

JOINT BUDGET COMMITTEE



STAFF BUDGET BRIEFING FY 2023-24

DEPARTMENT OF HUMAN SERVICES

(Executive Director's Office, Administration and Finance, Office of Economic Security, and Office of Adults, Aging, and Disability Services)

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

PREPARED BY:
TOM DERMODY, JBC STAFF
DECEMBER 6, 2022

JOINT BUDGET COMMITTEE STAFF
200 E. 14TH AVENUE, 3RD FLOOR • DENVER • COLORADO • 80203
TELEPHONE: (303) 866-2061 • TDD: (303) 866-3472
<https://leg.colorado.gov/agencies/joint-budget-committee>

CONTENTS

Department Overview	1
Department Budget: Recent Appropriations	3
Department Budget: Graphic Overview	4
General Factors Driving the Budget.....	6
Administrative Divisions	6
Public Assistance Programs	6
Services for People with Disabilities.....	10
Summary: FY 2022-23 Appropriation & FY 2023-24 Request.....	12
One-time Funding Authorized in Recent Legislative Sessions	18
Summary.....	18
Recommendation.....	18
Discussion.....	18
Issue 2: R3 County Adult Protective Services Support	23
Summary.....	23
Discussion.....	23
Appendix A Numbers Pages (Digital Only).....	A-1
Appendix B Footnotes and Information Requests	B-1
Appendix C Department Annual Performance Report	C-1
Appendix D FY 2021-22 and FY 2022-23 County Allocations For Adult Protective Services	D-1

ADDITIONAL RESOURCES

Brief summaries of all bills that passed during the 2020 and 2021 legislative sessions that had a fiscal impact on this department are available in Appendix A of the annual Appropriations Report: https://leg.colorado.gov/sites/default/files/fy21-22apprept_0.pdf

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

DEPARTMENT OF HUMAN SERVICES

DEPARTMENT OVERVIEW

This Joint Budget Committee staff budget briefing document includes the following offices, agencies, and programs within the Department of Human Services.

The EXECUTIVE DIRECTOR'S OFFICE is responsible for the management and administration of the department, performing such functions as budgeting, human resources, and quality control, as well as program supervision, coordination, and evaluation. This office includes centrally appropriated line items, such as workers' compensation, legal services, administrative law judge services, and payments related to risk management.

The ADMINISTRATION AND FINANCE budgetary section is responsible for developing and maintaining the major centralized computer systems of the Department, including systems that link to all 64 counties in the state. This section supports centralized databases, and provides support and training to users, including county staff and private social service providers. IT staff resources were transferred to the Governor's Office of Information Technology (OIT) in FY 2010-11 as part of the consolidation of executive branch agency information technology personnel resources in OIT.

This section also provides department-wide facility maintenance and management, accounting, payroll, contracting, purchasing and field audits. Overall, the division operates 330 buildings and over 3.7 million gross square feet of space. It is also responsible for acquisition, operation and management of utility services, planning, design and construction of capital construction and controlled maintenance projects, and the department's commercial and vehicle leases. The office is affected by trends in utilities costs, department efficiency initiatives, and by statewide common policy decisions related to vehicle lease payments and leased space costs for buildings in the Capitol Complex.

The OFFICE OF ECONOMIC SECURITY provides income, nutritional, and support services to assist families and individuals in need. The programs administered by this unit include Colorado Works, the Colorado implementation of the federal Temporary Assistance for Needy Families (TANF) program, the federal Supplemental Nutrition Assistance Program (SNAP), child support services and enforcement, Low Income Energy Assistance Program (LEAP), which provides heating-bill assistance to needy families and individuals during the winter months, services for refugees, and disability determination services.

This office also provides the 64 county departments of human services with money to administer the Supplemental Nutrition Assistance Program (SNAP; formerly known as food stamps) and a variety of smaller programs, including child support services and the Low-income Energy Assistance Program. Additionally, this section funds the County Tax Base Relief initiative to assist counties, with the highest social services needs and lowest property tax values, meet the obligation of the local match required by the state for certain public assistance programs. The Office is responsible for the Colorado Benefits Management System (CBMS), which is the computer system used to determine a citizen's eligibility for public assistance programs like Medicaid, the Supplemental Nutrition Assistance

Program (SNAP), Temporary Assistance for Needy Families (TANF), and several others. CBMS is developed and maintained by the state for use by county social services departments and various medical assistance sites.

The OFFICE OF ADULTS, AGING, AND DISABILITY SERVICES includes Regional Centers for People with Developmental Disabilities, the Work Therapy Program, the Brain Injury Trust Fund, and Veterans Community Living Centers. Regional Centers are state operated facilities for individuals with intellectual and developmental disabilities and as such are the provider of last resort. They provide residential services, medical care, and active treatment programs based on individual assessments and habilitation plans. The Work Therapy Program provides sheltered training and employment workshops for individuals receiving services at the Colorado Mental Health Institute at Fort Logan and the Regional Centers at Grand Junction and Wheat Ridge. The Colorado Brain Injury Program provides funding for direct services for individuals with a brain injury, research related to brain injuries, and education related to brain injuries. Veterans community living centers provide skilled nursing care to honorably discharged veterans, spouses of veterans, and parents of deceased veterans who were killed in action.

This office also provides funding for assistance and support for needy elderly and disabled adult populations in Colorado. This section funds several programs, including the Old Age Pension (OAP) program, which provides cash assistance to eligible individuals age 60 and older, and the Aid to the Needy Disabled and Home Care Allowance programs, which provide cash assistance for low-income disabled adults. This section also funds the State Ombudsman Program, Adult Protective Services (APS) programs, which intervene on behalf of at-risk adults to address abuse, neglect, or exploitation and Older Americans Act services, such as home-delivered meals and transportation to medical appointments that are offered to older Coloradans across the state through the 16 regional Area Agencies on Aging (AAA).

DEPARTMENT BUDGET: RECENT APPROPRIATIONS

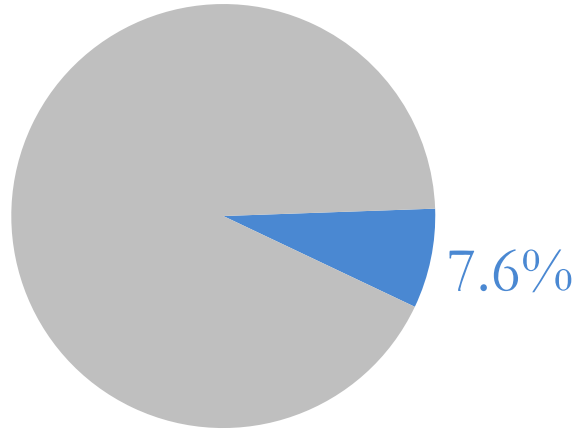
FUNDING SOURCE	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24 *
General Fund	\$1,034,930,086	\$1,111,202,446	\$1,057,156,646	\$1,117,393,924
Cash Funds	421,832,773	549,781,848	724,693,243	421,632,376
Reappropriated Funds	209,414,386	228,925,941	215,794,327	216,817,997
Federal Funds	709,092,573	1,064,621,460	553,775,174	564,533,549
TOTAL FUNDS	\$2,375,269,818	\$2,954,531,695	\$2,551,419,390	\$2,320,377,846
Full Time Equiv. Staff	5,181.3	5,195.6	5,241.7	5,341.0

*Requested appropriation.

Funding for the Department of Human Services in FY 2022-23 consists of 41.4 percent General Fund, 28.4 percent cash funds, 8.5 percent reappropriated funds, and 21.7 percent federal funds.

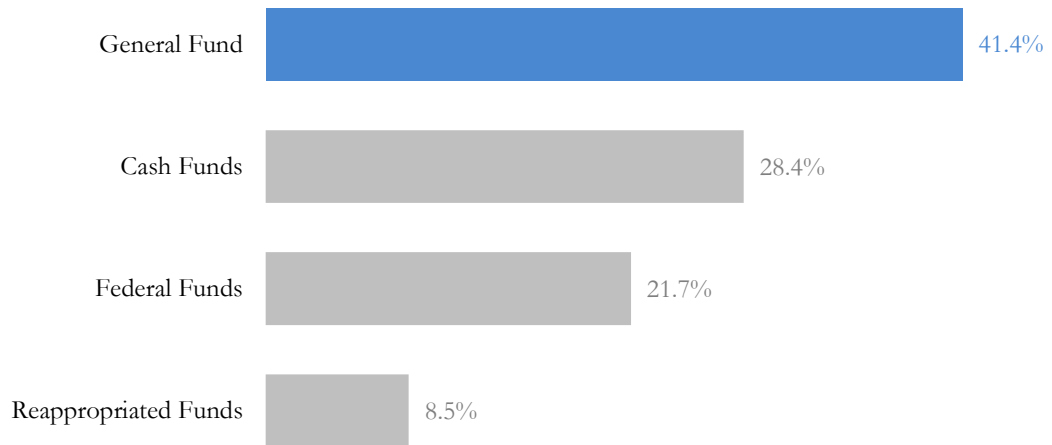
DEPARTMENT BUDGET: GRAPHIC OVERVIEW

Department's Share of Statewide General Fund



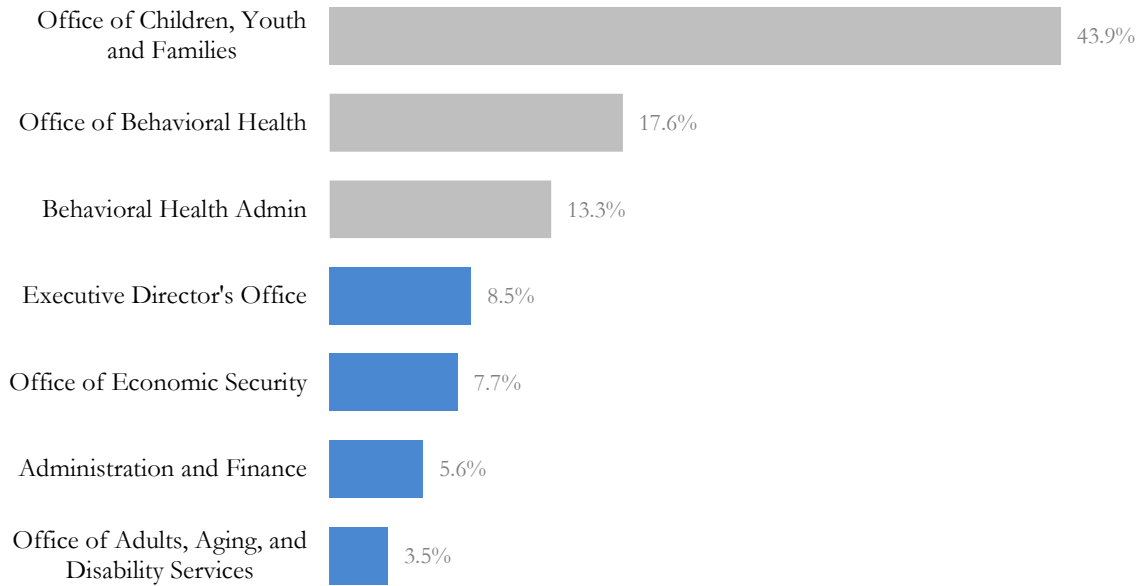
Based on the FY 2022-23 appropriation.

Department Funding Sources



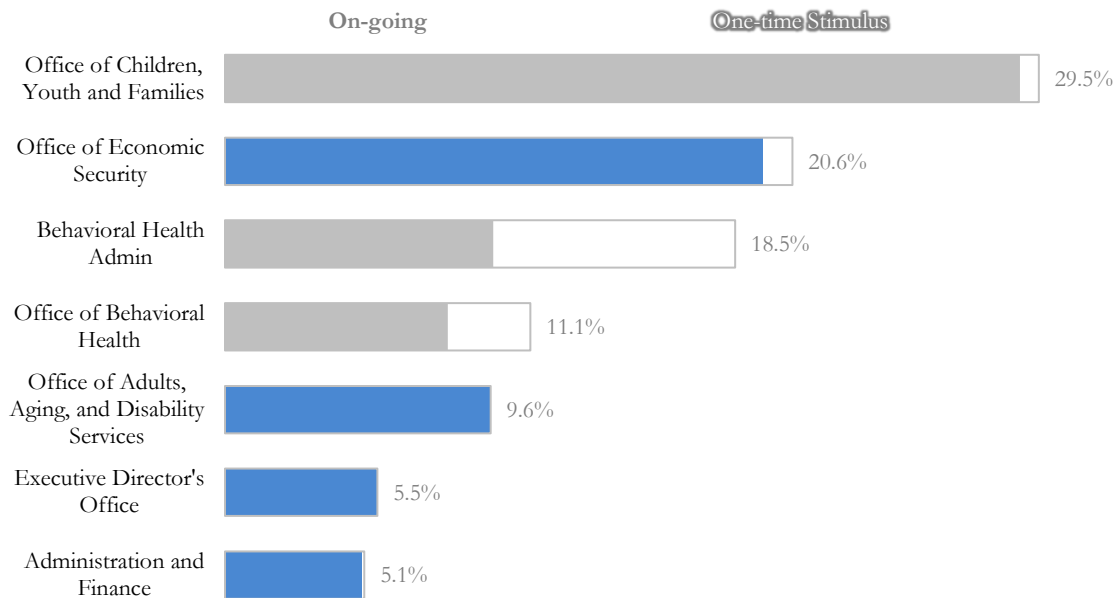
Based on the FY 2022-23 appropriation.

Distribution of General Fund by Division



Based on the FY 2022-23 appropriation.

Distribution of Total Funds by Division



Based on the FY 2022-23 appropriation.

GENERAL FACTORS DRIVING THE BUDGET

ADMINISTRATIVE DIVISIONS

Due to the large number of employees within the Department, appropriations for common employee benefits are a significant portion of the Executive Director's Office. These costs include the state contribution for the Public Employees' Retirement Association (PERA) and employee health, life and dental benefits. Additionally, the Department has a sizable appropriation for shift differential, which pays a premium to employees who work non-standard shifts in 24-hour institutional facilities. The following table compares the FY 2020-21, FY 2021-22, and FY 2022-23 appropriations for costs associated with employee benefits.

EMPLOYEE BENEFIT APPROPRIATIONS					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS
FY 2020-21 Appropriation (5,181.3 FTE)					
Health, life, and dental	\$39,282,023	\$23,514,845	\$510,059	\$12,142,857	\$3,114,262
Short-term disability	470,820	313,062	882	137,495	19,381
State PERA contribution	28,540,160	18,962,186	55,466	8,217,080	1,305,428
Salary survey and merit pay	0	0	0	0	0
Shift differential	7,746,935	4,723,846	39,879	2,038,728	944,482
FY 2020-21 Total	\$76,039,938	\$47,513,939	\$606,286	\$22,536,160	\$5,383,553
FY 2021-22 Appropriation (5,195.6 FTE)					
Health, life, and dental	\$55,004,907	\$34,587,167	\$2,417,019	\$9,217,351	\$8,783,370
Short-term disability	488,186	322,309	17,818	69,799	78,260
State PERA contribution	40,164,613	26,625,280	1,132,540	7,386,851	5,019,942
Salary survey and merit pay	10,160,374	6,719,407	369,133	1,458,114	1,613,720
Shift differential	8,698,621	5,489,915	116,348	2,062,273	1,030,085
FY 2021-22 Total	\$114,516,701	\$73,744,078	\$4,052,858	\$20,194,388	\$16,525,377
FY 2022-23 Appropriation (5,241.7 FTE)					
Health, life, and dental	\$57,736,220	\$37,653,121	\$2,196,120	\$8,680,892	\$9,206,087
Short-term disability	521,705	357,116	19,709	66,517	78,363
State PERA contribution	36,394,516	22,837,888	1,337,982	7,166,456	5,052,190
Salary survey and merit pay	12,496,529	7,981,128	559,338	1,520,060	2,436,003
Shift differential	9,576,594	6,259,535	182,415	2,136,664	997,980
FY 2022-23 Total	\$116,725,564	\$75,088,788	\$4,295,564	\$19,570,589	\$17,770,623

PUBLIC ASSISTANCE PROGRAMS

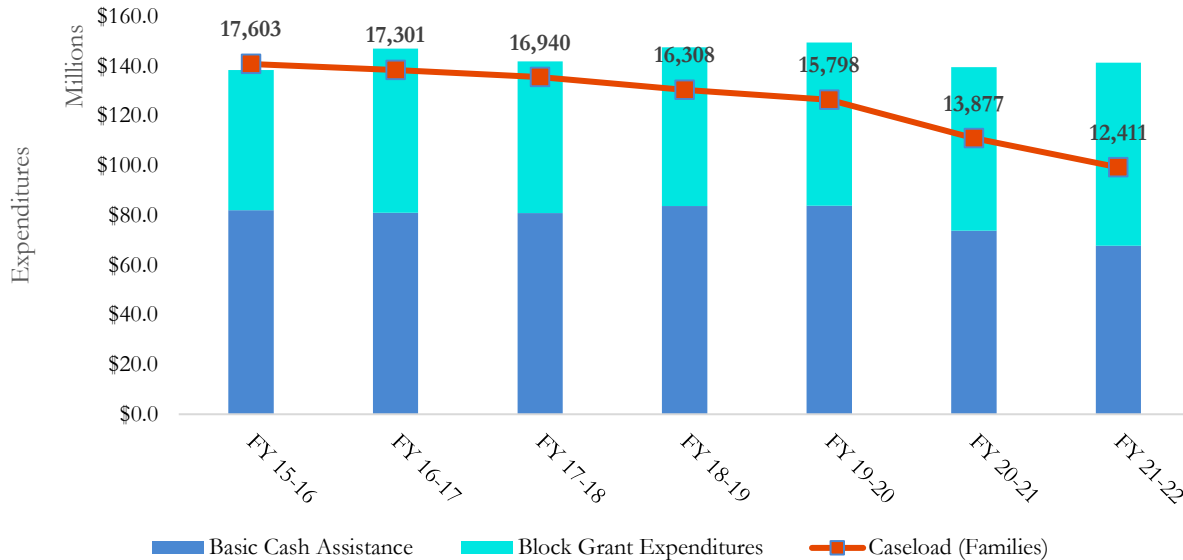
Public assistance programs in Colorado operate under a state-supervised, county-administered model. Under this decentralized model, the federal government provides a portion (or all) of the funding for a program (including administrative costs) to the state, which in-turn provides block grant transfers to counties to administer the program in accordance with federal and state laws, regulations, and rules.

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES (TANF) AND COLORADO WORKS

The Colorado Works Program implements the federal Temporary Assistance for Needy Families (TANF) block grant program created in the 1996 welfare reform law. The program provides financial and other assistance to families to enable children to be cared for in their own homes and to assist needy parents in achieving self-sufficiency. Pursuant to federal law, the State receives a fixed amount of \$136.1 million per year in federal TANF block grant funds. The majority of the TANF funds received are allocated as block grants to counties for the provision of basic cash assistance payments

and to support related programs that assist families, including employment and training opportunities and child care assistance.

Over the last seven fiscal years, TANF expenditures have remained relatively consistent while caseload has steadily declined.



In FY 2021-22, TANF expenditures total \$140.1 million and include \$122.7 million in federal funds for County Block Grants. As seen in the previous chart, TANF caseload has steadily decreased from FY 2015-16 to FY 2021-22, with 12,411 families served in last fiscal year for which complete data is available. Basic cash assistance expenditures decreased to \$67.7 million in FY 2021-22, while and other block grant expenditures increased to \$73.6 million.

Federal law allows states to retain any unexpended TANF funds for future use in the event of an economic downturn or caseload growth. Section 26-2-721, C.R.S., allows the Department of Human Services to maintain a Long-Term Works Reserve (LTR) fund. The FY 2022-23 beginning balance in the State’s LTR totaled \$39.2 million. State statute also allows county departments of human/social services to maintain a reserve fund, up to 40.0 percent of its annual TANF block grant, or \$100,000 whichever is greater. The FY 2022-23 beginning balance of all county TANF reserves totaled \$61.0 million.

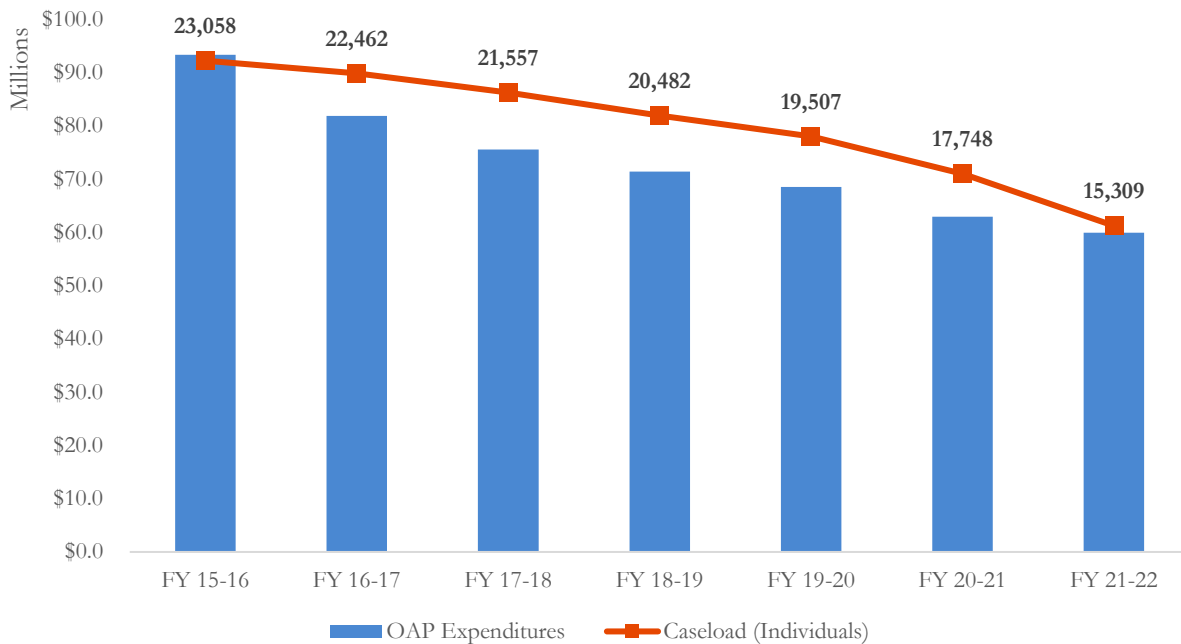
OLD AGE PENSION PROGRAM

The Old Age Pension (OAP) Program, authorized by the State Constitution (Section 1 of Article XXIV), provides cash assistance to low-income individuals ages 60 and over. It is funded through excise and state sales taxes that are deposited into the OAP cash fund in lieu of the General Fund. Program costs are driven by the size of the benefit (i.e., grant standard) and the number of qualified individuals. The General Assembly has limited control over OAP expenditures, as the state constitution guarantees the benefit, and grant amounts are set by the State Board of Human Services. The Long Bill appropriation, \$78.9 million cash funds in FY 2022-23, reflect anticipated expenditures and is shown for informational purposes only. Expenditures for the OAP Program are driven by cost-

of-living (COLA) increases approved by the State Board of Human Services, caseload, and the grant standard.

The OAP Program total caseload decreased to 15,309 in FY 2021-22, the lowest level in the past seven years. Actual expenditures also declined in FY 2021-22 to \$59.9 million.

Old Age Pension expenditures and caseload are steadily declining.



COMMUNITY SERVICES FOR THE ELDERLY

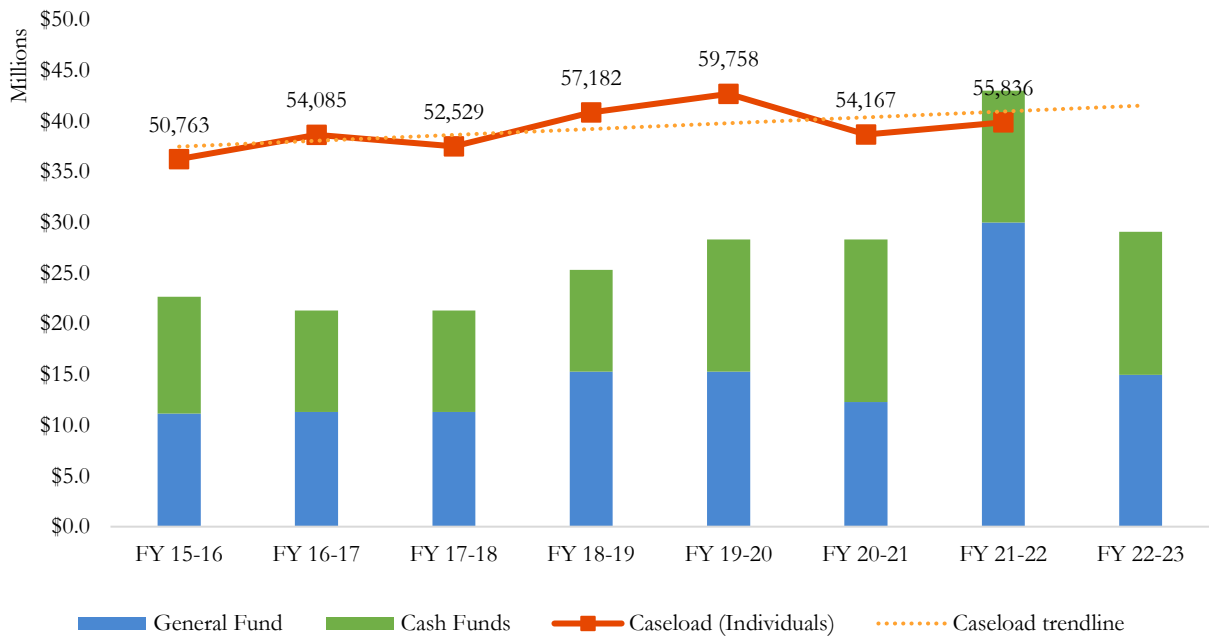
State and federal funds are distributed to Area Agencies on Aging (AAAs) for the provision of a variety of community services for the elderly such as transportation, congregate meals, home delivered meals (Meals on Wheels), and in-home support services. These services are geared toward providing seniors with the opportunity to remain in their homes and communities as long as possible.

In terms of state funds, most of the Department’s appropriations for these types of services are allocated to the State Funding for Senior Services line item. This line item receives funding through two mechanisms. First, Section 39-26-123 (3), C.R.S., annually credits \$10.0 million from state excise and sales taxes to the Older Coloradans Cash Fund. This money would otherwise be deposited in the General Fund. This amount has grown from \$3.0 million as originally set forth in H.B. 00-1072 (Older Coloradans’ Act) to its current level of \$10.0 million via S.B. 13-127 (Sales Tax Revenue To Older Coloradans Cash Fund). However, H.B. 20-1387 (Transfers From Unexpended County Reimbursements) temporarily reduced this transfer to \$8.0 million for FY 2020-21 for budget balancing purposes.

Second, in recent years the General Assembly has appropriated General Fund to support senior services. General Fund appropriations for this purpose have grown from \$0.8 million for FY 2012-13 to a high of \$30.0 million for FY 2021-22. The FY 2021-22 General Fund appropriation was made through two bills: \$15.0 million in S.B. 21-205 (Long Bill) and \$15.0 million S.B. 21-290 (Security for

Colorado Seniors), which created the Strategic Investments in Aging Grant program. The following chart shows appropriations for senior services and the state AAAs' caseload for those years for which we have actual data.

State Funding for Senior Services appropriations and caseload have fluctuated, but remained relatively steady over the last eight fiscal years, with the exception of FY 2021-22 when funding spike due to one-time General Fund appropriations.

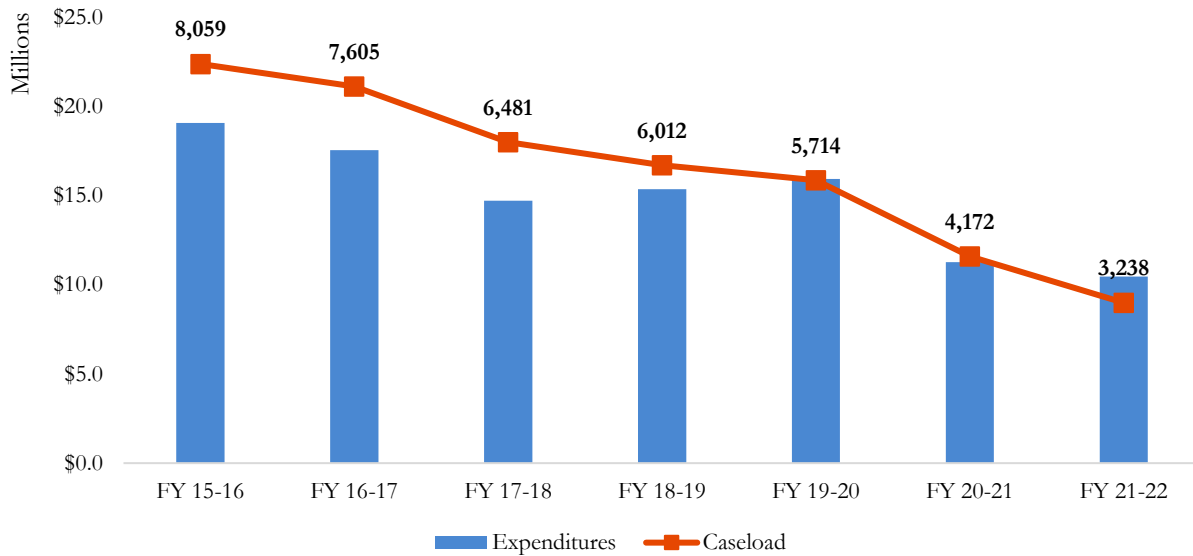


Outside of state funding for senior services, the Department also receives federal funds that it distributes to AAAs to support community-based and in-house services for older adults. The funding derives from the Older Americans Act, which Congress passed in 1965 to spur the development of community social services for older persons. Each state receives Older Americans Act funds according to a formula based on the state's share of the U.S. population age 60 and older. Colorado's share of Older Americans Act funds totals \$22.2 million in federal fiscal year 2021-22 and is projected to remain the same in federal fiscal year 2022-23.

AID TO THE NEEDY DISABLED

Aid to the Needy Disabled (AND) provides cash assistance to low-income Coloradans with a disability lasting six months or longer that prevents them from working, as documented by a licensed physician. For some beneficiaries, these funds supplement federal Supplemental Security Income (SSI) payments. Other beneficiaries either do not qualify for federal SSI or have pending applications for federal SSI. Funding for this program is comprised of General Fund, county matching funds, and federal reimbursements for payments to individuals who initially receive a state-only subsidy, but are ultimately deemed eligible for federal SSI. Over the last seven fiscal years, the caseload and expenditures for the Aid to the Needy Disabled Programs has declined to 3,238 cases at a cost of \$10.5 million.

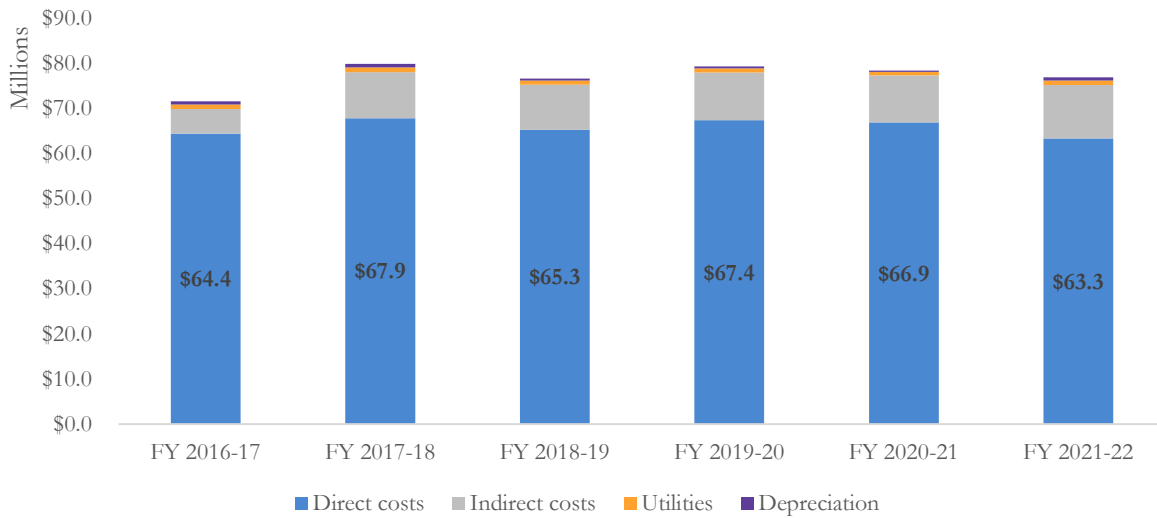
Aid to the Needy Disabled Programs expenditures and caseloads are decreasing over time.



REGIONAL CENTERS

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

Total Cost of Regional Centers



SUMMARY: FY 2022-23 APPROPRIATION & FY 2023-24 REQUEST

DEPARTMENT OF HUMAN SERVICES						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2022-23 APPROPRIATION:						
H.B. 22-1329 (Long Bill)	\$2,638,145,548	\$1,141,826,416	\$462,123,650	\$225,856,891	\$808,338,591	5,332.5
Other legislation	(86,726,158)	(84,669,770)	262,569,593	(10,062,564)	(254,563,417)	(90.8)
TOTAL	\$2,551,419,390	\$1,057,156,646	\$724,693,243	\$215,794,327	\$553,775,174	5,241.7
FY 2023-24 REQUESTED APPROPRIATION:						
FY 2022-23 Appropriation	\$2,551,419,390	\$1,057,156,646	\$724,693,243	\$215,794,327	\$553,775,174	5,241.7
R1 State hospital quality assurance	783,260	783,260	0	0	0	6.5
R2 Preventing youth homelessness	5,100,837	5,049,825	0	0	51,012	7.4
R3 County adult protective services support	1,609,266	1,309,266	300,000	0	0	1.0
R4 Improving Medicaid access for child welfare	541,573	162,500	0	291,573	87,500	2.7
R5 Reforming IT project ownership	0	0	0	0	0	0.0
R6 DYS security equipment upgrades	540,600	540,600	0	0	0	0.0
R7 Improving SNAP delivery	0	0	0	0	0	5.6
R8 Forensic Services Division capacity expansion	3,704,803	3,704,803	0	0	0	23.1
R9 Salary increase for hospital medical staff	1,808,328	1,808,328	0	0	0	0.0
R10 Community provider rate	22,491,357	13,879,529	3,290,100	446,776	4,874,952	0.0
R11 Aid for parents to make child support payments	1,140,274	0	0	0	1,140,274	1.0
R12 Momentum program funding	328,747	328,747	0	0	0	0.0
R13 Sustaining ReHire Colorado	102,904	102,904	0	0	0	0.0
R14 OCFMH data management and reporting	236,314	236,314	0	0	0	2.8
R15 Quality assurance budget alignments	0	0	0	0	0	0.0
R16 Juvenile justice budget alignment	0	0	0	0	0	0.0
R17 Realign child welfare hotline budget	(535,787)	(535,787)	0	0	0	0.0
R18 DYS caseload reduction for parole and transition	(700,000)	(700,000)	0	0	0	0.0
R19 DYS caseload reduction for state facilities	(1,927,398)	(1,675,864)	0	(134,557)	(116,977)	0.0
BHA-R1 Behavioral Health Administration personnel	3,478,525	3,478,525	0	0	0	31.3
BHA-R2 Behavioral health services	5,500,000	5,500,000	0	0	0	0.0
BHA-R3 Behavioral health learning management system	753,386	753,386	0	0	0	0.9
BHA-R4 BHA community provider	5,246,702	3,491,583	1,751,187	3,932	0	0.0
BHA-R5 BHA technical adjustments	0	0	0	0	0	0.0
Centrally appropriated line items	23,532,567	16,198,261	2,518,073	2,614,667	2,201,566	0.0
Indirect cost assessments	6,520,404	0	1,035,765	2,025,147	3,459,492	0.0
Non-prioritized requests	2,386,535	2,126,875	204,946	54,714	0	(3.5)
Technical adjustments	492,540	507,114	(90,811)	(47,220)	123,457	0.0
Annualize prior year legislation	(312,406,151)	(1,988,084)	(311,972,108)	459,017	1,095,024	11.0
Annualize prior year budget actions	(1,771,130)	5,175,193	(98,019)	(4,690,379)	(2,157,925)	9.5
TOTAL	\$2,320,377,846	\$1,117,393,924	\$421,632,376	\$216,817,997	\$564,533,549	5,341.0
INCREASE/(DECREASE)	(\$231,041,544)	\$60,237,278	(\$303,060,867)	\$1,023,670	\$10,758,375	99.3
Percentage Change	(9.1%)	5.7%	(41.8%)	0.5%	1.9%	1.9%

* Decision items shaded in grey are not addressed in this document. These items are address by other JBC Staff briefing documents.

R3 COUNTY ADULT PROTECTIVE SERVICES SUPPORT: The request includes an increase of \$1.6 million total funds, including \$1.3 million General Fund and \$300,000 cash funds from local county matching funds, and 1.0 FTE in FY 2023-24 and ongoing. The Colorado Adult Protective Services Program (APS) codified in Section 26-3.1-101 et seq., C.R.S., was created to improve the health, safety, and welfare of at-risk adults experiencing mistreatment or self-neglect. The Department identifies this request as theory-informed.

R5 REFORMING IT PROJECT OWNERSHIP: The request includes a budget neutral transfer of \$3.7 million total funds, including \$1.3 million General Fund, from the Payments to OIT line item to the Personal Services line item within the Administration and Finance section for FY 2023-24 and ongoing. This request would move IT project ownership and management from OIT to DHS and result in the hiring of 38.0 contract FTE. The Department identifies this request as theory-informed.

RECOMMENDATION: In consultation with JBC staff for Information Technology Projects and Joint Technology Committee (JTC) staff, staff recommends that the Committee refer this request to the Joint Technology Committee (JTC), pursuant to Joint Rule 45(b). **JBC staff for Information Technology Projects will present this recommendation in a single document for Committee action at a later date.** Staff further recommends that this request remain for consideration in the operating budget as submitted; however, staff requests a JTC review and recommendation as an IT-related operating request item.

R7 IMPROVING SNAP DELIVERY: The request includes a transfer of \$622,173 total funds, including \$311,087 General Fund, from the Electronic Benefits Transfer Service line item to the Supplemental Nutrition Assistance Program Administration line item within the Office of Economic Security, Food and Energy Assistance subdivision for FY 2023-24 and ongoing. The request also includes an increase of 5.6 FTE in FY 2023-24, annualizing to 6.0 FTE in FY 2024-25 and ongoing. The shift in funding and increase in FTE are requested to improve and bolster the administration of the Supplemental Nutrition Assistance Program (SNAP), as well as provide additional support to the State's counties who administer the Program.

R10 COMMUNITY PROVIDER RATE: The request includes an increase of \$22.5 million total funds, including \$13.9 million General Fund, in FY 2023-24 and ongoing for a 3.0 percent provider rate adjustment. This request affects the Office of Children, Youth, and Families, the Office of Economic Security, the Office of Behavioral Health, and the Office of Adults, Aging, and Disability Services.

R11 AID FOR PARENTS TO MAKE CHILD SUPPORT PAYMENTS: The request includes an increase of \$1.1 million federal funds from the Temporary Assistance for Needy Families (TANF) Block Grant and 1.0 FTE in FY 2023-24 through FY 2026-27 to provide employment services to at least 300 low-income, non-custodial parents through the Improved Payments and Child Success (IMPACS) program. Funding for the program, operated by the Department under Sections 26-2-706 (1)(d) and 26-2-706.6 (4), C.R.S., has been provided through FY 2022-23. The Department is seeking to extend the program an additional four fiscal years to continue providing services and to collect additional programmatic data to allow for a full program evaluation. The Department identifies this request as evidence-informed.

R13 SUSTAIN REHIRE COLORADO [REQUIRES LEGISLATION]: The request includes an increase of \$102,904 General Fund to increase the funding for the ReHire Colorado program, authorized by Section 26-2-1101 et seq., C.R.S., to provide increased wage subsidies to program participants.

Additionally, the Department requests that the Committee sponsor legislation to extend the program indefinitely; the program is set to repeal July 1, 2025. The Department identifies this request as proven.

R15 QUALITY ASSURANCE BUDGET ALIGNMENT: The request includes a budget neutral transfer of \$1.2 million total funds, including \$1,161,187 General Fund, and 13.0 FTE from the Office of Children, Youth, and Families to the Administration and Finance division to align the Department’s budget structure with its operational structure for administrative review and quality assurance related to child welfare and youth services. This request is associated with the reorganization of the Department’s Long Bill section that was approved and implemented during the 2022 legislative session.

R15 QUALITY ASSURANCE BUDGET ALIGNMENT SUMMARY						
DIVISION	SUB DIVISION	LINE ITEM	TOTAL FUNDS	GENERAL FUND	FEDERAL FUNDS	FTE
Admin/Finance	Special Purpose	Administrative Review Unit	\$517,503	\$439,613	\$77,890	6.0
Admin/Finance	Special Purpose	Quality Assurance Youth Services	721,574	721,574	0	7.0
OCYF	Div of Child Welfare	Continuous Quality Improvement	(517,503)	(439,613)	(77,890)	(6.0)
OCYF	Div of Youth Services	Program Administration	(721,574)	(721,574)	0	(7.0)
Total			\$0	\$0	\$0	0.0

CENTRALLY APPROPRIATED LINE ITEMS: The request includes adjustments to centrally appropriated line items:

CENTRALLY APPROPRIATED LINE ITEMS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
Salary survey	\$25,609,827	\$18,932,095	\$1,324,318	\$2,215,770	\$3,137,644	0.0
Payments to OIT	7,778,741	2,955,922	0	4,822,819	0	0.0
Legal services	1,414,867	843,261	0	571,606	0	0.0
Vehicle lease payments	197,251	97,245	0	100,006	0	0.0
Risk management and property adjustment	36,217	31,400	0	4,817	0	0.0
Shift differential	(2,099,941)	(1,437,060)	48,487	(468,751)	(242,617)	0.0
Workers’ compensation	(1,937,783)	(1,195,612)	0	(742,171)	0	0.0
PERA Direct Distribution	(1,616,878)	0	0	(1,616,878)	0	0.0
AED	(1,577,455)	(1,267,867)	37,099	(293,451)	(53,236)	0.0
SAED	(1,577,455)	(1,267,867)	37,099	(293,451)	(53,236)	0.0
Health, life, and dental	(1,380,812)	(871,862)	1,069,955	(997,352)	(581,553)	0.0
CORE adjustment	(488,256)	(294,418)	0	(193,838)	0	0.0
Capitol Complex leased space	(386,982)	(135,444)	0	(251,538)	0	0.0
ALJ services	(362,018)	(131,775)	0	(230,243)	0	0.0
Short-term disability	(76,756)	(59,757)	1,115	(12,678)	(5,436)	0.0
TOTAL	\$23,532,567	\$16,198,261	\$2,518,073	\$2,614,667	\$2,201,566	0.0

INDIRECT COST ASSESSMENTS: The request includes net adjustments to indirect costs across the Department.

NON-PRIORITIZED REQUESTS: The request includes the following non-prioritized request items, which are linked to decision items in other departments and common policy decisions.

NON-PRIORITIZED REQUESTS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
OIT Budget package	\$2,802,753	\$1,065,046	\$0	\$1,737,707	\$0	0.0

NON-PRIORITIZED REQUESTS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
NP4 Records and Reports CF Solution	1,208,889	1,208,889	0	0	0	2.0
DPS Digital trunk radio	303,702	115,407	0	188,295	0	0.0
NP2 Food service inflation	273,706	0	0	273,706	0	0.0
DPA COE common policy	73,055	29,222	0	43,833	0	0.0
DPA Capitol complex staffing	46,436	19,085	0	27,351	0	0.0
DPA Transfer perf. budgeting to DPA	9,735	6,026	0	3,709	0	0.0
BHANP1 Maternity equity	(1,903,091)	0	0	(1,903,091)	0	0.0
NP8 Transfer FTE between DEC and DHS	(428,650)	(316,800)	204,946	(316,796)	0	(5.5)
TOTAL	\$2,386,535	\$2,126,875	\$204,946	\$54,714	\$0	(3.5)

TECHNICAL ADJUSTMENTS: The request includes an increase of \$492,540 total funds, including \$507,114 General Fund for technical adjustments, including for the upcoming leap year and annual depreciation-lease equivalent payments.

TECHNICAL ADJUSTMENTS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
Leap year	\$600,491	\$367,061	\$96,967	\$13,006	\$123,457	0.0
ADL equivalent payments	140,053	140,053	0	0	0	0.0
State Ombudsman Program	(173,289)	0	(173,289)	0	0	0.0
DYS administration	(60,226)	0	0	(60,226)	0	0.0
Administrative Review Unit	(14,489)	0	(14,489)	0	0	0.0
TOTAL	\$492,540	\$507,114	(\$90,811)	(\$47,220)	\$123,457	0.0

ANNUALIZE PRIOR YEAR LEGISLATION: The request includes a net decrease of \$312.4 million total funds to reflect the FY 2023-24 impact of bills passed in previous sessions, summarized in the following table.

ANNUALIZE PRIOR YEAR LEGISLATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROP. FUNDS	FEDERAL FUNDS	FTE
HB 22-1259 Modifications to Colorado Works program	\$1,540,937	\$2,266,909	(\$1,698,606)	\$0	\$972,634	0.0
HB 22-1278 Behavioral Health Administration	1,192,353	1,192,353	0	0	0	12.1
HB 22-1374 Foster care success act	1,112,326	1,112,326	0	0	0	0.1
HB 22-1094 Foster youth in transition	843,318	421,659	0	421,659	0	0.0
HB 22-1256 Modifications to civil involuntary commitment	576,814	576,814	0	0	0	5.2
SB 22-235 County admin of public assistance programs	200,000	60,000	0	80,000	60,000	0.0
HB 22-1289 Health benefits for children	166,000	107,900	0	0	58,100	0.0
HB 22-1056 Emergency care for children	49,550	45,260	0	0	4,290	0.0
HB 22-1061 Modifications to NGRI	33,539	33,539	0	0	0	0.5
HB 22-1315 Colorado 211 collaborative funding	4,936	4,936	0	0	0	0.1
HB 22-1397 Statewide equity office	1,915	0	0	1,915	0	0.3
HB 22-1249 School security and behavioral health	0	6,000,000	(6,000,000)	0	0	0.0
HB 22-1281 Behavioral health-care continuum gap grant	(90,000,000)	0	(90,000,000)	0	0	(0.5)

ANNUALIZE PRIOR YEAR LEGISLATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROP. FUNDS	FEDERAL FUNDS	FTE
SB 22-196 Health needs of persons in criminal justice system	(50,700,000)	0	(50,700,000)	0	0	0.0
HB 22-1303 Increase residential behavioral health beds	(47,160,741)	0	(47,160,741)	0	0	(7.0)
SB 22-181 Behavioral health workforce	(36,806,984)	0	(36,806,984)	0	0	0.0
HB 22-1386 Competency to proceed and restoration	(29,362,828)	0	(29,362,828)	0	0	0.0
HB 22-1283 Youth and family behavioral health	(19,667,949)	0	(19,667,949)	0	0	0.0
HB 22-1326 Fentanyl accountability	(13,755,154)	(10,630,154)	(3,125,000)	0	0	0.9
SB 22-177 Investments in care coordination	(12,200,000)	0	(12,200,000)	0	0	0.0
HB 22-1380 Critical services for low-income households	(6,000,000)	0	(6,000,000)	0	0	0.0
SB 22-148 CO Land-based tribe behavioral health grant	(5,000,000)	0	(5,000,000)	0	0	0.0
HB 21-1105 Low-income utility payment assistance contributions	(4,250,000)	0	(4,250,000)	0	0	0.0
HB 22-1364 Food Pantry Assistance Grant program	(3,000,000)	(3,000,000)	0	0	0	0.0
HB 22-1131 Reduce justice involvement	(105,000)	(105,000)	0	0	0	0.0
SB 22-211 Repurpose Ridge View Campus	(44,557)	(44,557)	0	0	0	(0.4)
HB 22-1378 Denver-metro regional navigation	(44,557)	0	0	(44,557)	0	(0.4)
HB 22-1099 Policies and procedures	(30,000)	(30,000)	0	0	0	0.0
HB 22-1052 Promoting crisis services	(69)	(69)	0	0	0	0.1
TOTAL	(\$312,406,151)	(\$1,988,084)	(\$311,972,108)	\$459,017	\$1,095,024	11.0

ANNUALIZE PRIOR YEAR BUDGET ACTIONS: The FY 2023-24 request includes a net decrease of \$1.8 million total funds, including an increase of \$5.2 million General Fund, for prior year budget actions, summarized in the following table.

ANNUALIZE PRIOR YEAR BUDGET ACTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROP. FUNDS	FEDERAL FUNDS	FTE
FY 2022-23 NPBA2 COWINS Partnership Agreement	\$993,551	\$688,464	\$77,204	\$90,328	\$137,555	0.0
FY 2022-23 R6 Facilities Management Operating	747,980	5,510,168	0	(4,762,188)	0	0.0
FY 2022-23 R17 Realign child welfare hotline	457,787	457,787	0	0	0	0.0
FY 2022-23 R7 DYS phone replacement	100,000	100,000	0	0	0	0.0
FY 2022-23 BA2 Behavioral Health Safety Net	80,611	80,611	0	0	0	1.2
FY 2022-23 BA4 National School Lunch Program staffing	6,931	(42,500)	49,431	0	0	0.5
FY 2019-20 R21 Salesforce shield	6,274	729	0	5,545	0	0.0
FY 2022-23 BA5 Implementation of SAPA	3,212	3,212	0	0	0	0.1
FY 2019-20 R6 Child support employment	(1,820,720)	0	0	0	(1,820,720)	(1.0)
FY 2022-23 BA9 DYS Job readiness	(1,088,000)	(1,088,000)	0	0	0	0.0
FY 2022-23 Salary survey	(647,946)	(21,762)	(186,260)	0	(439,924)	0.0
FY 2022-23 BA6 SB 21-278 funding	(250,000)	(250,000)	0	0	0	0.0

ANNUALIZE PRIOR YEAR BUDGET ACTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROP. FUNDS	FEDERAL FUNDS	FTE
FY 2022-23 R1 Food service & housekeeping	(170,593)	(89,713)	(38,394)	(19,083)	(23,403)	0.0
FY 2022-23 R2 CMHIFL 44 bed operating	(147,914)	(147,914)	0	0	0	8.4
FY 2022-23 R10 SNAP Fair Hearings Compliance	(18,466)	(9,233)	0	0	(9,233)	0.1
FY 2022-23 R4 County child welfare support	(15,712)	(13,512)	0	0	(2,200)	0.2
FY 2022-23 NP5 OIT package	(8,125)	(3,144)	0	(4,981)	0	0.0
TOTAL	(\$1,771,130)	\$5,175,193	(\$98,019)	(\$4,690,379)	(\$2,157,925)	9.5

ONE-TIME FUNDING AUTHORIZED IN RECENT LEGISLATIVE SESSIONS

During the 2020B, 2021, and 2022 legislative sessions, the General Assembly allocated significant one-time funding to the Department of Human Services that included \$46.0 million originating as state General Fund and \$482.4 million originating as federal Coronavirus State Fiscal Recovery funds (ARPA funds).

SUMMARY

- Through FY 2021-22, the Department has expended \$20.3 million of the \$46.0 million, or 44.1 percent, of the one-time General Fund appropriated by the General Assembly.
- Through FY 2021-22, the Department has expended \$41.4 million of the \$482.4 million, or 8.6 percent, of the one-time ARPA funds appropriated by the General Assembly and allocated by the Governor.

RECOMMENDATION

Staff recommends that the Committee seek updates from all departments during their budget hearings on the use of significant one-time allocations of federal and state funding.

DISCUSSION

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

ALLOCATION AND EXPENDITURE OF ONE-TIME GENERAL FUND

DEPARTMENT OF HUMAN SERVICES ONE-TIME GENERAL FUND			
BILL NUMBER /SHORT TITLE	APPROPRIATION / TRANSFER	ACTUAL EXPENDITURE THROUGH FY 2022	BRIEF DESCRIPTION OF PROGRAM AND ANTICIPATED USE OF THE FUNDS
H.B. 20B-1003 Food pantry	5,000,000	4,950,000	Aids Colorado food pantries and food banks in the purchase of foods that better meet the needs of their clientele.
S.B. 21-239 2-1-1 statewide human services referral system	\$1,000,000	\$1,000,000	For a grant to the 2-1-1 Collaborative
S.B. 21-290 Security for CO seniors	15,000,000	6,820,000	Creates the Area Agency on Aging Cash Fund and is intended to support projects that help older Coloradoans including community services; infrastructure improvements; health promotion;

DEPARTMENT OF HUMAN SERVICES ONE-TIME GENERAL FUND			
BILL NUMBER /SHORT TITLE	APPROPRIATION / TRANSFER	ACTUAL EXPENDITURE THROUGH FY 2022	BRIEF DESCRIPTION OF PROGRAM AND ANTICIPATED USE OF THE FUNDS
			transportation services; home modification; and fall prevention and chronic disease management programs.
H.B. 21-1258 Mental health screenings in school	9,000,000	5,520,000	For the Temporary Youth Mental Health Services Program.
H.B. 21-1270 SNAP employment	3,000,000	2,050,000	Funding will be used by counties and a third-party partner to provide employment support and job retention services for SNAP recipients.
H.B. 22-1326 Fentanyl	10,000,000	0	For substance use treatment and prevention services.
H.B. 22-1364 Food pantry	3,000,000	0	Aids Colorado food pantries and food banks in the purchase of foods that better meet the needs of their clientele.
TOTAL	\$46,000,000	\$20,340,000	

* Highlighted bills affect the divisions of DHS covered by this briefing document.

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

DEPARTMENT OF HUMAN SERVICES ONE-TIME ARPA FUNDS			
BILL NUMBER /SHORT TITLE	APPROPRIATION / TRANSFER	ACTUAL EXPENDITURE THROUGH FY 2022	BRIEF DESCRIPTION OF PROGRAM AND ANTICIPATED USE OF THE FUNDS
S.B. 21-027 Emergency supplies for babies/families	\$5,000,000	\$4,674,692	For the Food Pantry Assistance Grant Program
S.B. 21-137 Behavioral Health Recovery Act	10,000,000	10,000,000	For managed service organizations for increasing access to substance use disorder treatment and recovery
S.B. 21-137 Behavioral Health Recovery Act	2,000,000	597,862	Services for school-aged children and parents by community mental health center school-based clinicians
S.B. 21-137 Behavioral Health Recovery Act	5,000,000	376,471	Colorado crisis system services in response to COVID-19 impacts on the behavioral health of Colorado residents
S.B. 21-137 Behavioral Health Recovery Act	2,000,000	0	Behavioral health and substance use disorder treatment for children, youth, and their families
S.B. 21-137 Behavioral Health Recovery Act	1,000,000	556,980	Mental health awareness campaign
S.B. 21-137 Behavioral Health Recovery Act	18,000,000	1,517,481	Behavioral health workforce development program
S.B. 21-137 Behavioral Health Recovery Act	26,000,000	478,746	Behavioral health statewide care coordination infrastructure
S.B. 21-137 Behavioral Health Recovery Act	9,000,000	3,119,934	County-based Behavioral Health Grant program
S.B. 21-137 Behavioral Health Recovery Act	500,000	191,219	Guardianship services for individuals transferring out of mental health institutes
S.B. 21-137 Behavioral Health Recovery Act	5,000,000	292,675	Jail based behavioral health services
S.B. 21-137 Behavioral Health Recovery Act	3,250,000	1,053,371	Community mental health centers for COVID-19 response

DEPARTMENT OF HUMAN SERVICES ONE-TIME ARPA FUNDS

BILL NUMBER /SHORT TITLE	APPROPRIATION / TRANSFER	ACTUAL EXPENDITURE THROUGH FY 2022	BRIEF DESCRIPTION OF PROGRAM AND ANTICIPATED USE OF THE FUNDS
S.B. 21-137 Behavioral Health Recovery Act	5,000,000	239,904	Pilot program for residential placement of children and youth with high acuity physical, mental, or behavioral health needs
S.B. 21-137 Behavioral Health Recovery Act	3,000,000	33	High-risk families cash fund in the Dept. of Human Services
S.B. 21-137 Behavioral Health Recovery Act	300,000	0	Office of the Ombudsman for Behavioral Health Access to Care
S.B. 21-288 American Rescue Plan Act of 2021 Cash Fund	0	8,111,560	Part of the \$300.0 million in ARPA funds continuously appropriated to the Governor, used to fund competency beds
S.B. 21-288 American Rescue Plan Act of 2021 Cash Fund	0	1,853,982	Part of the \$300.0 million in ARPA funds continuously appropriated to the Governor, used to fund residential youth beds
S.B. 21-288 American Rescue Plan Act of 2021 Cash Fund	0	1,742,863	Part of the \$300.0 million in ARPA funds continuously appropriated to the Governor, used to fund CMHIP administrative staff
S.B. 21-288 American Rescue Plan Act of 2021 Cash Fund	0	14,824	Part of the \$300.0 million in ARPA funds continuously appropriated to the Governor, used to fund department-wide staffing and retention efforts
S.B. 21-288 American Rescue Plan Act of 2021 Cash Fund	0	6,045,200	Part of the \$300.0 million in ARPA funds continuously appropriated to the Governor, used to fund department-wide booster incentives
S.B. 21-292 Federal COVID funding for victim's services	4,750,000	556,370	For the Colorado Domestic Abuse Program
S.B. 22-148 Tribal facility	5,000,000	0	For the Colorado-land Based Tribe Behavioral Health Services Grant Program.
S.B. 22-177 Care coordination	12,200,000	0	For behavioral health administration care coordination infrastructure.
S.B. 22-181 Workforce investments	36,806,984	0	For behavioral health care provider workforce development, planning, education, and related costs.
S.B. 22-183 Crime victims services	6,000,000	0	Transfer to the State Domestic Violence and Sexual Assault Services Fund, which is continuously appropriated to the Department of Human Services to reimburse a nongovernmental agency, federally recognized Indian Tribe, or coalition for services to domestic violence and sexual assault crime victims.
S.B. 22-196 Criminal justice direct investments	50,700,000	0	For behavioral health administration program costs to address health needs of persons in the criminal justice system;
H.B. 22-1243 School security/behavioral health funding	6,000,000	0	For the Temporary Youth Mental Health Services Program.
H.B. 22-1259 Modifications to CO Works	25,000,000	0	Appropriates \$3,500,000 for the Employment Opportunities With Wages program. Transfers \$21,500,000 to the Long-term Works Reserve for increases in basic cash assistance payments
H.B. 22-1281 Community Behavioral Health Grant Program	90,000,000	0	Includes \$75.0 million for the Behavioral Health Care Continuum Gap Grant

DEPARTMENT OF HUMAN SERVICES ONE-TIME ARPA FUNDS			
BILL NUMBER /SHORT TITLE	APPROPRIATION / TRANSFER	ACTUAL EXPENDITURE THROUGH FY 2022	BRIEF DESCRIPTION OF PROGRAM AND ANTICIPATED USE OF THE FUNDS
			Program and \$15.0 million for the Substance Use Workforce Stability Grant Program
H.B. 22-1283 Youth and family residential care	54,667,949	0	Makes the following appropriations: \$11,628,023 for child welfare respite and residential programs; \$7,500,000 to expand substance use residential beds for adolescents; \$2,500,000 for the crisis response service system; \$35,000,000 for capital costs and \$539,926 for building maintenance costs for a youth neuro-psych facility at the Colorado Mental Health Institute at Fort Logan.
H.B. 22-1303 Adult residential care	57,844,419	0	Makes the following appropriations: \$3,692,111 for capital construction costs related to renovating existing properties to create mental health residential facilities; \$6,991,567 for capital construction costs related to renovation of inpatient beds at the Colorado Mental Health Institute at Fort Logan (CMHIFL); \$6,578,266 for operation of additional beds at CMHIFL; \$39,854,179 for mental health facility oversight, operating costs, contract beds, and renovation of mental health residential facilities; \$728,296 for administrative costs.
H.B. 22-1326 Fentanyl	3,000,000	0	For jail-based behavioral health services related to integrated behavioral health services.
H.B. 22-1380 Critical services for low-income households	6,000,000	0	For IT system interoperability, fuel assistance payments, and electronic benefits transfers.
H.B. 22-1386 Competency beds	28,562,828	0	To the Office of Behavioral Health for purchased inpatient bed capacity.
H.B. 22-1386 Competency beds	800,000	0	To support a feasibility study of the renovation of a facility in Adams County to provide inpatient beds for competency services.
TOTAL	\$482,382,180	\$41,424,167	

* Highlighted bills affect the divisions of DHS covered by this briefing document.

IMPLEMENTATION UPDATES AND ITEMS OF NOTE

H.B. 20B-1003 FOOD PANTRY ASSISTANCE PROGRAM: The Department reports that during the FY 2020-21 grant cycle for the Program 200 applications were submitted, with 181 grants being awarded.

S.B. 21-027 (EMERGENCY SUPPLIES FOR COLORADO BABIES AND FAMILIES): In FY 2021-22, the Department contracted the administration of the Food Pantry Assistance Program to a third-party vendor, as authorized by the bill. During the grant cycle, 207 applications were submitted, with 141 grants being awarded.

S.B. 21-290 (SECURITY FOR COLORADO SENIORS): This program was amended by S.B. 22-185 (Security For Colorado Seniors), changing the name to the Strategic Investments in Aging Grant Program and making the supporting cash fund continuously appropriated. The Department reports that 24 grant applications have been funded, with \$14.6 million of the funding being expended or obligated to-date.

H.B. 21-1270 (APPROPRIATION TO DEPARTMENT OF HUMAN SERVICES FOR SUPPLEMENTAL ASSISTANCE NUTRITION PROGRAM): In the first nine months of implementation, 2,200 clients were served. The top three direct services provided to clients by counties and third-parties were: work readiness training, job search assistance, and vocational training. The top three supports services provided to clients were: car repairs and transportation assistance, vocational training costs, and rental assistance. House Bill 22-1370 (Coverage Requirements For Health-care Products) provided the Department roll forward authority for the remaining appropriations provided through H.B. 21-1270.

H.B. 22-1259 MODIFICATIONS TO CO WORKS: The Department has provided the following update to the anticipated out year fiscal impacts of this bill. Changes from the initial Legislative Council fiscal note include updated caseload data, final 2023 federal Social Security Administration COLA, and draft rule changes for the earned income disregard and 60-month extension. This analysis considers spending levels above FY 2021-22 to include the 10.0 percent BCA increase, COLA, and policy changes. Any caseload fluctuations are assumed to be absorbed by the annual TANF block grant. Based on these updates, it is estimated that \$2.1 million in General Fund will be needed to cover increases to BCA and policy changes in FY 23-24.

H.B. 22-1259 FISCAL IMPACTS & ASSUMPTIONS							
FISCAL YEAR	CASELOAD	ESTIMATED BCA EXPENDITURES	10% INCREASE (INCLUDES COLA)	COLA	POLICY CHANGES	TOTAL BCA + POLICY CHANGE INCREASE	TOTAL BCA + POLICY CHANGE INCREASE (AFTER ARPA)
21-22 Base	12,527	\$76,364,592	\$0	n/a	n/a	n/a	n/a
22-23	14,449	96,923,892	8,842,788	n/a	n/a	n/a	n/a
23-24	16,000	107,328,000	9,792,000	n/a	\$6,067,666	\$15,859,666	\$3,202,454
24-25	16,000	113,714,016	10,374,624	6.0%	6,067,666	16,442,290	16,442,290
25-26	16,000	119,191,241	10,874,335	4.8%	6,067,666	16,942,001	16,942,001
26-27	16,000	122,469,000	11,173,379	2.8%	6,067,666	17,241,045	17,241,045

H.B. 22-1259 FISCAL IMPACTS OF POLICY CHANGES						
FISCAL YEAR	EARNED INCOME DISREGARD	EXTENSIONS	REDUCED SANCTIONS	DRUG FELONY ELIGIBILITY	TOTAL POLICY CHANGES	
23-24	\$1,998,984	\$2,683,200	\$312,202	\$1,073,280	\$6,067,666	
24-25	1,998,984	2,683,200	312,202	1,073,280	6,067,666	
25-26	1,998,984	2,683,200	312,202	1,073,280	6,067,666	
26-27	1,998,984	2,683,200	312,202	1,073,280	6,067,666	

H.B. 22-1259 FUNDING SOURCES			
FISCAL YEAR	ARPA	TANF	GENERAL FUND
21-22 Base	\$21,500,000	\$0	\$0
22-23	8,842,788	0	0
23-24	12,657,212	1,067,485	2,134,969
24-25	0	5,480,763	10,961,526
25-26	0	5,647,334	11,294,667
26-27	0	5,747,015	11,494,030

ISSUE 2: R3 COUNTY ADULT PROTECTIVE SERVICES SUPPORT

The Department requests an increase of \$1,609,266 total funds, including \$1,309,266 General Fund and \$300,000 cash funds from local county matching funds, and 1.0 FTE in FY 2023-24 and ongoing. The Colorado Adult Protective Services Program (APS) codified in Section 26-3.1-101 et seq., C.R.S., was created to improve the health, safety, and welfare of at-risk adults experiencing mistreatment or self-neglect.

SUMMARY

- From 2020-2050, the share of Colorado's total population that is 65 years or older is projected to increase from 15.1 percent to 21.1 percent, while the 0-17 (21.7 percent to 18.2 percent) and 18-64 (63.2 percent to 60.6 percent) age groupings share of the total population will both decrease.¹
- Since mandatory reporting of at-risk adults experiencing mistreatment or self-neglect became State policy in FY 2014-15, the number of APS reports have increase year-over-year but APS caseload has remained relatively constant. However, case complexity and acuity have reportedly increased in that time.

DISCUSSION

The Colorado Adult Protective Services Program (APS), codified in Section 26-3.1-101 et seq., C.R.S., was created to improve the health, safety, and welfare of at-risk adults experiencing mistreatment or self-neglect. The program is state-supervised and county-administered, like many other public assistance programs, with the Department providing oversight of the program through training, policymaking, monitoring, technical assistance, and quality assurance. The county departments of human and/or social services administer their APS programs locally, hiring and supervising the caseworkers who conduct the casework. County programs are required to adhere to principles consent, self-determination, and the least-restrictive interventions to best serve at-risk adults.

The Adult Protective Services Program is not a federally-regulated program. Each state must establish their own statutes and regulations for the operation of APS and provide the necessary funding to support the work associated with meeting those requirements. In Colorado, 80.0 percent of non-federal funding for the Program is from the General Fund and 20.0 percent is from the required county matching funds. The cash funds in the Adult Protective Services line item represent the local matching funds required to implement the program and are informational only, as indicated by the (I) notation affixed to the Long Bill appropriation. A portion of federal Title XX Social Security Block Grant funds (\$2.2 million in FY 2022-23) are designated for the APS Program.

There is a multi-step process from reporting to case management for at-risk adults experiencing mistreatment or self-neglect. Anyone may make a report to a county, though certain professions, are

¹ Colorado Department of Local Affairs, State Demography Office, *State and Regional Population Estimates by Single Year of Age, 1990 to 2050*. Colorado: State of Colorado, October 2022, <https://demography.dola.colorado.gov/assets/html/sdodata.html> (accessed December 2022). Calculations by JBC staff.

strongly encouraged (Section 26-3.1-102 (1)(b), C.R.S.) or required (Section 18-6.5-108 (1)(b), C.R.S.) to report potential incidents not more than 24 hours after such observation or discovery. Law enforcement agencies are then required to provide the reported information to the county in which the at-risk adult resides. The statutory definition of an “at-risk adult” is defined in Section 26-3.1-101 (1.5), C.R.S., as:

“an individual eighteen years of age or older who is susceptible to mistreatment or self-neglect because the individual is unable to perform or obtain services necessary for his or her health, safety, or welfare, or lacks sufficient understanding or capacity to make or communicate responsible decisions concerning his or her person or affairs.”

County APS staff then evaluate each report received to determine whether the criteria for further involvement is met. In order for APS to become involved, the report must:

- involve an at-risk adult and
- involve allegation(s) of mistreatment and/or self-neglect, as defined by Section 26-3.1-101 (7) and (10), C.R.S., respectively.

If a report meets these criteria, the report is assigned to an APS caseworker. If a report does not meet this criteria, the report is screened out and the county may provide a referral to other programs and services. The key components of an APS case are an investigation and an assessment, which are often conducted concurrently.

Caseworkers conducts an investigation to determine whether the alleged mistreatment, as defined by statute, occurred. If an allegation of mistreatment is substantiated based on a preponderance of the evidence, APS notifies the involved individual of their due process rights and the appeals process. Substantiated findings are subject to reporting requirements during pre-employment background checks of the APS data system (CAPS) for a prospective employee who would have direct care responsibilities for at-risk adults. While conducting an investigation, caseworkers also assess the needs of the client, including any needs unrelated to the alleged mistreatment but which may increase risk to the client’s health and safety. If an unmet need is significant, caseworkers are required to engage in case planning, which includes identifying potential services or supports that may meet the identified needs and working with the client to coordinate or provide protective services.

The General Assembly appropriated \$19.0 million total funds, including \$13.0 million General Fund, to the Adult Protective Services program in FY 2022-23. This appropriations is allocated by the Department’s Policy Advisory Committee to the 64 counties base on a formula that considers both workload data collected through CAPS² and demographic data from the American Community Survey produced by the United States Census Bureau³. The allocation formula uses each county’s populations of:

- Persons age 65+ with incomes less than 300.0 percent of the federal poverty level, and
- Persons age 18-64 with incomes less than 200.0 percent of the federal poverty level.

² The Department utilizes data collected annually from April through March regarding the number of days that cases are open.

³ The Department utilizes data from Table B17024 (<https://data.census.gov/table?q=b17024>), which provides data on age by ration of income to the federal poverty level for the last 12 months.

Depending on the size of population size of the county, each variable is weighted slightly differently. For the ten largest counties, the demographics and workload variables are weighted equally. For the rest of the State's counties, the demographics variables are weighted more heavily than the workload variables in a 55/45 split. Appendix D contains a table detailing the FY 2021-22 and FY 2022-23 APS allocations by county.

DEPARTMENT REQUEST

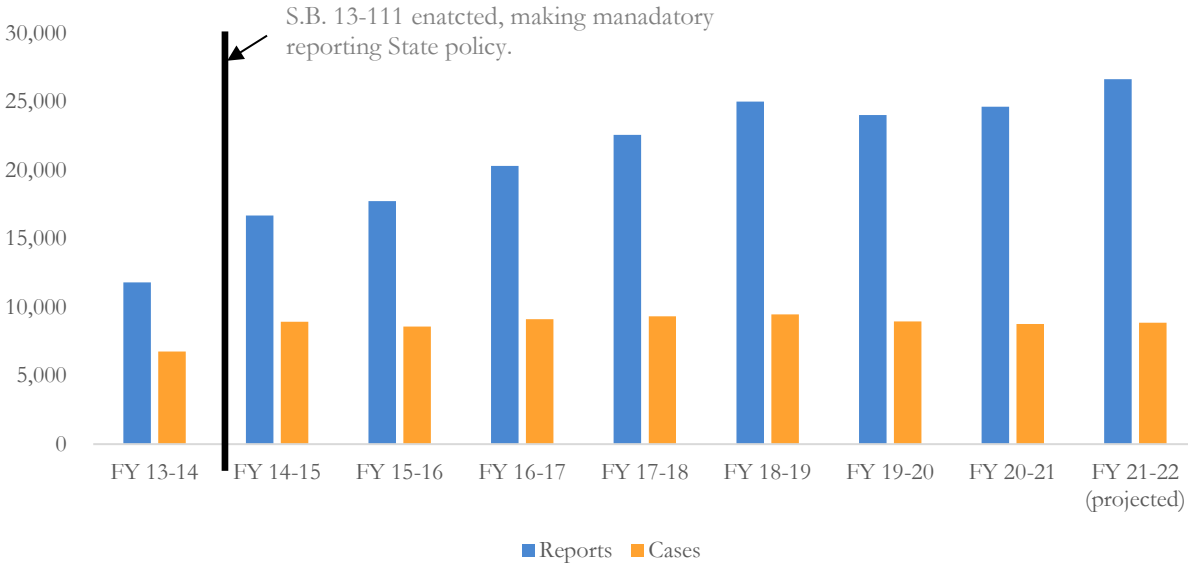
The Department requests an increase of \$1,609,266 total funds, including \$1,309,266 General Fund and \$300,000 cash funds from local county matching funds, and 1.0 FTE in FY 2023-24 and ongoing. Of this request, \$1.5 million total funds, including \$1.2 million General Fund, has been requested for additional APS resources to be allocated to the various counties across the State. The cash funds appropriations to the Adult Protective Services line item are marked with an (I) Note and are for informational purpose only; the request presumes that counties will generate additional revenue to cover the required 20.0 percent match. The remaining \$109,226 General Fund and 1.0 FTE has been requested for additional Department resources to support the administration of APS, with the Department requesting funding above the salary range minimum for the job classification (Social Services Specialist IV) to address recruitment and retention issues.

The Department has identified several programmatic changes that have occurred over the last decade that are have affected APS caseload and are the basis for this request. Senate Bill 13-111 (Require Reports Of Elder Abuse And Exploitation) created mandatory reporting requirements for at-risk elders and resulted in the creation of the Colorado APS Data System, or CAPS, to track casework data.⁴ House Bill 17-1284 (Data System Check For Employees Serving At-risk Adults) established a requirement for certain employers to request pre-employment checks of CAPS for prospective employees with responsibilities to provide direct care to at-risk adults and required the Department to create due process for people who are substantiated in a case of mistreatment against an at-risk adult. In FY 2017-18, the General Assembly increased funding⁵ for the Administrative Review Division (ARD), which conducts independent quality assurance reviews of the county Child Welfare Programs, to begin conducting similar reviews of county APS Programs. While these policy and program changes have led to program improvements in the quality of casework and investigations, the Department contends that these changes have also lead to an increase in workload for State and county personnel because of the embedded training, documentation, and review requirements.

⁴ Prior to the implementation of S.B. 13-111, APS casework data was tracked in the Colorado Benefits Management System (CBMS).

⁵ This funding was provided through S.B. 17-254 (FY 2017-18 Long Bill) after being requested by the Department (R9 Quality assurance for adult protective services).

APS reports have increased year-over-year since FY 2013-14; however, the number cases remained relatively flat after FY 2014-15.



The overall number of APS reports has increased since the onset of mandatory reporting in FY 2014-15, while the number of APS cases has fluctuated in the same period. In FY 2021-22, counties received 26,460 reports of suspected mistreatment and/or self-neglect of at-risk adults, an increase of 59.6 percent in the number of reports since mandatory reporting became State policy. Actual APS cases saw a significant increase (32.1 percent) in the year that mandatory reporting became policy, but remained relatively stable since FY 2014-15. The number APS cases declined by 5.5 percent in the first year of the COVID-19 pandemic (FY 2019-20), but caseload is starting to increase again. The Department attributes this decline to many at-risk adults not actively engaging in their communities during the high points of the COVID-19 pandemic, resulting in fewer opportunities for others to observe or learn of suspected instances of mistreatment or self-neglect. The Department anticipates the number of APS reports and cases will continue to increase in the coming years as more at-risk adults resume community-based activities and interactions with family and friends.

To better understand how the policy and programmatic changes have affected the Department and counties’ APS workload, the Department has contracted with an independent evaluator to conduct a workload study. Preliminary results of the study suggest that the following factors have contributed to an increased workload:

- a growing need in the community for APS services;
- APS cases have become increasingly complex, time-consuming, and challenging to manage; and
- the increased burden and time needed to effectively document APS casework and meet requirements of the program.

In conjunction with this workload study, the Department reviewed county APS staffing levels. This review showed that that in FY 2021-22 more than one-third of the 60 county APS programs had less than one dedicated FTE, with over two-thirds of counties utilizing staff who are assigned to other county programs (primarily child welfare programs). Anecdotal data points to an increase in the complexity and acuity of cases as a primary driver of workload increases and resource requirements.

The Department expects to have a final report with conclusions and recommendations in December 2022.

DEPARTMENT STAFFING RESOURCES

The Department has also experienced increase in their workload as a result of the policy and programmatic changes over the last decade. As Department APS workload increase, staff are less able to proactively support counties and have had to postpone or put on hold the development of resources and training for county staff. This includes offering targeted skills training and a supervisory support initiative, as well as increasing engagement, accessibility, and quality of existing training offerings. The Department has also had to deprioritize the development of a coordinated Continuous Quality Improvement strategy to assess their practices, evaluate opportunities for improvement, and apply data gleaned from multiple sources to improve program operations.

Major responsibilities added to the workload of the Department's APS staff include:

- Conducting policy analysis, rule promulgation, and stakeholder engagement to recommend new rules to the State Human Services Board resulting from statutory changes;
- Developing and delivery of training and technical assistance regarding CAPS checks, improved investigations skills for defensible findings, due process, perpetrator notifications, confidentiality, and new CAPS system functionality to sustain the documentation needed for new procedures;
- Expansion of the APS caseworker training from a four-day training to a nine-day training to accommodate practice changes and ensure better quality of assessment, investigations, and fidelity to rule changes;
- Increased volume of questions received by APS policy staff from employers and the community related to the CAPS check process, due process notifications, and other rule changes; and
- Collaboration with ARD staff and processes, including review of ARD data, implementation of a county "QA Action Plan" process to address areas needing improvement per ARD, and efforts to increase consistent communication between units.

POINT FOR CONSIDERATION

Adult Protective Services Program expenditure data for last four fiscal years show overexpenditures, which are covered by county revenue. Given the 80/20 cost sharing between the State and counties, a portion of the requested cash funds could be considered a true-up to actual county contributions to APS funding. Will counties be able to generate enough new revenue to fully access the additional funding, particularly small and rural counties?

APPENDIX A
NUMBERS PAGES
(DIGITAL ONLY)

Appendix A details actual expenditures for the last two state fiscal years, the appropriation for the current fiscal year, and the requested appropriation for next fiscal year. This information is listed by line item and fund source. *Appendix A is only available in the online version of this document.*

APPENDIX B FOOTNOTES AND INFORMATION REQUESTS

UPDATE ON LONG BILL FOOTNOTES

The General Assembly includes footnotes in the annual Long Bill to: (a) set forth purposes, conditions, or limitations on an item of appropriation; (b) explain assumptions used in determining a specific amount of an appropriation; or (c) express legislative intent relating to any appropriation. Footnotes to the 2022 Long Bill (H.B. 22-1329) can be found at the end of each departmental section of the bill at <https://leg.colorado.gov/bills/hb22-1329>. The Long Bill footnotes relevant to this document are listed below.

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

COMMENT: Provides transfer authority between indirect cost assessment line items within the Department to ensure sufficient collection of indirect cost revenue to cover program and departmental indirect costs.

- 46 **Department of Human Services, Office of Economic Security, Administration; and Food and Energy Assistance, Supplemental Nutrition Assistance Program Administration** -- In addition to the transfer authority provided in Section 24-75-108, C.R.S., the Department is authorized to transfer up to 5.0 percent of the total appropriations between these line items.

COMMENT: This footnote was first included for FY 2017-18 because of the addition of a line item for FY 2016-17 to the Department's Long Bill structure to capture all appropriations for the State's administrative functions associated with Supplemental Nutrition Assistance Program (SNAP). This line item was carved out of two existing line items that historically contained appropriations for administrative functions for a variety of programs, including SNAP. The appropriation splits between the line items are based on a forecast of expenditures, thus the footnote was included in the event that the expenditures varied from the forecast.

- 47 **Department of Human Services, Office of Economic Security, Colorado Benefits Management System** -- In addition to the transfer authority provided in Section 24-75-108, C.R.S., the Department is authorized to transfer up to 5.0 percent of the total appropriations in this subsection among line items in this subsection. The Department is also authorized to transfer up to 5.0 percent of the total appropriations in this subsection to the following line item appropriations within the Department of Health Care Policy and Financing, Executive

Director's Office, Information Technology Contracts and Projects, Colorado Benefits Management Systems, Operating and Contract Expenses and Colorado Benefits Management System, Health Care and Economic Security Staff Development Center.

COMMENT: This footnote was included for FY 2022-23 to allow appropriations for the Colorado Benefits Management System to be transferred (up to 5.0 percent) between the Department of Human Services and the Department of Health Care Policy and Financing. This flexibility is intended to allow the agencies to expend money for cross-department projects rather than limiting expenditures to a single department.

- 48 **Department of Human Services, Office of Economic Security, Colorado Benefits Management System, Ongoing Expenses, Operating and Contract Expenses, Operating and Contract Expenses** -- Of this appropriation, \$2,500,000 remains available for expenditure until the close of the 2023-24 state fiscal year.

COMMENT: This footnote was included for FY 2022-23 to allow appropriations for the Colorado Benefits Management System to be expended in FY 2023-24, as well. This flexibility is intended to allow the Department to undertake (and pay for) projects that extend beyond a 12-month timeframe.

- 49 **Department of Human Services, Office of Economic Security, Employment and Benefits Division, Colorado Works Program, County Block Grants; Child Support Services, Child Support Services; County Administration, County Incentive Payments** -- Pursuant to Sections 26-13-108 and 26-13-112.5 (2), C.R.S., the Department shall distribute child support incentive payments to counties. Further, all of the State share of recoveries of amounts of support for public assistance recipients, less annual appropriations from this fund source for state child support enforcement operations, be distributed to counties, as described in Sections 26-13-108 and 26-2-108, C.R.S. If the total amount of the State share of recoveries is greater than the total annual appropriations from this fund source, the Department is authorized to distribute to counties, for county incentive payments, the actual State share of any additional recoveries.

COMMENT: This footnote was included for FY 2022-23 to express legislative intent with respect to the use of the State share of child support enforcement recoveries.

- 50 **Department of Human Services, Office of Economic Security, Employment and Benefits Division, Colorado Works Program, County Block Grants** -- Pursuant to Sections 26-2-714 (7) and 26-2-714 (9), C.R.S., under certain conditions, a county may transfer federal Temporary Assistance for Needy Families (TANF) funds within its Colorado Works Program Block Grant to the federal child care development fund or to programs funded by Title XX of the federal Social Security Act. One of the conditions specified is that the amount a county transfers must be specified by the Department of Human Services as being available for transfer within the limitation imposed by federal law. The Department may allow individual counties to transfer a greater percent of federal TANF funds than the state is allowed under federal law as long as: (a) Each county has had an opportunity to transfer an amount up to the federal maximum allowed; and, (b) the total amount transferred statewide does not exceed the federal maximum.

COMMENT: This footnote was included for FY 2022-23 to clarify that counties may transfer TANF funds to child welfare and child care programs in excess of 30.0 percent of the county's own TANF allocation, as long as the amount transferred statewide does not exceed federal caps.

- 51 **Department of Human Services, Office of Economic Security, Employment and Benefits Division, Colorado Works Program, County Block Grants** -- The appropriation of local funds for Colorado Works program county block grants may be decreased by a maximum of \$100,000 to reduce one or more small counties' fiscal year 2022-23 targeted or actual spending level pursuant to Section 26-2-714 (8), C.R.S.

COMMENT: The Colorado Works Allocation Committee is authorized (Section 26-2-714 (8), C.R.S.) to mitigate (reduce) a small county's targeted and/or actual spending level, up to a maximum amount identified in the Long Bill. A small county is one with less than 0.38 percent of the total statewide Works caseload, as determined by the Department of Human Services. This footnote authorizes the Works Allocation Committee to approve a maximum of \$100,000 in mitigation.

- 52 **Department of Human Services, Office of Economic Security, Employment and Benefits Division, Colorado Works Program, County Block Grants** -- The Department may comply with the provisions of Section 26-2-714 (10), C.R.S., by reducing required county Temporary Assistance for Needy Families (TANF) maintenance of effort expenditures in the fiscal year after the State is notified that it has met federal work participation rates and qualifies for a percent reduction in the state's maintenance of effort. If the State is notified during state FY 2021-22 that it has met federal work participation rates for a prior year and therefore qualifies for a percent reduction in the state's maintenance of effort, local cash funds expenditure obligations that are established in this line item pursuant to Section 26-2-714 (6)(c)(I), C.R.S., shall be reduced by \$5,524,726.

COMMENT: This footnote was included for FY 2022-23 to reimburse counties when the state is notified that its federally required TANF maintenance of effort has been reduced based on the state meeting specified work participation rates.

- 53 **Department of Human Services, Office of Economic Security, County Administration, County Administration; and Office of Adult, Aging and Disability Services, Aging Programs, Adult Protective Services, Adult Protective Services** -- In addition to the transfer authority provided in Section 24-75-108, C.R.S., any amount in the Adult Protective Services line item that is not required for the provision of adult protective services may be transferred to the County Administration line item and used to provide additional benefits under that program. Further, if county spending exceeds the total appropriations from the Adult Protective Services line item, any amount in the County Administration line item that is not required for the provision of services under that program may be transferred to the Adult Protective Services line item and used to provide adult protective services.

COMMENT: This footnote was included for FY 2022-23 to provide counties with flexibility to move money between two purposes, county administration and adult protective services, based on the need for such services. This footnote dates back to the first fiscal year in which the appropriation for the county administration of adult protective services was removed from

the County Administration line item and isolated in an adult protective services-specific line item. This isolation was based on a forecast for county administration and adult protective services, thus the footnote was included in the event that the expenditures varied from the forecast.

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

COMMENT: The Department has annually transferred appropriations when necessary.

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

COMMENT: The Department has annually transferred appropriations when necessary.

- 54 **Department of Human Services, Office of Adult, Aging and Disability Services, Aging Programs, Community Services for the Elderly, Older Americans Act Programs, and State Funding for Senior Services** -- Amounts in the Older Americans Act Programs line item are calculated based on a requirement for a non-federal match of at least 15 percent, including a 5.0 percent state match, pursuant to Title III of the federal Older Americans Act. The Department is authorized to transfer General Fund and cash funds from the State Funding for Senior Services line item to the Older Americans Act Programs line item to comply with the 5.0 percent state match requirement for the Older Americans Act Programs. This appropriation is based on the assumption that all federal Title III funds requiring a state match that are not for purposes of administration or included in the appropriations for other line items will be expended from the Older Americans Act Programs line item.

COMMENT: This footnote was included for FY 2022-23 to authorize the transfer of funds from the State Funding for Senior Services line item to the Older Americans Act program line item in the event that funding is needed to meet the State match to receive federal funds.

UPDATE ON LONG BILL REQUESTS FOR INFORMATION

The Joint Budget Committee annually submits requests for information to executive departments and the judicial branch via letters to the Governor, other elected officials, and the Chief Justice. Each request is associated with one or more specific Long Bill line item(s), and the requests have been prioritized by the Joint Budget Committee as required by Section 2-3-203 (3), C.R.S. Copies of these letters are included as an Appendix in the annual Appropriations Report (Appendix H in the FY 2022-23 Report): <https://leg.colorado.gov/sites/default/files/fy22-23apprept.pdf>.

The requests for information relevant to this document are listed below.

REQUESTS FOR MULTIPLE DEPARTMENTS

1 All Departments -- The Departments are requested to provide by November 1 of each fiscal year responses to the following:

- Based on the Department's most recent available record, what is the FTE vacancy and turnover rate: (1) by department; (2) by division; (3) by program for programs with at least 20 FTE, and (4) by occupational class for classes that are located within a larger occupational group containing at least 20 FTE?
- To what does the Department attribute this turnover/vacancy experience?
- Do the statewide compensation policies or practices administered by the Department of Personnel help or hinder the department in addressing vacancy or turnover issues?
- How much in vacancy savings has the Department had in each of the past five fiscal years? How has the Department utilized these funds (i.e. increasing salaries within the salary range, providing bonuses or additional pay for certain positions, hiring additional staff, etc.)? Please provide a breakdown of the expenditures from vacancy savings, including the amount and purpose, for the past five fiscal years.

COMMENT: The Department submitted its response as requested by November 1, 2022. The Department's annualized, year-to-date FY 2022-23 turnover rate is 7.2 percent. The Department's FY 2021-22 turnover rate was 35.1 percent. The Department reports that data for the turnover and vacancy rates by program and occupational class were not available due to limitations of the Department's database for employee information.

DEPARTMENT OF HUMAN SERVICES VACANCY RATE, AS OF SEPT. 2022			
DIVISION	TOTAL POSITIONS	VACANCIES	VACANCY RATE
Executive Director's Office	161	27	14.4%
Administration and Finance	740	153	17.1%
Office of Children, Youth and Families	1,370	367	21.1%
Office of Economic Security	204	34	14.3%
Office of Behavioral Health	1,822	525	22.4%
Office of Adult, Aging, and Disability Services	1,558	350	18.3%
Total	5,855	1,456	19.9%

The Department attributes this turnover/vacancy experience to the following factors: culture, lack of training, leadership, pay, and work life balance. The Department finds statewide compensation policies and practices helpful and believes they make the Department more competitive with the private sector.

VACANCY SAVINGS AND FUND UTILIZATION

Vacancy savings is considered as the difference between the cost to fully fund all approved positions and what is spent for personal services because positions were not filled for the duration of the year. Vacancy savings are one-time in nature, and information regarding vacancy savings is not available on a systematic basis and cannot be quantified in available record as stipulated in the first bullet of this question. Bonuses or additional pay such as overtime are mechanisms that are often used to reallocate work on a temporary basis to existing staff. This information can be found in the annual burn report as well as the Schedule 14. Vacancy savings cannot be used to hire additional permanent staff, only temporary staff. This information can be found in the Schedule 14.

Please note that Article 10 of the partnership agreement also states that "The State is committed to filling positions quickly and, when it proceeds to fill a vacant covered position through a competitive process...will normally strive to post a position within 15 days of becoming vacant." Certain necessary exceptions exist for budget management, and vacancy savings are also a tool used by State agencies to manage cash flow deficits in cash and reappropriated funds or downturns in federal funding. While this is considered vacancy savings, use of this mechanism does not result in an expenditure that can be quantified within available record on a systematic basis.

- 2 All Departments -- The Departments are requested to provide by November 1 of each fiscal year data concerning utilization of the paid family and medical leave benefit established by the State Personnel Director, including:
 - a. The number of employees utilizing the benefit each fiscal year and the total number of hours utilized by employees of the Department;
 - b. The job classes of employees utilizing the benefit in each fiscal year;
 - c. The number of temporary employees hired to fill essential positions vacated by employees on paid family and medical leave; and
 - d. The total fiscal impact of the utilization of the paid family and medical leave benefit by the Department's employees, including but not limited to the cost salaries for and training of temporary employees.

COMMENT: The Department submitted its response as requested by November 1, 2022. The Department reports that 1,055 employees utilized 62,605 hours of paid family and medical leave. The data was reported by job classification and level for 153 positions.

REQUESTS FOR THE DEPARTMENT OF HUMAN SERVICES

- 2 Department of Human Services, Totals -- The Department is requested to submit a report concerning the status of federal Temporary Assistance for Needy Families (TANF) funds. The requested report should include the following: (a) an analysis of the TANF Long Term Reserve,

including estimated TANF funds available for appropriation, estimated TANF appropriations by Long Bill line item, and the estimated closing Long Term Reserve balance, for the most recent actual fiscal year, the current fiscal year, and the request fiscal year; (b) an analysis of the TANF maintenance of effort (MOE) payments, showing the actual and forecasted MOE expenditures, by program, for the most recent actual fiscal year, the current fiscal year, and the request fiscal year; and (c) an analysis of the counties' TANF reserve balances that includes, for each county, for the most recent actual fiscal year, the starting TANF Reserve Account balances for the Works Program, Title XX, and Child Care Development Fund accounts, the annual TANF allocation, the total expenditures, the net transfers to child care and child welfare, any amounts remitted to the state, and the closing reserve balance for all county TANF accounts. The report should be provided to the Joint Budget Committee annually on or before November 1. An update to this information reflecting data at the close of the federal fiscal year should be provided to the Joint Budget Committee annually on or before January 1.

COMMENT: The Department provided the following information on November 1, 2022.

TABLE 1: TANF LONG-TERM RESERVE ANALYSIS			
TANF FUNDS AVAILABLE TO APPROPRIATE	FY 2021-22 ACTUALS	FY 2022-23 LONG BILL	FY 2023-24 PROJECTED
Prior Grant Year Funds Available (as of June 30) ¹	\$128,050,277	\$44,600,489	\$39,178,492
Less Minimum State LTR Balance (Quarter of Award)	(33,901,926)	0	0
State Family Assistance Grant ²	135,607,703	135,607,703	135,607,703
Contingency Fund ³	16,154,660	12,000,000	12,000,000
Sub-total TANF Funds Available	\$245,910,714	\$192,208,192	\$186,786,195
Less County Reserves (as of June 30)/ Net Change in out year	(61,164,675)	169,182	0
Total TANF Funds Available to Appropriate	\$184,746,039	\$192,377,374	\$186,786,195
TANF Spending/Appropriations			
General & Administrative & Prior Year Adjustments	\$4,319,584	\$5,892,147	\$5,892,147
OIT Common Policy	407,949	972,485	972,485
Colorado Benefits Management System	935,717	2,708,038	2,708,038
Colorado Works Administration	3,853,309	4,203,060	4,203,060
County Block Grants	122,723,929	128,198,357	128,198,357
County TANF Transfer Utilization	0	0	0
JBC Initiated Child Welfare GF Refinance	0	0	0
State Long Term Utilization (HB 18-1306)	0	2,750,328	2,750,328
Total TANF Transfers to SSBG (Title XX)	\$0	\$2,750,328	\$2,750,328
County TANF Transfer Utilization	1,189,795	0	0
State Long Term Utilization (HB 18-1162)	0	0	0
Total TANF Transfers to CCDF⁴	\$1,189,795	\$0	\$0
County Training	121,324	399,913	412,151
Domestic Abuse Program	629,677	629,677	629,677
Works Program Evaluation	495,440	495,440	495,440
Workforce Development Council	30,419	111,211	111,211
Employment Opportunities with Wages (SB 17-292)	1,710,477	1,998,286	2,004,706
Child Support Services Program	859,256	1,820,720	0
Refugee Assistance	2,828,189	2,811,393	2,811,393
Electronic Benefits Transfer Service	38,064	205,406	205,406
System Alien Verification for Eligibility	2,421	2,421	2,421
Legislative Items			

TABLE 1: TANF LONG-TERM RESERVE ANALYSIS

TANF FUNDS AVAILABLE TO APPROPRIATE	FY 2021-22 ACTUALS	FY 2022-23 LONG BILL	FY 2023-24 PROJECTED
R11 Aid for parents to make child support payments	0	0	1,140,274
H.B. 22-1259 Modifications to CO Works	0	0	566,727
Total TANF Spending/Appropriations	\$140,145,550	\$153,198,882	\$153,103,821
State Long-term Reserve Balance	\$44,600,489	\$39,178,492	\$33,682,374
Minimum State LTR Balance	\$33,901,926		

¹The Long-term Reserve Balance as of 6/30/2022 is included in the amount for Prior Grant Year Funds Available for FY 2021-22 which represents unobligated balances reflected on TANF ACF-196 Financial Reports for any open grant years, the fourth quarter federal award, plus budgeted amounts for the Child Care Development Fund and the Social Services Block Grant (Title XX). The estimated Long-term Reserve Balance for the beginning of FY 2021-22 is based on submitted federal fiscal reports.

² The State Family Assistance Grant amount was reduced by 0.33% for federal FY 2020 and 2021 based on direction from Administration of Children and Families.

³ The federal budget for Contingency Funds is appropriated to \$598 million across all states annually. Amounts awarded to individual states fluctuate annually based on a federal calculation of need and the number of states applying and qualifying for funds. The federal government has multiple proposals to reduce or repurpose these funds, so there is no assurance funds will be available. **As there is no guarantee of federal funding of Contingency to continue nor Colorado receiving these funds, program only includes actual amounts awarded.** Since 2009, Colorado has received between \$4 million and \$15 million annually for Contingency and projects to receive \$12,000,000 in each year.

⁴ CCDF: Child Care and Development Fund

COUNTY RESERVES

Ending Balance as of 6/30/2020	\$61,164,675
Ending Balance as of 6/30/2021	60,995,493
Net Inc/(Dec)	(\$169,182)

TABLE 2: TANF MOE ANALYSIS

MOE SOURCE	FFY2021-22 (ACTUAL)	FFY 2022-23 (PROJECTED)	FFY 2023-24 (PROJECTED)
Child Welfare			
Child Welfare Services Line	\$20,348,312	\$26,561,075	\$26,561,075
Family and Children's Programs (Core)	19,505,561	13,443,661	13,443,661
Colorado Works			
County Share Of Block Grant	17,865,008	18,662,444	18,662,444
Child Care			
Child Care MOE	10,681,503	10,681,503	10,681,503
County Share Of Admin Costs In Colorado Child Care Assistance Program (CCCAP)	2,146,762	2,146,762	2,146,762
State Administration			
General Fund Expenditures On MOE Grant	6,007,798	6,007,798	6,007,798
General Fund Used to Match TANF Dollars	0	6,007,798	6,007,798
CBMS Modernization	59,450	59,450	59,450
Nurse Home Visitor Program			
General Fund Expenditures	9,304,515	9,304,515	9,304,515
Department of Education			
GF Spent on Colorado Preschool Program (CPP) (185% of Federal Poverty Level (FPL) and below)	41,888,851	41,888,851	41,888,851
GF Spent on (CPP) for households up to \$75K (Direct Costs)	43,978,165	43,978,165	43,978,165
Low Income Energy Assistance Program			
Funding from Energy Outreach Colorado	1,000,000	1,000,000	1,000,000
Add'l Funding from Severance Tax Fund	0	0	0
Refugee - CRSP 3rd Party			
General Fund Expenditures	3,035,181	3,035,181	3,035,181
Domestic Violence Program			
General/Cash Fund Expenditures	416,146	629,677	629,677

TABLE 2: TANF MOE ANALYSIS

MOE SOURCE	FFY2021-22 (ACTUAL)	FFY 2022-23 (PROJECTED)	FFY 2023-24 (PROJECTED)
Tax Credits			
Child Care Tax Credit	5,118,908	5,118,908	5,118,908
Earned Income Tax Credit	65,760,271	70,000,000	70,000,000
Other Sources			
County DSS Program Exp's-TANF Elig Recip's	0	2,000,000	2,000,000
Foundation Expenditures-TANF Elig Recip's	15,429,165	14,000,000	14,000,000
ReHire	256,300	200,000	200,000
Total	\$262,801,896	\$274,725,788	\$274,725,788
Base MOE Requirement	88,395,624	88,395,624	88,395,624
Surplus/(Deficit) MOE Expenditures	\$174,406,272	\$186,330,164	\$186,330,164

- 3 Department of Human Services, Office of Adult, Aging, and Disability Services, Aging Programs, Community Services for the Elderly -- The Department is requested to submit a report by November 1 of each year on Older Americans Act Funds received and anticipated to be received, and the match requirements for these funds. The report should also specify the amount of funds, if any, that were transferred between the State Funding for Senior Services line item and the Older Americans Act Programs line item in the prior actual fiscal year to comply with federal match requirements.

COMMENT: The Department provided the following information on November 1, 2022. The following table shows the Older Americans Act (OAA) funds received and anticipated funds to be received, and the match requirements. No funds were transferred between the State Funding for Senior Services (SFSS) line item and the OAA Programs line item. Additionally, there were no funds from SFSS used to draw down federal funds in federal fiscal year 2021-22 (FFY 2021-22).

OLDER AMERICANS ACT FUNDING			
	TOTAL	REQUIRED MATCH	FEDERAL FUNDS
Older Americans Act Funds FFY 2021-22 (Actual)	\$26,800,267	\$4,636,310	\$22,163,957
Older Americans Act Funds FFY 2022-23 (Projected)	\$26,800,267	\$4,636,310	\$22,163,957

OLDER AMERICANS ACT FUNDS (ACTUAL RECEIVED DURING FFY 2020-21 AND PROJECTED FOR FFY 2021-22)						
PART	PART NAME	FEDERAL FUNDS	MATCH \$			TOTAL ALLOCATED
			STATE	LOCAL / IN-KIND	TOTAL	
Title IIIB ¹	Supportive Services	\$5,444,087	\$320,240	\$640,481	\$960,721	\$6,404,808
Title IIIC1 ¹	Congregate Meals	4,537,650	266,921	533,841	800,762	5,338,412
Title IIIC2 ¹	Home Delivered Meals	5,274,558	310,268	620,536	930,804	6,205,362
Title IIID ²	Preventive Health	378,912	0	66,867	66,867	445,779
Title IIIE ³	National Family Caregiver Support Program (NFCSP)	2,372,758	142,041	648,878	790,919	3,163,677
Administration	Area Agencies on Aging (AAA) ³	1,958,784	0	652,928	652,928	2,611,712
	State ⁴	1,030,940	343,647	0	343,647	1,374,587
Total Title III		\$20,997,689	\$1,383,117	\$3,163,531	\$4,546,648	\$25,544,337
Title V ⁵	Senior Community Service	806,956	n/a	89,662	89,662	896,618
Title VII ^c	Elder Abuse	56,082	n/a	n/a	0	56,082
	Ombudsman	303,230	n/a	n/a	0	303,230
Total Title VII		\$359,312	n/a	n/a	0	\$359,312
GRAND TOTAL		\$22,163,957	\$1,383,117	\$3,253,193	\$4,636,310	\$26,800,267

OLDER AMERICANS ACT FUNDS
(ACTUAL RECEIVED DURING FFY 2020-21 AND PROJECTED FOR FFY 2021-22)

PART	PART NAME	FEDERAL FUNDS	MATCH \$			TOTAL ALLOCATED
			STATE	LOCAL / IN-KIND	TOTAL	

¹ A total match of 15% is required. At least 5% match must come from the State, and the remainder to come from Local/In Kind sources.

² A total match of 15% is required. This is provided by the AAAs.

³ A total match of 25% is required. There is no stipulation as to the source of the matching funds.

⁴ A total match of 25% is required, that must come from a State funding source.

⁵ A total match of 10% is required and is provided by the vendors.

- 5 Department of Human Services, Adult Assistance Programs -- The Department is requested to submit annually, on or before November 1, a report to that provides the cost to eliminate waitlists for each service type for services provided to older adults by the state's Area Agencies on Aging.

COMMENT: The Department provided the following information on November 1, 2021. The State Unit on Aging (SUA) located within the Colorado Department of Human Services works closely with the 16 Area Agencies on Aging (AAA) to gather data on the waitlists for services around the state. The following data represents the cost associated with eliminating the waitlists from FY 2021-22. To identify the total cost statewide to eliminate the waitlists for each service type, the Department calculated the cost to eliminate the waitlist for each service type at each AAA and then aggregated the results. The cost to eliminate the waitlist by service type for each AAA is based on the unduplicated count of individuals on the waitlist multiplied by the average number of units received for people receiving the service in that AAA region in FY 2021-22, multiplied by the average cost per unit of service for that AAA region in FY 2021-22.

While the number of unduplicated clients on the waitlist is consistent with last year, the cost to eliminate the waitlist has increased primarily due to raw food costs, increases in labor costs, and gas increases.

It is important to note that per 26-11-205.5(2) C.R.S., the funding provided to AAAs through the State Funding for Senior Services Long Bill line item must be disbursed to the AAAs via the federally-approved Intrastate Funding Formula (IFF). The IFF is an allocation formula based on several population demographic figures provided annually by the State Demography Office. As a result, if additional funding is appropriated to the State Funding for Senior Services (SFSS) line item, the funding will be distributed to the AAAs based on the IFF, not based on specific AAA funding needs to eliminate waitlists. For example, if the Joint Budget Committee appropriates an additional \$1 million to the SFSS line item with the intent of addressing AAA waitlists, using the IFF an AAA that receives five percent of the overall AAA allocation would receive \$50,000 of that funding and an AAA that receives 40 percent of the AAA allocation would receive \$400,000 of that funding, regardless of their waitlists needs. If both AAAs needed \$100,000 to eliminate their waitlists, one AAA would not be able to eliminate its waitlists while the other AAA would receive more funding than what is needed to eliminate its waitlists.

In addition, other factors to be considered regarding the AAA waitlists include:

- Inflation - increase in raw food costs, labor costs and gas costs have contributed to an increase in unit costs for many services.

- Regional Provider Capacity – some local service providers do not have the staff, volunteers, space, etc. to serve additional older adults.
- Level of Outreach Efforts by the AAA - if there is a waitlist for a particular service, the AAA may not promote or advertise that service because the AAA cannot serve individuals on the current waitlist.
- Specific Service Availability in Each AAA Region – not all areas of a region, particularly rural regions, are served because there is simply not enough demand for services to be cost effective for a provider to serve older adults in these locations.

Even if additional funding were provided, the barrier of provider availability in some areas of the state would need to be addressed in order to eliminate a waitlist. Finally, it is important to note that the total unduplicated number of individuals on the waitlist changes day to day, making it challenging to project where the need will be moving forward.

FY 20221-22 STATEWIDE COST TO ELIMINATE AREA AGENCY ON AGING (AAA) WAITLISTS AND UNDUPLICATED CLIENT COUNT		
SERVICE TYPE	UNDUPLICATED COUNT OF INDIVIDUALS ON WAITLIST ¹	TOTAL COST OF ELIMINATING WAITLIST
Case Management	55	\$106,333
In Home Services (Chore, Personal Care, Homemaker) ²	2,233	1,533,813
Other (Counseling, Reassurance, Evidenced Based)	94	104,969
Home Delivered Meals	1,911	2,903,106
Material Aid (Audiology, Vision, Dental)	621	724,524
Respite Care	48	80,729
Transportation	357	147,750
Total	5,319	\$5,601,224

¹ Data from the PeerPlace and CBRES data systems, September 2022.

² Homemaker Services included food delivery during COVID per ACL instructions.

* Many services changed provision during COVID, either increasing or decreasing.

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

COMMENT: The Department provided the following information on November 1, 2022.

ATTACHMENT A: DHS/HCPF TRANSFER REQUESTS				
FISCAL YEAR	FROM AGENCY	TO AGENCY	AMOUNT	EXPLANATION/RATIONAL ALL REQUEST WERE MADE PURSUANT TO C.R.S. 24-75-106
FY 2021-22	CDHS Child Welfare Services	HCPF	\$441,298	Transfer of General Fund from DHS to HCPF, pursuant to CRS 24-75-106. This is a transfer of General Fund for over-expended costs incurred by HCPF by providing administrative case management services for children in child welfare. The funds are transferred from DHS to HCPF as a one-way transfer. This transfer is necessary because costs to the counties for administering state programs cannot be known in advance. Therefore, the funding is estimated at the beginning of the year and it is intended to be interchangeable between the agencies.

ATTACHMENT A: DHS/HCPF TRANSFER REQUESTS

FISCAL YEAR	FROM AGENCY	TO AGENCY	AMOUNT	EXPLANATION/RATIONAL ALL REQUEST WERE MADE PURSUANT TO C.R.S. 24-75-106
FY 2021-22	CDHS Children and Youth Mental Health Treatment Act	HCPF	56,274	Transfer of General Fund from HCPF to DHS, pursuant to CRS 24-75-106. HCPF is provided with an appropriation at the beginning of the year in order to draw down federal funds for Medicaid eligible clients. At the end of the fiscal year, any unexpended and unobligated General Fund from HCPF'S Children and Youth Mental Health Treatment Act appropriations is transferred to DHS as a one-way transfer. Any unexpended General Fund is transferred to DHS at the end of the year to cover mental health treatment costs for Children and Youth that exceed the OBH state Children's Mental Health Treatment Act Appropriations. In FY21-22, the Office of Behavioral Health at DHS has been supplementing these costs with federal funds and this transfer will help to offset a portion of these costs.
FY 2021-22	CBMS Operating and Contract Expenses	HCPF	766,158	Transfer of General Fund from HCPF to CDHS, pursuant to CRS 24-75-106. HCPF is provided with an appropriation at the beginning of the year in order to draw down federal funds for Medicaid eligible clients. At the end of the fiscal year, any unexpended and unobligated General Fund from HCPF's CBMS appropriations is transferred to CDHS as a one-way transfer. CBMS is a shared system between multiple departments. Payments for expenses are based on system usage and each department pays their share. As a result of CDHS using the system more than HCPF, costs had shifted away from HCPF to CDHS.

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

COMMENT: The Department provided the following information on November 1, 2022. The following table contains the monthly census for each Regional Center by licensure type since the beginning of the Calendar Year 2022.

AVERAGE CENSUS BY REGIONAL CENTER AND LICENSE TYPE JANUARY 1, 2022 TO SEPTEMBER 30, 2022, BY MONTH									
	JAN-22	FEB-22	MAR-22	APR-22	MAY-22	JUN-22	JUL-22	AUG-22	SEP-22
Grand Junction Regional Center-Intermediate Care Facility	20	20	20	20	20	20	19	19	19
Grand Junction Regional Center-Home and Community Based Services Waiver	44	43	42	42	42	41	41	41	41
Pueblo Regional Center-Home and Community Based Services Waiver	47	47	47	47	46	46	44	44	44

AVERAGE CENSUS BY REGIONAL CENTER AND LICENSE TYPE									
JANUARY 1, 2022 TO SEPTEMBER 30, 2022, BY MONTH									
	JAN-22	FEB-22	MAR-22	APR-22	MAY-22	JUN-22	JUL-22	AUG-22	SEP-22
Wheat Ridge Regional Center-Intermediate Care Facility	94	91	91	89	87	87	85	83	82
Total	205	201	200	198	195	194	189	187	186

Source: CDHS Billing and census tracking system, AVATAR

The following table includes the average annual cost per capita (cost per person, per day) for the Regional Centers, by license type, for FY 2021-22 and FY 2022-23. Costs include direct costs, utilities, depreciation, and indirect costs, including those for centrally appropriated personnel costs. It is important to note that FY 2021-22 figures have not been audited by HCPF (pre-audit number) and FY 2022-23 figures are currently an estimate.

Average Regional Center Cost Per Capita (Cost Per Person, Per Day) and Detailed Costs By Regional Center and License Type Fiscal Years 2021-22(Pre-Audit) and 2022-23 (Estimated)			
		FY 2021-22 (Pre-Audit)	FY 2022-23 (Estimated)
Grand Junction Regional Center - Intermediate Care Facility	<i>ICF Average Cost Per Person Per Day</i>	\$1,355	\$13,254
	<i>ICF Billable Census Days</i>	7,246	7,629
	ICF Direct Costs	\$7,516,606	\$7,742,104
	Indirect Costs	2,092,908	2,155,695
	Utilities	70,394	72,506
	Depreciation	139,996	144,196
	Total Cost	\$9,819,904	\$10,114,501
Grand Junction Regional Center - Home and Community Based Services Waiver	<i>HCBS Waiver Average Cost Per Person Per Day</i>	\$899	\$906
	<i>HCBS Billable Census Days</i>	16,100	16,462
	HCBS Waiver Direct Costs	\$11,676,609	\$12,026,907
	HCBS Waiver Indirect Costs	2,482,875	2,557,361
	HCBS Waiver Utilities	115,369	118,830
	HCBS Waiver Depreciation	200,347	206,357
	Total Cost	\$14,475,200	\$14,909,455
Pueblo Regional Center - Home and Community Based Services Waiver	<i>HCBS Waiver Average Cost Per Person Per Day</i>	\$958	\$955
	<i>Billable Census Days</i>	17,105	17,666
	Direct Costs	\$13,435,981	\$13,839,061
	Indirect Costs	2,556,803	2,633,507
	Utilities	294,972	303,821
	Depreciation	90,491	93,206
	Total Cost	\$16,378,247	\$16,869,595
Wheat Ridge Regional Center - Intermediate Care Facility	<i>Average Cost Per Person Per Day</i>	\$1,093	\$1,120
	<i>Billable Census Days</i>	33,164	33,325
	Direct Costs	\$30,720,461	\$31,642,075
	Indirect Costs	4,698,425	4,839,378
	Utilities	514,639	530,078
	Depreciation	308,138	317,382
	Total Cost	\$36,241,663	\$37,328,913

Source: Information taken from the State's Accounting System, CORE, and the Regional Center billing system, AVATAR.

14 Department of Human Services, Executive Director’s Office, Special Purpose, Employment and Regulatory Affairs -- The Department is requested to provide to the Joint Budget Committee, by November 1 of each fiscal year, a report including aggregate data by program area and job classification for the previous five fiscal years, including, but not limited to: employee recruitment and retention activities; time-to-fill (positions) data; staff turn-over rates; and direct care professional to client ratios.

COMMENT: The Department provided the following information on November 1, 2022.

EMPLOYEE RECRUITMENT AND RETENTION ACTIVITIES	
FY 2021-22	<ul style="list-style-type: none"> ● Residency waivers for multiple positions. ● 81 Job Fairs year to date. ● 8 hiring blitzes, YSSIs, Dining Services, Client Care Aides, Custodians, and Nurses. - Multiple Locations. ● Facebook Live Streaming Events for Applicants interested in the state. Every Wednesday. ● Increased LinkedIn presence - 2 LinkedIn recruiter seats to help source applicants to apply. ● TA Facebook and Instagram expansion. ● Indeed paid postings increased to drive more applicants. ● Tapjoy mobile games app marketing efforts to drive applicants. ● MobilizeUS Texting Tool to send out hiring event details to a pool of passive candidates and active staff who signed up for alerts. ● Expanded efforts with Workforce Centers, Catholic Charities, and Community partnerships. ● Day in the life videos with the comms team of workers in facilities telling their why. ● ARPA Funds - sign-on Incentives\$2k-\$7k by identified classes, \$1k referral incentive, and \$1k retention incentive to direct care staff. ● Pulse Surveys for ARPA Funding. ● CDHS Engagement Efforts
FY 2020-21	<ul style="list-style-type: none"> ● Streamlining/expediting the hiring process in CDHS internal system so hiring can occur more quickly. ● Signing/referral bonuses at Veterans Community Living Centers and Regional Centers. ● Contracting with staffing agencies to expand the labor pool and to fill positions during COVID. ● Redesigned New Employee Orientation to provide the resources our employees need to work for CDHS. ● Revised the Flex Place policy to reduce barriers by making it easier to apply for flex place, and broadened the policy to give appointing authorities a greater ability to determine the working location for employees. ● Beginning revision of the New Leader Onboarding program to ensure our supervisors have the information and tools they need to be successful leaders at CDHS. ● Provided additional professional development through LinkedIn Learning. ● Continued quarterly employee engagement surveys. ● Increased focus on retention of current staff by developing a career pathing program, and establishing a Workforce Resiliency Committee to provide support to staff ● Launch of a “Self Care in Times of Stress” class to support employees, particularly during COVID. ● Increased focus on equity, diversity, and inclusion efforts, including in our hiring efforts to expand the labor pool. ● Reorganization of the HR structure into more specialized teams to provide increased guidance, consistency, and expertise to CDHS employees and leaders. ● As part of the HR reorganization, CDHS has devoted additional resources to retention efforts, including an FTE to administer the career pathing program, an FTE to administer the CDHS performance management program, an FTE to provide assistance with team dynamics and conflict resolution, and a recognition program coordinator. ● Improving New Employee Onboarding experience. ● Developing and communicating about existing employee well-being resources. ● Developing curriculum in response to the 2021 CDHS Training Needs Assessment. ● 2021 Engagement Survey Follow-Up ● Updating the Performance Management Program to include EDI descriptors in each

EMPLOYEE RECRUITMENT AND RETENTION ACTIVITIES	
	<p>competency, a five-point rating scale, and tiered competencies.</p> <ul style="list-style-type: none"> ● Created a team dynamics program.
FY 2019-20	<ul style="list-style-type: none"> ● Implementation of SkillsSurvey reference check process—which speeds up the hiring process and increases the quality of candidates hired ● Implementation of Qualtrics for onboarding and exit surveys ● Govern for America ● Apprenticeship partnership with CDLE ● Years of Service recognition program ● Planning and design of the Making CDHS “A Great Place to Work” initiative that focuses on improving all facets of an employee’s life cycle with CDHS, from attracting and recruiting talent, onboarding, and improving culture and retention.
FY 2018-19	<ul style="list-style-type: none"> ● MHI Compensation Initiative ● Pilot of hiring partnership between CMHIP and HR (increase quality of candidates and decrease hiring time) ● Improvements to personnel action request processing ● Electronic offer letter process (decrease amount of time to hire) ● Electronic Position Description process (decrease hiring and personnel action time to process) ● Talent Acquisition Roadshow to educate applicants on application process ● Hiring blitzes ● Increased recruitment through social media, advertising and job fairs ● Building partnerships within the community, including Colorado Workforce Centers and local colleges
FY 2017-18	<ul style="list-style-type: none"> ● Developed and implemented mentorship program ● Implemented Flex Place and Flex Time policies for employees ● Developed and implemented New Leader Onboarding Program ● Restructure of HR to better support CDHS ● Improvements to personnel action request processing ● Hiring blitzes ● Increased recruitment through social media, advertising and job fairs ● Building partnerships within community, including Colorado Workforce Centers and local colleges

DHS AVERAGE TIME TO FILL A POSITION BY OPERATIONAL DIVISION (DAYS)					
	OCTOBER 1, 2017 - JUNE 30, 2018	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22
Aging and Adult Services	62	54	56	57	72
Business Technology	0	65	55	79	67
Child Support Services	88	77	83	0	88
Child Welfare	90	82	50	70	62
Communications	0	0	0	0	0
Community and Family Support	0	80	51	0	0
Community Behavioral Health	93	54	31	28	65
Disability Determination Services	36	72	164	57	72
Domestic Violence Program	0	0	0	0	0
Early Care and Learning	92	70	51	68	40
Employment and Benefits	0	0	0	0	0
Facilities Management	50	57	56	42	70
Financial Services	79	46	52	85	49
Food and Energy Assistance	38	43	40	62	75
Human Resources	111	64	57	41	40
Juvenile Parole Board	0	0	0	0	0
Legal Director	0	0	0	0	0
Mental Health Institutes	55	46	49	40	67
Performance and Strategic Outcomes	47	64	24	37	45
Regional Centers	71	79	47	46	40
Veterans Community Living Centers	45	60	40	56	58
Youth Services	63	50	46	46	72

DHS STAFF TURNOVER BY DIVISION, FY 2021-22

DIVISION	TOTAL SEPARATIONS	VOLUNTARY	INVOLUNTARY	RETIRE	TURNOVER RATE
Accounting & financial svcs	25	18	2	5	20.0%
Aging and adult services	6	4	0	2	16.7%
Boards & commissions	1	1	0	0	33.3%
Budget & policy services	2	0	0	2	40.0%
Business technology svcs	4	4	0	0	16.7%
Child support services	7	5	1	1	12.3%
Child welfare services	8	8	0	0	7.5%
Client svc cntrld corspndce	0	0	0	0	0.0%
Communications director	0	0	0	0	0.0%
Community behavioral health	21	18	3	0	16.8%
Corrections	452	390	50	12	34.3%
County services	0	0	0	0	0.0%
Ded of enterprise ptrnshps	0	0	0	0	0.0%
Dir ofc chldrn youth & fams	2	2	0	0	40.0%
Dir ofc cmnty acc & indpn	0	0	0	0	0.0%
Dir ofc economic security	2	1	1	0	22.2%
Dir ofc of admin solutions	1	0	0	1	14.3%
Disability determ svcs	13	10	2	1	7.4%
Division of field audits	1	1	0	0	7.7%
Domestic violence program	1	1	0	0	14.3%
Dysr-central administration ofc	8	4	2	2	12.7%
Dysr-central regional office	2	1	1	0	4.8%
Dysr-north east regional office	1	1	0	0	5.9%
Dysr-southern regional office	1	1	0	0	5.6%
Dysr-staff dvlpmnt cntr at mvysc	1	1	0	0	10.0%
Dysr-western regional office	0	0	0	0	0.0%
Emergency-safety management	1	1	0	0	20.0%
Employment & benefits svcs	3	2	1	0	6.7%
Employment affairs	25	21	4	0	24.0%
Exec dir community prtnrshp	1	1	0	0	25.0%
Exec dir of operations	0	0	0	0	0.0%
Executive directors office	2	2	0	0	20.0%
Facilities management	80	64	6	10	24.2%
Facilities mgmt admin	0	0	0	0	0.0%
Facts mgmt plan tech svcs	2	2	0	0	20.0%
Food & energy assist svcs	5	4	1	0	7.9%
Juvenile parole board	0	0	0	0	0.0%
Legal	1	1	0	0	25.0%
Legislative liasion	1	1	0	0	33.3%
Mental health institutes	342	266	36	40	22.7%
Ocyf central administration ofc	0	0	0	0	0.0%
Performance management	0	0	0	0	0.0%
Procurement services	0	0	0	0	0.0%
Project management	0	0	0	0	0.0%
Qaqi administrative review	1	1	0	0	50.0%
Qual assur & qual imprvmnt	8	6	2	0	10.4%
Refugee services	0	0	0	0	0.0%
Regional centers	189	127	34	28	24.9%
Two generation strategies	0	0	0	0	0.0%
Veterans community living centers	128	95	24	9	22.2%

DIRECT CARE STAFF TO CLIENT RATIOS¹

	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22
Mental Health Institutes	1.7	1.7	1.6	1.5	1.6	1.6
Regional Centers	2.7	2.7	2.7	2.6	2.6	2.6
Veterans Community Living Centers	1.0	0.9	0.9	1.0	1.2	1.1

DIRECT CARE STAFF TO CLIENT RATIOS¹

	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22
Youth Services	1.1	1.2	1.2	1.4	2.0	1.9

¹ Client ratio - average staff headcount divided by average client population. The annual average direct care staff headcount from CPPS. The client count is average population provided by facility leadership.

APPENDIX C

DEPARTMENT ANNUAL PERFORMANCE REPORT

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

For consideration by the Joint Budget Committee in prioritizing the Department's FY 2023-24 budget request, the FY 2021-22 Annual Performance Report and the FY 2022-23 Performance Plan can be found at the following link:

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

APPENDIX D

FY 2021-22 AND FY 2022-23 COUNTY ALLOCATIONS FOR ADULT PROTECTIVE SERVICES

FY 2021-22 AND FY 2022-23 COUNTY ALLOCATIONS FOR ADULT PROTECTIVE SERVICES				
COUNTY	FY2021-22	FY 2022-23	ALLOCATION ANNUAL CHANGE	
Adams	\$1,213,258	\$1,210,445	(\$2,813)	(0.2%)
Alamosa	114,163	130,483	16,320	14.3%
Arapahoe	1,625,488	1,669,776	44,288	2.7%
Archuleta	78,456	77,483	(973)	(1.2%)
Baca	25,947	27,919	1,972	7.6%
Bent	30,666	30,795	129	0.4%
Broomfield	145,587	165,896	20,309	13.9%
Boulder	1,000,004	1,204,043	204,039	20.4%
Chaffee	64,787	60,142	(4,645)	(7.2%)
Cheyenne	8,849	5,727	(3,122)	(35.3%)
Clear Creek	26,952	51,355	24,403	90.5%
Conejos	48,895	42,782	(6,113)	(12.5%)
Costilla	51,851	50,187	(1,664)	(3.2%)
Crowley	23,567	26,121	2,554	10.8%
Custer	22,818	28,997	6,179	27.1%
Delta	244,940	267,758	22,818	9.3%
Denver	2,302,696	2,125,871	(176,825)	(7.7%)
Dolores	16,477	17,108	631	3.8%
Douglas	471,625	462,579	(9,046)	(1.9%)
Eagle	94,854	110,353	15,499	16.3%
Elbert	61,119	59,632	(1,487)	(2.4%)
El Paso	2,444,137	2,114,592	(329,545)	(13.5%)
Fremont	259,811	209,612	(50,199)	(19.3%)
Garfield	161,502	198,901	37,399	23.2%
Gilpin	17,560	26,091	8,531	48.6%
Grand	45,664	40,142	(5,522)	(12.1%)
Gunnison	54,211	57,994	3,783	7.0%
Hinsdale	4,371	4,801	430	9.8%
Huerfano	61,913	70,552	8,639	14.0%
Jackson	6,459	8,594	2,135	33.1%
Jefferson	1,687,507	1,628,651	(58,856)	(3.5%)
Kiowa	12,173	21,892	9,719	79.8%
Kit Carson	36,100	46,802	10,702	29.6%
Lake	32,327	26,785	(5,542)	(17.1%)
La Plata	238,424	285,329	46,905	19.7%
Larimer	1,133,904	1,230,304	96,400	8.5%
Las Animas	202,863	238,319	35,456	17.5%
Lincoln	22,954	27,983	5,029	21.9%
Logan	98,194	130,673	32,479	33.1%
Mesa	1,202,681	1,237,270	34,589	2.9%
Mineral	4,472	3,377	(1,095)	(24.5%)
Moffat	140,125	98,529	(41,596)	(29.7%)
Montezuma	135,838	124,045	(11,793)	(8.7%)
Montrose	201,553	211,852	10,299	5.1%
Morgan	191,580	203,649	12,069	6.3%
Otero	90,589	91,526	937	1.0%
Ouray	18,802	15,699	(3,103)	(16.5%)
Park	76,855	73,959	(2,896)	(3.8%)
Phillips	22,152	15,392	(6,760)	(30.5%)
Pitkin	71,862	45,960	(25,902)	(36.0%)
Prowers	94,224	91,300	(2,924)	(3.1%)

FY 2021-22 AND FY 2022-23 COUNTY ALLOCATIONS FOR ADULT PROTECTIVE SERVICES

COUNTY	FY2021-22	FY 2022-23	ALLOCATION ANNUAL CHANGE	
Pueblo	798,515	993,838	195,323	24.5%
Rio Blanco	37,570	21,827	(15,743)	(41.9%)
Rio Grande	48,757	55,779	7,022	14.4%
Routt	44,545	65,567	21,022	47.2%
Saguache	43,084	67,006	23,922	55.5%
San Juan	4,315	3,460	(855)	(19.8%)
San Miguel	19,804	24,680	4,876	24.6%
Sedgwick	10,489	10,103	(386)	(3.7%)
Summit	58,325	51,575	(6,750)	(11.6%)
Teller	172,773	165,765	(7,008)	(4.1%)
Washington	30,066	42,132	12,066	40.1%
Weld	873,742	1,048,584	174,842	20.0%
Yuma	32,633	34,550	1,917	5.9%
Total	\$18,618,424	\$18,990,892	\$372,468	2.0%