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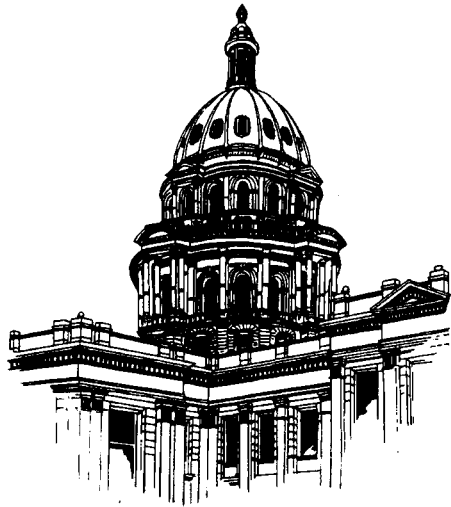
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0468 Welfare Oversight Committee



Welfare Oversight Committee

Report to the
COLORADO
GENERAL ASSEMBLY

Colorado Legislative Council
Research Publication No. 468
November 1999

RECOMMENDATIONS FOR 2000

WELFARE OVERSIGHT COMMITTEE

**Report to the
Colorado General Assembly**

**Research Publication No. 468
November 1999**

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November 1999

To Members of the Sixty-second General Assembly:

Submitted herewith is the final report of the Welfare Oversight Committee. This committee was created pursuant to Section 26-2-722, Colorado Revised Statutes. The purpose of the committee is to oversee the Colorado Works Program and its implementation by the counties.

At its meeting on November 15, 1999, the Legislative Council reviewed the report of this committee. A motion to forward this report and the bills therein for consideration in the 2000 session was approved.

Respectfully submitted,

/s/ Senator Ray Powers
Chairman
Legislative Council

RP/JH/cs

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WELFARE OVERSIGHT COMMITTEE

Members of the Committee

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Co-Chairman**

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Senator Doug Linkhart

Senator Marilyn Musgrave

Senator Peggy Reeves

Senator Dorothy Rupert

Senator Dottie Wham

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EXECUTIVE SUMMARY

Committee Charge

Pursuant to section 26-2-722, Colorado Revised Statutes, the Legislative Welfare Oversight Committee (consisting of all members of the House and Senate Health, Environment, Welfare and Institutions Committees) has the responsibility of overseeing the Colorado Works Program and its implementation by the counties. This report summarizes the aspects of the Works program that have been considered and any recommended legislation.

Committee Activities

The committee held two meetings during the 1999 interim. These meetings focused on the current status of the Colorado Works Program and the State Auditor's evaluation of the Colorado Works Program. The committee also heard from clients of the Colorado Works Program and advocates of the Family Development Center Program. Of particular interest is the State Auditor's evaluation of the Works Program outcomes, its success in moving participants out of poverty and toward self-sufficiency, and the requirement for the evaluation to provide specific, solution-based recommendations for program improvements. The State Auditor's evaluation of the Works Program will be presented to the Legislative Audit Committee and Welfare Oversight Committee in early December. All of the bills recommended this year pertain to the Colorado Works Program.

Committee Recommendations

As a result of committee discussion and deliberation, the committee recommends three bills for consideration in the 2000 legislative session.

Bill A — Establishment of Additional Data Collection Requirements to Improve the Effectiveness of the Colorado Works Program. This bill requires counties to report additional data on former Works Program participants to the Department of Human Services. For example, additional data is needed on the kinds of services that former participants continue to use after leaving the Works Program and the source of these services. The state department would then transmit the data to the Works Allocation Committee for use in making recommendations concerning county block grant adjustments.

Bill B — Definition of Cash Assistance. The bill changes the definition of the term "cash assistance" as used in the Colorado Works Program to conform to the definition of

"cash assistance" in federal regulations, which were published in the spring of 1999. The change is made to assure more consistency with the federal definition.

Bill C — Family Resource Centers. This bill permanently extends the Family Resource Centers Program, due to repeal on July 1, 2000. Under the bill, Family Development Centers would be changed to Family Resource Centers and would serve as a resource to participants in the Colorado Works Program. Centers would also assist individuals and families in applying for the Children's Basic Health Plan and Medicaid. The bill allows moneys for the operation of a family resource center to come from a county's Works Program block grant, or from moneys appropriated by the General Assembly out of federal welfare moneys available to the state.

STATUTORY AUTHORITY AND RESPONSIBILITIES

The passage of federal and state welfare reform legislation in 1996 and 1997 provided three significant changes: 1) it changed cash assistance for poor families with dependent children from an "entitlement" to a "block grant" subject to an annual appropriation process; 2) it created a "work-first" model of welfare reform in contrast to the previous Family Support Act model which emphasized education and training; and 3) it created definitive time limits (24 cumulative months in which to find a job or be judged job-ready; and a 60-month lifetime limit in which assistance can be received.)

The Colorado Works Program, effective July 1, 1997, replaced the former Aid to Families with Dependent Children (AFDC) and the JOBS Program. The Colorado Works Program provides the state the authority it needs to meet federal welfare reform requirements. The program also creates a work-first approach to reform that delegates or devolves most of the decision-making responsibility and authority for designing welfare reform in Colorado to the county level.

Pursuant to Section 26-2-722, C.R.S., the Legislative Welfare Oversight Committee has the responsibility of overseeing the Colorado Works Program and its implementation by the counties.

The committee consists of the members of both the House and Senate Health, Environment, Welfare, and Institutions Committees. The statute directs the oversight committee to:

- submit an annual report;
- summarize the aspects of the Colorado Works Program that have been considered and propose any recommended legislative changes; and
- make recommendations concerning how to allocate any funds that the state receives as an illegitimacy bonus reward from the federal government. In making its recommendations on this issue, the committee shall consider how to make allocations based upon individual counties' success in reducing illegitimacy.

COMMITTEE ACTIVITIES

Current Status of the Program

The Colorado Works Program started July 1, 1997, as required by statute. The Welfare Oversight Committee has met six times since it was created in 1997. When the Committee first met in October of 1997, the focus was on county implementation of welfare plans and any problems that counties were encountering. Representatives of the Colorado Department of Human Services (DHS), Colorado Counties, Inc., county departments of social services and advocates of Colorado Works Program clients have all testified on the status of the program. In its second and third years, the committee continued to receive updates on the status of the Colorado Works Program from the state and counties, as well as clients and advocates. The Committee also was briefed on the State Auditor's evaluation of the state's welfare program, and the federal illegitimacy bonus reward fund.

The committee received an update on the Colorado Works Program caseload statistics which indicates there has been a dramatic decrease in the number of individuals on welfare in Colorado. At the end of June 1999, there were approximately 14,000 cases, down from 26,000 in July of 1997. Total Works expenditures decreased from \$125 million to \$107 million in the past year. Some counties have used one time diversion monies to keep people off welfare. The committee discussed the need for good reporting by counties, building new information management systems, and getting more sophisticated about collecting data for the Works Program and former participants of the Program.

State Auditor's Evaluation of the Colorado Works Program

Senate Bill 98-185 required the Office of the State Auditor to oversee a longitudinal evaluation of the outcomes resulting from the Colorado Works Program, to evaluate its success in moving participants out of poverty and toward self-sufficiency, and to provide specific, solution-based recommendations for program improvements. The State Auditor released the request for proposal (RFP) for the evaluation on August 1, 1998, and a report is expected in December of 1999.

As part of developing the RFP, the state auditor sought input from the Welfare Oversight Committee, the Department of Human Services, Colorado Counties, Inc., individual counties that are not affiliated with Colorado Counties, national organizations, and representatives of advocate groups. The evaluation will focus on program outcomes. The following issues are included in the Colorado Works Program evaluation:

Population characteristics and demographics. The evaluation will identify and collect basic information on all Colorado Works Program participants, including demographic

information, welfare history, and characteristics that contribute to or inhibit employment success.

Preparing for employment. The evaluation will assess the success of the Works Program in preparing participant groups for employment by evaluating the assessment, case management, education, and training services provided by counties, employers, and other organizations.

Employment and self-sufficiency. The evaluation will assess the effectiveness of the Works Program in assisting participants with obtaining and retaining employment, moving out of poverty, and attaining self-sufficiency.

Quality of life for children and families. The evaluation will assess the impact of the Works Program on the well-being of participants and their children and families.

Statewide issues. The evaluation will assess the impact of the Works Program on issues of concern to state policy makers, such as 1) changes in the utilization of state-funded assistance programs in Medicaid, federally funded food stamps, child care, mental health, substance abuse, and children welfare programs; 2) changes in utilization of local programs and services, such as homeless shelters, food pantries, and other services provided by churches and charities; 3) the effectiveness of funding policies in addressing service gaps and moving participants toward employment; 4) the economic costs and benefits of bringing participants to self-sufficiency; 5) the performance of the Colorado Works Program compared with welfare reform programs operating in other states; and 6) participant attitudes toward work and their satisfaction with Works Program services.

Federal Illegitimacy Bonus Reward

Section 26-2-722, C.R.S., requires the Welfare Oversight Committee to make recommendations about how to allocate funds that the state receives as an illegitimacy bonus reward from the federal government. In making its recommendations, the Welfare Oversight Committee will make allocations based upon individual counties' success in reducing illegitimacy.

One incentive for states to reduce their out-of-wedlock birth rate is bonus money. Each year the federal government awards \$100 million annually nationwide to states that show the highest reduction in abortions and births to unmarried mothers. The award is split among these selected states and is based upon birth and abortion data for the state population as a whole, and not on data for the Colorado Works Program. In order to receive the bonus, states must compare consecutive two-year periods and prove that the decline is not caused by an increase in abortions. All states are then compared with each other in regard to how much the birth rates have decreased within each. In addition, states must also show that the number of abortions performed is less than the number performed in 1995, the baseline year.

Colorado's percentage of out-of-wedlock births increased by six-tenths of one percentage point when the ratio of out-of-wedlock births for 1996 and 1997 is compared to the ratio of such births for 1994 and 1995. The number of reported abortions in Colorado decreased in 1997 when compared to the index year of 1995. Reported abortions decreased from 9,384 in 1995 to 9,183 in 1997.

Colorado is not among the five states with the "largest proportionate decrease" in the rate of out-of-wedlock births because the state's illegitimacy rate has been significantly below the national percentage (more than 5 percentage points) since 1980. For example, in 1997, Colorado was 7.2 percentage points below the national percentage of births (25.2 percent vs 32.4 percent nationally); while the overall birth rate was almost the same as the national birth rate (14.4 percent in Colorado compared to 14.6 percent nationally). In other words, there is less room for "a proportionate decrease" in Colorado when compared to other states.

Additional Data and Reporting Requirements

Issue. Currently, the state department and counties are required to report data to the federal government that is focused primarily on tracking caseload numbers and fiscal expenditures, such as: the number of individuals in the family; race and educational status of each family member; employment status of all adults in the family; and any amount of unearned income received by the family. Little information is currently gathered about former participants of the Works Program. The committee decided collecting additional data would help improve the effectiveness of the program. For example, the additional information will give the state and counties timely information to help in the administration of the program during the five year restriction for receiving benefits.

Recommendation. Bill A is aimed at finding out more about former participants of the Works Program. For instance, under the bill, data would be collected about: 1) whether participants left the program voluntarily or were forced to leave, 2) what services the individuals continue to use after leaving the Works Program and what is the source of such services; and 3) whether the person has faced barriers to self-sufficiency, such as the inaccessibility of transportation. It is hoped that tracking more specific data about former participants will help improve their ability to realize self-sufficiency. This additional information will be another factor used by the Works Allocation Committee in identifying county levels of spending and making recommendations about the adjustment of county block grant. The state auditor's evaluation will also look at adults who leave the Works Program, and the additional data required by Bill A will be shared with the State Auditor.

Cash Assistance

Issue. After the passage of the 1997 Colorado Works Program, the federal government proposed regulations to identify by the use of the term "cash assistance" those cases that are subject to federal Temporary Aid to Needy Families (TANF) requirements, including work requirements and assignment of child support rights.

In reviewing rules passed by the State Board of Human Services, the Legislative Legal Services Committee said that statutory authority was lacking for such rules because "cash assistance" had not been defined in state statute. In 1999 the law was changed to provide a definition of "cash assistance," and to give the State Board flexibility to promulgate rules "as may be necessary to comply with changes in federal regulations." However, significant changes were made in the final federal rules published in the spring of 1999. The final regulation defining "cash assistance" differed enough from state law to prompt the Oversight Committee to propose Bill B in an attempt to assure more consistency with the federal definition.

Recommendation. Bill B conforms Colorado's definition of cash assistance to the federal definition.

Family Development Centers

Issue. A Family Development Center is a public-private initiative to provide a unified single point of entry where families can obtain information and services, receive an assessment of their needs, and be given a referral to available community and state programs. Family Centers are located in at-risk neighborhoods and hard to access areas. Services are individualized to meet the needs of families and children within each community that is served. The types of services include case management, parenting education, early childhood care and education, mental health, crisis counseling, family literacy, nutrition classes, job skills training, and transportation.

The law authorizing the Family Development Center Program will repeal on July 1, 2000. There are 21 centers throughout the state. The Welfare Oversight Committee learned that funding for the centers through the Family Issues Cash Fund is no longer available for future fiscal years. Approximately thirteen percent, or \$700,000, of the total funding for Family Development Centers came from the Family Issues Cash Fund. Centers had received funding through federal grants, money raised by the centers, general fund and the Family Issues Cash Fund. Advocates for the centers felt there was a connection with family development centers and the spirit of the Works Program. The goal of family resource centers is to help families become self-reliant and to achieve and maintain self-sufficiency in order to decrease dependence on welfare.

Recommendation. The committee decided to permanently continue the Family Development Center Program and clarify its funding sources. Bill C changes the name to Family Resource Centers. The bill allows TANF funds from a county's block grant for the Works Program, or moneys appropriated by the General Assembly out of federal TANF moneys available to the state, to be used to help pay for these centers. The bill also allows centers to serve participants of the Works Program, as well as help individuals and families in applying for the Children's Basic Health Plan and Medicaid.

SUMMARY OF RECOMMENDATIONS

As a result of the committee's activities, the following bills are recommended to the Colorado General Assembly.

Bill A — Additional Data Collection Requirements

This bill is aimed at measuring the successes and shortcomings of the Works Program by requiring counties to report additional data on former program participants to the Department of Human Services. This additional data will assist in the allocation of resources to help these former works participants achieve and sustain self-sufficiency. For example, additional data is needed on the kinds of services that former participants continue to use after leaving the Works Program and the source of these services. The state department would transmit all data collected to the Works Allocation Committee for use in identifying county spending levels and making recommendations concerning county block grant adjustments. The fiscal note indicates that the Department of Human Services should receive an appropriation of \$698,535 in federal TANF funds.

Bill B — Definition of Cash Assistance

The bill changes the definition of the term "cash assistance" as used in the Colorado Works Program to conform to the definition of "cash assistance" in federal regulations, which were published in the spring of 1999. In 1998, the Legal Services Committee said that the Department of Human Services did not have statutory authority to support rules passed by the State Board of Human Services to meet the requirement of then proposed federal regulations because "cash assistance" had not been defined in state law. Last session, House Bill 99-1089 defined "cash assistance" and gave the State Board flexibility to promulgate rules "as may be necessary to comply with changes in federal regulations." However, significant changes were made in the final rules published by the federal government. The final federal regulation defining "cash assistance" differed enough from the language in House Bill 99-1089 to prompt the committee to propose Bill B in order to assure more consistency with the federal definition.

The bill is assessed as having no fiscal impact.

Bill C — Family Resource Centers

The committee learned that the statute authorizing the Family Development Center Program will repeal on July 1, 2000. In addition, funding through the Family Issues Cash Fund for these centers is no longer available. Thus, legislation is needed for continuation of the program and clarification of funding sources. Under the bill, the reference to Family Development Centers is changed to Family Resource Centers. Bill C permanently extends the Family Resource Centers Program. The bill clarifies that Family Resource Centers serve vulnerable families and children, and are located in urban or rural areas and communities, and serve as a single entry point for many types of services. Under the bill, centers are allowed to serve as a resource to participants in the Colorado Works Program. In addition, Family Resource Centers assist individuals and families in applying for the Children's Basic Health Plan and Medicaid. Moneys for the Family Resource Center Program may come from a county's block grant for the Colorado Works Program, or from moneys appropriated by the General Assembly out of federal TANF moneys available to the state. The State Council on Family Resource Centers is required to make biennial reports to the General Assembly on the effectiveness of the Family Resource Center Program.

The fiscal note for Bill C indicates that the Department of Human Resources should receive a General Fund appropriation of \$700,000 for the Family Resource Centers.

RESOURCE MATERIALS

The resource materials listed below were provided to the committee or developed by Legislative Council staff during the course of the meetings. The summaries of meetings and attachments are available at the Division of Archives, 1313 Sherman Street, Denver. For a limited time, the meeting summaries and materials developed by Legislative Council Staff are available on our web site at:

www.state.co.us/gov_dir/leg_dir/lcsstaff/1999/99interim.

Meeting Summaries

Topics Discussed

September 13, 1999

Status of Colorado Works Program
State Auditor's Evaluation of the Colorado Works Program
Family Development Centers
Collection of Child Support Payments
Payments to Aid to Needy Disabled Clients
Welfare-to-Work Overview
Ideas for Legislation

October 28, 1999

Works Allocation Committee Decisions
Consideration of Proposed Legislation

Memoranda and Reports

Department of Human Services, Office of Self-Sufficiency, *Welfare Reform in Colorado, Presentation to the Legislative Welfare Oversight Committee*, Monday, September 13, 1999.

Family Development Center Information for the Welfare Oversight Committee, September 13, 1999.

Colorado Child Support Enforcement Progress Towards 1999 Goals, Department of Human Services, Division of Child Support Enforcement, September 1999 .

A Request for Proposal to Evaluate the Colorado Works Program, Office of the State Auditor, August 1998.

Bill A

BY REPRESENTATIVES Leyba, Clarke, Hagedorn, Morrison, and Tochtrop;
also SENATORS Linkhart, Reeves, Rupert, and Wham.

A BILL FOR AN ACT

CONCERNING THE ESTABLISHMENT OF ADDITIONAL DATA COLLECTION
REQUIREMENTS TO IMPROVE THE EFFECTIVENESS OF THE COLORADO
WORKS PROGRAM.

Bill Summary

"Colo Works Data Collection Requirements"

(Note: This summary applies to this bill as introduced and does not necessarily reflect any amendments that may be subsequently adopted.)

Welfare Oversight Committee. Adds new data collection requirements, the information gathered therefrom to be used by the works allocation committee to measure the successes and shortcomings of the Colorado works program. Requires each county to report additional data to the state department of human services ("state department") each year concerning Colorado works participants who have left the county's program. Directs the state department to transmit such data to the works allocation committee for use in identifying county spending levels and in making recommendations to the state department concerning county block grant adjustments. Includes such data among the factors justifying an adjustment in a county's block grant allocation.

Makes conforming amendments.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. Part 7 of article 2 of title 26, Colorado Revised Statutes,

is amended to read:

26-2-717.5. Program data collection and assessment - legislative declaration - reporting. (1)(a) THE GENERAL ASSEMBLY HEREBY FINDS THAT STATE AND FEDERAL EFFORTS TO TRANSFORM WELFARE INTO A WORK-BASED SYSTEM HAVE RESULTED IN AN UNPRECEDENTED REDUCTION IN WELFARE CASELOADS. THE GENERAL ASSEMBLY FURTHER FINDS THAT, TO DATE, IT HAS BEEN DIFFICULT TO ACCURATELY ASSESS THE SUCCESSES AND SHORTCOMINGS OF THE COLORADO WORKS PROGRAM FROM THE MERE TRACKING OF CASELOAD NUMBERS AND FISCAL EXPENDITURES. THE GENERAL ASSEMBLY FINDS THAT ADDITIONAL INFORMATION IS NECESSARY TO THOROUGHLY ASSESS THE WORKS PROGRAM AND TO FACILITATE CONTINUED POSITIVE ADAPTATION AND IMPROVEMENT OF THE PROGRAM. THE GENERAL ASSEMBLY RECOGNIZES THAT SUCH ADDITIONAL DATA WILL ASSIST THE STATE IN THE EFFECTIVE AND EFFICIENT ALLOCATION OF RESOURCES TO HELP FORMER WORKS PARTICIPANTS ACHIEVE AND SUSTAIN SELF-SUFFICIENCY. IN ORDER TO MEET THIS GOAL, THE GENERAL ASSEMBLY DETERMINES THAT ADDITIONAL DATA IS NEEDED TO DETERMINE:

(I) WHETHER FORMER PARTICIPANTS LEFT THE PROGRAM VOLUNTARILY OR WERE FORCED TO LEAVE DUE TO TIME LIMITS OR SANCTIONS;

(II) WHETHER FORMER PARTICIPANTS HAVE FOUND EMPLOYMENT AND, IF SO, THE TYPES OF EMPLOYMENT THEY FOUND AND THE OPPORTUNITY FOR ADVANCEMENT IN SUCH EMPLOYMENT;

(III) THE SERVICES FORMER PARTICIPANTS CONTINUE TO USE AFTER LEAVING THE WORKS PROGRAM AND THE SOURCE OF SUCH SERVICES;

(IV) WHETHER FORMER PARTICIPANTS HAVE FACED BARRIERS TO FEEDING AND HOUSING THEIR FAMILIES AFTER LEAVING THE WORKS PROGRAM; AND

(V) THE NUMBER OF FORMER PARTICIPANTS WHO WERE FORCED TO RETURN TO THE WORKS PROGRAM AND THE REASONS THEREFOR.

(b) THE GENERAL ASSEMBLY HEREBY DECLARES AND DETERMINES THAT IT IS THEREFORE APPROPRIATE AND IN THE BEST INTERESTS OF THE CITIZENS OF THE STATE OF COLORADO TO EXAMINE MORE THOROUGHLY THE SIGNIFICANT WELFARE CASELOAD REDUCTION PHENOMENON BY TRACKING MORE SPECIFIC DATA ABOUT PARTICIPANTS LEAVING THE COLORADO WORKS PROGRAM AND THEREBY IMPROVE PARTICIPANTS' ABILITY TO REALIZE SELF-SUFFICIENCY.

(2) IN ADDITION TO THE INFORMATION THAT COUNTIES ARE REQUIRED TO REPORT PURSUANT TO SECTION 26-2-717, EACH COUNTY DEPARTMENT SHALL ANNUALLY COLLECT AND REPORT TO THE STATE DEPARTMENT THE

FOLLOWING INFORMATION CONCERNING FORMER PARTICIPANTS IN THE COLORADO WORKS PROGRAM IN THAT COUNTY:

(a) WHETHER THE FORMER PARTICIPANT LEFT THE PROGRAM VOLUNTARILY OR WAS FORCED TO LEAVE THE PROGRAM DUE TO PROGRAM TIME LIMITS OR SANCTIONS;

(b) WHETHER THE FORMER PARTICIPANT HAS ACQUIRED EMPLOYMENT OR PARTICIPATED IN ANOTHER WORK ACTIVITY AND, IF SO, THE FOLLOWING INFORMATION ABOUT THAT EMPLOYMENT OR WORK ACTIVITY:

(I) THE TYPE OF EMPLOYMENT OR OTHER WORK ACTIVITY;

(II) THE NUMBER OF HOURS PER WEEK THAT THE FORMER PARTICIPANT WORKS OR PARTICIPATES IN THE EMPLOYMENT OR OTHER WORK ACTIVITY;

(III) THE RATE OF PAY THAT THE FORMER PARTICIPANT RECEIVES AND WHETHER THERE HAVE BEEN ANY INCREASES IN THAT RATE DURING THE PERIOD OF EMPLOYMENT OR OTHER WORK ACTIVITY OR WHETHER THERE IS ANY INCREASE ANTICIPATED OR POSSIBLE;

(IV) OTHER BENEFITS THAT ARE PROVIDED OR AVAILABLE TO THE FORMER PARTICIPANT THROUGH THE EMPLOYMENT OR OTHER WORK ACTIVITY; AND

(V) WHETHER THE EMPLOYMENT OR OTHER WORK ACTIVITY OFFERS OPPORTUNITIES FOR ADVANCEMENT AND, IF SO, WHETHER THE FORMER PARTICIPANT HAS THE ABILITY, SKILLS, AND EDUCATION TO ADVANCE;

(c) AN ANALYSIS OF EMPLOYMENT RATES OF FORMER PARTICIPANTS BY RACE AND GENDER;

(d) WHETHER THE FORMER PARTICIPANT HAD ACQUIRED EMPLOYMENT AND LATER BECAME UNEMPLOYED AND, IF SO, THE REASONS WHY HE OR SHE IS NO LONGER EMPLOYED;

(e) WHETHER THE FORMER PARTICIPANT CONTINUES TO USE SERVICES TO ASSIST HIM OR HER IN MEETING SELF-SUFFICIENCY GOALS AND, IF SO, WHICH OF THE FOLLOWING SOURCES OF SERVICES THE FORMER PARTICIPANT USES:

(I) GOVERNMENT OR OTHER PUBLIC SERVICES;

(II) FAMILY SERVICES;

(III) COMMUNITY SERVICES, INCLUDING BUT NOT LIMITED TO FAITH COMMUNITY SERVICES;

(f) WHETHER THE FORMER PARTICIPANT IS IN NEED OF OTHER SERVICES NOT CURRENTLY AVAILABLE IN HIS OR HER COMMUNITY THAT WOULD ASSIST HIM OR HER IN ACHIEVING SELF-SUFFICIENCY;

(g) WHETHER THE FORMER PARTICIPANT HAS FACED OTHER BARRIERS TO SELF-SUFFICIENCY, INCLUDING BUT NOT LIMITED TO ONE OR MORE OF THE FOLLOWING:

(I) THE INACCESSIBILITY OF TRANSPORTATION;

(II) THE UNAVAILABILITY OF CHILD CARE; OR

(III) A DISABILITY OF THE FORMER PARTICIPANT OR A FAMILY MEMBER THAT PREVENTS THE FORMER PARTICIPANT FROM WORKING TO BECOME SELF-SUFFICIENT;

(h) WHETHER THE FORMER PARTICIPANT HAS RETURNED TO THE COLORADO WORKS PROGRAM AND THE REASONS THEREFOR.

(3) IN ORDER TO ACHIEVE MAXIMUM DATA RESULTS, THE COUNTY DEPARTMENTS ARE ENCOURAGED TO COLLECT THE DATA REQUIRED TO BE REPORTED IN SUBSECTION (2) OF THIS SECTION THROUGH TELEPHONE INTERVIEWS AND IN-PERSON INTERVIEWS WITH FORMER PARTICIPANTS AT REGULAR INTERVALS SUBSEQUENT TO THEIR DEPARTURE FROM THE WORKS PROGRAM INCLUDING AT A MINIMUM ONE MONTH AFTER DEPARTURE, SIX MONTHS AFTER DEPARTURE, ONE YEAR AFTER DEPARTURE, AND FIVE YEARS AFTER DEPARTURE.

(4) THE STATE DEPARTMENT SHALL TRANSMIT THE INFORMATION IDENTIFIED IN SUBSECTION (2) OF THIS SECTION TO THE WORKS ALLOCATION COMMITTEE. THE WORKS ALLOCATION COMMITTEE SHALL EVALUATE AND USE SUCH DATA IN IDENTIFYING COUNTY LEVELS OF SPENDING AND IN MAKING RECOMMENDATIONS TO THE STATE DEPARTMENT CONCERNING COUNTY BLOCK GRANT ADJUSTMENTS.

SECTION 2. 26-2-712 (6), Colorado Revised Statutes, is amended to read:

26-2-712. State department duties - authority. (6) Reporting.

(a) The state department shall develop a uniform reporting form for the counties to use in order to fulfill the reporting requirements set forth in ~~section~~ SECTIONS 26-2-717 AND 26-2-717.5.

(b) The state department shall develop a request for proposal pursuant to the provisions of section 26-2-719 to award a contract or contracts to an entity or entities to satisfy the reporting requirements set forth in ~~section~~ SECTIONS 26-2-717 AND 26-2-717.5.

(c) In the event that the state department is not able to award a contract pursuant to the provisions of paragraph (b) of this subsection (6), it shall develop procedures to ensure that the state complies with the reporting requirements set forth in ~~section~~ SECTIONS 26-2-717 AND 26-2-717.5.

SECTION 3. 26-2-714 (2) and (8) (c), Colorado Revised Statutes, are amended to read:

26-2-714. County block grants formula - use of moneys.

(2) Subject to available appropriations, in state fiscal year 1998-99 and in each fiscal year thereafter, the state department, with input from the works allocation committee, created pursuant to the provisions of subsection (6) of this section, may adjust the county block grant identified in subsection (1) of this section by

increasing or reducing the amount of such grant based upon factors that shall include but not be limited to:

(a) The county's population and the Colorado works program caseload;

(b) The unemployment rate in the county based upon the state department of labor and employment assessment of county unemployment rates for the prior year;

(c) The county's performance in meeting the obligations under the performance contract with the state department pursuant to the provisions of section 26-2-715;

(d) A county's failure to maintain its historic effort as required pursuant to subsection (6) of this section;

(d.5) DATA COLLECTED AND REPORTED BY THE COUNTIES PURSUANT TO SECTION 26-2-717.5;

(e) Other factors determined by the state department that directly affect the population of needy families in a county.

(8) (c) The criteria that the works allocation committee shall use include but are not limited to the following:

(I) The assessment of the equity of a small county's total program expenditures as they relate to the targeted spending level for the small county;

(II) The extent to which the small county will have insufficient revenues to meet its targeted spending level; and

(III) The extent to which the provision of any mitigation may enhance the efforts of a small county or group of small counties to regionalize pursuant to the provisions of section 26-2-718; AND

(IV) CONCLUSIONS GAINED FROM DATA COLLECTED AND REPORTED BY THE COUNTY DEPARTMENTS PURSUANT TO SECTION 26-2-717.5.

SECTION 4. 26-2-716 (2) (d), Colorado Revised Statutes, is amended to read:

26-2-716. County duties - county policies - appropriations - penalties - incentives. (2) In connection with administering a county block grant, a county department shall:

(d) Submit the reports required pursuant to ~~section~~ SECTIONS 26-2-717 AND 26-2-717.5.

SECTION 5. Effective date - applicability. This act shall take effect July 1, 2000.

SECTION 6. Safety clause. The general assembly hereby finds, determines, and declares that this act is necessary for the immediate preservation of the public peace, health, and safety.

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BILL A

Colorado Legislative Council Staff

STATE
FISCAL IMPACT
No State General Fund Impact

Drafting Number: LLS 00-0176
Prime Sponsor(s): Rep. Leyba
Sen. Linkhart

Date: December 5, 1999
Bill Status: Welfare Reform Oversight Committee
Fiscal Analyst: Janis Baron (303-866-3523)

TITLE: CONCERNING THE ESTABLISHMENT OF ADDITIONAL ASSESSMENT INSTRUMENTS FOR MEASURING THE SUCCESS OF THE COLORADO WORKS PROGRAM.

Fiscal Impact Summary	FY 2000/2001	FY 2001/2002	FY 2002/2003
State Revenues General Fund			
State Expenditures Federal Fund	\$ 698,535	\$ 5,334,133	\$ 10,219,169
FTE Position Change	0.5 FTE Contract Staff	132.0 FTE County Staff	263.0 FTE County Staff
Other State Impact: None			
Effective Date: July 1, 2000			
Appropriation Summary for FY 2000-2001: Department of Human Services \$ 698,535 FF (TANF Funds)			
Local Government Impact: Although there will be no county costs required under the bill, the county will need 132.0 FTE in FY 2001-02 and 263.0 FTE in FY 2002-03. County FTE are not appropriated and shown for informational purposes only.			

Summary of Legislation

The bill adds new data collection requirements to measure the successes and shortcomings of the Colorado Works Program. The bill requires each county to report additional data to the Department of Human Services (DHS) on Colorado Works participants who have left the county's program. Data collected is to be transmitted to the Works Allocation Committee for use in identifying county spending levels and making recommendations on county block grant adjustments.

State Expenditures

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The bill is assessed at having a fiscal impact of \$698,535 in FY 2000-01, \$5,334,133 in FY 2001-02, and \$10,219,169 in FY 2002-03.

Sections 26-2-717.5 (2) (3)

These sections of the bill require counties to annually collect and report additional data elements on participants in the Colorado Works Program, and to follow up with participants at regular intervals, but not less than every month, every six months, every year, and every five years. These sections of the bill will drive costs in three areas:

- development of a survey instrument to be used for data collection;
- training interviewers (county staff) on the use of the survey instrument; and
- conducting interviews and entering information into a statewide database system.

The fiscal note assumes that development of the survey instrument and programming changes to current systems must occur prior to conducting interviews with former Colorado Works participants. The fiscal note assumes that development costs will be incurred in the first year, and that costs for added county staff and training for those staff will be incurred in the second and third fiscal years.

Development of Survey Instrument. It is estimated that 0.5 FTE contract position will be needed in FY 2000-01 only to develop the standardized interview instrument. Personal services and operating costs are estimated at \$22,167.

Conduct Interviews, Collect and Enter Data. It is estimated that a total of 263.0 FTE county staff will be needed in FY 2002-03. Counties will need to hire 132.0 FTE in FY 2001-02, with the remaining 131.0 FTE hired in FY 2002-03. Additional staff will be needed to contact former Colorado Works participants and to conduct the number of interviews required under the bill. It is estimated that 68,400 interviews will be conducted in FY 2001-02 and 136,800 will be conducted in FY 2002-03. The average number of hours per interview (including initial phone contacts, actual interviews, and collection and entering data) is estimated at 4 hours. Total personal services and operating costs are estimated at \$5,261,562 in FY 2001-02 and \$10,130,428 in FY 2002-03.

Training. County staff (263.0 FTE) will need to be trained in using the survey instrument. The fiscal note assumes that 132.0 FTE will be trained in FY 2001-02 and that 181.0 FTE will be trained in FY 2002-03 (131.0 FTE new hires and 50.0 FTE turnover positions). Training sessions will be three days per session; training costs plus actual and necessary expenses per county staff are estimated at \$110 daily. It is assumed a contractor will be hired to provide the training sessions. Total training costs are estimated at \$43,560 in FY 2001-02 ($132 \times \$110 \times 3 = \$43,560$), and \$59,730 in FY 2002-03 ($181 \times \$110 \times 3 = \$59,730$).

Sections 26-2-717.5 (2) (4)

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These sections of the bill require the Department of Human Services to develop an automated system to collect data gathered on former Colorado Works participants and to transmit the data to the Works Allocation Committee. The department will require \$676,368 in FY 2000-01 to develop, test and implement a system, and \$29,011 in both FY 2001-02 and FY 2002-03 to maintain the system and extract reports for the Works Allocation Committee. It is estimated that 9,394 hours of systems programming will be required in FY 2000-01 and that 402 hours of systems maintenance will be required in subsequent fiscal years. Systems programming changes are estimated to cost \$72 per hour.

Local Government Impact

The bill will not result in any cost sharing by the counties. However, the counties will have to hire additional FTE, to be funded with federal dollars, to comply with the bill's requirements.

State Appropriations

The fiscal note indicates that the Department of Human Services should receive an appropriation of \$698,535 federal TANF funds. The General Assembly has appropriation authority over this source of federal funds.

Departments Contacted

Human Services

Bill B

BY REPRESENTATIVES Hefley, Alexander, Lawrence, Leyba, Morrison, Tochtrop, and Witwer; also SENATORS Epps, Evans, Linkhart, Reeves, and Wham.

A BILL FOR AN ACT

CONCERNING THE DEFINITION OF "CASH ASSISTANCE" FOR PURPOSES OF THE COLORADO WORKS PROGRAM.

Bill Summary

"Definition Of Cash Assistance"

(Note: This summary applies to this bill as introduced and does not necessarily reflect any amendments that may be subsequently adopted.)

Welfare Oversight Committee. Changes the definition of the term "cash assistance" as used in the Colorado works program to conform to the definition set forth in federal regulation.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. 26-2-703 (3.5), Colorado Revised Statutes, is amended to read:

26-2-703. Definitions. As used in this part 7, unless the context otherwise requires:

(3.5) (a) "Cash assistance" means ~~assistance that is provided to or on behalf of a participant.~~ "Cash assistance" does not include:

~~(a) Services that have no direct monetary value and that do not involve direct or indirect income support; or~~

~~(b) One-time short-term assistance that is paid for a period of time that does not exceed ninety days.~~ CASH, PAYMENTS, VOUCHERS, AND OTHER FORMS OF BENEFITS DESIGNED TO MEET A FAMILY'S ONGOING BASIC NEEDS SUCH AS FOOD, CLOTHING, SHELTER, UTILITIES, HOUSEHOLD GOODS, PERSONAL CARE ITEMS, AND GENERAL INCIDENTAL EXPENSES. "CASH ASSISTANCE" INCLUDES SUCH BENEFITS EVEN WHEN THEY ARE:

(I) PROVIDED IN THE FORM OF PAYMENTS BY A TANF AGENCY, OR OTHER AGENCY ON ITS BEHALF, TO INDIVIDUAL PARTICIPANTS; AND

(II) CONDITIONED ON PARTICIPATION IN A WORK ACTIVITY OR COMMUNITY SERVICE.

(b) EXCEPT AS OTHERWISE EXCLUDED IN PARAGRAPH (c) OF THIS SUBSECTION (3.5), "CASH ASSISTANCE" ALSO INCLUDES SUPPORTIVE SERVICES PROVIDED TO FAMILIES WHO ARE NOT EMPLOYED SUCH AS TRANSPORTATION AND CHILD CARE.

(c) "CASH ASSISTANCE" DOES NOT INCLUDE:

(I) NONRECURRENT, SHORT-TERM BENEFITS THAT:

(A) ARE DESIGNED TO ADDRESS A SPECIFIC CRISIS SITUATION OR EPISODE OF NEED;

- (B) ARE NOT INTENDED TO MEET RECURRENT OR ONGOING NEEDS;
AND
- (C) WILL NOT EXTEND BEYOND FOUR MONTHS;
- (II) WORK SUBSIDIES SUCH AS PAYMENTS TO EMPLOYERS OR THIRD PARTIES TO HELP COVER THE COSTS OF EMPLOYEE WAGES, BENEFITS, SUPERVISION, AND TRAINING;
- (III) SUPPORTIVE SERVICES SUCH AS CHILD CARE AND TRANSPORTATION PROVIDED TO FAMILIES WHO ARE EMPLOYED;
- (IV) REFUNDABLE EARNED INCOME TAX CREDITS;
- (V) CONTRIBUTIONS TO, AND DISTRIBUTIONS FROM, INDIVIDUAL DEVELOPMENT ACCOUNTS;
- (VI) SERVICES SUCH AS COUNSELING, CASE MANAGEMENT, PEER SUPPORT, CHILD CARE INFORMATION AND REFERRAL, TRANSITIONAL SERVICES, JOB RETENTION, JOB ADVANCEMENT, AND OTHER EMPLOYMENT-RELATED SERVICES THAT DO NOT PROVIDE BASIC INCOME SUPPORT; AND
- (VII) TRANSPORTATION BENEFITS PROVIDED UNDER A JOB ACCESS OR REVERSE COMMUTE PROJECT TO AN INDIVIDUAL WHO IS NOT OTHERWISE RECEIVING ASSISTANCE.

SECTION 2. 26-2-709 (1.5), Colorado Revised Statutes, is amended

to read:

26-2-709. Benefits - cash assistance - programs. (1) Basic assistance grant. (1.5) Rules concerning cash assistance. (a) The state board shall promulgate rules to give meaning to the term "one-time" as used in the definition of "cash assistance" set forth in section 26-2-709 (1.5) (b):

(b) The state board shall promulgate rules as may be necessary to comply with changes in federal regulations relating to the definition of the term "cash assistance".

SECTION 3. Safety clause. The general assembly hereby finds, determines, and declares that this act is necessary for the immediate preservation of the public peace, health, and safety.

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BILL B

Colorado Legislative Council Staff
NO FISCAL IMPACT

Drafting Number: LLS 00-0177

Date: November 30, 1999

Prime Sponsor(s): Rep. Hefley
Sen. Epps

Bill Status: Welfare Oversight Committee

Fiscal Analyst: Janis Baron (303-866-3523)

TITLE: CONCERNING THE DEFINITION OF "CASH ASSISTANCE" FOR PURPOSES OF THE COLORADO WORKS PROGRAM.

Summary of Assessment

The bill changes the definition of "cash assistance" as used in the Colorado Works Program to conform with the definition set forth in federal regulations.

Cash Assistance Includes — cash, payments, vouchers, and other forms of benefits designed to meet a family's ongoing basic needs. It also includes support services such as transportation and child care to unemployed families.

Cash Assistance Does Not Include — nonrecurring, short-term benefits; certain work subsidies; support services such as transportation and child care to employed families; refundable earned income tax credits; contributions to, and distributions from, individual development accounts; counseling, case management, peer support, child care information and referral, job retention, and other employment-related services not providing basic income support; and transportation under a job access or reverse commute project to an individual not otherwise receiving assistance.

The bill is assessed as having no fiscal impact. Appropriations to and expenditures from the County Block Grants under the Colorado Works Program will remain unchanged under this definition of cash assistance. The bill is effective upon signature of the Governor.

Departments Contacted

Human Services

Bill C

BY REPRESENTATIVES Witwer, Alexander, Hagedorn, Hefley, Lawrence, Morrison, and Tochtrop;
also SENATORS Evans, Linkhart and Rupert.

A BILL FOR AN ACT

CONCERNING FAMILY RESOURCE CENTERS.

Bill Summary

"Family Resource Centers"

(Note: This summary applies to this bill as introduced and does not necessarily reflect any amendments that may be subsequently adopted.)

Welfare Oversight Committee. Permanently extends the family development center program, which is scheduled for repeal July 1, 2000. Changes the statutory reference from "family development centers" to "family resource centers".

Expands the definition of an "at-risk neighborhood" to include an urban or rural neighborhood or community. Includes services to vulnerable families and children in communities in addition to serving those families who are in at-risk neighborhoods. Authorizes family resource centers to provide services to assist families in working toward greater self-reliance or in achieving self-sufficiency and in participating in Colorado works. Directs family resource centers to assist individuals and families in applying eligibility for the children's basic health plan or for medical assistance benefits to which they may be entitled.

Directs the state council on family resource centers to make biennial reports to the general assembly on the effectiveness of the family resource center program.

Authorizes the general assembly to appropriate out of federal TANF moneys available to the state for Colorado works for the purpose of supporting family resource center programs. Eliminates a reference to the family issues cash fund as a source of revenue for family resource centers. Clarifies that family resource centers may also receive funding from a county out of a county's block grant for Colorado works.

Amends the definition of "assistance" for purposes of the Colorado works program to include services provided by a family resource center.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. 26-18-101, Colorado Revised Statutes, is amended to read:

26-18-101. Legislative declaration. (1) The general assembly hereby declares that Colorado needs healthy and cohesive families at all income levels in order for the state to be economically viable. A number of families in ~~at-risk neighborhoods~~ COMMUNITIES THROUGHOUT COLORADO ~~do~~ TEMPORARILY MAY NOT not have access to the basic necessities of life or to resources or services designed to promote individual development and family growth. ~~Under current systems for providing services to families, a family crisis or a finding that a family is dysfunctional is required before a family can receive certain services. In addition, procedures for applying for and receiving some services are lengthy, cumbersome, and duplicative.~~

(2) The general assembly further declares that many of Colorado's most vulnerable families and children MAY OR MAY NOT live in at-risk neighborhoods. Such families ~~do~~ MAY not have APPROPRIATE RESOURCES OR sufficient income for adequate housing, health care, or child care because the primary wage earners are unemployed, UNDEREMPLOYED, or work at jobs that pay minimum wage or less. Further, many of such families not only live in poverty, but also experience divorce, DOMESTIC VIOLENCE, or are headed by a single parent. Children who are raised in ~~at-risk neighborhoods~~ VULNERABLE

FAMILIES experience an increased risk of being abused, BEING ILLITERATE, UNDEREDUCATED, dropping out of school, ~~becoming teen parents~~, abusing drugs, and engaging in at-risk behaviors, including BUT NOT LIMITED TO criminal activities. Such children are often influenced by and are likely to repeat behaviors that began with their parents.

(3) Therefore, the general assembly finds that it is appropriate to establish a ~~project that provides~~ PROGRAM TO PROVIDE family ~~development~~ RESOURCE centers ~~which~~ IN COMMUNITIES TO serve as a single point of entry for providing comprehensive, intensive, integrated, state and community-based services to VULNERABLE families ~~in at-risk neighborhoods~~ AND CHILDREN.

SECTION 2. 26-18-102, Colorado Revised Statutes, is amended to read:

26-18-102. Definitions. As used in this article, unless the context otherwise requires:

(1) "At-risk neighborhood" means ~~a~~ AN URBAN OR RURAL neighborhood OR COMMUNITY in which there ~~is a preponderance of~~ MAY BE poverty, unemployment and underemployment, substance abuse, crime, school dropouts, ILLITERACY, ~~teen pregnancies and~~ teen parents, DOMESTIC VIOLENCE, or other conditions that put families at risk.

(2) "Case management" means the process whereby a family advocate for the family ~~development~~ RESOURCE center assesses a family's need for services in accordance with section 26-18-104 (2).

(3) "Community applicant" means any local entity interested and willing to commit private and public resources to establish a family ~~development~~ RESOURCE center and which applies for a family ~~development~~ RESOURCE center grant pursuant to section 26-18-105. "Community applicant" includes, but is not limited to, any state or local governmental agency or governing body, a local private nonprofit agency, a local board of education on a cost-shared basis, a local recreational center, or a local child care agency.

(4) "Family ~~development~~ RESOURCE center" means a unified single point of entry where VULNERABLE families AND CHILDREN IN COMMUNITIES OR within at-risk neighborhoods OR PARTICIPANTS IN COLORADO WORKS, PART 7 OF ARTICLE 2 OF THIS TITLE, can obtain information, assessment of needs, and referral to delivery of family services described in section 26-18-104 (2) and for which a grant is awarded to a community applicant in accordance with section 26-18-105.

(5) "Local advisory council" means the body that oversees the operation of the family ~~development~~ RESOURCE center and which is described in section 26-18-105 (1) (b).

(6) "State council" means the state council on family development RESOURCE centers established pursuant to section 26-18-103.

SECTION 3. 26-18-103 (1), (4), (6), and (7), Colorado Revised Statutes, are amended to read:

26-18-103. State council created - powers and duties - report.

(1) (a) There is hereby created a state council on family development RESOURCE centers. The state council shall exercise its powers and perform its duties and powers as specified in this article within the department of human services.

(b) The state council shall be responsible for the planning of the family development RESOURCE center program created in section 26-18-104 and for making recommendations to the general assembly concerning the effectiveness of the program and the advisability of continuing a statewide family development RESOURCE center program.

(4) The state council shall establish the procedure for the submittal of grant applications by community applicants seeking to establish family development RESOURCE centers. The procedure shall set forth the method for making application including time frames, the criteria to be considered in awarding a grant, and the method for the making of ~~annual~~ BIENNIAL reports to the state council concerning the effectiveness of the family development RESOURCE center program in accordance with section 26-18-105 (2). In

addition, the state council shall establish any other procedures necessary to implement this article, including a method for evaluating the effectiveness of the family development RESOURCE center program.

(6) The state council shall consult with the local advisory councils established pursuant to section 26-18-105; evaluate the effectiveness of the family development RESOURCE center program annually, based on reports submitted to the state council by local advisory councils in accordance with section 26-18-105 (2); and shall submit a report on the effectiveness of the program to the general assembly no later than January 1, ~~2000~~ 2002, AND EVERY TWO YEARS THEREAFTER. In addition, as part of the report, the state council shall make recommendations concerning the continued implementation of a statewide family development RESOURCE center program.

(7) The state council is hereby authorized to accept and expend any MONEYS OR grants from any public or private source for the purpose of making grants to community applicants for the establishment of family development RESOURCE centers and for the purpose of evaluating the effectiveness of the family development RESOURCE center program. Nothing in this article shall be construed to prohibit a family development RESOURCE center from accepting and expending grants or donations from public or private sources.

SECTION 4. 26-18-104, Colorado Revised Statutes, is amended to read:

26-18-104. Program created. (1) There shall be established by the state council a family **development** RESOURCE center program. The purpose of said program shall be to provide grants to community applicants for the creation of family **development** RESOURCE centers through which services for VULNERABLE families AND CHILDREN who live in COMMUNITIES OR IN at-risk neighborhoods are accessible and coordinated through a single point of entry. ~~The program shall be implemented no later than January 1, 1994, and shall terminate no later than July 1, 2000.~~ Moneys for the program may come from appropriations from the general fund, ~~or from the family issues cash fund created in section 26-5.3-106,~~ FROM MONEYS RECEIVED FROM A COUNTY OUT OF A COUNTY'S BLOCK GRANT FOR THE COLORADO WORKS PROGRAM, OR FROM MONEYS APPROPRIATED BY THE GENERAL ASSEMBLY OUT OF FEDERAL TANF MONEYS AVAILABLE TO THE STATE.

(2) (a) Services provided by a family **development** RESOURCE center shall be coordinated and one service shall not overshadow others. Services may be delivered directly to a family at the center by center staff or by providers who contract with or have provider agreements with the center. Any family **development** RESOURCE center that provides direct services shall comply with applicable state and federal laws and regulations regarding the delivery of such services, unless required waivers or exemptions have been granted by the appropriate governing body.

(b) Each family **development** RESOURCE center shall provide case management by a family advocate who screens and assesses a family's needs and develops, with the concurrence of the family, a **case plan** TO ASSIST FAMILIES AND INDIVIDUALS IN WORKING TOWARD A GREATER LEVEL OF SELF-RELIANCE OR IN ATTAINING SELF-SUFFICIENCY. The **case plan** shall provide for the following:

(I) A negotiated contract that includes reciprocal responsibilities of family members and the personnel of each human service agency providing services to the family;

(II) A commitment of resources AS AVAILABLE AND necessary to meet the family's plan;

(III) The delivery of applicable services to the family, if feasible, or referral to an appropriate service provider;

(IV) The coordination of services; **and**

(V) The monitoring OF THE PROGRESS OF THE FAMILY TOWARD GREATER SELF-RELIANCE OR SELF-SUFFICIENCY **and** AN evaluation of services PROVIDED ~~by the family advocate;~~ AND

(VI) ASSISTANCE TO THE FAMILY IN APPLYING FOR THE CHILDREN'S BASIC HEALTH PLAN OR MEDICAL ASSISTANCE BENEFITS TO WHICH THEY MAY BE ENTITLED.

(c) In addition to case management services required by paragraph (b) of this subsection (2), the family ~~development~~ RESOURCE center shall provide for the direct delivery of or referral to a provider of at least the following ~~five~~ SIX services:

(I) Early childhood care and education;

(II) Parenting education;

(III) Well child check-ups and basic health services;

(IV) Early intervention for identifying infants, toddlers, and preschoolers who are developmentally disabled in order to provide necessary services to such children; ~~and~~

(V) Before and after school care;

(VI) PROGRAMS FOR AT-RISK YOUTH.

(d) A family ~~development~~ RESOURCE center may provide optional services, including, but not limited to, the following:

(I) Additional educational programs, such as mentoring programs for students in elementary, junior, and senior high schools; literacy programs; and educational programs that link families with local schools and alternative educational programs, including links with boards of cooperative services;

(II) Job skills training and self-sufficiency programs for adults and youth;

(III) Social, health, mental health, and child welfare services and housing, homeless, food and nutrition, domestic violence support, recreation, and substance abuse services;

(IV) Outreach, education, and support programs, including programs ~~aimed at preventing teen pregnancies and school dropouts and programs providing parent support and advocacy;~~

(V) Transportation services to obtain other services provided pursuant to this subsection (2).

(e) State agencies and any other publicly funded agency authorized or required by state or federal law or regulations to provide specific services to or for families shall cooperate AND COLLABORATE with family ~~development~~ RESOURCE centers in making services readily available to eligible persons in the most expedient manner possible. Such cooperation AND COLLABORATION may include, but not be limited to, the pooling of public and private funds and funds available to state agencies upon appropriation or transfer by the general assembly.

SECTION 5. 26-18-105, Colorado Revised Statutes, is amended to read:

26-18-105. Selection of centers - grants. (1) The state council may award a grant to a community applicant for the purpose of establishing a family ~~development~~ RESOURCE center based on a plan submitted to the state council by

the applicant. The plan shall meet specific criteria which the state council is hereby authorized to set, but the criteria shall include at least the following provisions:

(a) That members of the community will participate in the development and implementation of the family ~~development~~ RESOURCE center;

(b) That the center shall be governed by a local advisory council comprised of community representatives of at least the following:

- (I) Families living in at-risk neighborhoods;
- (II) Local public or private service provider agencies;
- (III) Local job skills training programs, if any;
- (IV) Local governing bodies;
- (V) Local businesses serving families from at-risk neighborhoods; and
- (VI) Local professionals serving families from ~~at-risk neighborhoods~~

THE COMMUNITY;

(c) That the advisory council shall establish rules concerning the operation of the family ~~development~~ RESOURCE center, including provisions for staffing;

(d) That services provided by the family ~~development~~ RESOURCE center shall be coordinated and tailored to the specific needs of families who live in the at-risk neighborhood within the community;

(e) That the family ~~development~~ RESOURCE center will:

(I) Promote and support, not supplant, successful family functioning and increase the recognition of the importance of successful families in the community;

(II) Contribute to the strength of family ties;

(III) Establish programs ~~focusing THAT FOCUS on the needs of family members, such as preschool programs, family preservation programs, and teenage pregnancy prevention programs~~ AND ASSIST THE FAMILY IN MOVING TOWARD GREATER SELF-RELIANCE OR SELF-SUFFICIENCY;

(IV) Recognize the diversity of families within the community;

(V) Support family stability and unity;

(VI) Treat families as partners in providing services;

(VII) Encourage intergovernmental cooperation and a community-based alliance between government and the private sector;

(VIII) Reduce institutional barriers related to categorical funding and eligibility requirements;

(IX) Make information regarding available resources and services readily accessible to families; and

(f) That the family ~~development~~ RESOURCE center shall coordinate the provision of services and shall pool the resources of providers of services to aid in funding and operating the center.

(2) The local advisory council for a community applicant awarded a grant pursuant to subsection (1) of this section shall evaluate the overall effectiveness of the family development RESOURCE center ~~annually~~ BIENNIALY and shall submit ~~an annual~~ A report EVERY TWO YEARS to the state council in accordance with section 26-18-103 (4).

(3) In the event the state council determines, from any report submitted by a local advisory council or any other source, that the operation of a family development RESOURCE center is not in compliance with this article or any rule adopted pursuant to the provisions of this article, the state council may impose sanctions including termination of the grant.

SECTION 6. 26-18-106, Colorado Revised Statutes, is repealed as follows:

~~26-18-106. Repeal of article. This article is repealed, effective July 1, 2000, or on the date that federal funds are no longer available for this program, whichever comes first.~~

SECTION 7. 26-2-703 (2), Colorado Revised Statutes, is amended, and the said 26-2-703 is further AMENDED BY THE ADDITION OF A NEW SUBSECTION, to read:

26-2-703. Definitions. As used in this part 7, unless the context otherwise requires:

(2) "Assistance" means any cash grant, benefit, service, or other form of temporary assistance offered by a county department to a participant that is funded by the county block grant pursuant to the provisions of this part 7 and any rules promulgated pursuant to this part 7. "ASSISTANCE" MAY INCLUDE SERVICES PROVIDED BY A FAMILY RESOURCE CENTER PURSUANT TO ARTICLE 18 OF THIS TITLE.

(10.5) "FAMILY RESOURCE CENTER" SHALL HAVE THE SAME MEANING AS DEFINED IN SECTION 26-18-102 (4).

SECTION 8. Safety clause. The general assembly hereby finds, determines, and declares that this act is necessary for the immediate preservation of the public peace, health, and safety.

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BILL C

Colorado Legislative Council Staff

STATE
FISCAL IMPACT

Drafting Number: LLS 00-0179
Prime Sponsor(s): Rep. Witwer
Sen. Evans

Date: December 1, 1999
Bill Status: Welfare Oversight Committee
Fiscal Analyst: Janis Baron (303-866-3523)

TITLE: CONCERNING FAMILY RESOURCE CENTERS.

Fiscal Impact Summary	FY 2000/2001	FY 2001/2002
State Revenues General Fund		
State Expenditures General Fund	\$ 700,000	\$ 700,000
FTE Position Change	0.0 FTE	0.0 FTE
Other State Impact: None		
Effective Date: Upon Signature of the Governor		
Appropriation Summary for FY 2000-2001: Department of Human Services \$700,000 GF		
Local Government Impact: None		

Summary of Legislation

The bill changes Family Development Centers to Family Resource Centers and permanently extends the program. Centers are allowed to serve as a resource to individuals in the Colorado Works Program, and may assist individuals and families in applying for the Children's Basic Health Plan and Medicaid. Moneys for the program may come from the General Fund, a county's block grant for the Colorado Works Program, or federal TANF moneys available to the state.

State Expenditures

Under current statute this program is repealed July 1, 2000. Historically when a program is scheduled for repeal, the department includes a request for continued funding for the program in its annual budget submission; predicated on the assumption that a bill will be introduced that continues authorization of the program. Under this scenario, the fiscal note assumes continued funding for the

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program through the budget process, and the bill extending authorization of the program is assessed at having no fiscal impact.

For FY 2000-01, the Department of Human Services (DHS) is requesting an “efficiency item change request” which proposes to cease funding for the Family Development Centers, and encourages local entities to find other sources of funding for the centers, i.e., county reserves from their block allocations, TANF funds, or their Title IV-E refunds which were made available October 1, 1999 (\$10.2 million).

Additionally, SB 99-215, Long Appropriations Bill, included the following footnote on the Family Development Centers appropriation:

- 93a It is the intent of the General Assembly that prior to receiving any funding through this line item, each Family Development Center should make efforts to access any other funds available for its operations.

Background. The Family Development Centers serve as a single entry point for families in at-risk neighborhoods and work to improve family functioning by providing early childhood care and education, parenting education, well-child checkups, early intervention for infants and toddlers, and before and after school care. The program received its first General Fund support in FY 1994-95. From FY 1994-95 through FY 1996-97, the Department of Local Affairs (DOLA), received \$960,000 GF for Youth Crime Prevention and Positive Intervention Programs, Family Development Center Grants. Because the program was administered by the Department of Human Services, the funds were transferred there. HB 97-1029 provided a direct appropriation to the program with \$960,000 from the Family Issues Cash Fund (FICF). The current appropriation of \$700,000 FICF provides approximately \$33,000 per grant to the 21 centers located throughout the state. The FICF will soon be a depleted fund with moneys no longer available for any child welfare-related service. A history of state funding for the Family Development Centers is provided in the table below.

Fiscal Year	Amount Appropriated	Source of Funding
1994-95	\$ 960,000	GF to DOLA — CFE Transfer to DHS
1995-96	\$ 960,000	GF to DOLA — CFE Transfer to DHS
1996-97	\$ 960,000	GF to DOLA — CFE Transfer to DHS
1997-98	\$ 960,000	FICF to DHS
1998-99	\$ 960,000	FICF to DHS
1999-00	\$ 700,000	FICF to DHS

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BILL C

This program has received state funding since its inception. The bill permanently extends the program and provides that moneys for the program may come from the General Fund, a county's block grant for the Colorado Works Program, or federal TANF moneys. The fiscal note assumes that state funding should continue for a program authorized in state statute. A fiscal impact of \$700,000 is assessed. This amount is consistent with the historical funding levels provided for the program. The General Assembly may choose to appropriate more or less.

State Appropriations

The fiscal note indicates that the Department of Human Services should receive a General Fund appropriation of \$700,000. Although the fiscal note identifies a General Fund fiscal impact, it may be the purview of the General Assembly to determine one of the alternate sources of funding as noted in the bill.

TANF funds can be used to purchase services from the family centers for TANF eligible families. TANF eligible families are determined according to each county's definition of "needy". Federal welfare reform legislation does not allow state maintenance of effort funds to be used to supplant state funding for the family centers. The federal Regional Office of the Administration for Children and Families is researching the use of TANF funds to directly fund family center operations. If the use of federal funds is allowable, any expenditures will need to come under the 15 percent total amount that can be paid for administrative costs.

Departments Contacted

Human Services