

Schedule 13
Change Request for FY 2010-11 Budget Request Cycle

Decision Item FY 2010-11 Base Reduction Item FY 2010-11 Supplemental FY 2009-10 Budget Amendment FY 2010-11

Request Title: Additional TANF Funding For Refugee Services

Department: Human Services

Priority Number: DI-7

Dept. Approval by: *Will Tipler*

OSPB Approval: *nm*

Date: 10-15-09

Date: 10-19-09

| | Fund | 1 | 2 | 3 | 4 | 5 | 6 | November 1 Request FY 2010-11 | Budget Amendment FY 2010-11 | Total Revised Request FY 2010-11 | Change from Base (Column 5) FY 2011-12 |
|--|--------------|---------------------------------|-----------------------------|------------------------------------|-------------------------------------|----------------------------|--|----------------------------------|--------------------------------|-------------------------------------|--|
| | | Prior-Year Actual FY 2008-09 | Appropriation FY 2009-10 | Supplemental Request FY 2009-10 | Total Revised Request FY 2009-10 | Base Request FY 2010-11 | Decision/ Base Reduction FY 2010-11 | | | | |
| Total of All Line Items | Total | 5,610,500 | 4,017,490 | 0 | 4,017,490 | 4,017,490 | 3,083,526 | 7,101,016 | 0 | 7,101,016 | 3,083,526 |
| | FTE | 0.3 | 10.0 | 0.0 | 10.0 | 10.0 | 0.0 | 10.0 | 0.0 | 10.0 | 0.0 |
| | GF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | CF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | CFE/RF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | FF | 5,610,500 | 4,017,490 | 0 | 4,017,490 | 4,017,490 | 3,083,526 | 7,101,016 | 0 | 7,101,016 | 3,083,526 |
| | MCF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | MGF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | NGF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| (7) Office of Self Sufficiency, (C) Special Purpose Welfare Programs, (7) Refugee Assistance | Total | 5,610,500 | 4,017,490 | 0 | 4,017,490 | 4,017,490 | 3,083,526 | 7,101,016 | 0 | 7,101,016 | 3,083,526 |
| | FTE | 0.3 | 10.0 | 0.0 | 10.0 | 10.0 | 0.0 | 10.0 | 0.0 | 10.0 | 0.0 |
| | GF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | CF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | CFE/RF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | FF | 5,610,500 | 4,017,490 | 0 | 4,017,490 | 4,017,490 | 3,083,526 | 7,101,016 | 0 | 7,101,016 | 3,083,526 |
| | MCF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | MGF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | NGF | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

Non-Line Item Request: None

Letternote Revised Text: i Of this amount, \$3,201,640 shall be from the Refugee Assistance Act of 1980, and \$815,850 \$3,899,376 shall be from the Temporary Assistance for Needy Families Block Grant.

Cash or Federal Fund Name and COFRS Fund Number: Temporary Assistance for Needy Families Block Grant

Reappropriated Funds Source, by Department and Line Item Name: None

Approval by OIT? Yes: No: N/A:

Schedule 13s from Affected Departments: None

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CHANGE REQUEST for FY 2010-11 BUDGET REQUEST CYCLE

| | |
|-----------------------|--|
| Department: | Department of Human Services |
| Priority Number: | DI-7 |
| Change Request Title: | Additional TANF Funding For Refugee Services |

SELECT ONE (click on box):

- Decision Item FY 2010-11
- Base Reduction Item FY 2010-11
- Supplemental Request FY 2009-10
- Budget Request Amendment FY 2010-11

SELECT ONE (click on box):

Supplemental or Budget Request Amendment Criterion:

- Not a Supplemental or Budget Request Amendment
- An emergency
- A technical error which has a substantial effect on the operation of the program
- New data resulting in substantial changes in funding needs
- Unforeseen contingency such as a significant workload change

Short Summary of Request:

This request will allocate an additional \$3,083,526 to the Colorado Refugee Services Program (CRSP) from the federal Temporary Assistance for Needy Families (TANF) Block Grant. No state General Fund or new state FTEs would be needed to support this request. This additional funding will bring the amount of TANF funding in the CRSP line to a total of \$3,899,376. This request will assist CRSP to serve: the increased number of refugee arrivals to Colorado; the increased dispersion of refugees throughout the state; the increased diversity and complexity of the caseload; and the increased difficulty in securing early employment and early self sufficiency for refugees because of the recession. These funds will allow CRSP to maintain the relatively high percentage of refugees who avoid TANF cash or services assistance as a result of achieving self sufficiency through the culturally and linguistically appropriate employability services offered by CRSP, and will assist CRSP to better prepare refugees for more complete integration in their new American communities.

Background and Appropriation History:

The primary *short-term* purpose of the Colorado Refugee Services Program (CRSP) is to promote effective resettlement and rapid self-sufficiency (measured by TANF avoidance) within eight months after admission into the United States. CRSP estimates that 2,626 refugees will arrive in Colorado during FFY 2010 (October 2009 thru September 2010). However, refugee resettlement offers individuals not short-term or temporary status, but rather permanent status in the United States. (Refugees are eligible to become legal permanent residents one year after their date of admission into the United States, and are eligible to become citizens five years after they become legal permanent residents.) Thus, the primary *long-term* purpose of CRSP is to prepare refugees for permanent and full integration in their new American communities. Because CRSP has the statutory responsibility through federal law to assist refugees for five years from their date of admission into the United States, and because CRSP has been designated by the Colorado Department of Human Services to execute its authority to develop and administer the State Plan for refugee resettlement that was given to the Department by a State of Colorado Executive Order, CRSP remains the best qualified agency to deliver culturally and linguistically appropriate services for refugees that promote both short-term self sufficiency and long-term integration.

Refugees are defined as “qualified aliens” who are exempt from the five-year bar for the receipt of services, in order to receive federally funded benefits. As qualified aliens, refugees are eligible and expected immediately upon admission into the United States to participate in the benefits of specified federal and state programs, such as Temporary Assistance for Needy Families, Medicaid, Food Stamps, Old Age Pension, and Supplemental Security Income. Refugees are eligible for cash and employability services assistance through CRSP, which are formulated and described in federal regulations in a manner similar to but not exactly the same as the federal regulations for TANF, only when they are not eligible for TANF. Hence, CRSP describes the clients it assists as “TANF-eligible”, and describes the services it provides as “TANF-type cash and employment services assistance.”

Colorado currently has a 100% federally funded program for refugee cash and employability services assistance, 92% of which is granted by the Office of Refugee

Resettlement, in the Department of Health and Human Services, through the Wilson-Fish program. The Wilson-Fish program is a good fit for Colorado, because just as Colorado services are state supervised and county administered, Wilson-Fish projects are publicly supervised through the designated state refugee program and privately administered through non-profit voluntary agencies. Such public-private partnerships allow for the greatest flexibility and creativity in developing programs and managing resources.

While the refugees served by CRSP might be “TANF-eligible”, they have not up to now been receiving TANF. This is because CRSP is one of only six national refugee programs that has received formal approval from Office of Refugee Resettlement under the Wilson-Fish program to provide Refugee Cash Assistance (RCA) to refugees who would otherwise be eligible for TANF. All six of these programs are Wilson-Fish programs, in which the provision of Office of Refugee Resettlement Refugee Cash Assistance in lieu of TANF Basic Cash Assistance was encouraged as part of developing public-private partnerships for refugee services as an alternative to solely state administered programs. What has changed over several years, and what has been exacerbated because of the current economic downturn, is that Office of Refugee Resettlement no longer has the luxury of available funds to support alternative programs outside of state TANF programs. What has also been exacerbated is the issue of equity, in which six programs are able to pay cash assistance to refugees at a higher payment level than is available to refugees in the other programs under the prevailing TANF payment levels. As a result of Office of Refugee Resettlement no longer having the funds to maintain higher payment levels for six programs, and because refugees are eligible for TANF as the primary source for cash assistance, it is anticipated that Office of Refugee Resettlement will no longer “strongly encourage” but will instead formally require that TANF be the sole source of support for all TANF-eligible refugees, reserving Refugee Cash Assistance for only those refugees who do not meet eligibility criteria for support through a state TANF program.

As a result, CRSP has been working closely with Colorado Works for nearly two years to develop a new program design, with all of the requisite changes in State Rules and CBMS decision tables, for refugees to receive cash assistance through their counties of

residence, immediately upon their arrival into the United States and no longer having to wait until after their initial eight months. CRSP had been exempt from having TANF-eligible refugees required to access TANF. Instead, CRSP provided all refugees (including those who would be TANF-eligible because of household composition and income level) with Refugee Cash Assistance for their first eight months. There had been a State Rule in place prohibiting any refugee from receiving TANF for those first eight months. This rule was rescinded in August 2009 to allow the transition of TANF-eligible refugees to TANF beginning about October 2009.

It is expected that all of the consultative processes between CRSP, Colorado Works, and the counties will be completed, and a new program design ready to implement, by October 1, 2009. Up to now and because of the exemption from TANF participation described above, CRSP has had little systemic relationship with the counties. CRSP has worked with counties primarily on a case-by-case staffing level, to resolve concerns for the delivery of benefits and services for refugees accessing assistance from the counties after their eight months with CRSP. Moving forward, however, because of the transition to TANF, CRSP will become a stakeholder in county service discussions and decisions, as the counties will become stakeholders in CRSP service discussions and decisions. The consultative process to develop the TANF transition plan has established a platform and rapport for that ongoing collaborative relationship. This transition in cash assistance sources and processes is related to, but is separate from this Decision Item. Rather, this Decision Item concerns the additional needed culturally and linguistically appropriate employability services offered by CRSP, as described in the section below.

Prior to SFY 2005-06, the CRSP appropriation for services was funded entirely through the federal programs established by the Refugee Act of 1980 (Refugee Social Services Grant and Cash and Medical Assistance Grant). Funding through these grants continued to decrease each year, related to the provisions of employability services for refugees. To compensate for the decrease in funding, a supplemental request similar to this current request was submitted for SFY 2005-06. With the support from and collaboration with Colorado Works, this request successfully resulted in a standing line in the Long Bill through which CRSP received \$457,132 annually from the federal TANF Block Grant to

provide culturally and linguistically specialized employability training. This training is provided through the Colorado Refugee English as a Second Language (CRESL) programs of Emily Griffith Opportunity School (EGOS), and through the WorkStyles (WS) pre-employment training programs of Spring Institute for Intercultural Learning (SIIL). As CRSP began to analyze its data and program evaluations from FFY 2006 (that ended September 30, 2006 and was the first full year of program implementation with the increased funds from the TANF Block Grant), and as CRSP began to plan for FFY 2008, it decided to submit a supplemental request for SFY 2007–08 and a decision item for SFY 2008–09, both based on new data and new information concerning refugee resettlement patterns in Colorado in FFY 2008 and beyond, and concerning the demonstrable need for support for additional employability services. Again with the support from and collaboration with Colorado Works, CRSP was approved for a supplemental request and decision item that combined for an additional \$358,718 annually, bringing the Long Bill appropriation for CRSP up to its current annual level of \$815,850 (which constitutes about 8% of CRSP’s current annual budget). CRSP has developed this current decision item for SFY 2010-11 to take into account both the increased need for employability services in the current economy, and the increased numbers of refugees who will begin accessing TANF cash assistance on October 1, 2009.

This Decision Item is based on the trends for FFY 2002 through FFY 2008 and projection data for FFY 2009 for the Colorado Refugee Services Program, shown in the following table:

| | | FFY 2002 Actual | FFY 2003 Actual | FFY 2004 Actual | FFY 2005 Actual | FFY 2006 Actual | FFY 2007 Actual | FFY 2008 Actual | FFY 2009 Projected |
|---|--|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|-----------------------------------|
| 1 | Total refugee, asylee and secondary arrivals | 712 | 752 | 1107 | 1122 | 1110 | 1165 | 1523 | 1880 |
| 2 | Total recipients of cash assistance | 704 | 796 | 1206 | 1323 | 1394 | 1190 | 1704 | 2256 |
| 3 | Total TANF-type recipients of cash assistance | 400 | 503 | 799 | 922 | 927 | 724 | 1102 | 1489 |

| | | FFY 2002 Actual | FFY 2003 Actual | FFY 2004 Actual | FFY 2005 Actual | FFY 2006 Actual | FFY 2007 Actual | FFY 2008 Actual | FFY 2009 Projected |
|----------------|--|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|-----------------------------------|
| 4 (3 ÷ 2) | Percentage of TANF-type recipients of cash assistance | 56.8% | 63.2% | 66.3% | 69.7% | 66.5% | 60.8% | 64.7% | 66.0% |
| 5 | Total cases for TANF-type cash | 108 | 129 | 198 | 221 | 228 | 172 | 275 | 361 |
| 6 (3 ÷ 5) | Average case size for TANF-type cash | 3.70 | 3.90 | 4.04 | 4.17 | 4.07 | 4.21 | 4.01 | 4.12 |
| 7 | Total months of TANF-type cash paid for all cases | 268 | 450 | 823 | 822 | 802 | 575 | 970 | 2413 |
| 8 (7 ÷ 5) | Average months of TANF-type cash paid per case | 2.48 | 3.49 | 4.16 | 3.72 | 3.52 | 3.34 | 3.53 | 6.7 |
| 9 | Total actual CARES RCA paid per year (in thousands) | \$513 | \$550 | \$960 | \$952 | \$1,029 | \$840 | \$1,216 | \$2,369 |
| 10 (9 ÷ 2) | Average cost per recipient per year of CARES RCA | \$729 | \$690 | \$796 | \$719 | \$738 | \$706 | \$714 | \$1,050 |
| 11 | Percentage of ESL students in beginning classes | 29% | 42% | 46% | 54% | 52% | 50% | 56% | 54% |
| 12 | Total annual number of students enrolled in ESL | N/A | 397 | 539 | 621 | 627 | 599 | 786 | 1235 |
| 13 | Federal funding through Refugee Social Services | \$1,009,796 | \$919,750 | \$815,422 | \$882,950 | \$777,106 | \$1,036,508 | \$1,022,179 | \$1,111,714 |
| 14 (13 ÷ 1) | Refugee Social Services funding per arrival | \$1,418 | \$1,223 | \$737 | \$787 | \$700 | \$890 | \$671 | \$591 |

Of particular note in these calculations are these trends and facts:

1. Line 1: CRSP does not have enough data as of June 2009 to make projections for most of the data points for FFY 2010. However, it does project 2626 new arrivals for FFY 2010. Consistent with past years, the Department anticipates that about 66% of these arrivals will be TANF-eligible and part of the caseload to receive services funded through this Decision Item. This represents a dramatic increase for Colorado, which exceeds the national rate of increase, and is driven in large part by the significant increase in secondary migration to Colorado (mostly to Weld and Morgan Counties). Secondary migrants are refugees who had arrived and been resettled in a state other than Colorado, and had moved to Colorado on

their own because of family or community ties, or because of perceived economic opportunities. Resources made available through this Decision Item will ensure statewide parity of refugee services to compensate for the impact of secondary migration.

The refugees being resettled in Colorado in FFY 2009 and continuing in FFY 2010 represent one of the most diverse caseloads CRSP has worked with over the past decade. Various ethnic groups from Burma (mostly Karen and Chin) have been displaced from their homeland and have been living in jungle refugee camps for upwards of fifteen years, often at the expense of literacy in their own cultures and any job experience. For these refugees, resettlement represents challenging progress. In addition, urban Iraqi refugees have been displaced from their homeland during just the past three years, and were for the most part members of a highly professional and upwardly mobile segment of their society. For these refugees resettlement is a struggle, which is compounded by, and compounds, a high prevalence of mental health issues resulting from war trauma and torture. The Bhutanese (ethnic Nepalese who were evicted from Bhutan and denied reintegration in Nepal), arrive in the United States with some bilingual skills and job experiences, and are probably best suited to the opportunities most likely to be offered through resettlement in Colorado. Despite this wide range of differences in arriving populations, not only is federal funding flat, but also it is not differentiated enough in purpose to allow states to adapt to the evolving and diverse needs of arriving populations. Thus, the programs supported through this Decision Item will provide for increased literacy training, increased mental health services, re-credentialing assistance, and increased employment specialists to promote early employment.

2. Line 4: Throughout FFY 2009, the percentage of the caseload that is TANF-eligible is remaining constant. However, because of the increase in arrivals, the number of TANF recipients continues to increase.
3. Line 7 thru Line 10: The total months of TANF-eligible cash assistance paid (Line 7), and the average duration of individual receipt of cash assistance (Line

8), have increased considerably during FFY 2009 as a result of the recession. As a result, the total cost for cash assistance for all refugees in Colorado (Line 9) and the average cost for cash assistance per refugee (Line 10) have dramatically increased. These increased levels are expected to remain constant throughout FFY 2010. This means that more refugees receiving more TANF cash assistance payments for longer periods will require a corresponding increase in access to the types of employability and services supported through this Decision Item. These services must increase not only to meet the requirements for the ongoing receipt of cash assistance, but also to make refugees even more competitive for jobs that unemployed mainstream community members will now compete for because of their own loss of employment.

4. Line 11 and Line 12: English as a Second Language (ESL) need and utilization is one of the best indicators for changes in trends for the refugee caseload. Line 11 shows that as a result of the increased diversity of the arriving caseload (discussed for Line 1 above), the percentage of the refugee caseload in beginning ESL classes remains constant. However, as a result of the economic factors resulting in a longer and more competitive job search, more refugees than ever are accessing ESL programs and staying in them longer. The increase in statewide ESL programs for refugees is the largest line item use for the funds in this Decision Item, and is more urgent because there are no other state funded adult education programs that can assist refugees with ESL.
5. Line 14: Refugee Social Services (RSS) is the primary funding source for all of the employability services offered by CRSP, including employment services, ESL and pre-employment training services, mental health services, schools support services for non-Denver County schools, and legal services for assistance with permanent residence and citizenship applications. Beginning with FFY 2008, there has been a severe decline in the amount of funding per arriving refugee. This is the result of the large increase in the arriving caseload, which is not matched by the three-year look-back formula funding of RSS. This decline in funding coincides with a significant increase in need, because of the impact of the

General Description of Request:

This request will allocate an additional \$3,083,526 to the Colorado Refugee Services Program (CRSP) from the federal Temporary Assistance for Needy Families (TANF) Block Grant. No state General Fund or new state FTEs would be needed to support this request. This additional funding will bring the amount of TANF funding in the CRSP line to a total of \$3,899,376. This request will assist CRSP to serve: the increased number of refugee arrivals to Colorado; the increased dispersion of refugees throughout the state; the increased diversity and complexity of the caseload; and the increased difficulty in securing early employment and early self sufficiency for refugees because of the recession. These funds will allow CRSP to maintain the relatively high percentage of refugees who avoid TANF cash or services assistance as a result of achieving self sufficiency through the culturally and linguistically appropriate employability services offered by CRSP, and will assist CRSP to better prepare refugees for more complete integration in their new American communities.

Despite their best intentions, the counties do not have sufficient resources to develop and maintain the culturally and linguistically appropriate employability services that would benefit refugees, and thus contribute to a significant termination or reduction in TANF utilization by refugees, or promote integration. It is a far more efficient use of resources, and better serves the target population, for CRSP to develop and manage refugee-specific services than for each county to attempt the same thing. Therefore, as a prominent goal in its annual strategic plans, CRSP continues to build on its positive relationship with Colorado Works to utilize funds from the TANF Block Grant to support an increase in the depth and diversity of the employability services offered to TANF-eligible refugees. The high employment placement percentages that CRSP obtains through its employability services not only benefit refugees, but also benefit counties through

increased work participation rates and decreased months of payments of TANF cash assistance.

Because CRSP does not provide any direct services, it contracts with other public and non-profit private organizations for the delivery of the wide range of employability services that promote refugee self-sufficiency. Currently, CRSP has nearly thirty contracts with about ten primary contractors for these services. CRSP defines “employability services” according to the federal regulations for refugee services at 45 CFR 400.154 and 45 CFR 400.155, which are similar to TANF services.

The additional services to be funded through this request include: WorkStyles pre-employment training through Spring Institute for Intercultural Learning; English as a Second Language training through Emily Griffith Opportunity School; paid work experience; on-the-job-training; job retention and job upgrade services; job skills education vouchers; individual development accounts; transportation; drivers education; childcare; peer support; mental health services; supportive services assistance payments; employment services staffing; case management staffing.

Consequences if Not Funded:

There are no statutory consequences for not funding this request. The fiscal consequences could be measured by the increased months of TANF cash assistance for refugees who do not become self sufficient, and the decreased work participation rates. Perhaps of greater fiscal consequence, and more difficult to measure, is the potential not to increase integration by refugees because of their lack of access to the range of proposed new programs. CRSP would continue to provide its current level of self-sufficiency (employability) services, knowing that an opportunity was postponed to invest in increased TANF avoidance, and increased integration readiness and commitment, for refugees.

Calculations for Request:

| Summary of Request FY 2010-11 | Total Funds | General Fund | Cash Funds | Reappropriated Funds | Federal Funds | FTE |
|---|--------------------|---------------------|-------------------|-----------------------------|----------------------|------------|
| Total Request | \$3,083,526 | \$0 | \$0 | \$0 | \$3,083,526 | 0.0 |
| (7)Office of Self Sufficiency, (C)Special Purpose Welfare Programs, (7)Refugee Assistance | \$3,083,526 | \$0 | \$0 | \$0 | \$3,083,526 | 0.0 |

| Summary of Request FY 2011-12 | Total Funds | General Fund | Cash Funds | Reappropriated Funds | Federal Funds | FTE |
|---|--------------------|---------------------|-------------------|-----------------------------|----------------------|------------|
| Total Request | \$3,083,526 | \$0 | \$0 | \$0 | \$3,083,526 | 0.0 |
| (7)Office of Self Sufficiency, (C)Special Purpose Welfare Programs, (7)Refugee Assistance | \$3,083,526 | \$0 | \$0 | \$0 | \$3,083,526 | 0.0 |

The calculations for the budget for this Decision Item are in the table below. These funds will be used to assist only that percentage of the CRSP refugee caseload that is TANF-eligible, which currently is estimated at 66% (Line 4 of Trends/Projection table on Page 8). CRSP has other federal funds to provide the same services for those refugees who are not TANF-eligible. No state FTE are created through this funding. All services are implemented through state contracts with non-profit agencies.

| Decision Item Budget Calculations | | |
|-----------------------------------|------------------------------------|--------------------|
| 1 | Workstyles Pre-Employment Training | \$382,900 |
| 2 | English As A Second Language | \$505,000 |
| 3 | Paid Work Experience | \$208,000 |
| 4 | On-The-Job Training | \$216,000 |
| 5 | Drivers Education | \$72,000 |
| 6 | Transportation | \$299,475 |
| 7 | Mental Health Services | \$101,160 |
| 8 | Childcare | \$315,315 |
| 9 | Non-Recurrent Short-Term Benefits | \$240,850 |
| 10 | Staffing – Employment | \$378,894 |
| 11 | Staffing – Case Management | \$363,932 |
| | TOTAL | \$3,083,526 |

Assumptions for Calculations:

These funds will be used to assist only that percentage of the CRSP refugee caseload that is TANF-eligible, which currently is estimated at 66% (Line 4 of Trends/Projection table on Page 8). CRSP has other federal funds to provide the same services for those refugees who are not TANF-eligible. No state FTE are created through this funding. All services are implemented through state contracts with non-profit agencies.

1. Workstyles Pre-Employment Training:
Spring Institute For Intercultural Learning: A total cost of **\$382,900** to support the WorkStyles pre-employment training and post-employment support programs, which will be expanded to address both the increased caseload in Denver and Colorado Springs, and the expanded caseload to Greeley and Ft. Morgan. Comprised of the following:

- \$218,400 for WorkStyles, based on a unit cost of \$15,600 per program for this 2-week, 60-hour pre-employment training program that serves an average class size of 18 participants. WorkStyles provides pre-employment training on such topics as United States culture of work, workplace communications and conflict resolution, resume preparation and interview skills, and finding and retaining employment. The \$15,600 unit cost is the current cost per program. For Colorado Springs, there would be 6 programs (\$93,600). For Ft. Morgan, there would be 3 programs (\$46,800). For Greeley, there would be 5 programs (\$78,000). Spring Institute would partner with Lutheran Family Services for those three sites, and would also approach either District 2 or 11 in Colorado Springs for a possible partnership.
- \$23,400 for Women's Empowerment WorkStyles, based on a unit cost of \$11,700 per program for this 2-week, 45-hour pre-employment training program that serves an average class size of 12 participants. Similar to WorkStyles as described above, this program provides additional assistance to help women overcome gender and cultural barriers to venturing from the home (often for the first time) to gain employment. For Colorado Springs, there would be 2 programs for \$23,400. This program relies on Lutheran Family Services providing playgroup supervision.
- \$141,100 for cultural orientation, based on a unit cost of \$4,150 per program for this 2-week (20 classroom hours) program that serves an average of 25 participants per program. For Denver, in order to increase the responsiveness of this program to new arrivals, there would be an additional 10 programs per year (\$41,500). For Ft. Morgan and Greeley, because the communities do not have a history of working with refugees or the specific national and ethnic groups currently arriving, cultural orientation would be as much for these new receiving communities as the arriving refugees. For Ft. Morgan, there would be 4 programs (\$16,600), and for Greeley there would be 8 programs (\$33,200). For Colorado Springs, there would be 12 monthly programs (\$49,800).

2. English As A Second Language:

Emily Griffith Opportunity School: A total of **\$505,000** to support additional breadth and depth of vocational English as a Second Language (ESL) programs. This funding will address both the increased caseload in Denver and Colorado Springs, and the expanded caseload to Greeley and Ft. Morgan. Comprised of the following:

- \$180,000 to support additional classes for ESL in Denver so as to reduce the overcrowding in classrooms that average 230% larger than optimal levels. At an average of \$972.97 per student per year (assuming a classroom size of about 20), this will serve an additional 185 students with a full year of new classes.
- \$60,000 will increase the number of tutors, because with the classroom enrollments as high as they have been, there is a significant need for additional support in the classroom. There will be about 10 additional tutors at an average annual wage of \$6,000.
- \$96,000 will increase Work Intensive Skills Camp (WISC) teachers, at an average of \$48,000 annually per teacher (salary and fringe). This includes funding for one out of three teachers in the current WISC programs that serves low level students, and funding for one out of two teachers for a higher level WISC with a focus on the health industry and clerical occupations.
- \$22,000 for Colorado Springs will support additional ESL classes for the increased number of initial placements. At an average of \$973 per student per year (assuming a classroom size of about 20), this will serve an additional 23 students with a full year of new classes.
- \$42,000 for Fort Morgan will support new ESL classes. These classes will be in the evening for individuals who are already working, and thus be of shorter duration. At an average of about \$487 per student per half-year, this will serve about 86 students.
- \$84,000 for Greeley will support new ESL classes. These classes will be in the evening for individuals who are already working, and thus be of shorter duration. At an average of about \$487 per student per half-year, this will serve about 172 students.
- \$6,000 for equipment and supplies to benefit all of the programs.
- \$5,000 for professional development for all of the staff.

- \$10,000 for additional management FTE to supervise and monitor the proportionate expansion of programs through this funding.
3. Paid Work Experience:
City and County of Denver Office of Economic Development Division of Workforce Development: A total of **\$208,000** to support additional Paid Work Experience. These funds will increase work opportunities in targeted industries (mainly the medical field, which is more suitable for and favored by many refugees), and will increase the incentive for businesses to permanently hire the refugees after the training period. (\$1,300 per month (at an average of \$7.50 per hour) for four months per refugee = \$5,200, for 40 refugees per year = \$208,000 per year).
 4. On-The-Job Training:
City and County of Denver Office of Economic Development Division of Workforce Development: A total of **\$216,000** to support additional On-the-Job Training. These funds will extend the current subsidy from six months to twelve months for additional refugees. (An average of \$3,600 per refugee (over a maximum of six months), for 60 refugees per year = \$216,000 per year).
 5. Drivers Education:
City and County of Denver Office of Economic Development Division of Workforce Development: A total of **\$72,000** to support additional drivers education classes. (A projected cost of \$600 per class per refugee for 120 refugees = \$72,000 per year).
 6. Transportation:
African Community Center, Ecumenical Refugee and Immigration Services, and Lutheran Family Services: A total of **\$299,475** to be divided between the agencies proportionate to their final projected arrival numbers (which are determined by September of each year). Transportation funds will support participation in WorkStyles,

ESL, Work Intensive Skills Camp, cultural orientation, and mental health therapy. (An average caseload of 990 refugees will receive bus passes of \$55 per month, for a total of 5.5 months (which is the current average length of time until employment) = \$299,475).

7. Mental Health Services:

Jewish Family Service: A total of **\$101,160** will support additional mental health services that promote employability. (An average annual caseload of 120 refugees will utilize clinical services that cost an average of \$843 per refugee).

8. Childcare:

African Community Center: A total of **\$315,315** will be provided to African Community Center to provide childcare for refugees from all of the voluntary agencies. These funds would assist approximately 715 parents, by allowing them to attend educational and pre-employment training programs or attend job interviews. Funding would thus provide the separate location and staffing (4 contract staff) to assist an estimated 1,430 children per year (for an average period of two weeks each) at an average annual cost of \$220.50 per child = \$315,315.

9. Non-Recurrent Short-Term Benefits:

African Community Center, Ecumenical Refugee and Immigration Services, and Lutheran Family Services: A total of **\$240,850** to be divided between the agencies proportionate to their final projected arrival numbers (which are determined by September of each year). These funds will provide additional needs-based supportive services that have a monetary value to individual refugees on a case-by-case basis, as part of their family self-sufficiency plan (individual responsibility contract) to obtain employment. Examples of such assistance would be monthly rent support or the payment for an advanced training class specific to the individual refugee. This support will be used in many cases to ensure that the benefits provided through TANF provide the same quality of housing, learning opportunities, etc., as is available to refugees receiving the higher grant standards through Refugee Cash Assistance.

This is a new activity for CRSP, and thus the calculation is based on a working assumption (informed by Colorado Works) that about 10% of the amount used for cash assistance payments will be used for supportive services assistance. The estimate CRSP provided to the Office of Refugee Resettlement for Refugee Cash Assistance in FFY 2010 was \$2,408,500.

10. Staffing – Employment:
African Community Center, Ecumenical Refugee and Immigration Services, and Lutheran Family Services: A total of **\$378,894** to be divided between the agencies proportionate to their final projected arrival numbers (which are determined by September of each year). These funds will support continuing and additional employment specialist staff to assist the TANF-eligible caseload throughout the state. These staff (contract) are calculated based on 8.1 FTE at an average salary of \$46,777 (salary and benefits) for a total of \$378,894.

11. Staffing – Case Management:
African Community Center, Ecumenical Refugee and Immigration Services, and Lutheran Family Services: A total of **\$363,932** to be divided between the agencies proportionate to their final projected arrival numbers (which are determined by September of each year). These funds will support continuing and additional case management staff to assist the TANF-eligible caseload throughout the state. These staff (contract) are calculated based on 7.8 FTE at an average salary of \$46,658 (salary and benefits) for a total of \$363,932.

Impact on Other Government Agencies: Not Applicable

Cost Benefit Analysis: **COST:** CRSP is requesting an additional \$3,083,526 in order to fully implement the culturally and linguistically appropriate employability services for refugees that it has proposed. This additional amount will bring the amount of funding in the Long Bill for CRSP to a total of \$3,899,376. All of these funds will come from the federal TANF

Block Grant. Colorado Works has reviewed and endorsed this request. *No state funds or new state FTEs would be needed to support this request.*

BENEFIT: As a result of approving this request there is a greater likelihood for Colorado to obtain:

- 1) A savings benefit through a decrease in TANF Basic Cash Assistance for TANF-eligible refugees, because on average refugees who receive employability services through CRSP receive far fewer months of cash assistance than do mainstream TANF recipients. CRSP at this time cannot project accurately the annual savings benefit for Colorado resulting from the total months of savings in Basic Cash Assistance for the refugee caseload, because consistent data is not available through CBMS concerning the number of months of TANF Basic Cash Assistance that refugees currently receive in the absence of specialized employability services through CRSP, and because as of October 1, 2009 about 66% of the CRSP caseload will begin receiving Refugee Cash Assistance immediately upon their arrival in Colorado. Baseline data will be developed with Colorado Works to better compare the months of Basic Cash Assistance for mainstream TANF recipients and refugees. An effort will also be made to determine how much the specialized employability services through CRSP contribute to the anticipated lower utilization of Basic Cash Assistance. Initially, this cannot be quantified before it happens.
- 2) A savings benefit through a decrease in services for refugees. While there will certainly be a decrease in the funds counties would have to dedicate to developing and maintaining cultural and linguistic competencies to assist refugees through services, data does not exist yet through Colorado Works to determine current total or average services costs specific to refugees. Baseline data will be developed with Colorado Works to better compare county services costs against specialized employability services from CRSP.

A 2008 study funded by the Office of Refugee Resettlement compares several refugee sites in different states, and demonstrates that the state that spent the most on ESL and services for refugees achieved a higher initial wage at employment placement and larger annual wage gains over the four years of the study. However, because refugee services are so diverse, refugee studies have not reduced this data to a formula, whereby a dollar spent is multiplied by some predictable and averaged factor to result in a savings benefit.

- 3) An income benefit through an increase in new monthly state income taxes paid by refugees. The average hourly wage upon employment for refugees was \$10.07 in FFY 2008 and CRSP projects this will be about the same in FFY 2009. At \$10.00 per hour, the monthly contribution to the Colorado tax base would be \$121.33 (at a 7% rate) per employed refugee. It is difficult at this time, however, to project a meaningful total refugee contribution to the tax base because employment placement percentages are in such flux because of the economy, and it is difficult to project how many refugees will actually be employed. The employment placement percentage within the initial eight months of receiving cash assistance for TANF-eligible refugees was 59.2% for FFY 2008. However, for the first six months of FFY 2009, this percentage had declined to 35.7%. CRSP will be better prepared to make this income benefit projection with complete FFY 2009 data and FFY 2010 projections by November 2009.
- 4) A benefit of well-being for both the refugees and the receiving Colorado communities in which they live, because of the increased culture, capacity and confidence that refugees will bring to integration as a result of these expanded programs. While quantitative tools are available to CRSP to measure integration factors, the monetary benefit to Colorado from integration is possibly priceless.

Implementation Schedule:

| Task | Month/Year |
|--|----------------------|
| Internal Research/Planning Period: | April thru June 2010 |
| Contracts: Written between CRSP and its various contractors for refugee specific employability services | June 2010 |
| Start-Up Date: Note that because these employability services are expansions of the services already offered by CRSP, there will be no lost time for implementation. | July 1, 2010 |

Statutory and Federal Authority:

Title 8, U.S.C., Chapter 14, Subchapter I § 1612 (2009)

(1) In general. Notwithstanding any other provision of law and except as defined in paragraph (2), an alien who is a qualified alien (as defined in section 1641 of this title) is not eligible for any specified Federal program (as defined in paragraph (3)).

(2) Exceptions

(A) Time-limited exception for refugees and asylees, with respect to the specified Federal programs described in paragraph (3), paragraph (1) shall not apply to an alien until 7 years after the date – (i) an alien is admitted to the United States as a refugee under section 207 of the Immigration and Nationality Act [8 U.S.C. 1157]; (ii) an alien is granted asylum under section 208 of such Act [8 U.S.C. 1158]; or (iv) an alien is granted status as a Cuban or Haitian entrant (as defined in section 501 (e) of the Refugee Education Assistance Act of 1980).

(3) “Designated Federal program defined. For purposes of this chapter, the term “designated Federal program” means any of the following:

(A) Temporary assistance for needy families. The program of block grants to States for temporary assistance for needy families under Part A of title IV of the Social Security Act [42 U.S.C. 601 et seq.]

Title 8, U.S.C., Chapter 14, Subchapter I § 1613 (2009)

(a) In general

Notwithstanding any other provision of law and except as provided in subsections (b), (c), and (d) of this section, an alien who is a qualified alien (as defined in section 1641 of this title) and who enters the United States on or after August 22, 1996, is not eligible for any Federal means-tested public benefit for a period of 5 years beginning on the date of the alien's entry into the United States with a status within the meaning of the term "qualified alien".

(b) Exceptions

The limitation under subsection (a) of this section shall not apply to the following aliens:

(1) Exception for refugees and asylees

(A) An alien who is admitted to the United States as a refugee under section 207 of the Immigration and Nationality Act [8 U.S.C. 1157].

(B) An alien who is granted asylum under section 208 of such Act [8 U.S.C. 1158].

(C) An alien whose deportation is being withheld under section 243(h) of such Act [8 U.S.C. 1253] (as in effect immediately before the effective date of section 307 of division C of Public Law 104-208) or section 241(b)(3) of such Act [8 U.S.C. 1231 (b)(3)] (as amended by section 305(a) of division C of Public Law 104-208).

(D) An alien who is a Cuban and Haitian entrant as defined in section 501(e) of the Refugee Education Assistance Act of 1980.

(E) An alien admitted to the United States as an Amerasian immigrant as described in section 1612 (a)(2)(A)(i)(V) of this title.

26-2-703 (17.7) C.R.S. (2009) "Qualified alien" means a qualified alien as defined by rule of the state board in conformance with the personal responsibility and work opportunity reconciliation act.

State of Colorado Executive Order D0012 94, designates the Colorado Department of Human Services to develop, review and administer the State Plan for refugee services through the Colorado Refugee Services Program.

Performance Measures:

| Program | Performance Measure | Outcome | <u>FY-2007-08</u> Actual | <u>FY-2008-09</u> Actual | <u>FY-2009-10</u> Estimate | <u>FY-2010-11</u> Request |
|--------------------------|---|------------------|-------------------------------------|-------------------------------------|---------------------------------------|--------------------------------------|
| Refugee Services Program | Achieve and maintain 70% of TANF-eligible refugee cases that achieve cash assistance terminations as the result of employment within eight months after admission into the United States. | Benchmark | 70.00% | 70.00% | 70.00% | 70.00% |
| | | Actual | 59.2% | 35.7% | N/A | N/A |

The lack of adequate resources combined with the worsening economy have contributed to the steadily increasing gap between CRSP's employment placement goal of 70% and the actual numbers. The resources that would be made available through this Decision Item should contribute to improved percentages.