



COLORADO
Department of Human Services

December 1, 2021

The Honorable Dafna Michaelson Jenet
Chair, House Public and Behavioral Health 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

Department of Human Services

FY 2020-21 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, 2021

BY

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



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 2020-21, 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 2020-21 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:

- 24,055¹ = The unduplicated count of children who utilized CCCAP at any point during the fiscal year.
- 14,928 = Count of cases² 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	2556	1525
Alamosa	200	121
Arapahoe	2971	1703
Archuleta	21	17
Bent	16	10
Boulder	1637	1063
Broomfield	112	70
Chaffee	16	14
Cheyenne	6	2
Clear Creek	15	12
Conejos	62	39
Costilla	21	17
Crowley	11	9
Custer	5	3
Delta	159	90
Denver	4363	2620
Douglas	549	326
Eagle	268	198
El Paso	3781	2253
Elbert	38	28
Fremont	301	170
Garfield	186	124
Gilpin	37	25
Grand	42	28
Gunnison	39	29
Hinsdale	4	3
Huerfano	11	8
Jefferson	1541	976
Kiowa	13	7
Kit Carson	4	2
La Plata	237	155
Lake	3	2
Larimer	837	529
Las Animas	132	77

¹ This count represents an unduplicated number of children who utilized care at least one time between July 1, 2020, and June 30, 2021, as recorded in CHATS. Care is "utilized" if it was paid for using CCCAP subsidy dollars or parental copay.

² Cases represent families/households.

Lincoln	12	6
Logan	77	46
Mesa	965	577
Moffat	37	23
Montezuma	164	107
Montrose	222	148
Morgan	86	47
Otero	82	46
Ouray	2	2
Park	26	15
Phillips	16	9
Pitkin	22	16
Prowers	46	25
Pueblo	997	571
Rio Blanco	10	6
Rio Grande	72	38
Routt	100	76
Saguache	2	2
San Miguel	37	29
Sedgwick	23	16
Summit	65	45
Teller	90	62
Washington	36	19
Weld	1242	728
Yuma	23	14

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

- 9.3 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:

- 7.6 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.

- 15,453 = The total unduplicated number of children utilizing care at least one time between June 1, 2021, and June 30, 2021.
- 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 2021. 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

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.

Colorado Shines Quality Rating Level	Child Count	Percent
Level 1	1,665	10.8%
Level 2	2,774	17.9%
Level 3	2,001	12.9%
Level 4	6,019	38.9%
Level 5	1,110	7.2%
No Rating ⁴	2,338	15.1%

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	9.3
Education	8.4
Job Search	4.1
Workforce Training	7.6

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, 2021.

Table 4: Waitlist Data by County (November 1, 2021)

County	Case Count	Average number of days on waitlist
Boulder	4	14
Gunnison	8	667
Statewide	12	449

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 2020-21 due to the family exceeding income eligibility limits (i.e. county limits or federal limit)

Table 5: Case Closures by County

County	Case Closures
Adams	33
Arapahoe	64
Archuleta	1
Boulder	37
Broomfield	11

⁴ 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.

Denver	30
Douglas	12
Eagle	16
El Paso	15
Elbert	1
Fremont	3
Garfield	4
Gilpin	1
Grand	2
Gunnison	1
Jefferson	13
La Plata	2
Larimer	26
Las Animas	1
Mesa	4
Moffat	1
Montezuma	1
Montrose	3
Otero	1
Pitkin	4
Pueblo	6
Rio Grande	1
Routt	11
San Miguel	2
Teller	2
Weld	8
Grand Total	317

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 2018-19 (i.e. between July 1, 2018 and June 30, 2019) due to income ineligibility⁵ and reopened within two years of the closure date (i.e. between July 2019 and June 2021).
 - 255 cases closed between July 2018 and June 2019 for income ineligibility.
 - Of those, 9 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
Adams	2
Arapahoe	2
Montrose	1
Pitkin	1
Pueblo	1
Weld	2
Statewide Total	9

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

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 2020-21 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.

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%	40,841	12,702	2,556	20.12%	6.26%
Alamosa	185%	1,269	395	200	50.68%	15.76%
Arapahoe	265%	41,999	13,062	2,971	22.75%	7.07%
Archuleta	185%	618	192	21	10.93%	3.40%
Baca	185%	297	92	0	0.00%	0.00%
Bent	185%	413	128	16	12.46%	3.87%
Boulder	265%	12,595	3,917	1,637	41.79%	13.00%
Broomfield	265%	2,144	667	112	16.80%	5.22%
Chaffee	185%	544	169	16	9.46%	2.94%
Cheyenne	185%	164	51	6	11.76%	3.66%
Clear Creek	265%	341	106	15	14.14%	4.40%
Conejos	185%	838	261	62	23.79%	7.40%
Costilla	185%	398	124	21	16.97%	5.28%
Crowley	185%	262	81	11	13.50%	4.20%
Custer	185%	194	60	5	8.29%	2.58%
Delta	185%	2,017	627	159	25.35%	7.88%
Denver	225%	42,687	13,276	4,363	32.86%	10.22%
Dolores	185%	147	46	0	0.00%	0.00%
Douglas	265%	8,608	2,677	549	20.51%	6.38%
Eagle	225%	3,253	1,012	268	26.49%	8.24%
Elbert	225%	774	241	38	15.79%	4.91%
El Paso	185%	38,095	11,848	3,781	31.91%	9.93%
Fremont	185%	2,096	652	301	46.18%	14.36%

Garfield	225%	4,938	1,536	186	12.11%	3.77%
Gilpin	225%	138	43	37	86.21%	26.81%
Grand	225%	681	212	42	19.83%	6.17%
Gunnison	185%	457	142	39	27.44%	8.53%
Hinsdale	185%	19	6	4	67.69%	21.05%
Huerfano	185%	417	130	11	8.48%	2.64%
Jackson	225%	42	13	0	0.00%	0.00%
Jefferson	265%	23,441	7,290	1,541	21.14%	6.57%
Kiowa	185%	156	49	13	26.80%	8.33%
Kit Carson	185%	473	147	4	2.72%	0.85%
Lake	185%	302	94	3	3.19%	0.99%
La Plata	185%	2,145	667	237	35.53%	11.05%
Larimer	225%	13,066	4,064	837	20.60%	6.41%
Las Animas	185%	727	226	132	58.38%	18.16%
Lincoln	185%	252	78	12	15.31%	4.76%
Logan	185%	1,441	448	77	17.18%	5.34%
Mesa	185%	8,872	2,759	965	34.97%	10.88%
Mineral	185%	22	7	0	0.00%	0.00%
Moffat	185%	896	279	37	13.28%	4.13%
Montezuma	185%	1,783	555	164	29.58%	9.20%
Montrose	185%	2,450	762	222	29.14%	9.06%
Morgan	185%	2,084	648	86	13.27%	4.13%
Otero	185%	1,798	559	82	14.66%	4.56%
Ouray	185%	95	30	2	6.77%	2.11%
Park	225%	459	143	26	18.21%	5.66%
Phillips	185%	295	92	16	17.44%	5.42%
Pitkin	265%	479	149	22	14.77%	4.59%
Prowers	185%	1022	318	46	14.47%	4.50%
Pueblo	185%	12,305	3,827	997	26.05%	8.10%
Rio Blanco	185%	429	133	10	7.50%	2.33%
Rio Grande	185%	647	201	72	35.78%	11.13%
Routt	265%	938	292	100	34.28%	10.66%
Saguache	185%	551	171	2	1.17%	0.36%
San Juan	185%	21	7	0	0.00%	0.00%
San Miguel	225%	258	80	37	46.11%	14.34%
Sedgwick	185%	226	70	23	32.72%	10.18%
Summit	265%	1,258	391	65	16.61%	5.17%
Teller	185%	742	231	90	39.00%	12.13%
Washington	185%	286	89	36	40.47%	12.59%
Weld	185%	17,203	5,350	1,242	23.21%	7.22%
Yuma	185%	838	261	23	8.83%	2.74%
TOTALS	n/a	305,246	94,932	24,648	25.96%	8.07%