



**COLORADO**  
Department of Human Services

December 1, 2020

The Honorable Jonathan Singer  
Chair, House Public Health Care and Human Services Committee

The Honorable Rhonda Fields  
Chair, Senate Health and Human Services Committee

Representative Singer and Senator Fields:

The Colorado Department of Human Services, in response to reporting requirements set forth in Section 26-2-809, C.R.S., respectfully submits the attached CCCAP Annual Report.

*"(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. Notwithstanding section 24-1-136 (11)(a)(I), the state department shall provide the report to the public health care 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 reenter 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."*

If you have any questions, please contact Kevin Neimond, CDHS' Legislative Director, at 303-620-6450.

Sincerely,

Mary Alice Cohen  
Director, Office of Early Childhood





**COLORADO**

Office of Early Childhood

Division of Community & Family Support

# **FY 2019-20 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, 2020**

**BY**

**COLORADO DEPARTMENT OF HUMAN SERVICES  
OFFICE OF EARLY CHILDHOOD  
DIVISION OF EARLY CARE AND LEARNING**



# COLORADO CHILD CARE ASSISTANCE PROGRAM FY 2019-20 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 protective services child welfare case.

CCCAP is administered through local County Departments of Human Services under the direction of the CDHS, Division of Early Care and Learning. During FY 2019-20, program entry income eligibility limits were set at the county level based on the self-sufficiency standard of the county (thresholds are set at 185%, 225% and 265% FPL according to the county's most recent self-sufficiency standard). As long as they are participating in an eligible activity (employment, post-secondary education, training program, job search), families remain eligible until they reach an income of over 85% of the state median income.

The funding sources for CCCAP 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 CCDF State Plan.



## 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 2019-20 UTILIZATION DATA

The numbers contained in the report were obtained from the 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:

- 29,210<sup>1</sup> = The unduplicated count of children who utilized CCCAP at any point during the fiscal year.
- 17,982 = Count of cases<sup>2</sup> with at least one child utilizing care during the fiscal year.

**Table 1: Child and Case Counts by County**

County	Child Count	Case Count
Adams	3248	1951
Alamosa	209	132
Arapahoe	3829	2182
Archuleta	16	12
Bent	22	16
Boulder	1843	1177
Broomfield	155	93
Chaffee	28	20
Cheyenne	6	2
Clear Creek	27	22
Conejos	60	39
Costilla	26	20
Crowley	19	15
Custer	7	4
Delta	193	109
Denver	5192	3167
Dolores	5	3
Douglas	447	272
Eagle	300	211
El Paso	4540	2653
Elbert	43	30

<sup>1</sup> This count represents an unduplicated number of children who utilized care at least one time between July 1, 2019, and June 30, 2020, as recorded in CHATS. Care is "utilized" if it was paid for using CCCAP subsidy dollars or parental copay.

<sup>2</sup> Cases represent families/households.

Fremont	312	181
Garfield	195	125
Gilpin	47	30
Grand	54	36
Gunnison	62	38
Hinsdale	4	2
Huerfano	31	20
Jefferson	1969	1248
Kiowa	7	4
Kit Carson	4	3
La Plata	237	156
Lake	11	8
Larimer	1061	651
Las Animas	132	83
Lincoln	8	5
Logan	186	104
Mesa	1243	720
Mineral	3	2
Moffat	23	13
Montezuma	193	122
Montrose	320	208
Morgan	126	69
Otero	112	62
Ouray	10	8
Park	31	21
Phillips	16	8
Pitkin	33	25
Prowers	49	30
Pueblo	1104	645
Rio Blanco	20	12
Rio Grande	81	46
Routt	78	61
Saguache	15	11
San Juan	3	2
San Miguel	50	33
Sedgwick	17	10
Summit	60	42
Teller	115	73
Washington	37	20
Weld	1539	896
Yuma	26	19

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

- 8.4 months<sup>3</sup> = 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:

- 7.85 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:

The counts below are based on the monthly utilization count during the last month of the fiscal year because quality ratings change over the course of the year.

- 17,250 = The total unduplicated number of children utilizing care at least one time between June 1, 2020, and June 30, 2020.
- Table 2 below displays the number and percent of children utilizing care at each level of the Colorado Shines Quality Rating and Improvement System in June 2020. 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.

**Table 2: Care Utilization by Colorado Shines Quality Rating Level**

Colorado Shines Quality Rating Level	Child Count	Percent
Level 1	2,112	12.2%
Level 2	3,556	20.6%
Level 3	3,206	18.6%
Level 4	6,269	36.3%
Level 5	807	4.7%
No Rating <sup>4</sup>	2,023	11.7%

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 3 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.

**Table 3: Average Length of Care Authorization by Eligible Activity**

Activity	Average Number of Months
Employed	8.7
Education	8.3
Job Search	6.9
Workforce Training	7.3

<sup>3</sup> 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.

<sup>4</sup> 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 waitlist in each county:

- Table 4 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, 2020.

**Table 4: Waitlist Data by County (November 1, 2020)**

County	Case Count	Average number of days on waitlist
Boulder	3	286
Gunnison	19	215
Summit	2	230
Statewide	24	225

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

- Table 5 displays the number of cases that have closed during FY 2019-20 due to the family exceeding income eligibility limits (i.e. county limits or federal limit)

**Table 5: Case Closures by County**

County	Case Closures	County	Case Closures
Adams	70	Jefferson	39
Alamosa	3	La Plata	10
Arapahoe	108	Larimer	14
Boulder	76	Las Animas	4
Broomfield	5	Mesa	7
Chaffee	1	Montezuma	2
Clear Creek	3	Montrose	5
Conejos	2	Morgan	2
Crowley	1	Ouray	1
Delta	3	Park	1
Denver	72	Pitkin	5
Douglas	37	Pueblo	9
Eagle	23	Routt	8
El Paso	39	San Juan	1
Fremont	4	San Miguel	1
Garfield	13	Summit	1
Gilpin	1	Teller	1
Grand	7	Weld	43
Gunnison	1	Yuma	2
		<b>Grand Total</b>	<b>625</b>

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 6 displays the number of cases that closed during FY 2017-18 (i.e. between July 1, 2017 and June 30, 2018) due to income ineligibility<sup>5</sup> and reopened within two years of the closure date (i.e. between July 2018 and June 2020).
  - 1,812 cases closed between July 2017 and June 2018 for income ineligibility.
  - Of those, 109 cases utilized CCCAP care within 2 years after that closure period.

**Table 6: Number of Cases that Closed due to Income Ineligibility & Reopened within Two Years of Closure Date**

County	Case Count	County	Case Count
Adams	7	Jefferson	9
Alamosa	1	Larimer	2
Arapahoe	21	Logan	1
Archuleta	1	Mesa	5
Boulder	4	Montrose	2
Broomfield	3	Morgan	1
Denver	15	Otero	1
Douglas	2	Pueblo	3
Eagle	2	Routt	2
El Paso	18	San Miguel	1
Fremont	2	Summit	1
Grand	1	Weld	4
		Statewide Total	109

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.

Income eligibility is set at the county level and recognizes that poverty looks different in different communities as some areas are more expensive than others. The Department uses the Self-Sufficiency Standard (SSS) (excluding child care expenses) to determine the eligibility income levels for CCCAP. 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. 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%. The percentage of the target as well as the actual total likely eligible population served are also included for reference.

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 2019-20 as a child served. These data, along with the total fiscally eligible population and the target population are provided by county in Table 7 below, with the percentage of each county's target number approximating the percentage of the need met.

<sup>5</sup> The family's income exceeded the (county and/or federal) income eligibility requirement.



**Table 7: Estimated Portion of Need Met**

County	SSS Tier	Total Fisc. Eligible Pop.	Target Pop. to be Served (31.1% of the Total Fisc. Eligible Pop.)	Unique Children Actually Served	% Served of the Target Pop. Subset (31.1% of the Total Fisc. Eligible Pop.)	% Served of the Total Fisc. Eligible Pop. of each County
Adams	225%	44,410	13,812	3,256	23.6%	7.3%
Alamosa	185%	1,606	499	229	45.9%	14.3%
Arapahoe	225%	39,344	12,236	3,912	32.0%	9.9%
Archuleta	185%	939	292	21	7.2%	2.2%
Baca	185%	296	92	13	14.1%	4.4%
Bent	185%	381	118	32	27.1%	8.4%
Boulder	265%	13,904	4,324	1,516	35.1%	10.9%
Broomfield	265%	2,577	801	146	18.2%	5.7%
Chaffee	185%	681	212	42	19.8%	6.2%
Cheyenne	185%	210	65	4	6.2%	1.9%
Clear Creek	225%	292	91	35	38.5%	12.0%
Conejos	185%	747	232	71	30.6%	9.5%
Costilla	185%	354	110	28	25.5%	7.9%
Crowley	185%	259	81	35	43.2%	13.5%
Custer	185%	387	120	9	7.5%	2.3%
Delta	185%	1,704	530	232	43.8%	13.6%
Denver	225%	48,797	15,176	5,458	36.0%	11.2%
Dolores	185%	172	53	3	5.7%	1.7%
Douglas	265%	10,025	3,118	443	14.2%	4.4%
Eagle	225%	3,034	944	280	29.7%	9.2%
Elbert	225%	747	232	40	17.2%	5.4%
El Paso	185%	39,178	12,184	4,407	36.2%	11.2%
Fremont	185%	2,181	678	355	52.4%	16.3%
Garfield	225%	5,160	1,605	224	14.0%	4.3%
Gilpin	225%	190	59	52	88.1%	27.4%
Grand	225%	663	206	66	32.0%	10.0%
Gunnison	185%	491	153	66	43.1%	13.4%
Hinsdale	185%	38	12	2	16.7%	5.3%
Huerfano	185%	392	122	48	39.3%	12.2%
Jackson	225%	115	36	2	5.6%	1.7%
Jefferson	225%	21,740	6,761	1,932	28.6%	8.9%
Kiowa	185%	113	35	0	0.0%	0.0%
Kit Carson	185%	494	154	3	1.9%	0.6%
Lake	185%	323	100	22	22.0%	6.8%
La Plata	225%	2,796	870	217	24.9%	7.8%
Larimer	225%	15,137	4,708	1,252	26.6%	8.3%

Las Animas	185%	815	253	146	57.7%	17.9%
Lincoln	185%	223	69	1	1.4%	0.4%
Logan	185%	1,603	499	192	38.5%	12.0%
Mesa	185%	9,558	2,973	1,358	45.7%	14.2%
Mineral	185%	17	5	4	80.0%	23.5%
Moffat	185%	713	222	21	9.5%	2.9%
Montezuma	185%	2,107	655	222	33.9%	10.5%
Montrose	185%	3,109	967	341	35.3%	11.0%
Morgan	185%	2,125	661	130	19.7%	6.1%
Otero	185%	1,750	544	113	20.8%	6.5%
Ouray	185%	140	44	12	27.3%	8.6%
Park	225%	646	201	36	17.9%	5.6%
Phillips	185%	288	90	19	21.1%	6.6%
Pitkin	265%	477	148	37	25.0%	7.8%
Prowers	185%	948	295	78	26.4%	8.2%
Pueblo	185%	12,972	4,034	1,166	28.9%	9.0%
Rio Blanco	185%	384	119	21	17.6%	5.5%
Rio Grande	185%	727	226	106	46.9%	14.6%
Routt	265%	1,013	315	58	18.4%	5.7%
Saguache	185%	583	181	25	13.8%	4.3%
San Juan	225%	25	8	3	37.5%	12.0%
San Miguel	225%	328	102	45	44.1%	13.7%
Sedgwick	185%	204	63	19	30.2%	9.3%
Summit	265%	1,221	380	63	16.6%	5.2%
Teller	185%	589	183	133	72.7%	22.6%
Washington	185%	254	79	28	35.4%	11.0%
Weld	185%	17,173	5,341	1,469	27.5%	8.6%
Yuma	185%	1,133	352	34	9.7%	3.0%
<b>TOTALS</b>	<b>n/a</b>	<b>321,002</b>	<b>99,830</b>	<b>30,333</b>	<b>30.9%</b>	<b>9.4%</b>