ECMHC Program supports 52 FTE statewide.

Colorado's ECMHC Theory of Change

ECMHC's mental health lens allows consultants to uniquely contribute to the development, mental health, and well-being of teachers, early childhood program leaders, family members, and others providing care to young children. ECMHC operates at no cost to consultees. While services are responsive to clients' needs, ECMHC emphasizes upstream prevention of mental health and social-emotional concerns by partnering with adults to build the skills needed to support children. By equipping adults with increased capacity to support young children, the program explicitly aims to reduce exclusionary discipline in early childhood settings. State-funded ECMHC sites and their consultants operate in all 64 counties across Colorado.

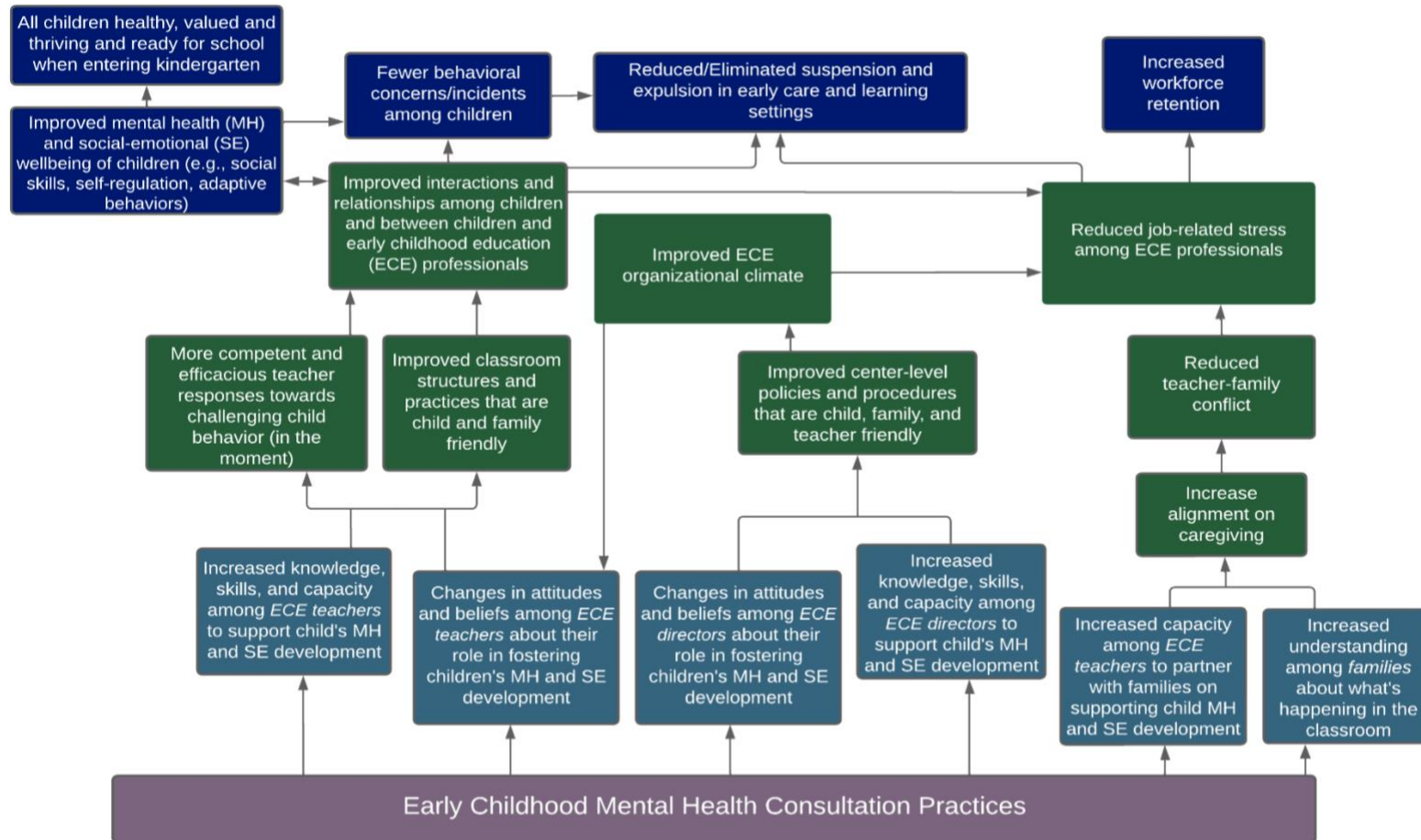
The anticipated benefits of ECMHC are described in the Theory of Change ([Figure 1](#)).⁸ An early care and education setting is used to illustrate Colorado's theory of change. Consultative practices, changes in attitudes and beliefs, and gains in adult capacity are expected to be similar across settings where children learn and grow, in service of the shared north star outcomes of child well-being, workforce retention, and increased family stability. The Colorado model of ECMHC serves children birth to six, including the prenatal period.⁹

As illustrated, consultants elicit change and long-term outcomes through three primary pathways.

- **Teacher Intervention** (leftmost light blue boxes): Consultants change attitudes and beliefs about teachers' role in fostering children's mental health and social-emotional development and increase the capacity of early care and education (ECE) teachers. Teachers improve their own practice (become more competent and efficacious) and improve classroom structures (green boxes).
- **Director Intervention** (middle light blue boxes): Consultants change attitudes and beliefs and increase the capacity of ECE center directors, who improve center-level policies and procedures, therefore contributing to an improved organizational climate (green boxes).
- **Partnership Support** (rightmost light blue boxes): Consultants increase the capacity of ECE teachers to partner with families—and increase understanding among families of classroom practices—thereby supporting alignment on caregiving and reducing teacher-family conflict (green boxes).

These changes work together to improve interactions and relationships among children and between children and ECE professionals and reduce provider stress and burnout (green boxes). In the long term, this supports improved mental health and social-emotional well-being of children, fewer behavioral concerns/incidents among children, reduced suspensions and expulsion in the early care setting, and increased workforce retention (dark blue boxes).

Figure 1. Early Childhood Mental Health Consultation Theory of Change



Note: An early care and education setting is used above to illustrate Colorado's theory of change. Consultative practices, changes in attitudes and beliefs, and gains in adult capacity are expected to be similar across settings where children learn and grow, in service of the shared north star outcomes of child well-being. Children are defined as birth through six, including the prenatal period.



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Colorado ECMHC Program Current Support and Available Capacity

Currently, implementation of the Colorado model of ECMHC includes both state-funded and non-state-funded consultants. Current reach described in this report is based on all consultants entering case data into the state data system at any point in SFY23. This “full consultant workforce” included approximately 81 FTE in SFY23.¹⁰ It should be noted that this reach is not exclusively funded through state-administered funds but also includes the efforts of consultants funded by philanthropic contributions.

Colorado’s state ECMHC Program funding is layered, including contributions from State General Funds, Child Care Development Funds (CCDF), and COVID-19 stimulus relief and recovery funds. In 2020, states struggled to meet the mental health needs of children and families impacted by the COVID-19 pandemic. In Colorado, Governor Polis issued an Executive Order appropriating \$1.4 million of the CCDF available through the Coronavirus Aid, Relief, and Economic Security (CARES) Act for use by the CDHS ECMHC Program from July 1, 2020, to June 30, 2021. These newly appropriated federal relief funds supported a workforce increase of 15 FTE, bringing the total *available* FTE from 34 FTE to 49 FTE. Most recently, the ECMHC Program was awarded another \$7.78 million in COVID Response and Relief Stimulus Act (CRRSA) and American Rescue Plan Act (ARPA) Discretionary funding to be used from July 1, 2021, to June 30, 2024. To date, these funds have been used to maintain the additional ECMH consultant positions initially filled through CARES funding,¹¹ and further expand the program by eight consultants, bringing the total state-funded consultant FTE to 52. The addition of these eight FTE has supported the program in piloting innovative service delivery methods, such as Statewide Brief Consultation.¹²

In SFY23, the state-funded ECMHC Program budget (State General Funds, CCDF Funds, CRRSA/ARPA Stimulus Funds) totaled \$5.78 million, \$3 million (52%) of which will expire June 30, 2024. The majority of the program budget, \$4.84 million (84%), is invested directly into contracted consultant FTE (i.e., ~52 FTE boots on the ground). Of the contracted FTE, \$2.09 million (43%) will expire June 30, 2024, which supports roughly 22.25 of the current 52 FTE.

Assumptions to Support Unmet Need Calculations

To estimate unmet need for staffing, we considered statewide licensed provider count, case type, FTE, current size, and reach of the existing ECMH consultant workforce and best practices in case management (e.g., dosage, maximum caseload).

The estimates are likely underestimates of total need.¹³ Additionally, the need described in this analysis assumes that any additional investment would come solely from state funds, rather than attempting to anticipate scaling from other funding sources. We err on the side of underestimation knowing that not all providers may engage in voluntary services (e.g., current need, programming requirements/commitment, personal values and beliefs); diverse social-emotional early childhood programming is available (e.g., Incredible Years); and additional, non-state-funded consultation services may be leveraged through direct pay and/or philanthropic support (e.g., federal and state grants).

This analysis uses data collected in SFY23 (all data from July 1, 2022 through June 13, 2023) and entered by ECMH consultants in the state data system (Salesforce). This includes all cases served by state-funded ECMH consultants and many of those served by consultants who are *not* state-funded. State-funded

ECMH consultants are required to enter data into this system at least one time per week (i.e., every five business days). Descriptions of data points informing calculations are shown in Table 1.

Table 1. Data Points Informing Calculations

Key Points for Calculations	Definitions, Assumptions, and Decisions Informing Calculations
(1) Case types	<p>Cases and associated service plans occur at three levels: Program, Classroom, and Child. Each level of service has unique dosage requirements, including case duration and hours spent per month.¹⁴</p> <p>In SFY23, consultants served 1,874 cases (435 Program, 442 Classroom, and 997 Child).</p>
(2) Consultant caseload	<p>Caseload recommendations are based on dosage requirements, best practice for monthly hours spent on direct service, and share of time spent on different case types. Consultants are recommended to spend approximately 10% of their time on Program cases, 60% on Classroom cases, and 30% on Child cases.</p> <p>Consultants who are employed at 1.0 FTE should not exceed 16 open client cases at any given time and 34 client cases for the year (July 1 - June 30).¹⁵ These recommendations set a <i>ceiling</i> for a consultant’s caseload at peak efficiency and regional allocation, meaning that many consultants will work on fewer cases in a year. New hires carry lower caseloads in their first year to accommodate onboarding.</p>
(3) Full-time Equivalent (FTE)	<p>While 81% of consultants work full time, 10% of ECMHC FTE program-wide comes from consultants employed at .75 FTE, 9% from consultants employed at .50 FTE, and less than 1% from consultants employed at .25 FTE. Therefore, the number of individuals providing consultation is higher than the FTE they represent. In SFY23, 92 individual consultants represented 80.75 FTE. This total includes both state-funded and non-state-funded consultants contributing to the SY23 case counts within the state data system.</p>
(4) Licensed and unlicensed care ¹⁶	<p>ECMHC occurs in settings where children learn and grow, including both licensed and unlicensed care¹⁴ settings. In SFY23, 86% of Program cases, 95% of Classroom cases, and 83% of Child cases occurred in licensed settings. For our estimates, we assume an 80%/20% licensed/unlicensed care split for Program and Child cases and assume 100% of Classroom cases occur in licensed care.</p>
(5) Cases per program served	<p>On average, a licensed early childhood program with at least one service plan in SFY23 was associated with 0.74 Program cases, 0.75 Classroom cases, and 1.5 Child cases.</p>

To project staffing needs, we estimated the FTE, consultant workforce, and total cost required to:

- Maintain the current level of state-funded FTE.
- Increase the program’s reach by 10% (reaching approximately 20% of providers).
- Reach 35% of licensed providers.
- Reach 65% of licensed providers.
- Reach 100% of licensed providers.

We calculated these under the assumptions that:

- Consultants work within caseload recommendations (Key Point 2).
- In program-level cases, consultants spend 80% of their time in *licensed* care settings and 20% of their time in *unlicensed* care settings (Key Point 4).
- In classroom-level cases, consultants spend 100% of their time in *licensed* care settings (Key Point 4).
- In child-level cases, consultants spend 80% of their time in *licensed* care settings and 20% of their time in *unlicensed* care settings (Key Point 4).

Current reach varies substantially by county, reaching anywhere from zero to 100% of licensed programs. Statewide, 10.6% of licensed providers receive some level of ECMH consultation (child, classroom, and/or program). To maintain the current breadth of reach across the state and scale proportionally, estimates for required FTE are calculated and reported at the county level.¹⁷ Following those, estimates for individual consultants needed to fulfill those resulting FTE estimates were calculated separately for “urban” and “rural” FTE based on county locale. The regional distinction was made to account for documented variations in salary and was critical to cost modeling.

See [Appendix A](#) for more information.

Estimated ECMHC Staffing Need and Associated Costs

In SFY23, the state-funded ECMHC Program budget (State General Funds, CCDF Funds, CRRSA/ARP Stimulus Funds) totaled \$5.78 million. These funds support 52 FTE, translating to approximately 62 individual consultants. At the current level of funding and staffing, and with non-state-funded consultants also providing services aligned with the Colorado model of consultation, ECMHC serves approximately 10.6% of Colorado’s licensed child care providers (1,874 cases in SFY23). The program maintains a statewide wait list of 54 providers as of April 13, 2023.

On June 30, 2024, \$3.0 million of current stimulus funding will expire, dropping the state-funded workforce from 52 FTE to approximately 29.75 FTE (36 consultants) and reducing the reach by nearly half.

Funding actions that could be taken and their associated costs are shown in Table 2.¹⁸

Table 2. Potential Actions, Estimated Impact, Required FTE, and Associated Costs

Action	Estimated Number of Cases Served Annually ¹⁹ (Key Point 5)	Additional FTE Funded	Approximate Additional Cost for FTE	Approximate Total Cost for FTE
No action taken	945	0	\$0	\$2.75 million
Maintain current FTE, replacing temporary relief funds (10.6% reach)	1,652	22.25	\$2.09 million	\$4.84 million
Increase reach by 10% (~20% reach)	3,105	68.05	\$7.78 million	\$10.53 million
Reach 35%	5,217	134.52	\$15.69 million	\$18.44 million
Reach 65%	9,557	271.20	\$31.68 million	\$34.43 million
Reach 100%	14,635	431.13	\$50.59 million	\$53.34 million

To maintain the current reach of state-funded consultants beyond June 30, 2024, a minimum additional investment of \$2.09 million would be needed, totaling \$4.84 million per year for FTE, with additional administrative costs required for state program infrastructure. If the ECMHC Program were to increase its reach by 10%, the associated cost increases to \$7.78 million (\$10.53 million total for FTE).

Persistent statewide demand for ECMH consultation services exceeds current program capacity, and many consultation sites continue to maintain a waitlist. In SFY23, in an effort to maximize resources and responsively meet growing demand, the program developed and implemented innovative service delivery strategies, including statewide brief consultation.²⁰ Taken together, the program currently is only reaching 10.6% of licensed child care providers statewide and far fewer unlicensed care settings.²¹

Universal Preschool Program Considerations

In 2022, House Bill 22-1295 created a Universal Preschool Program which is anticipated to launch in fall 2023 and as of June 1, 2023, has received over 30,000 family applications. Approximately 8,600 children and 800-2,000 teachers are estimated to be new to the licensed child care system. These estimates are not included in Table 2 above.

Conclusion

ECMHC services are rooted in the broad body of research evidence demonstrating that positive, secure relationships between caregivers, children, and families are essential to healthy child development. Consultants leverage the consultative stance to cultivate knowledge, skills, and reflective capacity within the adults with whom they partner, empowering caregivers to promote children’s healthy social-emotional development and effectively respond to behaviors they find challenging. Statewide demand for ECMHC services consistently exceeds current program capacity, despite additional temporary COVID-19 relief funds for additional consultant FTE and the implementation of innovative service delivery strategies.

To maintain the current reach of state-funded consultants beyond June 30, 2024, a minimum additional investment of \$2.09 million would be needed (\$4.84 million total for FTE, including existing funding), with additional administrative costs required for state program infrastructure. If the ECMHC Program were to further address excess demand and increase its reach by 10%, the associated cost increases to \$7.78 million (\$10.53 million total for FTE). Other scaled estimates to reach 35%, 65%, and 100% of licensed child care providers are provided above and would require significantly more investment (for county-level estimates, see [Appendix A](#)).

Appendix A: Methodology

Estimating Staffing Needs Based on Current Practice

First, we examined the *estimated Full-time Equivalent (FTE)* needed to serve all cases represented in the state data system in State Fiscal Year (SFY) 2023. This differs from the FTE actually used in the same time period because caseload recommendations represent the upper bound for cases served by a given consultant in a year. Comparing these allowed us to better understand how estimates and projections might relate to on-the-ground staffing needs.

Using the recommended caseload and dosage for each case, we assigned each Program, Classroom, and Child case a proportion of FTE required for service. Then, we multiplied that by the number of cases of each with utilizations in the data system to understand the total program-wide FTE required for each case type. In practice, consultants do not serve a single case type, but this allows us to effectively estimate FTE.

Finally, because not all consultants are hired at 1.0 FTE, we calculated the number of consultants needed to meet this FTE amount, using the historical distribution of different levels of FTE (e.g., 80% of FTE will be covered by full-time positions), rounding up where needed. Results of these calculations are shown in Table A-1. Assumptions from the Key Points listed in [Table 1](#) that inform each column are listed in parentheses.

Table A-1. Estimated Share of FTE Required by Case Type

Case Type	FTE Required per Service Plan (Key Points 1, 2)	SFY23 Cases (Actual) (Key Point 1)	Total FTE Required (Estimate)	Total Consultants Required (Estimate) (Key Point 3)
Program	0.02	435	10.88	14
Classroom	0.04	442	17.68	23
Child	0.025	997	19.94	25
TOTAL	–	1874	48.5	62

Table A-1 above gives us the lowest amount of FTE and fewest staff required to serve current cases (i.e., those open and served at some point in SFY23) based on caseload recommendations. A comparison to actual practice in SFY23 is presented in Table A-2.

Table A-2. Estimated Consultants Needed for State Fiscal Year 2023 (SFY23)

	Estimate Based on Caseload Recommendations (all consultants carry a maximum caseload, 34 for 1.0 FTE; ²² optimal regional distribution)	Actual Practice (mean caseload = 23.2)
FTE Required	48.5	80.75
Consultants Required	62	92

Because of the assumptions made to calculate estimates, it is not surprising that estimates for needed FTE and consultants were lower than the *actual* FTE and consultants in SFY23. Projections in the following section similarly provide a floor for additional FTE required, likely less than the amount needed to account for typical service delivery challenges.

Projecting Future Full-Time Equivalent Totals Associated with Increased Reach

Projections were calculated using the approach described above, under several assumptions:

- Consultants work within caseload recommendations (Key Point 2).
- In program-level cases, consultants spend 80% of their time in *licensed* care settings and 20% of their time in *unlicensed* care settings (Key Point 4).
- In classroom-level cases, consultants spend 100% of their time in *licensed* care settings (Key Point 4).
- In child-level cases, consultants spend 80% of their time in *licensed* care settings and 20% of their time in *unlicensed* care settings (Key Point 4).

Cases that are affiliated with a licensed provider are identified with their licensing number in the data system. We totaled the licensed providers served in SFY23 by county and compared it to the total number of licensed providers in each county to get a percent reach. Statewide, current Early Childhood Mental Health Consultation (ECMHC) Program support and available capacity reaches approximately 10% of licensed care providers.

We then determined the amount of FTE each county would need to achieve various levels of reach: reaching 10% more of the centers in a county; 35% reach; 65% reach; and 100% reach. Gaps between the FTE required at the current service level and what would be additionally required are shown in Table A-3, as well as total FTE needed. Note that unlicensed providers are also included in this projection, with the number of programs projected to be served/FTE required based on licensed provider numbers.



Table A-3. Current Reach and Additional FTE Needed for Expansion, by County

County	Number of Licensed Providers ²³	Current Reach %, based on Licensed Providers (Statewide Average = 10.6%)	Estimated Additional FTE Required, 10% Increase (~20% Reach)	Estimated Additional FTE Required, 35% Reach	Estimated Additional FTE Required, 65% Reach	Estimated Additional FTE Required, 100% Reach
Adams	387	6.72%	3.51	9.92	20.44	32.72
Alamosa	15	33.33%	0.14	0.02	0.43	0.91
Arapahoe	537	8.94%	4.87	12.68	27.28	44.31
Archuleta	12	25%	0.11	0.11	0.44	0.82
Baca	5	20%	0.05	0.07	0.20	0.36
Bent	4	25%	0.04	0.04	0.15	0.27
Boulder	318	11.64%	2.88	6.73	15.38	25.46
Broomfield	65	7.69%	0.59	1.61	3.38	5.44
Chaffee	17	11.76%	0.15	0.36	0.82	1.36
Cheyenne	5	0%	0.05	0.16	0.29	0.45
Clear Creek	10	10%	0.09	0.23	0.50	0.82
Conejos	6	33.33%	0.05	0.01	0.17	0.36
Costilla	3	100%	0.03	0.00	0.00	0.00
Crowley	1	0%	0.01	0.03	0.06	0.09
Custer	6	0%	0.05	0.19	0.35	0.54
Delta	20	10%	0.18	0.45	1.00	1.63
Denver	531	18.27%	4.81	8.05	22.49	39.33



County	Number of Licensed Providers ²³	Current Reach %, based on Licensed Providers (Statewide Average = 10.6%)	Estimated Additional FTE Required, 10% Increase (~20% Reach)	Estimated Additional FTE Required, 35% Reach	Estimated Additional FTE Required, 65% Reach	Estimated Additional FTE Required, 100% Reach
Dolores	2	0	0.02	0.06	0.12	0.18
Douglas	312	10.26%	2.83	7.00	15.48	25.37
Eagle	66	0%	0.60	2.09	3.89	5.98
El Paso	601	6.32%	5.45	15.62	31.96	51.02
Elbert	13	23.08%	0.12	0.14	0.49	0.91
Fremont	23	26.09%	0.21	0.19	0.81	1.54
Garfield	68	0%	0.62	2.16	4.01	6.16
Gilpin	4	50%	0.04	0.00	0.05	0.18
Grand	22	0%	0.20	0.70	1.30	1.99
Gunnison	22	13.64%	0.20	0.43	1.02	1.72
Hinsdale	3	0%	0.03	0.10	0.18	0.27
Huerfano	6	0%	0.05	0.19	0.35	0.54
Jackson	1	0%	0.01	0.03	0.06	0.09
Jefferson	537	8.19%	4.87	13.05	27.65	44.68
Kiowa	3	0%	0.03	0.10	0.18	0.27
Kit Carson	12	0%	0.11	0.38	0.71	1.09
La Plata	55	38.18%	0.50	0.00	1.34	3.08
Lake	4	50%	0.04	0.00	0.05	0.18



County	Number of Licensed Providers ²³	Current Reach %, based on Licensed Providers (Statewide Average = 10.6%)	Estimated Additional FTE Required, 10% Increase (~20% Reach)	Estimated Additional FTE Required, 35% Reach	Estimated Additional FTE Required, 65% Reach	Estimated Additional FTE Required, 100% Reach
Larimer	381	6.82%	3.45	9.73	20.09	32.17
Las Animas	9	11.11%	0.08	0.19	0.44	0.73
Lincoln	5	40%	0.05	0.00	0.11	0.27
Logan	24	29.17%	0.22	0.13	0.78	1.54
Mesa	135	0%	1.22	4.28	7.95	12.23
Mineral	1	100%	0.01	0.00	0.00	0.00
Moffat	10	30%	0.09	0.05	0.32	0.63
Montezuma	22	4.55%	0.20	0.61	1.21	1.90
Montrose	29	6.9%	0.26	0.74	1.53	2.45
Morgan	29	17.24%	0.26	0.47	1.26	2.18
Otero	16	31.25%	0.15	0.05	0.49	1.00
Ouray	4	0%	0.04	0.13	0.24	0.36
Park	18	16.67%	0.16	0.30	0.79	1.36
Phillips	8	0%	0.07	0.25	0.47	0.73
Pitkin	24	0%	0.22	0.76	1.41	2.18
Prowers	9	22.22%	0.08	0.10	0.35	0.63
Pueblo	124	10.48%	1.12	2.76	6.13	10.06
Rio Blanco	7	28.57%	0.06	0.04	0.23	0.45



County	Number of Licensed Providers ²³	Current Reach %, based on Licensed Providers (Statewide Average = 10.6%)	Estimated Additional FTE Required, 10% Increase (~20% Reach)	Estimated Additional FTE Required, 35% Reach	Estimated Additional FTE Required, 65% Reach	Estimated Additional FTE Required, 100% Reach
Rio Grande	13	23.08%	0.12	0.14	0.49	0.91
Routt	42	19.05%	0.38	0.61	1.75	3.08
Saguache	7	71.43%	0.06	0.00	0.00	0.18
San Juan	1	0%	0.01	0.03	0.06	0.09
San Miguel	14	7.14%	0.13	0.35	0.73	1.18
Sedgwick	4	25%	0.04	0.04	0.15	0.27
Summit	45	22.22%	0.41	0.52	1.74	3.17
Teller	30	16.67%	0.27	0.50	1.31	2.27
Washington	11	18.18%	0.10	0.17	0.47	0.82
Weld	314	13.69%	2.85	6.06	14.60	24.56
Yuma	17	11.76%	0.15	0.36	0.82	1.36
Column Sum:	5049 Licensed Sites	10.6% Statewide	45.80 Additional FTE	112.24 Additional FTE	248.92 Additional FTE	408.90 Additional FTE
Total FTE needed (current + additional):	–	80.75 Current FTE	126.55 Total FTE	193.02 Total FTE	329.70 Total FTE	489.63 Total FTE

Projecting Costs Associated with Increased Reach

Based on the FTE needs displayed in Table A-3, estimates were made for:

- The number of individual consultants required to reach a 10% increase, and reach 35%, 65%, and 100% of licensed care, under the assumptions described in Table 1.
- The associated costs.

Estimations are grounded in current practice and reflect budget projections currently used for ECMHC Program site contracts. Costs account for consultant salary and fringe, reflective supervision, training and professional development, mileage, and other overhead/indirect costs. It is important to note that cost estimates vary substantially between rural and non-rural contracts due to differences in mileage, cost of living, and average salary expectations. These cost estimates also assume that the number of sites remains static (10 rural, 11 urban) while the staffing at each site increases. The cost estimates by consultant by region are displayed in Table A-4.

Table A-4. Estimated Cost per Consultant by Region

FTE Type	Rural	Urban
0.25	\$45,283	\$48,600
0.5	\$67,723	\$74,359
0.75	\$90,164	\$110,118
1.0	\$112,605	\$125,875

Note: Cost per consultant includes salary, fringe, reflective supervision/consultation, mileage, and other overhead costs.

Because the method used here to calculate individual consultants involves rounding, examination of the individual county level would result in significant overestimation and is not advised. Instead, the number of consultants needed is examined at the more macro level, either statewide or by rural/urban as appropriate to project budgets. Therefore, to understand the costs associated with scaling to meet the reach described in Table A-3, counties were identified as rural or urban. Estimates for FTE and number of individual consultants required at each FTE level, by rural/urban, are shown in Table A-5. Consultant calculations are rounded up to the nearest individual (for example, 0.4 consultants is rounded to 1).

Table A-5. Consultants Needed to Bridge FTE Gap, by Rural/Urban

Action	Region	FTE Needed ²⁴	0.25 FTE Consultants Needed (Key Point 3)	0.5 FTE Consultants Needed (Key Point 3)	0.75 FTE Consultants Needed (Key Point 3)	1.0 FTE Consultants Needed (Key Point 3)
Increase reach by 10% (~20% reach)	Rural	6.67	1	1	1	6
	Urban	39.13	1	4	4	32
Reach 35%	Rural	13.61	1	2	2	11
	Urban	98.13	1	9	11	80
Reach 65%	Rural	32.98	1	3	4	27
	Urban	215.97	2	19	23	174
Reach 100%	Rural	55.99	1	5	6	46
	Urban	352.89	3	31	37	285

Each FTE type has a different maximum annual caseload, shown in Table A-6.

Table A-6. Maximum Annual Caseload, by FTE Type

FTE Type	Maximum Annual Caseload
0.25	13
0.5	19
0.75	26
1.0	34

To calculate estimated cases served by a given FTE type, total statewide FTE was multiplied by the estimated amount of statewide FTE served by each FTE type. Those estimates were then multiplied by the maximum caseload for that FTE type (Table A-6). Calculations are shown in Table A-7.

Table A-7. Estimated Cases, by FTE Type

Action	Total FTE Funded	Cases Served by 0.25 FTE Consultants (0.6%*13)	Cases Served by 0.5 FTE Consultants (8.7%*19)	Cases Served by 0.75 FTE Consultants (10.2%*26)	Cases Served by 1.0 FTE Consultants (80.5%*34)	Estimated Number of Cases Served Annually ²⁵
No action taken	29.75	2.4	49.0	79.1	814.3	945
Maintain state-funded FTE	52.00	4.2	85.7	138.2	1423.2	1,652
Increase reach by 10% (~20% reach)	97.80	7.9	161.1	259.9	2676.8	3,105
Reach 35%	164.27	13.2	270.6	436.5	4496.0	5,217
Reach 65%	300.95	24.3	495.8	799.7	8237.0	9,557
Reach 100%	460.88	37.1	759.2	1224.7	12614.3	14,635

To calculate total estimated costs to the program, consultants required at each FTE level (Table A-5) were multiplied by the cost per consultant in each region (Table A-4). These FTE totals and costs were added to those required to maintain state-funded FTE beyond June 30, 2024: 22.25 FTE at a cost of \$2.09 million.

Potential actions and their implications for required FTE and associated costs are displayed in [Table 2](#) above.

Assumptions

Our estimation methodology assumes that all staff are operating at full capacity (no new consultants are being onboarded or using the “New Hire” caseload recommendations); those staff are operating at maximum caseload recommendations; the time required for actual cases average out to the time used to calculate caseload recommendations (no attrition); there is no additional time granted for cases based on consultant requests for service plan extensions; consultants are optimally distributed across the state; consultants utilized the data system consistently, accurately, and in accordance with program guidance; and all licensed/unlicensed providers remain in the same county for the entire year.

Limitations

There are several limitations to our estimation methodology.

- Share of licensed/unlicensed providers served and proportions of each case type within consultant caseload differs slightly from current practice and is based on desired proportions.
- Data used are from SFY23 and only span 11 months of the program year. Based on previous year case totals and the cadence of case opening, the estimate used here should capture the vast majority of cases that will be opened in SFY23.
- Calculations are based on utilizations from all consultants entering data into the state data system. Our estimates for reach require that the reach of all non-state-funded consultants remains constant.

Endnotes

¹ Brodsky, A. (2019, October). *Colorado Early Childhood Mental Health Consultation: Statewide cost estimation results.*

² Colorado Department of Human Services, Office of Early Childhood. (2019, December). *Colorado shines brighter: Opportunities for Colorado's early childhood system.*
<https://dcfs.my.salesforce.com/sfc/p/#410000012srR/a/4N000000AGxx/QPNqI9n15kNbYRhObm7zKcWoPajUElvqWkrdaeSJdHY>

³ Colorado Department of Human Services, Office of Early Childhood. (2022, March). *Early childhood mental health consultation: ECMHC workforce, recipients, and reach.*
https://drive.google.com/file/d/1Ok_OehDmX-m70t86hk13CKiYEvPfQmud/view

⁴ See [MentalHealthStartsEarly.com](https://www.mentalhealthstartsearly.com). Additional information on the services provided by ECMH consultants can be found in videos describing the [family experience](#) and the [early childhood director and teacher experience](#) of consultation.

⁵ Shonkoff, J.P., Garner, A.S., The Committee on Psychosocial Aspects of Child and Family Health, Committee on Early Childhood, Adoption, and Dependent Care, and Section on Developmental and Behavioral Pediatrics. (2012). The lifelong effects of early childhood adversity and toxic stress. *Pediatrics*, 129(1). <https://doi.org/10.1542/peds.2011-2663>

⁶ Elango, S., Garcia, J.L, Heckman, J.J., & Hojman, A. (December 2015). *Early childhood education* (Working Paper 21766). National Bureau of Economic Research. <https://www.nber.org/papers/w21766>

⁷ National Scientific Council on the Developing Child. (2004). *Young children develop in an environment of relationships* (Working Paper 1). Center on the Developing Child, Harvard University.
<http://developingchild.harvard.edu/wp-content/uploads/2004/04/Young-Children-Develop-in-an-Environment-of-Relationships.pdf>.

⁸ In the Theory of Change visual, abbreviations used include:

MH = mental health

SE = social-emotional

ECE = early childhood education

⁹ HB20-1053 authorizes the state to serve children through age eight. Because of limited resources and the value of earlier intervention, the program focuses on birth to age 6.

¹⁰ Given data limitations, this potentially overcounts the actual FTE because consultants are included as if they were employed for the full year, whether or not they actually were.

¹¹ Because many teams did not have the capacity to hire and onboard new consultants, and due to hiring challenges, only 10 of the 15 FTE were filled with CARES.

¹² Read more about Statewide Brief Consultation here:

<https://drive.google.com/file/d/1q4ShN5zCDgwKUB42QSkFc8DZy4guvqP/view>

¹³ See [Assumptions](#) for further explanation.

¹⁴ These dosage requirements are detailed in [Early Childhood Mental Health Consultation: Stakeholder-Informed Recommendations for Service Delivery in Early Care and Education Settings](#).

¹⁵ See [Table 8](#) for maximum caseload by FTE type.

¹⁶ “Unlicensed care” for the purposes of this report encompasses all forms of care provided to young children in places where they learn and grow, such as elementary schools, home visitation, child welfare, public health, and health care.

¹⁷ See [Table 5](#) for details of current reach by county.

¹⁸ These are a lower bound because estimates assume that FTE is optimally allocated across regions and that consultants are operating at maximum caseload.

¹⁹ By state-funded consultants only.

²⁰ Read more about Statewide Brief Consultation here:

<https://drive.google.com/file/d/1q4ShN5zCDgwKUB42QSkFc8DZy4guvqP/view>

²¹ “Unlicensed care” for the purposes of this report encompasses all forms of care provided to young children in places where they learn and grow, such as elementary schools, home visitation, child welfare, public health, and health care.

²² See [Table 8](#) for maximum caseload by FTE type.

²³ Based on data pulled on June 27, 2023. This count does not include the anticipated increase in providers due to UPK.

²⁴ In addition to current funding in SFY23.

²⁵ By state-funded consultants only.