



COLORADO
Department of Human Services

FY 2016-17
Annual Report
on
Colorado Child Care Assistance Program

Submitted to

Senate Health and Human Services Committee
House Public Health Care and Human Services Committee

December 1, 2017

by

Colorado Department of Human Services
Office of Early Childhood
Division of Early Care and Learning

Colorado Child Care Assistance Program FY 2016-17 Annual Report

The Department of Human Services is submitting the following report on House Bill 14-1317 and the Colorado Child Care Assistance Program (CCCAP) in accordance with 26-2-809, C.R.S.:

(1) On or before December 1, 2016, and on or before December 1 each year thereafter, the state department shall prepare a report on CCCAP. The state department shall provide the report to the public healthcare and human services committee of the House of Representatives and the health and human services committee of the Senate, or any successor committees. The report must include, at a minimum, the following information related to benchmarks of success for CCCAP:

- (a) The number of children and families served through CCCAP statewide and by county;
- (b) The average length of time that parents remain in the workforce while receiving CCCAP subsidies, even when their income increases;
- (c) The average number of months of uninterrupted, continuous care for children enrolled in CCCAP;
- (d) The number and percent of all children enrolled in CCCAP who receive care at each level of the state's quality and improvement rating system;
- (e) The average length of time a family is authorized for a CCCAP subsidy, disaggregated by recipients' eligible activities, such as job search, employment, workforce training, and postsecondary education;
- (f) The number of families on each county's wait list as of November 1 of each year, as well as the average length of time each family remains on the wait list in each county;
- (g) The number of families and children statewide and by county that exit CCCAP due to their family incomes exceeding the eligibility limits;
- (h) The number of families and children statewide and by county that re-enter CCCAP within two years of exiting due to their family incomes exceeding the eligibility limits; and
- (i) An estimate of unmet need for CCCAP in each county and throughout the state based on estimates of the number of children and families who are likely to be eligible for CCCAP in each county but who are not enrolled in CCCAP.

Background and Program Description:

The Colorado Department of Human Services (CDHS), Division of Early Care and Learning is the lead agency for the administration of the Colorado Child Care Assistance Program (CCCAP). The program provides child care assistance to low-income families who are income eligible and are employed, searching for employment, are in post-secondary education or training; families who receive TANF basic cash assistance and/or state diversion and need child care services to support their efforts toward self-sufficiency; and families that have an open child welfare case.

The Colorado Child Care Assistance Program is administered through local County Departments of Human Services under the direction of the CDHS, Division of Early Care and Learning. Counties set income eligibility limits for families, but must serve families who have income of 165% or less of the federal poverty level and may not serve families who have income of over 85% of the State median income.

The funding sources for the Colorado Child Care Assistance Program are a mixture of federal, state, and county dollars. The State must adhere to federal regulations of the Child Care and Development Fund (CCDF). In addition to CCCAP, CCDF funds a variety of services and programs that are administered by the State. Specifically, CCDF supports child care licensing, Colorado Shines (the State's quality ratings and improvement system), early childhood mental health services, and various child care quality initiatives. Additionally, CCDF funds are critical to support the maintenance of the Child Care Automated Tracking System (CHATS). The State reports how CCCAP is administered every three years to the federal government through the Colorado State Plan for CCDF Services.

Purpose:

Pursuant to House Bill 14-1317, the Colorado Department of Human Services (CDHS) has authored this report to the Senate Health and Human Services Committee and the House Public Health Care And Human Services Committee of the Colorado General Assembly. The purpose of this report is to provide information and data about the Department's implementation of this Bill. On December 1st of each year, CDHS is required to report on the data included below.

FY 2016-17 Utilization Data:

The numbers contained in the report were obtained from the Colorado Child Care Automated Tracking System (CHATS) and Colorado Shines Quality Rating and Improvement System (QRIS). Throughout this report, these will be referenced as the CHATS and QRIS, respectively.

a) The number of children and families served through CCCAP statewide and by county

- 30,328¹ = the unduplicated count of children who utilized CCCAP at any point during the fiscal year.
- 18,883 = the unduplicated count of cases² with at least one child utilizing care during the fiscal year.

Program Type	Child Count	Case Count
Low Income Child Care	23643	14487
TANF Child Care	7569	4437
Child Welfare Child Care	2427	1721

County	Low Income Child Care		TANF Child Care		Child Welfare Child Care	
	Child Count	Case Count	Child Count	Case Count	Child Count	Case Count
Adams	2551	1488	830	449	250	179
Alamosa	178	107	62	43	23	12
Arapahoe	2809	1617	1288	694	232	171
Archuleta	23	16	4	2	7	6
Baca	11	6	3	1	0	0
Bent	21	12	22	9	6	4
Boulder	1578	1019	354	221	148	121
Broomfield	135	84	27	15	20	17
Chaffee	27	22	3	3	3	3
Cheyenne	7	3	1	1	0	0
Clear Creek	34	22	2	2	11	7
Conejos	46	27	4	3	8	5
Costilla	30	17	4	2	1	1

¹ This count represents all children who utilized care at least one time between July 1, 2016 and June 30, 2017. Care is “utilized” if it was paid for using CCCAP subsidy dollars or parental copay.

² Cases represent families/households.

County	Low Income Child Care		TANF Child Care		Child Welfare Child Care	
	Child Count	Case Count	Child Count	Case Count	Child Count	Case Count
Crowley	17	12	4	3	0	0
Custer	5	2	3	1	0	0
Delta	156	88	19	11	19	15
Denver	3575	2178	1172	675	226	162
Dolores	2	1	0	0	1	1
Douglas	338	209	27	15	30	23
Eagle	226	152	25	14	10	8
El Paso	3792	2223	1198	712	445	290
Elbert	42	26	0	0	2	3
Fremont	342	193	114	64	3	2
Garfield	181	123	17	11	7	5
Gilpin	19	15	2	2	1	1
Grand	53	36	10	9	1	1
Gunnison	44	26	12	8	5	3
Hinsdale	7	3	4	1	2	1
Huerfano	26	15	5	4	4	3
Jackson	0	0	0	0	0	0
Jefferson	1945	1231	455	285	161	116
Kiowa	0	0	0	0	0	0
Kit Carson	9	5	0	0	1	1
La Plata	162	103	63	38	23	21
Lake	9	8	10	6	4	3
Larimer	955	603	500	284	153	111
Las Animas	116	79	40	22	15	8
Lincoln	6	4	0	0	8	3
Logan	143	89	49	28	50	37
Mesa	1036	611	393	215	128	91
Mineral	2	1	0	0	0	0
Moffat	11	7	9	6	5	3
Montezuma	162	100	28	20	9	8
Montrose	298	188	27	19	32	21
Morgan	83	46	9	6	14	8
Otero	94	54	11	7	15	10
Ouray	8	5	0	0	0	0
Park	34	22	6	3	1	1
Phillips	31	16	6	2	7	3

County	Low Income Child Care		TANF Child Care		Child Welfare Child Care	
	Child Count	Case Count	Child Count	Case Count	Child Count	Case Count
Pitkin	37	24	3	2	2	1
Prowers	66	37	30	14	31	23
Pueblo	930	503	442	254	102	69
Rio Blanco	8	5	6	3	2	2
Rio Grande	101	51	19	10	14	11
Routt	72	56	12	11	2	1
Saguache	23	13	6	2	16	5
San Juan	0	0	0	0	0	0
San Miguel	26	19	0	0	2	2
Sedgwick	18	12	0	0	0	0
Summit	121	81	4	3	0	0
Teller	106	68	20	11	4	3
Washington	22	15	10	5	4	2
Weld	1159	666	368	204	163	110
Yuma	39	23	4	2	3	3

b) The average length of time that parents remain in the workforce while receiving CCCAP subsidies, even when their income increases

- 7 months³ = The average length of time that a parent utilized CCCAP when declaring employment as their eligible activity over the fiscal year.

c) The average number of months of uninterrupted, continuous care for children enrolled in CCCAP

- 7 months = The average number of months that children received continuous, uninterrupted care over the fiscal year.

d) The number and percent of all children enrolled in CCCAP who receive care at each level of the state's quality and improvement rating system

- 17,928 = The total unduplicated number of children utilizing care at least one time between June 1, 2017 and June 30, 2017.

³ This number is an average of the *total months* that parents used child care over the 12 month period. This number does not represent consecutive/continuous months of care.

- Table 3 below displays the number and percent of children utilizing care at each level of the Colorado Shines Quality Rating and Improvement System in June 2017⁴. These counts may be duplicated across rating level because children may attend multiple facilities. Percentages are based on the unique count of children utilizing care in the month.

<u>Table 3: Care Utilization by Colorado Shines Quality Rating Level</u>		
Colorado Shines Quality Rating Level	Child Count	Percent
Level 1	2204	12.3%
Level 2	6144	34.3%
Level 3	2467	13.8%
Level 4	4878	27.2%
Level 5	143	0.8%
No Rating ⁵	2689	15.0%

- e) The average length of time a family is authorized for a CCCAP subsidy, disaggregated by recipients' eligible activities, such as job search, employment, workforce training, and postsecondary education

Table 4 below displays the average length of authorized time disaggregated by activity. Families are able to transition between authorized activities, and they may be able to retain care during this transition. This table shows the average length of time families are *authorized for this activity*, though they may be authorized for longer periods as their activity changes.

⁴ This count is a monthly utilization count because quality ratings change over the course of the year. The count reflects the rating level at the time of service.

⁵ Some child care providers are not currently eligible for Colorado Shines ratings including (but not limited to): School Age Child Care facilities and Qualified Exempt Child Care Providers.

Table 4: Average Length of Care Authorization by Eligible Activity	
Activity	Average Number of Months
Employed	7
Education	6
Job Search	3
Workforce Training	4

- f) The number of families on each county's wait list as of November 1 of each year, as well as the average length of time each family remains on the wait list in each county
- Table 5 displays the number of children and families requesting care but on a waitlist as well as the average number of days that families had been on the waitlist on November 1, 2017.

Table 5: Waitlist Data by County (November 1, 2017)			
County	Child Count	Case Count	Average number of days on waitlist
Adams	3	2	43
Boulder	371	258	83
Douglas	149	85	183
Grand	12	10	276
Gunnison	12	6	175
Jefferson	267	160	71
La Plata	27	23	61
Larimer	240	226	156
Mesa	204	109	79
Routt	27	20	166
Statewide	1312	899	112

- g) The number of families and children statewide and by county that exit CCCAP due to their family incomes exceeding the eligibility limits

- Table 6 displays the number of cases that have closed during FY 2016-17 due to the family exceeding income eligibility limits (i.e. county limits or federal limit)

Table 6: Case Closures by County			
County	Case Closures	County	Case Closures
Adams	127	Jefferson	143
Alamosa	6	La Plata	15
Arapahoe	389	Lake	1
Archuleta	8	Larimer	95
Baca	2	Logan	1
Boulder	137	Mesa	35
Broomfield	27	Moffat	1
Chaffee	6	Montezuma	6
Cheyenne	1	Montrose	8
Conejos	2	Morgan	5
Crowley	1	Otero	3
Delta	6	Phillips	1
Denver	127	Pitkin	7
Douglas	55	Prowers	2
Eagle	36	Pueblo	12
El Paso	151	Routt	3
Elbert	3	Sedgwick	1
Fremont	6	Summit	14
Garfield	22	Teller	9
Gilpin	2	Washington	3
Grand	14	Weld	116
Gunnison	4	Yuma	3
		Grand Total	1616

h) The number of families and children statewide and by county that re-enter CCCAP within two years of exiting due to their family incomes exceeding the eligibility limits

- Table 7 displays the number of cases that closed during FY 2014-15 (i.e. between July 1, 2014 and June 30, 2015) due to income ineligibility⁶ and reopened within two years of the closure date (i.e. between July 2015-June 2017).
 - 941 cases closed between July 2014 and June 2015 for income ineligibility.
 - Of those, 57 cases utilized CCCAP care within 2 years after the closure date.

<u>Table 7: Number of Cases that Closed due to Income Ineligibility & Reopened within Two Years of Closure Date</u>	
County	Case Count
Adams	3
Alamosa	1
Arapahoe	15
Boulder	7
Broomfield	1
Denver	4
Douglas	1
El Paso	5
Elbert	1
Garfield	1
Jefferson	3
Larimer	2
Logan	1
Montezuma	1
Montrose	2
Summit	4
Weld	5
Total	57

⁶ The family's income exceeded the (county and/or federal) income eligibility requirement.

In order to approximate eligibility at the county level, OEC multiplied each county's portion of children under 18 in poverty by the statewide estimated eligible population (232,850). Table 6 below displays these estimates.

Table 6: Estimated Portion of Eligible Population Served by County

County	Estimated Eligible Population*	Unique Children Served**	Estimated Percent of Eligible Served	County	Estimated Eligible Population*	Unique Children Served**	Estimated Percent of Eligible Served
Adams	27,866	3335	12.00%	Kit Carson	469	10	2.10%
Alamosa	1,456	227	15.60%	La Plata	1,275	225	17.60%
Arapahoe	26,379	3834	14.50%	Lake	298	21	7.00%
Archuleta	466	32	6.90%	Larimer	8,880	1481	16.70%
Baca	181	14	7.70%	Las Animas	655	159	24.30%
Bent	270	45	16.70%	Lincoln	186	14	7.50%
Boulder	10,221	1910	18.70%	Logan	1,246	220	17.70%
Broomfield	1,136	176	15.50%	Mesa	7,610	1378	18.10%
Chaffee	446	33	7.40%	Mineral		2	N/A
Cheyenne	37	7	18.90%	Moffat	557	25	4.50%
Clear Creek	226	45	19.90%	Montezuma	1,968	193	9.80%
Conejos	531	56	10.50%	Montrose	2,699	338	12.50%
Costilla	379	35	9.20%	Morgan	1,477	101	6.80%
Crowley	328	20	6.10%	Otero	2,040	111	5.40%
Custer	194	8	4.10%	Ouray	65	8	12.30%
Delta	1,670	182	10.90%	Park	269	40	14.90%
Denver	40,721	4622	11.40%	Phillips	270	37	13.70%
Dolores	96	3	3.10%	Pitkin	280	40	14.30%
Douglas	4,385	377	8.60%	Prowers	1,124	120	10.70%
Eagle	1,817	245	13.50%	Pueblo	10,931	1329	12.20%
El Paso	30,067	4798	16.00%	Rio Blanco	298	16	5.40%
Ebert	761	44	5.80%	Rio Grande	907	120	13.20%
Fremont	2,485	403	16.20%	Routt	483	79	16.40%
Garfield	2,253	196	8.70%	Saguache	575	40	7.00%
Gilpin	196	21	10.70%	San Juan	12	0	0.00%
Grand	490	58	11.80%	San Miguel	155	27	17.40%
Gunnison	662	51	7.70%	Sedgwick	115	18	15.70%
Hinsdale	12	10	83.30%	Summit	996	124	12.40%
Huerfano	295	33	11.20%	Teller	468	118	25.20%
Jackson	72	0	0.00%	Washington	191	35	18.30%
Jefferson	15,594	2337	15.00%	Weld	14,147	1567	11.10%
Kiowa	65	0	0.00%	Yuma	449	43	9.60%

* This is the estimated eligible population according the United States Health and Human Services multiplied by the portion of the under 18 population in poverty for each county.

** This is the unique number of children who utilized CCCAP care at least once between July 2016 and June 2017 in each county.

- i) An estimate of unmet need for CCCAP in each county and throughout the state based on estimates of the number of children and families who are likely to be eligible for CCCAP in each county but who are not enrolled in CCCAP.

Approximately 13.0% of the children eligible for child care subsidies (CCCAP) in Colorado currently receive them at some level throughout a year. This is a relatively stable number over time, which indicates that CCCAP does not currently, and never has, served the majority (or even a large minority) of the potentially eligible population for CCCAP.

Answering this question requires some interpretation and assumptions. The following assumptions were made as part of this response:

- For this analysis, OEC identified all children who received any CCCAP care at least once during the year.
- In Colorado, counties have many options in the ways in which they administer the CCCAP program. Thus, counties' self-defined policies can dramatically impact the percent of children deemed eligible. As such, this analysis uses numbers associated with the population that could be eligible according to state and federal law.

Using these assumptions, OEC used payment data from the Child Care Automated Tracking System (CHATS) and calculated the total number of children and families that utilized care for the most recent full 12 month period available (July 1, 2016 and June 30, 2017). Utilization was defined as ANY amount of care provided through subsidy OR any subsidy dollars spent on a child, during this time frame. This number is the estimate of those "served": 30,328 children served by CCCAP at any level from July 1, 2016 and June 30, 2017. Though this number has varied slightly over time, it has remained fairly close to 30,000 children served for several years.

To get to the number of potentially eligible population, OEC used the United States Department of Health and Human Service's estimates of Colorado's eligible population for Federal Fiscal Year 2012. It should be noted that, given that these numbers are from 2011 and 2012, this is likely an underestimate of the current eligible population.

Using these two estimates, approximately 13.0% [30,328 / 232,850] of the eligible population for CCCAP in Colorado is currently being served. Based on the confidence intervals used in the eligibility estimates, the range for this estimate is from 15.9% [30,328 / 189,860] to 11.0% [30,328 / 275,850].