DEPARTMENT OF HUMAN SERIVES
FY 2014-15 JOINT BUDGET COMMITTEE HEARING AGENDA

Monday, December 2, 2013
1:30 pm – 4:30 pm

1:30-2:00 INTRODUCTIONS AND OPENING COMMENTS

2:00-2:45 OFFICE OF ADMINISTRATIVE SOLUTIONS

Office of Operations

1. Please review the infrastructure assets held by the Department and the planning processes used to forecast future budgetary needs in an environment that requires daily operation of facilities and long-term planning.

   The Department manages 330 buildings, 3.7 million square feet of space, and 1,541 acres of land. A Controlled Maintenance plan is developed based on the needs of each building, the infrastructure to support the building, and the campus where applicable.

   The Department develops a capital plan that is reviewed for critical needs for program sustainability and current deficiencies to meet the mission of the Department. It is submitted to OSPB for review and determination of need versus other state entities and the prioritization is set based on that analysis.

   In addition, the Department of Human Services Facilities Management Division completes a facilities condition audit of the Department's facilities to determine the condition of each major building system, and develops a Facility Condition Index (FCI) which assists in establishing the magnitude of deferred maintenance and long-term planning for controlled maintenance.

   The plan is reviewed, modified, and submitted to the Office of the State Architect annually for review of each project submitted along with all other State entities for impact to life safety and facility sustainability. The priority is based on the impact to the operation of the facility or infrastructure failure impact.

2. Please describe the interaction the Department has with the State Architect when determining if a funding request constitutes an operating versus controlled maintenance funding request.

   Each project request for Controlled Maintenance is submitted to the State Architect and reviewed to determine if the request meets the definition of controlled maintenance.

   Controlled maintenance projects are system driven, and address facility component systems at the end of their useful life. As such, controlled maintenance involves site improvements and corrective repairs or replacement of utilities and equipment at

existing state-owned buildings. Examples of controlled maintenance projects include replacing deteriorated mechanical equipment and upgrading fire alarm systems. By contrast, operational maintenance is intended to maintain facilities and their component systems to the end of their expected useful life cycles.

Per OSPB Capital Construction Submission Instructions, Controlled Maintenance includes:

- **Projects more than $15,000, corrective repairs, code compliances, energy conservation, or replacement used for existing state-owned, general-funded buildings,**
- **Other physical facilities, including, but not limited to, utilities and site improvements, which are suitable for the retention and use for at least five years,**
- **Replacement and repair of the fixed equipment necessary for the operation of such utilities, when such work is not funded in an agency's operating budget to be accomplished by the agency's physical plant staff.**

Carpet, paint, and window coverings, as components of replacement in the R-20 Space Renewal funding request, impact the appearance of the facility but they do not impact the operation as far as building systems are concerned.

3. Please explain the history of the budget reductions taken in the Office of Operations' Operating Expenses line item.

In FY 2009-10, the Office of Operations received a reduction of $108,189. The reduction included $68,977 for bed closures at both Mental Health Institutes, and $39,212 in an equipment funding reversion from the opening of the High Security Forensic Institute in Pueblo.

In FY 2010-11, Operations received a reduction of $318,686. This reduction included $120,165 for bed closures at the Regional Center in Grand Junction, $16,889 in postage equipment funding reversion, and $181,632 in general across-the-board budget reductions.

In FY 2011-12, Operations received a reduction of $164,250 in funding for capital outlay. This affected all Department programs.

There were no budget reductions in FY 2012-13 or FY 2013-14.

4. Why is the Office of Performance and Strategic Outcomes considering moving from its current location (1575 Sherman)? If they move, who will occupy their former space?

The Office of Performance and Strategic Outcomes (OPSO) currently has staff located

on several floors at 1575 Sherman Street as well as at the Fort Logan Campus.

The funding request is to align and consolidate like functions for increased functionality and coordination. This consolidation will be from cubicles randomly located in these locations and will not create large areas for other staff.

Office of Information Technology Services

5. Is the Department's request to upgrade its personal computer Windows operating systems and versions of Microsoft Office congruent with statewide policy established by the Governor's Office of Information Technology (OIT)?

   Yes, the request was developed in cooperation with OIT's Operations team, including Deskside Support.

6. Was the Department's request vetted by OIT?

   Yes, the request was developed in cooperation with OIT Deskside Support, reviewed by the IT Director, and discussed with the OIT Budget Director.

7. Why does this request not incorporate OIT to a larger degree?

   The Department works hand in hand with OIT. Funding requests must be developed by the Department, reviewed and approved by OIT, then submitted to OSPB by the Department. OIT will oversee this project, including hiring the vendors, and report the progress back to the Department. Funding from this request will give OIT the capacity to implement or coordinate through project coordination and temporary vendor desktop technicians.

8. Why did the Department not seek funds for these upgrades until the platforms were no longer supported?

   These upgrades have been on the Department's radar, but the financial situation of the State has caused other priorities to rise to the top in previous years.

9. If funding is not provided for project management and deployment services, will this negatively impact the upgrades?

   The OIT has provided this response.

   If funding is not provided for project management and deployment services, it will negatively impact the upgrades because:

   - **Without project management and deployment services, Deskside Support will be unable to provide routine daily support,**

- **These services would be accomplished through the standard renewal and replacement process, delaying the completion by more than 24 months,**
- **CDHS would be at risk of receiving audit findings once XP is unsupported, and**

- **A custom Windows XP support agreement would be costly, estimated at $760,000 plus $50,000 per security update to maintain the operating system during the extended migration.**

10. Do the costs associated with the upgrades include the personal computers of staff transferred to the Department of Health Care Policy and Financing pursuant to H.B. 13-1314?

    Yes. The Department will submit a budget amendment to the FY 2014-15 Request to reduce the funding requested for the 34 staff that were moved to HCPF. The budget amendment will lower the amount originally requested for contract vendor engagement, CDHS staff training and Office 2013 licenses.

2:45-3:30 OFFICE OF ECONOMIC SECURITY

Supplemental Nutrition Assistance Program

11. Please provide an update on the progress the Department has made in meeting the eligibility determination requirements from Legislative Audit Committee recommendations.

    The timely processing of Food Assistance applications is measured in 3 categories with the following time lines – expedited must be processed in 7 days, regular within 30 days, and timely received renewal applications must be processed by the last day of the month of the current certification period. The table below reflects the percentage of improvement for the past 3 years (average by calendar year).

Category of Application	2011	2012	2013 (through October)	Percentage Improvement from 2011 to 2013
Expedited	81%	90%	92%	14%
Regular	90%	96%	96%	7%
Renewal	64%	83%	91%	42%

Colorado met or exceeded the goal of processing new regular applications at a rate of 95% or better for 18 consecutive months for the period March 2012 through August 2013. Colorado receives approximately 20,000-22,000 new applications of which half are considered expedited and approximately 20,000 renewal applications each month. Although falling just shy of the goal of 95% for expedited and renewal applications, steady, consistent progress has been made over the past two years. Performance is

expected to continue to improve and stabilize over the next year through business improvement efforts already under way.

Temporary Assistance for Needy Families

12. Has the state met the work participation requirements every year? Is it anticipated that the local share would be reduced in upcoming years?

    The Work Participation Rate (WPR) has been met by the State every year since 1996. In July 2013, the Department was notified of meeting the federal fiscal year 2010 requirement.

    The counties' collective share of the Colorado Works block grant is about $22 million annually. This obligation is reduced when the state meets the WPR per footnote 28 in the FY 2013-14 Long Bill. The local share will be reduced by $5,524,726 in the FY 2014-15 County Block Grant Allocation.

13. Please describe the budget request to improve Colorado Works performance management capabilities. How do all of the pieces fit together? Will this impact the Colorado Benefits Management System (CBMS)?

    As part of the Governor's emphasis on employment, job retention, and increased earnings, this request focuses on collecting data on existing TANF participants and follow-up data about TANF participants after they leave the program. This will allow the Department to better understand the program's impacts. The $400,440 request includes updating a data warehouse to store data extracted from CBMS. The CBMS system was not built to easily extract or utilize data for analysis. The warehouse provides longitudinal data on TANF program participants, benefits, and services for use in statistical analysis for program planning and evaluation. The request includes a contract for post-TANF customer surveying to gather information once a customer leaves the program. The request was coordinated with the OIT. There is a project on the workplan to develop and provide a monthly data extract. There are no changes to CBMS itself proposed as part of this request.

14. Please explain the States' maintenance of effort requirement (MOE) for the TANF program.

    The TANF maintenance of effort (MOE) requirement (42 U.S.C. §609(a)(7); 45 C.F.R. §263.1) is that the state must spend at least a specified amount of state funds on benefits and services for needy families each year. This provision of the 1996 law was to ensure that states did not supplant state spending with federal block funds. Colorado may spend its MOE dollars as part of or outside of the TANF cash assistance program.

Colorado's MOE Obligation is $88.4 million annually. The requirement is met with state spending on TANF eligible populations in Child Welfare, Child Care, Colorado Preschool Program, Low Income Energy Assistance, Child Care Tax Credits, and with Foundation and county spending.

Colorado Refugee Services

15. What caused the increase in funds for refugee programs? Where are those funds expended?

There was no increase in TANF appropriated to the refugee programs. The table below reflects actual/appropriated funding for the Refugee Program for the prior, current, and request years.

Refugee Assistance Program			
	FY 2012-13 (Prior Year)	FY 2013-14 (Current Year)	FY 2014-15 (Request Year)
Appropriated:			
TANF	**$2,705,334**	**$2,705,334**	**$2,705,334**
Non-TANF (Federal)	**$14,013,289***	**$13,981,587**	**$13,981,587**
Total	**$16,718,623**	**$16,686,921**	**$16,686,921**
Expended:			
TANF	**$2,594,254**		
Non-TANF (Federal)	**$10,181,632**		
Total	**$12,775,886**		

***Includes Pots**

Please note, unexpended TANF funding will be expended through the accounts payable process and unexpended federal funds from the Office of Refugee Resettlement are typically spent during the subsequent year.

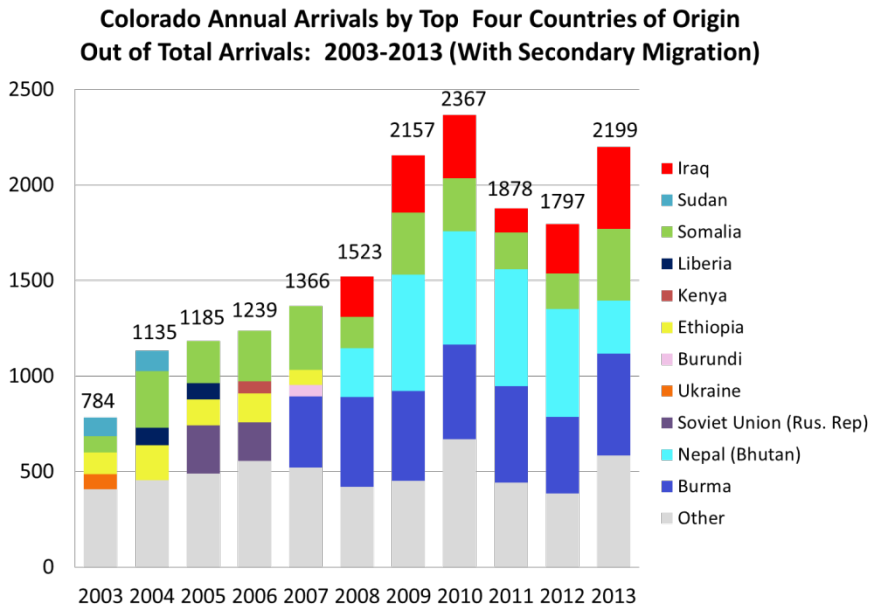
The table below illustrates the obligation of TANF funding for the Colorado Refugee Services Program for FY 2012-13 by type of service.

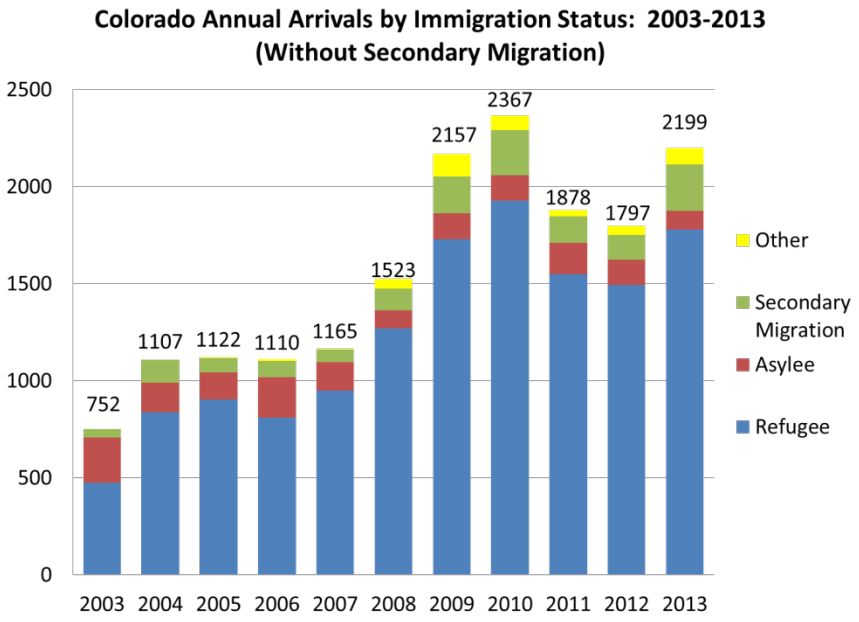
Services for TANF-Eligible Refugees	Obligated
Provision of case management and employment services, and associated administrative costs, by the three Colorado non-profit refugee resettlement agencies (called voluntary agencies): African Community Center, Ecumenical Refugee and Immigration Services, Lutheran Family Services Rocky Mountains	**$1,229,348**
Provision of vocationally focused English as a second language	**$667,526**

Provision of job readiness and community work experience programs	**$395,751**
Provision of employer driven employment training programs	**$64,264**
Provision of state supervision, program management, and data entry by the Colorado Refugee Services Program	**$348,445**
	$2,705,334

16. Please describe the demographic trends in the refugee community in Colorado over the past ten years.

The following graphs represent various demographic trends in the refugee community in Colorado over the last ten years, or as data that is available. The "Secondary Migration" that is referenced in the graphs refers to individuals who were admitted to the United States and were initially resettled in a certain year in another state, then moved to Colorado for a variety of reasons (usually employment opportunities or family reunification). Refugees are eligible for benefits through the Colorado Refugee Services Program (CRSP) funded by the federal Office of Refugee Resettlement for only five years from the date of their admission. Some of CRSP's data (country of origin) is tied to eligibility determination, and is updated to reflect the year of admission for secondary migrants in order to ensure that Colorado does not exceed the eligibility period for its benefits.




Colorado Annual Arrivals by Immigration Status: 2003-2013
(Without Secondary Migration)
2500
2000
1500
1000
500
0
752
1107
1122
1110
1165
1523
2157
2367
1878
1797
2199
2003
2004
2005
2006
2007
2008
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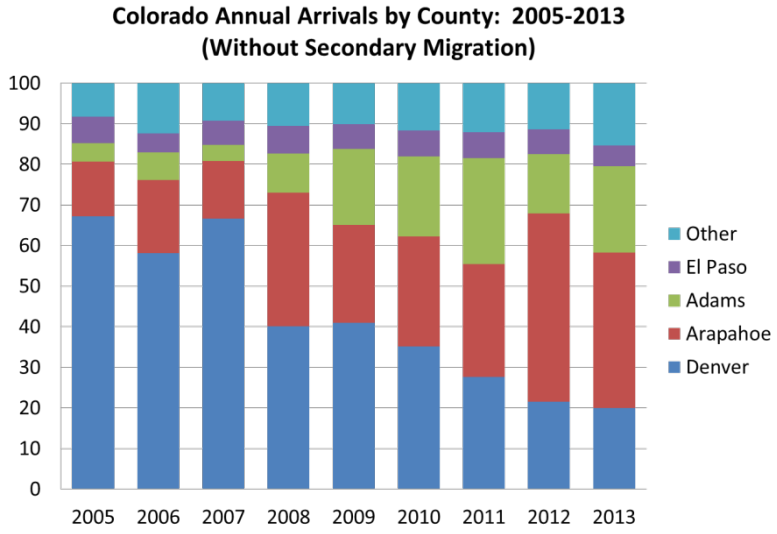
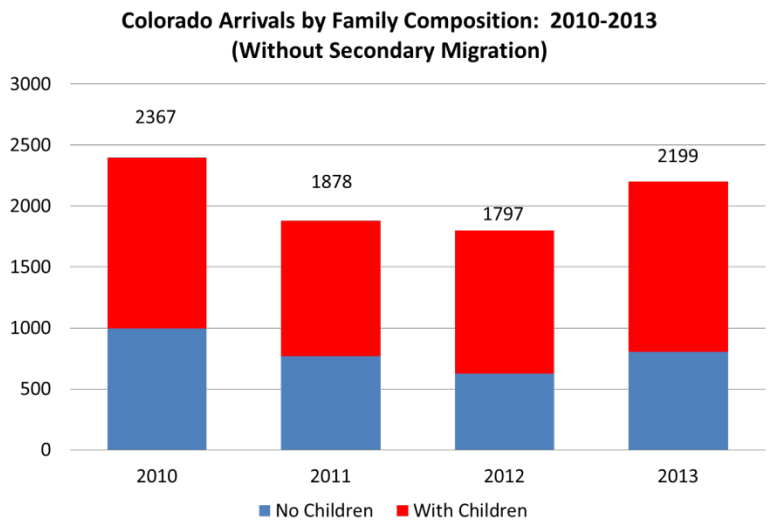
2011
2012
2013
Other
Secondary Migration
Asylee
Refugee


Colorado Annual Arrivals by County: 2005-2013
(Without Secondary Migration)
100
90
80
70
60
50
40
30
20
10
0
2005
2006
2007
2008
2009
2010
2011
2012
2013
Other
El Paso
Adams
Arapahoe
Denver



Old Age Pension Program

17. Please describe the caseload and appropriation projections beyond FY 2014-15.

The total OAP caseload in July 2012 was 22,836. It increased steadily (about 0.32% per month) to 23,707 in June 2013. Caseload is anticipated to decrease based on implementation of the last piece of HB 10-1384 and increase because of changing demographics. From 2010-2012, the population of individuals over age 60 increased almost 10%. The 5% annual increase projected below takes into account the caseload reduction due to HB 10-1384 and the steady caseload growth due to shifting demographics. (HB 10-1384 changes relative sponsor income and resources deeming for non-citizen applicants and recipients.)

OAP Caseload and Appropriation Projections				
	FY 12-13	FY 13-14*	FY 14-15*	FY 15-16*
Caseload	**23,324**	**23,209**	**24,369**	**25,588**
Expenditures	**$90,031,863**	**$91,070,800**	**$95,624,340**	**$100,405,557**
***Projected**				

18. Please explain the States' maintenance of effort requirement (MOE) for the Old Age Pension program.

Colorado's Maintenance of Effort agreement with the Social Security Administration (SSA) requires a certain minimum level of basic needs spending on Supplemental Security Income (SSI) recipients as a condition of receiving Colorado's full amount of Federal Financial Participation (FFP) for Medicaid. This is on a calendar year schedule. There is no MOE for the Old Age Pension program specifically, but eligible OAP expenditures are counted towards the SSA MOE obligation. Spending in other areas also qualifies; see below for recent actual amounts by program.

Program	CY 2012	CY 2013*
Old Age Pension (OAP)	$9,020,704	$10,527,070
Aid to the Needy Disabled/SSI-Colorado Supplement (AND/CS)	$4,484,010	$3,498,624
Aid to the Blind /Colorado Supplement (AB/SSI-CS)	$6,168	$3,742
Home Care Allowance (HCA)	$7,320,107	$7,205,994
HCA-SP	$919,228	$1,009,170
Adult Foster Care (AFC)	$64,442	$54,974
Personal Needs Allowance	$140,024	$126,312
Refunds/Expungements	($323,112)	($265,522)
Property/Rent Tax Rebate (PTR)	$3,753,365	$3,603,976
Heat Rebate	$1,257,608	$1,169,391
TOTAL	$26,642,544	$26,933,731
MOE Threshold	27,354,135	27,354,135
MOE Deficit	($711,591)	($420,404)
Cumulative Deficit		($1,131,995)
*Calendar Year 2013 Figures are projected.		

The Department is developing strategies to meet the MOE requirement in the next calendar year.

Aid to the Needy Disabled / Home Care Allowance

19. As it relates to Long Bill Footnote #34, could the moneys transferred from Home Care Allowance to the Home Care Allowance Grant Program be used to assist in decoupling the Home Care Allowance program and the Medicaid Home- and Community-based Services (HCBS) program?

The Home Care Allowance program is for services to keep individuals in their home and is not related to the Personal Needs Allowance (PNA) that nursing home residents receive. However, the footnote allows funds to be transferred between Home Care Allowance and the Home Care Allowance Grant Program. A FY 2012-13 Supplemental

requested $287,070 be transferred from the grant to the main program for that year and beyond in order to allow flexibility to cover all enrollees' benefits. It also requested a change to the footnote such that funds could be transferred either direction.

20. Please explain the States' maintenance of effort requirement (MOE) for the Aid to the Needy Disabled program.

    There is no MOE for the Aid to the Needy Disabled (AND) program, but AND-Colorado Supplement (AND-CS) expenditures are counted towards the SSA MOE obligation since they are payments made to SSI recipients for their basic needs. See table shown for Question 18.

<u>ReHire Colorado Program</u>

21. Please describe the amount of the Department's current appropriation for FY 2013-14 ($2.4 million General Fund) that is estimated to be expended within this fiscal year. Will any of this year's appropriation revert at the end of the year?

    The current appropriation is for 2.0 FTE to administer the program, Local Agency Contractors to administer the transitional jobs program, and transitional employee subsidies. The contractor agencies were recently identified through the RFP process and are ready to implement the program in January 2014. It is anticipated the entire $2.4 million appropriation will be expended by June 30, 2014. This is feasible because the majority of costs are paid directly to workers, and because selected contractors have the existing capacity to start the program quickly. However, in the event that not all funds are expended, the Department would like to request roll forward authority to allow unexpended funds to be carried forward to FY 2014-15.

	FY 2013-14	FY 2014-15 (through 12/31/14)
Appropriation	**$2,400,000**	**$1,200,000**
Anticipated Participants	**364**	**182**

22. What is the cost per job for the ReHire Colorado program?

    Contractors project serving a minimum of 546 participants by 12/31/14. This equates to an overall per participant cost of $6,593. Approximately $5,000 of this amount goes to the participant as wages (about 75%) with the balance of funds for supportive services, case management, and administrative costs.

3:30-4:30 DIVISION OF YOUTH CORRECTIONS

General Items

23. Why is the Division's caseload still decreasing while the Department of Corrections caseload is increasing?

While the Department is not able to speak to the factors that impact the number of adults in the Department of Corrections, the decrease in the Division's caseload is a result of the decrease in the number of youth committed to the Department's custody. Nationally, the number of youth entering the juvenile justice system has been on the decline for the past several years. In Colorado, the number of juvenile arrests, new juvenile court filings, new probation intakes, the use of secure detention and new commitments have all decreased over the past several fiscal years.

No conclusive cause and effect relationship has yet been identified that would explain the decrease in the number of youth committed to the Department. There are several factors that may in isolation or in combination with one another, be correlated with the decrease in juvenile commitments. These include:

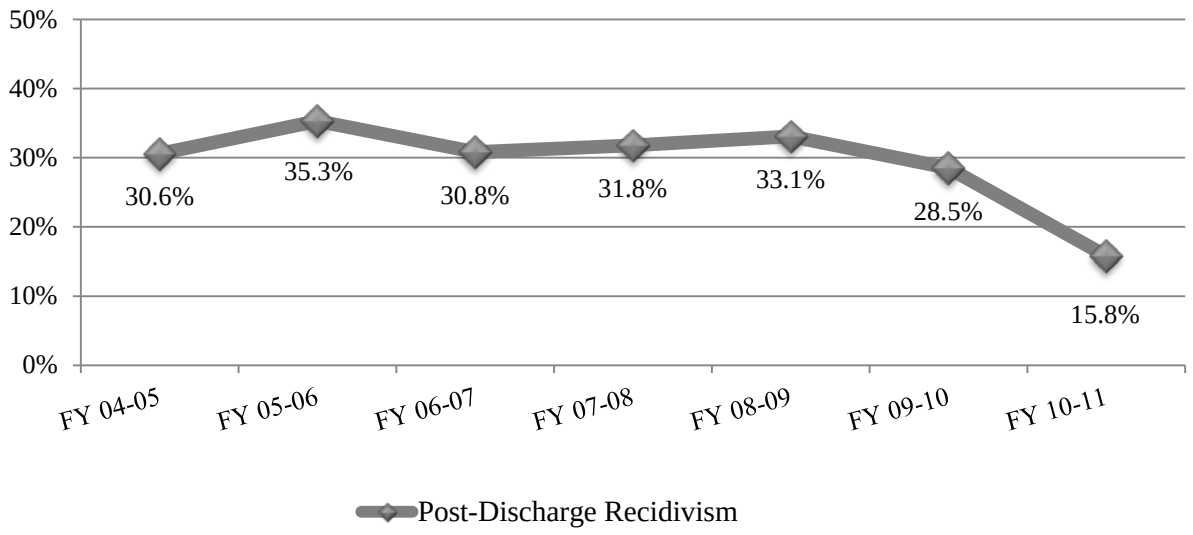
- **Community initiatives such as Senate Bill 91-94 services designed to provide up front treatment and intervention services.**
- **Community partnerships such as House Bill 1451 collaborative partnerships designed to impact youth in multiple systems (probation, human services and mental health).**

Recent decreases in post-discharge recidivism rates have also resulted in fewer commitments and re-commitments to the Department.

24. How has the rate of recidivism changed over the past several years?

The table below demonstrates the rate of post-discharge recidivism from FY 2003-04 to FY 2010-11. The rate of post-discharge recidivism remained stable during the early 2000's in the 31% to 33% range until the FY 2009-10 discharge cohort, whose recidivism rate dropped from 33.1% to 28.5%, and the FY 2010-11 discharge cohort's dropped to 15.8%. Please note that post-discharge recidivism is a lag measure that requires more than a full year following a youth's discharge from the DYC system to identify any new adjudications or convictions that may have occurred. Thus, the latest complete data is for FY 2010-11 discharges, and the Department is currently finalizing a new study of FY 2011-12 discharges.

Post-Discharge Recidivism Rates FY 2004-05 through FY 2010-11



25. Please describe the eligibility of youth for Medicaid services throughout the detention and commitment continuum.

    Medicaid eligibility for youth in the DYC system is dependent upon the family and/or youth's financial status. When eligible youth are in detention, Medicaid does not suspend and continues uninterrupted. Youth who are committed and in a State-operated secure facility are not Medicaid eligible. Youth who are committed and in a community placement are Medicaid eligible.

    Undocumented youth are not Medicaid eligible; thus, the cost of their medical care is solely the responsibility of DYC.

    While on parole in the community, some services are paid through Medicaid, dependent upon the family/youth's eligibility. However, some services provided by DYC are typically not Medicaid eligible services (e.g., Functional Family Therapy, Multi-systemic Therapy).

Trauma Informed Care

26. Please describe the population of youth requiring trauma informed care. How many youth do you anticipate needing these services?

    Based on the data currently available in Trails, 71%-74% of youth committed to the custody of the Department have experienced the following types of trauma: sexual

abuse, neglect, physical abuse, verbal abuse, and/or a history of a suicide attempt. The Department believes this is an underestimate and better data will be available as a result of improved trauma-informed assessments that are part of the budget request for a comprehensive trauma-informed environment.

Based on limited data, among new commitments for FY 2012-13, 35.7% had at least one brain injury indicator, and approximately 5% of youth experienced medical trauma.

Increasing Educational Opportunities for Committed Youth

27. Please describe the placement tests used by the Division to assess a youth's level of preparation for participating in various educational and workforce development opportunities.

    The Department currently utilizes two methods to determine when youth who have earned their diploma or GED demonstrate readiness for participating in post-secondary/vocational opportunities. Work Keys is a national standardized assessment of proficiency in reading and math as they relate to the skills required in specific professions. The Department also uses Key Train to assist youth to improve skills in areas where they are deficient to prepare them for career/vocational opportunities.

    For youth who wish to apply to a community college, the Colorado Community College System requires the Accuplacer assessment, which is not currently available in DYC State-operated facilities. The Accuplacer is a series of tests that determine a youth's knowledge in math, reading, and writing as they prepare to enroll in college level courses. As an element of the Department's decision item, Accuplacer testing will be a part of any agreement that is established with the State's community colleges.

28. What is the Division's current educational capacity for committed youth? How does this funding request enhance or change the current capacity?

    Given the wide range of educational levels of youth entering the commitment system, the Department must provide educational services that range from second grade reading level to post-secondary opportunities. Within this context, the Department is able to serve 100% of youth who are working toward completion of their high school diploma or GED (secondary education). The Department does not however, have full capacity to provide meaningful post-secondary or career tech opportunities for youth who have completed high school or have earned a GED. As an example, the Department estimates that more than 25% of all youth in State-operated facilities are post-secondary; yet, the Department only has capacity to serve less than one-half of these post-secondary youth in programs that offer either a certificate through the Colorado Community College System, or licensure through the Colorado Department of Regulatory Agencies.

    The requested funding will fill the gap of providing educational opportunities for

underserved post-secondary youth, and will also enable the Department to offer opportunities for youth who are still in secondary education with enhanced vocational programming in a manner similar to a public high school. Finally, the request would also allow the Department to develop and support an educational technology infrastructure that is required to provide these opportunities, as well as to achieve standardization in curricula.

29. Does this funding request assist committed youth in obtaining GEDs in an environment where the test is completed online?

    The Department has ensured that DYC State-operated commitment facilities are certified as official test sites, which will allow youth to take the new online GED test. However, State-operated facilities do not currently have the educational technology infrastructure needed to allow committed youth to practice the test in the new online format.

    The funding request includes educational technology infrastructure improvements that will provide committed youth with the ability to practice the test in preparation for the actual exam. GED testing centers require sophisticated security systems and DYC needs the enhanced technology infrastructure, service, and increased security level to assure testing will continue uninterrupted and meet all future changes to technology requirements as mandated by GED Testing Service.

30. Does the Division use courses available from the Kahn Academy?

    The Division's current educational technology infrastructure in State-operated facilities does not permit access to on-line tutoring resources such as the Khan Academy. An important purpose of this funding request is to provide the necessary software, hardware and support infrastructure to access resources such as Khan Academy.

    Tools such as Khan Academy and other quality education websites can be particularly useful for the DYC system because they allow individualized instruction tailored to the students' learning needs.

31. Has the Division considered partnering with online educational providers, such as the Hope Online Learning Academy, to deliver programming to committed youth?

    The Department has not been able to access educational resources such as the Hope Online Learning Academy for a couple of reasons:

    1. **The Division's educational technology infrastructure is not adequate to support the level of security required to safely utilize online learning programs with the population in DYC facilities.**

2. **In Colorado, the Hope Online Learning Academy is a charter school funded through the School Finance Act. Thus, there would be an additional cost to the Department to access these services because Hope Online would not be able to draw down Per Pupil Revenue (PPR) for youth who are in State-operated facilities.**

32. Does the Division currently view its educational offerings for committed youth as meeting the standard for comprehensive and uniform education? Who is responsible for ensuring that committed youth receive the education they deserve? Are there improvements that the Division would like to see in terms of the provision of education across the detention and commitment continuum?

Although the Division of Youth Corrections education program is not its own separate school district, there are the same expectations placed on the Division's education programs that are placed upon the State's 176 public school districts. Educational offerings in State-operated commitment facilities meet the standards for comprehensive and uniform education because they comply with all Colorado Department of Education (CDE) guidelines and standards and are evaluated by CDE in the same manner as the guidelines that CDE provides to public school districts.

The local school district in which each detention center is located is responsible for ensuring comprehensive education programming for all detained youth. The Department is responsible for ensuring comprehensive educational programming for committed youth in secure State-operated facilities.

For committed youth in private residential programs with on-grounds licensed schools, the residential program is responsible for ensuring comprehensive education programming. For private contract residential programs that do not have on-grounds schools, school districts in which the facilities are located have the responsibility for educating youth in the program.

One of the improvements the Department would like to see is greater consistency between detention and commitment education services. Each district in which a detention center is located has a different framework and philosophy to educational programming, which results in inconsistencies in education services from one detention center to another.

33. Please describe how it is envisioned that parole conditions could include educational requirements.

Every youth on parole has an individualized parole plan. Each plan includes expectations for completion or continuation of educational programming while on parole. For example, youth continue to participate in GED preparation classes; may

attend public school; or may attend community college. Each individualized parole plan is approved by the Juvenile Parole Board and becomes part of the conditions of parole. Failure on the part of the youth to comply with the conditions of parole could result in revocation of parole by the Parole Board.

Additionally, youth are connected to support networks upon parole. These may include Workforce Center services and Workforce Investment Act funds, community college/vocational program advising, and transition support. DYC Parole Officers provide support to youth who are applying for college by assisting with completion of the Free Application for Federal Student Aid (FAFSA).

34. How do privately run facilities, such as Ridgeview, provide educational courses and the needed technology infrastructure (e.g. computers, network equipment, etc.)? Would it be beneficial for the Division to contract with an educational provider, such as Rite of Passage, to implement a complete educational solution (course offerings and technology infrastructure) rather than installing State-owned assets (e.g. computers, network equipment, etc.)?

    The Ridge View program is unique in that the State owns the facility as well as a majority of the equipment (as a charter school, some equipment is purchased and owned by Denver Public Schools), while a private entity operates the program under a contract with the State. Additionally, the State provided the initial investment to establish Ridge View's educational and vocational infrastructure, whereas privately owned and operated residential facilities must invest their own funds to establish any educational and vocational infrastructure. The Ridge View Youth Services Center education program operates as a Denver Public Schools (DPS) charter and pays for its technology courses and technology infrastructure through Per Pupil Revenue (PPR) funds provided by DPS. Other private residential programs with facility-based schools receive PPR for youth placed by the Department, and thus provide educational services as well as develop their infrastructure based upon these resources.

    The Department does not believe that it would be more cost effective or beneficial for a private contractor to implement a complete educational solution across all State-operated facilities. As described in the Department's budget request, it is more cost effective to leverage existing OIT resources that are already deployed throughout the State, versus a private entity having to create and maintain a completely separate educational technology network. Furthermore, each State-operated facility has unique physical plant characteristics and serves unique populations; thus, a one-size fits all approach may not be the most effective at educating a very diverse population with a wide range of educational needs.

35. How would this investment assist the Division in meeting its goals of increasing the number of youth discharged who have earned either a diploma or GED youth or who are enrolled in full- or part-time programming at discharge?

The Department has experienced a high success rate in assisting youth to achieve their GED or high school diploma, however, the Department lacks resources to provide needed post-secondary and vocational opportunities for youth who could move to the next level of educational achievement. Given that the Department's jurisdiction over committed youth extends to a youth's 21st birthday, it is critical to provide ongoing educational opportunities to prepare youth for the workforce.

The investment in vocational and career tech programming, as well as educational technology infrastructure, will assist youth to obtain and maintain full or part time programs by providing them with certifications that will increase their ability to secure meaningful employment. In addition, youth will be able to continue their education through online courses that, at the time of discharge, will count toward full or part time programs.

36. Please describe the academic achievement gap between committed youth and non-committed youth.

Nineteen percent of newly committed youth are assessed as achieving below the fifth grade in reading and math skills, and are at least five grades behind when compared to national norms. An additional 15% to 20% of the committed population is one to four grades behind in their academic skills. In addition, just over 40% of committed youth are assessed as requiring Special Education services, versus 10.5% of youth in public schools.

<u>Enhancing Parole Services for Youth</u>

37. How will the Division determine who is provided services and who does not if there are not enough funds to cover the whole need? Why not request funding to serve all of the anticipated 108 youth who need services?

In an environment of limited resources, the request to provide services to roughly one-half of the identified youth will make a significant difference.

Through the Division's extensive assessment process, the youth with the most severe combination of treatment needs will be targeted to receive enhanced parole services. This includes assessment of mental health, substance abuse, and risk to reoffend.

38. Please describe how does this funding request interacts with the trauma informed care funding request.

Utilizing a comprehensive, focused approach to providing transition and parole services to the most complex committed youth represents an extension of a trauma informed residential environment. Therefore, the Department's goal is to connect the youth's

treatment in a residential trauma informed environment with an individualized parole services program that is based upon the same principles. These services are characterized by responsiveness to individualized youth treatment need and reflect an understanding of how trauma has impacted a youth.

The Department's experience is that youth with complex treatment needs require a high concentration of time and services in order to be successful on parole and to prepare them for long term success once the parole period has ended; thus, a trauma-informed care environment will impact the entire continuum within DYC including increased accuracy in the identification of needs by the multi-disciplinary teams while youth are on parole.

39. The FY 2011-12 and FY 2012-13 appropriations for parole services were equal, yet the number average daily population of youth parolees decreased from FY 2011-12 to FY 2012-13. What did the Division do with the additional funds?

As the population of youth committed to the Department has continued to grow in complexity, the services required to successfully transition youth and maintain them safely and successfully in the community have become more intense. Youth who are committed to the Department have extensive histories of abuse, trauma, substance abuse, and very complicated mental health treatment needs. Often these youth have very limited support from family and friends when they transition back to the community; thus, the Department must provide more intensive services, for longer periods of time.

The Department's approach to transitioning committed youth from residential facilities to parole is rooted in evidence-based principles and best practice. Evidence-based principles regarding transitioning juvenile offenders to parole include "backing-in" non-residential services months prior to a youth's transition from a residential placement to parole status in the community. This approach has not been available for all youth in previous years because of limited resources. However, as the commitment and parole average daily populations have decreased over the last couple of years, the Department has taken the opportunity to address the growing transition needs of committed youth by increasing the number of services and the length of time such services are employed. In essence, these services are provided to youth who are still in residential placement and preparing for transition to parole (pre-parole), as well as provided to youth who are on parole status. Examples of these non-residential services include mentoring, employment/vocational coaching, therapy with providers who will remain with the youth onto parole status, and various forms of specialized family therapy.

To illustrate the above, in FY 2011-12, 8.7% of Parole Program Services funds were utilized on pre-parole services for youth who were still in a residential placement, while in FY 2012-13, the amount spent on pre-parole services increased to 26.4%. The Department anticipates this percentage to continue to increase in the current fiscal year.

In addition to the complexity of committed youths' treatment needs, the average age of youth at discharge has continued to increase to well over 18 years of age. The Department has experienced an increase in the number of youth who require housing assistance and stabilization while serving parole. In FY 2012-13, expenditures for direct care (housing assistance, transportation, food, etc.) grew from approximately $174,000 to $309,000, a 50% increase over FY 2011-12. Thus far, in FY 2013-14, expenditures for these services are anticipated to increase over FY 2012-13 expenditure levels.

Increasing Parole Apprehension Services for Youth

40. Is it new for Division to contract with providers of apprehension services? If it is a new practice, why was this change made?

The Department has been contracting for limited apprehension services since FY 2009-10. This contract has been with a provider to apprehend only the highest risk youth who have escaped or absconded in the Central and Northeast regions of the State.

The Department's request will expand those services to all four regions of the State, and will increase the Department's capacity to refer every youth who escapes/walks away from a residential placement, or who absconds from parole supervision to the apprehension contractor.

The goal of an apprehension program is to decrease the amount of time youth spend on escape/absconsion status and thereby decreasing the risk to the community as well as the time the youth is at risk of victimization. The following table demonstrates the difference in time spent on escape/absconsion status between the two DYC regions with apprehension services (Central and Northeast) and those two regions currently without services (Southern and Western).

Regions *WITH* Limited Apprehension Services	**Youth Length of Stay on Escape/Walkaway**
Central Region	26.0 Days
Northeast Region	29.0 Days
Regions *WITHOUT* Apprehension Services	**Youth Length of Stay on Escape/Walkaway**
Southern Region	34.6 Days
Western Region	56.4 Days

41. What factors contribute to monthly variations in escapes/walkaways/absconsions (e.g. weather)?

There are a variety of reasons committed youth escape/walkaway from residential placement. The most critical aspect of this phenomenon lies in the history of the youth.

More than 70% of newly committed youth have significant histories of prior run incidents. In addition, escapes and absconsions may have more to do with a youth's needs and their instability versus other factors such as weather.

In an effort to develop strategies designed to reduce escapes and walkaways, the Department has created a Division of Youth Corrections Provider Workgroup. Priorities for the group include analyzing trends in walkaways, and developing a comprehensive set of strategies designed to address the role of youth, parents and the program in decreasing walkaways.

42. Are youth who escape/walkaway/abscond more likely to commit later offenses?

Yes, in the last five years, the Department has found a higher incidence of post-discharge recidivism for youth who have escaped/walked-away as compared to youth who had no record of escapes or walkaways. For example, in the FY 2011-12 discharge cohort, youth with one or more escapes/walkaways had a 17.1% rate of recidivism as compared to youth with no escape/walkaway had a 14.6% rate of recidivism.

43. Are there varying levels of escapes/walkaways/absconsions in terms of severity?

The Department believes that anytime a youth escapes from a secure setting, walks away from a private program, or absconds from parole supervision represents a serious issue. When these incidents occur, there are concerns regarding community safety, as well as the safety of the youth who has left the facility without permission. However, in terms of categories of these occurrences, the Department tracks these in the following manner:

- **The smallest group is youth who <u>escape</u> from a State-operated secure program. Most often these are occasions when youth escape from off-site activities. For example, youth in secure programs who are close to their parole date are often engaged in the community for home passes, school, work or restorative justice activities and fail to return to the facility. These situations represent the large majority of situations classified as "escape."**
- **The largest group is comprised of youth who <u>"walkaway"</u> from non-secure community based residential programs. The Department contracts with a continuum of community programs from those classified as staff-secure to open, supervised apartment programs.**
- **The final group is youth who <u>abscond</u> from parole supervision. Youth who have absconded are for the most part youth whose whereabouts are unknown for an extended period of time.**

44. Do escapes/walkaways/absconsions count as recidivism in the Division's statistics?

Walkaways or escapes only count as recidivism when an actual charge is filed by the

district attorney and a youth is either convicted or adjudicated for that offense. The act of absconding from parole does not count toward recidivism, but is rather viewed as a technical violation of the conditions of parole, and may result in a youth's parole being revoked by the Juvenile Parole Board.

45. Are youth who escape/walkaway/abscond committing a crime just through that act? And if so, does local law enforcement respond immediately to apprehend them?

Youth who escape or walkaway from a State-operated or community program may be charged with a criminal offense for the act of leaving the program without permission. The decision to file a formal charge of escape is reserved for the district attorney in the jurisdiction where the escape/walkaway occurred. Absconsion from parole is not a criminal offense, but rather a technical violation of the conditions of parole.

Section 19-2-404 (3) C.R.S. (2013) requires the Department to notify the court and local law enforcement immediately after discovering a youth has "run away." In addition, a pick-up order is issued through the Colorado Crime Information Center/National Crime Information Center (CCIC/NCIC).

Local law enforcement agencies do not routinely pursue youth who escape/walkaway from Department facilities or community residential programs. However, if the Client Manager/Juvenile Parole Officer knows the location of a youth, he or she will notify local law enforcement for assistance in returning the youth to custody.

46. Are local law enforcement officials notified as soon as youth escape/walkaway/abscond?

The Department notifies local law enforcement as soon as a youth is discovered to have escaped from a secure State-operated facility or walked-away from a private residential program. While the Department does not notify local law enforcement when a youth absconds from parole, the Department does issue a pick-up order through the CCIC/NCIC system.

ADDENDUM: OTHER QUESTIONS FOR WHICH SOLELY WRITTEN RESPONSES ARE REQUESTED

1. Provide a list of any legislation that the Department has: (a) not implemented or (b) partially implemented. Explain why the Department has not implement or has partially implemented the legislation on this list.

The Department implemented HB 12-1226 concerning a Surcharge on Persons Convicted of Crimes against At-Risk Persons through a contract with Easter Seals in October 2013. Easter Seals issued a request for proposal and selected twelve vendors to distribute respite grants to agencies for respite services for caregivers. In FY2012-13

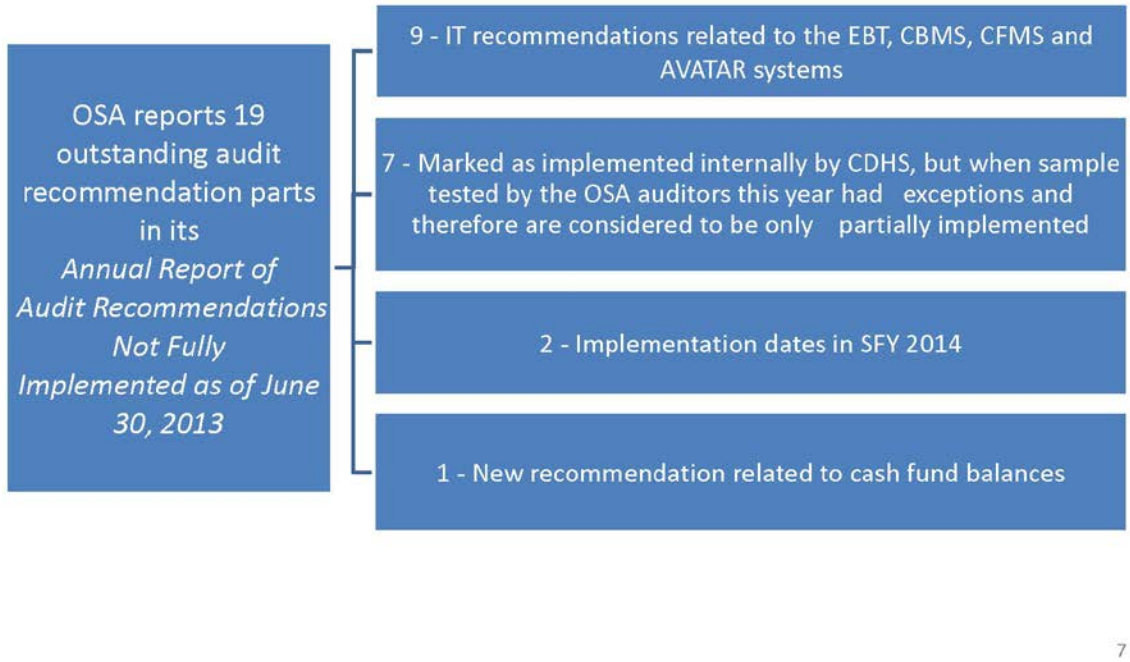
there were not adequate funds collected in the surcharge fund to distribute which caused the delay in implementation.

2. Does Department have any outstanding high priority recommendations as identified in the "Annual Report of Audit Recommendations Not Fully Implemented" that was published by the State Auditor's Office on June 30, 2013? What is the department doing to resolve the outstanding high priority recommendations?
http://www.leg.state.co.us/OSA/coauditor1.nsf/All/D36AE0269626A00B87257BF30051FF84/$FILE/1337S%20Annual%20Rec%20Database%20as%20of%2006302013.pdf

   There were two material weakness findings cited in the Office of the State Auditor's Annual Report of Audit Recommendations Not Fully Implemented as of 6/30/13. The Department is focusing on these as high priority recommendations to implement.

   The first material weakness relates to Colorado Works eligibility and case file documentation problems. The Colorado Works Program adopted a simplified reporting method through rule rewrite effective July 2013 to simplify and align with other assistance programs; this will increase efficiency and accuracy by eliminating activity around monthly reporting requirements. The Program requested changes to CBMS in December 2012 (with a planned implementation date of December 2013) to improve Income and Eligibility Verification System (IEVS) reporting functionality. The Program will update rules and agency letters to reflect the revised standard for automated interfaces for verification. The Program revised the monitoring of county departments including training for state staff, and plans to also revise the new (county) worker training curriculum by February 2014.

   The second material weakness has to do with Vocational Rehabilitation, for errors associated with eligibility, case management, and file documentation. As a result of this prior year audit finding, the Department requested a comprehensive audit from the Office of the State Auditor (OSA) and those findings will be released December 10, 2013. The Department has reorganized its management structure in Vocational Rehabilitation, relocated the program to the Office of Long Term Care, and has a comprehensive plan to address the findings in the soon to be released audit, which should effectively address the prior year audit recommendation as well.



3. Does the department pay annual licensing fees for its state professional employees? If so, what professional employees does the department have and from what funding source(s) does the department pay the licensing fees? If the department has professions that are required to pay licensing fees and the department does not pay the fees, are the individual professional employees responsible for paying the associated licensing fees?

   The Department pays for the Certified Public Accountant (CPA) licensing fee for the Controller and the Audit Division Director every two years (General Fund). The Department also pays for the annual licensing fee for a Nursing Home Administrator at the Grand Junction and Wheat Ridge Regional Centers and the State Veterans Nursing Homes (SVNHs) since a licensed administrator is required at Intermediate Care Facilities for Individuals with Intellectual Disabilities (Medicaid). The annual licensing fee is also paid for the Director of Nursing at the SVNHs.

   The licensing fee for other professionals including but not limited to Registered Nurses (RN), Licensed Practical Nurses (LPN), Certified Nursing Assistants (CNA), Minimum Data Set (MDS) Coordinators, Counselors, Dietitians, Nurse Practitioners, Pharmacists, Physicians, Physician Assistants, Psychiatric Mental Health Nurse Practitioners, Psychologists, Pathologist, Social Workers, Dentists, Teachers and Therapists are paid

by the employee.

4. Does the department provide continuing education, or funds for continuing education, for professionals within the department? If so, which professions does the department provide continuing education for and how much does the department spend on that? If the department has professions that require continuing education and the department does not pay for continuing education, does the employee have to pay the associated costs?

   Continuing education required for professional licensing is paid for by the employee. Administrative leave to attend continuing education classes is at the discretion of the appointing authority and is typically approved.

   The Department pays for job related continuing education classes provided by the Statewide Training and Development Center (STADC). The STADC offers group discounts and training waivers for employees in order to minimize the cost. Classes include employee and team development; online training for accounting and finance professionals; project management training; supervisory and leadership training; technical training in Microsoft Office and Microsoft Project; specialized training, for example, State Lean Process Improvement, and webinars.

   Continuing professional education expenses for Certified Public Accountants and procurement specialists totaled $300 and $1,158 respectively in FY 2012-13.

   The Colorado Mental Health Institute at Pueblo paid $7,500 in honorariums to outside professionals in FY 2012-13 for Continuing Medical Education (CME) seminars for medical professionals including physicians, nurses, pharmacists, social workers, psychologists, therapists and physician assistants.

   Other no cost CME opportunities were also available on the internet websites and DVDs.

5. During the hiring process, how often does the number one choice pick candidate turn down a job offer from the department because the starting salary that is offered is not high enough?

   The Department does not track the number of candidates who did not accept a job offer due to starting salary as it is not a standard Human Resources metric.

6. What is the turnover rate for staff in the department?

   The Department turnover rate in FY 2012-13 was 11.8% for permanent, classified employees based on the Workforce Report data base.