



COLORADO
Department of Human Services

FY 2018-19
Annual Report
on the
Colorado Child Care Assistance Program

Submitted to

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

December 1, 2019

by

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

Colorado Child Care Assistance Program FY 2018-19 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. During FY 2018-19, counties set the income eligibility limits for families, but were required to serve families who had an income of 185% or less of the federal poverty level and could not serve families who had an 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 rating 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, 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 legislation. On December 1st of each year, CDHS is required to report on the data included below.

FY 2018-19 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

- 29,546¹ = the unduplicated count of children who utilized CCCAP at any point during the fiscal year.
- 18,588 = the unduplicated count of cases² with at least one child utilizing care during the fiscal year.

Table 1: Child and Case Counts by Program Type		
Program Type	Child Count	Case Count
Low Income Child Care	23,271	14,284
TANF Child Care	7,929	4,749
Child Welfare Child Care	2,570	1,881

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	2501	1509	653	379	373	270
Alamosa	188	118	38	29	28	14
Arapahoe	3064	1736	1061	583	236	181
Archuleta	21	17	--	--	--	--
Baca	13	6	--	--	--	--
Bent	25	17	9	5	3	4
Boulder	1140	715	423	252	157	125
Broomfield	124	78	14	8	20	13
Chaffee	39	32	3	3	1	1
Cheyenne	4	2	--	--	--	--
Clear Creek	26	21	3	3	7	6
Conejos	60	37	11	7	--	--
Costilla	15	8	5	4	9	6
Crowley	11	7	20	11	4	2
Custer	6	4	--	--	3	1

¹ This count represents all children who utilized care at least one time between July 1, 2018 and June 30, 2019. 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
Delta	200	114	19	9	22	19
Denver	4144	2545	1709	1044	211	166
Dolores	1	1	--	--	2	2
Douglas	392	238	29	22	36	32
Eagle	269	186	20	14	4	3
El Paso	3253	1889	1313	744	434	297
Elbert	34	25	4	4	2	2
Fremont	314	173	68	42	5	2
Garfield	198	139	14	10	15	9
Gilpin	40	26	7	4	9	6
Grand	57	40	11	4	--	--
Gunnison	50	34	20	12	5	4
Hinsdale	2	1	2	1	--	--
Huerfano	36	24	10	5	8	4
Jackson	--	--	--	--	2	1
Jefferson	1472	912	520	332	154	110
Kiowa	--	--	--	--	--	--
Kit Carson	3	2	--	--	--	--
La Plata	149	102	69	48	22	14
Lake	17	10	3	2	5	4
Larimer	636	376	621	361	164	135
Las Animas	122	81	18	13	13	8
Lincoln	1	1	--	--	--	--
Logan	116	68	30	19	69	47
Mesa	1062	604	371	202	102	68
Mineral	4	3	--	--	--	--
Moffat	18	11	2	1	1	1
Montezuma	191	124	36	23	13	12
Montrose	313	201	26	17	24	24
Morgan	93	52	22	11	22	14
Otero	85	51	13	9	25	16
Ouray	11	7	2	1	--	--
Park	29	24	6	4	6	4
Phillips	19	10	--	--	--	--
Pitkin	37	27	2	1	--	--
Prowers	51	29	14	6	18	12
Pueblo	860	494	421	242	54	39

County	Low Income Child Care		TANF Child Care		Child Welfare Child Care	
	Child Count	Case Count	Child Count	Case Count	Child Count	Case Count
Rio Blanco	7	5	6	2	9	8
Rio Grande	78	40	21	16	17	13
Routt	50	42	7	7	6	4
Saguache	23	14	1	1	2	2
San Juan	3	2	--	--	--	--
San Miguel	44	27	1	1	5	3
Sedgwick	19	12	1	1	--	--
Summit	61	43	2	2	--	--
Teller	113	72	17	11	8	6
Washington	22	12	6	5	5	5
Weld	1004	605	399	211	225	158
Yuma	25	18	2	1	8	4

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

- 8 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

- 7.46 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

- 19,875 = The total unduplicated number of children utilizing care at least one time between June 1, 2019 and June 30, 2019.
- 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 2019⁴. 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.

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.

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.

<u>Table 3: Care Utilization by Colorado Shines Quality Rating Level</u>		
Colorado Shines Quality Rating Level	Child Count	Percent
Level 1	2,292	11.5%
Level 2	4,453	22.4%
Level 3	3,445	17.3%
Level 4	6,781	34.1%
Level 5	676	3.4%
No Rating ⁵	3,119	15.7%

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.

<u>Table 4: Average Length of Care Authorization by Eligible Activity</u>	
Activity	Average Number of Months
Employed	8.3
Education	7.4
Job Search	6.4
Workforce Training	6.0

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.

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 who were on a waitlist as well as the average number of days that families had been on the waitlist as of November 1, 2019.

<u>Table 5: Waitlist Data by County</u> <u>(November 1, 2019)</u>		
County	Case Count	Average number of days on waitlist
Boulder	8	208
Douglas	10	23
Gunnison	7	246
Larimer	65	239
Routt	1	151
Summit	13	246
Statewide	104	216

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

- Table 6 displays the number of cases that have closed during FY 2018-19 due to the family exceeding income eligibility limits (i.e. county limits or federal limit)

In September 2018, the Office of Early Childhood implemented a modernized version of the Child Care Automated Tracking System (CHATS) statewide. As part of this system modernization, the architecture around recording and storing case ineligibility reasons was updated. For this reason, the Department is delaying the inclusion of the FY 2018-19 data table for this element in order to research discrepancies between the data for this element extracted from the modernized system for FY 2018-19 and the data that was extracted from the legacy system for FY 2017-18.

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 2016-17 (i.e. between July 1, 2016 and June 30, 2017) due to income ineligibility⁶ and reopened within two years of the closure date (i.e. between July 2017-June 2019).
 - 1,587 cases closed between July 2016 and June 2017 for income ineligibility.
 - Of those, 102 cases utilized CCCAP care within 2 years after that closure period.

Table 7: Number of Cases that Closed due to Income Ineligibility & Reopened within Two Years of Closure Date			
County	Case Count	County	Case Count
Adams	4	Larimer	3
Arapahoe	28	Mesa	12
Bent	1	Montezuma	1
Boulder	10	Montrose	1
Broomfield	1	Park	1
Denver	5	Pueblo	2
Eagle	5	Saguache	1
El Paso	5	Sedgwick	1
Fremont	3	Summit	1
Garfield	1	Washington	1
Grand	1	Weld	6
Jefferson	8	Statewide Total	102

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.

HB18-1335 substantially changed the way that CCCAP defines the unmet need by setting criteria for income eligibility thresholds at the State level, rather than allowing counties to determine their own eligibility levels within Federal and State defined ranges. Based on rules promulgated per HB18-1335, that went into effect July 1, 2019, each county is subject to one of three income eligibility thresholds: 185% FPL, 225% FPL and 265% FPL.

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

This approach is intended to standardize income eligibility while recognizing that poverty looks different in different communities as some areas are more expensive than others. To do so, it expresses the Self-Sufficiency Standard (SSS) (excluding child care expenses) as a percentage of the Federal Poverty Level. The Self-Sufficiency Standard defines the amount of income necessary to meet basic needs, including taxes, without public subsidies and without private or informal supports. As such, this approach attempts to standardize the entry level to families' experience of poverty as it relates to the amount of money it takes to be self-sufficient in a given county, an amount that varies with the costs of basic needs. Counties are then grouped into three levels that resemble natural breaks in the data: 185% FPL, 225% FPL and 265% FPL.

These thresholds define the population that is income eligible for CCCAP. To estimate the need, a target population is set at 31.1% of the total population reflecting the percentage of the general population served in an organized care facility or a family child care home (Laughlin, 2013). In other words, by providing child care subsidies we hope to help low income families overcome the price of care as a barrier and to access care at a level equal to the general population - approximately 31.1%.

To identify the unmet need, these targets are compared to the unique number of children served. For this analysis, CDHS identified all children who received any CCCAP care at least once during FY 2018-19 as a child served. These data, along with the total fiscally eligible population and the target population are provided by county in Table 6 below, with the percentage of each county's target number approximating the percentage of the need met.

Table 6: Estimated Portion of Need Met

County	SSS Tier	Total Fisc. Eligible Pop.	Target Pop @ 31.1%	Unique Children Served	% Target Served (Est. Need Met)	County	SSS Tier	Total Fisc. Eligible Pop.	Target Pop @ 31.1%	Unique Children Served	% Target Served (Est. Need Met)
Adams	225%	44,410	13,812	3,256	23.6%	Kit Carson	185%	494	154	3	1.9%
Alamosa	185%	1,606	499	229	45.9%	Lake	185%	323	100	22	22.0%
Arapahoe	225%	39,344	12,236	3,912	32.0%	La Plata	225%	2,796	870	217	24.9%
Archuleta	185%	939	292	21	7.2%	Larimer	225%	15,137	4,708	1,252	26.6%
Baca	185%	296	92	13	14.1%	Las Animas	185%	815	253	146	57.7%
Bent	185%	381	118	32	27.1%	Lincoln	185%	223	69	1	1.4%
Boulder	265%	13,904	4,324	1,516	35.1%	Logan	185%	1,603	499	192	38.5%
Broomfield	265%	2,577	801	146	18.2%	Mesa	185%	9,558	2,973	1,358	45.7%
Chaffee	185%	681	212	42	19.8%	Mineral	185%	17	5	4	80.0%
Cheyenne	185%	210	65	4	6.2%	Moffat	185%	713	222	21	9.5%
Clear Creek	225%	292	91	35	38.5%	Montezuma	185%	2,107	655	222	33.9%
Conejos	185%	747	232	71	30.6%	Montrose	185%	3,109	967	341	35.3%
Costilla	185%	354	110	28	25.5%	Morgan	185%	2,125	661	130	19.7%
Crowley	185%	259	81	35	43.2%	Otero	185%	1,750	544	113	20.8%
Custer	185%	387	120	9	7.5%	Ouray	185%	140	44	12	27.3%
Delta	185%	1,704	530	232	43.8%	Park	225%	646	201	36	17.9%
Denver	225%	48,797	15,176	5,458	36.0%	Phillips	185%	288	90	19	21.1%
Dolores	185%	172	53	3	5.7%	Pitkin	265%	477	148	37	25.0%
Douglas	265%	10,025	3,118	443	14.2%	Prowers	185%	948	295	78	26.4%
Eagle	225%	3,034	944	280	29.7%	Pueblo	185%	12,972	4,034	1,166	28.9%
Elbert	225%	747	232	40	17.2%	Rio Blanco	185%	384	119	21	17.6%
El Paso	185%	39,178	12,184	4,407	36.2%	Rio Grande	185%	727	226	106	46.9%
Fremont	185%	2,181	678	355	52.4%	Routt	265%	1,013	315	58	18.4%
Garfield	225%	5,160	1,605	224	14.0%	Saguache	185%	583	181	25	13.8%
Gilpin	225%	190	59	52	88.1%	San Juan	225%	25	8	3	37.5%
Grand	225%	663	206	66	32.0%	San Miguel	225%	328	102	45	44.1%
Gunnison	185%	491	153	66	43.1%	Sedgwick	185%	204	63	19	30.2%
Hinsdale	185%	38	12	2	16.7%	Summit	265%	1,221	380	63	16.6%
Huerfano	185%	392	122	48	39.3%	Teller	185%	589	183	133	72.7%
Jackson	225%	115	36	2	5.6%	Washington	185%	254	79	28	35.4%
Jefferson	225%	21,740	6,761	1,932	28.6%	Weld	185%	17,173	5,341	1,469	27.5%
Kiowa	185%	113	35	0	0.0%	Yuma	185%	1,133	352	34	9.7%
STATEWIDE						n/a		321,002	99,830	29,546	29.6%

