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FY 2013-14 Comeback Requests for Executive Branch Agencies

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Office of State Planning and Budgeting FY 2013-14 Comeback Requests

Department:	Corrections
Title:	Kitchen Security Posts

	FY 2012-13 Appropriation	FY 2013-14 Request	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$31,218,327	\$3,013,836	\$0	\$3,013,836	\$3,013,836
FTE	260.1	56.1	0.0	56.1	56.1
GF	\$31,138,327	\$3,013,836	\$0	\$3,013,836	\$3,013,836
CF	\$0	\$0	\$0	\$0	\$0
RF	\$0	\$0	\$0	\$0	\$0
FF	\$80,000	\$0	\$0	\$0	\$0

Summary of Initial Request:

The Department requested \$3,013,836 General Fund and 56.1 FTE to establish a dedicated security presence in its Level II through Level V facility kitchens. The request did not establish a security post in Level I prisons. (Level I facilities include Delta, Rifle, Skyline and Camp George West.)

Committee Action:

The Joint Budget Committee tabled a decision on this request.

OSPB Comeback:

OSPB requests that the JBC approve the kitchen security request in its entirety.

This request is an essential part of creating a more secure and safe work environment within our correctional facilities. However, it is important to note that providing a security post in facility kitchens is only a part of the Department's overall system-wide plan to improve safety and security in food service. There are additional significant initiatives currently underway to improve safety. In response to the incident at the Arkansas Valley facility, the Department contracted with the Association of State Correctional Administrators (ASCA) to conduct an assessment of the security conditions in kitchens. In addition to this request, ASCA identified a number of system-wide changes, including:

- Establishing optimum offender staffing levels in each kitchen and reduce the number of offenders assigned to each shift;
- Establishing criteria for offenders who work in facility kitchens;
- Replacing existing kitchen knives with rounded nose, full tang knives (metal goes through the handle). Other sharp edge utensils are being replaced with rounded edge substitutes as well;
- Utilizing a stronger cable for securing knives and other kitchen implements;

- Providing specialized emergency reaction and response training to food services staff; and
- Providing body alarm systems for food services staff and other staff who supervise offenders such as teachers, librarian, medical, and dental staff.

The Department is implementing the above items within its existing appropriations. However, the recommendation for dedicated security posts within facility kitchens could not be implemented without additional resources. These new positions will provide a security presence while the current kitchen staff supervise the quality and timeliness of the preparation and delivery of meals.

Role of the Requested Security Posts: The Department provided an average of 46,785 meals every day prepared by approximately 2,000 offender workers in FY 2011-12. The offender workers are responsible for food preparation, cooking and baking, serving the meal or packaging it for delivery to the cells, and cleaning of the kitchen. Generally, the first shift of offender workers begins at 4:00 am and ends at 11:30 am, and the second shift starts at 11:30 am and ends at 7:30 pm. Current kitchen staff are primarily focused on supervising the offenders to ensure quality and timely food production to meet health department standards and requirements.

The new security staff would physically stand in the kitchen food preparation and serving areas for the purpose of:

- providing an officer presence in the area (a deterrent to potential behavioral problems);
- observing offender behavior;
- ensuring proper tool control of the knives, ladles, serving trays, tin can lids (which can be converted to a weapon), and other potentially dangerous equipment inherent to kitchen operations;
- ensuring proper inventory control over various ingredients of the kitchen;
- responding immediately to potential disturbances; and
- removing disruptive offenders from the area.

The kitchen security posts would support food service staff when they need to go to storage rooms, warehouses, and various other common areas of production.

Rationale for Increased Security at Level II and Pueblo Facilities: The Department's systemic review of food service operations identified that a permanently assigned correctional officer security post would be appropriate for Level II and above facilities. This determination was based upon the revalidated classification system, offender risk factors, and the physical plant security design features in Level II facilities.

The San Carlos, La Vista, and Youthful Offender System facilities in Pueblo partner with the Colorado Mental Health Institute of Pueblo (CMHIP) for meal services. However, these DOC facilities are still involved in meal preparation. The Pueblo facility kitchens have the required equipment and tools as well as serving utensils to complete the meals. The offenders also serve the food during the meal, as well as provide cleanup of the serving trays and kitchen area afterward. Based on offender risk factors, it is also appropriate for dedicated security posts in these kitchens.

Cost of Using Employees Only and No Offender Labor: The Department calculated the cost of 1,500 Dining Room III staff if offenders were not used for food preparation in the kitchen. It is

estimated that paid staff would have increased productivity when compared to offender labor, allowing for a potential reduction in kitchen workers from the 2,000 presently employed. The annual cost for 1,500 FTE across the Department would be \$51.5 million. Current offender labor costs are 60 cents per day. Another cost consideration in the event the Department were to use employees to perform all food preparation work would be the resulting increase in offender idleness. Job assignments are a management tool used by corrections systems nationwide to keep offenders occupied. There is a potential security cost associated with leaving 2,000 additional offenders without work and significantly increased idle time.

Some jurisdictions do contract out their food service operations. These contractors, however, typically use offender labor in the production of food and overall kitchen operations to maintain cost effectiveness. Based on cost effectiveness and use as an offender management tool, use of offender workers within facility kitchens is a nationwide practice within correctional systems. Additionally, offender jobs serve to provide valuable work experience and viable job skills for offenders when released.

We therefore respectfully request that the Committee approve the increase of \$3,013,836 General Fund and 56.1 FTE for the purpose of establishing dedicated security posts in Level II and above facility kitchens. Kitchens are one of the most dangerous areas within correctional facilities and this request is an essential part of addressing critical staff safety issues.

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Office of State Planning and Budgeting FY 2013-14 Comeback Requests

Department:	Human Services
Title:	Community-Based Behavioral Health Stabilization Services

	FY 2012-13 Appropriation	FY 2013-14 Decision Item	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$0	\$4,793,824	\$3,872,200	\$4,216,024	\$343,824
FTE	0.0	0.0	0.0	0.0	0.0
GF	\$0	\$4,793,824	\$3,872,200	\$4,216,024	\$343,824
CF	\$0	\$0	\$0	\$0	\$0
RF	\$0	\$0	\$0	\$0	\$0
FF	\$0	\$0	\$0	\$0	\$0

	FY 2014-15 Continuation Request	FY 2014-15 Decision Item	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$0	\$9,587,648	\$7,744,400	\$8,432,048	\$687,648
FTE	0.0	0.0	0.0	0.0	0.0
GF	\$0	\$9,587,648	\$7,744,400	\$8,432,048	\$687,648
CF	\$0	\$0	\$0	\$0	\$0
RF	\$0	\$0	\$0	\$0	\$0
FF	\$0	\$0	\$0	\$0	\$0

Summary of Initial Request:

A component of the Department of Human Services' request to increase community-based, behavioral health stabilization services included \$343,824 General Fund in FY 2013-14 and \$687,648 in FY 2014-15 to provide 52 Adult Foster Care (AFC) placements. The AFC level of care provides personal care, protection, and supervision for individuals with severe behavioral health needs who do not need continuous nursing/clinical care. This level of care is necessary to support some individuals as they successfully transition from inpatient or other more supervised care back into the community.

Committee Action:

The Joint Budget Committee voted to accept a recommendation from its staff to deny the funding for these 52 AFC placements. This recommendation was based on feedback from stakeholders that finding providers for these services is not feasible, regardless of compensation.

OSPB Comeback:

Based on the Committee's expressed concerns with funding AFC placements, OSPB respectfully requests the Committee consider an alternative that would increase community-based placements for behavioral health consumers. In this proposed alternative, DHS would increase the number of housing

vouchers for this population from 107 to 159. However, these additional 52 housing vouchers would receive additional funding for wrap-around services in order to serve harder to place behavioral health clients.

Increasing the capacity of community-based residential services is a critical component for strengthening the behavioral health system in Colorado. This alternative ensures that residential capacity for behavioral health clients is increased to the level originally requested by the Department. It also ensures the provision of supervision and programming needs for those clients requiring additional services in order to return or remain in the community.

Currently, there are patients in the Mental Health Institutes that are clinically eligible for release into the community. However, public safety concerns, social behaviors in group settings, co-occurring substance use monitoring needs, daily living structure costs, and personal resources create barriers to successful re-entry in the community. By addressing these identified gaps in the continuum of care, it is anticipated that more patients can safely transition into community settings.

The Department identified the following wrap-around services that would promote community re-integration for difficult-to-place high utilization clients in the Mental Health Institutes:

- Funding for daily structured activities such as recreation centers, education and training;
- Personal needs such as work uniforms and costs associated with volunteer activities;
- Individualized mentoring;
- Transportation to promote engagement in treatment and community integration;
- Substance use testing;
- Smoking cessation/nicotine patches;
- Respite care for family members caring for individuals; and
- Individualized treatment services to address other community placement barriers (i.e. – Sex Offender Treatment or client monitoring)

Under this alternative, the seven behavioral health navigation /management specialists already approved by the JBC as a separate component of the Department’s decision item request will refer individuals eligible for wrap-around services to a care management entity. The care management entities will administer this residential placement program through a contract that will cap the management and service contracts to the appropriated amount. (This provider arrangement is similar to the Division of Youth Corrections administration of the “non-residential” parole funds with Savio House.)

The following tables show the calculations for our alternative proposal.

FY 2013-14

Item	Number of Clients Served	Department	Estimated Cost	Assumptions
Housing Vouchers	52	Local Affairs	\$156,624	\$502/month X 6 months X 52 clients
Flexible funds to address community placement barriers	52	Human Services	\$187,200	Average of \$600/month X 6 months X 52 clients Based on local area prices and the individual needs
Total	52		\$343,824	

FY 2014-15

Item	Number of Clients Served	Department	Estimated Cost	Assumptions
Housing Vouchers	52	Local Affairs	\$313,248	\$502/month X 12 months X 52 clients
Flexible funds to address community placement barriers	52	Human Services	\$374,400	Average of \$600/month X 12 months X 52 clients Based on local area prices and the individual needs
Total	52		\$687,648	

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Office of State Planning and Budgeting FY 2013-14 Comeback Requests

Department:	Human Services
Title:	Community-based Child Abuse Prevention Services

	FY 2012-13 Appropriation	FY 2013-14 Request	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$0	\$1,144,013	0	\$1,144,013	\$1,144,013
FTE	0.0	0.9	0.0	0.9	0.9
GF	\$0	\$1,144,013	\$0	\$1,144,013	\$1,144,013
CF	\$0	\$0	\$0	\$0	\$0
RF	\$0	\$0	\$0	\$0	\$0
FF	\$0	\$0	\$0	\$0	\$0

Summary of Initial Request:

The Department of Human Services requested \$1,144,013 General Fund and 0.9 FTE in FY 2013-14 and \$2,093,143 General Fund and 1.0 FTE in FY 2014-15 to implement a community-based child abuse prevention program in eighteen counties over three years.

Committee Action:

The Joint Budget Committee voted to adopt its staff's recommendation not to approve the request. JBC staff recommended against the request because it is not a specific, research-based approach and did not contain enough detail on the implementation plan for the program.

OSPB Comeback:

The Office of State Planning and Budgeting respectfully requests that the JBC approve the Department's request for \$1,144,013 General Fund and 0.9 FTE in FY 2013-14, \$2,093,134 and 1.0 FTE in FY 2014-15 and \$2,993,143 and 1.0 FTE in FY 2015-16.

This program is a key component of Governor Hickenlooper's Keeping Kids Safe and Families Healthy Plan 2.0. This request is based on the Wisconsin Community Response Program. It would implement a promising practice that provides services to families who have been brought to the attention of Child Welfare Services, but who are ultimately not served by the system as their cases do not rise to the level of abuse or neglect.

The program would allow counties to look at each family's risk more broadly, equipped with a county-specific array of prevention services. Counties and community partners would provide these services with the goal of reducing the risk of recurring child abuse or neglect, and avoiding future entry into the child welfare system.

The Department plans to partner with community-based agencies or local county departments to provide families with services and support to prevent penetration into the Child Welfare system and to ensure safety in the home environment. The program focuses on providing flexible resources for families delivered through community partners so that a family can create a better home environment without feeling that they are being targeted by the Child Welfare system. As this is a promising practice with positive outcomes seen from the Wisconsin model, the Department is also requesting funding for ongoing evaluation of the program.

Background on Community-Based Child Prevention Services

The Community-Based Child Prevention Services program comprises several features aimed to assist families with certain risk factors that do not rise to the level of abuse or neglect.

- Based on the Wisconsin Community Response program, the Community-Based Child Prevention Services program would target families struggling with a range of service needs and risk factors associated with child maltreatment. For example, high-risk families such as those experiencing domestic violence or substance abuse in the home, or low-income families at risk of neglect would be well-served by this program.
- This program is part of a continuum of child abuse prevention services that the Department is proposing. The Community-Based Child Prevention Services Program aims to support families and provide stable home environments so that families do not enter the Child Welfare system.
- This model stresses a flexible, community-based approach as it is designed to meet the varied service needs of families that are struggling and at-risk, but are not receiving services through the Child Welfare system.
- The system is designed to provide support to families through community-based partners so they do not feel that they are unnecessarily targeted by the Child Welfare system.

Program Implementation and Services

The Community-Based Child Abuse Prevention Services program will be implemented in eighteen counties over three years.

- It is anticipated that 300 families will be served each year for three years, with 900 families served in total by the third year of the program. Sites will be selected through an application process based on community need, applicant resources, and implementation strategies. The Department will review applications to ensure that the service area will benefit from the proposed site offerings and that the application is not seeking to provide services that are duplicative of any existing community programs.
- The Department of Human Services utilized the Wisconsin model to estimate the costs for each site. It is expected that each family will receive approximately \$3,000 in services. With 50 families served at each site, this equates to \$150,000 per site.
- The local sites will tailor the services provided to each family based on their individual needs. Assistance to families may include family counseling, parenting coaching, domestic violence, mental health and substance abuse services or referrals, short-term financial assistance to meet basic needs, and case management.

Anticipated Outcomes and Evaluation

This program is anticipated to reduce incidents of child abuse and neglect, increase stability in the home, avoid the higher costs associated with providing child welfare services, and improve the link between economic security and child abuse prevention efforts.

The Wisconsin Community Response program, which this program is based on, has shown positive initial results.

- The Institute for Research on Poverty (IRP) at the University of Wisconsin-Madison studied the outcomes of the Community Response Program. The findings suggest the program yielded promising results for families not previously served by child protective services and filled a critical gap in the child maltreatment prevention continuum. The study further suggests that this model is capable of engaging and successfully working with families around income, employment, and other economic needs that could remove the likelihood of child abuse and neglect in the home.
- The 2012 Final Implementation Report of the Community Response Program indicates that families are less likely to be re-reported to child abuse hotlines after receiving community-based child abuse prevention services, especially when service goals include activities related to work, employment, and increased income.

Although this program has shown positive results in Wisconsin, the request includes funding for an independent evaluator to continuously assess the program and its effects on the Colorado Child Welfare system. The Department will work with the evaluator to establish measures of child safety and family stability and assess the effectiveness of the program in reducing further reports to county child protection hotlines. Measures also may include whether increased income and employment of participants is achieved, as this outcome is related to reducing the likelihood of neglect.

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**Office of State Planning and Budgeting
FY 2012-13 Supplemental FY 2013-14 Budget Amendment
Comeback Requests**

Department:	Human Services
Title:	Workforce Tools – Mobile Computing Technology

	FY 2012-13 Appropriation	FY 2012-13 Supplemental Request	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$0	\$1,923,000	\$0	\$1,923,000	\$1,923,000
FTE	0.0	0.0	0.0	0.0	0.0
GF	\$0	\$1,800,090	\$0	\$1,800,090	\$1,800,090
CF	\$0	\$0	\$0	\$0	\$0
RF	\$0	\$0	\$0	\$0	\$0
FF	\$0	\$122,910	\$0	\$122,910	\$122,910

	FY 2013-14 Continuation	FY 2013-14 Budget Amendment	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$0	\$723,000	\$0	\$723,000	\$723,000
FTE	0.0	0.0	0.0	0.0	0.0
GF	\$0	\$600,090	\$0	\$600,090	\$600,090
CF	\$0	\$0	\$0	\$0	\$0
RF	\$0	\$0	\$0	\$0	\$0
FF	\$0	\$122,910	\$0	\$122,910	\$122,910

Summary of Initial Request:

The Department of Human Services requested an increase of \$1,923,000 total funds (\$1,800,090 General Fund) in FY 2012-13 and \$723,000 total funds (\$600,090 General Fund) in FY 2013-14 and ongoing to create efficiencies for county department child welfare workers. This request will provide technology such as laptops, smartphones, and wireless data plans with access to the Trails data system for county caseworkers throughout the state.

Committee Action:

The Joint Budget Committee did not approve the request on the basis that the request did not meet supplemental criteria. In addition, JBC staff expressed concerns that this request may be premature because not every county in the state has mobile broadband infrastructure in place to support mobile computing.

OSPB Comeback:

OSPB respectfully requests that the JBC fund the Department of Human Services' request for mobile technology for \$1,923,000 total funds in FY 2012-13, and \$723,000 total funds in FY 2013-14 and beyond. The request is a necessary part of the Governor's Keeping Kids Safe and Families Healthy Plan 2.0, a series of key public safety measures that will help ensure the well-being and safety of children that have been referred to the Child Welfare system. This plan focuses on enhancing prevention services, ensuring consistent decision making by child protection workers, and investing in these workers so that they are equipped to do their jobs properly.

Benefits of Mobile Technology

Mobile technology is a key investment to allow caseworkers to record and transmit information in real-time. For example, a caseworker could use a smart phone to capture an image of an injury to a child or take testimony from family or other parties verbatim via a laptop or tablet. Where broadband connectivity is available, caseworkers would be able to upload this data directly into the child welfare data system, Trails. This not only creates efficiencies for workers, it also helps to ensure accuracy and to reduce the likelihood of errors occurring in the assessment process.

- The Department estimates that mobile technology will save each caseworker approximately 288 hours of data entry per year, allowing caseworkers to focus their time on screening, assessments, family engagement, and service delivery.
- In addition, a 2011 study from the University of Albany titled, "Does Mobility Make a Difference? A Cumulative Study of the Impact of Mobile Technology in New York State Child Protective Services" found that mobile technology allowed for improved information sharing with law enforcement, real-time safety assessments (such as checking the sex offender registry to determine threats to a child in the home), and an improved ability to keep up with documentation.

Broadband Accessibility Concerns

The JBC staff expressed concern that there may be counties that cannot use these funds due to limited broadband capability in rural areas. Per the Governor's Office of Information Technology, however, the bulk of the populated areas of the state are covered by cellular networks that provide mobile data capabilities. Hard-wire broadband availability is estimated to reach 98 percent of households statewide and 90.2 percent in rural areas.

- Since the data transactions entered into Trails data are typically quite small, the mobile broadband coverage across Colorado is expected to be suitable for the majority of counties.
- In addition, over 90 percent of Child Welfare services cases are in the counties located along the Front Range or the I-70 corridor, where broadband access is readily available.
- For those counties where the mobile data capabilities are not deemed sufficient for caseworkers' needs, mobile devices can still be beneficial. These devices provide caseworkers with a tool to capture information electronically in real-time, allowing for easier input into the Trails system later.

The request is structured so that there is flexibility in meeting the technology needs of counties and so that all counties can access technology improvements. With input from the Governor's Office of

Information Technology, this request was built assuming that 1,200 caseworkers in the state will receive laptops/tablets and data plans. This was used as an estimate of the overall costs to provide all caseworkers in the state with mobile technology. The Department of Human Services, however, will work with counties to understand their individual technology needs and provide funding for mobile technology accordingly.

Criteria Supporting the Request

The Keeping Kids Safe and Families Healthy 2.0 package builds upon the Governor's previous action plan for the Child Welfare system announced a year ago and is key to the safety and well-being of children. The Executive Branch has engaged in a comprehensive system redesign based on new information provided through the Title IV-E waiver process, the Department of Human Service's internal performance management process C-stat, and the public review of fatalities in the Child Welfare system.

This system review, along with improving General Fund revenue forecasts, allowed for an opportunity for Colorado to invest in child welfare protection strategies that will keep kids safe and families healthy. Investing in the caseworkers that are responsible for the safety and well-being of children and providing them with the tools necessary to complete their jobs in a timely and accurate manner is a critical step toward improving outcomes for children and families in Colorado.

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Office of State Planning and Budgeting FY 2012-13 Supplemental Comeback Requests

Department:	Human Services
Title:	Child Abuse and Neglect Hotline

	FY 2012-13 Appropriation	FY 2012-13 Supplemental Request	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$3,643,669	\$200,000	\$0	\$200,000	\$200,000
FTE	41.0	0.0	0.0	0.0	0.0
GF	\$2,819,914	\$200,000	\$0	\$200,000	\$200,000
CF	\$0	\$0	\$0	\$0	\$0
RF	\$133,070	\$0	\$0	\$0	\$0
FF	\$690,685	\$0	\$0	\$0	\$0

Summary of Initial Request:

The Department of Human Services requested \$200,000 General Fund for FY 2012-13 to purchase consulting services to study the viability and options to implement a statewide child abuse and neglect hotline. In addition, the Department requested roll-forward authority into FY 2013-14.

Committee Action:

The Joint Budget Committee voted not to approve the request. The Committee expressed concerns that this request may conflict with potential legislation or result in delays of the Long Bill due to competing interests surrounding the hotline.

OSPB Comeback:

OSPB respectfully requests that the Joint Budget Committee fund \$200,000 General Fund in FY 2012-13, with roll-forward authority into FY 2013-14, for the hotline study.

This request is an important first step in implementing a hotline in a collaborative manner that best serves both the state and counties. It is also a key part of the Governor's Keeping Kids Safe and Families Healthy Plan 2.0 and will help ensure consistent decision-making in the Child Welfare system.

With this funding, DHS would undertake a study to determine the best way to implement a child abuse and neglect hotline in Colorado. This request is separate and distinct from any legislation currently being discussed and is intended to provide recommendations on a path forward for a hotline, not to be prescriptive. The study will be conducted by an independent contractor and conducted collaboratively with the state, counties, and child protection partners.

The study will examine the following system options for the hotline:

- a statewide hotline, staffed by State employees, where callers are forwarded to the appropriate county for collecting information and screening for abuse and neglect;
- a statewide hotline, operated through a contract, where callers are forwarded to the appropriate county;
- a statewide hotline number, supported by interactive voice response, through which callers are forwarded to the appropriate county;
- a statewide hotline that offers counties the option of either having the call forwarded to the county for screening for abuse and neglect, or performing the screening function at the state hotline level; or
- a comprehensive statewide hotline that responds to calls of child abuse and neglect.

This approach is an important first step in developing a statewide hotline, which will help ensure consistent decision-making in the child welfare process.

Office of State Planning and Budgeting
FY 2012-13 Supplemental FY 2013-14 Budget Amendment
Comeback Requests

Department:	Human Services
Title:	Transparency Enhancements – Enhanced Reporting and Public Facing Website

	FY 2012-13 Appropriation	FY 2012-13 Supplemental Request	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$3,643,669	\$230,040	\$0	\$230,040	\$230,040
FTE	41.0	0.0	0.0	0.0	0.0
GF	\$2,819,914	\$230,040	\$0	\$230,040	\$230,040
CF	\$0	\$0	\$0	\$0	\$0
RF	\$133,070	\$0	\$0	\$0	\$0
FF	\$690,685	\$0	\$0	\$0	\$0

	FY 2013-14 Continuation	FY 2013-14 Budget Amendment	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$3,643,669	\$30,000	\$0	\$30,000	\$30,000
FTE	41.0	0.0	0.0	0.0	0.0
GF	\$2,819,914	\$30,000	\$0	\$30,000	\$30,000
CF	\$0	\$0	\$0	\$0	\$0
RF	\$133,070	\$0	\$0	\$0	\$0
FF	\$690,685	\$0	\$0	\$0	\$0

Summary of Initial Request:

The Department of Human Services requested an increase of \$230,040 General Fund for FY 2012-13 and \$30,000 General Fund for FY 2013-14 and future years to contract for a Web-based service that makes child welfare and youth corrections data available to the Department, county departments, providers, and the public on an ongoing basis. This request, a key part of Governor Hickenlooper's Keeping Kid's Safe and Families Healthy 2.0 plan, improves transparency in the child welfare system by allowing citizens to review non-identifying, aggregated data concerning child welfare and juvenile justice services. In addition, the system will allow State and county department leadership to review data and make informed decisions that respond to the needs of Colorado families.

Committee Action:

The Joint Budget Committee voted to deny this request on the basis that it did not meet supplemental criteria. In its recommendation, JBC staff stated that if the Committee decided to make an exception and approve the request, that the full amount included in the request was warranted.

OSPB Comeback:

OSPB requests that the JBC approve \$230,040 General Fund for FY 2012-13 and \$30,000 General Fund for FY 2013-14 for this request. Investment in enhanced data reporting through the Results Oriented Management system and building a public-facing website will allow the State and county departments to make more well-informed decisions about the Child Welfare and Youth Corrections systems. In addition, it will allow interested public parties access to information that is currently unavailable to them and ensure transparency in the Child Welfare system.

Background on the ROM System

The Division of Child Welfare is currently contracting with the University of Kansas to configure and implement a Results Oriented Management (ROM) system for child welfare data. The ROM system works with Trails data and provides enhanced reporting and data access functions. This supplemental/budget amendment makes two modifications to the current ROM project.

- First, the implementation is expanded to include the Division of Youth Corrections. This expansion is important because of the close nexus between child welfare and juvenile justice services. It will also address the difficulty county departments' juvenile justice partners have in accessing youth corrections data.
- Second, the ROM system is being configured to include a public facing Web site. This enhancement is the first time that the public will have direct access to child welfare and youth corrections data, as appropriate. Current access to data is in the form of departmental reports, or ad hoc requests made of the Department.

The request for a complete set of child welfare data that spans both the child welfare system and the youth corrections system is important because the new reporting functionality allows the Department, counties, and community partners to manage performance. Timely access to robust child welfare and youth corrections data informs decision-making, improves understanding of the child welfare system, and helps to ensure that appropriate services are available for a child's treatment needs.

The value of the public-facing Web site is that it enables the child welfare and juvenile justice community to have open dialogues about practices and trends through a review of non-identifying aggregated information. The public-facing Web site provides a vehicle to engage the public and build the public's trust of Colorado's efforts to serve children and families.

Criteria Supporting the Request

The Keeping Kids Safe and Families Healthy 2.0 package builds upon the Governor's previous action plan for the Child Welfare system announced a year ago and is key to the safety and well-being of children. The Executive Branch has engaged in a comprehensive system redesign based on new information provided through the Title IV-E waiver process, the Department of Human Services internal performance management process C-stat, and the public review of fatalities in the Child Welfare system.

This system review, along with improving General Fund revenue forecasts, allowed for an opportunity for Colorado to invest in child welfare protection strategies that will keep kids safe and families healthy.

The Department is requesting funding in FY 2012-13 in order to expedite the expansion to the Results Oriented Management system. The supplemental request is important to begin arranging the contract for services as soon as possible, even if it is likely that some of the programming will be completed in FY 2013-14. For this reason, OSPB requests the supplemental/budget amendment be approved as originally requested.

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Office of State Planning and Budgeting FY 2012-13 Supplemental Comeback Requests

Department:	Human Services
Title:	Strategic Planning for a Public Awareness Campaign

	FY 2012-13 Appropriation	FY 2012-13 Supplemental Request	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$3,643,669	\$60,313	\$0	\$60,313	\$60,313
FTE	41.0	0.0	0.0	0.0	0.0
GF	\$2,819,914	\$60,313	\$0	\$60,313	\$60,313
CF	\$0	\$0	\$0	\$0	\$0
RF	\$133,070	\$0	\$0	\$0	\$0
FF	\$690,685	\$0	\$0	\$0	\$0

Summary of Initial Request:

The Department of Human Services requested an increase of \$60,313 General Fund for FY 2012-13 to hire a marketing firm to assess the best manner in which to conduct a child abuse and neglect public awareness campaign. In addition, the Department requested roll-forward authority for any unspent funds from this request.

Committee Action:

The Joint Budget Committee voted to deny the request on the basis that it did not meet supplemental criteria. JBC staff, however, stated that if the Committee did decide to make an exception and approve the request, the full amount included in the request was warranted.

OSPB Comeback:

OSPB respectfully requests that the JBC approve \$60,313 General Fund in FY 2012-13 for a public awareness campaign study. The request is a key component of the Governor's Keeping Kids Safe and Families Healthy Plan 2.0, a series of key public safety measures that will help ensure the well-being and safety of children who have been referred to the Child Welfare system. This comprehensive package to implement critical improvements to the Child Welfare system consists of three primary components: prevention services, ensuring consistent decision-making, and workforce investments. The public awareness campaign will ensure consistent decision-making across the state by educating and engaging the public and mandatory reporters on how to identify child abuse and neglect, how to report suspected abuse, and how child protection and welfare services can help families.

Background on the Public Awareness Campaign

To implement a successful public awareness campaign, the Department will hire a third party marketing firm that will conduct a marketing study to achieve the following:

- Define the target population for a public awareness or mandatory reporter campaign;

- Identify the information that should be communicated in a campaign and how to effectively communicate the information;
- Determine which forms of media will reach the intended audiences;
- Determine if a media campaign would improve public and mandatory reporter involvement in child protection;
- Recommend the time frame, message and media forms that are the most effective; and
- Obtain a cost projection to release the message/campaign statewide.

This request will help the Department of Human Services implement an effective child abuse and neglect awareness campaign that will successfully engage the public and mandatory reporters. In turn, the campaign will educate the public on what specifically constitutes child abuse and neglect, how to properly report it, and what actions Child Welfare Services takes to protect a child in need. An informed and empowered public and mandatory reporter community is critical to improving child protection in Colorado.

Criteria for the Request

Governor Hickenlooper's Keeping Kids Safe and Families Healthy Plan 2.0 builds upon the Governor's previous action plan for the Child Welfare system announced a year ago and is key to the safety and well-being of children. The Executive Branch has engaged in a comprehensive system redesign based on new information provided through the Title IV-E waiver process, the Department of Human Services internal performance management process C-stat, and the public review of fatalities in the Child Welfare system. This system review, along with improving General Fund revenue forecasts, allowed for an opportunity for Colorado to invest in child welfare protection strategies that will keep kids safe and families healthy.

For these reasons, the OSPB is requesting that this supplemental request be approved as originally proposed.

Office of State Planning and Budgeting FY 2013-14 Comeback Requests

Department:	Human Services
Title:	Augmenting Nurse Family Partnerships

	FY 2012-13 Appropriation	FY 2013-14 Request	JBC Action	Comeback Request
Total	\$0	\$1,637,184	\$1,534,134	\$0
FTE	0.0	1.8	0.9	0.0
GF	\$0	\$1,637,184	\$1,534,134	\$0
CF	\$0	\$0	\$0	\$0
RF	\$0	\$0	\$0	\$0
FF	\$0	\$0	\$0	\$0

Summary of Initial Request:

The Department requested \$291,097 General Fund in FY 2012-13, \$1,637,184 General Fund and 1.8 FTE in FY 2013-14, and \$1,553,073 General Fund and 2.0 FTE in FY 2014-15, to augment the current Nurse Family Partnership Program. The purpose of this request is to build a better linkage between child welfare agencies and the Nurse Family Partnership Program.

Committee Action:

The Joint Budget Committee approved the full amount of the supplemental request for FY 2012-13. The FY 2013-14 request, however, was only approved for \$1,534,134 total funds and 0.9 FTE. This approval did not include funding of \$103,050 General Fund and 1.0 FTE to serve as referral coordinator.

JBC staff indicated that this portion of the request was not recommended for being duplicative of the activities assigned to the Nurse Family Partnership augmentation unit. In addition, JBC staff indicated that the request may be premature due to the potential transfer of the Nurse Home Visitor Program to the Department of Human Services through H.B. 13-1117.

OSPB Comeback:

The Office of State Planning and Budgeting is not requesting a comeback on the 1.0 FTE and \$103,050 General Fund at this time. Rather, the Executive Branch will proceed with the augmentation of the Nurse Family Partnership and will reassess the need for a referral coordinator once the program has been implemented and HB13-1117 has been finalized. If the Executive determines an additional FTE is necessary for the program, we will submit a supplemental request for funding.

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Office of State Planning and Budgeting FY 2013-14 Comeback Requests

Department:	Personnel & Administration
Title:	Risk Management Funding

	FY 2012-13 Appropriation	FY 2013-14 Request	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$58,289,506	\$58,608,182	\$58,373,182	\$58,373,182	\$0
FTE	10.5	11.5	11.5	11.5	0.0
GF	\$0	\$0	\$0	\$0	\$0
CF	\$0	\$0	\$0	\$0	\$0
RF	\$58,289,506	\$58,608,182	\$58,373,182	\$58,373,182	\$0
FF	\$0	\$0	\$0	\$0	\$0

Summary of Initial Request:

The Department of Personnel and Administration requested funding for its Risk Management Program through the appropriations structure that existed in the current Long Bill (HB 12-1335). The following table shows the seven appropriated line items that were requested for FY 2013-14 for the Risk Management Program.

FY 2013-14 November 1 Request	
Line Item Name	Amount
Personal Services	\$753,646
Operating Expenses	\$283,427
Legal Services	\$3,056,460
Liability Premiums	\$4,977,729
Property Premiums	\$8,254,831
Workers' Comp Premiums	\$41,240,079
Indirect Cost Assessment	\$42,010
Total	\$58,608,182

Committee Action:

The Joint Budget Committee approved the JBC staff's recommendation to break the seven Risk Management Program line items (listed above) into 14 distinct line items with their own appropriations. The JBC staff made this recommendation in an effort to increase the transparency related to Risk Management Program expenses. The JBC staff's recommendation, which the Joint Budget Committee adopted, is shown below.

FY 2013-14 Joint Budget Committee Action	
Line Item Name	Amount
Personal Services	\$753,646
Operating Expenses	\$68,427
Actuarial and Broker Services	\$326,516
Workers' Compensation TPA Fees and Loss Control	\$2,200,000
Risk Management Information System	\$137,448
Indirect Cost Assessment	\$42,010
Liability Claims	\$4,584,689
Liability Excess Policy	\$299,151
Liability Legal Services	\$3,056,460
Property Policies	\$5,074,822
Property Deductibles and Payouts	\$2,909,193
Workers' Compensation Claims	\$36,883,838
Workers' Compensation Excess Policy	\$951,893
Workers' Compensation Legal Services	\$1,085,089
Total	\$58,373,182

OSPB Comeback:

OSPB respectfully requests that the Joint Budget Committee modify its action to accommodate bottom-line funding for a portion of these new line items.

OSPB and DPA acknowledge the benefit in providing as much transparency in the Department's appropriations as possible. However, the way the lines have been separated will severely hinder the DPA's flexibility to administer with the greatest possible efficiency.

First and foremost, a number of expenses within each of the program areas can be relatively volatile, requiring more or less expenditure in one particular area, such as legal expenses, than can be reasonably predicted. This volatility leads to a strong likelihood that DPA will be required to submit supplemental or emergency supplemental requests in order to make necessary payments from these line items without over-expenditure. In turn, this could lead to delays in the payment of claims or other obligations from DPA's risk management program.

For this reason, OSPB requests that the Risk Management Program maintain the appropriations adopted by the Joint Budget Committee, with the exception that the major program costs be bottom-line funded. The following table presents the Department's vision of how this might look.

FY 2013-14 Comeback Request	
Line Item Name	Amount
Personal Services	\$753,646
Operating Expenses	\$68,427
Actuarial and Broker Services	\$326,516
Risk Management Information System	\$137,448

FY 2013-14 Comeback Request	
Line Item Name	Amount
Indirect Cost Assessment	\$42,010
<i>Total Risk Management Program Administrative Cost</i>	<i>\$1,328,047</i>
Liability Claims	
Liability Excess Policy	
Liability Legal Services	
<i>Total Liability Costs</i>	<i>\$7,940,300</i>
Property Policies	
Property Deductibles and Payouts	
<i>Total Property Costs</i>	<i>\$7,984,015</i>
Workers' Compensation Claims	
Workers' Compensation TPA Fees and Loss Control	
Workers' Compensation Excess Policy	
Workers' Compensation Legal Services	
<i>Total Workers' Comp Costs</i>	<i>\$41,120,820</i>
Total Risk Management Program	\$58,373,182

This bottom-line funding will provide the JBC with information concerning actual expenditures that has not been available in the past. At the same time, it will provide DPA with the operational flexibility necessary to ensure that claims and bills are paid in a timely manner without the need for additional budgetary modification by the JBC.

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Office of State Planning and Budgeting FY 2013-14 Comeback Requests

Department:	Personnel & Administration
Title:	Contingency Funding

	FY 2012-13 Appropriation	FY 2013-14 Request	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$1,169,021	\$1,169,021	\$0	\$1,169,021	\$1,169,021
FTE	0.0	0.0	0.0	0.0	0.0
GF	\$0	\$0	\$0	\$0	\$0
CF	\$17,612	\$17,612	\$0	\$17,612	\$17,612
RF	\$1,151,409	\$1,151,409	\$0	\$1,151,409	\$1,151,409
FF	\$0	\$0	\$0	\$0	\$0

Summary of Initial Request:

The Department of Personnel and Administration requested continuation contingency spending authority appropriations for the Central Services Integrated Document Solutions (IDS), Personal Services and Operating Expenses line items. The contingency appropriations were first granted in separate contingency lines for the three major programs within IDS (Mail, Reprographics, and the Document Solutions Group) in FY 2011-12 in order to allow the Department the flexibility to accommodate extra work that it may take on as a result of additional users or political subdivisions contracting with the programs.

Committee Action:

The Joint Budget Committee approved the JBC staff's recommendation to eliminate these contingency appropriations.

OSPB Comeback:

OSPB requests that the contingency spending authority be restored in its entirety. The spending authority that is granted for the program, including the contingency funds, is primarily Reappropriated Funds and does not have any direct effect on State funding sources (including the General Fund).

The contingency funding allows the IDS program to take on additional work from internal (state agency) and external entities (political subdivisions, such as the City and County of Denver) if demand exists. This additional work benefits the State by reducing the overall overhead costs in per unit rates for all participating entities.

Furthermore, a program that serves internal customers should have sufficient flexibility to address the needs of its customers in a timely and efficient manner. Eliminating the contingency funding may

require the Department to turn away additional work from other State departments as a result of insufficient spending authority. If the Department lacks the necessary spending authority, potential customers may be unable to wait for the Department to secure additional appropriations through the emergency or regular supplemental processes.

By statute, the Department may set its rates to recover only its actual costs in the provision of central services like IDS. If the cost for meeting the demand for IDS services is less than appropriated levels of spending authority, the Department cannot legally expend to its appropriated limit. This fact ensures a tight control over the program and its expenditures, and does not allow for the use of contingency funding without sufficient demand for service.

The following table reflects the Department's Comeback request for contingency funding:

Summary of FY 2013-14 Contingency Funds Comeback Request			
Line Item	Total	Cash Funds	Reappropriated Funds
IDS - Personal Services	\$468,656	\$8,106	\$460,550
IDS - Operating Expenses	\$700,365	\$9,506	\$690,859

Office of State Planning and Budgeting FY 2013-14 Comeback Requests

Department:	Personnel & Administration
Title:	Capitol Complex Common Policy Technical Comeback

	FY 2012-13 Allocation	FY 2013-14 Requested Allocation	JBC Approved Allocation	Comeback Request	Difference Between JBC Allocation and Comeback Request
Total	\$455,882	\$1,446,966	\$455,882	Pending	Pending
FTE	0.0	0.0	0.0	Pending	Pending
GF	\$0	\$0	\$0	Pending	Pending
CF	\$0	\$0	\$0	Pending	Pending
RF	\$455,882	\$1,446,966	\$455,882	Pending	Pending
FF	\$0	\$0	\$0	Pending	Pending

Summary of Initial Request:

In its common policy submission for FY 2013-14, the Department of Personnel and Administration requested an allocation for indirect cost assessments that differed from its typical historical cost allocation methodology. The Department accounted for this adjustment by requesting that \$1,446,966 in indirect cost assessments be included in the allocable base for the Capitol Complex common policy, a significant increase over the prior fiscal year.

Committee Action:

The Joint Budget Committee approved JBC staff's recommendation to include the FY 2012-13 continuation amount of \$455,882 in indirect cost assessments within the allocable base in the Capitol Complex Leased Space program.

OSPB Comeback:

Based on a preliminary analysis, it appears that the Committee's action will cause a substantial revenue shortfall in the Department's Capitol Complex Leased Space program. This may cause a negative cash balance within this fund during FY 2013-14, which would force a cessation of all support activities for the Capitol Complex.

Within the next day, OSPB and DPA will complete our analysis of the Committee's action. If it is determined that the Committee's action will cause a negative fund balance during FY 2013-14, we will immediately forward a formal comeback document to the JBC staff. We do recognize the urgency in submitting a request quickly, as any change in this appropriation will affect the budgets for all departments throughout the State.

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FY 2013-14 OSPB Comeback Request

Department:	Labor and Employment
Title:	Workers' Compensation Operating Expenses

	FY 2012-13 Appropriation	FY 2013-14 Request	JBC Action	Comeback Request	Difference Between Action and Comeback Request
Total	\$680,780	\$680,780	\$520,000	\$570,000	\$50,000
FTE	0.0	0.0	0.0	0.0	0.0
GF	\$0	\$0	\$0	\$0	\$0
CF	\$680,780	\$680,780	\$520,000	\$570,000	\$50,000
RF	\$0	\$0	\$0	\$0	\$0
FF	\$0	\$0	\$0	\$0	\$0

Summary of Initial Request:

The Colorado Department of Labor and Employment requested continuation funding for the Division of Workers' Compensation Operating Expense line.

Committee Action:

The Joint Budget Committee reduced the appropriation to this line by \$160,780 cash funds in FY 2013-14. Joint Budget Committee staff made the recommendation to align the appropriation with the average expenditures from the last four fiscal years for this line item.

OSPB Comeback:

The Office of State Planning and Budgeting requests that the JBC restore \$50,000 cash funds from the Worker's Compensation Cash Fund for the Division of Worker's Compensation Operating Expenses line item. Though we agree conceptually with this reduction in spending authority, we believe the JBC's action is based on a period of time that is not reflective of future needs. An increase of \$50,000 over the JBC's action will ensure that the Division has the necessary operating flexibility to meet the needs of worker's compensation stakeholders.

Due to the recent recession, the number of workers' compensation cases filed declined. The Division responded by allowing operating spending to drop. As the economy begins to recover, the Division has recently realized a sustained increase in the number of workers' compensation claims filed. It is reasonable to expect that this trend will continue into FY 2013-14 and that spending on operating expenses will need to increase as well.

As the workload increases, workers' compensation stakeholders may experience delays in service if the Department's budget cannot sustain an appropriate level of operating support. To avoid this circumstance and provide sufficient operating flexibility, OSPB requests additional spending authority in this line item. This request comprises approximately a 10 percent increase to the appropriation approved by the Committee, but represents a 16 percent reduction from the FY 2012-13 appropriation.