COLORADO GENERAL ASSEMBLY JOINT BUDGET COMMITTEE



SUPPLEMENTAL REQUESTS FOR FY 2014-15

DEPARTMENT OF HUMAN SERVICES

(Office of Information Technology Services, Office of Operations, Office of Self Sufficiency, Adult Assistance Programs, and the Division of Youth Corrections)

JBC Working Document - Subject to Change Staff Recommendation Does Not Represent Committee Decision

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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, such as assistance payments, child welfare services, mental health and alcohol and drug treatment programs, services for people with disabilities, and programs for the aging. It supervises programs that are administered at the local level by counties and other agencies and directly operates two mental health institutes, three regional centers for people with developmental disabilities, and ten institutions for juvenile delinquents. The recommendations contained in this document focus on five of the Department's divisions: the Office of Information Technology Services, Office of Operations, Office of Self Sufficiency, Adult Assistance Programs, and Division of Youth Corrections.

Summary: FY 2014-15 Appropriation and Recommendation

Office of Information Technology Services, Office of Operations, Office of Self Sufficiency,								
Adult Assistance Programs, and Division of Youth Corrections:								
	Recommend Total Funds	ed Changes f General Fund	or FY 2014-1 Cash Funds	15 Reappropriated Funds	Federal Funds	FTE		
FY 2014-15 Appropriation								
HB 14-1336 (Long Bill)	\$709,417,928	\$220,284,221	\$138,180,423	\$31,397,299	\$319,555,985	1,646.		
Other legislation	5,288,550	1,679,652	2,254,717	<u>52,912</u>	1,301,269	<u>1.0</u>		
Current FY 2014-15 Appropriation	\$714,706,478	\$221,963,873	\$140,435,140	\$31,450,211	\$320,857,254	1,647.3		
Recommended Changes								
Current FY 2014-15 Appropriation	\$714,706,478	221,963,873	\$140,435,140	\$31,450,211	\$320,857,254	1,647.		
S3 Improving Food Assistance	100,000	50,000	0	0	50,000	0.0		
S4 DYC Staffing Enhancements	(1,551,307)	(1,431,074)	0	(92,581)	(27,652)	0.0		
S5 OCYF Medical Oversight	231,848	176,398	0	55,450	0	0.		
S6 OAP COLA	788,073	0	788,073	0	0	0.0		
S7 DVP Spending Authority	0	0	0	0	0	0.0		
S8 APS State Administration	19,200	19,200	0	0	0	0.0		
HCFP S6 / DHS NP4 CBMS Funding Simplification	(16,611,497)	2,607,795	(1,148,754)	(17,247,165)	(823,373)	0.0		
TANF Reserve True-up (staff-initiated)	(8,053,904)	0	0	0	(8,053,904)	0.0		
NP1 Capitol Complex Leased Space Adjustment	0	0	0	0	0	0.0		
NP3 Fleet Vehicle Supplemental	0	0	0	0	0	0.0		
NP5 CORE Common Policy True-Up	29,018	4,772	(6,541)	0	30,787	0.0		
NP6 Cloud Migration	2,041,369	1,011,339	0	0	1,030,030	0.0		

Office of Information Technology Services, Office of Operations, Office of Self Sufficiency,									
Adult Assistance Programs, and Division of Youth Corrections:									
	Recommend	ed Changes f	or FY 2014-1	15					
Total General Cash Reappropriated Federal FTE Funds Funds Funds Funds									
NP7 COGMS	36,290	36,290	<u>0</u>	<u>0</u>	<u>0</u>	<u>0.0</u>			
Recommended FY 2014-15 Appropriation	\$691,735,568	\$224,438,593	\$140,067,918	\$14,165,915	\$313,063,142	1,648.0			
Recommended Increase/(Decrease)	(\$22,970,910)	\$2,474,720	(\$367,222)	(\$17,284,296)	(\$7,794,112)	0.7			
Percentage Change	(3.2%)	1.1%	(0.3%)	(55.0%)	(2.4%)	0.0%			
FY 2014-15 Executive Request	\$701,065,025	\$226,680,179	\$140,161,898	\$14,101,934	\$320,121,014	1,672.2			
Request Above/(Below) Recommendation	\$9,329,457	\$2,241,586	\$93,980	(\$63,981)	\$7,057,872	24.2			

Request/Recommendation Descriptions

S3 Improving SNAP Compliance in Colorado: The Department requests \$150,000 total funds, including \$75,000 General Fund, for FY 2014-15 to procure consulting services to evaluate the Supplemental Food Assistance Program (SNAP) and determine the source of the Program's error rate (over-payments and under-payments). Staff recommends rejecting the request as proposed, and, alternatively, providing an appropriation of \$100,000 total funds, including \$50,000 General Fund, for FY 2014-15 for this purpose.

S4 DYC Staffing Enhancements: The Division of Youth Corrections (DYC) requests the following adjustments:

- A reduction in appropriations for the purchase of contract placements by \$1,551,307 total funds, including \$1,480,143 net General Fund, for FY 2014-15 as the result of a drop in the average daily population of committed youth from the current appropriated projection of 784.5 to the December 2014 Legislative Council projection of 760.3. Staff recommends approving this component of the request; and
- An increase in appropriations to pay for Correctional, Youth, Security Officer, I and Correctional, Youth, Security Officer, III personnel hired in November and December 2014 by \$1,280,885 General Fund and 23.8 FTE to mitigate safety and security issues. Staff recommends rejecting this component of the request.

S5 Office of Children, Youth, and Families Medical Oversight: The Department seeks an increase of \$248,800 total funds, including \$216,837 net General Fund, and 0.7 FTE for FY 2014-15 to address medication management audit recommendations and to oversee the medical, behavioral health, and dental well-being of all children involved in child welfare and youth corrections systems. Staff recommends rejecting the request as proposed, and, alternatively, providing an appropriation of \$231,848 total funds, including \$199,885 net General Fund, and 0.7 FTE for FY 2014-15 for this purpose.

S6 Old Age Pension Cost of Living Adjustment: The Department requests, and staff recommends, an increase of \$788,073 cash funds for FY 2014-15 from the Old Age Pension (OAP) Fund to implement a 1.7 percent cost-of-living (COLA) increase for OAP recipients.

S7 DVP Spending Authority: The Department requests an increase of \$100,000 cash funds spending authority for FY 2014-15 and FY 2015-16 from the Colorado Domestic Abuse Program Fund to implement a data collection system for domestic violence services to identify client needs, measure client growth from the services provided, and identify any potential gaps that exist in the delivery of services to clients. Staff recommends rejecting this request.

S8 APS State Administration: The Department requests an increase of \$57,433 General Fund and 0.4 FTE for FY 2014-15 to provide additional oversight, technical assistance, training, and monitoring of county intake, screening, and investigation of adult protective services reports. Staff recommends rejecting the request as proposed, and, alternatively, providing an appropriation of \$19,200 General Fund for this purpose.

HCFP S6 / DHS SNP 4 CBMS Funding Simplification: The Departments of Health Care Policy and Financing and Human Services jointly request a restructuring of the Long Bill line items that contain appropriations for the Colorado Benefits Management System (CBMS). The request also includes a reduction of \$832,571 General Fund for FY 2014-15 as the result a rebalancing of existing appropriations using alternative funding sources. Finally, the request seeks roll-forward authority from FY 2014-15 to FY 2015-16 for unspent moneys in the budget for the second phase of the CBMS modernization project. Staff recommends the following:

- FY 2014-15 Long Bill Restructure Reject;
- FY 2014-15 Rebalance appropriations Approve;
- FY 2014-15 to FY 2015-16 Roll-forward authority for CBMS modernization Approve; and
- FY 2014-15 Transfer authority between CBMS line items Approve.

TANF Reserve True-up (staff-initiated): Staff recommends a decrease of \$8,053,904 informational federal funds representing county Temporary Assistance for Needy Families (TANF) reserves for FY 2014-15 to true-up the current appropriation with the up-to-date county reserve level. The appropriation has not been adjusted for the past two fiscal years, and this action does not constitute any policy change, and serves only to update information based on current data.

NP1 Capitol Complex Leased Space Adjustment: The Department requests a decrease of \$130,994 total funds for FY 2014-15 for an adjustment to the agency's share of expenses related to the maintenance of the Capitol Complex. This request item was rejected during the JBC staff supplemental presentation for the Department of Personnel on January 8, 2015. Staff requests permission to incorporate the Committee's action into the supplemental bill. Note, the dollar amounts in the table above represent the recent Committee action.

NP3 Fleet Vehicle Supplemental: The Department requests a reduction of \$123,231 total funds for FY 2014-15 for the midyear fleet adjustment. This request item was rejected during the JBC

staff supplemental presentation for the Department of Personnel on January 8, 2015. Staff requests permission to incorporate the Committee's action into the supplemental bill. Note, the dollar amounts in the table above represent the recent Committee action.

NP5 CORE Common Policy True-Up: The Department requests an increase of \$29,018 total funds for FY 2014-15 to true-up current appropriations across State agencies as determined by the transaction counts in COFRS from a recently completed fiscal year. This request item was approved during the JBC staff supplemental presentation for the Department of Personnel on January 8, 2015. Staff requests permission to incorporate the Committee's action into the supplemental bill. Note, the dollar amounts in the table above represent the approved appropriation change.

NP6 Cloud Migration: The Department requests an increase of \$2,041,369 General Fund for FY 2014-15 to pay the Governor's Office of Information Technology to continue the migration of applications, including the Colorado Benefits Management System (CBMS), Trails, and the Child Care Automated Tracking System (CHATS) to a hosted, cloud-based environment. This request item was approved during the JBC staff supplemental presentation for the Office of the Governor on January 6, 2015. Note, the dollar amount in the table above represents the approved appropriation increase, including the use of alternative funding sources to General Fund.

NP7 COGMS: The Department requests an increase of \$36,290 General Fund for FY 2014-15 to pay the Governor's Office of Information Technology to maintain and support the current version of the Colorado Grants Management System (COGMS). This request item was approved during the JBC staff supplemental presentation for the Office of the Governor on January 6, 2015. Note, the dollar amount in the table above represents the approved appropriation change.

Prioritized Supplemental Requests

SUPPLEMENTAL REQUEST, DEPARTMENT PRIORITY #3 IMPROVING SNAP COMPLIANCE IN COLORADO

	Request	Recommendation	
Total	<u>\$150,000</u>	<u>\$100,000</u>	
General Fund	75,000	50,000	
Federal Funds	75,000	50,000	

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria? [An emergency or act of God; a technical error in calculating the original appropriation; data that was not available when the original appropriation was made; or an unforeseen contingency.]	YES
JBC staff and the Department agree that this request is the result of data that was not available when the appropriation was made.	ne original

Department Request: The Department requests a one-time appropriation of \$150,000 total funds, including \$75,000 General Fund, for FY 2014-15 to procure consulting services to evaluate the Supplemental Food Assistance Program (SNAP) and determine the source of the Program's error rate (over-payments and under-payments).

Staff Recommendation: Staff recommends that the Committee approve a portion of the agency's funding request. Specifically, staff recommends an increase of \$100,000 total funds, including \$50,000 General Fund, for FY 2014-15 to hire a contractor to analyze and evaluate SNAP quality control functions. Staff recommends rejecting the agency's request for \$50,000 total funds, including \$25,000 General Fund, for FY 2014-15 to hire a contractor to study the State's current SNAP administrative structure and capacity to meet current demands.

Staff Analysis: SNAP, formerly known as the Food Stamp Program, offers nutrition assistance to eligible, low-income individuals and families. It is a federal aid program, administered by the U.S. Department of Agriculture, under the Food and Nutrition Service. In Colorado, federally-funded benefits are distributed by the Department of Human Services' Food and Energy Assistance unit under the State-supervised, county-administered model.

Households have to meet income tests unless all members are receiving Temporary Assistance for Needy Families (TANF) or Supplemental Security Income (SSI). Most households must meet both the gross and net income tests, but a household with an elderly person or a person who is receiving certain types of disability payments only has to meet the net income test. Households that have income over the following amounts cannot receive SNAP benefits.

Federal SNAP Income Eligibility Thresholds					
Household Size	Gross Monthly Income (130 percent of poverty)	Net Monthly Income (100 percent of poverty)			
1	\$1,265	\$973			
2	1,705	1,311			
3	2,144	1,650			
4	2,584	1,988			
5	3,024	2,326			
6	3,464	2,665			
7	3,904	3,003			
8	4,344	3,341			
Each additional person	440	339			

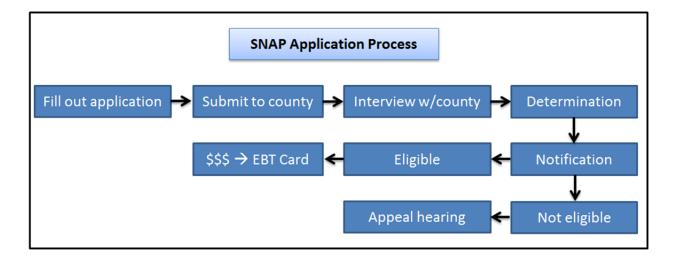
In FY 2013-14, approximately 230,000 households with 505,000 individuals received SNAP benefits in Colorado. The percentage of Colorado individuals receiving SNAP assistance has increased from 5.4 percent of the state's total population in 2004 to 9.5 percent of the state's total population in 2014.

The amount of benefits the household gets is called an allotment. The net monthly income of the household is multiplied by .3, and the result is subtracted from the maximum allotment for the household size to find the household's allotment. This calculation is performed because SNAP households are expected to spend about 30 percent of their resources on food.

Federal SNAP Maximum Benefits			
Household Size	Maximum Monthly Allotment		
1	\$194		
2	357		
3	511		
4	649		
5	771		
6	925		
7	1,022		
8	1,169		
Each additional person	146		

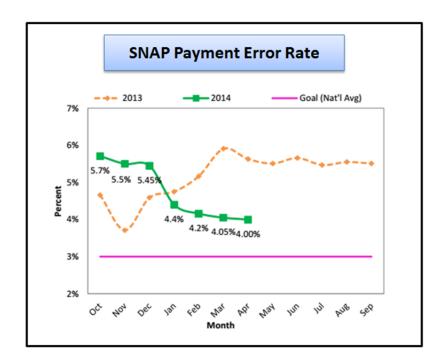
In FY 2013-14, approximately \$789.1 million federal funds were expended in Colorado for SNAP benefits. This represents an amount slightly above the five-year average of approximately \$771.3 million.

Members of a household can apply for SNAP benefits at online through the Colorado PEAK website or in person at county office. The application is then reviewed by a county agency to screen for eligibility status and benefit allotment level (assuming the individual or household is eligible). The following chart illustrates the process.

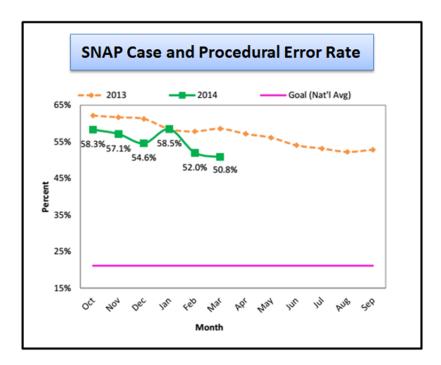


The Department's role in ensuring that Food Stamp payments made are appropriate and to eligible individuals is critical because the federal government can issue financial sanctions against a state in which the payment error rate exceeds the average error rate across all states for the same period. There are two primary types of errors that occur and are tracked: payment errors and case and procedural errors.

Payment errors are those in which an overpayment or underpayment is made to a benefit recipient. For federal fiscal year 2014, the State's payment error rate was 4.25 percent, while the national average was 3.26 percent (note, the agency set a goal of 3.0 percent). The Department indicates that it ranks 30th nationally in this category. The most recent data from the agency's CSTAT performance-based monitoring document shows the rate of payment errors decreasing from October 2013 through April 2014, while not yet meeting the national average.



Case and procedural errors are those in which an applicant or recipient is improperly denied, suspended, or terminated SNAP benefits. For federal fiscal year 2014, the State's Case and procedural error rate was 54.36 percent, while the national average was 25.0 percent (note, the agency set a goal of 25.0 percent). The Department indicates that it ranks 48th nationally in this category. The most recent data from the agency's CSTAT performance-based monitoring document shows the rate of case and procedural errors decreasing from October 2013 through April 2014, while not yet meeting the national average.



The Department proposes a two-part solution to identify problems within the system that are contributing to error rates above national averages that have potential to spur federal sanctions. First, the agency seeks \$100,000 total funds, including \$50,000 General Fund, for FY 2014-15 to hire a contractor to conduct an analysis and evaluation of the SNAP quality control functions that determine error rates. The goal of the contract services is to identify error-prone cases and teach Department staff new techniques that address commonly occurring issues that lead to errors.

Staff recommends approving this component of the request. Regardless of potential financial sanctions or correctional actions levied by the federal government on the State, it is imperative that the Department determine why SNAP procedures have led to higher error rates than the national average. According to data provided by the Food and Nutrition Service, the State has experienced higher error rates than the national average in the majority of years since 2003, illustrating that current strategies are ineffective for mitigating existing issues. The Department must take an active role in ensuring that taxpayer moneys (from federal sources for benefits and State and local sources for program administration) are expended for intended purposes. It is staff's opinion that contracting with an expert in the field will yield new approaches to solve long-term problems that detract from SNAP's ability to meet its purpose.

Secondly, the agency seeks \$50,000 total funds, including \$25,000 General Fund, for FY 2014-15 to contract for an administrative workload evaluation to study the State's current SNAP administrative structure and capacity to provide the needed attention to federal requirements and the training needs of county administrative staff to meet those requirements. **Staff recommends rejecting this component of the request**. Studying personnel capacity and staffing structure needs and proposing a solution to solve issues is a task that is inherent to the duties of a unit or division director, and should not require additional funds.

SUPPLEMENTAL REQUEST, DEPARTMENT PRIORITY #4 DYC STAFFING ENHANCEMENTS

	Request	Recommendation
Total	<u>(\$270,422)</u>	(\$1,551,307)
FTE	23.8	0.0
General Fund	(150,189)	(1,431,074)
Reappropriated Funds	(92,581)	(92,581)
Federal Funds	(27,652)	(27,652)
Net General Fund*	(199,258)	(1,480,143)

^{*}Net General Fund equals the General Fund appropriation to the Department of Human Services plus the General Fund appropriation component of moneys reappropriated to the Department of Human Services from the Department of Health Care Policy and Financing.

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	and NO
not available when the original appropriation was made; or an unforeseen contingency.]	

Adjusting appropriations based on new caseload does meet supplemental criteria because it is the result of data that was not available when the original appropriation was made. Adding staff to address ongoing issues does not meet supplemental criteria.

Department Request: The Division of Youth Corrections (DYC) requests the following adjustments:

- A reduction in appropriations for the purchase of contract placements by \$1,551,307 total funds, including \$1,480,143 net General Fund, for FY 2014-15 as the result of a drop in the average daily population of committed youth from the current appropriated projection of 784.5 to the December 2014 Legislative Council projection of 760.3; and
- An increase in appropriations to pay for Correctional, Youth, Security Officer, I and Correctional, Youth, Security Officer, III personnel hired in November and December 2014 by \$1,280,885 General Fund and 23.8 FTE to mitigate safety and security issues.

Staff Recommendation: Staff recommends the following:

- Reduction in appropriations for FY 2014-15 based on a projected decrease in caseload Approve; and
- Increase in appropriations for FY 2014-15 to pay for staff hired in November and December 2014 - Reject.

Staff Analysis: The Division of Youth Corrections (DYC) is responsible for the supervision, care, and treatment of: (1) juveniles held in secure detention pre- or post-adjudication (detention facilities are similar to county jails); (2) juveniles committed or sentenced to the Department by courts; and (3) juveniles receiving six month mandatory parole services following a commitment to the Division. In addition to treating incarcerated and paroled juveniles, DYC administers the

S.B. 91-094 program that provides alternatives to detention and/or commitment in each judicial district. The Division maintains 10 secure institutional centers and augments this capacity with contracts for community, staff secure, and detention placements.

The current appropriation for FY 2014-15 for DYC includes funding for an average daily commitment population of 784.5. The December 2014 Legislative Council Economic and Revenue Forecast anticipates an average daily commitment population of 760.3 for FY 2014-15, as is shown in the table below.

Legislative Council December 2014 Average Daily Commitment Population				
	LCS Projection % Change from Prior			
FY 2013 (Actuals)	850.4	(13.5)		
FY 2014 (Actuals)	796.1	(6.4)		
FY 2015	760.3	(4.5)		
FY 2016	734.6	(3.4)		
FY 2017	713.1	(2.9)		

Given the most recent forecast for the average daily commitment, the agency requests a decrease in appropriations for the purchase of contract placements of \$1,551,307 total funds, including \$1,409,500 net General Fund, for FY 2014-15. **Staff recommends that the Committee approve this caseload-driven adjustment.**

FY 2014-15 Purchase of Contract Placements Reduction Due to Caseload Forecast				
GF	CF	RF	FF	Total
(\$1,431,074)	\$0	(\$92,581)	(\$27,652)	(\$1,551,307)

Additionally, DYC states that staffing level deficiencies at the Division's State-owned and operated facilities have resulted in inadequate resources to successfully supervise youth in a manner that maintains a safe and secure environment for all youth and staff. The agency cites two recent, high-profile examples as illustrations of the negative impact of staffing level deficiencies (four youth escaped the Lookout Mountain facility after an assault of an overnight staff and elevated occurrences of assaults, fights, and injuries to youth and staff at the Spring Creek facility). The following table shows the occurrence of assault incidents across the ten facilities by calendar year. The data shows that from 2010 to September 2014 there were 702 incidents of assault (youth on staff, youth on youth, or staff on youth abuse allegations).

Assault Incidents by Type by Calendar Year						
Type of Incident	2010	2011	2012	2013	2014*	Total
Assault: Youth on Staff	31	24	29	32	27	143
Assault: Youth on Youth	52	78	61	45	36	272
Assault: Staff on Youth Abuse Allegations	50	33	54	81	69	287
Total	133	135	144	158	132	702

^{*}January through September only.

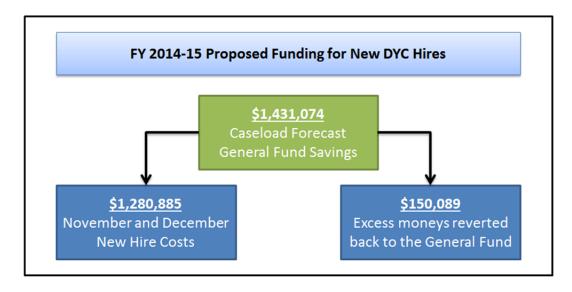
The Department indicates it had to make changes to stem the increases in assault incidents that create safety concerns for staff and youth. The Department took two actions:

- Requested \$3.8 million General Fund and 83.0 FTE for FY 2015-16 (\$6.1 million General Fund and 125.0 FTE for FY 2016-17 and ongoing fiscal years) on November 1, 2014; and
- Hired an additional 53 people (calculated as 23.8 FTE due to the timing of the hires) across the ten facilities at the Correctional, Youth, Security Officer, I (33 employees) and Correctional, Youth, Security Officer, III (20 employees) classification levels.

The agency's 53 new hires were made in November and December 2014, and represent a subset of the new employees sought in the FY 2015-16 that the Committee will review during figure setting.

November and December 2014		
New Hires by Facility		
Facility	Number	
Adams	4	
Foote	2	
Spring Creek	1	
Platte Valley	2	
Zeb Pike	10	
Pueblo	7	
Mount View	8	
Gilliam	4	
Grand Mesa	2	
Lookout	12	
Administrative	1	
Total	53	

The Department plans to pay for the new employees in FY 2014-15 using the savings from an anticipated decrease in caseload.



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The FY 2014-15 Long Bill provides the Department with the ability to transfer moneys (as shown in the previous graphic) without seeking further legislative authority through the following footnote:

"The department may transfer a total of up to \$5,000,000 General Fund between line items in the Institutional Programs section and the Community Programs line items for Purchase of Contract Placements, Parole Program Services, and S.B. 91-94 Programs to facilitate the placement and treatment of youth in the most appropriate setting, to support appropriate treatment, transition, and wrap-around services for youth in residential and non-residential settings, and to support community-based alternatives to secure detention placements, except that this transfer authority may not be used to reduce the S.B. 91-94 Programs line item."

The Department is requesting a formal legislative action (supplemental) to true-up the appropriations (rather than simply using the existing transfer authority to accomplish the same end goal of adding new employees) to increase transparency in DYC's appropriations. The Department indicates (and staff concurs) that added staff would lead to a safer environment for youth, staff, and school personnel in the facilities (note, local school districts provide education at detention facilities, while the State is responsible for the provision of education at commitment facilities). Safety would be achieved through increased opportunities to implement and/or improve evidence-based practices to constructively modify youth behavior as it relates to interactions with staff and other youth (e.g. Positive Behavioral Interventions and Supports), fully use verbal de-escalation techniques, use motivational interviewing techniques with youth in the moment of a negative behavior, and fully engage families of youth (e.g. increased visits, increased phone contact, and increased facility activities involving families). Additionally, safety would be improved through the decrease of response time for incidents and crises.

However, staff recommends rejecting this component of the request. It does meet supplemental criteria. The agency conjectures that it meets the criteria because "there is new data as to the Department experiencing an increase in assaults and fights in the Division of Youth Correction facilities." Staff counters that an increase in assault incidents per year is not a new issue, and has been occurring since at least 2010.

SUPPLEMENTAL REQUEST, DEPARTMENT PRIORITY #5 OFFICE OF CHILDREN, YOUTH, AND FAMILIES MEDICAL OVERSIGHT

	Request	Recommendation
Total	<u>\$248,800</u>	<u>\$231,848</u>
FTE	0.7	0.7
General Fund	184,873	176,398
Reappropriated Funds	63,927	55,450
Net General Fund*	216,837	204,123

^{*}Net General Fund equals the General Fund appropriation to the Department of Human Services plus the General Fund appropriation component of moneys reappropriated to the Department of Human Services from the Department of Health Care Policy and Financing.

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforeseen contingency.]	

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made.

Department Request: The Department seeks an increase of \$248,800 total funds, including \$216,837 net General Fund, and 0.7 FTE for FY 2014-15 to address medication management audit recommendations and to oversee the medical, behavioral health, and dental well-being of all children involved in child welfare and youth corrections systems. The request includes funding to contract with the University of Colorado for medical director services, as well as funding to hire two health care professionals and two nurses.

Staff Recommendation: Staff recommends rejecting the request as proposed, and, alternatively, providing an appropriation of \$231,848 total funds, including \$204,123 net General Fund, and 0.7 FTE for FY 2014-15 for this purpose. The difference between the request and the recommendation is due to staff's methodology for calculating benefits for the two health care professionals and two nurses to be hired by the agency.

Staff Analysis: The Department of Human Services' Office of Children, Youth and Families (OCYF) is responsible for policy development, service provision, and coordination of efforts in the areas of child welfare and youth corrections. This includes oversight of the medical, behavioral health, and dental well-being of all youth involved in these two systems.

OCYF is experiencing several issues that require attention related to the medical care of children and youth in the child welfare and youth corrections systems. The issues can be summarized into three categories: increased use of psychotropic medication, inconsistent standards of care, and data systems discrepancies. The following items provide a more detailed view into the issues occurring within the three categories:

- Data suggests that overall use of psychotropic medications in children in foster care children has increased. Children are being prescribed psychotropic medications at a higher rate than those in the general Medicaid population, based on a nine-state study by Medicaid Medical Directors in 2011. This study found that children in the child welfare system were three to six times more likely to be prescribed psychotropic medications than those children not in foster care. Additionally, children in the foster care system were above the nine-state median for use of four or more mental health drugs, with 24.3 percent. Research indicates that the use of psychotropic medications are necessary in certain cases to treat behaviors and mental health issues, however the usage rates are disproportionately high among children in foster care in Colorado. There are numerous reasons why this may be occurring, including the following offered by the Department:
 - Counties do not have a medical resource apart from the prescribing physician to consult for determining if children and youth in their custody are on appropriate medications and appropriate amounts of medications.
 - o Children in rural areas, with less access to mental health services, may be receiving psychotropic medications in lieu of other treatment modalities.
 - O Children with trauma symptoms may be receiving medications to treat the symptoms of their trauma rather than the cause of the trauma and associated behaviors. The State does not have a medical professional with expertise in the use of appropriate medications to treat children and youth suffering from trauma due to abuse and neglect.
- Colorado Trails is a statewide system, operational since 2002, that supports activities in the Department's Division of Child Welfare and DYC. Trails provides case management support for direct client workers, decision-making support tools for managers, and access to client information across all DYC and child welfare populations in the state. Workers can create, modify, and maintain treatment plans and release goals, and identify and assess resource providers. Trails does not currently interface with the Department of Health Care Policy and Financing's data systems that track Medicaid claims data for youth. The lack of a bridge between the agencies makes it a cumbersome and inaccurate process to determine the types and numbers of psychotropic medications children in Colorado's foster care system are taking.
- Medicaid and child welfare data show that children and youth in foster care are receiving well child check-ups, regular medical exams, and oral health visits at rates below federal guidelines.
- The Division of Youth Corrections does not ensure that facilities that provide onsite medical
 care for committed youth adopt and follow industry standards and best practices in
 prescribing, administering, and monitoring prescription medications. An August 2014 report

from the Office of the State Auditor (Medication Management for Committed Youth at DYC Facilities, Performance Evaluation) cited the following issues:

- O In 24 of 60 cases in a sample of youth medical records, facilities did not adhere to Division policies and/or national standards, meaning either that the Division lacks controls to ensure that prescribers follow accepted practices or the controls are not working. For example, in 22 cases the records did not indicate what diagnosis or symptoms prescribed medications were intended to treat.
- o In 11 cases reviewed, youth had asthma, but for eight of these cases, rather than conducting diagnostic work, the facility provided treatment based solely on the youth reporting that he or she had asthma, which is inconsistent with the National Heart, Lung, and Blood Institute Asthma Guidelines.
- o In 13 cases reviewed, there was no evidence that medical staff obtained consent for treatment with psychotropic medications. In another six cases, no evidence existed that the facility had discussed the benefits and risks of all mediations being given a youth.
- o For 57 cases in a sample, youth were prescribed psychotropic medications. It was found that almost no evidence that vital signs such as blood pressure, weight, and heart rate were taken when youth entered the facility or when medications were changed, in accordance with national standards.
- o In three of five facilities reviewed, nurses prepared medications for youth at discharge, violating state pharmacy regulations that define the practice of pharmacy and generally only allow pharmacists to dispense medications.
- O Some facilities do not comply with State rules for disposal of prescription drugs classified as hazardous waste and federal rules for disposal of controlled substances. For example, two facilities had no procedures to render medications classified as hazardous waste unusable before disposal and only one facility uses a process fully compliant with federal rules to dispose of controlled substances.

For FY 2015-16, the Department proposes a four-part series of changes to address the current issues.

• First, OCYF seeks funding to create a Medical Director position to develop and implement a plan to meet medical, dental and behavioral health needs of children in the child welfare and youth corrections systems. Today, the Department indicates that there is currently no Statelevel medical professional consultation available in the child welfare system regarding child and youth health needs and psychotropic medication usage. The Division of Youth Corrections has limited access to independent psychiatric medical consultation and has a clinical provider, but not a Medical Director to set overall policies and guidelines. The OCYF Medical Director, with the support of four FTE (two General Professional and two nurse positions), would be responsible for overseeing medical care for youth in the child

welfare and youth corrections system. The cost associated with the addition of these positions is \$535,140 total funds, including \$267,571 General Fund, and 3.6 FTE for FY 2015-16. Note, it is anticipated that the Medical Director position would be filled by a contract employee. The cost for this position (\$226,017 total funds) is based on a Physician II Department of Personnel and Administration classified position.

- Second, the agency seeks one-time funding in the amount of \$150,000 General Fund for FY 2015-16 to complete a gap analysis and overview of what medical needs are not being met for children and families in the child welfare and youth corrections systems.
- Third, a one-time appropriation of \$35,000 General Fund for FY 2015-16 is requested to enable Trails to interface with data systems managed by the Department of Health Care Policy and Financing. This link would allow claims data for physical, oral, and behavioral health and psychotropic medications data to be imported to Trails for use by Department staff and county case workers. It is assumed that approximately 320 hours of programming services will be required to complete this project. Note, the Department's FY 2015-16 capital construction budget request includes an increase of \$20.5 million total funds over three fiscal years, including \$13.4 million General Fund, to modernize Trails.
- Fourth, an increase of \$23,000 General Fund for FY 2015-16 to acquire contract pharmacist services to inspect all DYC State-operated facilities and provide quarterly audits on the handling and disposal of controlled substances.

The Department's request for FY 2014-15 seeks \$248,800 total funds, including \$216,837 net General Fund, and 0.7 FTE to begin the implementation of the medical staffing resources (the first and fourth bullet points listed above) earlier than FY 2015-16. **Staff recommends rejecting the request as proposed, and, alternatively, providing an appropriation of \$231,848 total funds, including \$204,123 net General Fund, and 0.7 FTE for FY 2014-15 for this purpose.** The difference between the request and the recommendation is due to staff's methodology for calculating benefits for the two health care professionals and two nurses to be hired by the agency.

Staff concurs with the Office of the State Auditor and the Department in their assessment of existing issues and the urgency and necessity of implementing corresponding solutions to these issues related to the medical care of children and youth in the child welfare and youth corrections systems. The Department's proposal to add staff to develop and implement care guidelines and standards, to study the gaps in care across child welfare and youth corrections to target needed systematic improvements, and to implement basic changes to data systems for performance monitoring represents the initial steps needed to make improvements. Beginning the process of onboarding staff and contract resources sooner rather than later would be beneficial to the child welfare and youth corrections' systems.

SUPPLEMENTAL REQUEST, DEPARTMENT PRIORITY #6 OLD AGE PENSION COST OF LIVING ADJUSTMENT

	Request	Recommendation
Total	<u>\$788,073</u>	<u>\$788,073</u>
Cash Funds	788,073	788,073

Does JBC staff believe the request meets the Joint Budget Committee's supplemental c [An emergency or act of God; a technical error in calculating the original appropriation; data not available when the original appropriation was made; or an unforeseen contingency.]		YES
JBC staff and the Department agree that this request is the result of data that was not available appropriation was made.	e when th	e original

Department Request: The Department requests an increase of \$788,073 cash funds for FY 2014-15 from the Old Age Pension (OAP) Fund to implement a 1.7 percent cost-of-living (COLA) increase for OAP recipients.

Staff Recommendation: Staff recommends that the Committee approve the Department's request. The FY 2014-15 Long Bill appropriation already includes a 3.0 percent increase over the FY 2013-14 appropriation despite the agency only requesting an increase of 1.5 percent. However, as is its authority to do, the State Board of Human Services took action at its December 2014 meeting to increase the OAP COLA by 1.7 percent. The legislature does not have control of the decisions made by the Board, nor the moneys in the OAP Fun, thus the Committee is left with little choice other than to include the increase in the supplemental bill for transparency purposes.

Staff Analysis: The OAP program, authorized by the State constitution, provides cash assistance to low-income senior citizens. To be eligible for the OAP program, individuals must be 60 years of age or older, a U.S. citizen or qualified legal immigrant, have monthly income under approximately \$740, and have resources valued at or under \$2,000 for an individual or \$3,000 for a couple. Individuals may receive a grant award up to \$759 a month, but this grant amount may be reduced by any other income the recipient receives including Social Security benefits, Supplemental Security Income (SSI), Veteran's Assistance, or wage income.

OAP is funded through excise and State sales tax revenue which is deposited in the OAP cash fund in lieu of the General Fund (technically, all moneys are first deposited in the OAP cash fund and then all excess moneys are deposited in the General Fund). Costs for this program are driven by the size of the benefit and the number of qualified individuals. The General Assembly has limited control over OAP expenditures, as benefit levels are set by the State Board of Human Services, and the funds are continuously appropriated by the State Constitution. The Long Bill appropriation reflects anticipated expenditures, and is shown for informational purposes.

On October 22, 2014, the Social Security Administration (SSA) announced a 1.7 percent COLA increase for all Social Security and Supplemental Security Income recipients effective December

31, 2014. As a result, the State Board of Human Services took action at its December 2014 meeting to increase the OAP COLA by 1.7 percent. This translates to an increase in the grant standard of \$12 per month to a total award up to \$771. While staff does not find the arguments in favor of increasing the grant standard for FY 2014-15 compelling, the legislature is left with very few options other than to adjust the current appropriation to reflect the anticipated expenses of the OAP program. **Thus, staff recommends the request.**

SUPPLEMENTAL REQUEST, DEPARTMENT PRIORITY #7 DVP SPENDING AUTHORITY

	Request	Recommendation	
Total	<u>\$100,000</u>		<u>\$0</u>
Cash Funds	100,000		0

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	NO
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforeseen contingency.]	

Department Request: The Department requests an increase of \$100,000 cash funds spending authority for FY 2014-15 and FY 2015-16 from the Colorado Domestic Abuse Program Fund to implement a data collection system for domestic violence services to identify client needs, measure client growth from the services provided, and identify any potential gaps that exist in the delivery of services to clients.

Staff Recommendation: Staff recommends that the Committee reject the agency's request because it does not meet supplemental criteria. The proposed project does have merit, though, and should be considered during the Department's figure setting process for FY 2015-16.

Staff Analysis: The Department funds over 40 domestic violence programs across the state that provide a wide array of services to victims, including safe shelter, empowerment-based advocacy, information and referrals to community resources, and community education for victims of domestic violence, their families and other stakeholders in their community. The agency uses a combination of federal funds from the Temporary Assistance for Needy Families (TANF) Block Grant and cash funds from divorce filing fees and marriage and civil union licensing that are deposited in the Colorado Domestic Abuse Program Fund.

The Department seeks \$100,000 cash funds from the Colorado Domestic Abuse Program Fund to implement a data collection system for domestic violence services to identify client needs, measure client growth from the services provided, and identify any potential gaps that exist in the delivery of services to clients. The data collection system would provide the Department with information needed to make data-driven decisions about the types of programming and resources that provide the greatest benefit to clients within existing financial resources.

Staff recommends that the Committee reject the agency's request because it does not meet supplemental criteria. The Department indicates that the request meets supplemental criteria because of an unforeseen contingency resulting from the addition of civil union license fees to the statutory sources of funding for the Colorado Domestic Abuse Program Fund (marriage license fees, divorce filing fees, and a tax check-off are the other sources of moneys in the fund). The agency states that the addition of revenue from civil union licenses is resulting in a cash fund balance that is larger than the 16.5 percent cap on uncommitted reserves outlined in Section 24-75-402, C.R.S.

Staff disagrees with the Department's opinion that moneys in the Colorado Domestic Abuse Program Fund are subject to the 16.5 percent cap on uncommitted reserves. Per Section 24-75-402, (2)(e)(V), C.R.S., moneys are not considered a fee if they are "received from charges or assessments, the amount of which are not determined by the entity." The Department, as the entity in this case, does not determine the amount of the fees that generate revenue for the Colorado Domestic Abuse Program Fund. The fee amounts are set in statute by the legislative entity (or by taxpayer discretion in the case of the tax check-off):

- Marriage Licenses Section 14-2-106, (1)(a), C.R.S. "When a marriage application has been completed and signed by both parties to a prospective marriage and at least one party has appeared before the county clerk and recorder and has paid the marriage license fee of seven dollars, a fee of twenty dollars to be transmitted by the county clerk and recorder to the state treasurer and credited by the treasurer to the Colorado domestic abuse program fund..."
- Civil Union Licenses Section 14-15-110, (2), C.R.S. "In addition, the county clerk and recorder shall collect **a fee of twenty dollars** to be transmitted by the county clerk and recorder to the state treasurer who shall credit the same to the Colorado domestic abuse program fund…"
- **Divorce Filing Fees** Section 13-32-101, (5)(a)(IX), C.R.S. "**Five dollars** shall be deposited in the Colorado domestic abuse program fund..."
- Tax Check-off Section 39-22-801, C.R.S. "...each Colorado state individual income tax return form shall contain a line whereby each individual taxpayer may designate the amount of the contribution, if any, the taxpayer wishes to make to the Colorado domestic abuse program fund..."

Per Section 24-75-402, (2)(h)(IV), C.R.S., "...revenues credited to the cash fund that is estimated to be derived from non-fee sources" is not considered an uncommitted reserve. Thus, the moneys the Department postulates are creating a situation in which the uncommitted reserve in the Colorado Domestic Abuse Program Fund is over the 16.5 percent cash fund reserve limit are not counted against this limit. While the Department has identified a meaningful project on which to expend additional revenue in the Colorado Domestic Abuse Program Fund, it does not require the immediacy of supplemental action.

Staff has reviewed the proposed project, however, and does believe that it is has potential to provide value to the domestic abuse services community, as well as the State. **Staff recommends that the Committee review the option of beginning the project in FY 2015-16 during the figure setting process**. Staff is scheduled to present figure setting recommendations for FY 2015-16 for this agency on Thursday, February 12th.

SUPPLEMENTAL REQUEST, DEPARTMENT PRIORITY #8 APS STATE ADMINISTRATION

	Request	Recommendation
Total	<u>\$57,433</u>	<u>\$19,200</u>
FTE	0.4	0.0
General Fund	57,433	19,200

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforeseen contingency.]	
JBC staff and the Department agree that this request is the result of data that was not available when th	e original

Department Degrees. The Department requests as increase of \$57,422 Canada Fundament.

Department Request: The Department requests an increase of \$57,433 General Fund and 0.4 FTE for FY 2014-15 to provide additional oversight, technical assistance, training, and monitoring of county intake, screening, and investigation of adult protective services reports. The request annualizes to \$190,077 General Fund and 2.0 FTE for FY 2015-16 and beyond.

Staff Recommendation: Staff recommends that the Committee approve an increase of \$19,200 General Fund for FY 2014-15, which represents a portion of the agency's request. Specifically, staff recommends rejecting the request for \$38,233 General Fund and 0.4 FTE for FY 2014-15 to hire two employees to provide additional programmatic support and recommends approving the request for \$19,200 General Fund for additional software licenses to increase the number of county staff with access to adult protective services data system.

Staff Analysis: Statute defines an "at-risk" adult means an individual eighteen years or older who is susceptible to mistreatment because he/she is unable to perform or obtain services necessary for his/her health, safety, or welfare; or, who lacks sufficient understanding or capacity to make or communicate responsible decisions concerning his/her person or affairs. Under the state-supervised, county administered system in Colorado, county agencies receive reports of mistreatment, exploitation, and or self-neglect of at-risk adults and determine the need for an investigation or assessment. Further investigation is initiated if the county determines that the report involves an at-risk adult and mistreatment, exploitation, or self-neglect. The State Department of Human Services provides oversight, technical assistance, training, and monitoring of county intake, screening, and investigation of adult protective services reports to ensure that at-risk adults are properly protected.

The implementation of recent legislation caused an increase in the number of reports of elder abuse and neglect. Senate Bill 13-111(Hudak/Schafer & Stephens) created a new class of protections for at-risk elders, who are defined as any person age 70 or older, which took effect on July 1, 2014. Based on available data from other states at the time, the Legislative Council Services fiscal note for the legislation estimated that the state would see a 15 percent increase in the number of reports based on the new class of protections. Data from FY 2014-15 show that

the new law has increased the number of reports by 46.5 percent, from an average of 985 per month in FY 2013-14 to an average of 1,443 per month in FY 2014-15.

The Department indicates that it needs additional resources to meet the greater than estimated number of reports. First, the agency seeks \$38,233 General Fund and 0.4 FTE for FY 2014-15 to hire two employees to provide additional administrative support. The employees annualize to \$170,877 for FY 2015-16 and beyond. The unit currently has 6.5 FTE that monitor the incoming reports of abuse and provide technical assistance and training to counties.

Staff recommends rejecting this component of the request. Data suggests that counties, as the administrative arm of adult protective services, are experiencing an increase in workload due to the implementation of S.B. 13-111. The Department projects that \$437,603 will need to be transferred from the County Administration line item to the Adult Protective Services line item for client services for FY 2014-15 (note, transfer authority is provided for these two line items via Long Bill footnote #28 in the Department of Human Services). A convincing case, however, has not been made that the State, in its supervisory role, requires additional State employees to provide more oversight, technical assistance, training, and monitoring of county intake, screening, and investigation of adult protective services reports. It is feasible that an increased need for these types of services beyond what is already provided by the existing 6.5 FTE may become apparent as this newly implemented law matures. It is staff's opinion that a half year of data on a new law is not enough to base a decision to add two State employees, though.

Second, the Department requests \$19,200 General Fund for FY 2014-15 and beyond to provide 100 additional licenses to increase the number of county staff (e.g. county screeners and emergency workers) with access to adult protective services data system. The original number of licenses needed was underestimated in the planning phases of the tool, and has come into better focus now that the system is operational. **Staff recommends approving this component of the request**. The ability to provide relevant information to those encountering suspected cases of crimes against at-risk individuals improves citizen safety outcomes and gives the State additional data points for monitoring program performance.

SUPPLEMENTAL REQUEST, HCPF PRIORITY #6 CBMS FUNDING SIMPLIFICATION

Health Care Policy and Financing	Request	Recommendation
Total	(\$2,260,463)	(\$2,260,463)
General Fund	(3,440,366)	(3,440,366)
Cash Funds	1,600,874	1,600,874
Reappropriated Funds	(1,677,787)	(1,677,787)
Federal Funds	1,256,816	1,256,816

Human Services	Request	Recommendation
Total	<u>(\$16,611,497)</u>	(\$16,611,497)
General Fund	2,607,795	2,607,795
Cash Funds	(1,148,754)	(1,148,754)
Reappropriated Funds	(17,247,165)	(17,247,165)
Federal Funds	(823,373)	(823,373)

Agencies Combined	Request	Recommendation
Total	<u>(\$18,871,960)</u>	<u>(\$18,871,960)</u>
General Fund	(832,571)	(832,571)
Cash Funds	452,120	452,120
Reappropriated Funds	(18,924,952)	(18,924,952)
Federal Funds	433,443	433,443

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	and NO
not available when the original appropriation was made; or an unforeseen contingency.]	

Restructuring the Long Bill line <u>does not meet</u> supplemental criteria. Rebalancing appropriations <u>does meet</u> supplemental criteria because it represents data that was not available when the original appropriation was made. Seeking roll-forward authority for the second phase of the CBMS modernization project <u>does meet</u> supplemental criteria because it is considered a technical error in calculating the original appropriation. Seeking transfer authority between CBMS line items because it represents data that was not available when the original appropriation was made.

Department Request: The Departments of Health Care Policy and Financing and Human Services jointly request a restructuring of the Long Bill line items that contain appropriations for the Colorado Benefits Management System (CBMS). The request also includes a reduction of \$832,571 General Fund for FY 2014-15 as the result a rebalancing of existing appropriations using alternative funding sources. Finally, the request seeks roll-forward authority from FY 2014-15 to FY 2015-16 for unspent moneys in the budget for the second phase of the CBMS modernization project.

Staff Recommendation: Staff recommends the following:

- FY 2014-15 Long Bill Restructure Reject;
- FY 2014-15 Rebalance appropriations Approve;
- FY 2014-15 to FY 2015-16 Roll-forward authority for CBMS modernization Approve; and
- FY 2014-15 Transfer authority between CBMS line items Approve.

Staff Analysis: The supplemental budget request contains four primary components:

- Long Bill Restructure The Departments indicate that the current Long Bill structure of the CBMS line items in both agencies is overly complex and cumbersome. Staff recommends rejecting this request component for two reasons. First, the agencies do not make a compelling argument that a reorganization of line items meets supplemental criteria. The fact that the Long Bill structure is difficult for staff at the agencies to understand and manage is not grounds for a mid-year adjustment. It is worthy of consideration and discussion for FY 2015-16 during figure setting, though, and staff will work with the agencies to develop a plan that addresses complexities going forward. Second, the current Long Bill structure in each agency was constructed by staff several years ago in coordination with the budgeting staff from the Department of Human Services to provide increased transparency and clarity in the The current request from the agencies seeks to undo this effort by CBMS budget. consolidating CBMS line items into a smaller number of line items. This decreases the General Assembly's ability to monitor CBMS spending to determine where overexpenditures or under-expenditures are occurring. Staff will work with the agencies to develop a plan for FY 2015-16 to bring to the Committee during figure setting that addresses any existing line items that split the appropriation amounts too finely and cause unnecessary programmatic challenges without providing an offsetting benefit to the General Assembly.
- Rebalance Appropriations The Departments seek various changes to the funding sources associated with appropriations for CBMS. The current appropriations of the various sources of funding applicable to CBMS are not in alignment with the current cost allocation trends. Cost allocation is used to ensure that the different benefit programs using CBMS are paying an appropriate percentage of the cost of CBMS, proportional to the actual usage of the system associated with those programs. Additionally, the current appropriations contain unnecessary transfers of funds back and forth between the agencies (appearing as reappropriated funds) that introduce unneeded complexities in the appropriation of funds based on the cost allocation model. Staff recommends approving this component of the request. These actions result in a reduction across the agencies of \$18,871,960, including a reduction of \$832,571 General Fund. The reduction in General Fund is offset by an increase in cash funds and federal funds. The majority of the total funds decrease is due to the elimination of unnecessary transfers of moneys between the two agencies (reappropriated funds).
- **Roll-forward Authority** Moneys for the second phase of the CBMS modernization project are appropriated for one year only for FY 2014-15, even though the workplan submitted with the request last year to the General Assembly consisted of projects lasting longer than one

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fiscal year. As a result, the agencies request roll-forward authority from FY 2014-15 to FY 2015-16 for any unspent moneys for this phase of the project. **Staff recommends approving this component of the request**. It was a technical error committed by staff that excluded this authority from being granted in the current appropriation.

• Transfer Authority – The Departments request authority to transfer up to five percent of the total CBMS appropriations between CBMS line items within each agency's budget. Additionally, the Departments seek authority to transfer up to five percent of the total CBMS General Fund appropriations between agencies. Staff recommends approving this component of the request. The Department of Human Services implemented a new cost allocation method on July 1, 2014 that will provide new data to both agencies for better determining fund sources by purpose and by program. This has the potential to necessitate transfers of one or more fund sources to different line items based on the purposes of the expenditures.

Non-prioritized Supplemental Requests

JBC STAFF-INITIATED SUPPLEMENTAL TANF RESERVE TRUE-UP

	Request	Recommendation		
Total	<u>\$0</u>	<u>(\$8,053,904)</u>		
Federal Funds	0	(8,053,904)		

Department Request: The Department did not request a decrease of \$8,053,904 informational federal funds, from \$38,680,365 to \$30,626,461, representing county Temporary Assistance for Needy Families (TANF) reserves for FY 2014-15. However, the agency is aware of staff's recommendation and concurs with this recommendation.

Staff Recommendation: Staff recommends a decrease of \$8,053,904 informational federal funds, from \$38,680,365 to \$30,626,461, representing county TANF reserves for FY 2014-15 to true-up the current appropriation with the current county reserve level. The appropriation has not been adjusted for the past two fiscal years, and this action does not constitute any policy change, and serves only to update information based on current data.

Staff Analysis: The annual Long Bill appropriation for the Department includes a line item entitled "County TANF Reserves for Colorado Works, Child Welfare, and Child Care Programs." This line item is included in the Long Bill for informational purposes to assist the General Assembly and public in tracking the level of unspent TANF funds controlled by counties. Pursuant to Section 26-2-714 (5) (a), C.R.S., counties are authorized to maintain a County Reserve Account of unspent Works Program county block grant funds. For example, if a county receives an allocation of \$1.0 million from the Block Grant in a fiscal year and only spends \$800,000, the remaining \$200,000 is held in the reserve.

NON-PRIORITIZED SUPPLEMENTAL #6 CLOUD MIGRATION

	Request	Recommendation
Total	<u>\$2,041,369</u>	<u>\$2,041,369</u>
General Fund	2,041,369	1,011,339
Federal Funds	0	1,030,030

Department Request: The Department requests an increase of \$2,041,369 General Fund for FY 2014-15 to pay the Governor's Office of Information Technology to continue the migration of applications, including the Colorado Benefits Management System (CBMS), Trails, and the Child Care Automated Tracking System (CHATS) to a hosted, cloud-based environment.

Staff Recommendation: This request item was addressed during the JBC staff supplemental presentation for the Office of the Governor on January 6, 2015. Note, the dollar amount in the table above represents the approved appropriation change, including the use of alternative funding sources to General Fund.

NON-PRIORITIZED SUPPLEMENTAL #7 COGMS

	Request	Prior JBC Action
Total	<u>\$36,290</u>	<u>\$36,290</u>
General Fund	36,290	36,290

Department Request: The Department requests an increase of \$36,290 General Fund for FY 2014-15 to pay the Governor's Office of Information Technology to maintain and support the current version of the Colorado Grants Management System (COGMS).

Staff Recommendation: This request item was addressed and approved during the JBC staff supplemental presentation for the Office of the Governor on January 6, 2015, and will be included in the Department's supplemental bill.

Statewide Common Policy Supplemental Requests

These requests are not prioritized and are not analyzed in this packet. The JBC acted on these items on January 8th when it made decisions regarding common policies.

Department's Portion of Statewide Supplemental Action	Total	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
Capitol Complex Leased Space Adjustment	\$0	\$0	\$0	\$0	\$0	0.0
Fleet Vehicle Supplemental	0	0	0	0	0	0.0
CORE Common Policy True-Up	<u>29,018</u>	<u>4,722</u>	<u>(6,541)</u>	<u>0</u>	<u>30,787</u>	0.0
Department's Total Statewide Supplemental Action	\$29,018	\$4,722	(\$6,541)	\$0	\$30,787	0.0

Staff Recommendation: These request items were addressed during the JBC staff supplemental presentation for the Department of Personnel on January 8, 2015. Staff requests permission to incorporate the Committee's action into the supplemental bill. Note, the dollar amounts in the table above represent the recent Committee action.

Appendix A: Number Pages					
	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
DEPARTMENT OF HUMAN SERVICES Reggie Bicha, Executive Director					
S3 Improving SNAP Compliance in Colorado					
(7) OFFICE OF SELF SUFFICIENCY (A) Administration					
Personal Services	1,608,550	1,734,173	150,000	100,000	1,834,173
FTE	19.9	22.0	0.0	0.0	22.0
General Fund	701,008	743,965	75,000	50,000	793,965
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	907,542	990,208	75,000	50,000	1,040,208
Total for S3 Improving SNAP Compliance in					,
Colorado	1,608,550	1,734,173	150,000	100,000	1,834,173
FTE	<u>19.9</u>	<u>22 .0</u>	<u>0.0</u>	<u>0.0</u>	<u>22 .0</u>
General Fund	701,008	743,965	75,000	50,000	793,965
Cash Funds	0	0	0	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	907,542	990,208	75,000	50,000	1,040,208

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
S4 DYC Staffing Enhancements					
(1) EXECUTIVE DIRECTOR'S OFFICE(A) General Administration					
Health, Life, and Dental	26,540,652	29,616,816	110,526	<u>0</u>	29,616,816
General Fund	16,089,254	16,454,712	110,526	0	16,454,712
Cash Funds	64,365	656,675	0	0	656,675
Reappropriated Funds	6,909,571	8,651,612	0	0	8,651,612
Federal Funds	3,477,462	3,853,817	0	0	3,853,817
Short-term Disability	382,605	479,976	<u>1,789</u>	<u>0</u>	479,976
General Fund	259,563	306,198	1,789	0	306,198
Cash Funds	9,412	9,749	0	0	9,749
Reappropriated Funds	56,815	91,502	0	0	91,502
Federal Funds	56,815	72,527	0	0	72,527
S.B. 04-257 Amortization Equalization Disbursement	<u>7,211,504</u>	8,963,349	40,438	<u>0</u>	8,963,349
General Fund	4,512,450	5,721,235	40,438	0	5,721,235
Cash Funds	179,431	178,449	0	0	178,449
Reappropriated Funds	1,511,774	1,735,859	0	0	1,735,859
Federal Funds	1,007,849	1,327,806	0	0	1,327,806
S.B. 06-235 Supplemental Amortization Equalization					
Disbursement	<u>6,466,112</u>	<u>8,403,140</u>	<u>37,910</u>	<u>0</u>	<u>8,403,140</u>
General Fund	4,250,101	5,363,658	37,910	0	5,363,658
Cash Funds	161,986	167,296	0	0	167,296
Reappropriated Funds	2,054,025	1,627,368	0	0	1,627,368
Federal Funds	0	1,244,818	0	0	1,244,818

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
(11) DIVISION OF YOUTH CORRECTIONS (B) Institutional Programs					
Personal Services	41,021,306	41,302,095	1,048,219	<u>0</u>	41,302,095
FTE	732.3	734.0	23.8	0.0	734.0
General Fund	41,021,306	41,302,095	1,048,219	0	41,302,095
Operating Expenses	3,257,294	3,381,862	42,003	<u>0</u>	3,381,862
General Fund	2,048,720	2,041,446	42,003	0	2,041,446
Reappropriated Funds	0	1,340,200	0	0	1,340,200
Federal Funds	1,208,574	216	0	0	216
(11) DIVISION OF YOUTH CORRECTIONS (C) Community Programs					
Purchase of Contract Placements	27,415,122	28,976,795	(1,551,307)	(1,551,307)	27,425,488
General Fund	26,774,940	26,898,283	(1,431,074)	(1,431,074)	25,467,209
Cash Funds	640,182	0	0	0	0
Reappropriated Funds	0	1,471,525	(92,581)	(92,581)	1,378,944
Federal Funds	0	606,987	(27,652)	(27,652)	579,335
Total for S4 DYC Staffing Enhancements	112,294,595	121,124,033	(270,422)	(1,551,307)	119,572,726
FTE	732.3	<u>734 .0</u>	23.8	0.0	734 .0
General Fund	94,956,334	98,087,627	(150,189)	(1,431,074)	96,656,553
Cash Funds	1,055,376	1,012,169	0	0	1,012,169
Reappropriated Funds	10,532,185	14,918,066	(92,581)	(92,581)	14,825,485
Federal Funds	5,750,700	7,106,171	(27,652)	(27,652)	7,078,519

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
S5 OCYF Medical Oversight					
(1) EXECUTIVE DIRECTOR'S OFFICE (A) General Administration					
Health, Life, and Dental General Fund Cash Funds Reappropriated Funds Federal Funds	26,540,652 16,089,254 64,365 6,909,571 3,477,462	29,616,816 16,454,712 656,675 8,651,612 3,853,817	8,842 4,421 0 4,421	$ \begin{array}{c} 0 \\ 0 \\ 0 \\ 0 \\ 0 \end{array} $	29,616,816 16,454,712 656,675 8,651,612 3,853,817
Short-term Disability General Fund Cash Funds Reappropriated Funds Federal Funds	382,605 259,563 9,412 56,815 56,815	479,976 306,198 9,749 91,502 72,527	5,641 2,821 0 2,820 0	0 0 0 0 0	479,976 306,198 9,749 91,502 72,527
S.B. 04-257 Amortization Equalization Disbursement General Fund Cash Funds Reappropriated Funds Federal Funds	7,211,504 4,512,450 179,431 1,511,774 1,007,849	8,963,349 5,721,235 178,449 1,735,859 1,327,806	1,274 637 0 637 0	0 0 0 0 0	8,963,349 5,721,235 178,449 1,735,859 1,327,806
S.B. 06-235 Supplemental Amortization Equalization Disbursement General Fund Cash Funds Reappropriated Funds Federal Funds	6,466,112 4,250,101 161,986 2,054,025	8,403,140 5,363,658 167,296 1,627,368 1,244,818	1,195 596 0 599	$ \begin{array}{c} 0 \\ 0 \\ 0 \\ 0 \\ 0 \end{array} $	8,403,140 5,363,658 167,296 1,627,368 1,244,818

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
(11) DIVISION OF YOUTH CORRECTIONS (C) Community Programs					
Personal Services	6,703,827	6,932,896	110,902	110,902	7,043,798
FTE	93.4	97.8	0.7	0.7	98.5
General Fund	6,346,532	6,571,112	55,452	55,452	6,626,564
Cash Funds	50,833	50,833	0	0	50,833
Reappropriated Funds	45,688	50,177	55,450	55,450	105,627
Federal Funds	260,774	260,774	0	0	260,774
Operating Expenses	337,403	337,444	120,946	120,946	458,390
General Fund	334,996	334,996	120,946	120,946	455,942
Cash Funds	2,407	2,448	0	0	2,448
Total for S5 OCYF Medical Oversight	47,642,103	54,733,621	248,800	231,848	54,965,469
FTE	<u>93.4</u>	<u>97.8</u>	<u>0.7</u>	<u>0.7</u>	<u>98.5</u>
General Fund	31,792,896	34,751,911	184,873	176,398	34,928,309
Cash Funds	468,434	1,065,450	0	0	1,065,450
Reappropriated Funds	10,577,873	12,156,518	63,927	55,450	12,211,968
Federal Funds	4,802,900	6,759,742	0	0	6,759,742

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
S6 OPA COLA					
(10) ADULT ASSISTANCE PROGRAMS (B) Old Age Pension Program					
Cash Assistance Programs Cash Funds	93,195,498 93,195,498	74,014,899 74,014,899	788,073 788,073	788,073 788,073	74,802,972 74,802,972
Total for S6 OPA COLA	93,195,498	74,014,899	788,073	788,073	74,802,972
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Cash Funds	93,195,498	74,014,899	788,073	788,073	74,802,972

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
S7 DVP Spending Authority					
(7) OFFICE OF SELF SUFFICIENCY(B) Colorado Works Program					
Domestic Abuse Program	<u>1,661,194</u>	1,837,811	100,000	<u>0</u>	1,837,811
FTE	2.6	2.7	0.0	0.0	2.7
Cash Funds	1,031,517	1,208,134	100,000	0	1,208,134
Federal Funds	629,677	629,677	0	0	629,677
Total for S7 DVP Spending Authority	1,661,194	1,837,811	100,000	0	1,837,811
FTE	<u>2.6</u>	<u>2.7</u>	<u>0.0</u>	<u>0.0</u>	2.7
Cash Funds	1,031,517	1,208,134	100,000	0	1,208,134
Federal Funds	629,677	629,677	0	0	629,677

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
S8 APS State Administration					
(1) EXECUTIVE DIRECTOR'S OFFICE(A) General Administration					
Health, Life, and Dental	26,540,652	29,616,816	8,842	<u>0</u>	29,616,816
General Fund	16,089,254	16,454,712	8,842	0	16,454,712
Cash Funds	64,365	656,675	0	0	656,675
Reappropriated Funds	6,909,571	8,651,612	0	0	8,651,612
Federal Funds	3,477,462	3,853,817	0	0	3,853,817
Short-term Disability	<u>382,605</u>	479,976	<u>50</u>	<u>0</u>	479,976
General Fund	259,563	306,198	50	0	306,198
Cash Funds	9,412	9,749	0	0	9,749
Reappropriated Funds	56,815	91,502	0	0	91,502
Federal Funds	56,815	72,527	0	0	72,527
S.B. 04-257 Amortization Equalization Disbursement	<u>7,211,504</u>	8,963,349	<u>915</u>	<u>0</u>	8,963,349
General Fund	4,512,450	5,721,235	915	0	5,721,235
Cash Funds	179,431	178,449	0	0	178,449
Reappropriated Funds	1,511,774	1,735,859	0	0	1,735,859
Federal Funds	1,007,849	1,327,806	0	0	1,327,806
S.B. 06-235 Supplemental Amortization Equalization					
Disbursement	<u>6,466,112</u>	<u>8,403,140</u>	<u>858</u>	$\underline{0}$	<u>8,403,140</u>
General Fund	4,250,101	5,363,658	858	0	5,363,658
Cash Funds	161,986	167,296	0	0	167,296
Reappropriated Funds	2,054,025	1,627,368	0	0	1,627,368
Federal Funds	0	1,244,818	0	0	1,244,818

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
(10) ADULT ASSISTANCE PROGRAMS (E) Adult Protective Services					
State Administration	409,053	584,964	46,768	<u>19,200</u>	604,164
FTE	4.5	6.5	0.4	0.0	6.5
General Fund	409,053	584,964	46,768	19,200	604,164
Total for S8 APS State Administration	41,009,926	48,048,245	57,433	19,200	48,067,445
FTE	<u>4.5</u>	<u>6.5</u>	<u>0.4</u>	<u>0.0</u>	<u>6.5</u>
General Fund	25,520,421	28,430,767	57,433	19,200	28,449,967
Cash Funds	415,194	1,012,169	0	0	1,012,169
Reappropriated Funds	10,532,185	12,106,341	0	0	12,106,341
Federal Funds	4,542,126	6,498,968	0	0	6,498,968

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
HCFP S6 / DHS NP4 CBMS Funding Simplificat	ion				
(2) OFFICE OF INFORMATION TECHNOLOG (B) Colorado Benefits Management System	GY SERVICES				
Office of Information Technology, Colorado Benefits					
Management System	<u>0</u>	<u>0</u>	<u>18,601,421</u>	<u>0</u>	<u>0</u>
General Fund	0	0	8,697,924	0	0
Cash Funds	0	0	291,306	0	0
Reappropriated Funds	0	0	0	0	0
Federal Funds	0	0	9,612,191	0	0
Colorado Benefits Management System, DHS					
Personal Services	<u>4,223,570</u>	<u>4,831,922</u>	(4,677,415)	(1,744,407)	<u>3,087,515</u>
General Fund	1,110,026	1,179,249	(1,141,534)	(49,963)	1,129,286
Cash Funds	107,587	222,302	(217,325)	(173,950)	48,352
Reappropriated Funds	1,532,014	1,785,960	(1,733,048)	(1,785,960)	0
Federal Funds	1,473,943	1,644,411	(1,585,508)	265,466	1,909,877
Colorado Benefits Management System, HCPF					
Personal Services	443,283	455,865	(455,865)	(455,865)	$\underline{0}$
General Fund	102,205	111,155	(111,155)	(111,155)	0
Cash Funds	11,442	21,189	(21,189)	(21,189)	0
Reappropriated Funds	150,129	168,906	(168,906)	(168,906)	0
Federal Funds	179,507	154,615	(154,615)	(154,615)	0

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
Colorado Benefits Management System, Centrally					
Appropriated Items	443,283	<u>517,134</u>	(517,134)	(186,693)	330,441
General Fund	103,879	126,879	(126,879)	(6,017)	120,862
Cash Funds	11,997	23,969	(23,969)	(18,794)	5,175
Reappropriated Funds	147,011	191,598	(191,598)	(191,598)	0
Federal Funds	180,396	174,688	(174,688)	29,716	204,404
Colorado Benefits Management System, Operating					
Expenses	20,986,473	23,612,925	(23,767,432)	(8,524,668)	<u>15,088,257</u>
General Fund	5,859,575	6,929,351	(6,967,066)	483,602	7,412,953
Cash Funds	537,600	1,215,122	(1,220,099)	(978,834)	236,288
Reappropriated Funds	7,232,305	8,097,243	(8,150,155)	(8,097,243)	0
Federal Funds	7,356,993	7,371,209	(7,430,112)	67,807	7,439,016
Colorado Benefits Management System, HCPF Only	<u>578,146</u>	<u>611,520</u>	(611,520)	(611,520)	<u>0</u>
Reappropriated Funds	578,146	611,520	(611,520)	(611,520)	0
CBMS SAS-70 Audit	<u>74,060</u>	149,000	(149,000)	(53,792)	95,208
General Fund	17,197	36,558	(36,558)	(1,735)	34,823
Cash Funds	1,909	6,906	(6,906)	(5,415)	1,491
Reappropriated Funds	24,858	55,204	(55,204)	(55,204)	0
Federal Funds	30,096	50,332	(50,332)	8,562	58,894
CBMS Modernization, Administration	<u>0</u>	<u>0</u>	976,722	<u>0</u>	<u>0</u>
FTE	0.0	0.0	11.0	0.0	0.0
General Fund	0	0	357,245	0	0
Cash Funds	0	0	15,296	0	0
Federal Funds	0	0	604,181	0	0

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
CBMS Modernization, DHS Personal Services	707,094	707,245	(707,245)	(255,327)	<u>451,918</u>
FTE	10.4	11.0	(11.0)	0.0	11.0
General Fund	268,612	268,612	(268,612)	(103,319)	165,293
Cash Funds	21,833	24,499	(24,499)	(17,422)	7,077
Reappropriated Funds	261,182	261,009	(261,009)	(261,009)	0
Federal Funds	155,467	153,125	(153,125)	126,423	279,548
CBMS Modernization, DHS Operating Expenses	<u>0</u>	10,451	(10,451)	(3,772)	<u>6,679</u>
General Fund	0	3,967	(3,967)	(1,524)	2,443
Cash Funds	0	363	(363)	(258)	105
Reappropriated Funds	0	3,857	(3,857)	(3,857)	0
Federal Funds	0	2,264	(2,264)	1,867	4,131
CBMS Modernization, HCPF Personal Services,					
Operating Expenses, and Centrally Appropriated					
Expenses	<u>680,196</u>	<u>810,858</u>	<u>(810,858)</u>	(292,733)	<u>518,125</u>
General Fund	276,576	307,964	(307,964)	(118,455)	189,509
Cash Funds	17,624	28,088	(28,088)	(19,974)	8,114
Reappropriated Funds	236,602	299,247	(299,247)	(299,247)	0
Federal Funds	149,394	175,559	(175,559)	144,943	320,502
CBMS Technology Improvement Work Plan	<u>0</u>	16,074,307	(4,482,720)	(4,482,720)	11,591,587
General Fund	0	7,193,767	2,516,361	2,516,361	9,710,128
Cash Funds	0	529,150	87,082	87,082	616,232
Reappropriated Funds	0	5,772,621	(5,772,621)	(5,772,621)	0
Federal Funds	0	2,578,769	(1,313,542)	(1,313,542)	1,265,227

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
Total for S-NP4 CBMS Funding Simplification	28,136,105	47,781,227	(16,611,497)	(16,611,497)	31,169,730
FTE	<u>10.4</u>	<u>11 .0</u>	<u>0.0</u>	0.0	<u>11 .0</u>
General Fund	7,738,070	16,157,502	2,607,795	2,607,795	18,765,297
Cash Funds	709,992	2,071,588	(1,148,754)	(1,148,754)	922,834
Reappropriated Funds	10,162,247	17,247,165	(17,247,165)	(17,247,165)	0
Federal Funds	9,525,796	12,304,972	(823,373)	(823,373)	11,481,599

	FY 2013-14 Actual	FY 2014-15 Appropriation	FY 2014-15 Requested Change	FY 2014-15 Rec'd Change	FY 2014-15 Total W/ Rec'd Change
TANF Reserve True-up (staff initiated)					
(7) OFFICE OF SELF SUFFICIENCY(B) Colorado Works Program					
County TANF Reserves for Colorado Works, Child					
Welfare, and Child Care Programs	8,408,641	38,680,365	$\underline{0}$	(8,053,904)	30,626,461
Reappropriated Funds	0	0	0	0	0
Federal Funds	8,408,641	38,680,365	0	(8,053,904)	30,626,461
Total for STF SUP TANF Reserve True-up	8,408,641	38,680,365	0	(8,053,904)	30,626,461
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Reappropriated Funds	0	0	0	0	0
Federal Funds	8,408,641	38,680,365	0	(8,053,904)	30,626,461

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