

# JOINT BUDGET COMMITTEE



## STAFF BUDGET BRIEFING FY 2024-25

### DEPARTMENT OF HUMAN SERVICES

(Office of Children, Youth and Families)

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

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## ADDITIONAL RESOURCES

Brief summaries of all bills that passed during the 2023 legislative sessions that had a fiscal impact on this department are available in Appendix A of the annual Appropriations Report:  
<https://leg.colorado.gov/sites/default/files/fy23-24apprept.pdf>

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

# DEPARTMENT OF HUMAN SERVICES

## DEPARTMENT OVERVIEW

The Department of Human Services is responsible for the administration and supervision of all non-medical public assistance and welfare programs in the state. It supervises programs that are administered at the local level by counties and other agencies and directly operates mental health hospitals, regional centers for people with developmental disabilities, and juvenile justice. This document focuses on one division within the Department, the Office of Children, Youth and Families (OCYF). The OCYF budget includes the following subdivisions:

- The **Division of Child Welfare** provides funding for programs that protect children from harm and assist families in caring for and protecting their children. Nearly 80.0 percent of funding in this division is allocated to counties that are responsible for administering child welfare services under the supervision of the Department. County departments receive and respond to reports of potential child abuse or neglect and provide appropriate child welfare services to the child and the family, ranging from prevention services to out-of-home residential placements.
- The **Division of Youth Services** is responsible for the supervision, care, and treatment of juveniles held in secure detention facilities pre- or post-adjudication, juveniles committed to the department by courts post-adjudication, and juveniles receiving six-month mandatory parole services following commitment. The agency maintains fourteen secure facilities and augments this capacity with contracts for community placements.
- The **Community Programs** subdivision includes state funding for community-based prevention programs for youth and families intended to reduce the need for state interventions. Programs include the Juvenile Parole Board, the Tony Grampas Youth Services Program, and the Domestic Abuse Program.

## DEPARTMENT BUDGET: RECENT APPROPRIATIONS

### DEPARTMENT OF HUMAN SERVICES

FUNDING SOURCE	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25 *
General Fund	\$1,111,202,446	\$1,079,004,962	\$1,014,436,841	\$1,294,649,549
Cash Funds	549,781,848	729,553,414	562,091,644	427,420,485
Reappropriated Funds	228,925,941	218,629,040	219,580,604	230,752,209
Federal Funds	1,064,621,460	563,333,529	577,181,865	587,857,404
<b>TOTAL FUNDS</b>	<b>\$2,954,531,695</b>	<b>\$2,590,520,945</b>	<b>\$2,373,290,954</b>	<b>\$2,540,679,647</b>
Full Time Equiv. Staff	5,195.6	5,241.7	5,345.3	5,472.0

\*Requested appropriation.

### OFFICE OF CHILDREN, YOUTH AND FAMILIES

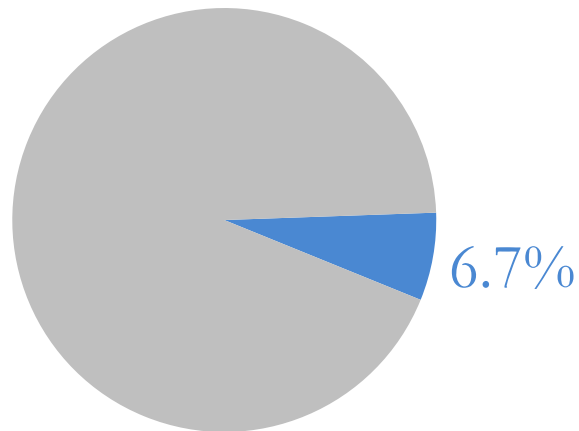
FUNDING SOURCE	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25 *
General Fund	\$448,983,716	\$462,535,069	\$488,580,334	\$500,028,858
Cash Funds	115,756,533	125,104,328	122,431,988	127,290,453
Reappropriated Funds	21,480,243	17,619,416	19,871,490	20,209,704
Federal Funds	143,789,257	148,401,930	152,706,806	155,778,321
<b>TOTAL FUNDS</b>	<b>\$730,009,749</b>	<b>\$753,660,743</b>	<b>\$783,590,618</b>	<b>\$803,307,336</b>
Full Time Equiv. Staff	1,275.0	1,283.0	1,310.5	1,315.1

\*Requested appropriation.

Funding for OCYF consists of 62.4 percent General Fund, 15.6 percent cash funds, 2.5 percent reappropriated funds, and 19.5 percent federal funds in FY 2023-24.

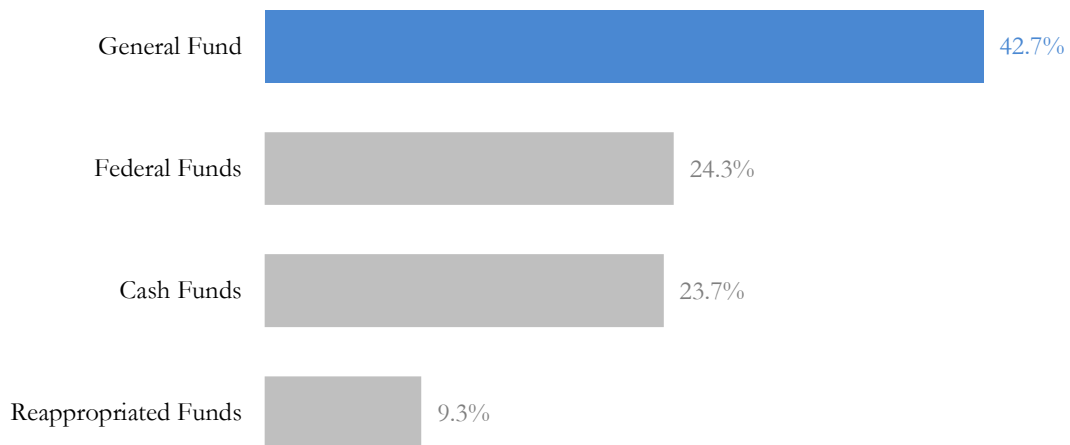
## DEPARTMENT BUDGET: GRAPHIC OVERVIEW

### Department's Share of Statewide General Fund



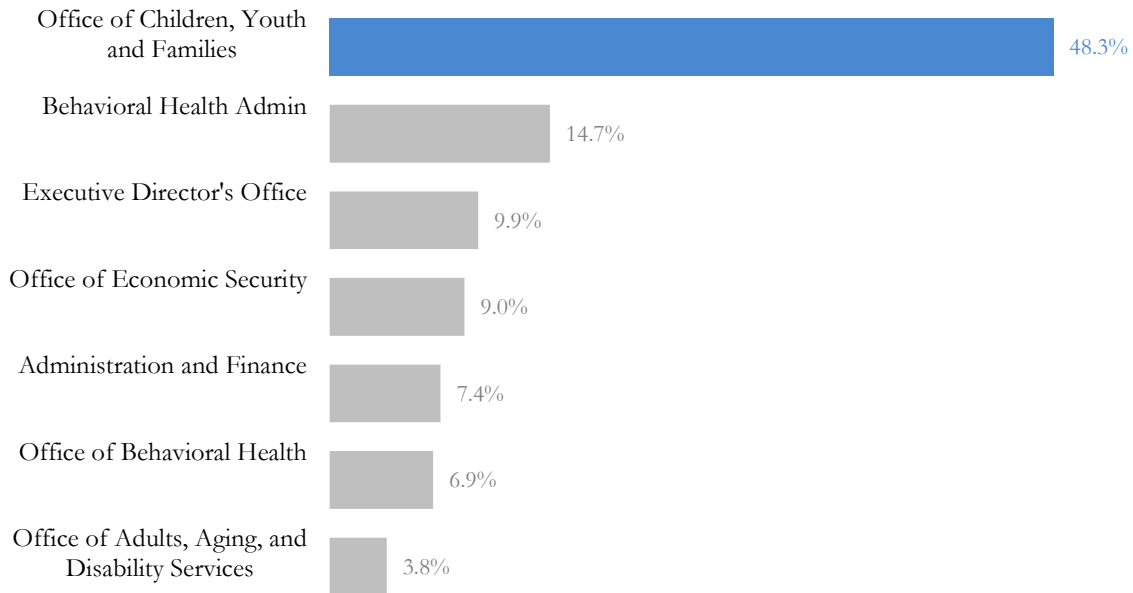
Based on the FY 2023-24 appropriation.

### Department Funding Sources



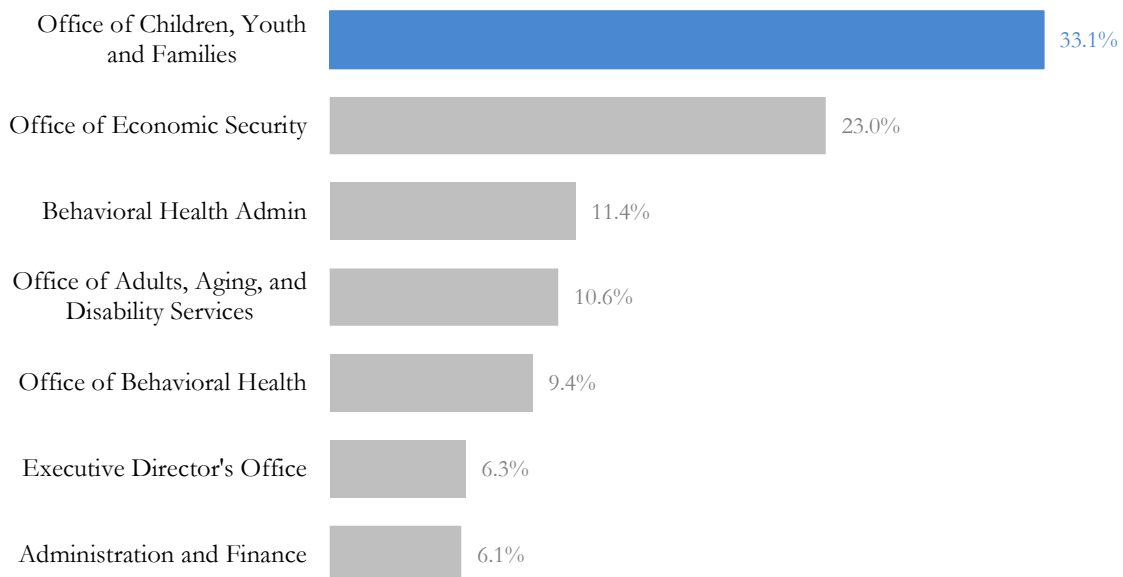
Based on the FY 2023-24 appropriation.

### Distribution of General Fund by Division



Based on the FY 2023-24 appropriation.

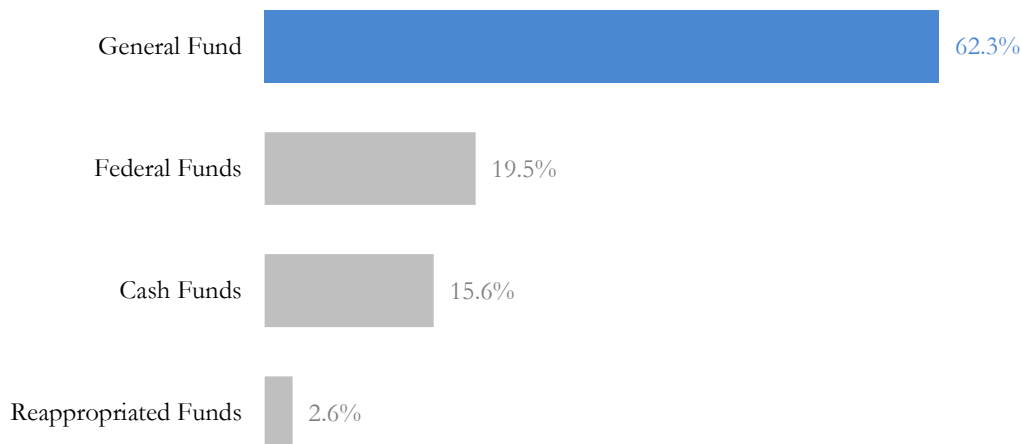
### Distribution of Total Funds by Division



Based on the FY 2023-24 appropriation.

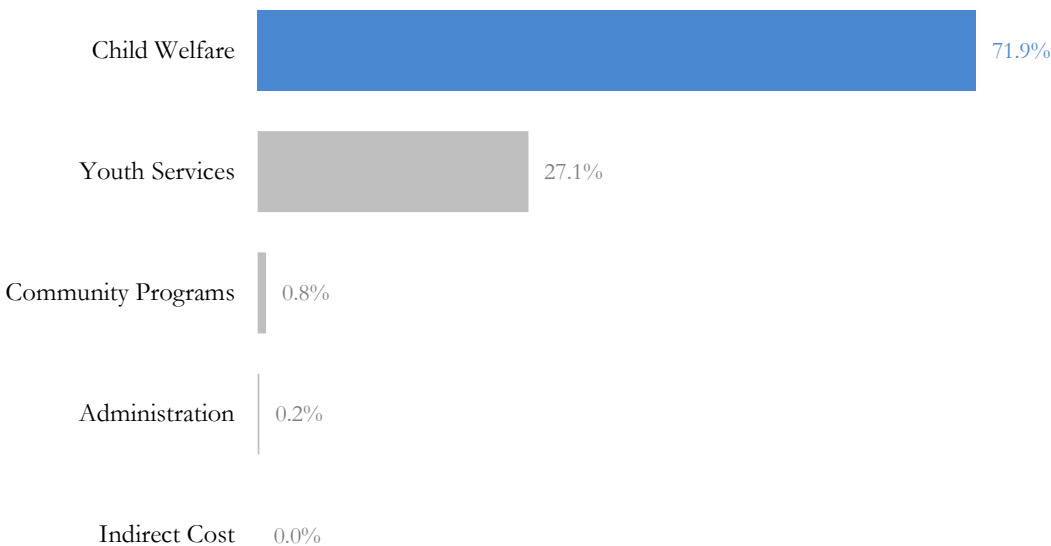
# DIVISION BUDGET: GRAPHIC OVERVIEW

## Division Funding Sources



Based on the FY 2023-24 appropriation.

## Distribution of General Fund by Subdivision



Based on the FY 2023-24 appropriation.

## CASH FUNDS DETAIL

OFFICE OF CHILDREN, YOUTH AND FAMILIES CASH FUNDS APPROPRIATION DETAIL			
NAME OF FUND	FY 2023-24 APPROPRIATION	PRIMARY SOURCES OF FUND REVENUE	PRIMARY USES OF APPROPRIATION IN THIS DEPARTMENT
Local Funds	\$89,553,888 <sup>2</sup>	Estimated funds from counties anticipated for the delivery of child welfare services	County capped allocations, adoption assistance, and performance-based collaborative management incentives
Title IV-E Administrative Cost Cash Fund and Excess Federal Title IV-E Reimbursements Cash Fund	9,215,161	Federal Title IV-E reimbursements for legal administrative costs associated with out of home placements and the Adoption Assistance Program	Legal costs are reappropriated to the Office of the Child's Representative and Office of the Respondent Parents' Counsel. Adoption assistance funds must support permanency and adoption services by federal law
Youth Services Program Fund	6,791,738	Consists of funds from the Tobacco Master Settlement Agreement and Marijuana Tax Cash Fund	Tony Grampas Youth Services program. Funds from the Marijuana Tax Cash Fund must be used for the prevention and intervention of marijuana use
High-acuity Treatment and Services Cash Fund	5,900,000	General Fund reversions appropriated to the child welfare county capped allocations	Incentive payments for licensed providers to serve high acuity youth
Marijuana Tax Cash Fund	5,607,343 <sup>1</sup>	Taxes on retail marijuana (see Marijuana Tax briefing)	DYS prevention programs including S.B. 91-094 and Tony Grampas Program
Performance-based Incentive Cash Fund and Sex Offender Surcharge Fund	3,038,428	Docket fees in civil actions and court surcharges for sex offense cases	Incentives for Collaborative Management Programs (CMPs) and staff trainings related to juvenile sex offenders under the Department's care
Domestic Abuse Program Fund	1,333,456	Individual income tax designations. The fund also received a one-time, \$4.8 million appropriation from the Economic Recovery and Relief Cash Fund in FY 2021-22	Domestic abuse program reimbursements for local governments and community organizations
Child Welfare Prevention and Intervention Cash Fund	598,953	General Fund reversions from child welfare capped allocations that remain after the county close-out process	Child welfare prevention and intervention services
Child Welfare Licensing Cash Fund and Records and Reports Cash Fund	347,121	Fees for child welfare residential and day treatment programs, and fees for accessing child abuse and neglect records	Child welfare licensing and administration
Various	45,900	Unspecified cash fund sources	Indirect costs
<b>Total</b>	<b>\$122,431,988</b>		

<sup>1</sup> TABOR Exempt.

<sup>2</sup> Not appropriated by the General Assembly. Amounts shown in the Long Bill are for informational purposes only.

### ADDITIONAL INFORMATION – SELECT FUND SOURCES

**HIGH ACUITY CASH FUND:** Established in H.B. 23-1269 (Extended Stay and Boarding Patients), and consists of unspent General Fund remaining from the county capped allocations after county close-out and transfers to the Prevention and Intervention Cash Fund. The cash fund is only in effect for FY 2023-24 and FY 2024-25. The fund must be used to provide incentives for providers treating high acuity youth. Money transferred into the fund is available to the Department for expenditure through June 30, 2025. Any money remaining in the fund after repeal reverts to the General Fund.



Actual revenues and expenditures will depend on the Department's financial planning to establish reversions from line items that are subject to the county close-out process at the end of the fiscal year, and share line item flexibility with other line items. Refer to Appendix D for a description of the close-out process. The Department reports \$3.0 million was transferred into the fund at the close of FY 2022-23 and supported 6 high acuity beds.

**CHILD WELFARE CASH FUND:** Consists of fines and civil penalties. The cash fund is continuously appropriated to the Department and is therefore not reflected in the Department budget. Funds may be used for the improvement of child care in the state (Section 26-6-921 (4)(b), C.R.S.). Reporting on this continuously appropriated cash fund was not provided as part of the November budget submission.

**STATE DOMESTIC VIOLENCE AND SEXUAL ASSAULT SERVICES FUND:** Consists of two one-time statutory transfers from the Behavioral Mental Health Cash Fund in FY 2022-23 and 2023-24, which originates as ARPA funds. Money in the fund is continuously appropriated to the Department and is therefore not reflected in the Department budget. Funds may be used to reimburse local governments and nongovernmental agencies for services for victims of domestic violence and sexual assault. Reporting on this continuously appropriated cash fund was not provided as part of the November budget submission, however, Executive Branch reports on ARPA spending indicate \$232,556 of the \$6.0 million allocation has been expended.

**FOSTER YOUTH SUCCESSFUL TRANSITION TO ADULTHOOD GRANT PROGRAM FUND:** Consists of General Fund appropriations by the General Assembly. The fund is annually appropriated to the Department and is therefore reflected in the Department's budget as a General Fund appropriation into the fund with a separate reappropriated funds appropriation for the spending authority out of the fund. The fund supports foster youth transitioning to adulthood with additional housing and educational resources. Reporting on this cash fund was not provided as part of the November budget submission.

**YOUTH MENTORING CASH FUND:** Consists of tobacco tax revenue and appropriations from the Marijuana Tax Cash Fund. Funds are reflected as reappropriated funds in the Department's budget and support the Tony Grampas Youth Services Program. Appropriations for FY 2023-24 totaled \$500,938.

**VICTIMS ASSISTANCE AND LAW ENFORCEMENT FUND:** Funds are transferred from the Division of Criminal Justice in the Department of Public Safety and are therefore reflected as reappropriated funds in the Department's budget. Funds support the Juvenile Parole Board and victim assistance in DYS. Appropriations for this Department in FY 2023-24 totaled \$162,507.

Additional information on cash fund expenditures and reserves reported by the Department for OCYF are provided in Appendix B Mutli-Department RFI 1.

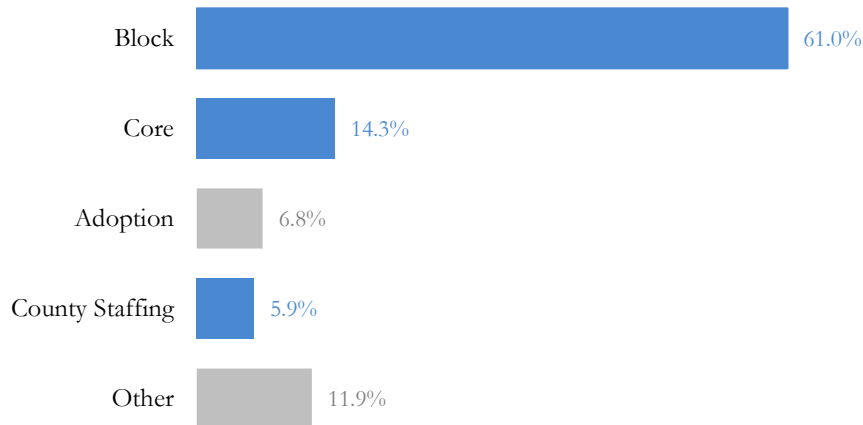
## GENERAL FACTORS DRIVING THE BUDGET

### CHILD WELFARE FUNDING

Child welfare in the state of Colorado is a state supervised, county administered system. General Fund accounted for 57.3 percent of the total appropriations to the Division of Child Welfare in FY 2023-24. An additional 17.9 percent are federal funds from Title IV-E of the Social Security Act and 14.6 percent from local funds. Title IV-E entitles states to partial reimbursement for the cost of providing foster care, adoption assistance, and kinship guardianship assistance to children who meet eligibility criteria.

The majority of state funds appropriated for child welfare are made available to county departments of human services through three capped allocations. Capped allocations are distributed from the state to counties under the advisory of the Child Welfare Allocation Committee (CWAC) through a close-out process outlined in Appendix D. The capped allocations made up 81.2 percent of total General Fund appropriations to the Division of Child Welfare in FY 2023-24. The three allocations are described below.

Three county capped allocations made up 81.2 percent of total General Fund appropriations for Child Welfare in FY 2023-24.



**Child Welfare Services**, commonly referred to as “the Block”, is the largest allocation and provides the primary source of funds for counties to administer services. The Block consists of 20.0 percent local funds, and the remaining 80.0 percent is eligible for a 50/50 General Fund/federal funds split. General Fund in several line items can be utilized to backfill over-expenditures in the Block before reverting. These line items and actual transfers are described in Appendix B Footnote 43 and RFI 10.

**Family and Children’s Programs**, or “Core Services”, was established as a result of a Child Welfare Settlement Agreement in 1995. Core Services provides supplementary funding for eight basic services that counties are required to provide under the settlement agreement. Core Services has an 80/20 General Fund/federal funds split and over-expenditures can be backfilled by the Block.

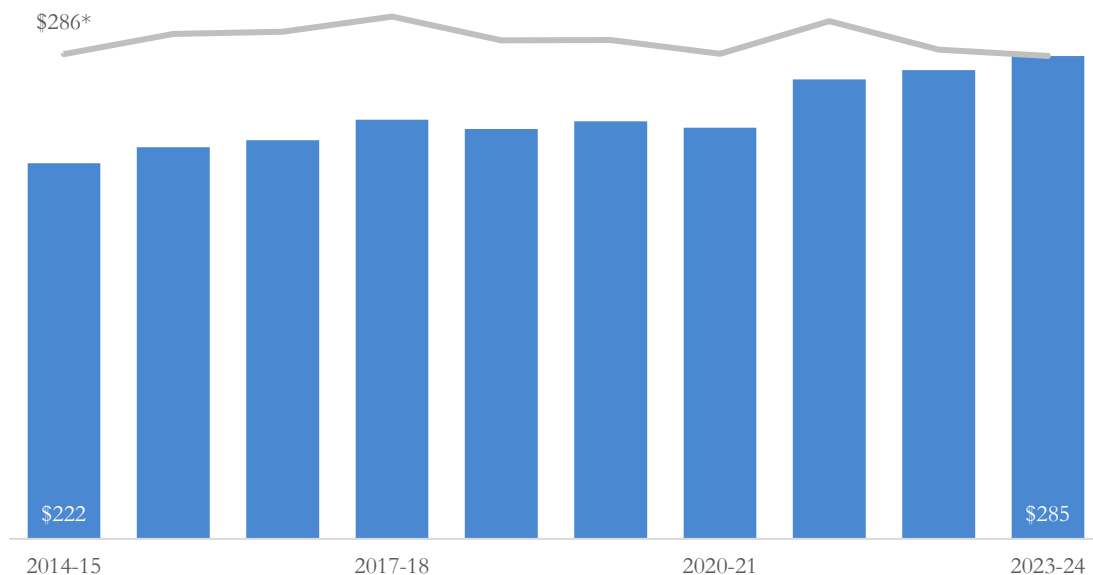
**County Level Child Welfare Staffing**, or “242 Funding”, was established through S.B. 15-242 (County Child Welfare Staff) to provide dedicated funding for additional county staff following a performance audit and workload study by the Office of the State Auditor. Counties that accept an

allocation from the Staffing Block Grant are required to provide a 10.0 percent match. No match is required if a county qualifies for tier 1 or tier 2 for the purpose of County Tax Base Relief. Over-expenditures can be backfilled with the Block.

Prior to FY 2018-19, Adoption and Relative Guardianship Assistance was also included in the capped allocations. Senate Bill 18-254 (Child Welfare Reforms) removed Adoption Assistance from the capped allocations, and instead established it as an entitlement program. Adoption Assistance is therefore exempt from the close-out process, and the Department may over-expend the appropriation to provide the benefit to all who qualify.

Increases to capped allocations have been driven by common policy increases for community provider rates. The provider rate increase applies to the Child Welfare capped allocations and is typically the only or most significant change to those line items year over year. After adjusting for inflation, General Fund appropriations for the capped allocations have decreased over the last ten fiscal years. This does not account for further changes in caseload, staffing, and other regulatory factors impacting the cost of service provision that may have occurred during this time period.

General Fund appropriations for capped allocations (in millions) have decreased in the last ten fiscal years after adjusting for inflation.



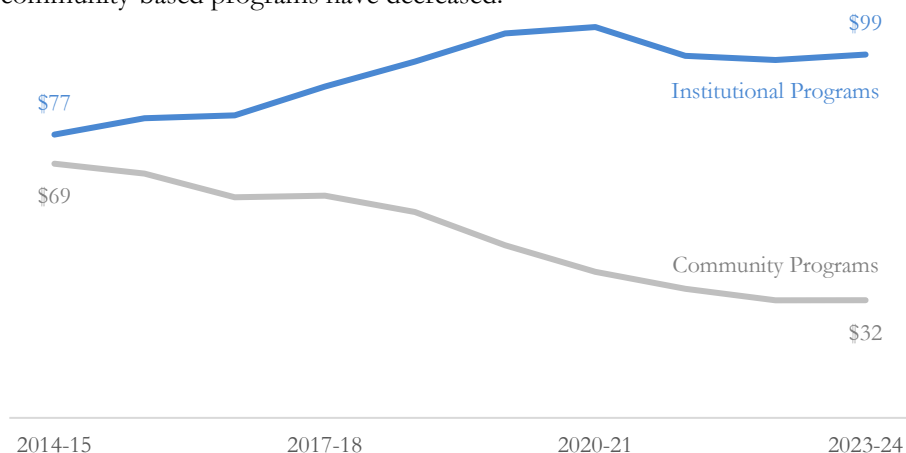
*\*Adjusted for inflation using LCS forecast.*

## YOUTH SERVICES

The Division of Youth Services is responsible for the supervision and treatment of juveniles in detention pre- and post-adjudication (similar to adult jail), and commitment post-adjudication (similar to adult prison). The Division also supervises juveniles during a mandatory six-month parole period following all commitment sentences. The Division maintains fourteen secure facilities and augments capacity with contracts for community placements. General Fund made up 95.1 percent of the Division's appropriations in FY 2023-24.

The Division's budget is driven by appropriations for institutional and community-based programs. Appropriations are driven by caseload, though appropriations for institutional programs have increased in recent years even though caseload has decreased due to increased investments in staffing, educational programs, and facility improvements. Decreases in appropriations for community-based programs are driven by caseload decreases for community contract placements.

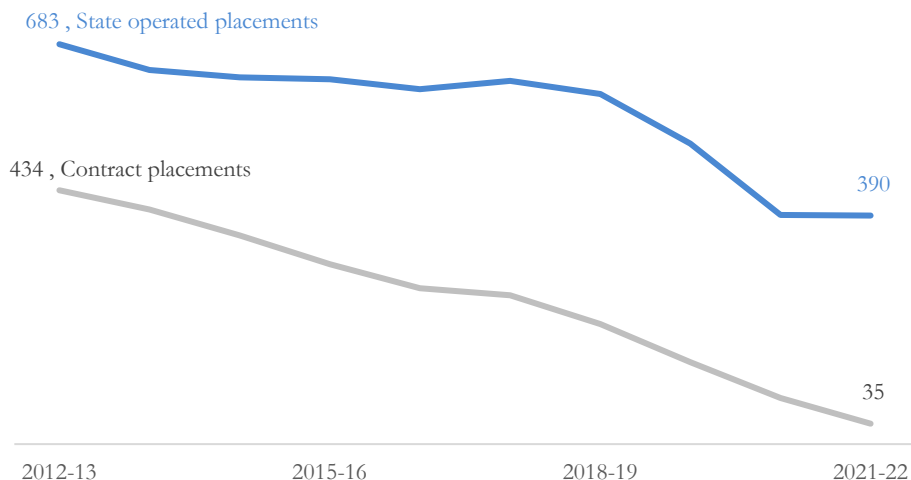
Adjusted for inflation, General Fund appropriations for institutional programs (in millions) have increased over the last ten fiscal years, while appropriations for community-based programs have decreased.



*Adjusted for inflation using LCS forecast.*

Contract placements have decreased as youth are screened and assessed into higher security placements and the total number of community providers has decreased. Higher rates of violent crime, substance abuse, and mental health treatment needs have resulted in a higher proportion of youth screened and assessed into higher security state operated placements. At the same time, significant community providers have closed or may choose not to accept DYS youth, driving down available placements. Since FY 2012-13, the number of contract placements has decreased from 38 providers serving 1,087 unique youth per year to 17 providers serving 141 unique youth in FY 2021-22.

Caseload for state operated placements by ADP and contract placements for youth in detention and commitment has decreased over the last ten fiscal years.



## SUMMARY: FY 2023-24 APPROPRIATION & FY 2024-25 REQUEST

OFFICE OF CHILDREN, YOUTH AND FAMILIES						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>FY 2023-24 APPROPRIATION:</b>						
S.B. 23-214 (Long Bill)	\$766,964,872	\$479,100,219	\$116,531,988	\$18,706,451	\$152,626,214	1,291.7
Other legislation	16,625,746	9,480,115	5,900,000	1,165,039	80,592	18.8
<b>TOTAL</b>	<b>\$783,590,618</b>	<b>\$488,580,334</b>	<b>\$122,431,988</b>	<b>\$19,871,490</b>	<b>\$152,706,806</b>	<b>1,310.5</b>
<b>FY 2024-25 REQUESTED APPROPRIATION:</b>						
FY 2023-24 Appropriation	\$783,590,618	\$488,580,334	\$122,431,988	\$19,871,490	\$152,706,806	1,310.5
R2 Reducing youth crime and violence	2,979,592	0	2,979,592	0	0	1.0
R8 Provider rate adjustment	11,394,568	6,754,284	1,855,628	282,278	2,502,378	0.0
Annualize prior year budget actions	6,575,399	6,463,617	11,582	51,860	48,340	2.4
Indirect cost assessments	581,888	0	11,663	4,076	566,149	0.0
Annualize prior year legislation	(1,814,729)	(1,769,377)	0	0	(45,352)	1.2
<b>TOTAL</b>	<b>\$803,307,336</b>	<b>\$500,028,858</b>	<b>\$127,290,453</b>	<b>\$20,209,704</b>	<b>\$155,778,321</b>	<b>1,315.1</b>
<b>INCREASE/(DECREASE)</b>	<b>\$19,716,718</b>	<b>\$11,448,524</b>	<b>\$4,858,465</b>	<b>\$338,214</b>	<b>\$3,071,515</b>	<b>4.6</b>
Percentage Change	2.5%	2.3%	4.0%	1.7%	2.0%	0.4%

**R2 REDUCING YOUTH CRIME AND VIOLENCE:** The request includes a net increase of \$2.7 million cash funds from the Marijuana Tax Cash Fund and 1.0 FTE across the Department, and \$2.9 million and 1.0 FTE in OCYF in FY 2024-25. The amount includes a one-time increase of \$3.4 million for the Tony Grampas Youth Services program offset by decreases in the Executive Director's Office, the Behavioral Health Administration, the Office of Civil and Forensic Mental Health, and OCYF. The increase is requested on one-time basis, while a \$1,010,648 decrease is ongoing and a decrease of \$1,000,000 in the BHA is one-time. The Department states that decreases are not expected to impact services, and instead reflect potential reversions or line items that can be supported by ARPA funds on a one-time basis.

**R8 PROVIDER RATE INCREASE:** The request includes an increase of \$11.4 million total funds, including \$6.8 million General Fund, in the Office of Children, Youth and Families for the 2.0 percent common policy provider rate increase.

**ANNUALIZE PRIOR YEAR BUDGET ACTIONS:** The request includes a net increase of \$7.1 million total funds to reflect the FY 2024-25 impact of budget actions approved in previous cycles, summarized in the table below.

ANNUALIZE PRIOR YEAR BUDGET ACTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 23-24 Salary survey	\$6,745,117	\$6,541,200	\$88,189	\$20,811	\$94,917	0.0
FY 23-24 R17 Hotline decrease	535,787	535,787	0	0	0	0.0
FY 23-24 R4 Child welfare Medicaid access	249,220	133,357	0	44,055	71,808	0.3
FY 23-24 Leap year adjustment	(530,116)	(317,046)	(76,607)	(13,006)	(123,457)	0.0
FY 23-24 R6 DYS Security	(403,600)	(403,600)	0	0	0	0.0
FY 23-24 BA3 DYS Education	(20,002)	(20,002)	0	0	0	1.6
FY 23-24 R2 Youth homelessness	(1,007)	(6,079)	0	0	5,072	0.5
<b>TOTAL</b>	<b>\$6,575,399</b>	<b>\$6,463,617</b>	<b>\$11,582</b>	<b>\$51,860</b>	<b>\$48,340</b>	<b>2.4</b>

**INDIRECT COST ASSESSMENT:** The request includes net adjustments to indirect costs.

**ANNUALIZE PRIOR YEAR LEGISLATION:** The request includes a net decrease of \$1.8 million total funds to reflect the FY 2024-25 impact of bills passed in previous legislative sessions, summarized in the table below.

ANNUALIZE PRIOR YEAR LEGISLATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
HB 22-1283 Youth behavioral health	\$340,660	\$340,660	\$0	\$0	\$0	0.0
SB 23-039 Parent child separation	2,008	2,601	0	0	(593)	0.0
HB 23-1249 Reduce youth justice-involve	(2,073,274)	(2,073,274)	0	0	0	1.0
HB 23-1307 Juvenile detention services	(28,079)	0	0	0	(28,079)	0.0
HB 23-1024 Relative kin placement	(21,352)	(13,879)	0	0	(7,473)	0.0
HB 23-1027 Family time	(21,352)	(13,879)	0	0	(7,473)	0.0
SB 23-082 Fostering success	(13,340)	(11,606)	0	0	(1,734)	0.2
<b>TOTAL</b>	<b>(\$1,814,729)</b>	<b>(\$1,769,377)</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$45,352)</b>	<b>1.2</b>

**LEGISLATIVE PLACEHOLDER:** The Governor's Budget Letter includes a legislative placeholder of \$29.1 million total funds, including \$15.8 million General Fund, for legislation related to high acuity youth. Of this amount, \$5.2 million is from ARPA funds the Governor's Office is proposing to reallocate from the original purposes. Colorado's Child Welfare System Interim Study Committee referred legislation on this topic to Legislative Council along with four other bills. The initial fiscal note for this legislation calculated a fiscal impact of \$27.8 million total funds, including \$16.3 million General Fund across multiple state agencies.

**OUT-YEAR GENERAL FUND REQUEST IMPACTS:** The following table describes the ongoing impacts of the FY 2024-25 requests for the following fiscal year.

OUT-YEAR GENERAL FUND REQUEST IMPACTS						
	FY 2024-25		FY 2025-26		DIFFERENCE	
	General Fund	FTE	General Fund	FTE	General Fund	FTE
R2 Reducing youth crime and violence	\$0	1.0	\$0	1.0	\$0	0.0
R8 Provider rate increase	6,754,284	0.0	6,754,284	0.0	0	0.0

## ISSUE: CHILD WELFARE FUNDING LEGISLATION

Legislation sponsored by the Joint Budget Committee and passed by the General Assembly in 2021 required the development and implementation of a county staff workload study, funding model, and provider rate actuarial analysis for FY 2024-25. The Executive Branch requests do not reflect any increases related to the implementation of these statutory requirements, but does include a significant placeholder for legislation related to high acuity youth recommended by Colorado's Child Welfare System Interim Study Committee.

### SUMMARY

- The Joint Budget Committee sponsored legislation during the 2021 Legislative Session to conduct third party analyses of child welfare county staff workload, funding, and provider rates for implementation in FY 2024-25. The Department request does not reflect changes related to this legislation, though some recommendations have been included in legislation recommended by the Child Welfare Interim Committee.
- The most significant investment in child welfare for FY 2024-25 is reflected in legislation recommended by the Child Welfare Interim Committee rather than the Department's budget.

### RECOMMENDATION

Staff recommends discussing the following topics during the Department Hearing.

- How does the funding model account for the county workload study as required by Section 26-5-103.7 (4)(a), C.R.S.?
- How does the Department intend to implement the child welfare funding model for FY 2024-25 as required by Section 26-5-104 (a.2)(I), C.R.S., including the performance and outcome incentives, without additional funding?
- Please describe the stakeholder process that led to the final workload study and funding model recommendations.

### DISCUSSION

Child Welfare in Colorado is a state supervised, county administered system. The state distributes funding to counties with input from the Child Welfare Allocations Committee (CWAC) through capped allocations. There are three capped allocations with different state/local match rates: the Block, Core Services, and County Staffing. Core Services and County Staffing were added through legislation to address specific concerns and services previously viewed as under-allocated in the Block. The Block can be used to backfill over-expenditures in Core Services and County Staffing at the end of the fiscal year through the close-out process outlined in Appendix D.

### JOINT BUDGET COMMITTEE LEGISLATION - BACKGROUND

During the 2021 Legislative Session, the Committee sponsored legislation that required third party analyses of child welfare county workload, funding, and provider rates. The legislation was intended to update and improve upon legislation sponsored by the Committee in prior legislative sessions,

including S.B. 15-242 (County Child Welfare Staff), H.B. 17-1292 (Child Welfare Provider Rates), and S.B. 18-254 (Child Welfare Reform).

### **SENATE BILL 15-242 (COUNTY CHILD WELFARE STAFF)**

In 2013, the General Assembly requested that the Office of the State Auditor (OSA) conduct an audit of OCYF. The OSA conducted a performance audit and contracted with a third party to produce a workload study for county child welfare caseworkers. At the time, the Department estimated that a workload study had not been conducted in 30 years. The workload study sought to identify the level of county staff required to fulfill state and federal rules. In conclusion, the study recommended a case to caseworker ratio of 10:1, and a caseworker to supervisor ratio of 5:1 for all counties regardless of county size or characteristics. An additional 698 caseworkers were required across the state to fulfill this recommendation.

In 2015, the Department submitted a budget request for phased implementation of increased funding for county staff. In response, the Committee sponsored S.B. 15-242 to establish county staffing as a new capped allocation with a 90 state/10 county match rate rather than the 80/20 match rate provided under the Block. The bill required that funding only be used for positions created after January 1, 2015. Pre-existing positions were required to continue to be funded through the Block. Funding was added for the staffing line for five years, but the workload study was never fully funded.

	FUNDED FTE	ACTUAL FTE	TOTAL FUNDS	GENERAL FUND	LOCAL FUNDS	FEDERAL FUNDS
FY 2015-16	100.0	100.0	\$6,064,149	\$5,428,510	\$606,415	\$29,224
FY 2016-17	100.0	84.3	6,064,149	5,428,510	606,415	29,224
FY 2017-18	67.0	66.0	4,028,061	3,625,255	402,806	0
FY 2018-19	100.0	84.3	6,096,229	1,902,891	609,623	3,583,715
FY 2019-20	100.0	84.3	6,170,258	4,534,025	617,026	1,019,207
FY 2020-21	0.0	0.0	0	0	0	0
FY 2021-22	0.0	0.0	0	0	0	0
FY 2022-23	0.0	0.0	0	0	0	0
FY 2023-24	0.0	0.0	0	0	0	0
<b>Total</b>	<b>467.0</b>	<b>418.9</b>	<b>\$28,422,846</b>	<b>\$20,919,191</b>	<b>\$2,842,285</b>	<b>\$4,661,370</b>

An increase initially approved in FY 2020-21 was removed for budget balancing following the start of the COVID-19 pandemic. Additional increases were not requested, recommended, or approved in following years due to underlying concerns with the original calculations, the outdated nature of the data, and high vacancy rates for county caseworker positions. Primary concerns with the original study included:

- The recommended staffing ratio did not account for differences in the geographic and population size of a county;
- The funding was based on a salary of \$60,000 per caseworker, which did not sufficiently support positions across the state and in metro areas in particular;
- While the increased funding may encourage counties to hire additional staff, the actual amount of staff hired is determined by individual counties; and,
- The recommended staffing ratios do not account for increased case acuity that has occurred in recent years.



### HOUSE BILL 17-1292 (CHILD WELFARE PROVIDER RATES)

The bill implemented several requirements related to child welfare provider rates. The Department was required to contract with an independent vendor to perform an actuarial analysis of the full cost of funding child welfare, and develop a rate setting methodology for provider compensation. Implementation of the bill resulted in four years of targeted provider rate increases for child welfare. Total funding of the 2017 actuarial analysis was fulfilled by the Committee in FY 2021-22. Annual increases are provided in the table below.

TABLE 2: PROVIDER RATE INCREASES PURSUANT TO SECTION 26-5-104 (6)(G), C.R.S.				
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	FEDERAL FUNDS
S.B. 18-254 (Child Welfare Reforms)	\$14,583,334	\$7,000,000	\$2,916,667	\$4,666,667
S.B. 19-144 (DHS Supplemental Bill)	4,908,507	2,356,084	981,701	1,570,722
S.B. 19-207 (Long Bill)*	12,250,000	6,868,000	2,070,000	3,312,000
S.B. 21-205 (Long Bill)	22,288,264	10,698,368	4,457,653	7,132,243
<b>Total</b>	<b>\$54,030,105</b>	<b>\$26,922,452</b>	<b>\$10,426,021</b>	<b>\$16,681,632</b>

*\*Includes \$1.9 million General Fund for DYS providers.*

Even though the study was fully funded, increases were thought to be insufficient because the analysis did not occur for DYS providers, or changes that have occurred under the implementation of the Federal Family First Act and increases to case acuity following the COVID-19 pandemic.

### SENATE BILL 18-254 (CHILD WELFARE REFORMS)

The bill implemented many reforms to the child welfare system, including requiring the Department to contract with a third-party to develop a child welfare funding model. The model was intended to reduce the conflict of interest that exists when stakeholders that receive funding through allocations or contracts are involved in making funding model decisions. Under the legislation, the funding model was intended to inform CWAC, the General Assembly, the Governor's Office, and the Department of the appropriate funding required to meet all state and federal requirements concerning the comprehensive delivery of child welfare services and must be updated every three years.

The funding model was completed by business accounting firm BerryDunn, and forecasted the needs of each county based on the average cost per child and forecasted caseload by county. The funding model determined that the necessary amount required to fully fund the child welfare system in 2020 was \$506.6 million total funds. At the time, the Department estimated total funding between the state and counties was approximately \$44.0 million total funds less than what the funding model recommended. No action has been taken by the General Assembly to implement the funding model recommendation.

### JOINT BUDGET COMMITTEE LEGISLATION – UPDATE

Legislation introduced by the Committee in 2021 was intended to update and improve upon the county workload, funding model, and provider rate legislation passed in previous sessions. The county workload report became available in January 2023, and a summary of the funding model recommendations were provided to the Committee on November 15, 2023. The provider rate actuarial analysis is not due to the Committee until December 30, 2023. The legislation is required to be implemented in FY 2024-25 regardless of whether the Executive Branch requests increased funding. No increases related to the legislation is included in the Department's November request.

## **SENATE BILL 21-277 (CHILD WELFARE ALLOCATION FORMULA)**

The bill required the Department to contract with independent vendors to conduct a child welfare county workload study and funding model to provide updated and improved information following S.B. 15-242 and S.B. 18-254. The funding model must be informed by the workload study, and must be used to inform county capped allocations, adoption and relative guardianship subsidies, and the independent living program beginning in FY 2024-25. The model must be adjusted to available appropriations regardless of whether the Department requests additional funding to implement the model (Section 26-5-104 (a.2)(III), C.R.S.). The funding model must be updated and reported to the Committee every three years.

### *COUNTY WORKLOAD STUDY*

The Department was required to contract with an outside entity to complete a child welfare county workload study and deliver the results to the Department and the Committee by January 15, 2023. The study was required to include county population, child welfare staff by county, county budget, the number of study participants by county, tasks performed by child welfare workers, time spent per case, percentage of hours recorded and paid by each county, and development of a method to create workload, caseload, and staffing models (Section 26-5-104 (6.1)(c)(II)(A), C.R.S.).

The workload study was conducted by ICF, Inc. in 2022, and delivered to the Committee on January 15, 2023, following three months of stakeholder feedback. ICF recently conducted similar analyses for the states of Wisconsin and West Virginia.<sup>1</sup> The study consisted of interviews and focus groups, two time surveys, and follow up interviews with subject matter experts to verify results and adjust methodology as deemed necessary to adequately capture workload.

To begin, qualitative information about work tasks and workload was gathered through interviews of supervisors, caseworkers, and case aides in small, medium, and large counties. The interviews were characterized as a representative sample and included 64 participants from 14 counties. The key finding of this session was that understaffing was leading to increased workload, which causes burnout, additional turnover, and further understaffing. Additional concerns included uncompetitive pay, lack of pay differentiation between new and old employees, lack of treatment options for families, lack of candidates for open positions, lack of technological and transportation resources, lack of remote work opportunities, and lack of affordable housing.

For the second phase, ICF designed a Microsoft-Excel timesheet for county workers to log the time spent on each case type. Case types were identified through the initial county interviews. County staff completed the time survey over a two-and-a-half-week period from June 20 through July 8, 2022. A larger time frame was initially desired, but was reduced following feedback about the added workload for county staff to track time. ICF facilitated the process through introductory webinars, embedded instructions within the timesheet, and ongoing quality checks. All counties were invited to participate in the time survey, and the final results included 87 participants from 23 counties. The survey reported overall monthly averages of 45.8 hours on call, 9.8 hours of overtime, and 17.4 hours unpaid. Small counties reported higher averages in all areas than large counties.

In the next phase, existing workload was estimated using data provided through Trails and existing county staffing surveys. Trails data was utilized to capture the total number of cases by county and case type. Adjustments and estimates were made to best align Trails data with case types captured by

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<sup>1</sup> [Wisconsin Workload Summary](#). [West Virginia Workload Study](#).

the time survey. Existing staffing surveys from Spring of 2022 were used to determine the total number of vacant positions statewide and by county. This information was converted to workload and a final FTE recommendation through the following formula.

$$\text{Caseload} \times \text{Case Service Time} = \text{Workload}$$

$$\frac{\text{Workload}}{\text{Available Time}} = \text{Required Caseworker FTE}$$

Adjustments were made to the models after feedback interviews to determine the appropriate caseworker to supervisor and case aide ratios by county size to develop a final recommendation for all staff types. ICF provided their results to the Department in September, and the Department further incorporated stakeholder feedback prior to final submission to the Committee in January. In order to improve upon the methodology of the original 2013 workload study, the updated study sought to more comprehensively address workload variability that may occur from county size and case complexity.

#### County Size

An emphasis of the study was to explore potential capacity differences between large and small counties that were not considered as part of the original workload study in 2013. In child welfare, counties are divided into the categories 11 Large and Balance of State. The 11 Large counties include Adams, Arapahoe, Boulder, Denver, Douglas, El Paso, Jefferson, Larimer, Mesa, Pueblo, and Weld. The 11 Large accounted for 83.6 percent of the total child welfare allocation in FY 2022-23. The remaining 53 counties are referred to as Balance of State (BOS).

The results of the time surveys demonstrated that BOS counties have a higher average case service time for every case type than 11 Large. This was primarily attributed to increased travel times, lower service availability, and a lack of specialized or support staff. For example, the study found that to connect a parent with substance abuse treatment required an additional 2.5 hours of casework in a large county, but 6.5 hours in a small county.

#### Case Complexity

Another key concern from the 2013 workload study was that the study did not account for an increase in case acuity that has occurred since the COVID-19 pandemic. The time survey did ask caseworkers to describe any extra time required to service complex cases and the study provided a summary of those time estimates. However, the study indicates that case complexity was not a factor used to inform the workload recommendations as the factors of individual cases was not feasible to include. However, the study recommends that supervisors consider case complexity in determining appropriate caseloads for individual caseworkers.

#### Results

The workload study recommended the following staffing ratios.

- Supervisor to caseworker ratio of 1:5 for Large and BOS counties.
- Supervisor to case aide and support staff ratio of 1:8 for Large and BOS counties.
- Case aide to caseworker ratio of 1:6 for Large and 1:5 for BOS counties.

**In total, the study recommends an increase of 284.5 FTE, including 83.7 FTE caseworkers statewide.** The largest recommended increase is for case aides, and the study also recommends a decrease in BOS counties for supervisors and case aides. Recommendations are provided in the table below. Recommendations by county are provided in Appendix B RFI 6.

TABLE 3: COUNTY WORKLOAD FTE RECOMMENDATIONS					
	CASEWORKERS	SUPERVISORS	CASE AIDES	SUPPORT STAFF	TOTAL
<i>Recommended</i>					
11 Large	1,489.2	366.7	253.2	297.8	2,407.0
BOS	337.8	84.5	67.6	67.6	557.5
Total	1,827.1	451.2	320.7	365.4	2,964.4
<i>Current</i>					
11 Large	1,412.3	326.5	106.5	265.8	2,111.1
BOS	331.2	111.5	82.0	44.3	569.0
Total	1,743.4	438.0	188.5	310.0	2,679.9
<i>Change</i>					
11 Large	76.9	40.2	146.7	32.0	295.9
BOS	6.6	(27.0)	(14.4)	23.3	(11.5)
<b>Statewide Total</b>	<b>83.7</b>	<b>13.2</b>	<b>132.2</b>	<b>55.4</b>	<b>284.5</b>

While the study improved on the work of the prior model, concerns remain that will continue to be addressed in future models required by S.B. 21-227 every three years. Primarily, the study is informed by the case service times that existed at the time in a system that is constrained by understaffing. It does not provide an estimate of how much time a caseworker would ideally be able to dedicate to a case if not constrained by a high workload. Additionally, the study was not able to incorporate collected data related to increased time for complex cases. Finally, the study reflects a point in time that is inherently out of date by the time the information is public, with caseloads that may not have stabilized following the COVID-19 pandemic.

#### *FUNDING MODEL<sup>2</sup>*

A contract for the funding model was awarded to Public Consulting Group (PCG) and the results were provided to the Committee on November 15, 2023. The model estimated the total cost necessary to meet all state and federal requirements for the provision of child welfare services in FY 2022-23 to be \$508.5 million. This amount is based on historic caseload and expenditures to project future costs. The total funding recommendation in comparison to current allocations and expenditures is provided in the table below. Comparisons by county are provided in Appendix E.

TABLE 4: FUNDING MODEL RECOMMENDATION	
Funding model base funding	\$508,465,549
FY 2022-23 Capped allocation (Block, Core, County Staffing)	449,325,292
<i>Model over/ (under) allocation</i>	<i>\$59,140,257</i>
FY 2022-23 Capped allocation expenditures	\$472,069,541
FY 2022-23 Entitlement (RGAP, Adoption) expenditures	55,810,899
FY 2022-23 Total close out expenditures	\$527,880,440
<i>Model over/ (under) total close out expenditures</i>	<i>(\$19,414,891)</i>

The funding model recommends a total funding amount \$59.1 million higher than the current capped allocations. The capped allocations include the Block, Core Services, and County Staffing line items.

<sup>2</sup> [Funding Model Legislative Report.](#)

Appropriations for the capped allocations totaled \$479.0 million, including \$276.8 million General Fund in FY 2022-23. The Department reports the actual allocation totaled \$449.3 million in FY 2022-23 as appropriations overestimated local and federal funds. Actual expenditures for the capped allocations are reported as \$472.1 million total funds in FY 2022-23. The report also indicates that expenditures for adoption and the relative guardianship assistance program (RGAP) totaled \$55.8 million. Adoption and RGAP are entitlement programs exempt from the close-out process, and 90.0 percent of expenditures must be reimbursed by the state (Section 26-5-104 (1)(b), C.R.S.). Including the entitlement programs, the funding model recommendation is below current expenditures.

The Legislative report on the funding model indicates that PCG utilized historic annual caseload and spending data to project cost for future fiscal years. However, the report does not provide any additional information about the factors and calculations used to come to the final recommendation. While statute requires that the workload study be used to inform the funding model, it is unclear from the report whether or how the workload study was utilized to come to a final funding recommendation. Therefore, it remains unclear what the cost of fully funding the workload study would be, or what calculations would be involved in calculating that amount.

#### Demographic Data

The model was required to include factors addressing demographic data, including poverty statistics, and state and local economic drivers that may influence local costs (Section 26-5-103.7 (4)(b), C.R.S.). The report indicates that previous models included multiple factors related to population, poverty, and service costs; however, only indicates that “The PCG funding model sources historic annual caseload and spending data to project cost for future fiscal years”.

#### Performance Measures

The model was required to include a performance-aligned component that supports the implementation of promising, supported, or well-supported practice as defined by the Federal Family First Act (Section 26-5-103.7 (4)(d), C.R.S.). The funding model recommends a performance pool that to be distributed based upon county achievement of predetermined outcome metrics that support Family First with trackable data. Funding for the performance pool is meant to be in addition to base funding. **The proposed amount for the performance pool is \$22.5 million, or 1.0 percent of base funding to be implemented over four fiscal years beginning in FY 2023-24.**

#### Outcome Measures

The model is also required to include incentives to counties based on measurements and metrics for the outcomes related to the stability and well-being of children in the child welfare system (Section 26-5-103.7 (4)(f), C.R.S.). The measurements are established by the state department with input from CWAC based on recommendations of the Child Welfare Services Task Force. Example measures provided in statute include successful adoptions, sustained placements, high school graduations, family reunifications, no recurrence of abuse or neglect, and timely medical checks.

**The proposed amount for the outcome and incentive pool is \$10.0 million to be implemented over four fiscal years beginning in FY 2023-24.** The model proposes a grant-like application process for counties to request funds from the pool. The pool would prioritize funds based on economic indicator performance to provide additional funding for counties with unmet needs.

Staff presumes that funding for the performance and outcome pools must be supported with state General Fund, although the report does not provide a funding source. The statute specifies that the

Department must implement the funding model in FY 2024-25 within existing appropriations, regardless of whether the Executive Branch requests additional funding. The report provides estimates based on FY 2022-23, and indicates that implementation will begin in FY 2023-24. The Department has not submitted any requests related to the workload study, funding model, or any other aspect of child welfare besides the common policy community provider rate. It therefore remains unclear to staff how the Department intends to implement the funding model within existing appropriations, particularly with the performance and outcome pools are intended to provide additional funds beyond base funding and current base funding is insufficient to fulfill the model.

#### **SENATE BILL 21-278 (REIMBURSEMENT FOR OUT-OF-HOME PLACEMENTS)**

The Committee also sponsored S.B. 21-278, which required the Department to contract with an independent vendor in FY 2022-23 to complete an actuarial analysis for out-of-home placement provider rates. The analysis was intended to update and expand upon previous analyses by incorporating DYS providers and changes under the implementation of the Federal Family First Act. The Department is required to update rate-setting methodology and implement adjusted rates subject to available appropriations in FY 2024-25. The analysis was due to the Department in September 2023, but is under review and not due to be submitted to the Committee until December 30, 2023.

While the analysis is not yet finalized, the bill required preliminary reports on provider rates in December of 2021 and 2022. The 2021 report included an initial update on the 2017 actuarial rates based on these adjustments. The 2022 report provided an update on the status of the contract for the final actuarial analysis, but did not provide any updates on rate calculations.

The 2021 report estimated the new need for provider rates is \$20.0 to \$21.4 million higher than the allocation at the time. While \$15.2 to \$16.3 million of this total was for Child Welfare, the discrepancy represented a 3.2 percent increase from the base for Child Welfare provider rates, compared to an 18.3 percent increase for DYS. The Committee approved common policy provider rate increases of 2.0 percent in FY 2022-23 and 3.0 percent in FY 2023-24. A summary of the results is provided in the table below.

TABLE 5: INITIAL ACTUARIAL RESULTS COMPARED TO RECENT COMMON POLICY INCREASES				
FY 2021-22 BASE	2021 ACTUARIAL ESTIMATED INCREASE	% INCREASE	FY 2022-23 AND 2023-24 COMMON POLICY INCREASES	OVER/(UNDER) ACTUARIAL
\$515,112,533	\$16,325,371	3.2%	\$26,060,300	\$9,734,929
\$27,485,602	\$5,035,264	18.3%	\$1,604,894	(\$3,430,370)

The November request does not implement targeted provider rate increases for child welfare or DYS. However, the Department has indicated that legislation recommended by the Child Welfare Interim Committee related to high acuity youth includes a rate adjustment that will impact both child welfare and DYS youth. The Department is required to implement updated rate setting methodology as informed by the actuarial analysis within existing appropriations in FY 2024-25 regardless of whether additional funds are requested by the Executive Branch or approved by the Legislature.

#### **CHILD WELFARE INTERIM COMMITTEE**

A Colorado Child Welfare System Interim Study Committee was formed for the 2023 Legislative Interim. The Committee was charged with taking a holistic look at the child welfare system to better serve the state's children and families. The Committee referred five bills that have been approved for introduction by Legislative Council and sent a letter to the Joint Technology Committee (JTC). Bill

topics include increasing support for kinship foster care placements, establishing a statewide system of care for youth behavioral health, youth high-acuity care, system accessibility requirements, and changes and audits to child abuse reporting systems. The letter recommends that the JTC prioritize any requests IT capital requests for Trails, and specifically transitioning to a high-quality single Trails System, the automated child welfare case management and data system. The IT capital request does include a request of \$33.7 total funds over three fiscal years for multiple IT systems managed by the Department of Human Services and the Department of Health Care Policy and Financing (HCPF), including Trails.

### **HIGH ACUITY YOUTH LEGISLATION**

The FY 2024-25 Governor's Budget Letter includes a Legislative Placeholder of \$29.1 million total funds, including \$15.8 million General Fund, for legislation related to high acuity youth. The placeholder includes \$5.2 million ARPA funds reallocated from the purpose originally appropriated by the General Assembly. The fiscal note for the Interim Committee bill related to this topic indicates a fiscal impact of \$27.8 million total funds, including \$16.7 million General Fund.<sup>3,4</sup> As drafted, the bill impacts the Department of Human Services, the Behavioral Health Administration (BHA), and HCPF. Legislative Council approved the bill for introduction on November 15, 2023.

The Department has noted that while the November request does not include targeted provider rates anticipated under S.B. 21-278, the legislative placeholder includes significant and nuanced provider rate adjustments. The proposed ARPA reallocations originate as \$3.8 million from in-home and residential respite care services for foster care children that staff assumes originates from H.B. 22-1283 (Youth and Family Behavioral Health Care), and \$1.4 million from anticipated ARPA reversions to Local Public Health Agencies under the Department of Public Health and Environment that staff assumes originates from S.B. 21-243 (CDPHE Appropriation Public Health Infrastructure).

Qualified Residential Treatment Programs (QRTP) and Psychiatric Residential Treatment Facilities (PRTF) are the residential placements for children and youth established under the Federal Family First Act. PRTF is the highest level of care and is fully reimbursed by HCPF Medicaid. Currently, the same provider may be reimbursed differently for the same treatments depending on Medicaid eligibility and whether the youth is in county custody through child welfare, or state custody through youth services.

The Children's Habilitation Residential Program (CHRP) Medicaid Waiver has the highest service reimbursement rate, but child welfare covers room and board while Medicaid does not. Therefore, guardians may be faced with absolving custody to a county department of human services, establishing child welfare involvement for only the reason of affording necessary medical care. **The legislation seeks to address these differences in reimbursement rates that have been a long-term and high priority challenge in child welfare.**

The initial bill draft includes the following systems changes.

- Requires HCPF to develop a system of care for children and youth in coordination with the BHA and Department of Human Services (DHS);
- Creates a residential child care provider training academy;

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<sup>3</sup> [High Acuity Youth Bill Draft.](#)

<sup>4</sup> [High Acuity Youth Fiscal Note.](#)

- Requires DHS to develop a system to monitor quality standards for residential providers; and,
- Requires DHS to create a residential child care provider directory.

The system of care considered by HCPF under the legislation must at a minimum include an assessment tool, intensive care coordination, expanded access to treatment foster care, and expansion of the CHRP Medicaid Waiver. Currently, the CHRP waiver is limited to children with developmental disabilities. The draft bill requires HCPF to apply for federal approval to include youth with serious emotional disturbances. The legislation notes that rate increases and service expansions are subject to available appropriations.

Furthermore, the bill requires the following changes related to provider rates.

- Extends and expands the Emergency Residential Treatment Program currently funded with \$5.0 million ARPA funds;
- Increase the Emergency Residential Treatment Program reimbursement rate to the CHRP rate;
- Requires DHS and the BHA to increase minimum reimbursement QRTF rates to align room and board payments across payers;
- Requires HCPF to contract with a third-party to complete an actuarial analysis of Medicaid reimbursement PRTF rates; and,
- Requires DHS to contract with a third-party to assess the residential placement needs of justice-involved youth.

The Emergency Residential Treatment Program was originally established in DHS in H.B. 22-1238 (Youth and Family Behavioral Healthcare). The department has established contracts for 12 high acuity beds at the Southern Peaks Regional Treatment Center in Cañon City supported with \$5.0 million one-time ARPA funds. An additional 6 beds have been contracted at Third Way centers in the metro area with \$3.0 million from the High Acuity Youth Cash Fund established in H.B. 23-1269 (Extended Stay and Boarding Patients), which consists of General Fund reversions from the child welfare capped allocations. The cash fund repeals in 2025, indicating that all currently existing contracts for high acuity youth are supported by term-limited funding and cannot continue in the long-term without identifying an ongoing fund source. The bill removes the 2028 repeal date for the program that exists in current statute.

## RECOMMENDATION

Staff will continue to pursue further detail on implementation of the county workload study, funding model, and provider rate actuarial analysis in advance of Figure Setting. However, staff also recommends the Committee discuss the implementation during the Department Hearing. The following questions are recommended for the hearing agenda:

- How does the funding model account for the county workload study as required by Section 26-5-103.7 (4)(a), C.R.S.?
- How does the Department intend to implement the child welfare funding model for FY 2024-25 as required by Section 26-5-104 (a.2)(I), C.R.S., without additional funding?
- Please describe the stakeholder process that led to the final workload study and funding model recommendations.



## ONE-TIME FUNDING AUTHORIZED IN RECENT LEGISLATIVE SESSIONS

During the 2020B, 2021, 2022, and 2023 legislative sessions, the General Assembly allocated significant one-time funding to the Department of Human Services that included \$49.0 million originating as state General Fund and \$482.4 million originating as federal Coronavirus State Fiscal Recovery funds (ARPA funds).

### SUMMARY

- Three bills have allocated a total of \$3.0 million one-time General Fund and \$17.6 million ARPA funds to the Office of Children, Youth and Families.
- Executive Branch reporting indicates that an additional \$36.4 million ARPA funds have been allocated to services related to OCYF programs in addition to direct legislative appropriations to the Office.

### DISCUSSION

During the 2020B, 2021, 2022, and 2023 legislative sessions, the General Assembly allocated \$528.4 million in one-time funding to the Department of Human Services through appropriations and transfers. For many programs, authority was provided to expend the funds beyond FY 2023-24. To assist the Committee in tracking the use of these funds, the tables below show the sum of allocations provided for FY 2020-21, FY 2021-22, FY 2022-23, and FY 2023-24 and expenditures through FY 2022-23 by the original source of the funds (General Fund, federal Coronavirus State Fiscal Recovery Funds, and other funds).

The General Assembly has allocated a total of \$20.6 million in one-time funding to the Office of Children, Youth and Families. Of that amount, \$3.0 million is General Fund and \$17.6 million originates from ARPA funds.

### ALLOCATION AND EXPENDITURE OF ONE-TIME GENERAL FUND

OFFICE OF CHILDREN, YOUTH AND FAMILIES ONE-TIME GENERAL FUND			
BILL NUMBER AND SHORT TITLE	APPROPRIATION/ TRANSFER	ACTUAL EXPENDITURE THROUGH FY 2023	BRIEF DESCRIPTION OF PROGRAM AND ANTICIPATED USE OF THE FUNDS
H.B. 23-1107 Crime victims services	\$3,000,000	\$0	Transfers \$3.0 million to the Domestic Violence and Sexual Assault Service Fund, which is continuously appropriated to the Department.
<b>TOTAL</b>	<b>\$3,000,000</b>	<b>\$0</b>	

## ALLOCATION AND EXPENDITURE OF ONE-TIME FEDERAL CORONAVIRUS STATE FISCAL RECOVERY FUNDS (ARPA FUNDS)

OFFICE OF CHILDREN, YOUTH AND FAMILIES ONE-TIME ARPA FUNDS			
BILL NUMBER /SHORT TITLE	APPROPRIATION / TRANSFER	ACTUAL EXPENDITURE THROUGH FY 2023	BRIEF DESCRIPTION OF PROGRAM AND ANTICIPATED USE OF THE FUNDS
S.B. 22-183 Crime victims services	\$6,000,000	\$232,556	Transfers to the State Domestic Violence and Sexual Assault Services Fund, which is continuously appropriated to the Department of Human Services to reimburse for services to domestic violence and sexual assault crime victims.
H.B. 22-1283 Youth and family residential care	11,628,023	66,421	Makes the following appropriations: \$11,628,023 for child welfare respite and residential programs; \$7,500,000 to expand substance use residential beds for adolescents; \$2,500,000 for the crisis response service system; \$35,000,000 for capital costs and \$539,926 for building maintenance costs for a youth neuro-psych facility at the Colorado Mental Health Institute at Fort Logan.
<b>TOTAL</b>	<b>\$17,628,023</b>	<b>\$298,977</b>	

### IMPLEMENTATION UPDATES AND ITEMS OF NOTE

While only three bills have included direct transfers and appropriations to OCYF, several other bills and actions have allocated ARPA funds to programs within or related to services provided by OCYF. Additional allocations identified from Executive Branch reports are detailed below.

**H.B. 22-1283 YOUTH AND FAMILY RESIDENTIAL CARE:** One time ARPA funds appropriated in this legislation are intended to increase child welfare respite and residential programs. In addition to the \$11.6 million appropriated to OCYF reported in the table above, \$35.0 million was appropriated to the Office of Civil and Forensic Mental Health to create a youth neuro-psych facility at the Colorado Mental Health Hospital at Fort Logan. The fiscal note for the bill indicates that long-term staffing costs for the facility will be supported with General Fund beginning in FY 2024-25. The Governor’s Letter has also identified \$3.8 million for “strategic reinvestment” for the High Acuity Youth Placeholder Legislation that staff assumes originate from this bill.

**H.B. 22-1411 (MONEY FROM CORONAVIRUS STATE FISCAL RECOVERY FUND):** Executive branch reports indicate that \$5.8 million one-time ARPA funds have been expended for employee retention at 24/7 facilities authorized by the bill. This includes hiring and retention bonuses for staff at DYS facilities, as well as other facilities overseen by the Department. An additional \$11.9 million has been allocated and \$3.6 million expended for state contracted youth residential behavioral health beds.

**S.B. 21-137 (BEHAVIORAL HEALTH RECOVERY ACT):** Executive branch reports indicate that \$5.0 million one-time ARPA funds were allocated and have been expended to pilot residential placements for youth with high acuity physical, mental or behavioral health needs. The allocation has supported 12 beds at Southern Peaks Regional Treatment Center in Cañon City. At this time, the beds do not have an ongoing fund source to sustain this service without ARPA funds.

**S.B. 21-292 (FEDERAL COVID FUNDING FOR VICTIM’S SERVICES):** Executive branch reports indicate that \$4.7 million one-time ARPA funds transferred pursuant to the bill have been allocated

and \$3.5 million has been expended for services related to domestic violence and sexual assault organizations.

**S.B. 21-288 (AMERICAN RESCUE PLAN ACT OF 2021 CASH FUND):** Executive branch reports indicate that \$1.9 million one-time ARPA funds transferred pursuant to the bill have been expended for residential beds for high acuity youth.

**DIRECT TO AGENCY AWARDS:** Executive branch reports indicate the Department has received Direct to Agency Awards (DAA) separate from ARPA state funds allocated by the General Assembly. These funds include formula funds and grants received directly from a federal agency. Awards related to OCYF total \$19.0 million allocated and \$7.1 million expended for programs detailed in the table below.

DIRECT AGENCY AWARDS		
	ALLOCATION*	EXPENDITURE*
Title IV-E Prevention and kinship navigator	\$1.8	\$1.8
Chaffee Program	4.9	3.2
Domestic violence shelter and support	2.0	0.8
Sexual assault services	2.8	0.1
Domestic violence shelter/COVID mitigation	5.8	0.8
Child Abuse Prevention and Treatment Act (CAPTA)	1.7	0.3
<b>Total</b>	<b>\$19.0</b>	<b>\$7.1</b>

*\*Amounts reported in millions.*

## APPENDIX A NUMBERS PAGES

Appendix A details actual expenditures for the last two state fiscal years, the appropriation for the current fiscal year, and the requested appropriation for next fiscal year. This information is listed by line item and fund source.

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
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### DEPARTMENT OF HUMAN SERVICES Michelle Barnes, Executive Director

#### (3) OFFICE OF CHILDREN, YOUTH, AND FAMILIES

##### (A) Administration

OCYF Administration	<u>0</u>	<u>875,382</u>	<u>877,192</u>	<u>922,530</u>	
FTE	0.0	5.4	4.0	4.0	
General Fund	0	852,882	863,828	907,749	
Cash Funds	0	3,752	4,055	4,567	
Reappropriated Funds	0	68	172	174	
Federal Funds	0	18,680	9,137	10,040	

<b>SUBTOTAL - (A) Administration</b>	0	875,382	877,192	922,530	5.2%
<i>FTE</i>	<u>0.0</u>	<u>5.4</u>	<u>4.0</u>	<u>4.0</u>	<u>0.0%</u>
General Fund	0	852,882	863,828	907,749	5.1%
Cash Funds	0	3,752	4,055	4,567	12.6%
Reappropriated Funds	0	68	172	174	1.2%
Federal Funds	0	18,680	9,137	10,040	9.9%

##### (B) Division of Child Welfare

Administration	<u>8,599,729</u>	<u>9,259,790</u>	<u>8,928,052</u>	<u>9,394,512</u>	
FTE	67.5	67.3	73.0	73.3	
General Fund	7,345,889	7,876,180	7,530,533	7,949,044	
Cash Funds	0	0	0	0	
Reappropriated Funds	40,010	40,805	305,372	350,837	
Federal Funds	1,213,830	1,342,805	1,092,147	1,094,631	

NOTE: An asterisk (\*) indicates that the FY 2024-25 request for a line item is affected by one or more decision items.

The Department's budget was restructured in FY 2022-23, and some personal services and operating expenses lines were consolidated into single program administration lines.

30-Nov-2023

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
County IT Support	<u>0</u>	<u>1,347,803</u>	<u>1,800,000</u>	<u>1,800,000</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	910,342	1,170,000	1,170,000	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	437,461	630,000	630,000	
Colorado Trails	<u>6,020,231</u>	<u>6,805,738</u>	<u>8,311,179</u>	<u>8,436,769</u>	
General Fund	3,971,169	5,018,736	5,395,168	5,495,052	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	49,486	49,486	
Federal Funds	2,049,062	1,787,002	2,866,525	2,892,231	
Continuous Quality Improvement	<u>600,442</u>	<u>445,841</u>	<u>0</u>	<u>0</u>	
FTE	6.0	5.9	0.0	0.0	
General Fund	426,288	434,402	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	174,154	11,439	0	0	
Training	<u>4,951,347</u>	<u>5,178,805</u>	<u>6,850,339</u>	<u>6,884,413</u>	
FTE	7.0	4.9	7.0	7.0	
General Fund	3,353,943	3,468,529	3,709,616	3,726,651	
Cash Funds	0	0	61,224	61,224	
Reappropriated Funds	0	0	0	0	
Federal Funds	1,597,404	1,710,276	3,079,499	3,096,538	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Foster and Adoptive Parent Recruitment, Training, and Support	<u>1,079,791</u>	<u>1,348,010</u>	<u>1,634,459</u>	<u>1,643,222</u>	
FTE	2.0	1.6	2.0	2.0	
General Fund	921,124	1,146,298	1,222,491	1,231,254	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	158,667	201,712	411,968	411,968	
Adoption and Relative Guardianship Assistance	<u>44,588,070</u>	<u>50,229,808</u>	<u>44,193,440</u>	<u>44,940,914</u>	*
General Fund	22,375,786	25,312,892	23,909,175	24,325,981	
Cash Funds	0	0	4,455,097	4,530,560	
Reappropriated Funds	0	0	0	0	
Federal Funds	22,212,284	24,916,916	15,829,168	16,084,373	
Child Welfare Services	<u>301,326,429</u>	<u>306,956,749</u>	<u>405,631,388</u>	<u>413,457,960</u>	*
General Fund	205,387,349	218,673,083	214,379,871	218,510,216	
Cash Funds	0	0	75,939,828	77,403,994	
Reappropriated Funds	13,421,808	0	14,113,853	14,383,230	
Federal Funds	82,517,272	88,283,666	101,197,836	103,160,520	
County Level Child Welfare Staffing	<u>24,908,341</u>	<u>25,917,600</u>	<u>28,514,178</u>	<u>29,084,462</u>	*
General Fund	19,757,355	20,152,502	20,757,077	21,172,219	
Cash Funds	0	0	2,871,561	2,928,992	
Reappropriated Funds	0	0	0	0	
Federal Funds	5,150,986	5,765,098	4,885,540	4,983,251	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Residential Placements for Children with Intellectual and Developmental Disabilities	<u>1,638,795</u>	<u>3,009,708</u>	<u>3,787,505</u>	<u>3,865,658</u> *	
FTE	1.5	1.5	2.0	2.0	
General Fund	1,625,521	2,980,300	3,772,765	3,850,918	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	13,274	29,408	14,740	14,740	
Child Welfare Prevention and Intervention Services	<u>0</u>	<u>0</u>	<u>598,953</u>	<u>598,953</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	598,953	598,953	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Child Welfare Legal Representation	<u>1,120,580</u>	<u>1,690,495</u>	<u>7,650,783</u>	<u>7,650,783</u>	
General Fund	0	0	0	0	
Cash Funds	1,120,580	1,690,495	7,650,783	7,650,783	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Family and Children's Programs	<u>48,479,617</u>	<u>50,547,906</u>	<u>59,552,920</u>	<u>60,743,979</u> *	
General Fund	41,476,461	42,751,614	50,120,398	51,122,806	
Cash Funds	0	0	6,226,178	6,350,702	
Reappropriated Funds	0	0	0	0	
Federal Funds	7,003,156	7,796,292	3,206,344	3,270,471	



## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Performance-based Collaborative Management Incentives	<u>4,500,000</u>	<u>5,407,646</u>	<u>6,665,039</u>	<u>6,665,039</u>	
General Fund	1,500,000	2,500,000	2,500,000	2,500,000	
Cash Funds	3,000,000	2,907,646	3,000,000	3,000,000	
Reappropriated Funds	0	0	1,165,039	1,165,039	
Federal Funds	0	0	0	0	
Collaborative Management Program Administration and Evaluation	<u>356,476</u>	<u>359,550</u>	<u>618,059</u>	<u>550,218</u>	
FTE	1.5	0.6	2.5	3.5	
General Fund	356,476	359,550	618,059	550,218	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Collaborative Management Establishment Incentive	<u>0</u>	<u>0</u>	<u>2,000,000</u>	<u>0</u>	
General Fund	0	0	2,000,000	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Appropriation to the Collaborative Management Cash Fund	<u>0</u>	<u>0</u>	<u>1,165,039</u>	<u>1,165,039</u>	
General Fund	0	0	1,165,039	1,165,039	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Independent Living Programs	<u>4,177,926</u>	<u>3,747,152</u>	<u>2,705,155</u>	<u>2,725,624</u>	
FTE	4.0	3.5	4.0	4.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	4,177,926	3,747,152	2,705,155	2,725,624	
Federal Child Abuse Prevention and Treatment Act Grant	<u>582,017</u>	<u>1,301,064</u>	<u>518,170</u>	<u>545,183</u>	
FTE	3.0	4.0	3.0	3.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	582,017	1,301,064	518,170	545,183	
Hotline for Child Abuse and Neglect	<u>2,680,482</u>	<u>2,058,490</u>	<u>2,922,965</u>	<u>3,492,513</u>	
FTE	6.0	5.6	6.0	6.0	
General Fund	2,597,069	1,964,071	2,872,577	3,442,125	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	83,413	94,419	50,388	50,388	
Public Awareness Campaign for Child Welfare	<u>973,211</u>	<u>971,819</u>	<u>1,014,397</u>	<u>1,016,467</u>	
FTE	1.0	0.4	1.0	1.0	
General Fund	973,211	971,819	1,014,397	1,016,467	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Adoption Savings	<u>294,001</u>	<u>845,328</u>	<u>1,564,378</u>	<u>1,564,378</u>	
General Fund	0	0	0	0	
Cash Funds	294,001	845,328	1,564,378	1,564,378	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Appropriation to the Foster Youth Seccessful Transition to Adulthood Grant Program Fund	<u>0</u>	<u>712,950</u>	<u>1,134,609</u>	<u>1,134,609</u>	
General Fund	0	712,950	1,134,609	1,134,609	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Foster Youth Successful Transition to Adulthood Grant Program	<u>0</u>	<u>627,600</u>	<u>1,134,609</u>	<u>1,134,609</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	627,600	1,134,609	1,134,609	
Federal Funds	0	0	0	0	
Enhanced Residential Services	<u>0</u>	<u>0</u>	<u>0</u>	<u>340,660</u>	
General Fund	0	0	0	340,660	
Fostering Opertunities	<u>0</u>	<u>0</u>	<u>1,582,485</u>	<u>1,582,485</u>	
General Fund	0	0	1,582,485	1,582,485	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Preventing Youth Homelessness	<u>0</u>	<u>0</u>	<u>4,635,325</u>	<u>4,620,978</u>	
FTE	0.0	0.0	3.6	4.3	
General Fund	0	0	4,590,277	4,572,592	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	45,048	48,386	
Child Welfare Licensing	<u>0</u>	<u>177,476</u>	<u>347,121</u>	<u>348,761</u>	
FTE	0.0	0.0	4.0	4.0	
General Fund	0	0	0	0	
Cash Funds	0	177,476	347,121	348,761	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Community Provider Incentives	<u>0</u>	<u>0</u>	<u>1,780,137</u>	<u>1,780,137</u>	
General Fund	0	0	1,780,137	1,780,137	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
High-Acuity Treatment and Services	<u>0</u>	<u>0</u>	<u>5,900,000</u>	<u>5,900,000</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	5,900,000	5,900,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Permanency Services	<u>232,358</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	232,358	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL - (B) Division of Child Welfare</b>	457,109,843	478,947,328	613,140,684	623,068,325	1.6%
<i>FTE</i>	<u>99.5</u>	<u>95.3</u>	<u>108.1</u>	<u>110.1</u>	<u>1.9%</u>
General Fund	312,299,999	335,233,268	351,224,674	356,638,473	1.5%
Cash Funds	4,414,581	5,620,945	108,615,123	110,338,347	1.6%
Reappropriated Funds	13,461,818	668,405	16,768,359	17,083,201	1.9%
Federal Funds	126,933,445	137,424,710	136,532,528	139,008,304	1.8%

### (C) Division of Youth Services

#### (I) Administration

Program Administration	<u>0</u>	<u>1,447,320</u>	<u>1,333,665</u>	<u>1,433,952</u>	
FTE	0.0	13.3	12.3	12.3	
General Fund	0	1,447,320	1,333,665	1,433,952	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Victim Assistance	<u>34,249</u>	<u>35,276</u>	<u>45,900</u>	<u>47,170</u>	
FTE	0.3	0.3	0.3	0.3	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	34,249	35,276	45,900	47,170	
Federal Funds	0	0	0	0	
Personal Services	<u>1,675,878</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	15.3	0.0	0.0	0.0	
General Fund	1,675,878	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Operating Expenses	<u>28,856</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	28,856	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Indirect Cost Assessment	<u>126,676</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	0	0	0	0	
Cash Funds	126,676	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
<b>SUBTOTAL -</b>	1,865,659	1,482,596	1,379,565	1,481,122	7.4%
<i>FTE</i>	15.6	13.6	12.6	12.6	0.0%
General Fund	1,704,734	1,447,320	1,333,665	1,433,952	7.5%
Cash Funds	126,676	0	0	0	0.0%
Reappropriated Funds	34,249	35,276	45,900	47,170	2.8%
Federal Funds	0	0	0	0	0.0%

### (II) Institutional Programs

Program Administration	0	74,119,022	77,737,458	81,780,514	
FTE	0.0	898.3	956.9	958.5	
General Fund	0	72,810,807	76,429,913	80,472,969	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	1,294,469	1,294,469	
Federal Funds	0	1,308,215	13,076	13,076	
Medical Services	12,791,872	13,131,503	13,646,532	14,313,659	*
FTE	84.2	86.5	84.2	84.2	
General Fund	12,791,872	13,131,503	13,646,532	14,313,659	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Educational Programs	8,431,452	9,410,647	8,906,832	9,244,582	*
FTE	44.1	50.8	45.9	45.9	
General Fund	7,811,698	8,798,676	8,488,882	8,797,139	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	350,005	350,005	
Federal Funds	619,754	611,971	67,945	97,438	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
DYC Education Support	<u>394,042</u>	<u>394,042</u>	<u>394,042</u>	<u>394,042</u>	
General Fund	394,042	394,042	394,042	394,042	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Prevention/Intervention Services	<u>20,385</u>	<u>47,465</u>	<u>50,886</u>	<u>50,886</u>	
FTE	1.0	0.0	1.0	1.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	50,886	50,886	
Federal Funds	20,385	47,465	0	0	
Personal Services	<u>67,858,713</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	934.0	0.0	0.0	0.0	
General Fund	67,858,713	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Operating Expenses	<u>4,338,719</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	3,400,776	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	937,943	0	0	0	



## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
<b>SUBTOTAL -</b>	93,835,183	97,102,679	100,735,750	105,783,683	5.0%
<i>FTE</i>	<u>1063.3</u>	<u>1035.6</u>	<u>1088.0</u>	<u>1089.6</u>	0.1%
General Fund	92,257,101	95,135,028	98,959,369	103,977,809	5.1%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	0	0	1,695,360	1,695,360	0.0%
Federal Funds	1,578,082	1,967,651	81,021	110,514	36.4%

### (III) Community Programs

Program Administration	<u>0</u>	<u>7,038,524</u>	<u>8,331,407</u>	<u>8,760,025</u>	
<i>FTE</i>	0.0	75.7	86.9	86.9	
General Fund	0	6,810,574	7,505,692	7,930,178	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	164,870	164,941	169,073	
Federal Funds	0	63,080	660,774	660,774	
Purchase of Contract Placements	<u>4,965,585</u>	<u>4,103,017</u>	<u>6,824,218</u>	<u>6,941,685</u>	
General Fund	4,863,299	4,086,533	5,952,222	6,061,232	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	463,052	472,315	
Federal Funds	102,286	16,484	408,944	408,138	
Managed Care Project	<u>1,427,233</u>	<u>1,557,778</u>	<u>1,608,780</u>	<u>1,636,688</u>	
General Fund	1,389,855	1,519,652	1,569,405	1,596,630	
Cash Funds	0	0	0	0	
Reappropriated Funds	37,378	38,126	39,375	40,058	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
S.B. 91-94 Programs	<u>14,689,655</u>	<u>15,445,982</u>	<u>16,651,900 1.0</u>	<u>16,322,056 1.0</u>	*
General Fund	12,179,815	12,430,396	13,363,224	13,590,418	
Cash Funds	2,509,840	3,015,586	3,288,676	2,731,638	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Parole Program Services	<u>3,406,403</u>	<u>3,692,593</u>	<u>3,650,674</u>	<u>3,713,520</u>	*
General Fund	3,406,403	3,692,593	3,650,674	3,713,520	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Juvenile Sex Offender Staff Training	<u>41,205</u>	<u>41,733</u>	<u>45,548</u>	<u>45,548</u>	
General Fund	6,439	5,000	7,120	7,120	
Cash Funds	34,766	36,733	38,428	38,428	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Personal Services	<u>6,395,036</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	82.2	0.0	0.0	0.0	
General Fund	6,057,051	0	0	0	
Cash Funds	(87,394)	0	0	0	
Reappropriated Funds	133,504	0	0	0	
Federal Funds	291,875	0	0	0	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Operating Expenses	<u>546,367</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	546,367	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
<b>SUBTOTAL -</b>	31,471,484	31,879,627	37,112,527	37,419,522	0.8%
<i>FTE</i>	<u>82.2</u>	<u>75.7</u>	<u>87.9</u>	<u>87.9</u>	0.0%
General Fund	28,449,229	28,544,748	32,048,337	32,899,098	2.7%
Cash Funds	2,457,212	3,052,319	3,327,104	2,770,066	(16.7%)
Reappropriated Funds	170,882	202,996	667,368	681,446	2.1%
Federal Funds	394,161	79,564	1,069,718	1,068,912	(0.1%)
<b>SUBTOTAL - (C) Division of Youth Services</b>	127,172,326	130,464,902	139,227,842	144,684,327	3.9%
<i>FTE</i>	<u>1,161.1</u>	<u>1,124.9</u>	<u>1,188.5</u>	<u>1,190.1</u>	0.1%
General Fund	122,411,064	125,127,096	132,341,371	138,310,859	4.5%
Cash Funds	2,583,888	3,052,319	3,327,104	2,770,066	(16.7%)
Reappropriated Funds	205,131	238,272	2,408,628	2,423,976	0.6%
Federal Funds	1,972,243	2,047,215	1,150,739	1,179,426	2.5%
<b>(D) Division of Community Programs</b>					
Juvenile Parole Board	<u>325,442</u>	<u>359,737</u>	<u>399,019</u>	<u>413,461</u>	
FTE	3.2	3.0	3.2	3.2	
General Fund	240,238	274,730	282,412	293,758	
Cash Funds	0	0	0	0	
Reappropriated Funds	85,204	85,007	116,607	119,703	
Federal Funds	0	0	0	0	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
Tony Gramscas Youth Services Program	<u>9,889,296</u>	<u>11,184,763</u>	<u>12,592,536</u>	<u>16,248,192</u> *	
FTE	3.0	4.6	3.0	4.0	
General Fund	1,717,475	3,219,206	3,720,663	3,724,855	
Cash Funds	7,701,467	7,465,729	8,371,107	12,021,721	
Reappropriated Funds	470,354	499,828	500,766	501,616	
Federal Funds	0	0	0	0	
Interagency Prevention Programs Coordination	<u>118,240</u>	<u>144,734</u>	<u>147,386</u>	<u>153,164</u>	
FTE	1.0	1.0	1.0	1.0	
General Fund	118,240	144,734	147,386	153,164	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Appropriation to the Youth Mentoring Services Cash Fund	<u>500,000</u>	<u>500,000</u>	<u>500,000</u>	<u>500,000</u>	
General Fund	0	0	0	0	
Cash Funds	500,000	500,000	500,000	500,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Domestic Abuse Program	<u>2,132,381</u>	<u>1,548,786</u>	<u>1,961,064</u>	<u>1,990,554</u>	
FTE	2.7	3.1	2.7	2.7	
General Fund	0	0	0	0	
Cash Funds	920,635	919,109	1,331,387	1,360,877	
Reappropriated Funds	0	0	0	0	
Federal Funds	1,211,746	629,677	629,677	629,677	

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
<b>SUBTOTAL - (D) Division of Community Programs</b>	12,965,359	13,738,020	15,600,005	19,305,371	23.8%
<i>FTE</i>	<u>9.9</u>	<u>11.7</u>	<u>9.9</u>	<u>10.9</u>	<u>10.1%</u>
General Fund	2,075,953	3,638,670	4,150,461	4,171,777	0.5%
Cash Funds	9,122,102	8,884,838	10,202,494	13,882,598	36.1%
Reappropriated Funds	555,558	584,835	617,373	621,319	0.6%
Federal Funds	1,211,746	629,677	629,677	629,677	0.0%
<b>(E) Indirect Cost Assessment</b>					
Indirect Cost Assessment	<u>12,702,196</u>	<u>11,282,526</u>	<u>14,744,895</u>	<u>15,326,783</u> *	
General Fund	0	0	0	0	
Cash Funds	102,902	314,122	283,212	294,875	
Reappropriated Funds	8,962	5,062	76,958	81,034	
Federal Funds	12,590,332	10,963,342	14,384,725	14,950,874	
<b>SUBTOTAL - (E) Indirect Cost Assessment</b>	12,702,196	11,282,526	14,744,895	15,326,783	3.9%
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	0	0	0	0	0.0%
Cash Funds	102,902	314,122	283,212	294,875	4.1%
Reappropriated Funds	8,962	5,062	76,958	81,034	5.3%
Federal Funds	12,590,332	10,963,342	14,384,725	14,950,874	3.9%
<b>TOTAL - (3) Office of Children, Youth, and Families</b>	609,949,724	635,308,158	783,590,618	803,307,336	2.5%
<i>FTE</i>	<u>1,270.5</u>	<u>1,237.3</u>	<u>1,310.5</u>	<u>1,315.1</u>	<u>0.4%</u>
General Fund	436,787,016	464,851,916	488,580,334	500,028,858	2.3%
Cash Funds	16,223,473	17,875,976	122,431,988	127,290,453	4.0%
Reappropriated Funds	14,231,469	1,496,642	19,871,490	20,209,704	1.7%
Federal Funds	142,707,766	151,083,624	152,706,806	155,778,321	2.0%

## Appendix A: Numbers Pages

	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Appropriation	FY 2024-25 Request	Request vs. Appropriation
<b>TOTAL - Department of Human Services</b>	609,949,724	635,308,158	783,590,618	803,307,336	2.5%
<i>FTE</i>	<u>1,270.5</u>	<u>1,237.3</u>	<u>1,310.5</u>	<u>1,315.1</u>	0.4%
General Fund	436,787,016	464,851,916	488,580,334	500,028,858	2.3%
Cash Funds	16,223,473	17,875,976	122,431,988	127,290,453	4.0%
Reappropriated Funds	14,231,469	1,496,642	19,871,490	20,209,704	1.7%
Federal Funds	142,707,766	151,083,624	152,706,806	155,778,321	2.0%

## APPENDIX B

### FOOTNOTES AND INFORMATION REQUESTS

#### UPDATE ON LONG BILL FOOTNOTES

The General Assembly includes footnotes in the annual Long Bill to: (a) set forth purposes, conditions, or limitations on an item of appropriation; (b) explain assumptions used in determining a specific amount of an appropriation; or (c) express legislative intent relating to any appropriation. Footnotes to the 2023 Long Bill (S.B. 21-214) can be found at the end of each departmental section of the bill at <https://leg.colorado.gov/bills/sb23-214>. The Long Bill footnotes relevant to this document are listed below.

- 42 Department of Human Services, Executive Director's Office, Indirect Cost Assessment; Administration and Finance, Indirect Cost Assessment; Office of Children, Youth, and Families, Indirect Cost Assessment; Office of Economic Security, Indirect Cost Assessment; Behavioral Health Administration, Indirect Cost Assessment; Office of Behavioral Health, Indirect Cost Assessment; Office of Adult, Aging and Disability Services, Indirect Cost Assessment; Office of Early Childhood, Indirect Cost Assessment – In addition to the transfer authority provided in Section 24-75-108, C.R.S., the Department is authorized to transfer up to 5.0 percent of the total appropriations in these subsections among line items in these subsections.

**COMMENT:** This footnote was added in 2022 and allows the Department additional flexibility to transfer funds between indirect cost lines.

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

**COMMENT:** This footnote allows the Department to transfer funds between line items as necessary. A report on transfers between lines is provided by Department RFI 10.

- 44 Department of Human Services, Office of Children, Youth, and Families, Division of Child Welfare, Adoption Savings – It is the General Assembly's intent, in order to improve permanency outcomes and reduce the administrative burden on state agencies and counties, that \$340,000 of this appropriation be used to support contracts with non-governmental program providers that assist with placement services for foster youth.

**COMMENT:** This footnote was added in 2023. A report on adoption savings expenditures is provided in Department RFI 16.

- 45 Department of Human Services, Office of Children, Youth, and Families, Division of Youth Services, Institutional Programs, Program Administration; and Community Programs,

Purchase of Contract Placements -- The Department is authorized to transfer up to \$1,000,000 of the total appropriations within the line items designated with this footnote.

**COMMENT:** This footnote was added in 2019 and allows the Department to transfer funds between line items as necessary.

- 45a Department of Human Services, Office of Children, Youth, and Families, Division of Community Programs, Tony Grampsas Youth Services Program – Of this appropriation, \$500,000 General Fund remains available for expenditure until the close of the 2025-26 state fiscal year.

**COMMENT:** This footnote was added through a Long Bill amendment in 2023 to provide roll-forward authority for a one-time General Fund increase.



## UPDATE ON LONG BILL REQUESTS FOR INFORMATION

The Joint Budget Committee annually submits requests for information to executive departments and the judicial branch via letters to the Governor, other elected officials, and the Chief Justice. Each request is associated with one or more specific Long Bill line item(s), and the requests have been prioritized by the Joint Budget Committee as required by Section 2-3-203 (3), C.R.S. Copies of these letters are included as an Appendix in the annual Appropriations Report (Appendix H in the FY 2023-24 Report): <https://leg.colorado.gov/sites/default/files/fy23-24apprept.pdf> The requests for information relevant to this document are listed below.

### REQUESTS AFFECTING MULTIPLE DEPARTMENTS

- 1 All Departments – Departments are requested to provide by November 1 of each fiscal year Schedule 9 reports for every annually and continuously appropriated cash fund administered by the Department as part of the standard November 1 budget submission. The Office of State Planning and Budgeting, in coordination with the Office of the State Controller, the Department of the Treasury, and independent agencies, is further requested to provide by November 1 of each fiscal year a consolidated report that includes the following information for all continuously appropriated cash funds:
  - a. The name of the fund;
  - b. The statutory citation for the fund;
  - c. The year the fund was created;
  - d. The department responsible for administering the fund;
  - e. The total cash balance as of July 1, 2023;
  - f. The unobligated cash balance as of July 1, 2023; and,
  - g. The unencumbered cash balance as of July 1, 2023.

The Department provided Schedule 9s for many of the funds appropriated in the OCYF section of the Long Bill. However, the reports do not include all cash funds identified by staff in the cash fund detail section of this briefing document. A summary of information provided by the Department is provided in the table below.

CASH FUND REPORT SUMMARY				
FUND NAME	FY 23-24 APPROP*	FY 23-24 ESTIMATED EXPEND	FY 23-24 UNCOMMITTED RESERVE	NOTES
Youth Services Program Fund	\$6,791,738	\$6,901,194	\$1,878,547	Annually appropriated
Performance-based CMP Incentive Fund	3,000,000	2,742,541	(401,540)	Annually appropriated
Records and Reports Cash Fund	64,594	479,895	21,757	Annually appropriated
Title IV-E Admin Cost Fund	7,650,783	6,664,306	12,429,085	Annually appropriated
Domestic Abuse Program Fund	1,333,456	1,289,340	936,536	Unspecified
Excess Federal Title IV-E Reimburse Fund	1,564,378	569,665	1,552,064	Annually appropriated
Sex Offender Surcharge Fund	38,428	38,864	4,920	Annually appropriated
Child Welfare Licensing Fund	282,527	187,169	9,181	Annually appropriated
Youth Mentoring Cash Fund	500,938	500,000	57,709	Annually appropriated

CASH FUND REPORT SUMMARY				
FUND NAME	FY 23-24 APPROP*	FY 23-24 ESTIMATED EXPEND	FY 23-24 UNCOMMITTED RESERVE	NOTES
Prevention and Intervention Fund	598,953	Not Reported	Not Reported	Unspecified
High-acuity Treatment and Services Fund	5,900,000	Not Reported	Not Reported	Unspecified
Child Welfare Fund	0	Not Reported	Not Reported	Continuously appropriated, Off budget
State Domestic Violence and Sexual Assault Services Fund	0	Not Reported	Not Reported	Continuously appropriated, Off budget
Foster Youth Successful Transition to Adulthood Grant Program Fund	1,134,609	Not Reported	Not Reported	Annually appropriated
<b>Total</b>	<b>\$28,860,404</b>	<b>\$19,372,974</b>	<b>\$16,488,259</b>	

*\*Provided appropriations are for OCYF alone and may not be inclusive of appropriations to other Departments or Divisions.*

Information provided by OSPB does not provide additional cash fund reports, but does identify both the Domestic Abuse Program Fund and the Child Welfare Licensing Cash Fund as continuously appropriated to the Department of Human Services.

- 16 Department of Health Care Policy and Financing, Medical Services Premiums; Indigent Care Program, Children's Basic Health Plan Medical and Dental Costs; Department of Higher Education, Colorado Commission on Higher Education, Special Purpose, University of Colorado, Lease Purchase of Academic Facilities at Fitzsimons; Governing Boards, Regents of the University of Colorado; Department of Human Services, Office of Children, Youth and Families, Division of Child Welfare, Tony Grampsas Youth Services Program; Office of Early Childhood, Division of Community and Family Support, Nurse Home Visitor Program; Department of Military and Veterans Affairs, Division of Veterans Affairs, Colorado State Veterans Trust Fund Expenditures; Department of Personnel, Division of Human Resources, Employee Benefits Services, H.B. 07-1335 Supplemental State Contribution Fund; Department of Public Health and Environment, Disease Control and Environmental Epidemiology Division, Administration, General Disease Control, and Surveillance, Immunization Operating Expenses; Special Purpose Disease Control Programs, Sexually Transmitted Infections, HIV and AIDS Operating Expenses, and Ryan White Act Operating Expenses; Prevention Services Division, Chronic Disease Prevention Programs, Oral Health Programs; Primary Care Office -- Each Department is requested to provide the following information to the Joint Budget Committee by October 1, 2023 for each program funded with Tobacco Master Settlement Agreement money: the name of the program; the amount of Tobacco Master Settlement Agreement money received and expended by the program for the preceding fiscal year; a description of the program including the actual number of persons served and the services provided through the program; information evaluating the operation of the program, including the effectiveness of the program in achieving its stated goals.

**COMMENT:** The Department submitted the report for the Tony Grampsas Program as requested. For more information, see the briefing on the Tobacco Master Settlement Agreement dated November 16, 2023.

## DEPARTMENT OF HUMAN SERVICES

- 1 Department of Human Services, Office of Children, Youth and Families, Division of Youth Services, Institutional Programs -- The Department is requested to submit a report by November 1 of each fiscal year, that includes the following monthly data for each State-owned and operated facility for the previous fiscal year:
- Number of assaults by type (e.g. juvenile on staff, staff on juvenile, juvenile on juvenile);
  - The number and type of sexual assaults;
  - Number of homicides;
  - Number of suicides;
  - Number of new crimes reported to local police;
  - Number of direct care staff at each facility (Youth Services Specialists);
  - Average length of service for direct care staff (Youth Services Specialists).

**COMMENT:** The Department report provided the following information on November 1:

DYS FY 2022-23 FACILITY DATA	
<b>Number of assaults</b>	
Juvenile on staff (monthly average)	8.9
Juvenile on juvenile (monthly average)	28.8
Staff on juvenile allegations (annual total)	21.0
Staff on juvenile founded (annual total)	4.0
<b>Number of fights</b> (monthly average)	39.9
<b>Number of sexual assaults</b>	
Number of allegations	19.0
Substantiated allegations (staff-on-youth)	6.0
Substantiated allegations (youth-on-youth)	1.0
<b>Number of homicides</b>	0.0
<b>Number of suicides</b>	0.0
<b>Crimes reported to local police</b> (annual total)	87.0
<b>Average FTE by classification</b>	
Youth Services Specialist I	490.0
Youth Services Specialist II	123.0
Youth Services Specialist III	92.0
<b>Average length of service by classification</b> (years)	
Youth Services Specialist I	2.7
Youth Services Specialist II	7.2
Youth Services Specialist III	10.2

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

potential policy issues with the types of youth incarcerated, length of stay, and available alternatives to incarceration.

**COMMENT:** The Department provided the executive summary to the report on November 1.

The summary indicated that the average statewide detention rate has declined 39.2 percent in the last ten fiscal years to a rate of 5.1 per 10,000 youth. However, FY 2022-23 was the second consecutive year with an increase in the statewide detention rate. At least one facility experienced capacity strain 75.0 percent of days in the fiscal year. The percent of days at or above 90.0 percent of the cap was at a 12 year high. Average statewide commitment has declined 68.1 percent in the same time period to a rate of 4.5 per 10,000 youth.

Approximately 4,396 unique youth were served along the youth detention continuum in FY 2022-23. A total of 1,973 unique youth were admitted to secure detention.

Funding for Judicial Districts from CYDC funding ranged from \$112,953 in the 3<sup>rd</sup> JD to \$2.5 million in the 18<sup>th</sup> JD. The largest spending area was case management.

- 6 Department of Human Services, Office of Children, Youth and Families, Division of Child Welfare -- The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, information on county child welfare worker staffing, including county data on: (1) caseload ratios by county; (2) actual staffing levels; (3) new hires funded by the child welfare block grant; (4) new hires funded through county level child welfare staffing funding; (5) workload and funding allocation comparisons by county for each type of block allocation; (6) performance metrics concerning the training of and support provided to case workers; (7) how each of the previous data categories support successful outcomes for children served in the child welfare system; and (8) a description of each outcome and how it is measured.

**COMMENT:** The report includes information from the updated county workload study. County workload was estimated in the study based on county cases, case type, service time, and county size. Cases are comprised of referrals, assessments, in-home cases, out-of-home cases, juvenile justice cross-over cases, adoption, and independent living cases. Workload was converted into FTE based on 108.5 case hours per month. The study recommended a supervisor to caseworker ratio of 1:5 for the Big 11 counties and balance of state (BOS), a supervisor to case aide and support staff ratio of 1:8 for all counties, and a case aide to caseworker ratio of 1:6 for B11 counties and 1:5 for BOS counties.

Overall, counties report that 308.9 out of 1,896.6 funded FTE are vacant. County workload, recommended FTE, and actual FTE by county are provided in the table below.

COUNTY WORKLOAD STUDY DATA									
		RECOMMENDED NEW FTE					ACTUAL FTE		
COUNTY	PERCENT STATE WORKLOAD	CASEWORKER	CASE AIDE	CASE SUPPORT	SUPERVISE	TOTAL	FILLED	VACANT	VACANCY RATE
Adams	9.5%	(14.0)	0.0	23.6	0.0	9.6	267.5	55.0	17.1%
Alamosa	1.1%	4.4	0.0	0.0	0.0	4.4	11.5	9.0	43.9%
Arapahoe	12.1%	(7.9)	25.5	14.3	10.0	41.9	164.0	17.0	9.4%
Archuleta	0.3%	(10.8)	0.0	0.8	0.0	(10.0)	15.5	7.5	32.6%
Baca	0.1%	(0.2)	0.2	0.2	0.0	0.2	1.0	1.0	50.0%
Bent	0.1%	1.6	0.0	0.3	0.0	1.9	1.0	4.0	80.0%
Boulder	3.9%	(30.0)	8.2	9.6	0.0	(12.2)	85.8	14.8	14.7%
Broomfield	0.6%	(2.2)	0.0	0.6	0.0	(1.6)	18.0	1.3	6.5%
Chaffee	0.4%	1.6	0.1	0.0	0.4	2.1	9.0	1.7	15.9%
Cheyenne	0.0%	0.5	0.0	0.1	0.0	0.6	4.0	1.0	20.0%
Clear Creek	0.1%	1.7	0.3	0.0	0.0	2.0	3.5	0.0	0.0%
Conejos	0.2%	2.7	0.0	0.0	0.0	2.7	6.3	0.0	0.0%
Costilla	0.4%	1.9	0.0	2.0	0.2	4.1	3.0	2.0	40.0%
Crowley	0.2%	3.2	0.0	0.4	0.0	3.6	3.8	0.0	0.0%
Custer	0.0%	(3.0)	0.0	0.0	0.0	(3.0)	1.5	0.0	0.0%
Delta	1.0%	3.0	1.4	1.4	1.0	6.8	12.0	4.0	25.0%
Denver	12.3%	11.5	25.9	0.0	8.6	46.0	185.0	52.0	21.9%
Dolores	0.0%	0.1	0.0	0.0	0.0	0.1	1.5	0.0	0.0%
Douglas	4.0%	12.5	8.4	8.9	4.2	34.0	47.0	2.0	4.1%
Eagle	0.7%	1.7	1.0	1.7	0.2	4.6	12.5	33.5	72.8%
El Paso	14.5%	27.3	0.0	27.0	7.8	62.1	202.0	3.0	1.5%
Elbert	0.5%	1.7	0.1	0.0	0.0	1.8	6.8	4.0	37.2%
Fremont	1.2%	12.0	9.9	2.9	0.0	24.8	22.3	3.0	11.9%
Garfield	1.2%	(1.9)	0.0	12.9	0.0	11.0	22.3	0.0	0.0%
Gilpin	0.1%	(1.7)	0.3	0.3	0.0	(1.1)	4.5	0.8	14.3%
Grand /Jackson	0.1%	(1.3)	0.3	0.3	0.0	(0.7)	2.8	1.0	27.2%
Gunnison /Hinsdale	0.2%	(3.0)	0.4	0.4	0.0	(2.2)	4.9	2.8	35.9%
Huerfano	0.2%	(1.5)	0.0	0.6	0.0	(0.9)	7.3	4.5	38.3%
Jefferson	7.0%	(51.3)	14.7	7.2	0.0	(29.4)	168.8	13.8	7.5%
Kiowa	0.0%	(0.1)	0.1	0.3	0.0	0.3	3.5	1.0	22.2%
Kit Carson	0.2%	2.9	0.0	0.5	0.0	3.4	15.0	5.0	25.0%
La Plata /San Juan	1.0%	0.0	0.0	0.0	0.0	0.0	27.0	2.5	8.5%
Lake	0.1%	0.4	0.3	0.3	0.0	1.0	5.0	0.0	0.0%
Larimer	6.4%	4.4	8.5	0.0	0.0	12.9	129.0	10.5	7.5%
Las Animas	0.4%	(1.5)	0.0	0.0	0.0	(1.5)	12.0	3.7	23.6%
Lincoln	0.2%	(0.5)	0.5	0.5	0.0	0.5	0.0	0.0	-
Logan	0.8%	(0.3)	0.0	1.9	0.0	1.6	31.0	13.0	29.5%
Mesa	3.4%	(3.8)	6.2	6.4	0.4	9.2	54.0	0.0	0.0%
Moffat	0.3%	(3.1)	0.0	0.0	0.0	(3.1)	12.0	6.5	35.1%
Montezuma	0.6%	(0.5)	0.0	1.5	0.0	1.0	14.0	3.0	17.6%
Montrose	1.1%	(0.9)	0.0	2.1	0.3	1.5	20.0	5.0	20.0%
Morgan	0.8%	(4.6)	0.0	1.9	0.0	(2.7)	24.3	4.3	14.9%
Otero	0.5%	(2.0)	1.2	0.2	0.5	(0.1)	9.0	2.0	18.2%
Ouray	0.0%	(0.5)	0.0	0.0	0.0	(0.5)	0.0	0.0	-
Park	0.4%	(2.0)	0.0	0.9	0.4	(0.7)	7.5	3.3	30.2%
Phillips	0.1%	0.0	0.2	0.2	0.0	0.4	1.1	0.0	0.0%
Pitkin	0.2%	5.4	0.4	0.4	0.0	6.2	4.3	0.0	0.0%
Prowers	0.3%	3.3	3.8	0.0	0.0	7.1	5.0	0.0	0.0%
Pueblo	2.4%	(22.2)	0.0	6.1	0.0	(16.1)	55.5	0.0	0.0%
Rio Blanco	0.2%	4.4	0.0	0.6	0.2	5.2	2.5	0.0	0.0%
Rio Grande /Mineral	0.4%	(0.1)	0.0	1.0	0.0	0.9	8.8	1.0	10.3%

COUNTY WORKLOAD STUDY DATA									
		RECOMMENDED NEW FTE					ACTUAL FTE		
COUNTY	PERCENT STATE WORKLOAD	CASEWORKER	CASE AIDE	CASE SUPPORT	SUPERVISE	TOTAL	FILLED	VACANT	VACANCY RATE
Routt	0.2%	(0.3)	0.0	0.4	0.0	0.1	3.5	0.5	12.5%
Saguache	0.1%	(2.2)	0.0	0.9	0.0	(1.3)	0.8	0.0	0.0%
San Miguel	0.1%	0.2	0.3	0.3	0.0	0.8	1.0	0.3	24.8%
Sedgwick	0.0%	(0.7)	0.0	0.0	0.0	(0.7)	1.4	0.0	0.0%
Summit	0.1%	(1.6)	0.0	0.3	0.0	(1.3)	10.0	6.3	38.5%
Teller	0.5%	(1.7)	0.0	0.8	0.0	(0.9)	12.3	1.3	9.3%
Washington	0.3%	1.2	0.0	0.8	0.0	2.0	5.0	2.3	31.0%
Weld	6.9%	10.8	14.5	0.0	0.0	25.3	123.3	49.8	28.8%
Yuma	0.2%	(1.1)	0.0	1.7	0.0	0.6	4.5	0.0	0.0%
<b>Total</b>		<b>(58.1)</b>	<b>132.7</b>	<b>145.5</b>	<b>34.2</b>	<b>254.3</b>	<b>1,896.6</b>	<b>359.5</b>	<b>15.9%</b>

- 7 Department of Human Services, Office of Children, Youth and Families, Division of Child Welfare, Child Welfare Services -- The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, the following information for each county:
- The actual use of funds allocated to counties through the child welfare services, county staffing, and core services block allocations, including data on previous fiscal year expenses and children serviced by funding category. At minimum such data should include the following: (a) program services expenditures, including the cost of services delivered through county staff and the cost of services delivered through contract providers; and the average cost per open involvement per year; (b) out-of-home placement care expenditures and the average cost per child per day; and (c) subsidized adoption expenditures and the average payment per child per day.
  - The forecast cost, by county, of fully funding the child welfare system in the current and subsequent fiscal years as determined by the funding model required by S.B. 18-254 (Child Welfare Reforms).

**COMMENT:** The Department forecasts that the cost of fully funding the child welfare system as determined by the funding model required by SB 18-254 is \$529,999,112 for FY 2023-24, which is a \$88.9 million decrease from the report provided in 2022. The report also projects a total cost of \$551.4 million for FY 2024-25 and provides the following data in response to part a:

CHILD WELFARE USE OF FUNDS DATA FY 2022-23		
		ANNUAL CHANGE
a. Program services expenditures	\$217,087,900	2.2%
Average per open involvement	\$14,261	8.9%
b. Out-of-home placement expenditures	\$93,412,443	(4.5%)
Average cost per day	\$72.52	(1.9%)
c. Total annual subsidized adoption expenditures	\$52,656,973	9.4%
Adoption subsidy average cost per child per day	\$15.70	13.9%

- 8 Department of Human Services, Office of Children, Youth and Families, Division of Child Welfare -- The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, information concerning the gross amount of payments to child welfare service providers, including amounts that were paid using child welfare block or core services allocation

funds and any other revenue source. The Department is requested to identify amounts, by source, for the last two actual fiscal years.

**COMMENT:** The Department provided the following information:

GROSS AMOUNT PAID TO CHILD WELFARE SERVICE PROVIDERS		
PAYMENT	FY 2021-22	FY 2022-23
Child Welfare Block	\$97,673,413	\$91,384,696
Core Services	24,969,751	30,259,245
Social Security Income	2,140,613	2,009,106
Provider Recovery	387,361	601,663
Child Support	1,465,870	1,267,999
Parental Fees	1,586,242	1,165,809
Other	94,427	178,502
<b>Total</b>	<b>\$128,317,677</b>	<b>\$126,867,019</b>

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

**COMMENT:** The Department provided the following information for FY 2022-23:

FROM	PROGRAM	AMOUNT	FUND SPLIT	PURPOSE
HCPF	Child Welfare Services	\$4,469,327	General Fund	Over-estimated costs incurred by counties transferred to DHS for state programs.
DHS	Family and Children's Programs	867,100	General Fund	Under-estimated costs incurred by counties for administering state programs.
DHS	Division of Youth Services	191,200	General Fund	HCPF over-expenditure for Medicaid fee-for-service mental health for committed youth.
HCPF	Children and Youth Mental Health Treatment Act	57,793	General Fund	Unexpended funds are transferred to DHS, costs in FY 2022-23 were also supplemented by the BHA.

- 10 Department of Human Services, Office of Children, Youth and Families, Division of Child Welfare -- The Department is requested to provide by November 1 of each fiscal year, a list of each transfer made in the previous fiscal year between division line items as authorized by a Long Bill footnote pursuant to Long Bill Footnote 43. This information should include: the line item in which the funds originated, the line item to which the funds were transferred, the amount of each transfer, the fund split for each transfer, and the purpose of the transfer.

**COMMENT:** The Department reports the following transfers for FY 2022-23:

FY 2022-23 FOOTNOTE 43 TRANSFER		
TRANSFER FROM	TRANSFER TO	AMOUNT
Family and Children's Programs	Child Welfare Services	\$5,041,867
Hotline for Child Abuse and Neglect	Child Welfare Services	968,249
Training	Child Welfare Services	227,716

FY 2022-23 FOOTNOTE 43 TRANSFER		
TRANSFER FROM	TRANSFER TO	AMOUNT
Foster and Adoptive Parent Support	Child Welfare Services	72,792
<b>Total</b>		<b>\$6,310,625</b>

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

**COMMENT:** The Department provided the following information:

TITLE IV-E REVENUE	
	FY 2022-23 EXPENDITURES
Child welfare services	\$66,260,689
Adoption and relative guardianship assistance	24,916,916
Family and children's programs	7,796,292
County wide cost allocation plans pass through	6,472,698
County child welfare staffing	5,765,098
Other IV-E Program Judicial expenditures	5,509,076
Indirect cost assessment	4,691,070
Colorado Trails	1,498,161
Training	1,369,839
Child welfare administration	1,359,271
Administrative Review Unit	584,849
County IT support	356,347
Foster & adoptive parent recruitment, training	192,051
Hotline for child abuse and neglect	95,622
DYS Administration	63,080
Residential placements for children with disabilities	30,003
Purchase of contract placement	16,484
Continuous quality improvement	11,629
Administration	7,976
Colorado Trails modernization capital construction	1,414
IT system interoperability	1,387
<b>Total</b>	<b>\$126,999,953</b>

- 15 Department of Human Services, Office of Children, Youth, and Families, Division of Child Welfare, Performance-based Collaborative Management Incentives and Collaborative Management Program Administration and Evaluation – The Department is requested to provide to the Joint Budget Committee, by November 1 of each year, an evaluation report of the Performance-based Collaborative Management Program, including but not limited to the following factors:
- The Department's process for evaluating program performance and awarding incentive funds;



- b. The number of counties that participated in the program in FY 2021-22;
- c. The amount of incentive funds awarded by county in FY 2021-22;
- d. The evaluation metrics used by county for process and performance measures in FY 2021-22; and,
- e. Data collected by the Department or provided by counties to evaluate youth outcomes in the program.

**COMMENT:** The Department response indicated that 49 counties participated in the CMP program in FY 2022-23, an increase of one county since the prior year. Incentive funds are distributed to counties in two categories and totaled \$5.4 million. Counties received 35.0 percent of funds through the meaningful minimum, based on county size and population served. Each CMP is required to meet three of six process measures to receive meaningful minimum funds.

Evaluation metrics include the use of evidence-based practices, agency contribution of resources, family participation in IOGs, use of continuous quality improvement, attendance by mandatory members, and evidence of cost sharing. Child welfare measures may include a new child welfare case, remaining home, placement stability, founded assessment, and permanency. The health/mental health domain may include established linkages to substance use and mental health providers, decreases in severity, and decreases in substance use. The DYS domain may include admission to secure detention and commitment.

COLLABORATIVE MANAGEMENT ALLOCATIONS			
COUNTY	PROCESS MEASURES	PERFORMANCE MEASURES	TOTAL ALLOCATION
Adams	\$33,761	\$198,231	\$231,992
Alamosa	40,513	41,298	81,811
Arapahoe	33,761	198,231	231,992
Archuleta	40,513	11,013	51,526
Baca	40,513	33,038	73,551
Bent	40,513	11,013	51,526
Boulder	33,761	198,231	231,992
Broomfield	37,137	33,038	70,175
Cheyenne	40,513	33,038	73,551
Clear Creek	40,513	33,038	73,551
Crowley	40,513	33,038	73,551
Delta	40,513	33,038	73,551
Denver	33,761	198,231	231,992
Douglas	33,761	198,231	231,992
Dolores	40,513	33,038	73,551
Eagle	37,137	33,038	70,175
El Paso	33,761	198,231	231,992
Elbert	40,513	41,298	81,811
Fremont	37,137	198,231	235,368
Garfield	37,137	33,038	70,175
Grand	40,513	33,038	73,551
Gunnison	40,513	33,038	73,551
Huerfano	40,513	27,532	68,045
Jefferson	33,761	198,231	231,992
Kiowa	40,513	33,038	73,551
Kit Carson	40,513	33,038	73,551
Lake	40,513	33,038	73,551

COLLABORATIVE MANAGEMENT ALLOCATIONS			
COUNTY	PROCESS MEASURES	PERFORMANCE MEASURES	TOTAL ALLOCATION
La Plata	37,137	22,026	59,163
Las Animas	40,513	27,532	68,045
Larimer	33,761	132,154	165,915
Lincoln	40,513	41,298	81,811
Logan	40,513	33,038	73,551
Mesa	33,761	198,231	231,992
Moffat	40,513	41,298	81,811
Montezuma	40,513	41,298	81,811
Montrose	37,137	33,038	70,175
Morgan	37,137	33,038	70,175
Ouray	40,513	33,038	73,551
Otero	40,513	33,038	73,551
Park	40,513	33,038	73,551
Pitkin	40,513	33,038	73,551
Prowers	40,513	33,038	73,551
Pueblo	33,761	198,231	231,992
Rio Blanco	NA	NA	73,551
Routt	40,513	27,532	68,045
Saguache	40,513	33,038	73,551
San Miguel	40,513	33,038	73,551
Teller	40,513	33,038	73,551
Washington	40,513	33,038	73,551
Weld	33,761	198,231	231,992
<b>Total</b>	<b>\$1,887,233</b>	<b>\$3,504,821</b>	<b>\$5,392,050</b>

- 16 Department of Human Services, Office of Children, Youth, and Families, Division of Child Welfare, Adoption Savings – The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, the programs supported by this line item in the previous fiscal year, including the total funds allocated to each program.

ADOPTION SAVINGS EXPENSES FY 2022-23	
Dave Thomas Foundation	\$340,000
Raise the Future	320,000
Case consultation	21,000
Conversion of adoption forms	14,000
Adoption consultant	10,725
Adoption tool training	9,998
Adoption records	6,544
Statewide Portal Authority	3,054
Service fees	125
	<b>\$725,446</b>

## APPENDIX C

### DEPARTMENT ANNUAL PERFORMANCE REPORT

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

For consideration by the Joint Budget Committee in prioritizing the Department's FY 2024-25 budget request, the FY 2022-23 Annual Performance Report and the FY 2023-24 Performance Plan can be found at the following link:

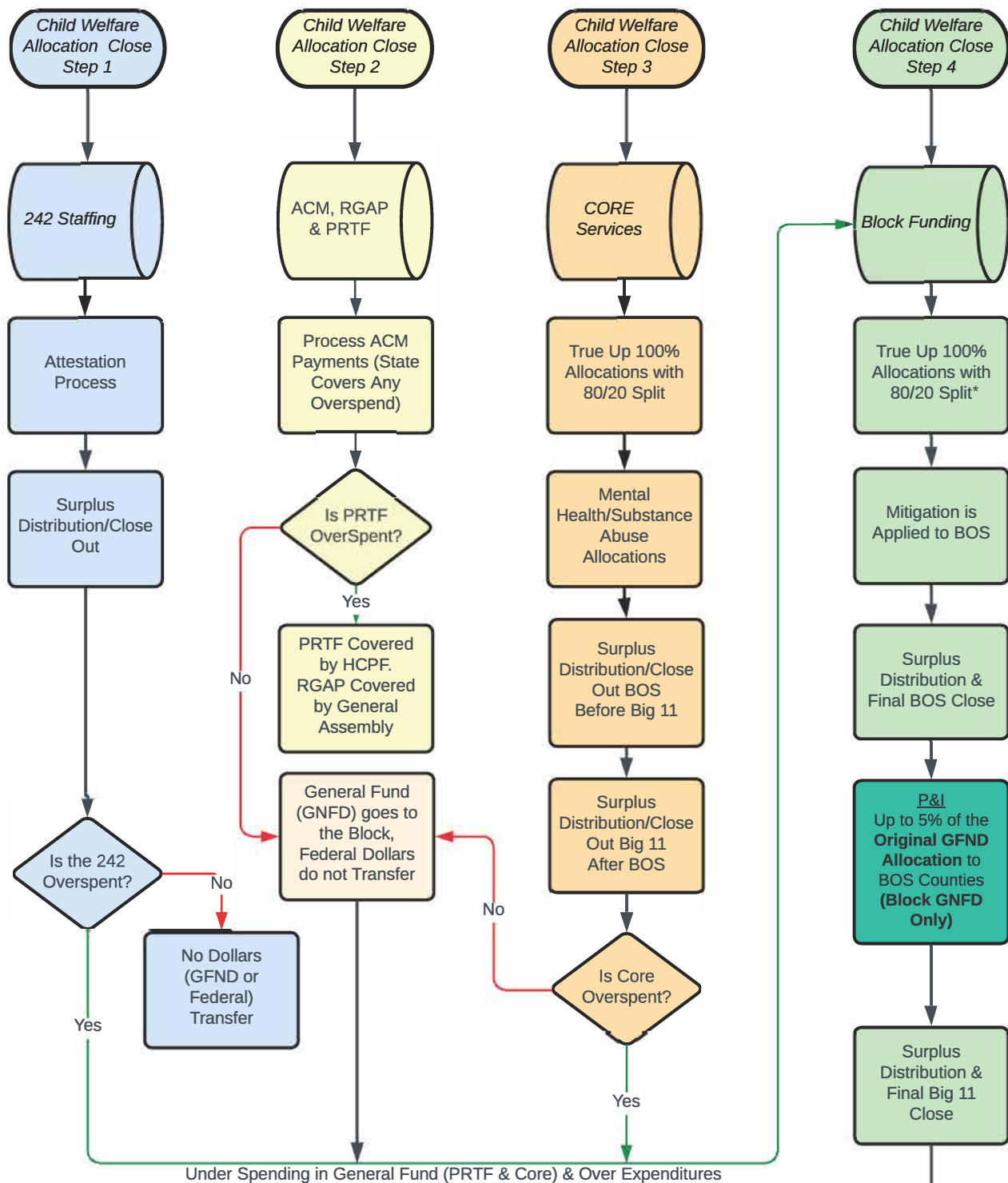
<https://www.colorado.gov/pacific/performancemanagement/departments-performance-plans>

## APPENDIX D COUNTY CLOSEOUT

The following graphic was provided by the Department for the Child Welfare Allocation Committee in September, 2023 for the purpose of outlining the county close-out process that occurs at the end of the fiscal year to best true-up county expenditures with appropriations.

# Child Welfare Closeout Flow Chart

Jamison Lee | September 1, 2023



ACM	Administrative Case Management
HCPF	Health Care Policy and Financing
P&I	Prevention and Intervention Cash Fund
PRTF	Psychiatric Residential Treatment Facilities
RGAP	Relative Guardianship
Notes:	*Move any 80/20 expenditures to 100% if the 100% allocation is underspent to fully expend the 100% allocations. Move any overspent 100% allocations to 80/20.

Revert  
OR  
Used for High  
Acuity Beds

Remaining GNFD

## APPENDIX E

### FUNDING MODEL RESULTS

The following table provides the results by county for the funding model reported pursuant to S.B. 21-277 (Child Welfare Services Allocation Formula) on November 15, 2023.

S.B. 21-277 FUNDING MODEL RECOMMENDATIONS BY COUNTY							
COUNTY	FUNDING MODEL	CURRENT ALLOCATION	DIFFERENCE	EXPENDITURES	DIFFERENCE	ADOPTION EXPENDITURES	DIFFERENCE
Adams*	\$56,150,341	\$50,830,326	\$5,320,015	\$51,467,423	(\$637,097)	\$8,073,616	(\$3,390,699)
Alamosa	4,029,167	4,191,080	(161,912)	2,856,593	1,334,487	492,838	679,736
Arapahoe*	50,509,290	47,832,676	2,676,615	45,381,258	2,451,418	5,152,238	(24,206)
Archuleta	978,920	923,037	55,883	876,451	46,586	66,459	36,010
Baca	323,112	401,032	(77,920)	296,552	104,481	2,161	24,400
Bent	474,219	648,536	(174,317)	309,404	339,132	38,531	126,285
Boulder*	23,090,150	17,351,378	5,738,772	20,428,896	(3,077,518)	1,787,640	873,614
Broomfield	3,793,267	2,889,683	903,584	2,805,206	84,477	243,037	745,024
Chaffee	1,896,961	1,495,809	401,152	1,772,644	(276,835)	85,083	39,234
Cheyenne	141,737	251,293	(109,556)	147,703	103,591	0	(5,966)
Clear Creek	1,091,880	798,592	293,288	1,185,574	(386,981)	175,158	(268,851)
Conejos	810,876	968,782	(157,906)	832,007	136,775	83,498	(104,629)
Costilla	1,651,410	979,144	672,266	1,225,928	(246,784)	229,384	196,098
Crowley	1,213,487	787,386	426,101	1,110,044	(322,658)	236,899	(133,456)
Custer	181,068	463,211	(282,143)	199,907	263,304	0	(18,838)
Delta	4,725,888	3,520,392	1,205,496	4,449,950	(929,558)	684,707	(408,769)
Denver*	70,593,267	57,474,713	13,118,554	67,823,679	(10,348,966)	8,807,359	(6,037,771)
Dolores	198,275	282,853	(84,577)	212,131	70,722	13,271	(27,127)
Douglas*	11,643,291	14,307,881	(1,664,590)	13,160,239	1,147,642	924,582	(2,441,530)
Eagle	2,506,801	2,114,927	391,874	2,405,433	(290,506)	79,923	21,445
El Paso*	74,971,464	66,264,080	8,707,384	70,176,013	(3,911,934)	6,551,218	(1,755,768)
Elbert	1,578,416	1,559,849	18,567	1,864,738	(304,889)	55,458	(341,780)
Fremont	5,839,407	5,621,088	218,319	5,348,794	272,294	786,960	(296,347)
Garfield	4,339,850	4,153,144	186,706	4,694,991	(541,847)	153,587	(508,728)
Gilpin	571,528	559,555	11,973	437,154	122,401	77,887	56,487
Grand	766,228	559,609	206,619	677,077	(117,468)	60,312	28,838
Gunnison	876,157	737,001	139,156	910,666	(173,665)	33,071	(67,581)
Hinsdale	72,807	58,452	14,355	76,173	(17,721)	0	(3,365)
Huerfano	1,257,139	1,285,805	(28,666)	1,167,911	117,895	164,657	(75,429)
Jackson	103,403	251,293	(147,890)	110,344	140,949	3,040	(9,981)
Jefferson*	41,553,067	33,878,054	7,675,014	36,329,762	(2,451,708)	4,585,778	637,527
Kiowa	283,721	323,843	(40,122)	225,360	98,483	47,673	10,688
Kit Carson	842,338	779,986	62,352	897,798	(117,812)	54,472	(109,932)
La Plata	3,250,576	3,367,170	(116,594)	3,914,339	(547,169)	275,926	(939,688)
Lake	684,137	784,830	(100,693)	687,871	96,959	40,373	(44,106)
Larimer*	26,897,912	24,965,974	1,931,938	30,290,644	(5,324,670)	583,545	(3,976,277)
Las Animas	1,997,359	1,673,594	323,765	1,632,483	41,111	472,002	(107,126)
Lincoln	1,524,597	943,689	580,908	983,452	(39,763)	225,932	315,213
Logan	4,847,666	3,410,234	1,437,432	4,107,218	(696,983)	1,037,922	(297,474)
Mesa*	21,818,499	17,761,233	4,057,266	16,548,914	1,212,319	4,483,696	785,888
Mineral	3,007	73,573	(70,566)	3,945	69,628	0	(938)
Moffat	1,130,462	1,397,099	(266,637)	1,035,541	361,558	164,604	(69,683)
Montezuma	2,561,103	2,253,990	307,113	2,005,719	248,271	180,006	375,378
Montrose	6,074,097	4,801,748	1,272,348	4,569,982	231,766	802,408	701,707
Morgan	3,297,607	3,306,897	(9,289)	3,448,731	(141,834)	448,351	(599,474)
Otero	2,649,364	2,306,982	342,382	1,997,093	309,889	399,741	252,530
Ouray	269,698	251,487	18,211	186,460	65,027	0	83,238
Park	1,548,669	1,065,457	483,212	1,921,894	(856,437)	62,200	(435,425)

**S.B. 21-277 FUNDING MODEL RECOMMENDATIONS BY COUNTY**

COUNTY	FUNDING MODEL	CURRENT ALLOCATION	DIFFERENCE	EXPENDITURES	DIFFERENCE	ADOPTION EXPENDITURES	DIFFERENCE
Phillips	173,489	265,429	(91,940)	169,456	95,973	18,397	(14,364)
Pitkin	841,766	562,627	279,139	711,684	(149,057)	0	130,082
Prowers	1,206,842	1,350,120	(143,278)	1,469,136	(119,016)	78,369	(340,663)
Pueblo*	17,091,444	14,893,901	2,197,542	15,471,642	(577,741)	2,765,968	(1,146,167)
Rio Blanco	805,803	815,700	(9,897)	790,345	25,355	83,407	(67,949)
Rio Grande	2,255,324	1,595,266	660,058	2,159,233	(563,966)	202,609	(106,518)
Routt	1,160,669	1,107,637	53,032	1,250,611	(142,974)	24,599	(114,541)
Saguache	1,048,268	783,728	264,540	1,021,021	(237,293)	63,682	(36,435)
San Juan	53,897	53,888	9	54,627	(739)	0	(730)
San Miguel	398,483	386,436	12,047	399,203	(12,767)	12,932	(13,652)
Sedgwick	188,819	255,197	(66,378)	113,023	142,174	0	75,797
Summit	1,043,929	771,156	272,773	1,199,794	(428,638)	5,475	(161,340)
Teller	3,001,160	1,983,978	1,017,182	2,110,384	(126,406)	369,629	521,147
Washington	798,282	716,905	81,337	744,763	(27,858)	56,185	(2,667)
Weld*	29,989,337	29,917,125	72,212	28,580,716	1,336,409	3,129,039	(1,720,418)
Yuma	794,350	957,751	(163,401)	625,818	331,933	73,404	95,128
<b>Total</b>	<b>\$508,465,547</b>	<b>\$449,325,291</b>	<b>\$60,140,219</b>	<b>\$472,069,545</b>	<b>(\$22,744,249)</b>	<b>\$55,810,898</b>	<b>(\$19,414,894)</b>

*\*11 Large counties*

# JOINT BUDGET COMMITTEE



## ADDITIONAL STAFF BUDGET BRIEFING ISSUE FY 2024-25

### DEPARTMENT OF HUMAN SERVICES

#### Division of Youth Services

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

PREPARED BY:  
ALANNA JACKSON  
JBC STAFF LEGISLATIVE BUDGET AND POLICY ASSISTANT  
NOVEMBER 30, 2023

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## YOUTH DETENTION PROCESS

This briefing issue provides background information about youth detention, with particular attention to the screening tools, placement levels, and legislative parameters that guide this process. Additionally, this briefing issue highlights examples of preventative programs and different juvenile justice approaches in other states.

### SUMMARY

- In January 2023, the Division of Youth Services (DYS) within the Department of Human Services submitted a supplemental request to increase the bed cap of DYS secure detention facilities from the 215 beds, authorized by [S.B. 21-071 \(Limit the Detention Of Juveniles\)](#), to 261 beds. The request cited increased caseload and cross-district bed borrowing as the main reasons for this request. The JBC denied the request for legislation to be considered outside of the Committee. Thus, [House Bill 23-1307 \(Juvenile Detention Services\)](#) granted judicial districts the ability to use 22 temporary emergency detention beds and allocated funds to incentivize community providers.
- A youth detention screening process results in one of five potential placements: secure detention, staff-secure detention, residential/shelter, home detention, or release. DYS manages secure and staff-secure placements, as well as emergency and standard releases.
- Approaches to juvenile justice in other states demonstrate how needs of youth and the juvenile justice system can be met through different programs, such as evidence-based preventative programs, oversight initiatives, and community-based models.

### DISCUSSION

On September 22, 2023, the Joint Budget Committee visited Pueblo Youth Services, a DYS secure detention facility. This site visit sparked conversation and questions regarding youth detention in Colorado; thus, this briefing issue is meant to serve as complementary to that site visit and to provide clarity around the process of youth detention. JBC staff anticipate that having additional background and context will be helpful to JBC members, especially as the conversation around youth detention continues, evident in recent legislative action through S.B. 21-071.

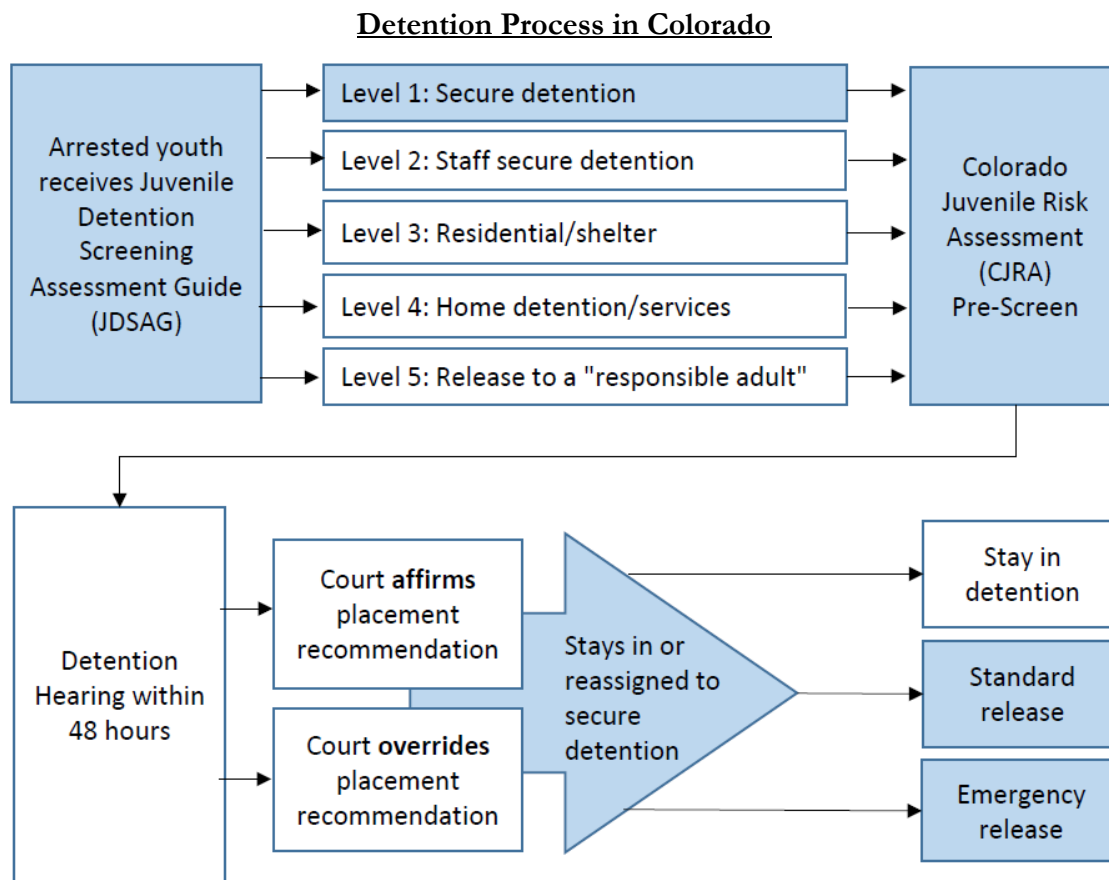
This briefing issue first explains the current juvenile justice process, highlighting assessments and placements for youth detention. To demonstrate application of the process, this section presents statewide and judicial district data. The second section provides examples of preventive programs and of alternative juvenile justice models in other states.

### CURRENT STRUCTURE AND PROCESS

The Division of Youth Services (DYS) is responsible for the care and supervision of youth pre- and post-adjudication, specifically youth ages 10-21.

## UNDERSTANDING THE PROCESS

Senate Bill 91-094 (Concerning The Allocation Of Services To Juveniles)<sup>1</sup>, which sought to reform juvenile detention and expand the juvenile detention continuum beyond secure detention, created statutory mechanisms to fund judicial districts to provide services to youth and standardizes screening tools. In 1991, predictions of substantial increases in arrests and placement meant that DYS would have needed over 500 beds in secure detention to account for the increase; S.B. 91-094 sought to provide alternatives to detention and commitment to address the anticipated increase. The juvenile justice system in Colorado, like many other states, is a complex system with a wide breadth of procedures, decision-makers, and nuances. A general process is provided below.



### *ARREST*

A youth's first touchpoint with the juvenile justice system begins when a law enforcement officer initiates an arrest. Consistently from 2020 to 2023, the most common arrests for detention admissions are assault, aggravated motor vehicle, menacing, and trespass, tampering and criminal mischief.

### *JUVENILE DETENTION SCREENING ASSESSMENT GUIDE<sup>2</sup>*

If the law enforcement officer has "probable cause" to believe that detention is appropriate for the arrested youth (district court warrants, crimes of violence or weapons, probation violation, or escape

<sup>1</sup> Colorado Department of Human Service, Division of Youth Corrections, *Senate Bill 94 Reference Manual*, Colorado: State of Colorado, 2009. <https://www.denvergov.org/content/dam/denvergov/Portals/744/documents/SB94%20-%20Policy%20Manual.pdf>

<sup>2</sup> See appendix for a copy of the JDSAG.

from secure detention), they will initiate the Juvenile Detention Screening Assessment Guide (JDSAG). The JDSAG is a statewide standardized assessment created in conjunction with the S.B. 91-094. The assessment intends to predict 1) the youth's risk of not appearing in court and 2) their risk to the community if they are immediately released. Colorado Youth Detention Continuum (CYDC) staff comprise the screening teams and must be appointed by the Chief Judge of each judicial district. The screener provides a placement recommendation to the district court based on the screening guide.

A continuum of placement options are available, with the local jurisdiction having control of the placement decision.

- Level 1: “Secure detention facilities” are state-operated, locked facilities staffed by DYS staff.
- Level 2: “Staff secure detention facilities” are group facilities/homes, in which youth are continuously under staff supervision and all services are on-site. A staff secure facility may or may not be a locked facility. These beds have previously been counted under the statewide detention bed cap, and judicial districts do not report using any staff secure facilities at this time.
- Level 3: “Temporary shelter” means the temporary placement of a child with kin (as defined in Section 19-3-403.5, C.R.S.), with an adult with a significant relationship with the child, or in a licensed and certified twenty-four-hour care facility. Each judicial district has access to a small amount of funding for shelter care purposes, but availability depends on the district and their individual shelter facility contracts.<sup>3</sup>
- Level 4: “Home detention” means a return to the youth's home under some type of supervision, including possible use of electronic home monitoring. This frequently includes community-based services provided under the Colorado Youth Detention Continuum.
- Level 5: “Release” means release back to the youth's home without any additional services.

#### *DETENTION ADMISSION*

A District Court order, DYS Corrections warrant or escape from secure notification, or current crime of violence or weapons are factors that require placement in secure detention. Likewise, factors of serious repeat delinquency often constitute a secure placement recommendation. Youth admitted into detention must pass medical clearance, especially those pertaining to suicidal ideation or additional care needs, and courts might also engage in victim notification of a youth's admission into detention.

#### *COLORADO JUVENILE RISK ASSESSMENT PRE-SCREEN<sup>4</sup>*

Local S.B. 91-094 coordinators conduct the Colorado Juvenile Risk Assessment (CJRA) for all youth in the Colorado Youth Detention Continuum, which intends to predict 1) a youth's risk of reoffending, based on their criminal history and social history, and 2) their risk to the community if released. The assessment scores youth risk as low, moderate, or high relative to other youth. The assessment is used during detention hearings to determine appropriate placement, and it can also be an initial guide for determining services, treatments, or probation.

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<sup>3</sup> Douglas and Jefferson County Departments of Human/Social Services are currently piloting a shelter option for youth who screen out of detention using four beds at Shiloh House.

<sup>4</sup> Colorado Juvenile Risk Assessment Pre-Screening form:

[https://cdpsdocs.state.co.us/ccjj/Committees/JuvenileTF/Handout/RiskAssessment/02-CJRA\\_Prescreen\\_Risk\\_Assessment.pdf](https://cdpsdocs.state.co.us/ccjj/Committees/JuvenileTF/Handout/RiskAssessment/02-CJRA_Prescreen_Risk_Assessment.pdf).

DISTRIBUTION OF CJRA RISK LEVEL BASED ON JUDICIAL DISTRICT, FY 2022-23 <sup>5</sup>					
JUDICIAL DISTRICT	NEW ADMISSIONS	CJRAs COMPLETED <sup>6</sup>	CJRA RISK LEVEL		
			LOW	MODERATE	HIGH
1	247	229	43.3	31.4	25.3
2	402	379	41.2	26.9	31.9
3	10	10	20.0	40.0	40.0
4	443	382	44.0	31.4	24.6
5	13	9	33.3	44.5	22.2
6	13	12	25.0	66.7	8.3
7	16	11	9.1	36.4	54.5
8	164	131	27.5	38.9	33.6
9	6	6	0.0	16.7	83.3
10	133	121	43.8	20.7	35.5
11	27	20	35.0	20.0	45.0
12	17	15	60.0	26.7	13.3
13	37	37	40.6	32.4	27.0
14	14	11	45.5	45.5	9.0
15	23	20	65.0	25.0	10.0
16	12	1	100.0	0.0	0.0
17	281	261	61.3	19.9	18.8
18	464	445	34.4	33.7	31.9
19	210	206	41.3	22.3	36.4
20	56	37	24.3	32.4	43.3
21	220	184	23.9	28.3	47.8
22	20	13	30.8	23.1	46.1
State	2,828	2,540	40.4	29.0	30.6

#### DETENTION HEARING

Per Section 19-2-508, C.R.S., the youth must have a detention hearing within 48 hours from the time taken into temporary custody. The court can either affirm or override the screener's detention placement recommendation. When the Chief Judge for a judicial district affirms the screening level placement for a youth, that is considered a match; the youth then stays in the placement level. However, if the Chief Judge disagrees with the screening placement, they can override the screening placement, opting for either a more secure or less secure option. The following table outlines the percentages of matches and non-matches on the statewide-level for FY 2022-23.

JUDICIAL DISTRICTS AFFIRMED MOST SCREENING PLACEMENTS IN FY 2022-23 <sup>7</sup>			
SCREENING LEVEL	PERCENTAGE PLACED IN:		
	MATCH	MORE SECURE	LESS SECURE
Level 1: Secure Detention	89.4	0.0	10.6
Level 2: Staff Secure Detention <sup>1</sup>	0.0	81.3	18.8
Level 3: Residential/Shelter <sup>2</sup>	0.0	21.3	78.7
Level 4: Home Services	60.9	12.8	26.3
Level 5: Release	46.7	53.3	0.0
Overall	81.1	4.6	14.3

<sup>5</sup> Infinite Frontier Consulting, LLC, rep., *Annual Report for FY 2022-23: Evaluation of the Senate Bill 91- 94/Colorado Youth Detention Continuum Program*, 2023.

<sup>6</sup> The mismatch between “New Admissions” numbers and “CJRAs Completed” numbers is due to avoidance of duplication. Youth who have a recent CJRA (completed within 45 days of the new detention) are not required to be re-assessed, and new CJRA is not indicated for youth directly transferring from one detention center to another.

<sup>7</sup> Infinite Frontier Consulting, LLC, rep., *Annual Report for FY 2022-23: Evaluation of the Senate Bill 91- 94/Colorado Youth Detention Continuum Program*, 2023.

The Department notes that that Level 2 is non-existent across the state because 1) staff secure detention are also counted within the 215 bed cap and 2) operating staff secure detention is not financially viable for providers (averaging 2-5 youth per year) and have left the market. Thus, there is a 0.0 percent match because when a youth screens into Level 2, most of the time they are placed in secure detention of home services. For Level 3, there are currently 10 licensed temporary shelter beds available statewide; all in Adams County. The 10th and 20th Judicial Districts have been able access shelter beds via their county departments of human services, which are not tracked in the CYDC sections of Colorado Trails.

#### *RELEASES*

Releases from secure detention can occur after court-approved placement. Standard Releases are when the court determines that a youth can be released from secure detention because all court conditions have been met. Conditions that may cause a youth to remain in detention past their releasable day are:

- awaiting placement in a lower level of care (LOC), including in a residential facility;
- awaiting the signature of a co-signer to a personal recognizance (PR) bond; or
- awaiting extradition if an out-of-state youth who is served by the Interstate Commission for Juveniles (ICJ) has waived their extradition.

An emergency release is the release of youth from detention as a result of a judicial district reaching a detention capacity limit or a facility reaching an admissions capacity limit. Section 19-2.5-1515, C.R.S., requires each judicial district to have a plan to manage its bed allocation. Emergency releases are recommended by CYDC staff who often confer with a team that includes the district attorney, defense attorney, and guardian. The releases are then approved by the court in the respective judicial district.

#### *JUVENILE COURT TRIAL, PLEA DEAL, OR DIVERSION OR DEFERRED ADJUDICATION AND SENTENCE*

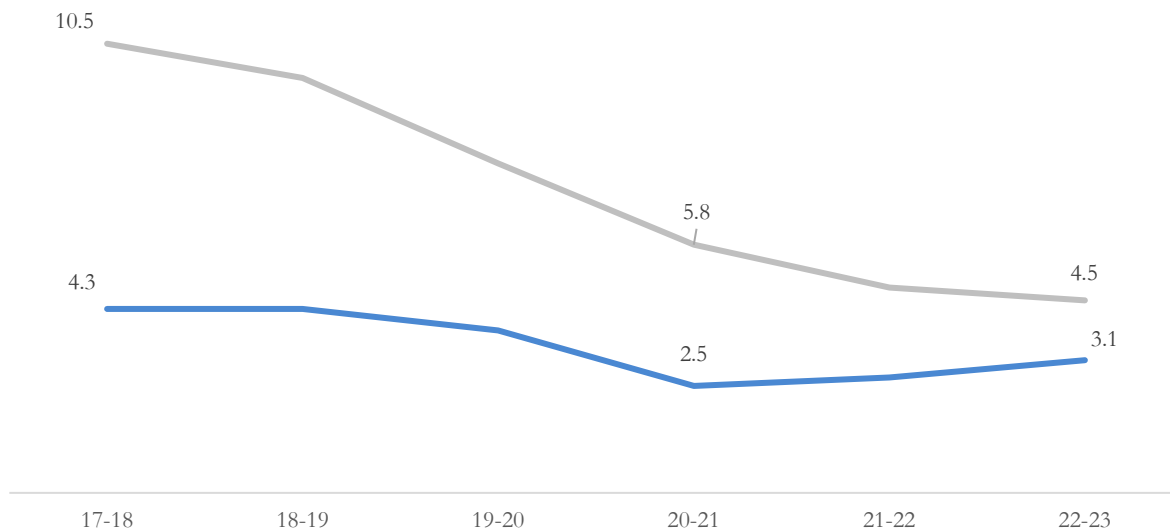
Diversion approaches seek to hold youth accountable for their actions while limiting their exposure to incarceration, often using intervention and prevention approaches. Diversion includes programming, supervision, and support. In Colorado, diversion is largely under the Colorado District Attorneys Council's jurisdiction, and the process is usually accompanied by CYDC funding that can be used to supplement diversion; marijuana tax revenue and the Juvenile Diversion Grant program, funded through the Division of Criminal Justice, supplement diversion funding. District Attorneys' offices may screen youth facing a first-time criminal offense for diversion, using the Arizona Risk and Needs Assessment screening tool.

#### *SENTENCING AND PLACEMENT*

The final step of the juvenile justice system in Colorado is sentencing and placement. The four possible placements are county social services, juvenile probation, secure detention, and commitment. Secure detention facilities generally hold youth upon their entering the juvenile justice system, frequently pre-adjudication, whereas secure confinement facilities house youths who have been adjudicated and are committed to custody. Thus, detention is the status of the youth during their initial phase with the juvenile justice system when they are awaiting court activity, whether that is a trial, plea deal, diversion, or deferred sentencing. Commitment is the status of the youth after court activity that results in sentencing that requires confinement custody. The following graphic demonstrate that both youth

commitment and detention rates have decreased statewide since FY 2017-18, with a slight uptick in detention rates since FY 2020-21<sup>8</sup>.

**Commitment** and **detention** rates have decreased statewide, with a slight detention uptick since FY 2020-21.



#### **NEW ADDITION: H.B. 23-1307 (JUVENILE DETENTION SERVICES)**

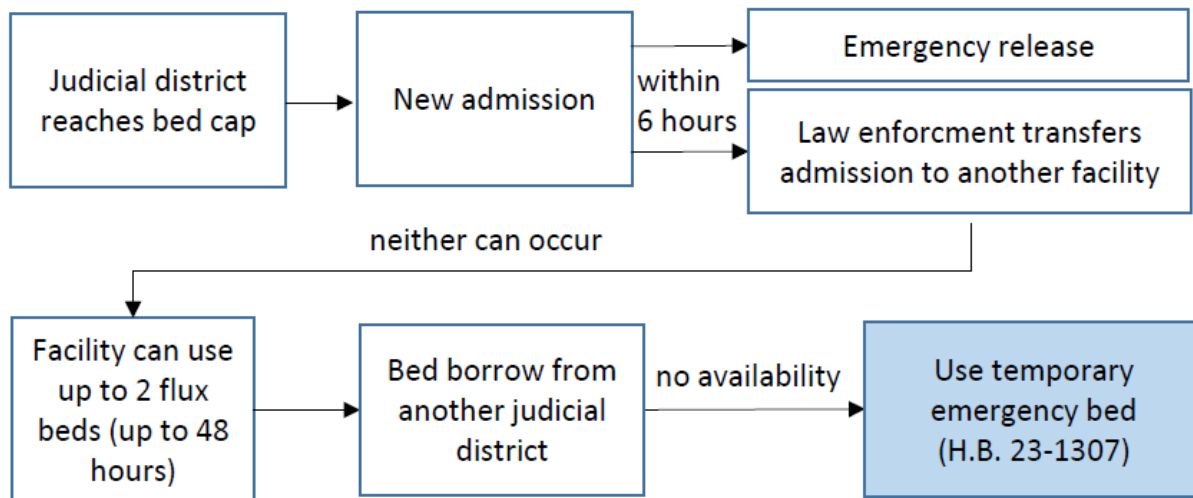
House Bill 23-1307 granted judicial districts the ability to use 22 temporary emergency detention beds and appropriated \$1.8 million General Fund to incentivize juvenile placement with community providers. The bill was partially implemented on September 1, 2023 and will be fully implemented on December 1, 2023.

If the judicial district reaches their bed cap and receive a new detention admission, they have six hours to either conduct an emergency release or ensure that a law enforcement officer can transfer the youth to another facility outside of the judicial district. If neither can occur, then the judicial district's primary facility can use up to two flux beds, for up to 48 hours. If the demand again increases or the flux beds are still used after 48 hours, the next step is to bed borrow from another judicial district. If this cannot occur, then the judicial district can use a temporary emergency bed, per H.B. 23-1307. The first use of the temporary emergency beds was during the week of October 9<sup>th</sup>, 2023, when the Fourth Judicial District invoked the use of a temporary emergency bed at the Zebulon Pike Youth Services Center.

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<sup>8</sup> Infinite Frontier Consulting, LLC, rep., *Annual Report for FY 2022-23: Evaluation of the Senate Bill 91- 94/Colorado Youth Detention Continuum Program*, 2023.

### Bed Assignment Process with H.B. 23-1307 (Juvenile Detention Services) Addition



### ALTERNATIVE STRUCTURE AND PROGRAMS

In 2021, the Colorado General Assembly enacted Senate Bill 21-071 (Limit The Detention Of Juveniles) to enhance the Colorado Youth Detention Continuum. Some of the mandates included: 1) analyzing the degree to which youth are in the least restrictive setting with appropriate services, 2) evaluating whether the alternative placements meet the needs of youth, and 3) provide recommendations to enhance the continuum placement options to address availability and quality of less restrictive services.

### CURRENT S.B. 91-094 SERVICES/COLORADO YOUTH DETENTION CONTINUUM FUNDING

With the enactment of S.B. 91-094, DYS developed the S.B. 91-094 Program/Colorado Youth Detention Continuum, which provides structure and funding to local jurisdictions for a continuum of services. Each judicial service planning committee must present a plan for their funding allocation to the CYDC, which can then modify or approve the plan. Most of the services are used during the pre-trial and probation stages.

Judicial districts can allocate this funding to direct support, supervision, client assessment and evaluation, treatment, and restorative services. Different judicial districts have different services based on availability in that geographical location and the service costs. Some of the services include mentoring, multi-systemic therapy, functional family therapy, wraparound services, surveillance equipment (electronic home monitoring, urinalysis), or direct services (bus passes, food, etc.).

The FY 2022-23 Long Bill appropriated \$16.4 million total funds to S.B. 91-094 Programs. Of that amount, \$13.1 million was from the General Fund, and the remaining \$3.3 million was from the Marijuana Tax Cash Fund. Of this appropriation, \$622,202 was specifically used for SB 94/CYDC Statewide Plan Administration. Direct support received the most funding (40.7 percent of the allocation or about \$6 million) on the statewide level, while restorative services were the least funded (0.5 percent of the allocation or about \$76,000). Direct support includes case management, which was the most popular service in this category.

IN FY 2022-23, JUDICIAL DISTRICTS FAVORED ASSESSMENT AND DIRECT SUPPORT FOR SB 94 / CYDC EXPENDITURES <sup>9</sup>							
JUDICIAL DISTRICT	ANNUAL ALLOCATION	PERCENT OF ALLOCATION BY EXPENDITURE CATEGORY					
		CLIENT ASSESSMENT	TREATMENT	DIRECT SUPPORT	SUPERVISION	RESTORATIVE SERVICES	LOCAL PLAN ADMIN
1	\$ 1,332,196	34.0	3.5	33.7	19.2	0.0	9.6
2	1,802,683	36.0	4.8	28.1	21.9	0.0	9.2
3	112,953	34.8	1.4	27.4	27.3	0.0	9.1
4	1,997,053	18.2	5.7	56.8	9.4	0.0	9.9
5	225,784	5.1	30.0	22.3	33.9	0.0	8.7
6	138,933	26.2	10.8	48.8	9.5	0.0	4.7
7	246,365	12.9	0.4	65.7	8.7	3.3	9.0
8	1,023,248	14.7	14.1	36.7	25.0	0.0	9.5
9	220,470	21.9	6.3	36.5	20.2	4.3	10.8
10	520,005	11.9	1.2	53.5	24.3	0.0	9.1
11	220,378	15.5	3.9	54.0	7.9	4.9	13.8
12	175,140	23.3	0.6	33.6	34.4	0.0	8.1
13	256,728	9.4	0.0	40.4	40.3	0.0	9.9
14	122,723	16.9	3.4	15.6	54.3	0.0	9.8
15	115,407	7.8	1.0	49.8	33.2	0.0	8.2
16	116,304	7.9	0.0	41.8	29.9	0.0	20.4
17	1,541,746	8.8	2.8	46.5	31.9	0.0	10.0
18	2,491,213	21.4	3.2	37.8	28.4	0.0	9.2
19	1,176,246	15.9	7.8	43.8	22.9	0.0	9.6
20	784,573	20.1	10.4	40.2	17.5	3.8	8.0
21	469,108	18.5	8.5	28.7	31.5	3.9	8.9
22	115,827	12.0	9.8	34.3	34.2	0.0	9.7
State	\$ 15,205,083	20.6	5.7	40.7	23.1	0.5	9.4

## ALTERNATE APPROACHES USING EVIDENCE-BASED PROGRAMS AND OTHER STATE MODELS

Evidence-based programs implementation can serve as a method to addressing youth detention, which is the case in states like Washington, Florida, Pennsylvania, and North Carolina. Similar preventative programs exist currently in Colorado, but these states provide models to further develop such programs. Additionally, states like Connecticut have proposed models and theoretical reforms to their juvenile justice system, specifically examining if their current system adequately fulfills desired outcomes. The Connecticut model is discussed in detail below and summaries of the other states' programs can be found in Appendix A.

### EVIDENCE-BASED PROGRAMS

Youth contact with the justice system is often preceded by significant childhood adversity, including trauma, physical and sexual abuse, poverty, neglect, discrimination, and family and neighborhood disruption, and are especially exacerbated if a youth is a youth of color.<sup>10</sup> Therefore, looking into preventative measures against the aforementioned adversities could be an option for reducing youth engagement with the juvenile justice system and increasing community safety and wellness. The following chart provides evidence-based programs from Blueprints for Healthy Youth Development, a project within the Institute of Behavioral Science at the University of Colorado Boulder that identifies, recommends, and disseminates programs that have strong evidence of effectiveness.

<sup>9</sup> Infinite Frontier Consulting, LLC, rep., *Annual Report for FY 2022-23: Evaluation of the Senate Bill 91- 94/Colorado Youth Detention Continuum Program*, 2023.

<sup>10</sup> Elizabeth Bonham et al., "American Academy of Nursing Expert Panel Consensus Statement on Inequities in the Juvenile Justice System Rooted in Systemic and Structural Racism," *Nursing Outlook* 71, no. 1 (February 2023), <https://doi.org/10.1016/j.outlook.2022.10.002>.



EVIDENCE-BASED PROGRAMS		
PROGRAM/DESCRIPTION	OUTCOMES	COSTS/BENEFITS <sup>11</sup>
<b>Functional Family Therapy (FFT)**</b> A short term (average of 12-16 sessions, ranging from 8-30 depending on severity of risk factors), family-based therapeutic intervention for delinquent youth at risk for institutionalization. Some studies of FFT demonstrate improvement in within-family attributions, family communication, and supportiveness while simultaneously decline in intense negativity and dysfunctional patterns of behavior. <sup>12</sup>	Lower recidivism rates, Fewer drug charges, Fewer delinquent adjudications.	Costs: \$4,084*  Benefits: \$11,282*  Net present value (NPV): \$7,197*  Odds of a positive NPV: 72%
<b>Multisystemic Therapy (MST)**</b> Seeks to address various causes of serious antisocial behavior in juvenile offenders through intensive family-based and community-based treatment; explores how to enrich real-world functioning of youth in their natural settings through using the strengths of each setting to facilitate change. <sup>13</sup>	Decreased parent-reported youth behavior problems, Improved family relations, Fewer arrests (through 21.9 years from treatment end), Fewer arrests of siblings, Decreased youth internalizing symptoms, Increased social competence, Decreased out-of-home placements, Lower delinquency at the two-year follow-up, and Fewer behavior problems at the two-year follow-up.	Costs: \$8,471*  Benefits: \$25,554*  Net present value (NPV): \$17,083*  Odds of a positive NPV: 99%
<b>Treatment Foster Care Oregon (TFCO)</b> A “cost effective alternative to group or residential treatment, incarceration, and hospitalization for adolescents who have problems with chronic antisocial behavior, emotional disturbance, and delinquency.” Recruits, trains, and supervises community families, and placement typically lasts for about six months. Focuses heavily on positive reinforcement, relationship-building between the youth and a mentoring adult, and separation from delinquent peers. <sup>14</sup>	Lower negative peer influence and frequency of problem behaviors at three months, more time living with parents or relatives (12 months), Fewer arrests (12 months), Fewer criminal activities (12 months), lower use of tobacco, marijuana, and other drugs (18 months), Lower violent offending (24 months), Fewer days in locked settings (12 months), Fewer criminal referrals (12 months), and Lower depressive symptoms and arrests in young adulthood.	Costs: \$9,443*  Benefits: \$40,561*  Net present value (NPV): \$31,118*  Odds of a positive NPV: 93%

\*Per individual

\*\*Partially implemented in Colorado, not required statewide

Both MST and FFT fall under programs that can be allowed funding through S.B. 91-094, yet their availability to judicial districts varies based on geographic location and service provider capacity. DYS offers transition and parole services to youth and their communities, which includes MST and FFT. In 2019, the Pay to Success pilot program<sup>15</sup> increased MST therapists in underserved geographic areas. However, while MST and FFT are available through DYS and in Colorado, the main difference between the implementation of the programs in Colorado and the states listed in Appendix A is that courts have the discretion to decide which services they will invest their S.B. 91-094 funding.

<sup>11</sup> Washington State Institute for Public Policy, “Overview of WSIPP’s Benefit-Cost Model,” WSIPP Reports, accessed October 16, 2023, <https://www.wsipp.wa.gov/>.

<sup>12</sup> Blueprints, “Functional Family Therapy (FFT),” Blueprints for Healthy Youth Development, accessed October 16, 2023, <https://www.blueprintsprograms.org/programs/28999999/functional-family-therapy-fft/>.

<sup>13</sup> Blueprints, “Multisystemic Therapy® (MST®),” Blueprints for Healthy Youth Development, accessed October 16, 2023, <https://www.blueprintsprograms.org/programs/32999999/multisystemic-therapy-mst/>.

<sup>14</sup> Blueprints, “Treatment Foster Care Oregon,” Blueprints for Healthy Youth Development, accessed October 16, 2023, <https://www.blueprintsprograms.org/programs/31999999/treatment-foster-care-oregon/>.

<sup>15</sup> The State of Colorado and Colorado Seminary at the University of Denver Graduate School of Social Work, *Pay for Success Contract*, 2018. [https://drive.google.com/file/d/1R8hvJkAgnzsv4I5VqjPHJzi\\_rplcoj69/view](https://drive.google.com/file/d/1R8hvJkAgnzsv4I5VqjPHJzi_rplcoj69/view).

## *JUVENILE JUSTICE OVERSIGHT AND INTEGRATED MODELS: THE CONNECTICUT PROPOSAL*<sup>16</sup>

Connecticut established the Connecticut Juvenile Justice Policy and Oversight Committee (JJPOC) in 2014 to evaluate the juvenile justice system. Their main goals are to 1) limit youth entry into the justice system, 2) reduce youth incarceration, 3) reduce racial and ethnic disparities, and 4) “right-size” the juvenile justice system by setting appropriate lower and upper age limits. The University of New Haven’s Tow Youth Justice Institute supports the JJPOC through staffing, researching, and coordination of efforts.

Connecticut can serve as a model in how they have created a legislative body specifically dedicated to juvenile justice oversight. The two chairs of the JJPOC are the Head of the Appropriations Committee and the Secretary of the Office of Policy Management. The JJPOC has 41 members, including both Republican and Democrat legislators, state agencies, nonprofits, youth, and parents. According to the Executive Director of the Tow Youth Justice Institute, the JJPOC is successful due to how their work is operationalized in statute, the creation of working groups for different areas of the strategic plan, and their commitment to education around juvenile justice.

To date, the JJPOC has contributed to efforts in Connecticut, including limiting the circumstances under which youth may be detained, closing Connecticut’s state-run secure facilities, eliminating certain status offenses to divert youth from justice system involvement, developing a school-based diversion plan to address mental health service needs of youth and reduce arrests in schools, developing a comprehensive re-entry plan for youth leaving confinement, and increasing training for police in the areas of trauma informed and restorative justice practices.<sup>17</sup> In these efforts, Connecticut has looked toward Massachusetts for its education approach, New York for its “close to home” model, and New Jersey for its re-entry program:

### 1 **Massachusetts** – “Education Initiative”<sup>18</sup>

- a. Created access to high-quality secondary and post-secondary education, career exploration, and workforce development opportunities for youth in the care and custody of DYS through ensuring 1) access for all, 2) personalization, and 3) research-based and culturally relevant curriculum and instruction

### 2 **New York** – Close to home model<sup>19</sup>

- a. Keeps youth close to home to minimize separation from their families and build on positive connections between young people and their communities and provide effective reintegration services
- b. Developed comprehensive plans for both non-secure and limited secure phases

### 3 **New Jersey** – Re-entry Program<sup>20</sup>

- a. Designed to reduce recidivism rates and improve rates in setting and achieving positive goals in the community

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<sup>16</sup> Keisha April et al., “Conceptualizing Juvenile Justice Reform: Integrating the Public Health, Social Ecological, and Restorative Justice Models,” *Children and Youth Services Review* 148, no. 106887 (May 2023), <https://doi.org/10.1016/j.chldyouth.2023.106887>.

<sup>17</sup> “Juvenile Justice Policy Oversight Committee.” Connecticut General Assembly. Accessed November 20, 2023.

[https://www.cga.ct.gov/app/taskforce.asp?TF=20141215\\_Juvenile+Justice+Policy+and+Oversight+Committee](https://www.cga.ct.gov/app/taskforce.asp?TF=20141215_Juvenile+Justice+Policy+and+Oversight+Committee).

<sup>18</sup> “DYS Programs - Education.” Massachusetts Government - Division of Youth Services. Accessed November 20, 2023. <https://www.mass.gov/info-details/dys-programs-education>.

<sup>19</sup> “Close to Home Program.” Close to Home | Division of Youth Development and Partnerships for Success | Office of Children and Family Services. Accessed November 20, 2023. <https://ocfs.ny.gov/programs/rehab/close-to-home/>.

<sup>20</sup> “Re-Entry Pilot Program.” Office of the Governor | Acting Governor Oliver Signs Legislation Establishing Juvenile Justice Pilot Program. Accessed November 20, 2023. <https://www.nj.gov/governor/news/news/562021/20210811a.shtml>.

Connecticut has decreased rates of pre-adjudicated admissions into juvenile detention centers by 63.0 percent between 2006 and 2019, but has not fully addressed the disproportionate representation of youth of color throughout the system.<sup>21</sup> Scholars from Rutgers University and Yale University and members of the JJPOC, seeking to resolve this issue, have proposed the integrated model of juvenile justice, which merges public health, social-ecological, and restorative justice approaches. Scholars propose the public health and social-ecological approaches as the central components to universal and selective intervention, whereas restorative justice would be central to indicated interventions. While this approach has not been implemented, following the conversations and end outcomes could be of interest, especially if multiple states follow Connecticut's lead.

#### **QUESTIONS TO CONSIDER FOR THE DEPARTMENT HEARING**

1. What are the department's plan for distributing incentive funds from H.B. 23-1307?
2. Please provide data on the utilization of temporary emergency youth detention beds authorized by H.B. 23-1307.
3. Please describe department efforts to support or incentivize MST and FFT resources for DYS youth, particularly in rural parts of the state.
4. How have resources for community placements, diversion, and prevention programs for DYS youth changed in recent years?

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<sup>21</sup> Merrellin, Colette, and Samantha Harvell. "Data Snapshot of Youth Incarceration in Connecticut." Urban Institute, 2020. [https://www.urban.org/sites/default/files/publication/102176/data-snapshot-of-youth-incarceration-in-connecticut\\_1.pdf](https://www.urban.org/sites/default/files/publication/102176/data-snapshot-of-youth-incarceration-in-connecticut_1.pdf).

## APPENDIX A

This Appendix summarizes examples of how other states have implemented evidence-based programs.

### EVIDENCE-BASED PROGRAMS IN OTHER STATES

The states listed below required judicial districts to use evidence-based programs in replacement of non-evidence-based programs previously prioritized by judicial districts. With the literature pointing toward needs for adjustments to the juvenile justice system,<sup>22</sup> one possible approach shows evidence of program effectiveness with scale-up for these programs.<sup>23</sup>

#### WASHINGTON

Washington<sup>24</sup> was the first state to adopt and implement model programs statewide, passing the Community Juvenile Justice Act in 1997 to evaluate the experiential evidence for delinquency prevention programs and identify effective interventions. Two of the four programs adopted were Functional Family Therapy and Multisystemic Therapy, and this Act required courts to implement one of the four programs for court-ordered placement and to eliminate funding for any existing program found to be ineffective in reducing recidivism. This initiative resulted in a 10.0 percent reduction in recidivism statewide.

#### FLORIDA

Project Redirection in Florida<sup>25</sup> implemented Functional Family Therapy and Multisystemic Therapy in five judicial circuits, later expanded to 18 of the 20 judicial districts due to reductions in recidivism and cost savings. An evaluation of this initiative found an 8.0 percent reduction in rearrests and 24.0 percent reduction in felony rearrests for youths in the programs compared to youths returned to traditional state residential facilities. Reconviction rates were 38.0 percent lower and recommitment rates were 33.0 percent lower. The initiative is now being implemented in Georgia with two programs: FFT and the Strengthening of Families 10-14 Program.

#### PENNSYLVANIA

Pennsylvania's Research-Based Programs Initiative<sup>26</sup> resulted in substantial decreases in delinquency, violence, and drug and alcohol use. Reductions in recidivism saved the state an estimated \$27.3 million due to Multisystemic Therapy and \$30.7 million due to FFT.

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<sup>22</sup> The Pew Charitable Trusts, "Re-Examining Juvenile Incarceration," The Pew Charitable Trusts, April 20, 2015, <https://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2015/04/reexamining-juvenile-incarceration>.

<sup>23</sup> Delbert S. Elliott et al., "Evidence-based Juvenile Justice Programs and Practices: A Critical Review," *Criminology & Public Policy* 19, no. 4 (2020): 1305–28, <https://doi.org/10.1111/1745-9133.12520>.

<sup>24</sup> Elliott, Delbert S., Pamela R. Buckley, Denise C. Gottfredson, J. David Hawkins, and Patrick H. Tolan. "Evidence-based Juvenile Justice Programs and Practices: A Critical Review." *Criminology & Public Policy* 19, no. 4 (2020): 1305–28. <https://doi.org/10.1111/1745-9133.12520>.

<sup>25</sup> Elliott, Delbert S., Pamela R. Buckley, Denise C. Gottfredson, J. David Hawkins, and Patrick H. Tolan. "Evidence-based Juvenile Justice Programs and Practices: A Critical Review."

<sup>26</sup> Elliott, Delbert S. "Evidence-based Juvenile Justice Programs and Practices: A Critical Review."

## NORTH CAROLINA

North Carolina<sup>27</sup> launched a program to incentivize Multisystemic Therapy providers in rural areas, and VAYA, a mental health service provider in North Carolina, offers a higher rate to providers for serving rural communities.

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<sup>27</sup> Rural Health Action Plan - North Carolina Institute of Medicine. Accessed November 20, 2023. [https://nciom.org/wp-content/uploads/2017/07/RuralHealthActionPlan\\_report\\_FINAL.pdf](https://nciom.org/wp-content/uploads/2017/07/RuralHealthActionPlan_report_FINAL.pdf).

## APPENDIX B

This Appendix provides copies of the Juvenile Detention Screening and Assessment Guide and the Colorado Juvenile Risk Assessment.

### JUVENILE DETENTION SCREENING AND ASSESSMENT GUIDE

Last Name:		Sex:	Charge 1:	Fel.	Misd.	Code:
First name, MI:		DOB:	Age:	Charge 2:	Fel.	Misd.
Work Phone:		Home Phone:	Charge 3:	Fel.	Misd.	Code:
Ethnicity (check all that apply):	Hispanic	Afr-Amer	Nat-Amer	Asian-Amer	White	Other:
Screening Date/Time:		Parent(s)/Guardian:		Contact Information:		

<b>MANDATORY HOLD FACTORS and WARRANTS</b> Y N 1. Current crime of violence or weapons charge (CRS 19-2-508). Y N 2. Division of Youth Corrections warrant or escape from secure. Y N 3. District Court warrant or order.	<b>FOR SECURE N ADMISSIONS</b> a. Drug/Alcohol Use? _____ b. Medications? _____ c. Injuries? _____	<b>ASSESSMENT</b> <b>ALL ITEMS MUST BE ADDRESSED</b> <b>MANDATORY HOLDS</b> 1. Y N _____ 2. Y N _____ 3. Y N _____ <b>SERIOUS DELINQUENCY</b> 4. Y N _____ 5. Y N _____ 6. Y N _____ 7. Y N _____ 8. Y N _____ 9. Y N _____ 10. Y N _____ <b>RISK OF SELF HARM</b> 11. Y N _____ 12. Y N _____ 13. Y N _____ 14. Y N _____ <b>PUBLIC SAFETY RISK</b> 15. Y N _____ 16. Y N _____ 17. Y N _____ 18. Y N _____ <b>FAMILY / RESOURCES</b> 19. Y N _____ 20. Y N _____ 21. Y N _____ 22. Y N _____ 23. Y N _____ <b>RESPONSIBLE ADULT</b> 24. Y N _____ <b>FELONY CHARGE</b> 25. Y N _____
<b>INDICATORS OF SERIOUS REPEAT DELINQUENCY</b> Y N 4. Prior felony adjudications. Y N 5. Pending felony charge(s) (excluding present charges). Y N 6. Currently under bond or release conditions. Y N 7. Past FTAs, violation of court conditions, or bond. Y N 8. Crimes against persons, arson, or weapons history. <b>IF NONE</b> 9. Age 14 or younger at first arrest. Y N _____ 10. Associates/identifies with delinquents/gang members. Y N _____		
<b>RISK OF SELF HARM</b> Y N 11. Suicidal or risk of self harm. Y N 12. Risk of victimization, prostitution history. Y N 13. History of running from placements. Y N 14. Severe substance abuse. <b>IF NONE</b>		
<b>PUBLIC SAFETY RISK</b> Y N 15. Prior history of violence. Y N 16. Arson or sex offense charges/history. Y N 17. History of weapon use. Y N 18. Threatens victims or witnesses. <b>IF NONE</b>		
<b>FAMILY OR COMMUNITY RESOURCES</b> Y N 19. Youth has been victimized by family. Y N 20. Family has been victimized by youth. Y N 21. Youth is in custody of Social Services. Y N 22. History of repeated runaways. <b>IF NONE</b> 23. Lacks stable school or work situation. Y N _____		
<b>24. Family or responsible adult can supervise. CAN SUPERVISE</b> N _____ <b>25. Current arrest is a felony charge. IF NOT</b> Y _____		
<b>LEVEL 1</b> Secure Detention <b>LEVEL 2</b> Staff Secure <b>LEVEL 3</b> Residential/ Shelter <b>LEVEL 4</b> Home Detention/ Services <b>LEVEL 5</b> Release		

REQUIRED DATA ENTRY										
Level by Screening Tree: (Check One)	1	2	3	4	5	Reason for Actual Placement:				Placement Code:
Level by Local Policy or Judgment: (Check One)	1	2	3	4	5	Detention Hearing Recommendation:	1	2	3	4
Reason for Override:						Level Ordered by Court:	1	2	3	4
Actual Placement Level:	1	2	3	4	5	Court Finding:				Finding Code
LOCAL USE										
Screeners Name:			Court Date:			Recommendation By:				
County:			Agency:			Hearing Notes:				
Screening Notes:										

### CJRA Pre-Screen Risk Assessment

Name _____	Initiated _____	_____/_____/_____ Month Day Year	____/____/____ Trails ID	
<b>DOMAIN 1: Criminal History (Record of Delinquency Petitions Resulting in Diversion, Deferred Adjudication, Adjudication, Commitment to the Division of Youth Corrections, or Conviction)</b>				
<i>Delinquency petitions, not offenses, are used to assess the persistence of re-offending by the youth. Include only delinquency petitions that resulted in a Diversion, Deferred Adjudication, Adjudication, Commitment to the Division of Youth Corrections, or Conviction (regardless of whether successfully completed).</i>				
<i>Circle the appropriate score</i>				
<b>Age at first offense:</b> The age at the time of the offense for which the youth was referred to juvenile court for the first time on a non-traffic misdemeanor or felony that resulted in a Diversion, Deferred Adjudication, Adjudication, Commitment to the Division of Youth Corrections, or Conviction.		Over 16 16 15 13 to 14 Under 13	0 1 2 3 4	
<b>Felony and misdemeanor delinquency petitions:</b> Items 2 & 3 are mutually exclusive and should add to the total number of delinquency petitions that resulted in a Diversion, Deferred Adjudication, Adjudication, Commitment to the Division of Youth Corrections, or Conviction.				
<b>2. Misdemeanor delinquency petitions:</b> Total delinquency petitions in which the most serious offense was a non-traffic misdemeanor.		None or one Two Three or four Five or more	0 1 2 3	
<b>3. Felony delinquency petitions:</b> Total delinquency petitions for a felony offense that resulted in a Diversion, Deferred Adjudication, Adjudication, Commitment to the Division of Youth Corrections, or Conviction. (regardless of whether successfully completed).		None One Two Three or more	0 1 2 3 4 5	
<b>Against-person or weapon delinquency petitions:</b> Items 4, 5, and 6 are mutually exclusive and should add to the total number of delinquency petitions that involve an against-person or weapon offense, including sex offenses, that resulted in a Diversion, Deferred Adjudication, Adjudication, Commitment to the Division of Youth Corrections, or Conviction (regardless of whether successfully completed).				
<b>4. Weapon delinquency petitions:</b> Total delinquency petitions for which the most serious offense was a firearm/weapon charge or a weapon enhancement finding.		None One or more	0 1	
<b>5. Against-person misdemeanor delinquency petitions:</b> Total delinquency petitions for which the most serious offense was an against-person misdemeanor, including sexual misconduct. An against-person misdemeanor involves threats, force, or physical harm to another person.		None One Two or more	0 1 2	
<b>6. Against-person felony delinquency petitions:</b> Total delinquency petitions for an against-person felony, including sex offenses. An against-person felony involves force or physical harm to another person.		None One or two Three or more	0 1 2 3	
<b>Sex offense delinquency petitions:</b> Items 7 and 8 are mutually exclusive and should add to the total number of delinquency petitions that involve unlawful sexual behavior or another offense, the underlying factual basis of which involves unlawful sexual behavior that resulted in a Diversion, Deferred Adjudication, Adjudication, Commitment to the Division of Youth Corrections, or Conviction.				
<b>7. Misdemeanor sex offense delinquency petitions:</b> Total misdemeanor sex offenses or misdemeanors where the underlying factual basis involves unlawful sexual behavior.		None One Two or more	0 1 2	
<b>8. Felony sex offense delinquency petitions:</b> Total felony sex offenses or felonies where the underlying factual basis involves unlawful sexual behavior.		None One Two or more	0 1 2	
<b>9. Court orders where youth served at least one day confined in detention:</b> Total court and modification orders for which the youth served at least one day physically confined in a detention facility. A day served includes credit for time served.		None One Two Three or more	0 1 2 3	
<b>10. Court orders where youth served at least one day confined under NYC:</b> Total court and modification orders for which the youth served at least one day confined under the authority of the Division of Youth Corrections (NYC).		None One Two or more	0 1 2 3	
<b>11. Escapes:</b> Total number of attempted or actual escape filings.		None One Two or more	0 1 2	
<b>12. Failure-to-appear in court warrants:</b> Total number of failures-to-appear in court that resulted in a warrant being issued. Exclude failure-to-appear warrants for non-criminal matters.		None One Two or more	0 1 2	
<b>Criminal History Score: (Maximum of 31 points)</b>				



### CJRA Pre-Screen Risk Assessment

Social History			
<b>1. Youth's Gender</b>	<input type="radio"/> Female <input type="radio"/> Male		0 1
<b>2a. Youth's current school enrollment status, regardless of attendance:</b> <i>If the youth is in home school as a result of being expelled or dropping out, check the expelled or dropped out box, otherwise check enrolled.</i>	<input type="radio"/> Graduated, GED <input type="radio"/> Enrolled full-time <input type="radio"/> Enrolled part-time <input type="radio"/> Suspended <input type="radio"/> Dropped out <input type="radio"/> Expelled		0 0 0 2 2 2
<b>2b. Youth's conduct in the most recent term:</b> <i>Fighting or threatening students; threatening teachers/staff; overly disruptive behavior; drug/alcohol use; crimes, e.g., theft, vandalism; lying, cheating, dishonesty..</i>	<input type="radio"/> Recognition for good behavior <input type="radio"/> No problems with school conduct <input type="radio"/> Problems reported by teachers <input type="radio"/> Problem calls to parents <input type="radio"/> Calls to police		0 0 1 1 2
<b>2c. Youth's attendance in the most recent term:</b> <i>Full-day absence means missing majority of classes. Partial-day absence means attending the majority of classes and missing the minority. A truancy petition is equal to 7 unexcused absences in a month or 10 in a year.</i>	<input type="radio"/> Good attendance with few absences <input type="radio"/> No unexcused absences <input type="radio"/> Some partial-day unexcused absences <input type="radio"/> Some full-day unexcused absences <input type="radio"/> Truancy petition/equivalent or withdrawn		0 0 1 1 2
<b>2d. Youth's academic performance in the most recent school term:</b>	<input type="radio"/> Honor student (mostly As) <input type="radio"/> Above 3.0 (mostly As and Bs) <input type="radio"/> 2.0 to 3.0 (mostly Bs and Cs, no Fs) <input type="radio"/> 1.0 to 2.0 (mostly Cs and Ds, some Fs) <input type="radio"/> Below 1.0 (some Ds and mostly Fs)		0 0 0 1 2
<b>Sum of 2a to 2d:</b> _____	<b>Maximum Score of 2 points</b>		0 1 2
<b>3a. History of anti-social friends/companions:</b> <i>Anti-social peers are youths hostile to or disruptive of the legal social order; youths who violate the law and the rights of others.</i>	<input type="radio"/> Never had consistent friends or companions <input type="radio"/> Only had pro-social friends <input type="radio"/> Had pro-social friends and anti-social friends <input type="radio"/> Only had anti-social friends		
<b>3b. History of gang membership/association:</b>	<input type="radio"/> Never been a gang member/associate <input type="radio"/> Been gang member/associate		
<b>4a. Current friends/companions youth actually spends time with:</b>	<input type="radio"/> No consistent friends or companions <input type="radio"/> Only pro-social friends <input type="radio"/> Pro-social friends and anti-social friends <input type="radio"/> Only anti-social friends		1 0 1 2
<b>4b. Currently a gang member/associate:</b>	<input type="radio"/> Not a gang member/associate <input type="radio"/> Gang member/associate		0 3
<b>Sum of 4a and 4b:</b> _____	<b>Maximum Score of 3 points</b>		0 1 2 3
<b>5. History of court-ordered or DSS out-of-home and shelter care placements exceeding 30 days:</b> <i>Exclude NYC commitments.</i>	<input type="radio"/> No out-of-home placements exceeding 30 days <input type="radio"/> 1 out-of-home placement <input type="radio"/> 2 out-of-home placements <input type="radio"/> 3 or more out-of-home placements		0 1 1 1
<b>6. History of runaways or times kicked out of home:</b> <i>Include times the youth did not voluntarily return within 24 hours, and include incidents not reported by or to law enforcement</i>	<input type="radio"/> No history of running away or being kicked out <input type="radio"/> 1 instance of running away/kicked out <input type="radio"/> 2 to 3 instances of running away/kicked out <input type="radio"/> 4 to 5 instances of running away/kicked out <input type="radio"/> Over 5 instances of running away/kicked out		0 1 2 2 2
<b>7. History of jail/imprisonment of persons who were ever involved in the household for at least 3 months:</b>	Mother/female caretaker Father/male caretaker Older sibling Younger sibling Other member	<input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes	
<b>8. Jail/imprisonment history of persons who are currently involved with the household:</b> <i>Mother and father refer to current parent or legal guardian.</i>	Mother/female caretaker Father/male caretaker Older sibling Younger sibling Other member	<input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes	1 1 1 1 1
<b>8. Sum of jail/imprisonment history:</b> _____	<b>Maximum Score of 1 point</b>		0 1



### CJRA Pre-Screen Risk Assessment

<b>9. Problems of parents who are currently involved with the household:</b>	Alcohol Drugs Mental health Physical health Employment	<input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes	
<b>10. Current parental authority and control:</b>	<input type="radio"/> Youth usually obeys and follows rules <input type="radio"/> Sometimes obeys or obeys some rules <input type="radio"/> Consistently disobeys, and/or is hostile		0 1 2
<i>Assess whether alcohol or drug use disrupts the youth's life. Disrupted functioning involves problems in: education, family conflict, peer relationships, or health consequences. Disrupted functioning usually indicates that treatment is warranted. Indicate whether alcohol and/or drug use often contributes to criminal behavior; their use typically precipitates committing a crime, there is evidence or reason to believe the youth's criminal activity is related to alcohol and/or drug use.</i>			
<b>11a. History of alcohol use:</b>	Past use of alcohol Alcohol disrupted education Alcohol caused family conflict Alcohol interfered with keeping pro-social friends Alcohol caused health problems Alcohol contributed to criminal behavior	<input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes	0 2 2 2 2 2
<b>11b. History of drug use:</b>	Past use of drugs Drugs disrupted education Drugs caused family conflict Drugs interfered with keeping pro-social friends Drugs caused health problems Drugs contributed to criminal behavior	<input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes	0 2 2 2 2 2
<b>11c. Alcohol use within the previous 4 weeks:</b>	Current alcohol use not disrupting function Alcohol disrupts education Alcohol causes family conflict Alcohol interferes with keeping pro-social friends Alcohol causes health problems Alcohol contributes to criminal behavior	<input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes	0 2 2 2 2 2
<b>11d. Drug use within the previous 4 weeks:</b>	Current drug use not disrupting function Drugs disrupt education Drugs cause family conflict Drugs interfere with keeping pro-social friends Drugs cause health problems Drugs contribute to criminal behavior	<input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> Yes	0 2 2 2 2 2
<b>Sum of 11a to 11d: _____</b>	<b>Maximum score of 2 points</b>		0 2
<i>For abuse and neglect, include any history that is suspected, whether or not substantiated; exclude reports of abuse or neglect proven to be false.</i>			
<b>12a. History of physical abuse:</b> <i>Include suspected incidents of abuse, whether or not substantiated, but exclude reports proven to be false.</i>	<input type="radio"/> Not a victim of physical abuse <input type="radio"/> Physically abused by family member <input type="radio"/> Physically abused by someone outside the family		0 1 1
<b>12b. History of sexual abuse:</b> <i>Include suspected incidents of abuse, whether or not substantiated, but exclude reports proven to be false.</i>	<input type="radio"/> Not a victim of sexual abuse. <input type="radio"/> Sexually abused by family member <input type="radio"/> Sexually abused by someone outside the family		0 1 1
<b>Sum of 12a and 12b: _____</b>	<b>Maximum Score of 1 point:</b>		0 1
<b>13. History of being a victim of neglect:</b> <i>Include suspected incidents of neglect, whether or not substantiated, but exclude reports proven to be false.</i>	<input type="radio"/> Not victim of neglect <input type="radio"/> Victim of neglect		0 2
<b>14. Mental health problems:</b> <i>Such as schizophrenia, bi-polar, mood, thought, personality and adjustment disorders. Exclude substance abuse and special education since those issues are considered elsewhere. Confirm by a licensed mental health professional.</i>	<input type="radio"/> No history of mental health problem(s) <input type="radio"/> Diagnosed with mental health problem(s) <input type="radio"/> Only mental health medication prescribed <input type="radio"/> Only mental health treatment prescribed <input type="radio"/> Mental health medication and treatment prescribed		0 1 1 1 1

### CJRA Pre-Screen Risk Assessment

**Social History Score: (Maximum of 18 points)**

#### Pre-Screen Attitude/Behavior Indicators

15. <b>Reports/evidence of violence not included in criminal history:</b> <i>Includes displaying a weapon, deliberately hurting someone, violent outbursts, violent temper, fire starting, animal cruelty, destructiveness, volatility, and intense reactions.</i>	<input type="radio"/> No reports of violence that are not included criminal history <input type="radio"/> Reports of violence that are not included in criminal history
16. <b>Problem with sexual aggression not included in criminal history:</b> <i>Reports of aggressive sex, sex for power, young sex partners, voyeurism, exposure, etc..</i>	<input type="radio"/> No reports of sexual aggression that are not included in criminal history <input type="radio"/> Reports of sexual aggression that are not included in criminal history
17. <b>Accepts responsibility for anti-social behavior:</b>	<input type="radio"/> Accepts responsibility for anti-social behavior <input type="radio"/> Minimizes, denies, justifies, excuses, or blames others <input type="radio"/> Accepts anti-social behavior as okay <input type="radio"/> Proud of anti-social behavior
18. <b>Attitude toward responsible law abiding behavior:</b>	<input type="radio"/> Abides by conventions/values <input type="radio"/> Believes conventions/values sometime apply to him or her <input type="radio"/> Does not believe conventions/values apply to him or her <input type="radio"/> Resents or is hostile toward responsible behavior
19. <b>Belief in yelling and verbal aggression to resolve a disagreement or conflict:</b>	<input type="radio"/> Believes verbal aggression is rarely appropriate <input type="radio"/> Believes verbal aggression is sometimes appropriate <input type="radio"/> Believes verbal aggression is often appropriate
20. <b>Belief in fighting and physical aggression to resolve a disagreement or conflict:</b>	<input type="radio"/> Believes physical aggression is never appropriate <input type="radio"/> Believes physical aggression is rarely appropriate <input type="radio"/> Believes physical aggression is sometimes appropriate <input type="radio"/> Believes physical aggression is often appropriate

#### Risk Level Definitions Using Criminal History and Social History Risk Scores

Criminal History Score	Social History Risk Score		
	0 to 5	6 to 9	10 to 18
0 to 2	Low	Low	Moderate
3 to 4	Low	Moderate	High
5 to 7	Low	Moderate	High
8 to 31	Moderate	High	High

**Risk Level:** \_\_\_\_\_