



The LEWIN GROUP

Colorado Works Program Evaluation: 2006 Annual Report

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The Advisory Committee has been guiding the study from the inception and reviewed earlier drafts of the report. The Advisory Committee members are:

Karen Beye (Chair) – Broomfield County
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The report would not have been possible without the cooperation of staff in the county welfare departments across the state who responded to the county survey and provided detailed information on each county's policies and practices. We would also like to thank staff in the 18 counties that met with us for the site visit component of this study. There is not enough space to mention everyone we met with, but we gratefully acknowledge the assistance provided.

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EXECUTIVE SUMMARY

Following enactment of the federal Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) in August 1996, the state of Colorado implemented its Temporary Assistance for Needy Families (TANF) program, Colorado Works. PRWORA repealed the Aid to Families with Dependent Children (AFDC) program, a federal entitlement to assistance, and replaced it with the TANF program. PRWORA authorized capped block grant funding to states for TANF, imposed a five-year time limit on lifetime cash assistance provided with federal TANF funds, and mandated stricter work participation requirements than had existed under AFDC.

The Colorado Department of Human Services (CDHS) contracted with The Lewin Group and its partners, the University of Colorado's Health Sciences Center, the Johns Hopkins University's Institute for Policy Studies, and Capital Research Corporation, to perform an in-depth study of the Colorado Works program. The study's design was developed by the Lewin team in consultation with CDHS officials and an Advisory Committee consisting of representatives of the counties and Colorado's advocacy community. This report presents findings from the first year of that study.

The Colorado Works Program

Colorado Works was implemented in July 1997. The federal law and regulations emphasized moving welfare clients quickly into work. This diverged from an earlier emphasis of the AFDC program on skill development through participation in education and training activities in lieu of immediate employment. In addition, the four stated purposes of TANF focused on family stability as well as employment:

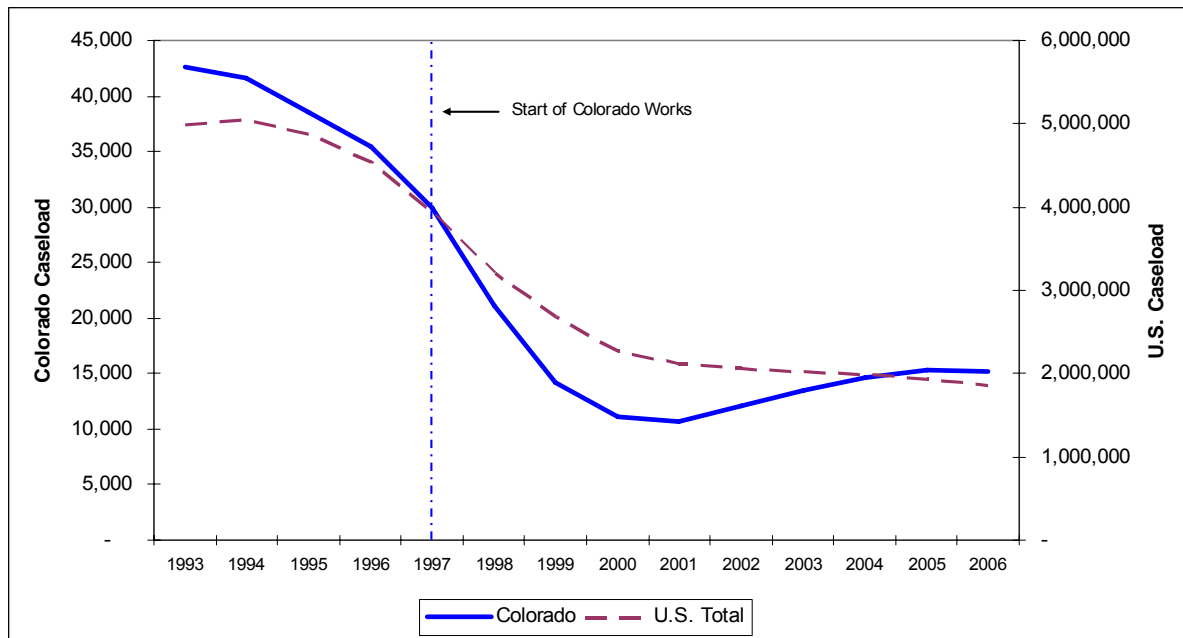
- Assisting needy families so that children can be cared for in their own homes
- Promoting work and marriage to end dependency
- Preventing out-of-wedlock pregnancies
- Encouraging two-parent families

However, the state allowed counties to make many of the important decisions regarding how to operate their county programs, including how much emphasis to place on employment versus skill development or education, and how to address the four purposes of TANF.

Following welfare reform, the state experienced a substantial reduction in the number of families receiving cash assistance. As *Figure ES.1* shows, the average monthly number of families receiving welfare assistance declined from 42,543 families receiving AFDC in 1993, to 10,639 families in 2001, a 75 percent decline, outpacing the national decline of 57 percent. This coincides with a period of strong economic growth for the state. The reforms implemented by the state also likely contributed to the decline; as the figure shows, the rate of decline accelerated immediately following implementation of Colorado Works in 1997.

Between 2001 and 2005, the caseload in Colorado has increased by about 10 percent each year. Colorado was considerably impacted by the economic downturn resulting from the collapse of the technology sector and reduced tourism following September 11th. In addition, over this time period, the state experienced a significant increase in its population.

Figure ES.1: Average Monthly Caseload by Year



The Colorado Works program is characterized by three features. First, **Colorado devolved a significant amount of control to counties.** The state has long valued local control of programs and gives considerable autonomy and discretion to the 64 counties in the design and implementation of their Colorado Works programs. This level of county control is due, in large part, to the diversity within the state and ensures that local policies reflect the specific needs of residents. Counties also contribute financially to the program. Second, **counties have established an extensive network of agencies and organizations that are involved in the delivery of services clients need.** The counties use this network to expand the range and quality of services available to participants. Third, **counties have used the flexibility allowed under TANF to implement a number of promising initiatives that support the broader purposes of TANF.** For example, several counties have implemented youth initiatives (including non-marital pregnancy prevention programs), fatherhood programs, strategies to keep families from entering the child welfare system, and a broad range of strategies to help individuals with special challenges to employment (e.g., health or substance abuse problems, mental health issues, domestic violence issues, and homelessness).

Major Activities

During the first year of this study, the major activities of the evaluation included the following:

- **A survey of county Colorado Works programs.** An Internet-based survey administered in the summer of 2005 asked county program administrators about the practices, successes, and challenges of their respective programs. The survey documented the diversity of the policies, practices, and operations among the county programs, and collected information on special topics not available from program data or county plans.
- **Site visits.** Eighteen counties were selected for in-depth site visits. Counties were chosen based on their innovative, unique, or interesting service delivery strategies and initiatives, as well as to represent the range of economic and geographic conditions within the state. The counties visited were: Adams, Arapahoe, Bent, Boulder, Denver, El Paso, Fremont, Garfield, Huerfano, Jefferson, La Plata, Larimer, Mesa, Pueblo, Rio Grande, Saguache, Weld, and Yuma. Interviews were conducted with approximately 350 administrators and staff in county DSS/Colorado Works agencies, partner agencies, and employers.
- **Analysis of special topics.** As part of the study, the Advisory Committee chose four topics of specific interest to it and DHS for in-depth examination. These topics were: (1) *Coordination and collaboration* between county Colorado Works programs and other human services programs and partners; (2) *Employment services* used by counties to encourage employment, job retention and career advancement; (3) *Family-oriented and preventative services* such as interventions to keep families from entering the child welfare system, youth initiatives, and fatherhood programs; and (4) *Strategies for assisting the hardest-to-employ clients* who face barriers to employment such as lack of education or disabilities. The research team prepared separate reports on each of the topics based on information that was compiled from the site visits and supplemented with analysis of the data from the survey of counties and administrative data.
- **Collection and analysis of state administrative data.** This report includes analysis from the state's Legacy system, which was used by the Colorado Works Program until August 2004 to track Colorado Works participants' characteristics, payment histories, work activities, and eligibility information.

Key Findings

The state of Colorado has given counties considerable discretion in the design and operation of their Colorado Works programs. Counties have used this flexibility to select policy options that reflect their priorities and the characteristics of their counties, fund a wide range of initiatives targeting different needs in the community, collaborate extensively with partner agencies and organizations in the community, and provide a broader mix of benefits and services over time. Key findings from the first year of this study include the following:

State Policies and Socioeconomic Environment

- **Counties have considerable discretion over important Colorado Works policies.**

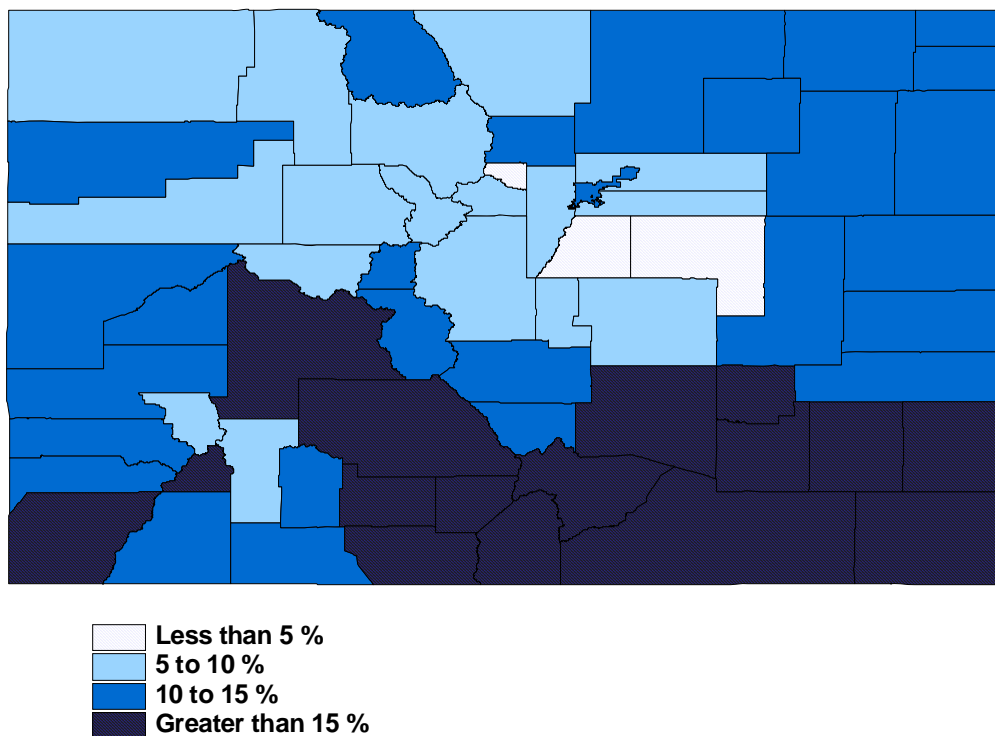
Counties vary in terms of how work requirements are applied, how individuals' employability is determined, what counts as acceptable activities for meeting individual work requirements, how sanctions are applied, how diversion options are used, and the extent to which other assistance

beyond basic cash assistance is offered. The choices made by county administrators reflect local community priorities, as well as local economic conditions and need.

- **The state as a whole has a fairly stable economy, but there are high-poverty areas in the state that present special challenges to family services and employment programs.**

Compared to other states, Colorado’s average education level is fairly high and its poverty rate is lower than the national average. Some areas, such as in the Front Range, Western Slope, and Mountain regions, are experiencing relatively strong economic growth. However, much of Colorado is rural – over 30 of the 64 counties have population density of ten or fewer persons per square mile – and many of the state’s rural areas have experienced limited economic growth and relatively high poverty. *Figure ES.2* shows poverty rates by county. As this figure shows, the Eastern Plains and southern Colorado have higher levels of poverty relative to the other areas.

Figure ES.2: Poverty Rates by County, 1999



Selected Service Delivery Strategies

- **Collaboration and coordination with other agencies and organizations is a central feature of Colorado Works programs in most counties.**

Through collaborative arrangements, county Colorado Works programs access a wider range of services and expertise than otherwise possible. Collaborative efforts involve linkages with Colorado Workforce Centers, for employment and training services; employment, training, and education providers, for job training and education services; and other agencies and

organizations for family services and counseling, child welfare, substance abuse, mental health, housing, child-care, and disability-related services.

- **There is variation in the agency structure for delivering employment services and in the types of employment components and services provided to Colorado Works clients.**

In 10 of 18 counties visited, the Colorado Works agency provides employment services in-house. When work-related activities are handled by an outside entity, the provider is usually the local Workforce Center or other outside contractor, such as Goodwill Industries. Job readiness workshops and work experience are the most common employment-specific activities. A number of Colorado Works programs have an extensive network of employers that have agreed to serve as work experience sites for clients. Some of these networks have over 100 employers, mainly in public agencies and non-profit organizations.

- **While employment is an important objective, other key objectives among Colorado Works counties involve addressing family service needs.**

Counties are pursuing a number of interesting approaches, including: collaboration with child welfare agencies and other efforts to prevent out-of-home placements; programs designed to increase parental involvement (e.g., education and home-based programs and fatherhood and family formation initiatives); and a broad array of youth programs (e.g., non-marital pregnancy prevention programs, summer employment and training initiatives, and in-school services for high-risk youth). Counties recognize that such services can be part of a holistic approach to serving low-income families.

- **County Colorado Works programs have developed a number of strategies for identifying and addressing clients' barriers and special needs.**

Counties most commonly provide services to help clients with disabilities access Supplemental Security Income (SSI) and Vocational Rehabilitation services. Other strategies identified include helping clients with mental health issues, substance abuse problems, domestic violence issues, and housing issues either through referrals to outside agencies or on-site programs. More broad-based strategies involve training staff to be aware of important issues affecting Colorado Works families and using specialized case managers to assist clients with specific needs.

Caseload Characteristics and Trends

- **A fairly high percentage of Colorado Works recipients are disadvantaged educationally or economically. Still, Colorado Works recipients appear to be less disadvantaged, on average, than the national caseload.**

In 2004, about 36 percent of the single-parent families in the Colorado Works program did not have a high school diploma or GED, compared to the national average of 45 percent. Child-only cases comprise 29 percent of Colorado's caseload and 37 percent of the caseload nationwide. On average, adults on cases receiving diversion assistance (lump-sum assistance provided to families in lieu of basic cash assistance) appear to be more job ready than the average single-parent

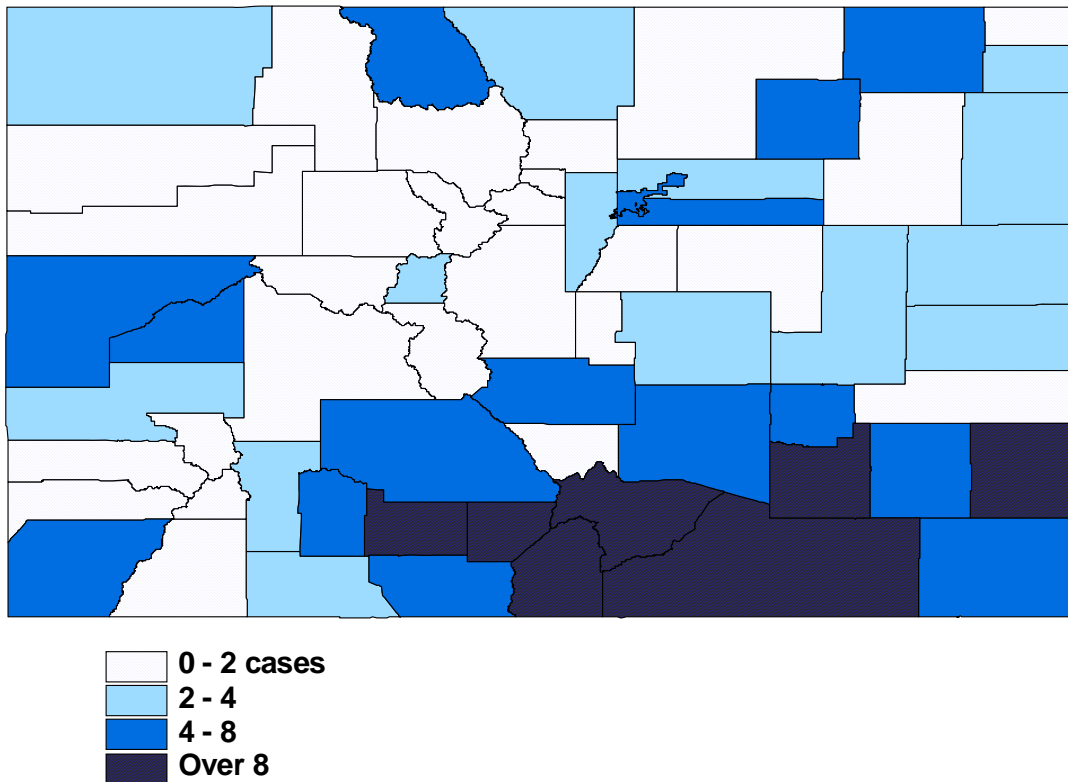
family, which is to be expected, given this assistance is intended for families with mainly short-term needs.

- **While most Colorado Works families live in the Denver and Colorado Springs areas, counties in the southeast portion of the state have both the highest poverty rates in the state and higher than average per capita caseloads.**

Two-thirds of the state’s TANF families live in five counties – Denver, Arapahoe, El Paso, Jefferson, and Adams; together these counties served close to 10,000 of the 15,505 cases in the state in State Fiscal Year (SFY) 2004. Many of the remaining counties serve relatively few cases, and approximately one-half of all counties serve fewer than 25 cases. Certain counties have experienced significant increases in their caseload in recent years. For example, caseloads in Arapahoe County and Jefferson County more than doubled between SFY 2001 and SFY 2004.

Figure ES.3 presents the number of cases per 1,000 persons in each county. This figure shows that counties located in the southeast portion of the state have a higher case-per-population ratio than counties in other regions.

Figure ES.3: Caseloads per 1000 Persons, SFY 2004



- **Counties increased the number and amount of diversions and other assistance provided in recent years.**

The numbers of state and county diversion grants provided to families increased from SFY 1998 to SFY 2002, with decreases only between SFY 2002 and SFY 2004. Counties also provide other assistance to families who are receiving basic cash assistance, including assistance for transportation, education and other work activities, and bonuses, incentives, and supplemental cash assistance. The share of basic cash assistance cases receiving supplemental service payments steadily increased from 27 percent of all cases in SFY 1998 to 48 percent in SFY 2004.

- **A substantial share of Colorado Works adults participate in a work- or education-activity each month, although others are in “county-only” activities, generally reserved for adults with identified barriers.**

In a given month in SFY 2004, about 60 percent of Colorado Works participants were participating in a work- and/or education-related activity. About 23 percent of adults participated in unsubsidized employment, 24 percent in job search, and 13 percent in a work experience program, community service, or CWEP placement. Another 12 percent were participating in an education or training activity. The analysis conducted for this report did not attempt to estimate the rate that would be calculated for meeting the federal work participation requirement (this work will be done in the next year).

About 29 percent of all Colorado Works adults in SFY 2004 had an identified barrier, and were not in a work- or education-related activity, although they may have been receiving other services during this period to help them alleviate their problems. Among county-only activity participants, over 30 percent had medical issues and 11 percent mental health issues. More than 5 percent were in the process of applying for SSI. Others not in a work- or education-related activity or county-only activity were receiving short-term assessment, employment planning, or case management services or in sanction status.

Future Work

The next year of the Colorado Works evaluation will explore several new topics of interest to the state and Advisory Committee and conduct new analyses from a longitudinal database currently being constructed for this study. The work to be performed in SFY 2007 is described below.

- **Longitudinal Study.** The next phase of the evaluation will rely heavily on the collection and analysis of data from several sources: (1) Colorado Benefits Management System (CBMS) and historical case-level data from the legacy information systems it replaced; (2) quarterly wage records of clients from the National Directory of New Hires; (3) subsidized child care records; (4) child support program records; and (5) child welfare records. A longitudinal file will be created that follows Colorado Works clients over time and tracks their characteristics, services (including services provided by partner agencies), and welfare and employment outcomes.
- **Fiscal Study.** A special study will analyze how counties are spending TANF funds. Counties have considerable flexibility in how they use their funds to meet objectives of the federal legislation and the objectives of the state’s Colorado Works program. There is variation across counties in the relative level of funding each county receives, the amounts each county contributes to Colorado Works, and the amounts leveraged at the

local level by collaborating with other agencies, programs, and employers. First, the study will analyze county variation in spending for Colorado Works across key cost items reported to the state. Second, it will analyze counties' use of TANF funds, including (1) investments in community resources and capacity building (including prevention initiatives); (2) transportation initiatives; and (3) the use of TANF funds to leverage other resources to meet the purposes of Colorado Works.

- **Work Participation Study.** Through the Deficit Reduction Act (DRA) of 2005, Congress reauthorized the TANF program through 2010 and significantly increased the effective work participation rate requirements that states must achieve to avoid a penalty. While the DRA maintains the 50 percent work participation requirement for all families and 90 percent requirement for two-parent families, it shifts the base year for calculating the caseload reduction credit from 1995 to 2005. Federal regulations were released in June 2006, providing more detailed criteria for calculating the rates, and states are required to use the new criteria starting in Federal Fiscal Year 2007. This study will analyze county participation using the latest CBMS data, characterize who is not participating and the reasons for non-participation, review the literature on effective strategies, and contact counties that have achieved high rates to learn what they are doing to achieve the rates.
- **Diversion Study.** Data from the legacy system and CBMS provide information on counties' use of diversion grants. This study will document the eligibility criteria and maximum payments allowed, the use of diversion assistance, and the employment and welfare outcomes following diversion. In addition, the study will describe how diversion policies have been implemented by counties.
- **Sanction Study.** The primary goal of sanctions is to encourage clients to participate in work activities, although sanctions may also increase the reporting of earnings from employment already in place. This study will examine how counties have implemented sanction policies, the extent to which sanctions are used or cases are closed for demonstrable evidence, the distribution of reasons for sanctions/closures, and the outcomes following sanctions.
- **Participation Perspective Study.** Through focus groups with current and former Colorado Works recipients, this study will investigate which Colorado Works policies and services were helpful and not helpful for clients to achieve self-sufficiency. The focus groups will be conducted in four communities across the state.
- **Employer Study.** This study will gather systematic information from selected employers in Colorado to examine their involvement with Colorado Works and the reasons they hired welfare recipients. The focus will be on employers that are currently collaborating with Colorado Works, drawing lessons from them about engaging employers more broadly, particularly those in the private sector. The data collection will involve a review of existing information and telephone interviews with a purposively selected group of employers (primarily nominated by county Colorado Works program administrators).

CHAPTER 1: INTRODUCTION

Following enactment of the federal Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) in August 1996, the state of Colorado implemented its Temporary Assistance for Needy Families (TANF) program, Colorado Works. PRWORA repealed the Aid to Families with Dependent Children (AFDC) program, a federal entitlement to assistance, and replaced it with the TANF program. PRWORA authorized capped block grant funding to states for TANF, imposed a five-year time limit on lifetime cash assistance provided with federal TANF funds, and mandated stricter work participation requirements than had existed under AFDC.

The 1996 federal law also defined four program purposes of TANF:

- Assisting needy families so that children can be cared for in their own homes
- Promoting work and marriage to end dependency
- Preventing out-of-wedlock pregnancies
- Encouraging two-parent families.

States were given considerable flexibility in designing their TANF programs to address these four purposes, including deciding how much of the federal funding is used for cash benefits, employment services, supportive services, and other activities. With its long tradition of local control of programs, Colorado in turn gave significant autonomy and discretion to its 64 counties in the design and implementation of their Colorado Works programs. This level of county control is due, in large part, to the diversity within the state and ensures that local policies reflect the specific needs of residents. As Colorado's state TANF plan delineates, "counties develop their program plans to deliver the most appropriate benefits and services to the eligible participants in their communities," subject to federal and state requirements.

The Colorado Works Program

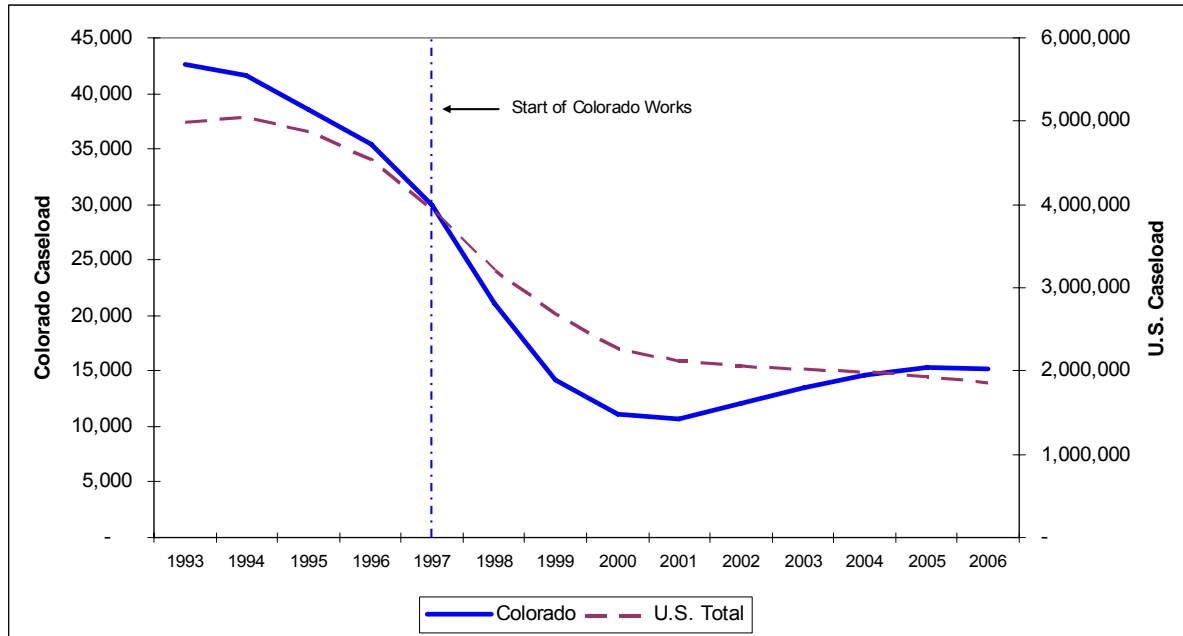
Colorado Works was implemented in July 1997. The federal law and regulations emphasized moving welfare clients quickly into work. This diverged from an earlier emphasis of the AFDC program on skill development through participation in education and training activities in lieu of immediate employment.

Following welfare reform, the state experienced a substantial reduction in the number of families receiving cash assistance. As *Figure 1.1* shows, the average monthly number of families receiving welfare assistance declined from 42,543 families receiving AFDC in 1993, to 10,639 families in 2001, a 75 percent decline, outpacing the national decline of 57 percent. This coincides with a period of strong economic growth for the state. The reforms implemented by the state also likely contributed to the decline; as the figure shows, the rate of decline accelerated immediately following implementation of Colorado Works in 1997.

Between 2001 and 2005, the caseload in Colorado has increased by about 10 percent each year. Colorado was considerably impacted by the economic downturn resulting from the collapse of

the technology sector and reduced tourism following September 11th. In addition, over this time period, the state experienced a significant increase in its population.

Figure 1.1: Average Monthly Caseload by Year



Source: U.S. Department of Health and Human Services, Administration for Children and Families AFDC/TANF caseload reports

A. The Colorado Works Program Evaluation

The Colorado Department of Human Services (CDHS) contracted with The Lewin Group and its partners, the University of Colorado's Health Sciences Center, the Johns Hopkins University's Institute for Policy Studies, and Capital Research Corporation, to perform an in-depth study of the Colorado Works program. The Colorado Works Program Evaluation began in January 2005 and was designed in active consultation with CDHS and an Advisory Committee consisting of representatives from the counties and Colorado's advocacy community. The evaluation's general design focuses on policies and strategies that appear to contribute to program success. Its research objectives include:

- Providing descriptive information on Colorado Works clients, including
 - General characteristics;
 - Activities and services in which they participate; and
 - Employment and other outcomes.
- Analyzing the extent to which clients and county Colorado Works programs interact with other key programs.
- Identifying potentially promising strategies and approaches.

The key data sources for the study are state administrative data, a survey of county Colorado Works programs, and findings from 18 field-based site visits.

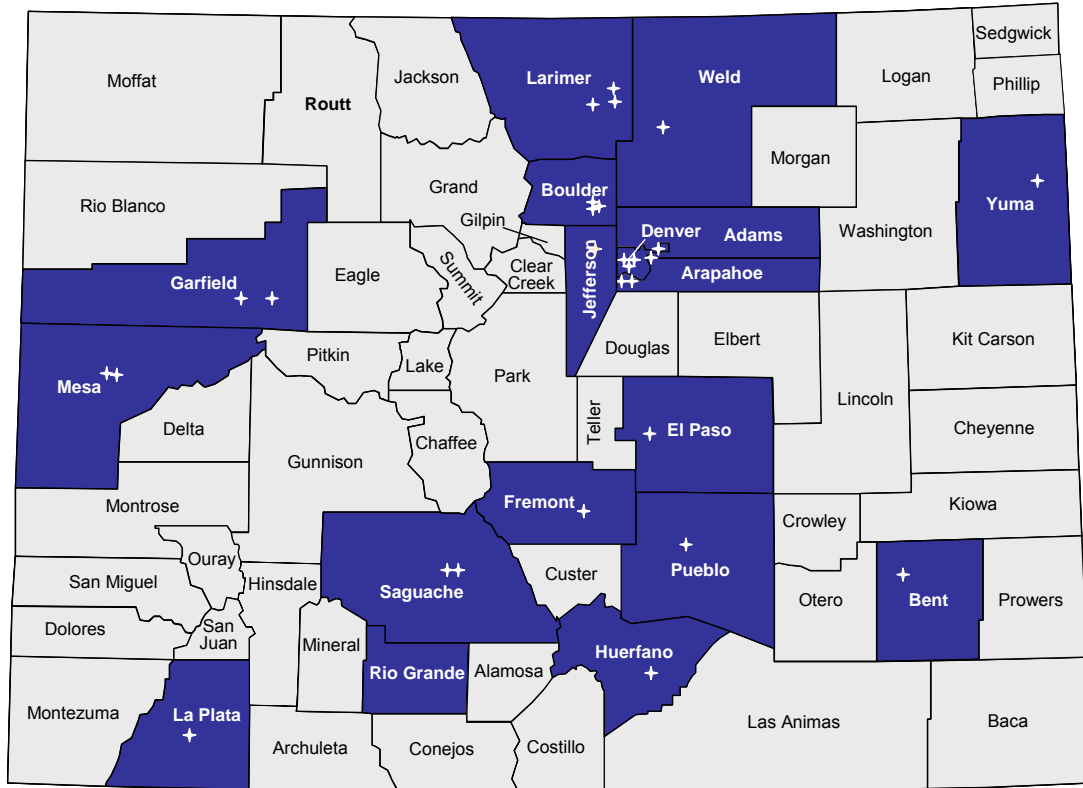
During the first year of the project, the major activities of the evaluation included:

A survey of county Colorado Works programs. An Internet-based survey administered in the summer of 2005 asked county program administrators about the practices, successes, and challenges of their respective programs. The survey documented the diversity of the policies, practices, and operations among the county programs, and collected information on special topics not available from program data or county plans. Ninety-seven percent of counties completed surveys (representing 62 out of the 64 counties) and follow-up calls were conducted with 92 percent of county directors (representing 57 of the counties) to expand on some details. In addition, all county Colorado Works plans were reviewed. The plans include basic policy parameters, such as the number of months the county's sanctions last. To ensure both that the information used in the evaluation is current and that the CDHS database of county plans is up-to-date, each county was asked to verify the accuracy of a profile of its Colorado Works policies and update it if necessary.

Site visits. Based on findings from analyses of administrative data and the county survey, 18 counties were selected for in-depth site visits. Counties were chosen based on their innovative, unique, or interesting service delivery strategies and initiatives, as well as to represent the range of economic and geographic conditions within the state. The counties visited were: Adams, Arapahoe, Bent, Boulder, Denver, El Paso, Fremont, Garfield, Huerfano, Jefferson, La Plata, Larimer, Mesa, Pueblo, Rio Grande, Saguache, Weld, and Yuma (see *Figure 1.2.*). The field work was conducted between October 2005 and January 2006. During the visits, the research team conducted semi-structured interviews with approximately 350 administrators and staff in county DSS/Colorado Works agencies, partner agencies, and employers. Topics covered include:

- Program design, structure, partners, and priorities;
- Intake, eligibility, case processing, and assessment and testing;
- Work participation and activities;
- Education and training policies, programs;
- Post-employment policies and programs;
- Special initiatives and supportive services for various populations; and
- Challenges facing the program, gaps in services, and plans for future initiatives.

Figure 1.2: Site Visit Counties



Note: The stars designate the location of Colorado Works offices within each site visit county

Collection and analysis of state administrative data. As part of the evaluation, a longitudinal file is being created that follows Colorado Works clients over time and tracks their characteristics, services, and outcomes. Information will come from the following data sources:

- The Colorado Benefits Management System (CBMS) and historical data from the “Legacy” information systems it replaced;
- Quarterly wage records from the National Directory of New Hires ;
- Subsidized child care records;
- Child support enforcement records; and
- Child welfare records.

This report includes analysis from the Legacy Data. Analysis of the other data sources will occur in the upcoming year of the evaluation and will include CBMS data.

Analysis of special topics. As part of the study, the Advisory Committee chose topics of specific interest to it and DHS for in-depth examination. Using the information collected during the site

visits, supplemented with analysis of the data from the survey of counties and the administrative data, the research team prepared reports on each of the topics.¹ These topics were:

- **Coordination and collaboration** between county Colorado Works programs and other human services programs and partners.
- **Employment services** used by counties to encourage employment, job retention and career advancement; and relationships with employers and industries.
- **Family-oriented and preventative services** such as interventions to keep families from entering the child welfare system, youth initiatives, and fatherhood programs.
- **Strategies for assisting the hardest-to-employ clients** who face barriers to employment such as lack of education or disabilities.

Findings are summarized in Chapter 4 of this report.

B. Structure of the Report

This report summarizes findings from the first year evaluation activities. It is divided into five chapters.

Chapter 2: Colorado Works Policies. This chapter summarizes the county plans and policies.

Chapter 3: Socio-Economic Environment. This chapter focuses on variation in the demographic and economic characteristics of Colorado's 64 counties.

Chapter 4: Selected Service Delivery Strategies. This chapter summarizes the findings from the four special topic reports: strategies for assisting the hard-to-employ, family and preventative services, employment services, and collaboration and coordination.

Chapter 5: Caseload Characteristics and Trends. This chapter presents information about the characteristics of the families served by the Colorado Works program, the benefits and services received, trends in the caseload, and the work activities that recipients participated in while enrolled in Colorado Works.

Appendix A. This Appendix includes supplementary tables on county characteristics.

Appendix B. This Appendix includes supplementary tables on caseload characteristics and trends.

¹ The four reports are: John Trutko and Burt Barnow, *Program Coordination and Collaboration in the Colorado Works Program*; Demetra Smith Nightingale and Judy Emery, *Employment Services and Employer Interaction in Colorado Works Programs*; Karen Gardiner and Lesley Turner, *Family and Preventative Services in Colorado*; and Mary Farrell and Sam Elkin, *Serving the Hard-To-Employ in Colorado*.

CHAPTER 2: COLORADO WORKS POLICIES

The CDHS TANF plan outlines how the state will implement the provisions of the Colorado Works program. However, the state provides counties with substantial flexibility within the broad state plan to determine the approaches that would best achieve the four purposes of PRWORA. This chapter outlines Colorado's broad state policies, discusses some of the areas in which the counties make policy choices, and gives some examples of the range of diversity in policy choices.

Counties are required to submit a county plan to the state, which is reviewed and approved by CDHS. Most of the information included in this chapter is based on a review of the Colorado Works State Plan and the County Colorado Works Plans.² In some instances, these sources are supplemented with information from the county survey conducted in the summer of 2005 and site visits to 18 counties conducted in the fall of 2005.³

A. Benefits and Services

Eligibility Criteria and Benefit Levels

The state sets uniform statewide basic eligibility criteria and minimum levels for basic cash assistance. Counties may pay additional benefits and incentives to recipients above the basic benefit level. The basic rules set by the state are the following.

Eligibility

- The earnings limit for a single-parent family of three is \$6,132/year.
- Two-parent families are eligible on the same basis as single-parent families.
- The asset limit is \$2,000. One vehicle per household is excluded from the asset calculation.
- Lawful permanent residents (LPRs) are generally barred during their first five years as LPRs.

Benefits

- The maximum benefit for a family of three is \$356/month.
- During the first 12 months of assistance, two-thirds of participant income is disregarded.
- The state does not pass through or disregard child support income.
- The lifetime limit on benefits is 60 months.

² The Colorado Works State Plan is currently available at <http://www.cdhs.state.co.us/oss/CWP/State%20Plan.%20January%201.%202006.pdf>

³ CDHS constructed a database containing summaries of key elements of each county's policies, which it provided to the research team. When contacting counties about the county survey, the team asked the counties to confirm or update these summaries and to send copies of relevant policies. The team received materials from 26 counties. The data reported in this chapter are largely from the summaries. For counties that did not provide an update, the data used come from the original database. For several counties, some of the data are missing from the database.

Counties must submit plans when they provide additional forms of assistance, such as cash assistance, lump sum payments, payments for specific items, and vouchers. Some of the other forms of assistance are described below.

Assessments

The state plan requires that all applicants be assessed no later than 30 days after applying for benefits. The assessment focuses on the services or assistance the family needs to become self-sufficient. During this assessment, the adult and the county enter into a “contract” that outlines each party’s responsibility. The Individual Responsibility Contract (IRC) or treatment plan describes the benefits and services to be provided to the family, which could include cash assistance, diversion assistance (discussed below), and/or family preservation services. It also includes the individual’s plan regarding employment or preparation for employment.

Counties use a wide variety of tests, screening tools, and assessments, and often contract with other organizations to conduct formal assessments. Commonly used tools include the TABE (Test of Adult Basic Education), interest inventories (e.g., CHOICES, COPS, COPES, Career Thoughts Inventory), GATB (General Aptitude Test Battery), job readiness assessments, and screens for barriers to employment such as the SASSI test for substance abuse. The survey of county programs showed that in many counties staff are given wide discretion whether to screen participants for specific barriers, particularly with regard to mental health problems and learning disabilities, and less so for domestic violence and substance abuse (for which about one-third of counties routinely use specific assessment tools).

Child-only Cases

Child-only cases are TANF cases in which no adult recipient is included in the TANF cash grant. There are a variety of reasons why an adult might be excluded from the case. The most common reason is that the child is living with a relative who does not have financial responsibility under the law to support the child. In this situation, the caretaker’s income and assets are not considered in determining eligibility for TANF. In other cases, the child might be living with the parent, but the parent is receiving Supplemental Security Income (SSI) or is ineligible for TANF due to the parent’s alien status.

One category of child-only cases involves children leaving foster care. The state allows the counties to use a different need standard when determining TANF eligibility for children who are exiting foster care into the legal custody or guardianship of a grandparent. Counties have the option of using the TANF need standard or the average foster care home maintenance payment to determine eligibility for cash assistance. As shown in **Table 2.1** about one in five counties use the alternative need standard.

Table 2.1: Need Standard Used for Grandparent Guardianship

	Percentage of Counties*
Colorado Works eligibility	79.0%
Average foster care home maintenance payment	21.0

*Out of 62 counties. No data available for two counties.

Some counties have also elected to provide additional assistance to caretakers on child-only cases, regardless of whether the child had previously been in foster care. Several counties noted in their survey responses that they provided supplemental payments to caretaker relative cases. This amount generally fell between \$100 to \$200 per month per child. In addition, 32 counties reported that they offer particular services or activities for child-only cases. Examples of services provided to caretakers include counseling, case management, and assistance with legal and transportation needs. Some counties provide services for the children in these households, including, for example, recreational programs, tutors, good grade incentives, and assistance paying for school activities.

Counties provide these services to child-only cases in various ways. For example, in Pueblo County, two specialist workers handled the relative care cases. The specialists facilitated two support groups that met once a month, where relative caretakers could obtain information on nutrition, custody, and parenting. In some instances, the specialists might attend court cases or make home visits. If the caretaker were complying with his or her treatment plan, which could include attending the workshops, he or she was eligible for up to an additional \$250 for the first child, and a smaller amount for additional children. This program ended in 2005 due to budget cuts.

Another example is Denver County, which provides additional funds, or “incentive payments,” to relative caretakers if they turn in a Monthly Status Report (MSR) and comply with child support enforcement to establish support orders from both biological parents.⁴ The additional funds increase the basic cash grant from \$99 to \$280 for relatives caring for one child, to \$369 for relatives caring for two children, with families with additional children eligible for similar increases in funding. Other supportive service funds are also available for transportation and clothes for children in school, family counseling, and referrals to support groups for caretaker relatives.

Time Limits

For regular cash assistance, adults are limited to 60 months of federally-funded TANF assistance during their lifetime. Up to 20 percent of the state caseload funded with federal assistance may receive an extension beyond the 60 months, but extended cases must meet hardship or domestic violence criteria.

The state-established possible hardship reasons are the following:

- Disability of the caretaker, children, or relatives
- Involvement in the judicial system
- Current or past domestic violence issues
- Instability that may include a caretaker with proven inability to maintain stable employment
- Inadequate or unavailable child care, housing, transportation, or employment opportunities

⁴ If the Child Support payment is greater than the basic TANF grant not including incentive payments, the family will not receive TANF.

- Other hardship reasons specified in a county plan. (Thirty counties established additional hardship criteria as a basis to provide benefits beyond 60 months.)

According to the survey, some counties have developed processes for determining whether clients reaching the time limit are eligible for an extension (e.g., some counties have committees that review extension applications). However, most counties reported that few families had reached the time limit in their counties and cases were handled on an individual basis.

The time limit on benefits is distinct from the *work trigger limit* at 24 months. The latter is a federal provision that requires adults participate in a work activity by month 24 or risk case closure.

Diversion and “Other Assistance”

The state authorizes two types of diversion programs that provide short-term lump-sum cash payments or non-cash assistance with the goal of helping the families avoid entering the welfare rolls. ***State diversion assistance*** is intended for those who qualify for basic cash assistance, but who may not need ongoing cash assistance. The participants must demonstrate they have a need for a specific item or type of assistance and are otherwise able to sustain themselves and their families via employment. ***County diversion assistance*** can be provided to families who are not eligible for basic cash assistance. The benefits and services must support the purposes of TANF and receipt of any benefit or service is subject to the county policy and availability of funds. The state does require that the diversion benefits and services are provided only to families with children or women who are pregnant in the third trimester. The county sets the limit on the family’s gross income, but the limit cannot exceed \$75,000 per year.

Counties may also provide clients with additional benefits, services and incentives above the basic benefit level. This may take the form of cash assistance, lump sum payments, payments for specific items, “supportive services,” or vouchers. Each county plan describes the type of “other assistance” provided within the specific county.

Table 2.2 shows the percent of counties that include the option of providing state diversions, county diversions, or other assistance in their county plans. As this exhibit shows, all counties have the option of providing state diversion and the vast majority have chosen to allow county diversion and other payments. Chapter 5 presents information on the actual use of diversion and other assistance in the state.

Table 2.2: Other Assistance and Diversion Policies

	“Other Assistance”	State Diversion	County Diversion
Percent of counties offering benefit	96.8%	100.0%	89.1%
Maximum income level allowed (family of 3)			
\$6,200 or less	17.7	n/a	1.7
\$6,201 – 26,000	3.2	n/a	6.9
\$26,001 – 37,000	1.6	n/a	13.8
\$75,000 or no specified limit	77.4	n/a	77.6
Maximum payment amount provided (family of 3)			
\$1,000 or less	16.1	9.4	17.2
\$1,001 – 1,500	21.0	31.3	20.7
\$1,501 – 2,000	11.3	10.9	12.1
\$2,001 – 2,500	16.1	17.2	8.6
Greater than \$2,500	9.7	18.8	25.9
No specified limit	21.0	14.1	12.1
Varies	4.8	1.6	3.4

Notes: Figures in exhibit assume a family of one adult and two children. “No specified limit” means that no limit was specified in the data provided to the research team. Limits on state diversion are the same as for basic cash assistance.

Diversions tend to be lump sum payments to clients, often in an amount equal to several months of the basic cash assistance grant. Clients who receive diversion payments are precluded from applying for TANF benefits for a specified number of months. For example, several counties visited provide a diversion payment equivalent to three months of cash assistance; diversion recipients cannot apply for TANF benefits again for three or four months. Some counties also apply a lifetime limit on the number of diversions an applicant can receive.

The visits to 18 counties also found wide variation in how diversions are used. In some counties, eligible applicants are those who have jobs but are temporarily not working or have job offers or prospects that make it likely they will be employed soon. Other counties reserve diversion assistance for clients who have specific immediate needs (e.g., for rent or electricity). In some counties, clients are required to do something for the diversion assistance. For example, in Pueblo County, while this program was in operation, clients who received diversion assistance were required to attend four workshops that covered topics such as budgeting, housing, education, and employment. La Plata County requires that clients put together a plan for how the diversion assistance will be used. If the plan is approved, a contract will be developed and signed by the TANF agency and the client, specifying what each has agreed to do. Clients are required to submit receipts showing that the grant was used for the agreed-upon purpose.

Other assistance is generally provided to families who are receiving TANF, but who need additional assistance for a specific need. For example, Arapahoe County uses these payments for education, training, and employment assistance, when this assistance will enable the participant to become self-sufficient and leave the TANF program. Many counties use other assistance to provide supportive services such as transportation assistance or clothing for job interviews or for work. Several counties use other assistance to provide incentives to clients. For example, in some

counties, payments are provided to clients who obtain their GED or other certificate, stay employed for a set number of months, or participate in a work-related activity.

B. Work Provisions

1. Work Participation Requirements

The federal law specifies that almost all recipients must participate in work activities when they have received assistance for 24 months or when they are considered job-ready, whichever comes first. The counties also define what is meant by “job-ready” leading to much variation. For example, Otero County counts everyone as job-ready except those who have verified physical or mental conditions that prevent employment, live in single-parent households with a child under eight weeks of age, or are teen parents still attending high school on a regular basis. Kit Carson County establishes job readiness on an individual basis, using among its criteria whether an individual has skills and work history relevant to the local job market, as well as child care, transportation, and family stability. Able adults will be mandated to participate in a work activity as part of their IRC.

The federal law also requires that every state meet certain work participation rates. Currently, 50 percent of all TANF cases and 90 percent of two-parent cases must be working or participating in a federally-specified allowable work activity for a minimum number of hours per week. In any given month, to count toward the state’s rate, a single parent must work or participate in a work activity for an average of 30 hours per week (or 20 hours if the individual has a child under six years old). Two-parent cases must meet a 35-hour requirement, or 55 hours if subsidized child care is provided.

PRWORA established 12 activities that count toward the federal work participation rate. These 12 activities are divided into nine “core” activities that count for the first 20 hours of required work and three “supplemental” activities that can only count as participation after the 20-hour requirement is met. The 12 activities are shown in **Box 2.1**.

In Colorado, each county’s plan specifies what types of activities count toward fulfilling the work participation requirement individuals must meet. The state does not limit counties to the federally-defined activities, but in all counties, some or all activities from this list are acceptable for meeting individual work requirements.

Box 2.1: Countable Work Activities Established By PRWORA

Core

- Unsubsidized employment
- Job search/job readiness assistance (limited to 6 weeks per year; no more than 4 consecutive weeks)
- Vocational educational training (limited to 12 months in lifetime)
- Work experience (unpaid work)
- On-the-job training (OJT)
- Subsidized private sector employment
- Subsidized public sector employment
- Community service programs
- Caring for child of community service participant

Supplemental

- Job skills training
- Education related to employment (if under age 20, do not need 20 hours in core)
- Satisfactory attendance at secondary school or GED (if under age 20, do not need 20 hours in core)

Three-quarters of the counties count all 12 activities towards the work requirements. Each of the other counties count at least seven. All or nearly all counties include high school or GED attendance, unsubsidized employment, job search activities (up to six weeks), vocational educational training, unpaid work experience, job skills training directly related to employment, and education directly related to employment.⁵ Between 55 and 59 counties include on-the-job training, subsidized private sector employment, subsidized public sector employment, and community service programs. Only 51 counties count providing child care services to participants in community service programs.⁶ It is important to note that while counties may identify certain activities as allowable work activities, in practice, the counties may not refer Colorado Works recipients to these activities. Some counties may have included these activities in their plans to ensure they have maximum flexibility in serving clients.

In addition to the 12 activities established by PRWORA, some counties count volunteer activities, vocational rehabilitation, substance abuse counseling or treatment, mental health counseling, domestic violence counseling, medical consultation, and home schooling as allowable work participation activities.

C. Exemptions from Work Participation Requirements

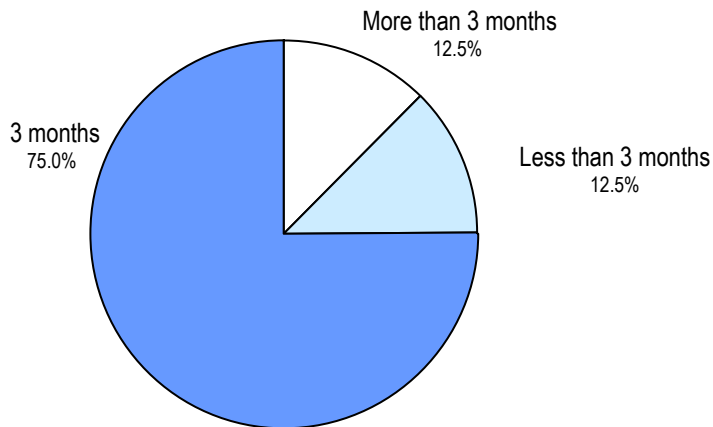
The State Plan exempts from work participation requirements adults with a domestic violence waiver or single parents with a child under age six for whom child care is unavailable. In addition, the county plan establishes the age of the youngest child that exempts single custodial parents from work. *Figure 2.1* shows the choices made by counties. As this exhibit shows, three-quarters of counties set the maximum age for an automatic exemption at three months. Thirteen

⁵ Recipients under age 18 who have not completed high school or its equivalent must attend high school, work on a GED, or be in an alternative education training program.

⁶ The number of counties presented in this section is out of 63 counties; information on work activities was not available for one county.

percent of counties set a lower exemption threshold, with the lowest set at 1½ months. Another thirteen percent set the maximum age at greater than three months, with one county setting it at six years and the others at 18 months or lower.

Figure 2.1: Age of Youngest Child Exempt from Work Requirements



Note: Out of 56 counties. No data available for eight counties.

Sanctions

Recipients mandated to participate in a work activity who fail to do so without good cause are sanctioned. The county determines the good cause reasons for failure to participate. The state establishes three progressive levels of sanctions.

- The first sanction is 25 percent of the assistance unit’s cash grant for a period of not less than 1 month, but not more than 3 months. It remains in effect until cured (i.e., the recipient participates in work activities or complies with other IRC requirements). Sanctions not cured by the end of the sanction period progress to the second sanction.
- The second sanction is 50 percent of the assistance unit’s cash grant for a period of not less than 1 month, but not more than 3 months. Second sanctions not cured by the end of the sanction period progress to the third sanction.
- The third sanction results in the termination of cash assistance for a period of not less than 3 months, but not more than 6 months. If a participant reaches the third sanction level, all subsequent sanctions are at the third level.

The county establishes the number of months at each level, within the parameters set by the state. **Table 2.3** shows the choices selected by the counties. The vast majority of counties apply the minimum period – one month – for the first sanction. For the second sanction, a little over half of the counties apply sanctions of 2-3 months, compared to a minimum of one month. By the third sanction, about half of counties apply the minimum period of three months, and about half apply the maximum of six months.

Table 2.3: Minimum Number of Months for Sanction

Minimum Length of Sanction	Percent of Counties*
<i>Level 1</i>	
1 month	93.7%
2 months	3.2
3 months	3.2
<i>Level 2</i>	
1 month	44.4
2 months	27.0
3 months	27.0
4 months	1.6
<i>Level 3</i>	
3 months	49.2
4 months	1.6
6 months	49.2

*Out of all 64 counties.

In addition to using the formal sanction policies, counties can close cash assistance cases for demonstrable evidence. This might happen if a client declares that he or she is unwilling to participate in an activity or refuses to sign an IRC. A participant who completes an IRC and agrees to participate, but attends sporadically, can be sanctioned, but the case should not be closed according to guidance provided by the state.⁷

D. Fiscal Issues/Policies

Each year, the counties receive an allocation of the total county block grant. The state segregates some of the state funding from the federal TANF block grant to increase its program flexibility (some of the federal requirements, including the 60-month time limit, do not apply if funded with segregated state funds). For example, counties could choose to:

- Fund participants who are disabled and applying for SSI with assistance from segregated funds to stop the federal clock.
- Provide assistance to noncitizens ineligible for federal TANF because of their alien status. This could include qualified aliens who arrived after August 22, 1996, but who have not been in the country for over five years.
- Pay for medical services that are not funded by Medicaid and not eligible for funding with commingled TANF funds.
- Fund capital construction that meets one of the four TANF purposes (e.g., for the construction of child care centers, social service buildings, employment centers, and counseling centers).

Table 2.4 shows the percent of counties that have a policy allowing it to use segregated funding for one of these four purposes.

⁷ See CDHS Letter, #TCW-02-13-A, dated December 4, 2002.

Table 2.4: Use of Segregated Funding

Purpose for Which Segregated Funding is Used	Number of Counties With Data	# Counties Using Segregated Funding For This Purpose	% Counties Using Segregated Funding For This Purpose
Assistance not counting toward 60-month federal time limit	61	8	13.1%
Capital construction	59	6	10.2
Benefits to non-citizens	60	5	8.3
Medical services	61	7	11.5

In addition, counties can also invest in community resources and vendors to provide non-cash/non-monetary services to clients. Some of the county plans outline the types of community resources in which the county invests. Examples include the following.

- Self-sufficiency services (e.g., education/training, job readiness assessment, job placement);
- Housing assistance;
- Transportation (e.g., to help fund a bus line in the community);
- Mental health services; drug and alcohol treatment;
- Domestic violence; and
- Food assistance or WIC assistance.

Finally, counties could transfer some of its block grant for child care and child welfare services. PRWORA made several changes that affected funding in these areas. It eliminated the former AFDC Emergency Assistance (EA) program (and rolled the funds into the states' TANF block grants) and reduced the Social Services Block Grant (Title XX) funds by 15 percent. Both programs were being used to fund child welfare-related services. PRWORA also consolidated federal child care funding streams and established the Child Care and Development Fund (CCDF). The welfare legislation allowed the state to transfer up to 30 percent of the block grant to the Child Care and Development Block Grant (CCDBG) or Title XX, limiting the amount that could be transferred to Title XX to 10 percent until FFY 2001, after which it was limited to 4.25 percent. Colorado, in turn, allowed the counties to transfer their allocation of the block grant to these programs, following the established federal rules. A future study will explore how counties used the TANF block grant to fund child care and child welfare services.

E. Conclusion

Counties have considerable discretion over some important Colorado Works policies. In particular, counties vary in terms of how work requirements are applied, how individuals' employability is determined, what counts as acceptable activities for meeting individual work requirements, how sanctions are defined and applied, how diversion options are used, and the extent to which other assistance beyond basic cash and support services are offered. To some degree, the variations reflect local community priorities regarding welfare generally, but they also reflect local economic conditions and need, which is examined in the next chapter.

CHAPTER 3: SOCIOECONOMIC ENVIRONMENT

The variations in policies and provisions described in the previous chapter reflect the diversity in county programs in Colorado. With the high degree of local discretion and authority in Colorado Works, each county designs its program to address the specific conditions of the county, including the characteristics of the population in need and local labor market conditions. This chapter describes demographic and economic characteristics of counties in Colorado. Overall, the state as a whole has a fairly stable economy, with some areas experiencing relatively strong economic growth. Compared to other states, average education levels are fairly high, and fewer families live in poverty compared to the nation as a whole. However, some substate economic conditions present special challenges to family services and employment programs, particularly in rural areas where there is limited economic growth and relatively high poverty.

A range of county-level economic and social variables of relevance to the objectives of TANF and Colorado Works were examined as part of this evaluation. The categories of information examined include:

- General demographic characteristics of the county's population, such as race and ethnicity,
- Key social factors, such as poverty rate and population density, and
- General labor market factors such as unemployment rate, prevailing wage, employment levels, and industry mix.

Data sources used include the U.S. decennial census, Colorado vital statistics and agency data, labor market information from the Colorado Department of Labor, and data on child well-being from Colorado Kids Count. In most cases, data are available for multiple years, and for each county and Metropolitan Statistical Area (MSA) in Colorado. A number of tables, presenting some of these data, are included in *Appendix A*.

A. Population Demographics

Colorado is predominantly white and non-Hispanic. As *Appendix Table A.1* shows, in 2000, Colorado's population was 75 percent white, Non-Hispanic and 17 percent Hispanic (of any race). About 4 percent was African American, 2 percent was Asian, and about 1 percent was Native American.⁸ About 9 percent of Colorado's population was foreign-born.⁹

However, the table also shows that some of Colorado's counties have significant minority populations. For example, a number have very large Hispanic populations. In 2000, Hispanics accounted for over 40 percent of the populations in Costilla, Conejos, Saguache, Rio Grande, Las Animas, and Alamosa Counties. Several counties also have relatively large immigrant populations; nearly 20 percent of the population in Eagle County, and 14 percent or more of the

⁸ Colorado Department of Local Affairs, State Demography Office, "2000 Population by Race and Hispanic Origin," <http://dola.colorado.gov/demog/Population/Race&HO/CORace.xls>, accessed online July 5, 2006 (original source US Census 2000).

⁹ Colorado Department of Local Affairs, State Demography Office, Summary File 3, "Nativity and Place of Birth 2000," <http://dola.colorado.gov/demog/GeoComparison.cfm> accessed online July 5, 2006 (original source US Census 2000).

population in Denver, Lake, Morgan, and Saguache Counties were foreign-born. A few counties have significant Native American and African American populations: 11 percent of Montezuma County's population and 5 percent of La Plata's were Native American; and there were significant African American populations in Denver (11%), Arapahoe (7%), Crowley (7%), El Paso (6%), and Fremont (5%).

Much of Colorado is very rural; 32 counties have population density of ten or fewer persons per square mile. On the other hand, in eight counties, mainly in the Denver area, the density is over 200 persons per square mile. More than two-thirds of the state's population lives in these metropolitan urban counties. Population growth also differs substantially by county. The state as a whole has experienced population growth, particularly in the Denver metropolitan area, but about ten non-urban counties have experienced declines since 2000 according to the State Demography Office.¹⁰ (See *Appendix Table A.2.*) There are a few exceptions to this general pattern; some rural counties in the south-central part of the state, such as Archuleta, Mineral, Custer, Ouray, and Saguache, have had modest population growth.

B. Income, Poverty and Family Structure

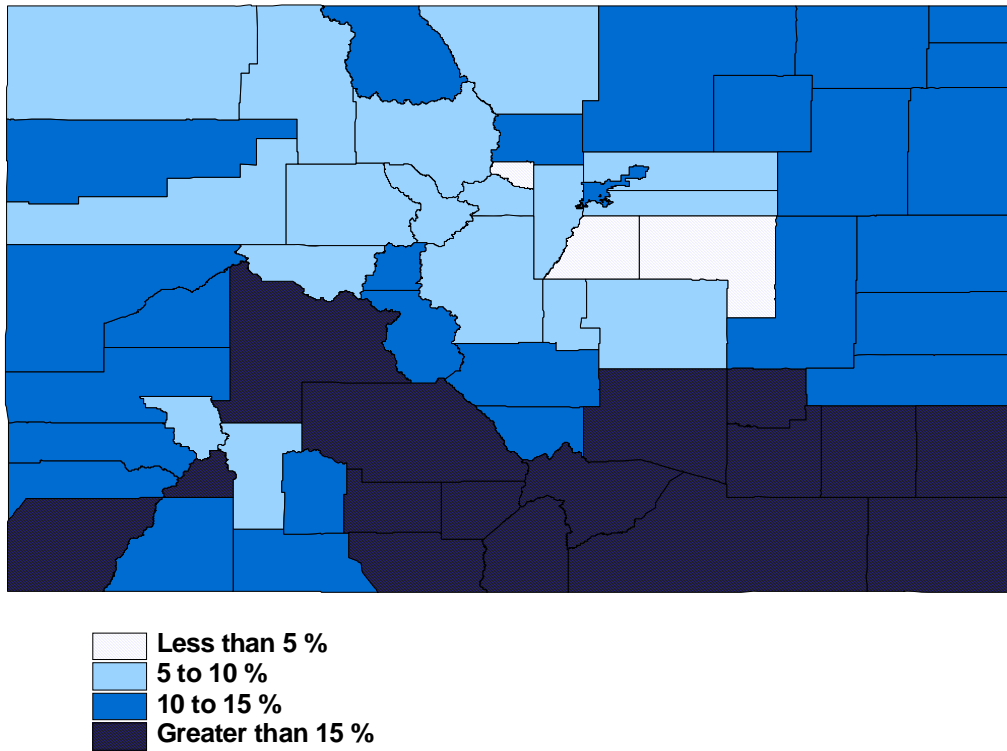
Colorado workers' average earnings are relatively high in comparison to other states. In 2004, average monthly earnings in Colorado were \$3,371.¹¹ As seen in *Appendix Table A.3*, four counties in the Denver area had average monthly earnings above \$3,700 (Arapahoe, Boulder, Broomfield, and Denver). Despite the generally high average earnings levels statewide, many counties have low earnings levels and high poverty rates. For instance, in 17 mainly rural counties, the average monthly earnings were less than \$2,100 (Baca, Bent, Conejos, Costilla, Dolores, Hinsdale, Huerfano, Jackson, Kiowa, Kit Carson, Lake, Mineral, Phillips, Rio Grande, Saguache, Sedgwick, and Washington). Similarly, while Colorado's poverty rate is below the national average (9.9 percent in 2004 compared to 12.6 percent for the U.S. as a whole¹²), within the state there is considerable variation, related to some degree to geographic location and population characteristics. In 1999, when the state poverty rate was 9.3 percent, county poverty rates ranged from less than 5 percent in Broomfield, Douglas, Elbert, and Gilpin counties to over 20 percent in Alamosa, Conejos, Costilla, Saguache, and San Juan counties. County poverty rates are shown in the map in *Figure 3.1*.

¹⁰ Colorado Department of Local Affairs, State Demography Office, "Table 3. Final Colorado Population Estimates By County, 2000 - 2004." <http://dola.colorado.gov/demog/FinalEstimates.cfm> Accessed online June 26, 2006.

¹¹ U.S. Census Bureau, Local Employment Dynamics, Quarterly Workforce Indicators, QWI Pivot Report, Colorado Counties, <http://lehd.dsd.census.gov/led/datatools/qwiapp.html> accessed online 6/26/2006. QWI data are currently available for 33 states and no national LEHD comparison is available. Based on data from the Bureau of Labor Statistic's Quarterly Census of Employment and Wages, Colorado ranked 12th among states in average weekly wages in 2004, and at \$775, Colorado's average weekly wages were 2.4 percent above the national average. (See <http://www.bls.gov/cew/home.htm>.)

¹² U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States 2004." <http://www.census.gov/prod/2005pubs/p60-229.pdf>. Accessed online July 10, 2006. See "Table 10: Percentage of People in Poverty by State Using 2- and 3-Year Averages: 2002 to 2004." Based on two year average.

Figure 3.1: Poverty Rates in Colorado Counties



Source: US Census 2000.

The range of poverty rates is even more pronounced when one considers family structure and ethnicity. According to the U.S. Census Bureau, about 28 percent of female-headed single-parent families nationwide had incomes below the poverty level (compared to 10 percent of all families and about 5 percent of married couple families). Increasingly, family income security depends on having more than one wage earner in the home; single-parent households are at a serious income disadvantage because they have just one potential earner. The poverty rate for all families with children in Colorado in 1999 was 9.2 percent, but for those families headed by a single woman, the poverty rate was 27 percent.¹³ Kids Count Colorado reports that the poverty rate for all children in Colorado has risen since 2000, to 14.2 percent in 2004, with a similar increase for all subgroups of children.¹⁴ Kids Count also shows that over 60 percent of single-parent families with children were poor in Costilla, Mineral and San Juan counties.

Many children are born into single-parent households. Nationwide, about 36 percent of births are to single mothers, with higher rates for Hispanics (46%) and non-Hispanic Blacks (69%).¹⁵ Colorado's rate is somewhat lower than the national average, with Kids Count reporting that 28

¹³ U.S. Bureau of the Census, "Children and the Families They Live In: 2000" (CENSR14); and U.S. Bureau of the Census, "Income, Poverty and Health Insurance in the United States: 2004" (P60-229).

¹⁴ Colorado Children's Campaign, "2006 KidsCount in Colorado!" p.2.

¹⁵ Child Trends DataBank, "Percentage of Births to Unmarried Women," <http://www.childtrendsdatabank.org/indicators/75UnmarriedBirths.cfm>, accessed June 15, 2006.

percent of births in Colorado are to single mothers, as shown in *Appendix Table A.4*. However, in 14 counties in Colorado, over 40 percent of all births are to single mothers.¹⁶

Ethnic minorities also have relatively high poverty rates. According to the U.S. Census Bureau, the poverty rate nationally for Hispanics, African Americans, and Native Americans is nearly double that of white individuals. Similarly, Kids Count reports that the poverty rate for children in immigrant families in Colorado is more than twice as high as for those in families where the parents were born in the U.S.¹⁷

It is also important to note, however, that immigrant children are more likely than other children to live with two parents. Seventy-seven percent of children in immigrant families in Colorado live in married-couple families, compared to 68 percent of children in families where parents were born in the U.S.¹⁸

C. Labor Market Conditions

Colorado, like the rest of the nation, is experiencing a gradual decrease in unemployment and fairly robust economic activity following the slow economy in 2002 and 2003. Colorado's 2005 unemployment rate of 5.0 percent was about the same as the national rate (5.1%); and in 2006 the unemployment rate continued to decline, averaging 4.4 percent (through May).¹⁹ In 16 counties the 2005 unemployment rate was below 4 percent. (See *Appendix Table A.3*.)

According to analysis for the Colorado Demography Office, the state, like the nation, is recovering from the post-2001 recession, with steady employment growth in 2004 and 2005.²⁰ Employment growth is particularly strong in the Front Range, Western Slope, and Mountains regions. In addition, there have been particularly strong growth in recent years in several industry sectors, particularly in the health, local government, and finance sectors. The employment situation in the Denver metro area is especially robust, with a 20 percent increase in employment between April 2005 and April 2006.

Despite this relatively strong economic situation, not all regions of the state have recovered from the early 2000s. In seven counties the 2005 unemployment rate was 7 percent or higher (Conejos, Costilla, Crowley, Dolores, Huerfano, Saguache, and San Juan), nor were all industrial sectors gaining jobs. Employment in manufacturing, administrative support, and information services continued to decline in 2005.

D. County Patterns

Examination of the factors discussed in the previous sections, including statistical correlations among all pairs of variables, suggest that counties in Colorado can be categorized by population

¹⁶ Colorado Children's Campaign, "County Level Information about Kids: Births to Single Women," http://www.aecf.org/cgi-bin/cliks.cgi?action=rank_results&subset=CO&areatype=county&indicatorid=5, accessed online June 15, 2006.

¹⁷ *Ibid.*, p. 8.

¹⁸ Colorado Children's Campaign, "2006 Kids Count in Colorado!" p. 7.

¹⁹ Unemployment data from Colorado Department of Labor and Employment, "Colorado Areas Labor Force Data", <http://www.coworkforce.com/lmi/ali/lfpage.asp> (accessed July 5, 2006). (Original source U.S. Bureau of Labor Statistics).

²⁰ Industry and employment statistics in this paragraph and the next are from the Center for Business and Economic Forecasting, Inc., "Colorado Economic Outlook: State's Recovery Continues, but..." Presentation at the Colorado State Demography Office Annual Meeting, November 2005, <http://dola.colorado.gov/demog/DemogMtg/DOLA111805a.pdf> accessed 06/26/2006.

density (i.e., urbanicity) and general socioeconomic status (i.e., poverty). Two obvious patterns emerge. First, most of the population (and, as discussed in the Chapter 5, welfare cases) are in the large urban/metro counties, but most counties are in non-metro and rural areas. Second, counties with high poverty rates are more likely than those with lower poverty to also have higher unemployment rates (correlation coefficient $r=.46$) and a relatively high Hispanic population ($r=.77$). Counties with the highest poverty rates tend to be in rural, non-resort, areas.²¹

The table below summarizes the number of counties by poverty level and population density; the counties in each cell are listed by name in *Appendix Table A.5*.

Table 3.1: Distribution of Colorado Counties by Population and Economic Status

	Urban/ Metro	Mid-size	Rural	Total
Low poverty (<10%)	7	4	12	23 (35.9%)
Average poverty (10-15%)	1	5	21	27 (42.2%)
Moderate to High poverty (15%+)	0	0	14	14 (21.9%)
TOTAL	8	9	47	64
(% of counties)	(12.5%)	(14.1%)	(73.4%)	(100.0%)
(% of state caseload, 8/04)	(67.6%)	(19.7%)	(12.7%)	(100.0%)

Note: The poverty categorization was developed relative to statewide poverty rate of 9.3% (2000). Urban/Metro counties are in MSAs, mid-sized counties are those with population density of 25-100 per square mile, and rural have density of less than 25 per square mile.

A major objective of this evaluation of Colorado Works is to identify programmatic strategies and approaches that seem to work well in different county situations. Counties have considerable authority over many Colorado Works policies and the types of programs and services offered to families. The social, demographic, and economic factors discussed in this chapter, along with the characteristics of families seeking assistance, figure importantly into the design and implementation of the programs and services. For example, it was assumed that Colorado Works programs in non-urban areas with high poverty rates and limited economic growth would face different challenges than programs in the more urbanized, economically-strong areas. That is, the environment in each county—both the characteristics of the population and economic conditions—is likely to affect program policies, strategies, and results.

These environmental factors were taken into account in developing the plan for this evaluation. In particular, the 18 counties selected for site visits were chosen to represent the diversity of socioeconomic factors statewide, and these site visits served as the key data source for the special topic reports produced during the evaluation’s first year. The next chapter summarizes the findings from these reports.

²¹ This general categorization, along with information obtained from the survey of county social services administrators, was used to select counties for in-depth site visits to document potentially promising practices (see Chapter 4). Sites were selected to ensure socio-economic diversity, including counties with varying economic and population characteristics; and geographic diversity, making certain to include counties in all regions and areas of the state.

CHAPTER 4: SERVICE DELIVERY STRATEGIES AND PRACTICES

The Colorado Works Evaluation Advisory Committee is interested in documenting variations across counties in how programs operate and in identifying strategies and approaches that seem innovative or particularly appropriate in different types of counties. The Committee selected four service delivery topics for in-depth examination during the first year of the evaluation:

- ***Program coordination and collaboration*** used by Colorado Works programs to expand the range and quality of services available to participants and reduce program costs. One of the defining features of Colorado Works is that in most counties an extensive network of agencies and organizations are involved with the delivery of the welfare program.
- ***Employment services*** used by county Colorado Works programs to enhance employment outcomes for program participants. Employment is a critical objective of Colorado and national welfare reform. The underlying assumption is that through employment, individuals and families can become economically self-sufficient, thus breaking the culture of welfare dependency.
- ***Family-oriented and preventative services*** including interventions to keep families from entering the child welfare system, youth initiatives, and fatherhood programs. Consistent with the goals of welfare reform, the Colorado Works programs provide a variety of services to eligible families that go beyond employment and training services for the household heads.
- ***Strategies for assisting the hardest-to-serve Colorado Works clients*** in securing employment and leaving TANF. Such clients may face barriers such as a lack of education, a disability, or a mental health concern. County welfare offices are faced with the challenge of helping harder-to-employ recipients meet federal work requirements, and transition into self-sufficiency before they reach the end of the 60-month time limit.

Four separate topic reports were prepared to address each of these special topics. Each of the topics was examined during the in-depth site visits to 18 counties and was supplemented with the 2005 survey of county administrators and state-level analyses of program data from the state's legacy data system. This chapter highlights potentially promising strategies that are being used in the field and that might be of interest to other counties and summarizes the key findings and insights from the special topic reports. More detail is available in the four reports.

A. PROGRAM COORDINATION AND COLLABORATION IN THE COLORADO WORKS PROGRAM

A variety of cross-agency collaboration and coordination strategies are used by county Colorado Works programs across the state. "Program coordination" refers to situations in which two or more organizations work together, through a formal or informal arrangement, to meet one or more of the following goals: (1) improve the effectiveness of programs, (2) reduce program costs, (3) avoid unnecessary duplication of services, and/or (4) improve measured performance on outcomes of interest to program administrators. Coordination efforts can vary in complexity. The simplest form of coordination involves sharing of information by two or more programs.

Other forms of coordination include joint planning, coordinated referrals, and coordinated provision of services. The most complete form of coordination is program integration, where two or more programs merge their funding and jointly conduct outreach, assessment, service provision, and job placement.

The literature on coordination of welfare programs with other state and local human service programs identifies a number of advantages for program participants and for agencies involved (see **Box 4.1**).

Box 4.1: Advantages to Collaboration

Some examples of ways in which *welfare agencies* involved in collaborative efforts with other human service programs may benefit include:

- Increased access to additional resources, including funding;
- Ability to offer a wider range of services targeted on client needs;
- Enhanced ability to place program participants (through other agencies) at little or no additional cost;
- Better tracking of services received by clients and client outcomes;
- Improved image with clients, employers, and the community;
- Increased ability to place clients in high-wage and high-demand jobs;
- Enhanced performance outcomes; and
- Cost savings through elimination of duplicative efforts.

Some of the ways in which *clients* might benefit from collaborative arrangements include:

- Better assessment of client needs and subsequent targeting of services;
- Access to a wider range of services;
- Reduction in the barriers to accessing services, including more convenient service location;
- Increased resources available to meet client needs; and
- Increased expertise in staff providing services and enhanced quality of services.

The survey of all county programs and information collected during the site visits indicate that county Colorado Works programs coordinate extensively with other agencies and organizations. There is not a simple “cookie cutter” approach to program coordination. Even where collaborative efforts have been modeled after initiatives in other counties, it has been necessary for local Colorado Works programs to tailor linkages to local partners, the local TANF population’s service needs, available resources, and the local TANF program’s existing structure (e.g., client flow through the Colorado Works initiative).

For example, the extent to which the county human service agency has decided to deliver Colorado Works services in-house versus contracting out some activities or components varies significantly. The county survey indicates that while some vital services for TANF clients are primarily being provided in-house (e.g., intake, eligibility determination, assessment, and case management), many others are provided through linkages with other public agencies and community-based organizations. Services commonly provided through referrals to other human services agencies (with over 90 percent of counties reporting such cross-agency referrals) include mental health and substance abuse services; public health services and other medical/dental services; child welfare services; child support enforcement; domestic violence services; housing assistance; SSI and other disability-related services (including through Vocational Rehabilitation); education, training, and workforce development services; housing assistance; and legal aid.

County Colorado Works agencies (and their collaborating partners) reported a variety of reasons for collaborating, including:

- ***An inability to respond to all the needs of clients.*** Local TANF directors, supervisors, and program staff stated that the wide range of client needs necessitates some level of collaboration with a range of providers.
- ***A desire to bring expertise to the delivery of services.*** County Colorado Works programs have forged links with: local Workforce Centers (i.e., One-Stop Career Centers) for help with job readiness training and referrals to job openings, as well as help with funding training opportunities; community college systems for training programs (such as Certified Nursing Assistant training programs); local school districts to obtain GED preparation for those individuals lacking high school diplomas; public health departments and nonprofit agencies to arrange mental health and substance abuse counseling/treatment services; and local housing authority and homeless service agencies to arrange housing assistance.
- ***Possibilities for leveraging additional resources.*** Collaborative arrangements enable county welfare agencies to stretch existing resources and, in some instances, leverage additional funding. For example, TANF agencies refer individuals in need of training services to the local Workforce Center for assessment and, if appropriate, referral to training paid for by Workforce Investment Act funds or Pell Grants (rather than using TANF funds). Some county TANF programs have collaborated with other agencies to obtain grant funds for new initiatives.

Collaborative efforts at the county level are very dynamic—throughout each program year, new linkages form, existing partnering relationships adjust to new circumstances or opportunities, and other existing arrangements come to an end for lack of either resources or the will to collaborate among partners. The site visits highlighted the vast array of partnering arrangements, the specifics of how agencies partner, and the services that result for TANF participants. Site visits identified collaborative efforts in three principal areas:

- ***Linkages with Colorado Workforce Centers.*** Workforce Centers (WFCs) offer a core set of employment and training services, including labor market information (including listings of job openings), job readiness and resume preparation workshops, job search and placement assistance, help with obtaining suitable job training, on-the-job and other subsidized work experience positions, and links to employers. Of the 18 counties visited, all are served by at

least one WFC, though two (Saguache and Bent Counties) did not have one within the county.²² Although all the WFCs offer a range of services that could potentially be of assistance to Colorado Works participants, the extent and nature of the collaboration between the TANF agency and the WFC varies across counties from virtually no partnering, to extensive collaboration featuring co-location of WFC and TANF agency staff, or joint case management and delivery of services to all Colorado Works participants.

- ***Linkages with other Employment, Training, and Education Providers.*** County Colorado Works agencies have sought to enhance job-specific skills of their clients, who often come to the program with little or no work experience and lacking marketable skills. Many programs establish collaborative arrangements with community colleges, other post-secondary training institutions, and local Workforce Investment Boards to provide job training for high-demand occupations (such as in health professions) to increase clients' potential for career advancement. In some counties, an intermediary organization, such as the WFC, makes the arrangements for clients to obtain occupational training.
- ***Linkages to Obtain a Range of other Support Services.*** County Colorado Works programs across the state have found that through collaboration with local organizations, they are better able to meet the widespread needs of the low-income population. Through collaboration, programs provide diagnostic and service delivery expertise, as well as additional funding to address the needs of TANF participants and their families. The most prevalent support services provided through linkages with other public agencies and for-profit and nonprofit organizations include child welfare and other family services (including domestic violence services), substance abuse and mental health counseling/treatment, housing and homeless services, disability-related services, transportation-related services, and child care.

From the perspective of local agency administrators and staff, developing and maintaining links may require substantial time commitments. There are often differences of opinion about services or processes, and sometimes turf issues have to be resolved. Collaborative arrangements are sustained over time when agency administrators and staff regularly meet to discuss problems and reach consensus on how to resolve challenges (e.g., with regard to inadequate numbers or inappropriate referrals of clients between agencies, or attrition during the referral process or once clients are receiving services).

The formality, structure, and ways in which collaborative arrangements are sustained vary substantially and even differ significantly within county programs:

- Many county agencies negotiate formal Memoranda of Understanding (MOUs) or contracts that spell out mutual responsibilities and funding. Other agencies work out informal arrangements, including methods for referral of individuals between organizations and types of services to be provided.
- Some county TANF programs financially support collaborative efforts (e.g., funding WFCs to provide employment services to Colorado Works clients) or reimburse costs for services (e.g., diagnostic tests).

²² Under the Workforce Investment Act (WIA) of 1998, all local Workforce Investment Boards (WIBs) are required to have at least one physical One-Stop Career Center (often referred to as Workforce Centers in Colorado), and larger WIBs often have more than one such Center.

- In several counties, agency administrators meet monthly or quarterly with their partners to discuss the collaboration and whether adjustments are needed. In other instances, line staff meet regularly to review common cases to ensure the individuals receive the blend of services deemed necessary to become self-sufficient.

Thus, in some counties, collaborative arrangements are fundamental to the operation of the Colorado Works program, while in others, they involve providing services on an as-needed basis. For example, some counties require that applicants report to a WFC for assessment prior to qualifying for benefits. In some counties, WFCs or another employment services organization, rather than the human service agency, provide work-related services for TANF participants. In other instances, collaborating agencies are less central and more referral-based arrangements are used (e.g., substance abuse treatment or vocational rehabilitation on an as-needed basis). Collaboration with employment services agencies is a central part of Colorado Works in most counties, reflecting the priority placed on employment and self-sufficiency.

B. EMPLOYMENT SERVICES AND EMPLOYER INTERACTION IN COLORADO WORKS PROGRAMS

An underlying assumption of welfare reform nationally and in Colorado is that through employment, individuals and families can become economically self-sufficient, thus breaking the culture of welfare dependency. Employment services play several roles in the welfare system, contributing to the following objectives:

- Implementing recipients’ work requirements
- Achieving the state’s work participation rates
- Improving participants’ economic outcomes, particularly employment, earnings, and self-sufficiency
- Achieving program employment outcomes, particularly job entry or job placement rates and job retention rates.

As discussed in Chapter 2, counties in Colorado have the flexibility to design their TANF work programs, establish work requirements for recipients, decide what types of work activities to emphasize to meet the program participation rates, and decide whether and how to balance employment, training, and education. The extensive range of “work activities” allowed in the program is expected to result in regular and sustained employment, which is considered a necessary step in achieving long-term economic self-sufficiency.

There is no one preferred structure for delivering Colorado Works employment services. In 10 of the 18 counties visited, the Colorado Works agency handles the employment components in-house. When the work component is handled by an outside entity, the provider is usually the local WFC, generally under contract with the Colorado Works agency. Some counties use other outside contractors for employment services, such as Goodwill Industries or a community college, and some counties have multiple employment contractors. No single model or structure seems necessarily “better” than another. What is important is that in addition to having expertise in life skills instruction, employability assessment, barrier identification and alleviation, family and social services, and income maintenance processing, the program should have staff or

contractors with employment expertise on labor market conditions, business practices, and occupational demand and skills requirements. In some counties, the emphasis on assessment and barrier alleviation appears to dominate employment-specific objectives such as job placement, job development, occupation-specific skills development, and employer relations.

When the local WFC is not the Colorado Works employment provider, the welfare agency generally has referral procedures or arrangements for TANF clients to access the WFC's job training or to use job listings. But in a number of counties, the interaction between Colorado Works programs and WFCs is minimal. In some counties, staff in both agencies indicate there is little involvement in part because the agencies have different missions, as some WFCs may focus mainly on higher-skilled workers and meeting employer needs.

Just as there is variation in the agency structure for delivering employment services, there is also variation in the types of employment components or services provided to Colorado Works participants. The most common employment-specific activities in the counties visited are:

- **Job readiness workshops** that generally include some guided job search activity. There is, though, great variation in the job readiness components in terms of the emphasis on employment and job search. In over half the counties, especially those that have long job readiness components (4 to 12 weeks), the primary focus is on assessment of barriers, identification of career and occupational interests, employability planning, and life-skills instruction. A few counties have shorter group job readiness components that focus on job search.
- **Work experience**, variously referred to as Community Work Experience Program (CWEP), Alternative Work Experience Programs (AWEP), or internships.²³ Individuals in CWEP or other work experience programs are, at a minimum, expected to continue searching for regular jobs while in the work assignment. Some county programs have more extensive employment development offerings, such as occupational training in high-demand sectors, work-based education and training, or formal internships that transition into regular employment. There are some potentially promising models for systematically integrating education (basic education, computer skills, and two-year post-secondary courses) into CWEP or occupation-specific training, usually through colleges, and often blending funds from WIA, Pell Grants, and TANF.

Both job readiness instruction and work experience programs operate in all 18 counties visited, as well as job search instruction, life skills training, career planning, employment assessments, and coaching during actual job search. In many places, education or training—usually basic computer skills training, GED instruction, or ESL classes—is also incorporated into the job readiness components.

One impressive feature of a number of Colorado Works programs is the development of extensive networks of employers. At least five counties have developed extensive networks of employers for work experience or CWEP components. Some networks (in metropolitan and

²³ While there are standard definitions for CWEP (work experience in public or non-profit agencies) and AWEP (work experience in a private business or firm), in the field, these distinctions are not always made, and other terms, such as internships, transitional jobs, or community service might also be used or used instead of the standard CWEP or AWEP terminology.

urban areas) include over 100 employers willing and prepared to serve as work sites for TANF clients. There are fewer examples of promising interactions and partnerships with private sector employers. In general, urban programs operated by WFC or other employment organizations have special job developers or employer representatives who obtain job listings from employers and, in some places, work with Colorado Works case managers to match job seekers with employers.

Research indicates that job readiness workshops and job search assistance can result in higher in-program work participation levels and can help speed up entry into employment. Entry wages, though, still tend to be relatively low. Work experience and CWEP have somewhat lower rates of entry into regular unsubsidized jobs, but usually result in high in-program participation rates. Short-term education and training alone for low-skilled individuals has limited effects on long-term employment. Counties interested in increasing the quality of job placements (e.g., longer retention or improved prospects for wage increases) may wish to consider mixed strategies that integrate skills development into work activities; examples include services and subsidies for post-employment occupational training through community college credential programs, allowing part-time CWEP and part-time education or training, or negotiating with employers to convert CWEP into formally subsidized on-the-job training contracts. Recent research suggests that perhaps the best types of training (in terms of long-term employment and earnings) may be that which is most closely linked to the workplace. It also makes sense to engage employers or industries directly in customizing the training.

Thus, the field visits suggest that there are some potentially promising strategies for providing employment services, preparing participants for specific occupations, partnering with local workforce agencies, and developing networks of worksite sponsors for CWEPs and internships.

C. PROGRAMS AND PREVENTATIVE SERVICES FOR LOW-INCOME FAMILIES IN COLORADO

While employment is an important objective of Colorado Works, also crucial are family services needs. Many factors involved in moving families out of poverty go beyond improving the skills needed to obtain and retain a job. Often, family and preventive services are one aspect of a holistic approach towards helping families achieve long-term self-sufficiency or preventing families from needing cash or other public assistance services. For example, programs may provide services for youth, some of whom are not in the TANF system; for non-custodial parents, so that they can better support their children emotionally and financially; or for non-parent caretakers, so that children can be cared for in a home and avoid the child welfare system. Some counties aim to improve child well-being by offering parenting classes, child development education and quality child care. In addition, several counties sponsor programs to address the causes of welfare dependency, including teen pregnancy and failure to finish high school. Such programs utilize preventative services targeting a broader population of children, youth, and adults than just those eligible for TANF, with a goal of preventing entry into Colorado Works or another public system (e.g., child welfare or criminal justice).

The survey of county directors, which asked about 10 specific family and preventative services (see **Box 4.2**), found that almost all counties provide one of these services and, on average, counties provide five of them. The most common services—offered by at least three-fourths of

counties—are immunizations, parenting skills, and family planning. The least common services are respite services and responsible fatherhood programs (offered by less than one-third of counties).

Box 4.2: Family and Preventive Services

- Home visits
- Family stability services
- Responsible fatherhood programs
- Assessments or referrals to immunization
- Offer or referrals to family planning
- Out-of-wedlock pregnancy prevention
- Parenting skills
- Youth development
- Respite programs for parents of disabled or special needs children
- Mentoring programs for fragile families

Family and preventive services reach diverse populations beyond the traditional TANF cash-assistance family unit. Many county Colorado Works programs target persons related to the TANF recipient (e.g., non-custodial parents and relative caretakers). Although not part of the TANF eligibility unit, these individuals may provide financial and other forms of support to TANF families. Thus, promoting their financial and personal well-being can also help TANF children and adults. For instance, programs that help increase the employability of non-custodial parents may also increase the probability that such parents will consistently pay child support and have more regular involvement in the lives of their children.

The site visits revealed many innovative county approaches to providing family and preventive services, particularly:

- ***Collaborations with child welfare agencies and other efforts to prevent out-of-home placements.*** Such programs include multi-disciplinary teams serving joint TANF/child welfare cases, helping to align program requirements, streamline resources, and provide a broad base of support. Other counties created a designated position within the Colorado Works program to specifically work with jointly-involved families, or families deemed “at-risk.” Some programs serve a broadly defined low-income population to prevent the need for TANF and child welfare involvement. Finally, some counties expanded the funds and services available to the relative caretakers on child-only cases, to keep these children in the care of relatives rather than foster care (e.g., offering existing financial support and non-financial support such as advocacy services, grandparent/caretaker support groups and workshops on parenting).

- ***Programs designed to increase parental involvement, from education and home-based programs, to fatherhood and family formation initiatives.*** Recognizing that parents play a crucial role in helping children succeed in school and beyond, these programs aim to increase child well-being and outcomes. A number of counties offer educational services, focusing on parenting skills and other attributes affecting child well-being, often provided within a home-based model. Another category of parenting services are those that focus on increasing both the financial and non-financial contributions of non-resident parents, usually fathers (e.g., helping them attain skills, a job, or a better job).
- ***A broad array of youth programs including non-marital pregnancy prevention programs, summer employment and training initiatives, and in-school services for high-risk youth.*** Programs targeting at-risk youth can help break the cycle of poverty and welfare receipt by providing youth with mentoring, pregnancy prevention services, employment and training services, and other activities. Research indicates that a sizable portion of youth have difficulty transitioning to adulthood and spend long periods of time “disconnected” from mainstream institutions. Counties in Colorado aim to prevent future welfare dependency through the provision of three types of programs: those providing employment and training services; programs that focus on postponing sexual involvement; and programs that promote youth development by encouraging strong relationships with other youth or mentors, or by engaging young people in self-esteem building activities.

Thus, both the site visits and the county survey indicate that preventative services are an important part of Colorado Works programs. There is variation across counties in the amount of emphasis placed on preventative services and in the types of populations targeted and services offered, but in general, there is a recognition that such services can be part of a holistic approach to providing family services to low-income families.

D. Serving the Hard-to-Employ

One population group presents special challenges to TANF agencies—those referred to as “hard to employ.” The term “hard-to-employ” refers to individuals and families facing a broad range of obstacles to employment. This group includes individuals who lack a high school diploma or credential, have limited work experience, have been exposed to domestic violence, have substance abuse or mental health problems, or have limited English skills. Many people facing these and other problems are able to find and sustain employment. However, others need targeted assistance to help them successfully transition from welfare to work and gain self-sufficiency.

Just as counties have expanded their welfare mission to include providing family and preventative services to a broad range of low-income and at-risk families, they are also faced with the challenge of serving an increasingly more difficult caseload of families on the welfare rolls. Welfare caseloads nationally and in Colorado have declined significantly in the past ten years (although they have risen somewhat in the past two years). While declining caseloads might be considered a successful result of welfare reform, those who remain on the welfare rolls may be harder to employ. This adversely affects recipients and state and county officials in several important ways:

- **States need to meet tougher work participation rates.** Prior to 1996, many recipients with barriers to employment were exempt from work participation requirements. In 1995, only 20 percent of non-exempt AFDC recipients were required to participate; currently, 50 percent of a broader segment of TANF recipients must participate in a federal work activity and participate for more hours. Moreover, there are substantial limits on what constitutes a work activity. Finally, the Deficit Reduction Act of 2005 makes meeting the participation rates even more difficult, primarily because states will not be credited for caseload reductions between 1995 and 2005.
- **Recipients face a 60-month time limit.** Under PRWORA, states are prohibited from using the federal TANF block grant to provide cash assistance to families with an adult recipient for more than 60 months. Those with barriers to employment may be more likely to reach the federal time limit than those who are job-ready. While states may exempt recipients with serious problems, only a few counties visited had processes in place for providing time-limit exemptions to recipients with disabilities.
- **Recipients' well-being.** Many studies have shown that the presence of these special needs affects employment and income. There is also evidence that these problems, if uncorrected, can negatively impact children's well-being. For example, there is substantial evidence that children of chemically-dependent parents are more likely to develop substance abuse problems as adults.

As already discussed, evidence from site visits and the county survey shows that county Colorado Works programs focus a significant amount of attention on identifying barriers and challenges facing clients. Counties use a wide variety of tests, screening tools, and assessments, and often contract with other organizations to conduct formal assessments. In the survey, many counties reported that staff are given wide discretion whether to screen participants for specific barriers, particularly with regard to mental health problems and learning disabilities, and less so for domestic violence and substance abuse (for which about one-third of counties routinely use specific assessment tools).

The focus on barriers and challenges is understandable as a substantial number of Colorado Works' clients face one or more barriers. According to state data, about 12 percent have medical disabilities, 8 percent have mental health barriers, 6 percent are domestic violence victims, 2 percent have substance abuse problems, and about 1 percent have limited English skills. Eleven percent are homeless or have housing problems. These statistics likely do not include all individuals facing these challenges, but instead reflect what is reported by county staff.

Counties have developed a number of strategies for addressing the most common types of barriers or special needs that Colorado Works clients have to help these clients participate in work activities or employment:

- **Physical Disabilities.** Most commonly, counties help clients who have physical disabilities with Supplemental Security Income (SSI) eligibility issues; clients are also helped by partnerships with the Division of Vocational Rehabilitation (DVR). Several counties have special staff assigned the responsibility of helping clients pursue SSI. In addition, several counties also developed strong partnerships with DVR to help individuals with disabilities move into work.

- **Educational Deficiencies.** In most counties, Colorado Works clients with educational deficiencies are offered basic education instruction and GED programs. Some TANF programs contribute to the funding of these GED programs (e.g., paying for an instructor or for services at convenient locations). A few counties have contracts with organizations to provide specialized services to adults with learning disabilities and there is anecdotal evidence that the relationship with such organizations is beneficial and helps clients advance in their education.
- **Limited English Ability.** Many county Colorado Works programs make resources available for limited-English speakers. Many counties employ bi- or multi-lingual staff, and all counties offer materials in Spanish. Most counties offer ESL classes (though participation is often low), and at least one county offers work and training where limited English is not a barrier. However, staff in several counties noted a need for increased cultural competency. One director mentioned a multi-county effort to develop training for staff on this topic.
- **Mental Health Issues.** There is general recognition across the state that mental health issues are interfering with some recipients' ability to attend activities, find employment, and become self-sufficient. County Colorado Works programs visited have identified mental health service providers to which they refer clients with mental health issues. The primary challenge counties face is in identifying mental health conditions and getting clients to participate in the services. Some counties have on-site therapists or services located with the Colorado Works program, which may help clients become aware of the services available to them and may increase participation.
- **Substance Abuse.** Staff in counties that face a growing methamphetamine problem have received training to help them recognize the signs of abuse. Identification is often difficult since many substance abusers will not admit to their condition. Programs rely on mental health agencies and community groups as partners to provide treatment for substance abuse problems, and several have on-site counselors. Cost is a major challenge in referring clients for substance abuse treatment since, for the most part, Medicaid does not cover in-patient treatment in Colorado.
- **Domestic Violence.** All counties visited also have access to service providers in the community specializing in domestic violence (DV) issues. The Domestic Abuse Assistance Program, which operates within CDHS and receives some TANF support, is funded to ensure domestic violence services are available in communities throughout the state. In addition, several counties have brought domestic violence services on-site, bringing therapists in to work with clients individually or in facilitated group sessions. At least one county reserves for DV victims certain CWEP placements at a community center that provides DV services so that clients can feel safe in their work environment. One county offers facilitated group sessions on-site without advertising them on the public calendar, so that victims can attend sessions without their abusers becoming aware of the reason for the visits to the TANF office.
- **Homelessness.** Several county Colorado Works programs provide services to help homeless families or to prevent families from becoming homeless. Three counties visited as part of this study are working with families that are homeless or were recently homeless to help them find stable housing. Other counties are focused on preventing homelessness by

developing partnerships with the county housing authority and other agencies to help clients find affordable housing.

To meet the increased challenges of effectively serving hard-to-employ populations, counties developed a variety of strategies. Some of the strategies include increased collaboration with partner agencies, training staff on important issues facing their clients, and having specialized case workers who are able to work with groups of clients facing the same issues and barriers.

- **Increased Collaboration.** Colorado Works program officials realize that their TANF programs alone cannot effectively meet the widespread needs of the TANF population and that it is vital to partner with the other human service providers in their locality. The local programs have the expertise to serve recipients facing certain challenges and limitations to employment that might not be available in the TANF office. In some cases, they are able to leverage additional resources through the partnerships.
- **Staff Training.** Counties also provide training to staff to help them assist their clients who have special needs. Throughout the years, the state has offered training on domestic violence issues. The topics generally included in the training are screening for domestic violence, helping participants disclose that they have a domestic violence issue, providing appropriate responses to disclosure, and developing relationships with service agencies in the community. Training is offered on substance abuse screening and testing. Cross-training staff about each other's agencies and programs also occurs. From the county survey, many counties reported cross-training staff with child welfare, public health, the workforce development agency, and domestic violence organizations.
- **Staff Specialization.** Another strategy used to address individual barriers involves assigning individuals with increased needs to specialized case managers. This allows staff who work with particular clients to learn about the needs facing their caseload, deliver individualized service to these clients, and develop partnerships with relevant agencies. Six of the 18 counties visited assign harder-to-serve clients to case managers who can provide specialized assistance to this group. The specialization includes case managers devoted to: clients applying for SSI, child-only cases, the homeless, the disabled, individuals with limited education, Spanish speakers, and cases that were close to reaching the time limit.

Finally, differences in opinion exist with regard to providing services to clients. Some staff advocate that everyone, regardless of their barrier, can find employment, and should focus on finding employment immediately. Others take the view that some clients need to address (and possibly even resolve) their issues before moving into employment. Many counties might put themselves somewhere in between these views, or may use different approaches depending upon the client or the type of limitation.

E. Conclusions and Implications

Colorado Works programs consist of complex sets of activities and service delivery systems. County human services departments do not typically provide all services to all clients; instead, they collaborate with other agencies formally and informally to provide services to clients, implement special projects and initiatives, and expand the range of options available to their caseload. The strong focus on employment objectives has resulted in an expanded array of employment activities and approaches for welfare recipients and former recipients. The broader

mission of TANF that emphasizes “prevention,” compared to the central focus on income maintenance under AFDC, has resulted in an evolving set of family services to both address imminent needs of welfare cases and intervene with other low-income families to prevent future welfare dependency. As the composition of the welfare caseload has changed, counties are increasingly called upon to serve individuals with sometimes serious educational deficiencies, health or substance abuse problems, or other challenges (such as limited English proficiency or lack of work experience) that could interfere with their successful transition off the welfare rolls.

While these dimensions of Colorado Works do not define the full complement of services in the programs, they represent important aspects of the programs. The brief summaries in this chapter highlights the rich range of services and strategies that currently exist across the state in each of the areas.

CHAPTER 5: CASELOAD CHARACTERISTICS AND TRENDS

This chapter presents information about the characteristics of the families served by the Colorado Works program, the benefits and services received, trends in the size and characteristics of the caseload, and the work activities that adult Colorado Works recipients participate in while receiving Colorado Works. The chapter focuses on the state as a whole; however, Colorado's 64 counties vary significantly in size and characteristics. The appendix to the chapter provides detailed information about the size, characteristics, and trends of the caseload by county.

This chapter addresses the following questions:

- Who is receiving TANF in Colorado?
- How has Colorado's caseload changed over time?
- How do these trends vary by region?
- What other assistance do clients receive?
- Which activities did clients participate in while receiving basic cash assistance (BCA)?

Data for the analyses were obtained from three sources that are part of the state's legacy system. This system, which was used by the Colorado Works Program until August 2004, tracked Colorado Works participants' characteristics, payment histories, work activities, and eligibility information. The *Colorado Oriented Information Network* (COIN) includes information on initial and ongoing eligibility, demographic characteristics of case members, cash benefits received, and supportive services provided. The *Colorado Automated Client Tracking Information System* (CACTIS) tracks client participation in work and other activities. Finally, The *E-TANF* database tracks outcomes related to the TANF legislation, such as the number of months of benefits a client has used toward the lifetime limit of 60 months and the type of case (i.e., single-parent, two-parent, or child-only). In most cases, this chapter analyzes data from state fiscal year (SFY) 1998 through SFY 2004. (See **Box 5.1** for further information.)

Box 5.1: Data Analysis Period

Colorado's state fiscal year runs from July 1st to June 30th (e.g., SFY 1998 covers July 1997) through June 1998. SFY 1998 is the beginning point for most of our analysis because it was the first complete fiscal year after the implementation of TANF. SFY 2004 is the ending point of our analysis as it was the most recent data available at the time of this report. In some cases, we are limited to examining data between SFY 1999 and SFY 2004 because the SFY 1998 data have high rates of missing values for key variables such as family type and work participation activities.

A. Characteristics of the SFY 2004 Caseload

Colorado Works clients can be classified by whether they received BCA or diversion payments. BCA cases may be headed by one, two, or zero parents (the latter is classified as a child-only case). The diversion cases included those who receive state diversion and those who received

county diversion. On average in SFY 2004, the Colorado Works monthly BCA caseload consisted of:²⁴

- 9,483 single-parent cases,
- 1,074 two-parent cases, and
- 4,248 child-only cases.²⁵

In a given month, the majority of Colorado Works BCA cases in SFY 2004 were single-parent cases (64%). Twenty-nine percent were child-only cases, and 7 percent were two-parent families. The distribution of cases receiving BCA differs somewhat from the national average. In SFY 2004, 2 percent of the national caseload were two-parent cases, and 37 percent were child-only.²⁶

Diversion payments, provided through the state diversion and county diversion programs, are cash payments that are intended to assist families dealing with temporary emergencies and avoid receiving cash assistance. In SFY 2004, Colorado had an average monthly caseload of

- 245 families receiving state diversion, and
- 219 families receiving county diversion.

Out of the entire Colorado Works caseload of 41,973 in SFY 2004, approximately 6 percent were state diversion cases, and 5 percent were county diversion cases.

1. Characteristics of Colorado Works Single-parent Case Heads

Characteristics of single-parent and two-parent cases and cases that received BCA through the Colorado Works program are shown in **Table 5.1**, and characteristics of child-only cases are provided in **Table 5.2**.²⁷ Nearly one-half (46.5%) of the single-parent cases were white non-Hispanics, 30.9 percent were Hispanic, and 17.3 percent were black. Minority groups comprised a greater share of the Colorado Works population than they do of the general Colorado population; the U. S. Bureau of the Census reports that in 2004, 73 percent of Colorado's population identified itself as white non-Hispanic, 19 percent as Hispanic, and 4 percent as black.²⁸

²⁴ Families may receive BCA and one or both types of diversion in a year, so the sum of cases by type exceeds the number of families served. Caseload counts may differ from those previously reported to the federal Administration of Children and Families (ACF) as ACF counts do not include adjustments to the data (e.g., retroactive payments) made after the reporting month. Additionally, ACF follows the federal fiscal year and therefore caseload counts contained in this report that follow the state fiscal year are not directly comparable.

²⁵ Of the 15,505 BCA cases, 700 (4.5 percent) had an unknown family type. These cases are excluded from demographic analyses.

²⁶ The lower percent of two-parent cases nationwide is due, in part, to the fact that 20 states (but not Colorado) moved two-parent cases to separate state programs, and are thus not in their TANF caseload, to avoid the 90 percent work requirement.

²⁷ For adult-headed cases, we consider the case head to be the oldest family member. All adult-headed cases have a member that is 18 or older. In Colorado, a case with no member over 18 is considered to be a child-only case. We exclude from demographic analyses cases that are designated as single- or two-parent but do not have a member that is age 18.

²⁸ See <http://quickfacts.census.gov/qfd/states/08000.html> for more details.

Table 5.1: Characteristics of Adults on TANF Cases by Case Type, SFY 2004

	BCA: Single-parent	BCA: Two-parent	State Diversion	County Diversion
Gender = Female	91.5%	23.8%	73.5%	73.8%
Race/Ethnicity				
White, non-Hispanic	46.5%	58.5%	59.8%	49.0%
Black, non-Hispanic	17.3%	7.6%	13.9%	12.1%
Hispanic origin	30.9%	26.8%	22.3%	34.4%
American Indian	1.3%	1.4%	1.1%	0.6%
Asian or Pacific Islander	0.5%	0.8%	0.9%	0.3%
Other (including unknown)	3.3%	4.9%	2.0%	3.5%
Education				
Less than 10th grade	13.8%	11.3%	6.1%	8.0%
No high school diploma/GED	22.3%	20.6%	15.7%	10.2%
High School diploma/GED	57.0%	59.5%	65.0%	73.1%
Some college, no degree	6.2%	7.3%	11.0%	7.2%
College degree	0.8%	1.4%	2.2%	1.6%
Marital Status				
Never married	80.0%	22.9%	62.0%	60.6%
Married	7.1%	76.0%	25.3%	28.1%
Divorced or Separated	12.7%	1.1%	12.6%	10.7%
Widowed	0.2%	0.0%	0.1%	0.5%
Average Age				
	30.5	33.4	31.9	33.2
Age Between				
18-24 years	32.6%	20.6%	23.4%	17.2%
25-34 years	38.6%	40.8%	43.1%	45.5%
35 years or more	28.7%	38.7%	33.5%	37.3%
Average Number Children				
	2.0	2.3	1.9	2.1
Number of Children				
One	41.6%	31.1%	43.6%	36.2%
Two	30.9%	32.6%	33.4%	33.9%
Three or more	27.5%	36.3%	23.0%	29.9%
Age of Youngest Child				
	5.2	4.1	5.8	6.4
Percentage with Children				
Under 1 year	14.9%	19.2%	9.5%	5.1%
1 to 3 years	39.2%	47.4%	37.5%	36.6%
4 to 6 years	17.8%	13.7%	20.9%	22.3%
7 years or older	28.2%	19.7%	32.1%	36.0%

Source: CDHS COIN and ETANF administrative records. **Notes:** Totals within categories may not add to 100 due to rounding. Percentages are calculated out of case heads with valid responses. See Appendix Table B.19 for invalid/unknown rates. Cases that do not match to person-level data and cases designated as single- or 2-parent without a member older than 18 are excluded from demographic analyses. Cases that “cycle” between different types (i.e. go from single-parent to child-only, etc.) are excluded from demographic analyses. Demographic information is overwritten as it changes; thus the characteristics displayed represent the most recent update. Percentages calculated from the number of valid adult case heads in SFY 2004: 23,430 BCA single-parents; 2,920 BCA two-parents; 2,287 state diversions; 1,783 county diversions.

A majority of the single-parent cases, 57 percent, had a high school diploma or GED, 6 percent had some post-secondary education but no degree, and close to 1 percent had received a two-year

or four-year degree; 36 percent had no high school diploma or GED. The single-parent case heads were less likely to have a high school degree or GED than the Colorado population as a whole, but had more education than TANF recipients for the nation—according to Kids Count, only 16 percent of children under age 18 lived in a household where the household head had not received a high school diploma.²⁹ However, over 45 percent of the national TANF population did not have a diploma or GED.³⁰

Women make up almost all the single-parent caseload (92%), and most of the case heads were never married (80%). The case heads span a wide age range, with one-third 18 to 24 years old, 39 percent 25 to 34 years old, and 29 percent age 35 and older³¹. Most of the single-parent BCA cases had one child (42%) or two children (31%), but 28 percent had three or more children.

2. Characteristics of Colorado Works Two-Parent Case Heads

The two-parent caseload differs in some respects from the single-parent cases. Using the older member of the two-parent couple for the comparison, the two-parent cases were more likely to be white non-Hispanic (59%), married (76%), and have at least a high school education (68%, compared to 64% for the single-parent cases).

3. Characteristics of Colorado Works State and County Diversion Case Heads

Table 5.1 also provides the characteristics of the cases that received either state or county diversion payments to help these families avoid entering the TANF caseload. State diversion case heads differ from adults heading BCA cases in several ways. On average, state diversion case heads were more likely to be white non-Hispanic and have a high school diploma or GED than single- and two-parent BCA cases. While they have close to the same number of children as BCA adults, these case heads were more likely to have older children. As state diversion is intended to provide assistance to families who qualify for cash assistance but may not need to enter the program if they can resolve an immediate problem, it is not surprising that these parents appear to be more job-ready than the average single-parent BCA case.

The criteria for receiving county diversion vary greatly among the counties. Future analyses will explore the characteristics and outcomes associated with county diversion receipt. In general, their characteristics are similar to those of cases that receive state diversion.

4. Characteristics of Colorado Works Child-only cases

Child-only cases, which consist of cases without an adult case head, are formed for a variety of reasons. For example, they include children that are being cared for by a biological relative other than the parent who is not receiving assistance on the TANF grant, situations where the parent or parents are receiving SSI, or situations where the case consists of children of an undocumented

²⁹ See <http://www.aecf.org/kidscount> for more details; the source of data is 2004 American Community Survey.

³⁰ U.S. Department of Health and Human Services, Office of Family Assistance (November 2004). *Temporary Assistance for Needy Families (TANF), Sixth Annual Report to Congress*. Data are for FY 2002, the most recent data available.

³¹ Single-parent families with a minor head of household (i.e., parent under the age of eighteen) cannot be accurately identified in the data and are therefore excluded from analysis. As a result, the number of single-parent family case heads under the age of twenty may be slightly under representative.

immigrant or qualified alien not eligible to receive TANF. These cases make up a significant proportion of Colorado’s caseload. In SFY 2004, child-only cases accounted for 29 percent of the average monthly BCA caseload.

On average, the child-only cases included approximately two (1.9) children. The mean age of a child in a child-only case was 9.1 years, but there was a wide range, with 7.7 percent of children younger than age one and 13.4 percent age 16 and older. In terms of ethnic and racial composition, the child-only cases were more likely to be Hispanic (42 percent compared to 31 percent for the single-parent BCA cases).

Table 5.2: Demographic Characteristics of All Child-only Cases, SFY 2004

Number of children	13,905
Average # children per case	1.9
Average Age	9.1
Age	
Less than 6 months	3.7%
6 months to 11 months	4.0%
1 to 4 years	20.5%
5 to 9 years	24.4%
10 to 15 years	31.90%
16 and older	13.4%
Race/Ethnicity	
White, non-Hispanic	36.6%
Black, non-Hispanic	16.3%
Hispanic origin	42.0%
American Indian	1.4%
Asian or Pacific Islander	0.5%
Other (including unknown)	3.3%

Source: CDHS COIN and ETANF administrative records.

Notes: Percentages and averages calculated out of a total of 9,077 child-only cases. Cases that did not match to person-level data (9.3% of child-only cases in SFY 2004) are excluded from demographic analyses.

B. Changes in the Caseload Size, Composition, Benefits, and Services

This section describes how the Colorado Works caseload has changed between SFY 1999 and SFY 2004. The section first discusses how the number of cases has changed between SFY 1999 and SFY 2004. Next is a discussion of how the characteristics of the cases have changed over this period. This is followed by a discussion of trends in the size of cash benefits and other support. The final section discusses trends in supportive services.

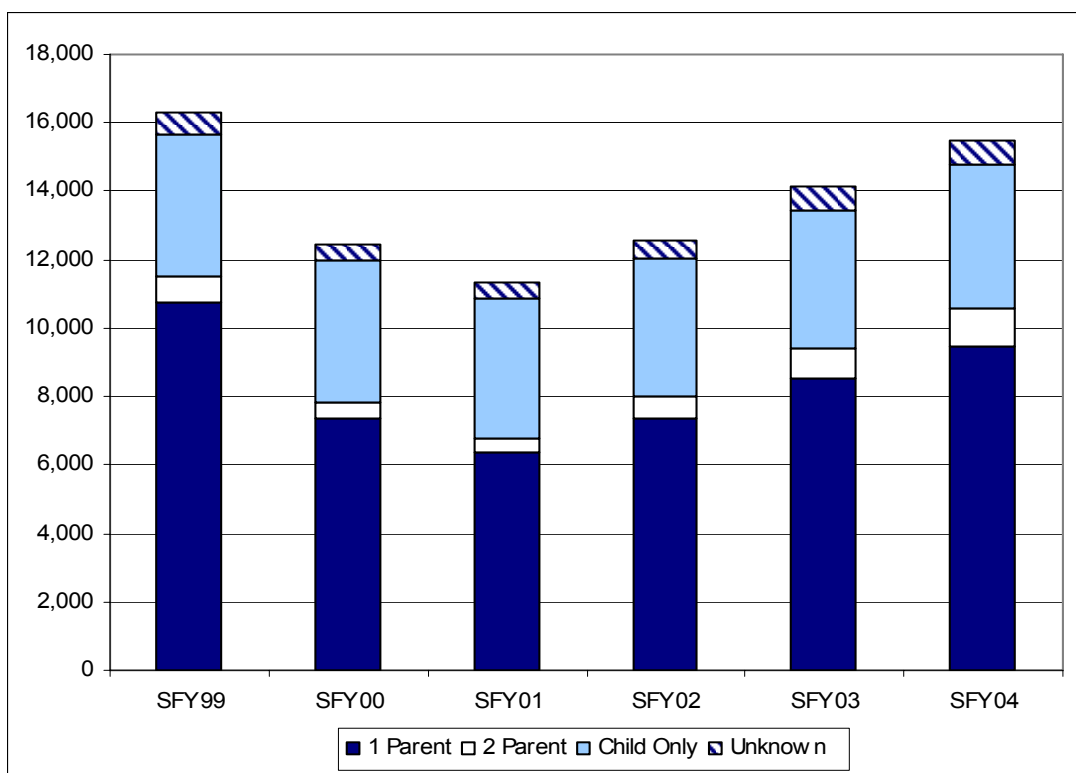
1. Size of the Caseload

The size of the average monthly BCA caseload has followed a U-shape pattern in recent years. The average monthly caseload declined from 23,252 in SFY 1998 to 11,349 in SFY 2001. (See *Appendix Table B.1* for annual figures for each county and for the state as a whole.) The average monthly caseload has increased each year since SFY 2001, reaching 15,505 in SFY 2004. These are substantial fluctuations, representing a 51 percent drop followed by a 37 percent increase.

The trend is characteristic of what many states experienced; about half the states saw a similar dip and increase, likely due in part to changes in the economy. Nonetheless, Colorado had the third highest proportional increase in caseload size since 2001, surpassed only by Arizona, which saw a 49 percent increase, and Idaho, which saw a 43 percent increase during this same period. While the recession is one explanation for the growth in the TANF caseload, another potential explanation is the increase in the state population during this period. From 2000 to 2004, the population in Colorado increased by 7 percent.³²

While the total number of cases within each family type varied between SFY 1999 and SFY 2004, the share that each category constituted of the total remained fairly constant.³³ Single-parent cases, as a share of the total caseload, decreased slightly over this period, falling from 66 percent to 61 percent of all cases, while two-parent cases increased as a percentage of the total caseload, from 5 to 7 percent. *Figure 5.1* shows graphically how the size of the BCA caseload and its components varied between SFY 1999 and SFY 2004; *Appendix Tables B.2 through B.7* provide the numeric details.

Figure 5.1: Average Monthly BCA Caseload by Family Type and SFY



Source: CDHS COIN and ETANF administrative records.

³² The population in Arizona and Idaho also increased substantially during this period (12 percent and 8 percent, respectively).

³³ We only consider family type in SFY 1999 and later years as the SFY 1998 data contains a large percentage of missing values for this variable.

Finally, the number of diversion cases, both State and County, increased substantially over this time period. State diversion caseloads increased by 117 percent between SFY 1998 and SFY 2004 (from 1,054 to 2,292 cases), and county diversion caseloads increased by 132 percent (from 775 to 1,801 cases over this period). *Appendix Tables B.8 and B.9* display the distribution of state and county diversion case by county and SFY.

2. Characteristics

In most aspects, the adult case heads of single-parent BCA cases appear quite similar between SFY 1999 and SFY 2004 (*Appendix Table B.10*). Adults heading single-parent cases were similar in age, gender, race, and education levels throughout the period. There was an increase in the proportion of never-married cases (71 percent in SFY 1999 to 79 percent in SFY 2004), and the average number of children per case dropped from 2.0 to 1.8 over the period.

The characteristics of two-parent case heads vary slightly over this period as well (*Appendix Table B.11*). Similar to single-parent cases, families entering in later years had fewer children (38 percent of cases had only one child in SFY 2004 compared to 29 percent in SFY 1999). Case heads in later cohorts were more likely to be younger than age 25 than those in earlier years.

Cases receiving state diversion also had stable characteristics, for the most part, for the period analyzed. (See *Appendix Table B.12* for details.) There was an increase in the percent never married from 58 percent to 62 percent, and the average age of the youngest child on the case increased from 5.2 years old to 5.8 years old.

County diversion cases showed larger demographic changes over this time period. (See *Appendix Table B.13* for details.) In terms of ethnicity and race, the percentage of white non-Hispanic case heads declined from 71 percent in SFY 1998 to 49 percent in SFY 2004. The percentage of Hispanic case heads and black non-Hispanic case heads increased during this same time period, from 17 percent to 34 percent, and 8 percent to 12 percent, respectively.

3. Cash Benefits and Diversion Payments

The benefit payment schedule for Colorado Works has remained the same since 1996; for example, a family of three with no other income receives \$356 per month. Using the Consumer Price Index for all urban consumers (CPI-U) to adjust, the purchasing power of Colorado Works BCA has declined by slightly over 19 percent between 1998 and 2005. In nominal terms, average monthly BCA payments have declined by 5.1 percent between SFY 1998 and SFY 2004; average monthly payments are shown in *Table 5.3*.³⁴

There are two potential reasons why the average benefit could decline:

- The average family size could have declined
- Earnings and other income of clients could have increased.

³⁴ All dollar amounts given in nominal terms unless otherwise specified.

Table 5.3: Average Monthly BCA Payments by SFY

	Average Monthly Benefit
SFY 1998	\$285
SFY 1999	\$277
SFY 2000	\$283
SFY 2001	\$262
SFY 2002	\$267
SFY 2003	\$271
SFY 2004	\$270
%ΔSFY98-04	-5.1%

Source: CDHS COIN administrative records.

We have not investigated the extent to which BCA clients' income increased over this period, but the evidence suggests that case size contributed to the modest decline in benefits between SFY 1998 and SFY 2004. As shown in *Appendix Tables B.10 and B.11*, the average number of children per case declined by 0.2 children for both single-parent and two-parent cases; the proportion of single-parent cases with only one child increased from 43 percent in SFY 1998 to 50 percent in SFY 2004.

Diversion payments are used to provide families eligible for BCA with a lump sum payment; families are not allowed to apply for cash benefits for a determined period of time. Colorado has both state diversion and county diversion programs, and *Table 5.4* shows the trend in diversion payments between SFY 1998 and SFY 2004.

Table 5.4: Average Diversion Payments by SFY

	State Diversion	County Diversion
SFY 1998	\$835	\$592
SFY 1999	\$909	\$665
SFY 2000	\$986	\$958
SFY 2001	\$1,037	\$1,049
SFY 2002	\$1,091	\$1,209
SFY 2003	\$1,044	\$1,114
SFY 2004	\$881	\$968
%ΔSFY98-04	5.52%	63.48%

Source: CDHS COIN administrative records.

For both state diversion and county diversion, the general trend has been toward higher payments. Average county diversion payments were substantially less than state diversion payments in SFY 1998 (\$592 compared to \$835), but by SFY 2004, the county diversion payments were higher on average (\$968 compared to \$881). Both state and county diversion payments declined between SFY 2003 and SFY 2004.

4. Supportive Services

In SFY 1998, approximately 30 percent of the BCA caseload received at least one supportive service payment over the entire year. By SFY 2004, almost half (47.6%) of the BCA caseload was receiving such payments. Furthermore, the average payment amount increased by 71 percent, from \$72 per payment to \$123, and the total annual supportive funds received per family increased substantially, from \$318 to \$681, a 114 percent increase. Payments per family peaked during SFY 2001, reaching \$1,065 per family for that year. As BCA families received, on average, \$1,300 in cash assistance during that year, supportive service payments represented a substantial increase in resources for families receiving them.

Table 5.5: Supportive Service Payments Made to BCA Cases, by Type and State Fiscal Year (SFY)

	Average payment amount	Total \$ received per case	Percent of caseload receiving payments
SFY 1998	\$72	\$318	27.2%
SFY 1999	\$116	\$629	39.6%
SFY 2000	\$147	\$932	41.6%
SFY 2001	\$177	\$1,065	46.1%
SFY 2002	\$171	\$1,059	46.8%
SFY 2003	\$143	\$768	47.8%
SFY 2004	\$123	\$681	47.6%
ΔSFY98-04	71.1%	114.3%	75.0%

Source: CDHS COIN administrative records.

Case workers are given some discretion in distributing supportive service payments, and the payments can be used for a variety of purposes. For instance, funds designated for transportation purposes may be used for minor car repairs, a monthly bus pass for clients who do not have transportation to work, or, rarely, the purchase of a vehicle. Some counties offer incentive payments or bonuses to clients who meet certain goals, such as attending a series of classes, receiving a GED, or retaining employment for a certain period of time. Educational-related funds may be used for books and other related expenses for clients attending classes or training. If a client needs tools, a uniform, or other items to perform or obtain employment, he or she may receive supportive service funds. The Fair Labor Standards Act (FLSA) designated funds supplement the cash grant of clients working in a community work experience program (CWEP) or an adult work experience program (AWEP) position to ensure the client receives the equivalent of the minimum wage for the number of hours he/she works.³⁵ Employers sponsoring a client in an on-the-job training (OJT) placement may receive a payment on behalf of the client to help with training expenses. Individual Responsibility Contract (IRC) bonuses and incentives can be paid to reward or encourage outcomes or behaviors such as continuous employment or avoiding pregnancy.³⁶ Finally, case workers may authorize supplemental cash payments to cover a need that does not fall neatly into one of these other categories.

³⁵ Colorado Department of Human Services Office of Self Sufficiency Agency Letter Number TCW-01-2-P, February 27, 2001

³⁶ Colorado Department of Human Services Office of Self Sufficiency Agency Letter Number TCW-01-1-P, February 21, 2001

As shown in **Table 5.6**, in SFY 2004, the majority of supportive service payments were distributed for transportation purposes - such payments made up half of all supportive service payments, and 35 percent of the BCA caseload received at least one payment for transportation expenses. On average, these payments were small—around \$65 per payment. In total, however, families received an average of \$240 in funds for transportation services over the course of the year.

As a percentage of supportive service payments, supplemental cash funds made up the second largest category, with 20 percent of all payments provided falling in this category. The amount of these payments was quite large in comparison to other supportive service payment types, averaging around \$260 per payment and over \$1,000 per year. However, it may be that case workers use this category as a bucket for the many other types of assistance families may need (e.g., utility payments, security deposits, medical and dental expenses) that do not fall into the other categories. Because county case workers have discretion in designating a category of payment, it is difficult to disentangle how this category is being used.

**Table 5.6: TANF-Funded Supportive Service Payments by Type
All BCA cases, SFY 2004**

	% of all payments	Av. \$ per payment	% of caseload with payment	Av. \$ per case
Transportation	49.6%	\$65	35.3%	\$240
Supplemental Cash	19.8%	\$260	13.2%	\$1,029
IRC Bonus	12.2%	\$53	6.5%	\$265
Other	8.1%	\$184	7.7%	\$511
Education	4.6%	\$185	7.1%	\$320
Other Work Activities	4.2%	\$135	7.0%	\$215
FLSA	1.4%	\$233	1.0%	\$821
Job Retention Bonus	0.1%	\$210	0.2%	\$303
Employer Incentives	<0.1%	\$308	<0.1%	\$463
Total	100.0%	\$123	47.6%	\$681

Source: CDHS COIN administrative records. **Notes:** Supportive Services designated as “Other” may include payments for purchasing items such as clothing. “Other Work Activities” may include payments for job-related tools or uniforms. Data on child care was not available and does not appear in this table.

Approximately 7 percent of families received IRC bonuses, education-related payments, funding for work activities or for an unspecified reason (i.e. “other” category in SFY 2004). Only a very small percentage of cases received job retention payments, but for such cases, these payments were not insignificant, averaging \$303 per case in SFY 2004.

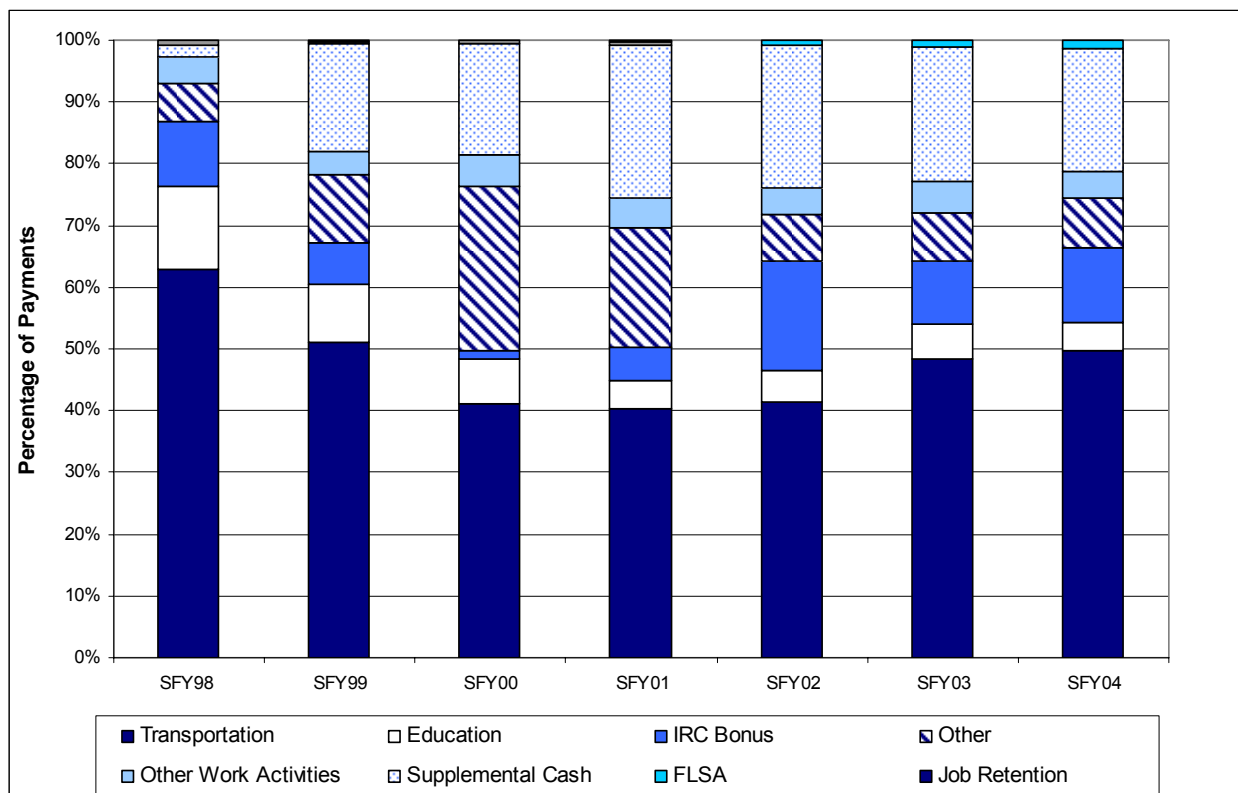
Supportive service payments directed to employers to support client work, in the form of supplemented wages or employer incentives, made up a very small percentage of all payments (less than 1%). However, when granted, these payments were large.

The distribution of supportive service payments across these different categories has changed over time. **Figure 5.2** shows each type of payment as a percentage of all payments by SFY. **Appendix Tables B.15 through B.17** also provide a background on how the payment amounts, receipt of payments for BCA recipients, and total payments distributed to BCA recipients have changed over time (**Appendix Table B.14** is the tabular equivalent of **Figure 5.2**). As **Figure 5.2**

shows, in almost every year, transportation payments make up close to 50 percent of all payments.

Over the entire period, FLSA and employer incentive payments remained a very small portion of all payments. However, the use of supplemental cash remained a large share of supportive service payments and an important source of income for 11 to 17 percent of the BCA caseload, depending on the year. Total supplemental cash payments made to families increased from \$157 in SFY 1998 to a peak of \$1,283 in SFY 2001, falling to \$1,029 in SFY 2004.

Figure 5.2: Supportive Service Payments by SFY, as a Total of All Payments



Source: CDHS COIN administrative records. Note: Childcare data were not available and does not appear in this chart.

While the share of payments provided for education-related expenses decreased by two-thirds over this period, the share of the BCA caseload receiving such a payment remained fairly constant, ranging from a low of 6 percent in SFY 2001 to a high of 9 percent in SFY 1999. Conversely, payments for IRC bonuses and other work activities decreased over time, while the payment amounts to remaining recipients increased. In every year, job retention-related payments remained a very small proportion of all payments (less than 0.2% in all years).

C. Regional Variation

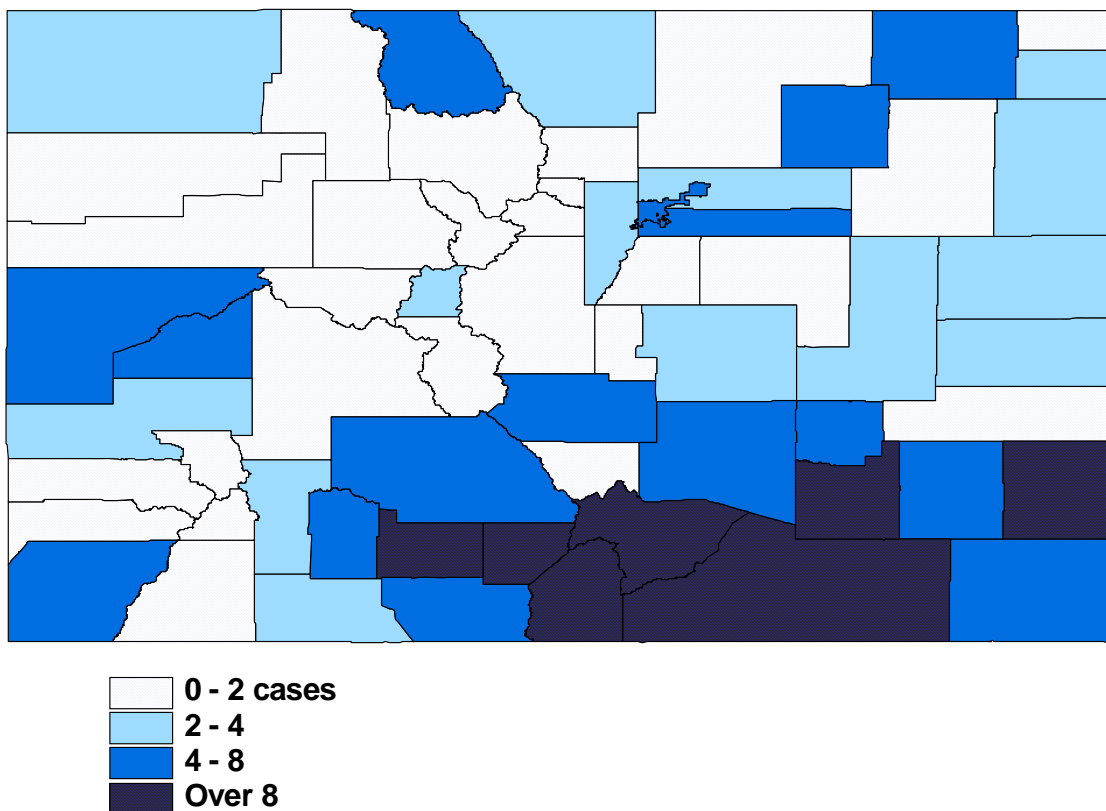
The statewide data presented in this chapter so far does not take into account county-level variation. County-level data for all 64 of Colorado’s counties is presented in the appendix tables.

The welfare caseload is highly concentrated in five counties. Two-thirds of the state’s TANF population resides in Denver, Arapahoe, El Paso, Jefferson, and Adams Counties. Many of the remaining counties serve relatively few cases, and approximately one-half the counties serve fewer than 25 cases per month. Some counties have experienced large increases in their caseloads in recent years. For example, the caseloads in Arapahoe County and Jefferson County more than doubled between SFY 2001 and SFY 2004.

One can look at regional variation in the program using a number of regional divisions. Possibilities include metropolitan statistical areas (MSAs), Workforce Investment Act (WIA) areas, planning regions, and tourism regions. Because looking at the entire state can mask interesting deviations and trends at the local level, analysis of regional variation can be very important. In this report we analyze one variable, welfare receipt per 1,000 population, at the county level, for the seven MSAs in Colorado, and non-MSA counties.

Figure 5.3 presents the number of cases per 1,000 persons in each county. While the majority of cases are concentrated in the Denver metro area (see **Appendix Table B.18** for details and trends over time) a number of counties have a much larger percentage of TANF cases, given their population, than the Denver area counties. In particular, counties located in the southeast portion of the state to have a higher case per population ratio than counties in other regions.

Figure 5.3: Caseloads per 1000 Persons by County, SFY 2004



Source: CDHS COIN administrative records

Next, we examine how caseloads are distributed according to Colorado’s metropolitan statistical area (MSA) and non-MSA counties.³⁷ Colorado counties belong to one of seven metropolitan statistical areas, or are designated as non-MSA. The Denver-Aurora MSA, consisting of Adams, Arapahoe, Broomfield, Clear Creek, Denver, Douglas, Elbert, Gilpin, Jefferson, and Park Counties, served over half the TANF caseload for Colorado in SFY 2004. Sixteen percent of all cases were located in non-MSA counties (47 in number) and another 13 percent were served by the El Paso and Teller County Colorado Works programs, falling within the Colorado Springs MSA. The remaining MSAs, all composed of a single county, had 5 percent or less of the states caseload.³⁸

Table 5.7 displays Colorado’s average monthly caseload across the seven MSAs and non-MSA counties. Taking into account changes in population for these regions, **Table 5.8** shows that the per capita caseload has fallen in every MSA and the non-MSA part of the state from SFY 1998 to SFY 2004, but the decline was not experienced evenly. Interestingly, the decline for the Denver-Aurora MSA, Colorado Springs MSA, and the non-MSA part of the state were very close to the 41 percent decline for the state as a whole. The smallest declines in the per capita caseload were in Grand Junction (17%) and Ft. Collins-Loveland MSA (22%), and the largest declines were in the Pueblo MSA (68%) and the Greely MSA (53%).

Table 5.7: Average Monthly Caseloads, Colorado MSAs and non-MSA, by SFY

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	%ΔSFY98-04
Denver-Aurora MSA	11,710	8,500	5,946	5,514	6,222	7,186	8,209	-29.9%
Boulder-Longmont MSA	642	558	443	326	382	415	476	-25.9%
Colorado Springs MSA	3,186	2,885	1,986	1,840	1,923	2,028	1,936	-39.2%
Ft. Collins-Loveland MSA	806	628	453	428	551	642	708	-12.1%
Grand Junction MSA	700	588	388	360	424	512	657	-6.2%
Greely MSA	592	592	393	325	328	356	355	-40.0%
Pueblo MSA	2,167	1,291	664	560	526	609	754	-65.2%
Non-MSA	3,450	2,883	2,176	1,997	2,236	2,372	2,410	-30.2%

Source: CDHS COIN administrative records.

³⁷ The 2000 Census designated MSAs according to the OMB definition: “A Core Based Statistical Area associated with at least one urbanized area that has a population of at least 50,000. The Metropolitan Statistical Area comprises the central county or counties containing the core, plus adjacent outlying counties having a high degree of social and economic integration with the central county as measured through commuting.” See <http://www.census.gov/population/www/estimates/00-32997.pdf>.

³⁸ Boulder-Longmont MSA (Boulder County): 3.1 percent; Ft. Collins-Loveland MSA (Larimer County): 4.6 percent; Grand Junction MSA (Mesa County): 4.2 percent; Greely MSA (Weld County): 2.3 percent; Pueblo MSA (Pueblo County): 4.9 percent.

Table 5.8: Caseloads per 1000 Persons, Colorado MSAs and non-MSA, by SFY

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	%ΔSFY98-04
Entire State	5.67	4.25	2.88	2.56	2.80	3.10	3.37	-40.6%
Denver-Aurora MSA	5.71	4.02	2.76	2.50	2.74	3.14	3.55	-37.9%
Boulder-Longmont MSA	2.34	1.97	1.63	1.18	1.37	1.49	1.70	-27.3%
Colorado Springs MSA	6.15	5.45	3.68	3.31	3.40	3.55	3.34	-45.7%
Ft. Collins-Loveland MSA	3.37	2.55	1.79	1.65	2.09	2.41	2.63	-21.9%
Grand Junction MSA	6.23	5.13	3.30	3.02	3.47	4.10	5.16	-17.2%
Greely MSA	3.43	3.34	2.15	1.68	1.60	1.68	1.62	-52.9%
Pueblo MSA	15.77	9.24	4.68	3.88	3.57	4.09	5.03	-68.1%
Non-MSA	5.76	4.70	3.47	3.15	3.45	3.60	3.64	-36.9%

Sources: CDHS COIN administrative records; Kids Count data, compiled from Colorado Demography Section, Colorado Department of Local Affairs.

From SFY 2001 to SFY 2004, every MSA except the Greely MSA experienced an increase in the per capita caseload. The Grand Junction MSA experienced the largest increase in the per capita caseload, 71 percent, while the Colorado Springs MSA had an increase of less than 1 percent. For the state as a whole, the caseload per capita increased by over 30 percent over this time period.

D. Participation in Work-Related Activities

This section examines Colorado Works recipients’ involvement in work-related and other activities. As discussed in Chapter 2, most Colorado Works adults are required to spend a certain number of hours each week (e.g., 30 hours for single-parent families or 35 hours for two-parent families) in work or approved work-related activities.³⁹ Clients might meet their requirement by participating in two or more activities. The set of activities is usually outlined in the recipients’ IRC. These participation requirements, as well as the end goal of helping families become self-sufficient, influence many counties’ emphasis on training, work preparation, and other activities to help increase recipients’ employability. This section discusses the activities in which clients participate.

As mentioned above, the Colorado management information system used in 2004, CACTIS, tracked recipients’ participation in work- and education-related activities. In addition to these activities, which may count toward the state’s Federal Work Participation Rate (FWPR), counties have the option of allowing recipients to participate in other “county-only” activities to fulfill their IRC requirements. We aggregated the county data and created seven broad categories of activities. The first four categories in the list below generally count toward clients’ work participation requirement.⁴⁰

- **Education and training** includes adult basic education, English as a Second Language (ESL), preparation to obtain a General Educational Development (high school equivalency)

³⁹ The requirement for two-parent families increases to 55 hours if the family receives subsidized child care.

⁴⁰ In some activities, such as job readiness and vocational training, there are limitations on how long a client can participate in the activities. In the education activities, these can be counted only after clients participate 20 hours in core activities (see Chapter 2 for more information).

certificate, high school attendance, and post-secondary education including degree and certificate programs.

- **Unsubsidized employment** includes full-time, part-time, and temporary paid employment.
- A client is placed in the **job readiness or job search** activity when he or she is engaged in a self-directed or structured job search plan, which includes contacting employers in person, by phone, or electronically. A client may only remain in this category and be counted toward the FWPR for six weeks in a year.
- The **work experience** category encompasses a broad range of activities that provides a client with a simulation of the experience of working in paid employment. Clients may be assigned to a county's community work experience program (CWEP), working within a nonprofit or government organization. Some counties recruit private employers to offer subsidized positions to welfare recipients, known as alternate work experience program (AWEP) placements. Counties may allow clients to do community service work or provide child care to others participating in community service. Clients who are also pursuing post-secondary education may be involved in a work study position. Finally, some counties coordinate with private employers to place clients in on-the-job training assignments, where the employer is provided a subsidy from Colorado Works to offset the cost of the training. Upon satisfactory completion, the expectation is that the employer will provide the client with a full-time, paid position.

The following categories are not countable for the state's federal work participation rate, but are tracked within CACTIS:

- **Assessment/employment planning, case management, or orientation activities** are generally short-term activities for clients entering Colorado Programs and attending orientation, developing an IRC, or interim activities while actively preparing to enter a more formal work activity (e.g., arranging child care, exploring training options, or interviewing for AWEP or CWEP positions).
- Clients that fail to comply with an IRC or have not met other program requirements may be in a **sanction-related activity**. This includes clients in sanction initiation status, serving a sanction, conciliation, or curing a sanction.
- Clients facing barriers to employment may participate in **county-only** activities. These activities are designed for barrier alleviation. Such activities may include counseling, drug treatment, or work with the Department of Vocational Rehabilitation. Clients participating in a county-only activity are designated with a "hold reason" which specifies the barrier being addressed by this activity. While in most cases we are unable to determine the specific services or activities a client is participating in, we can establish the reason that he/she is unable to participate in countable, work-related activities.

In the following sections, we first examine the average monthly participation of clients in these activities during SFY 2004, the most recent year for which data are available. We then examine how clients' participation in these activities has changed over time and if, within the broad

categories discussed above, we can identify the components driving this change. Finally, we look at those clients who have been placed in county-only activities, examining the reason why these clients may not be in other activities.

1. Participation in Work Activities

Colorado Works recipients may be involved in multiple work activities in a given month. We examine the most common categories of activities and how clients' participation in these activities changes over time. The following discussion should not be used to estimate the state's overall FWPR or county participation rates using federal criteria, which is based on those individuals who participate a certain minimum number of hours specified for different activities. Instead, the purpose here is to describe the activity levels for all Colorado Works adults. The analysis does, however, examine activities that are considered countable and non-countable for federal participation rate purposes.

In SFY 2004, the CACTIS system tracked an average monthly caseload of 13,464 adults receiving cash assistance. Almost 60 percent of these adults participated in an education, training, work experience, job readiness, or employment-related activity (*Table 5.9*). On average, almost one-quarter of the adults (23%) worked in unsubsidized employment during a month. Over half the clients in unsubsidized employment were employed on a full-time basis, and another 42 percent worked part time. Only a small number were placed in temporary employment. It is important to note that unsubsidized employment as tracked in CACTIS is limited to employment that occurs while the client is receiving Colorado Works. Many adults may leave the rolls after finding employment and are not included in CACTIS.

Table 5.9: Participation in Activities Countable and Non-Countable Activities

	SFY 2004
Countable Activities ⁴¹	58.0%
Education/Training	12.4%
Unsubsidized Employment	22.6%
Job Readiness/Job Search	24.3%
Work Experience	13.2%
Non-Countable Activities	
Case Management	38.0%
Sanction Related	9.0%
Barrier Related	28.9%
Diversion	6.7%
Other	2.9%
Number of adults	13,464

Source: CDHS CACTIS and COIN administrative records.

On average, 13 percent of Colorado Works adults in CACTIS were involved in a work experience component, with community service and CWEP placements being the most common.

⁴¹ We calculate the percentage of clients in countable activities as the number of clients who were involved in any of the activities which count towards the Federal Work Participation Rate in a given month. This is different than the state's actual participation rate.

Fewer than 1 percent of work experience participants were placed in an OJT position and only 2 percent had an AWEP placement. Almost one-quarter of all clients (24%) were involved in job readiness or job search in a given month.⁴²

About 12 percent of SFY 2004 clients participated in education or training activities in a given month in SFY 2004. Of the clients involved in education and training, almost half (46%) were working toward a GED and 10 percent were attending high school. Finally, one-third of the clients involved in education and training were enrolled in a post-secondary education program.

Clients may be involved in other activities for a variety of reasons (non-countable for federal reporting purposes). In a given month in SFY 2004, close to 40 percent of adults were involved in some case management activities. Unlike other categories, case management is mutually exclusive – a client is only placed in case management if he/she is not in another activity and is not employed. However, because case management includes exploration or interviewing for CWEP/AWEP positions, it may be that clients are only involved in this activity for a portion of a given month.⁴³ A large number (29%) were involved in county-only activities designed to alleviate barriers. Finally, 9 percent were in the process of being sanctioned or dealing with a sanction.

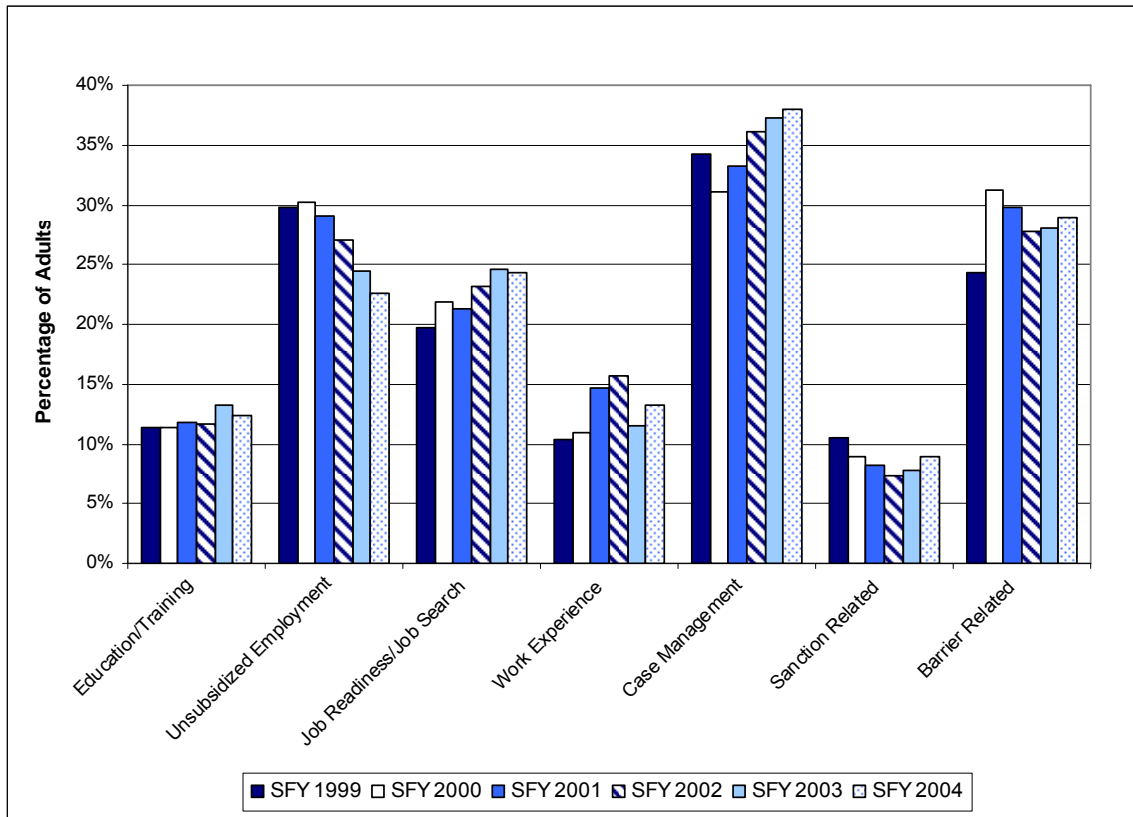
Next, we examine whether there have been changes over time in the most common client activities. **Figure 5.4** displays the average monthly percentage of clients involved in each category by year (SFY 1999 to SFY 2004). This chart cannot be used to determine the change in the distribution of clients between activities, because a client may be participating in more than one activity in a given month.⁴⁴ However, it does show whether participation in various components has increased or decreased over time.

⁴² Clients can participate in a maximum of 6 weeks of job search as a countable activity within a year, although they may only spend 4 consecutive weeks in this component at a time.

⁴³ According to the CACTIS user's manual, a client may only be placed in a case management component for three months at a time.

⁴⁴ For example, some county staff discussed combining education and work experience for clients who had spent more than 12 months in an education program.

Figure 5.4: Participation in Work Activities by SFY



Source: CDHS CACTIS and COIN administrative records

Education and training activities have not been widely used in any year examined—between 11 and 13 percent of participants are engaged in some education or training related activity in a given year. Within this category, however, there were changes in the distribution of activities (not shown). Between SFY 1999 and SFY 2004, counties increased their placement of clients into GED-related activities from 38 percent of all educational placements to 46 percent. The use of post-secondary educational placements has decreased slightly over this period.

In most years, unsubsidized employment was a common activity - between 23 and 30 percent of participants between SFY 1999 and SFY 2004 had some unsubsidized work. Not surprisingly, the highest proportion of participants in unsubsidized employment occurred in SFY 1999, during an economic expansion. The percentage of clients in unsubsidized employment has decreased since SFY 1999, from 30 percent to 23 percent of all participants.

Conversely, the percentage of participants involved in subsidized employment/work experience activities has increased over this time period, from 10 percent of participants in SFY 1999 to 13 percent in SFY 2004. The use of subsidized employment peaked in SFY 2002 and 75 percent of work experience placements in that year were reportedly community service positions. The second most commonly reported category of work experience activities were CWEP placements. Job readiness and job search preparation also increased between SFY 1999 and SFY 2004, from 20 to 24 percent of CACTIS adults.

Case management is, by far, the most widely used category. In every year, a large percentage of participants spent some time in assessment or case management related activities. Only a small percentage of clients spent time serving a sanction - in a given year, between 7 and 10 percent of all cases were serving or in the process of curing a sanction. However, this translates to about 1,357 in SFY 1999, falling to 660 in SFY 2001, and rising again to 1,100 in SFY 2004.

In most years, over one-quarter of the caseload spent some time participating in activities designed to deal with barriers and barrier reduction and these tend to be county-only activities. The percentage of clients dealing with barriers peaked in SFY 2000, reaching 31 percent. In the next section we examine the reason why clients may have been placed in county-only activities.

Clients in County-Only Activities and Their Barriers

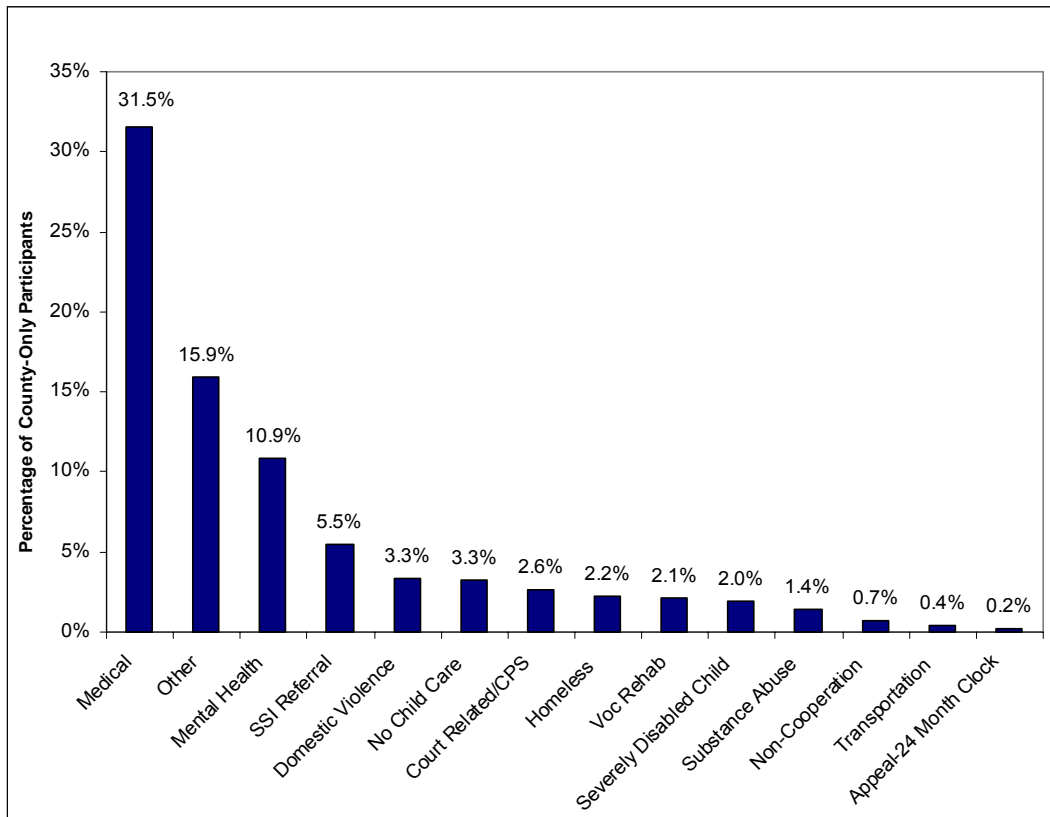
Counties may find it necessary to place clients in programs where they will not be included in the calculation of federal participation rates because these clients are either unable to participate in federally-countable activities or the county believes it is more important to deal with a particular barrier to employment prior to being moved into a work-related activity.

While the particular activities in which clients in county-only components participate are not specified in CACTIS, case workers are required to designate the reason these clients are placed into the county-only category. The categories of these “hold” reasons are mutually exclusive (i.e., a client is only designated with a single hold reason). Thus, the following discussion does not cover all barriers a client may have to participating or include clients with barriers who are, at the same time, participating in a work-related activity.

Figure 5.5 displays the distribution of reasons why, in a given month in SFY 2004, clients were unable to participate in a work-related activity and placed in a county-only activity. From anecdotal evidence, we know that in many cases these activities are designed to directly deal with the client’s barrier to participation. For instance, a client involved with Child Protective Services (CPS) may attend counseling sessions required by his/her child welfare treatment plan. Or, a client dealing with substance abuse issues may be participating in a treatment program.

As the chart shows, over 30 percent of clients in a county-only activity were dealing with medical issues. Physical health problems have been found to be a major barrier to employment for welfare recipients nationwide. Another 10 percent of county-only participants were listed as dealing with mental health issues in SFY 2004. More than 5 percent of clients in county-only activities were in the process of applying for SSI.

Figure 5.5: Hold Reason for County Only Participants (SFY2004)



Source: CDHS CACTIS and COIN administrative records.

This chapter provided a description of Colorado Works clients statewide and the types of activities in which they participated in recent years. The descriptive data provide a general profile of the caseload that will be used in future reports to refine a more systematic statistical analysis of statewide trends and outcomes and variations by county.

APPENDIX A

SUPPLEMENTARY TABLES ON COUNTY CHARACTERISTICS

Appendix A.1: County Demographic Characteristics

County	Population (2000)	Density Per Sq. Mile (2000)	Race/Ethnicity (%) in 2000					Hispanic (any race)	Foreign Born
			Non-Hispanic			Native American	Hispanic (any race)		
			White	African-American	Asian			Native American	Hispanic (any race)
Adams	363,857	305.3	63.3%	2.8%	3.2%	0.6%	28.2%	12.5%	
Alamosa	14,966	20.7	54.0%	0.7%	0.8%	1.2%	41.4%	4.7%	
Arapahoe	487,967	607.6	73.9%	7.4%	4.0%	0.5%	11.8%	11.0%	
Archuleta	9,898	7.3	80.1%	0.3%	0.3%	1.0%	16.8%	2.9%	
Baca	4,517	1.8	90.4%	0.0%	0.2%	1.0%	7.0%	2.5%	
Bent	5,998	4	63.3%	3.5%	0.5%	1.1%	30.2%	4.4%	
Boulder	291,288	392.3	83.6%	0.8%	3.1%	0.4%	10.5%	9.4%	
Broomfield*	38,272	1411.6	83.7%	0.9%	4.2%	0.5%	9.1%	6.6%	
Chaffee	16,242	16	87.3%	1.6%	0.4%	0.9%	8.6%	2.0%	
Cheyenne	2,231	1.3	90.5%	0.4%	0.1%	0.4%	8.1%	4.1%	
Clear Creek	9,322	23.6	94.0%	0.3%	0.4%	0.5%	3.9%	1.9%	
Conejos	8,400	6.5	39.3%	0.1%	0.2%	0.7%	58.9%	3.0%	
Costilla	3,663	3	28.2%	0.6%	1.0%	1.1%	67.6%	6.9%	
Crowley	5,518	7	66.5%	7.0%	0.8%	1.9%	22.5%	1.1%	
Custer	3,503	4.7	94.2%	0.3%	0.3%	1.1%	2.5%	1.7%	
Delta	27,834	24.4	86.0%	0.5%	0.3%	0.5%	11.4%	4.2%	
Denver	554,636	3616.8	51.9%	10.8%	2.8%	0.7%	31.7%	17.4%	
Dolores	1,844	1.7	92.8%	0.1%	0.4%	1.5%	3.9%	0.9%	
Douglas	175,766	209.2	89.7%	0.9%	2.5%	0.3%	5.1%	5.2%	
Eagle	41,659	24.7	74.2%	0.2%	0.9%	0.4%	23.2%	18.2%	
Elbert	19,872	10.7	93.2%	0.6%	0.4%	0.5%	3.9%	1.9%	
El Paso	516,929	243.1	76.2%	6.3%	2.7%	0.6%	11.3%	6.4%	
Fremont	46,145	30.1	81.1%	5.3%	0.5%	1.3%	10.3%	1.5%	
Garfield	43,791	14.9	81.0%	0.3%	0.5%	0.5%	16.7%	10.4%	
Gilpin	4,757	31.7	92.0%	0.5%	0.9%	0.7%	4.2%	3.4%	
Grand	12,442	6.7	93.0%	0.5%	0.7%	0.4%	4.4%	3.4%	
Gunnison	13,956	4.3	92.3%	0.4%	0.5%	0.6%	5.0%	2.9%	
Hinsdale	790	0.7	96.6%	0.0%	0.3%	1.1%	1.5%	2.0%	
Huerfano	7,862	4.9	58.4%	2.7%	0.4%	1.3%	35.1%	1.6%	
Jackson	1,577	1	92.1%	0.0%	0.1%	0.6%	6.5%	1.9%	
Jefferson	527,056	682.6	84.9%	0.8%	2.3%	0.5%	10.0%	5.4%	
Kiowa	1,622	0.9	94.3%	0.5%	0.1%	1.1%	3.1%	1.4%	
Kit Carson	8,011	3.7	83.4%	1.7%	0.4%	0.4%	13.7%	5.8%	
Lake	7,812	20.7	61.6%	0.2%	0.3%	0.7%	36.1%	15.6%	
La Plata	43,941	26	82.3%	0.3%	0.4%	5.0%	10.4%	2.7%	
Larimer	251,494	96.7	87.5%	0.6%	1.6%	0.5%	8.3%	4.3%	
Las Animas	15,207	3.2	55.2%	0.3%	0.4%	1.1%	41.5%	2.3%	
Lincoln	6,087	2.4	84.2%	4.9%	0.6%	0.8%	8.5%	1.8%	
Logan	20,504	11.2	84.4%	2.0%	0.4%	0.4%	11.9%	3.1%	
Mesa	116,255	34.9	87.0%	0.4%	0.6%	0.6%	10.0%	3.0%	
Mineral	831	0.9	95.4%	0.0%	0.0%	0.5%	2.0%	0.7%	
Moffat	13,184	2.8	88.2%	0.1%	0.3%	0.8%	9.5%	4.1%	
Montezuma	23,830	11.7	77.5%	0.1%	0.3%	10.8%	9.5%	2.2%	
Montrose	33,432	14.9	82.4%	0.2%	0.4%	0.7%	14.9%	5.6%	
Morgan	27,171	21.1	67.0%	0.2%	0.3%	0.5%	31.2%	14.6%	
Otero	20,311	16.1	59.2%	0.5%	0.7%	0.7%	37.6%	4.9%	
Ouray	3,742	6.9	93.2%	0.1%	0.4%	0.9%	4.1%	3.2%	
Park	14,523	6.6	92.5%	0.5%	0.4%	0.7%	4.3%	2.2%	
Phillips	4,480	6.5	86.3%	0.2%	0.4%	0.2%	11.8%	8.1%	
Pitkin	14,872	15.3	90.6%	0.4%	1.1%	0.2%	6.5%	10.9%	

County	Population (2000)	Density Per Sq. Mile (2000)	Race/Ethnicity (%) in 2000					Hispanic (any race)	Foreign Born
			Non-Hispanic			Hispanic (any race)	Foreign Born		
			White	African-American	Asian			Native American	
Prowers	14,483	8.8	65.1%	0.2%	0.3%	0.5%	32.9%	10.6%	
Pueblo	141,472	59.2	57.7%	1.7%	0.6%	0.6%	38.0%	3.0%	
Rio Blanco	5,986	1.9	92.6%	0.2%	0.3%	0.6%	4.9%	3.2%	
Rio Grande	12,413	13.6	56.6%	0.1%	0.2%	0.6%	41.7%	6.0%	
Routt	19,690	8.3	94.8%	0.1%	0.5%	0.4%	3.2%	4.1%	
Saguache	5,917	1.9	51.6%	0.0%	0.4%	1.2%	45.3%	14.5%	
San Juan	558	1.4	91.2%	0.0%	0.5%	0.4%	7.3%	2.5%	
San Miguel	6,594	5.1	90.4%	0.2%	0.8%	0.7%	6.7%	7.3%	
Sedgwick	2,747	5	86.5%	0.3%	0.8%	0.1%	11.4%	2.7%	
Summit	23,548	38.7	86.7%	0.7%	0.9%	0.4%	9.8%	11.6%	
Teller	20,555	36.9	92.9%	0.5%	0.6%	0.8%	3.5%	1.8%	
Washington	4,926	2	92.7%	0.0%	0.1%	0.3%	6.3%	2.5%	
Weld	180,936	45.3	70.0%	0.5%	0.9%	0.4%	27.0%	9.3%	
Yuma	9,841	4.2	86.1%	0.1%	0.1%	0.2%	12.9%	7.9%	
State	4,301,261	41.5	74.5%	3.7%	2.3%	0.7%	17.1%	8.6%	

Sources: Population, race and ethnicity data from Colorado Department of Local Affairs, State Demography Office, "Race and Hispanic Origin," <http://www.dola.state.co.us/demog/Race.cfm>, accessed online July 5, 2006 (original source US Census 2000). Foreign born population data from Colorado Department of Local Affairs, State Demography Office, Summary File 3, "Nativity and Place of Birth 2000," <http://dola.colorado.gov/demog/GeoComparison.cfm>, accessed online July 5, 2006 (original source US Census 2000). Data on density per square mile from US Census 2000, Summary File 1.

Notes: Data for Broomfield are for Broomfield City. Not all race and ethnicity categories included in the Census data are shown.

Exhibit A.2: Population Growth By County

County	Population, April 2000 ^a	Population, July 2001 ^b	Population, July 2002 ^b	Population, July 2003 ^b	Population, July 2004 ^b	Average Annual Percent Growth			
						2000- 2001	2001- 2002	2002- 2003	2003- 2004
Adams	363,857	361,262	375,380	385,262	394,257	-0.7%	3.9%	2.6%	2.3%
Alamosa	14,966	15,282	15,377	15,545	15,643	2.1%	0.6%	1.1%	0.6%
Arapahoe	487,967	503,833	513,932	520,501	527,752	3.3%	2.0%	1.3%	1.4%
Archuleta	9,898	10,548	10,912	11,196	11,464	6.6%	3.5%	2.6%	2.4%
Baca	4,517	4,514	4,401	4,348	4,305	-0.1%	-2.5%	-1.2%	-1.0%
Bent	5,998	5,865	6,072	6,397	6,367	-2.2%	3.5%	5.4%	-0.5%
Boulder	291,288	280,965	282,918	283,616	284,996	-3.5%	0.7%	0.2%	0.5%
Broomfield		40,621	41,948	43,484	44,634		3.3%	3.7%	2.6%
Chaffee	16,242	16,485	16,643	16,746	16,833	1.5%	1.0%	0.6%	0.5%
Cheyenne	2,231	2,228	2,207	2,184	2,157	-0.1%	-0.9%	-1.0%	-1.2%
Clear Creek	9,322	9,485	9,528	9,649	9,509	1.7%	0.5%	1.3%	-1.5%
Conejos	8,400	8,401	8,400	8,457	8,495	0.0%	0.0%	0.7%	0.4%
Costilla	3,663	3,723	3,746	3,729	3,738	1.6%	0.6%	-0.5%	0.2%
Crowley	5,518	5,491	5,822	5,812	5,827	-0.5%	6.0%	-0.2%	0.3%
Custer	3,503	3,686	3,769	3,896	3,937	5.2%	2.3%	3.4%	1.1%
Delta	27,834	28,709	29,196	29,662	30,080	3.1%	1.7%	1.6%	1.4%
Denver	554,636	560,365	560,882	566,173	568,913	1.0%	0.1%	0.9%	0.5%
Dolores	1,844	1,844	1,876	1,848	1,836	0.0%	1.7%	-1.5%	-0.6%
Douglas	175,766	200,385	213,526	225,694	239,166	14.0%	6.6%	5.7%	6.0%
Eagle	41,659	44,824	45,819	46,927	47,990	7.6%	2.2%	2.4%	2.3%
Elbert	19,872	21,453	21,936	22,220	22,453	8.0%	2.3%	1.3%	1.0%
El Paso	516,929	533,534	541,069	547,566	554,585	3.2%	1.4%	1.2%	1.3%
Fremont	46,145	47,209	47,431	47,571	47,449	2.3%	0.5%	0.3%	-0.3%
Garfield	43,791	46,173	47,441	48,396	49,325	5.4%	2.7%	2.0%	1.9%
Gilpin	4,757	4,845	4,899	4,912	4,903	1.8%	1.1%	0.3%	-0.2%
Grand	12,442	13,253	13,421	13,732	13,943	6.5%	1.3%	2.3%	1.5%
Gunnison	13,956	14,012	13,999	13,994	14,190	0.4%	-0.1%	0.0%	1.4%
Hinsdale	790	794	810	804	838	0.5%	2.0%	-0.7%	4.2%
Huerfano	7,862	7,857	8,034	8,060	7,969	-0.1%	2.3%	0.3%	-1.1%
Jackson	1,577	1,620	1,603	1,594	1,573	2.7%	-1.0%	-0.6%	-1.3%
Jefferson	527,056	529,743	530,847	529,479	532,723	0.5%	0.2%	-0.3%	0.6%
Kiowa	1,622	1,598	1,574	1,543	1,526	-1.5%	-1.5%	-2.0%	-1.1%
Kit Carson	8,011	8,007	8,034	8,054	7,954	0.0%	0.3%	0.2%	-1.2%
Lake	7,812	7,981	8,005	7,904	7,933	2.2%	0.3%	-1.3%	0.4%
La Plata	43,941	45,614	46,281	46,790	47,173	3.8%	1.5%	1.1%	0.8%
Larimer	251,494	260,221	263,900	265,489	269,138	3.5%	1.4%	0.6%	1.4%
Las Animas	15,207	15,550	15,836	16,302	16,242	2.3%	1.8%	2.9%	-0.4%
Lincoln	6,087	6,117	6,123	6,152	6,021	0.5%	0.1%	0.5%	-2.1%
Logan	20,504	21,920	21,917	21,915	21,821	6.9%	0.0%	0.0%	-0.4%
Mesa	116,255	120,122	122,463	125,072	127,808	3.3%	1.9%	2.1%	2.2%
Mineral	831	843	865	906	952	1.4%	2.6%	4.7%	5.1%
Moffat	13,184	13,246	13,351	13,349	13,426	0.5%	0.8%	0.0%	0.6%
Montezuma	23,830	23,999	24,216	24,551	24,826	0.7%	0.9%	1.4%	1.1%
Montrose	33,432	34,601	35,435	36,116	36,933	3.5%	2.4%	1.9%	2.3%
Morgan	27,171	27,623	27,854	28,244	28,357	1.7%	0.8%	1.4%	0.4%
Otero	20,311	19,976	19,717	19,754	19,664	-1.6%	-1.3%	0.2%	-0.5%
Ouray	3,742	3,894	3,977	4,030	4,177	4.1%	2.1%	1.3%	3.6%
Park	14,523	15,327	15,738	16,120	16,368	5.5%	2.7%	2.4%	1.5%
Phillips	4,480	4,511	4,529	4,548	4,622	0.7%	0.4%	0.4%	1.6%
Pitkin	14,872	16,197	16,257	16,421	16,268	8.9%	0.4%	1.0%	-0.9%

County	Population, April 2000 ^a	Population, July 2001 ^b	Population, July 2002 ^b	Population, July 2003 ^b	Population, July 2004 ^b	Average Annual Percent Growth			
						2000- 2001	2001- 2002	2002- 2003	2003- 2004
Prowers	14,483	14,240	14,180	14,163	14,023	-1.7%	-0.4%	-0.1%	-1.0%
Pueblo	141,472	144,383	147,057	148,707	149,728	2.1%	1.9%	1.1%	0.7%
Rio Blanco	5,986	5,986	6,063	6,033	6,102	0.0%	1.3%	-0.5%	1.1%
Rio Grande	12,413	12,518	12,559	12,886	13,181	0.8%	0.3%	2.6%	2.3%
Routt	19,690	20,551	20,941	21,366	21,671	4.4%	1.9%	2.0%	1.4%
Saguache	5,917	6,100	6,195	6,365	6,517	3.1%	1.6%	2.7%	2.4%
San Juan	558	560	563	570	576	0.4%	0.5%	1.2%	1.1%
San Miguel	6,594	6,956	7,135	7,173	7,222	5.5%	2.6%	0.5%	0.7%
Sedgwick	2,747	2,722	2,743	2,755	2,687	-0.9%	0.8%	0.4%	-2.5%
Summit	23,548	26,355	26,798	27,114	27,443	11.9%	1.7%	1.2%	1.2%
Teller	20,555	21,827	21,988	22,156	22,119	6.2%	0.7%	0.8%	-0.2%
Washington	4,926	4,898	5,071	5,092	4,954	-0.6%	3.5%	0.4%	-2.7%
Weld	180,936	193,576	200,704	209,649	217,781	7.0%	3.7%	4.5%	3.9%
Yuma	9,841	9,900	9,911	10,018	9,960	0.6%	0.1%	1.1%	-0.6%
State	4,301,261	4,446,928	4,521,824	4,586,761	4,653,023	3.4%	1.7%	1.4%	1.4%

Source: Colorado Department of Local Affairs, State Demography Office, "Table 3. Final Colorado Population Estimates By County, 2000 - 2004." <http://dola.colorado.gov/demog/FinalEstimates.cfm> Accessed online 06/26/2006.

^a US Census Bureau estimate

^b Colorado State Demography Office estimate

Exhibit A.3: County Economic Characteristics

County	Percent in Poverty (1999)	Unemp. Rate (2003)	Unemp Rate (2004)	Unemp. Rate 2005	Avg. Monthly Earnings (2004)	Avg. Monthly New Hire Earnings (2004)	Avg. Monthly Welfare Caseload*
Adams	8.9%	7.0	6.5	5.8	\$3,193	\$2,257	847
Alamosa	21.3%	6.2	6.1	5.6	\$2,234	\$1,535	130
Arapahoe	5.8%	6.2	5.6	5.0	\$3,757	\$2,706	1,505
Archuleta	11.7%	6.1	5.2	4.8	\$2,168	\$1,545	23
Baca	16.9%	4.4	3.8	3.9	\$1,657	\$1,056	16
Bent	19.5%	8.5	6.9	6.6	\$2,061	\$1,465	32
Boulder	9.5%	5.7	5.0	4.5	\$3,870	\$2,677	425
Broomfield	4.2%	6.2	5.6	4.7	\$4,781	\$2,836	38
Chaffee	11.7%	6.1	5.6	5.4	\$2,184	\$1,407	23
Cheyenne	11.1%	4.2	3.5	3.4	\$2,423	\$1,967	8
Clear Creek	5.4%	5.7	5.8	4.9	\$2,939	\$1,806	21
Conejos	23.0%	7.3	8.0	7.9	\$2,062	\$1,468	64
Costilla	26.8%	10.6	10.3	10.4	\$1,949	\$1,472	37
Crowley	18.5%	9.3	8.3	8.0	\$2,455	\$1,782	45
Custer	13.3%	5.4	5.1	4.8	\$2,307	\$1,950	8
Delta	12.1%	6.1	5.1	4.9	\$2,120	\$1,841	128
Denver	14.3%	7.3	6.8	6.0	\$3,793	\$2,722	3,272
Dolores	13.1%	8.1	6.9	7.0	\$1,632	\$1,079	5
Douglas	2.1%	4.8	4.1	3.6	\$3,483	\$2,436	53
Eagle	7.8%	5.3	4.6	3.9	\$2,942	\$2,035	13
Elbert	4.0%	5.3	4.6	4.2	\$2,713	\$2,001	18
El Paso	8.0%	6.3	5.7	5.4	\$3,220	\$2,254	2,182
Fremont	11.7%	7.6	6.8	6.2	\$2,521	\$1,492	174
Garfield	7.5%	5.4	4.4	3.7	\$3,035	\$2,125	124
Gilpin	4.0%	5.8	5.5	4.9	\$2,743	\$2,152	10
Grand	7.3%	4.8	4.3	4.2	\$2,408	\$1,671	15
Gunnison	15.0%	5.4	4.3	4.0	\$2,358	\$1,538	17
Hinsdale	7.2%	4.9	3.2	3.0	\$1,767	\$1,152	3
Huerfano	18.0%	8.8	8.0	8.0	\$2,023	\$1,544	69
Jackson	14.0%	5.8	4.2	4.3	\$1,850	\$1,559	8
Jefferson	5.2%	6.0	5.5	5.0	\$3,407	\$2,278	1,177
Kiowa	12.2%	5.8	5.5	4.5	\$1,961	\$1,246	3
Kit Carson	12.1%	4.9	3.9	3.6	\$2,095	\$1,496	24
Lake	12.9%	7.1	6.3	5.4	\$2,072	\$1,449	14
La Plata	11.7%	4.9	4.1	3.9	\$2,706	\$1,829	107
Larimer	9.2%	5.3	4.6	4.4	\$3,175	\$1,893	623
Las Animas	17.3%	6.2	5.4	5.0	\$2,202	\$1,609	121
Lincoln	11.7%	5.2	4.4	4.5	\$2,374	\$1,274	21
Logan	12.2%	4.8	4.3	3.9	\$2,273	\$1,582	80
Mesa	10.2%	5.7	5.1	4.7	\$2,644	\$1,720	519
Mineral	10.2%	5.4	4.5	4.8	\$1,828	\$1,057	4
Moffat	8.3%	6.4	5.3	4.6	\$2,850	\$1,601	39
Montezuma	16.4%	6.2	5.7	5.3	\$2,111	\$1,380	159
Montrose	12.6%	6.1	5.1	4.6	\$2,405	\$1,576	102

County	Percent in Poverty (1999)	Unemp. Rate (2003)	Unemp Rate (2004)	Unemp. Rate 2005	Avg. Monthly Earnings (2004)	Avg. Monthly New Hire Earnings (2004)	Avg. Monthly Welfare Caseload*
Morgan	12.4%	5.2	4.8	4.5	\$2,435	\$1,646	176
Otero	18.8%	6.9	6.4	6.6	\$2,142	\$1,401	143
Ouray	7.2%	4.7	4.3	3.4	\$2,447	\$1,714	3
Park	5.6%	5.3	5.1	4.4	\$2,536	\$1,799	11
Phillips	11.6%	4.4	3.6	3.4	\$2,063	\$1,324	6
Pitkin	6.2%	5.7	5.1	4.2	\$3,066	\$1,987	2
Prowers	19.5%	5.7	4.8	5.3	\$2,124	\$1,448	124
Pueblo	14.9%	7.3	7.3	6.8	\$2,628	\$1,600	791
Rio Blanco	9.6%	4.7	4.3	3.6	\$3,067	\$2,145	6
Rio Grande	14.5%	6.4	5.9	5.9	\$2,039	\$1,248	129
Routt	6.1%	5.1	4.2	3.7	\$2,995	\$1,850	11
Saguache	22.6%	7.4	6.9	7.2	\$1,991	\$1,308	51
San Juan	20.9%	6.9	6.4	7.5	\$2,158	\$1,258	3
San Miguel	10.4%	6.0	5.1	4.3	\$2,470	\$1,718	2
Sedgwick	10.0%	4.7	3.4	3.3	\$2,020	\$1,992	4
Summit	9.0%	5.4	4.7	4.1	\$2,467	\$1,656	10
Teller	5.4%	5.1	5.6	5.0	\$2,542	\$1,685	36
Washington	11.4%	4.3	3.9	3.9	\$1,984	\$1,399	11
Weld	12.5%	5.8	5.4	5.1	\$2,860	\$1,936	408
Yuma	12.9%	3.7	3.3	3.3	\$2,231	\$1,637	31
State	9.3%	6.1	5.6	5.0	\$3,371	\$2,323	14,261

*Colorado Works Cases Receiving Basic Cash Assistance & State and County Diversion, FY2003 Monthly Average

Sources: Poverty data from US Census 2000. Unemployment data from Colorado Department of Labor and Employment, "Colorado Areas Labor Force Data", <http://www.coworkforce.com/lmi/ali/lfpag.asp> (accessed July 5, 2006). (Original source U.S. Bureau of Labor Statistics). Earnings data from U.S. Census Bureau, Local Employment Dynamics, Quarterly Workforce Indicators, QWI Pivot Report, Colorado Counties, <http://lehd.dsd.census.gov/led/datatools/qwiapp.html> (accessed online July 5, 2006).

Exhibit A.4 Births to Single Women 2004

County	Births to Unmarried Women (% of Live Births, 2004)	County	Births to Unmarried Women (% of Live Births, 2004)
Adams	32.6%	La Plata	28.4%
Alamosa	42.6%	Lake	49.5%
Arapahoe	27.6%	Larimer	24.6%
Archuleta	30.8%	Las Animas	49.4%
Baca	21.1%	Lincoln	35.3%
Bent	35.5%	Logan	37.1%
Boulder	20.0%	Mesa	22.8%
Broomfield	16.8%	Mineral	*
Chaffee	30.4%	Moffat	28.6%
Cheyenne	*	Montezuma	39.2%
Clear Creek	11.1%	Montrose	30.4%
Conejos	45.4%	Morgan	39.0%
Costilla	62.1%	Otero	47.6%
Crowley	44.9%	Ouray	22.9%
Custer	33.3%	Park	17.3%
Delta	31.1%	Phillips	36.4%
Denver	33.3%	Pitkin	17.0%
Dolores	*	Prowers	46.7%
Douglas	7.3%	Pueblo	48.2%
Eagle	23.5%	Rio Blanco	21.8%
El Paso	26.4%	Rio Grande	40.8%
Elbert	16.3%	Routt	9.8%
Fremont	44.4%	Saguache	43.7%
Garfield	32.0%	San Juan	37.5%
Gilpin	6.9%	San Miguel	20.3%
Grand	17.2%	Sedgwick	31.3%
Gunnison	21.6%	Summit	18.8%
Hinsdale	*	Teller	20.6%
Huerfano	45.6%	Washington	27.9%
Jackson	37.5%	Weld	27.2%
Jefferson	22.3%	Yuma	32.0%
Kiowa	43.8%		
Kit Carson	29.2%	State	27.5%

* Low Number of Events (1 or 2 Events)

Source: Colorado Children's Campaign, http://www.aecf.org/cgi-bin/clijs.cgi?action=rank_results&subset=CO&areatype=county&indicatorid=5 (accessed online June 30, 2006)

Exhibit A.5: Categorization Of Colorado Counties

	Metro	Mid-size	Rural	
Low Poverty 2000 (<10%)	*Adams Arapahoe Boulder Broomfield Douglas El Paso Jefferson	Gilpin Larimer Summit Teller	Clear Creek Eagle Elbert Garfield Grand Hinsdale	Moffat Ouray Park Pitkin Rio Blanco Routt
Average Poverty (10-15%)	*Denver	Fremont LaPlata Mesa *Pueblo Weld	Archuleta Chaffee Cheyenne Custer Delta Dolores Jackson Kiowa Kit Carson Lake	Lincoln Logan Mineral Montrose Morgan Phillips Rio Grande San Miguel Sedgwick Washington Yuma
Moderate to High Poverty (>15%)			Alamosa Baca *Bent *Conejos *Costilla *Crowley Gunnison	*Huerfano Las Animas Montezuma Otero Prowers *Saguache San Juan

* These counties had relatively high unemployment rates in 2004—6.5% or higher (state unemployment rate that year was 5.6%).

APPENDIX B

SUPPLEMENTARY TABLES ON CASELOAD CHARACTERISTICS AND TRENDS

Appendix Table B.1: Average Monthly BCA Caseloads by SFY and County

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	% Ch. (98-04)
State Total	23252	16286	12449	11349	12593	14119	15505	-33.3%
Adams	1993	1122	821	652	659	759	976	-51.0%
Alamosa	200	141	105	141	133	129	126	-37.2%
Arapahoe	1812	1200	993	918	1170	1692	2164	19.4%
Archuleta	27	25	31	23	22	23	24	-11.3%
Baca	30	21	19	17	20	20	18	-39.3%
Bent	53	33	26	30	25	31	35	-34.3%
Boulder	642	512	443	326	382	415	476	-25.9%
Chaffee	66	41	34	20	24	22	25	-62.3%
Cheyenne	4	3	2	3	1	7	5	52.4%
Clear Creek	17	9	7	6	12	19	14	-20.0%
Conejos	146	124	107	78	58	49	47	-67.7%
Costilla	89	62	48	46	37	35	32	-64.6%
Crowley	79	62	52	48	45	43	42	-46.2%
Custer	21	19	13	6	5	8	5	-75.7%
Delta	171	126	104	88	124	129	137	-20.0%
Denver	6381	4252	3206	3168	3413	3408	3447	-46.0%
Dolores	7	5	8	9	7	5	2	-69.7%
Douglas	90	60	42	29	40	59	65	-28.3%
Eagle	14	8	8	9	10	12	14	-2.4%
Elbert	31	23	14	13	13	19	22	-26.8%
El Paso	3121	2583	1941	1802	1894	1997	1904	-39.0%
Fremont	362	284	200	151	158	168	204	-43.8%
Garfield	109	85	97	77	95	119	94	-14.0%
Gilpin	6	6	9	4	7	8	8	24.0%
Grand	10	8	14	13	17	17	22	130.4%
Gunnison	21	17	15	16	21	16	11	-48.8%
Hinsdale	0	1	1	2	2	3	2	400.0%
Huerfano	107	85	61	53	62	68	87	-19.0%
Jackson	6	5	2	4	8	7	9	44.6%
Jefferson	1356	1014	844	719	901	1209	1483	9.4%
Kiowa	6	3	4	3	4	2	2	-58.0%
Kit Carson	25	16	12	14	19	25	23	-9.7%
Lake	13	8	10	10	23	19	25	88.2%
La Plata	94	96	73	57	78	97	90	-5.0%
Larimer	806	571	453	428	551	642	708	-12.1%
Las Animas	234	177	131	118	138	126	132	-43.6%
Lincoln	14	11	7	6	15	22	22	57.6%
Logan	85	50	49	52	64	76	95	11.5%
Mesa	700	537	388	360	424	512	657	-6.2%
Mineral	6	4	2	3	3	4	4	-34.7%
Moffat	94	68	48	33	39	40	43	-53.8%
Montezuma	184	143	115	135	157	174	147	-20.2%
Montrose	192	152	122	110	135	114	112	-41.4%
Morgan	163	132	143	144	171	176	168	3.0%
Otero	310	234	193	158	132	146	172	-44.6%
Ouray	6	3	3	4	2	2	2	-70.0%

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	% Ch. (98-04)
State Total	23252	16286	12449	11349	12593	14119	15505	-33.3%
Park	24	13	11	6	7	13	30	28.2%
Phillips	7	2	3	4	4	6	10	36.8%
Pitkin	2	1	2	2	2	2	1	-37.5%
Prowers	142	96	95	102	119	130	137	-3.8%
Pueblo	2167	1157	664	560	526	609	754	-65.2%
Rio Blanco	15	14	10	6	9	6	7	-53.6%
Rio Grande	193	160	117	111	115	131	136	-29.4%
Routt	9	5	5	3	11	9	8	-6.5%
Saguache	78	58	47	50	51	50	38	-50.5%
San Juan	3	2	2	1	2	3	0	-96.8%
San Miguel	8	6	3	2	5	2	2	-81.8%
Sedgwick	5	2	2	1	4	4	2	-53.2%
Summit	6	7	5	4	7	10	7	3.9%
Teller	65	55	45	38	30	31	33	-49.6%
Washington	8	8	7	8	9	11	8	-2.0%
Weld	592	538	393	325	328	356	355	-40.0%
Yuma	24	23	21	23	27	31	31	27.5%
Broomfield	--	--	--	--	22	42	45	--

Source: CDHS COIN administrative records.

Appendix Table B.2: Average Monthly BCA Single-parent Caseloads by SFY and County

Total single-parent cases

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	% Ch. (98-04)
State Total	10,763	7,368	6,374	7,364	8,521	9,483	-11.9%
Adams	709	433	304	306	375	563	-20.7%
Alamosa	94	68	88	77	79	75	-20.9%
Arapahoe	788	602	541	744	1,094	1,423	80.7%
Archuleta	14	21	13	13	15	15	7.1%
Baca	10	10	7	9	9	13	29.2%
Bent	19	17	20	16	20	20	5.6%
Boulder	365	306	222	260	278	322	-11.7%
Chaffee	30	23	13	13	9	9	-71.3%
Cheyenne	2	1	1	2	3	3	36.0%
Clear Creek	5	4	3	8	13	10	78.5%
Conejos	74	64	45	34	27	28	-62.2%
Costilla	38	29	29	24	20	17	-54.7%
Crowley	44	35	34	29	26	22	-49.7%
Custer	11	9	4	1	4	2	-77.7%
Delta	86	73	58	83	89	94	8.5%
Denver	2,759	1,724	1,575	1,849	1,916	1,981	-28.2%
Dolores	4	6	5	5	4	2	-42.5%
Douglas	37	21	12	22	40	43	13.8%
Eagle	6	6	4	6	6	7	18.8%
Elbert	14	7	7	8	12	13	-10.5%
El Paso	1,793	1,254	1,135	1,140	1,196	1,045	-41.7%
Fremont	201	126	89	92	101	129	-36.1%
Garfield	56	72	54	69	86	63	11.5%
Gilpin	2	4	1	3	4	4	113.0%
Grand	5	9	10	13	13	17	258.6%
Gunnison	10	10	8	14	10	4	-58.4%
Hinsdale	1	1	1	1	2	1	-33.3%
Huerfano	49	38	30	37	35	42	-13.8%
Jackson	4	2	3	4	3	5	48.8%
Jefferson	762	606	510	652	893	1,073	40.8%
Kiowa	2	2	1	2	0	1	-37.0%
Kit Carson	10	6	7	12	11	14	42.9%
Lake	6	6	6	13	12	16	178.6%
La Plata	67	51	35	53	66	57	-15.0%
Larimer	410	297	286	373	437	477	16.4%
Las Animas	103	69	59	68	61	64	-38.2%
Lincoln	7	2	1	5	13	16	125.9%
Logan	26	18	22	34	41	53	106.5%
Mesa	361	241	231	289	352	451	25.0%
Mineral	2	1	2	1	1	1	-44.4%
Moffat	49	31	15	21	24	26	-46.5%
Montezuma	87	65	75	90	107	89	2.9%
Montrose	109	83	76	92	73	74	-32.6%
Morgan	76	74	63	83	89	77	0.7%

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	% Ch. (98-04)
State Total	10,763	7,368	6,374	7,364	8,521	9,483	-11.9%
Otero	143	112	87	70	81	95	-33.4%
Ouray	2	2	3	2	2	2	-9.9%
Park	8	4	1	2	8	17	123.3%
Phillips	3	2	4	3	4	8	194.6%
Pitkin	0	1	0	1	0	0	-100.0%
Prowers	59	53	58	74	80	82	38.5%
Pueblo	718	314	234	243	332	477	-33.5%
Rio Blanco	8	6	3	3	2	3	-60.2%
Rio Grande	107	87	72	68	78	81	-23.9%
Routt	4	4	2	8	6	4	8.3%
Saguache	36	25	28	24	25	20	-42.8%
San Juan	1	2	1	2	3	0	-100.0%
San Miguel	4	2	2	5	1	1	-70.7%
Sedgwick	2	1	1	3	3	1	-63.2%
Summit	6	4	3	4	7	5	-17.6%
Teller	32	26	21	16	18	20	-38.9%
Washington	3	1	3	5	8	5	51.3%
Weld	306	189	139	151	178	183	-40.4%
Yuma	14	10	11	13	18	19	35.4%
Broomfield	--	--	--	20	27	32	--

Source: CDHS COIN and ETANF administrative records.

Appendix Table B.3: Average Monthly BCA Single-parent Caseloads by SFY and County

Single-parent cases as a percentage of all cases

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	66.1%	59.2%	56.2%	58.5%	60.4%	61.2%
Adams	63.2%	52.7%	46.6%	46.4%	49.4%	57.7%
Alamosa	66.7%	64.8%	62.4%	57.9%	61.2%	59.5%
Arapahoe	65.7%	60.6%	58.9%	63.6%	64.7%	65.8%
Archuleta	56.0%	67.7%	56.5%	59.1%	65.2%	62.5%
Baca	47.6%	52.6%	41.2%	45.0%	45.0%	72.2%
Bent	57.6%	65.4%	66.7%	64.0%	64.5%	57.1%
Boulder	71.3%	69.1%	68.1%	68.1%	67.0%	67.6%
Chaffee	73.2%	67.6%	65.0%	54.2%	40.9%	36.0%
Cheyenne	66.7%	50.0%	33.3%	200.0%	42.9%	60.0%
Clear Creek	55.6%	57.1%	50.0%	66.7%	68.4%	71.4%
Conejos	59.7%	59.8%	57.7%	58.6%	55.1%	59.6%
Costilla	61.3%	60.4%	63.0%	64.9%	57.1%	53.1%
Crowley	71.0%	67.3%	70.8%	64.4%	60.5%	52.4%
Custer	57.9%	69.2%	66.7%	20.0%	50.0%	40.0%
Delta	68.3%	70.2%	65.9%	66.9%	69.0%	68.6%
Denver	64.9%	53.8%	49.7%	54.2%	56.2%	57.5%
Dolores	80.0%	75.0%	55.6%	71.4%	80.0%	100.0%
Douglas	61.7%	50.0%	41.4%	55.0%	67.8%	66.2%
Eagle	75.0%	75.0%	44.4%	60.0%	50.0%	50.0%
Elbert	60.9%	50.0%	53.8%	61.5%	63.2%	59.1%
El Paso	69.4%	64.6%	63.0%	60.2%	59.9%	54.9%
Fremont	70.8%	63.0%	58.9%	58.2%	60.1%	63.2%
Garfield	65.9%	74.2%	70.1%	72.6%	72.3%	67.0%
Gilpin	33.3%	44.4%	25.0%	42.9%	50.0%	50.0%
Grand	62.5%	64.3%	76.9%	76.5%	76.5%	77.3%
Gunnison	58.8%	66.7%	50.0%	66.7%	62.5%	36.4%
Hinsdale	100.0%	100.0%	50.0%	50.0%	66.7%	50.0%
Huerfano	57.6%	62.3%	56.6%	59.7%	51.5%	48.3%
Jackson	80.0%	100.0%	75.0%	50.0%	42.9%	55.6%
Jefferson	75.1%	71.8%	70.9%	72.4%	73.9%	72.4%
Kiowa	66.7%	50.0%	33.3%	50.0%	0.0%	50.0%
Kit Carson	62.5%	50.0%	50.0%	63.2%	44.0%	60.9%
Lake	75.0%	60.0%	60.0%	56.5%	63.2%	64.0%
La Plata	69.8%	69.9%	61.4%	67.9%	68.0%	63.3%
Larimer	71.8%	65.6%	66.8%	67.7%	68.1%	67.4%
Las Animas	58.2%	52.7%	50.0%	49.3%	48.4%	48.5%
Lincoln	63.6%	28.6%	16.7%	33.3%	59.1%	72.7%
Logan	52.0%	36.7%	42.3%	53.1%	53.9%	55.8%
Mesa	67.2%	62.1%	64.2%	68.2%	68.8%	68.6%
Mineral	50.0%	50.0%	66.7%	33.3%	25.0%	25.0%
Moffat	72.1%	64.6%	45.5%	53.8%	60.0%	60.5%
Montezuma	60.8%	56.5%	55.6%	57.3%	61.5%	60.5%
Montrose	71.7%	68.0%	69.1%	68.1%	64.0%	66.1%
Morgan	57.6%	51.7%	43.8%	48.5%	50.6%	45.8%

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	66.1%	59.2%	56.2%	58.5%	60.4%	61.2%
Otero	61.1%	58.0%	55.1%	53.0%	55.5%	55.2%
Ouray	66.7%	66.7%	75.0%	100.0%	100.0%	100.0%
Park	61.5%	36.4%	16.7%	28.6%	61.5%	56.7%
Phillips	150.0%	66.7%	100.0%	75.0%	66.7%	80.0%
Pitkin	0.0%	50.0%	0.0%	50.0%	0.0%	0.0%
Prowers	61.5%	55.8%	56.9%	62.2%	61.5%	59.9%
Pueblo	62.1%	47.3%	41.8%	46.2%	54.5%	63.3%
Rio Blanco	57.1%	60.0%	50.0%	33.3%	33.3%	42.9%
Rio Grande	66.9%	74.4%	64.9%	59.1%	59.5%	59.6%
Routt	80.0%	80.0%	66.7%	72.7%	66.7%	50.0%
Saguache	62.1%	53.2%	56.0%	47.1%	50.0%	52.6%
San Juan	50.0%	100.0%	100.0%	100.0%	100.0%	0.0%
San Miguel	66.7%	66.7%	100.0%	100.0%	50.0%	50.0%
Sedgwick	100.0%	50.0%	100.0%	75.0%	75.0%	50.0%
Summit	85.7%	80.0%	75.0%	57.1%	70.0%	71.4%
Teller	58.2%	57.8%	55.3%	53.3%	58.1%	60.6%
Washington	37.5%	14.3%	37.5%	55.6%	72.7%	62.5%
Weld	56.9%	48.1%	42.8%	46.0%	50.0%	51.5%
Yuma	60.9%	47.6%	47.8%	48.1%	58.1%	61.3%
Broomfield	--	--	--	90.9%	64.3%	71.1%

Source: CDHS COIN and ETANF administrative records.

Appendix Table B.4: Average Monthly BCA Two-parent Caseloads by SFY and County

Total two-parent cases

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	% Ch. (99-04)
State Total	726	473	432	645	859	1,074	47.9%
Adams	22	7	6	14	13	32	44.9%
Alamosa	14	12	22	26	18	21	52.4%
Arapahoe	36	25	38	50	113	176	388.0%
Archuleta	1	1	0	0	2	2	154.5%
Baca	1	0	1	1	0	0	-50.0%
Bent	1	2	1	1	2	5	350.0%
Boulder	32	26	15	29	39	51	56.3%
Chaffee	3	3	1	2	4	3	-12.8%
Cheyenne	0	0	0	0	2	0	--
Clear Creek	0	1	1	2	5	3	--
Conejos	28	20	16	10	9	6	-77.9%
Costilla	12	7	5	3	3	5	-55.4%
Crowley	4	4	3	5	6	10	157.8%
Custer	5	3	0	0	1	0	-90.7%
Delta	11	6	7	12	16	19	71.5%
Denver	100	51	49	70	71	100	0.3%
Dolores	1	1	4	1	1	0	-42.9%
Douglas	1	1	0	2	3	3	131.3%
Eagle	0	0	1	0	0	0	--
Elbert	2	1	0	1	2	3	54.2%
El Paso	102	75	66	110	145	129	25.8%
Fremont	29	17	10	16	15	17	-41.9%
Garfield	6	6	3	3	10	6	6.9%
Gilpin	0	1	1	2	1	1	--
Grand	0	2	0	1	2	2	--
Gunnison	3	2	3	3	2	3	-19.5%
Hinsdale	0	0	0	0	0	0	--
Huerfano	20	12	7	9	13	20	-3.3%
Jackson	1	0	0	1	2	2	190.0%
Jefferson	53	47	35	55	86	124	132.3%
Kiowa	0	0	0	0	0	0	--
Kit Carson	0	1	1	1	3	2	--
Lake	1	1	1	4	3	3	120.0%
La Plata	11	4	4	5	5	5	-57.7%
Larimer	29	19	20	43	49	57	98.6%
Las Animas	14	9	7	9	6	9	-38.7%
Lincoln	0	0	0	3	2	2	--
Logan	0	2	1	6	5	10	--
Mesa	28	13	13	27	51	73	163.9%
Mineral	1	0	0	0	0	0	-83.3%
Moffat	9	4	2	3	2	3	-65.4%
Montezuma	15	7	12	22	22	15	6.3%
Montrose	6	8	7	10	9	11	100.0%
Morgan	9	10	10	12	17	14	50.9%

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	% Ch. (99-04)
State Total	726	473	432	645	859	1,074	47.9%
Otero	19	11	10	7	9	18	-4.0%
Ouray	0	0	0	0	0	0	--
Park	0	0	0	1	1	5	--
Phillips	0	0	0	0	1	1	--
Pitkin	0	0	0	0	0	0	--
Prowers	5	5	5	7	9	18	278.9%
Pueblo	31	10	6	8	15	23	-27.1%
Rio Blanco	1	1	0	0	0	0	-84.6%
Rio Grande	28	11	16	21	22	24	-13.1%
Routt	1	0	0	0	1	1	83.3%
Saguache	5	3	5	7	8	5	7.1%
San Juan	1	1	0	0	0	0	-100.0%
San Miguel	0	0	0	0	1	0	--
Sedgwick	0	0	0	0	0	0	--
Summit	0	0	0	1	1	1	--
Teller	5	4	2	2	2	2	-59.6%
Washington	1	0	0	1	1	1	142.9%
Weld	19	15	9	10	15	18	-3.1%
Yuma	1	2	4	6	8	6	414.3%
Broomfield	--	--	--	3	4	2	--

Source: CDHS COIN and ETANF administrative records.

Appendix Table B.5: Average Monthly BCA Two-parent Caseloads by SFY and County

Two-parent cases as a percentage of all cases

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	4.5%	3.8%	3.8%	5.1%	6.1%	6.9%
Adams	2.0%	0.9%	0.9%	2.1%	1.7%	3.3%
Alamosa	9.9%	11.4%	15.6%	19.5%	14.0%	16.7%
Arapahoe	3.0%	2.5%	4.1%	4.3%	6.7%	8.1%
Archuleta	4.0%	3.2%	0.0%	0.0%	8.7%	8.3%
Baca	4.8%	0.0%	5.9%	5.0%	0.0%	0.0%
Bent	3.0%	7.7%	3.3%	4.0%	6.5%	14.3%
Boulder	6.3%	5.9%	4.6%	7.6%	9.4%	10.7%
Chaffee	7.3%	8.8%	5.0%	8.3%	18.2%	12.0%
Cheyenne	0.0%	0.0%	0.0%	0.0%	28.6%	0.0%
Clear Creek	0.0%	14.3%	16.7%	16.7%	26.3%	21.4%
Conejos	22.6%	18.7%	20.5%	17.2%	18.4%	12.8%
Costilla	19.4%	14.6%	10.9%	8.1%	8.6%	15.6%
Crowley	6.5%	7.7%	6.3%	11.1%	14.0%	23.8%
Custer	26.3%	23.1%	0.0%	0.0%	12.5%	0.0%
Delta	8.7%	5.8%	8.0%	9.7%	12.4%	13.9%
Denver	2.4%	1.6%	1.5%	2.1%	2.1%	2.9%
Dolores	20.0%	12.5%	44.4%	14.3%	20.0%	0.0%
Douglas	1.7%	2.4%	0.0%	5.0%	5.1%	4.6%
Eagle	0.0%	0.0%	11.1%	0.0%	0.0%	0.0%
Elbert	8.7%	7.1%	0.0%	7.7%	10.5%	13.6%
El Paso	3.9%	3.9%	3.7%	5.8%	7.3%	6.8%
Fremont	10.2%	8.5%	6.6%	10.1%	8.9%	8.3%
Garfield	7.1%	6.2%	3.9%	3.2%	8.4%	6.4%
Gilpin	0.0%	11.1%	25.0%	28.6%	12.5%	12.5%
Grand	0.0%	14.3%	0.0%	5.9%	11.8%	9.1%
Gunnison	17.6%	13.3%	18.8%	14.3%	12.5%	27.3%
Hinsdale	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Huerfano	23.5%	19.7%	13.2%	14.5%	19.1%	23.0%
Jackson	20.0%	0.0%	0.0%	12.5%	28.6%	22.2%
Jefferson	5.2%	5.6%	4.9%	6.1%	7.1%	8.4%
Kiowa	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Kit Carson	0.0%	8.3%	7.1%	5.3%	12.0%	8.7%
Lake	12.5%	10.0%	10.0%	17.4%	15.8%	12.0%
La Plata	11.5%	5.5%	7.0%	6.4%	5.2%	5.6%
Larimer	5.1%	4.2%	4.7%	7.8%	7.6%	8.1%
Las Animas	7.9%	6.9%	5.9%	6.5%	4.8%	6.8%
Lincoln	0.0%	0.0%	0.0%	20.0%	9.1%	9.1%
Logan	0.0%	4.1%	1.9%	9.4%	6.6%	10.5%
Mesa	5.2%	3.4%	3.6%	6.4%	10.0%	11.1%
Mineral	25.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Moffat	13.2%	8.3%	6.1%	7.7%	5.0%	7.0%
Montezuma	10.5%	6.1%	8.9%	14.0%	12.6%	10.2%
Montrose	3.9%	6.6%	6.4%	7.4%	7.9%	9.8%
Morgan	6.8%	7.0%	6.9%	7.0%	9.7%	8.3%

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	4.5%	3.8%	3.8%	5.1%	6.1%	6.9%
Otero	8.1%	5.7%	6.3%	5.3%	6.2%	10.5%
Ouray	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Park	0.0%	0.0%	0.0%	14.3%	7.7%	16.7%
Phillips	0.0%	0.0%	0.0%	0.0%	16.7%	10.0%
Pitkin	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Prowers	5.2%	5.3%	4.9%	5.9%	6.9%	13.1%
Pueblo	2.7%	1.5%	1.1%	1.5%	2.5%	3.1%
Rio Blanco	7.1%	10.0%	0.0%	0.0%	0.0%	0.0%
Rio Grande	17.5%	9.4%	14.4%	18.3%	16.8%	17.6%
Routt	20.0%	0.0%	0.0%	0.0%	11.1%	12.5%
Saguache	8.6%	6.4%	10.0%	13.7%	16.0%	13.2%
San Juan	50.0%	50.0%	0.0%	0.0%	0.0%	0.0%
San Miguel	0.0%	0.0%	0.0%	0.0%	50.0%	0.0%
Sedgwick	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Summit	0.0%	0.0%	0.0%	14.3%	10.0%	14.3%
Teller	9.1%	8.9%	5.3%	6.7%	6.5%	6.1%
Washington	12.5%	0.0%	0.0%	11.1%	9.1%	12.5%
Weld	3.5%	3.8%	2.8%	3.0%	4.2%	5.1%
Yuma	4.3%	9.5%	17.4%	22.2%	25.8%	19.4%
Broomfield	--	--	--	13.6%	9.5%	4.4%

Source: CDHS COIN and ETANF administrative records.

**Appendix Table B.6: Average monthly BCA Child-only caseloads
by SFY and County**

Total Child-only cases

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	% Ch. (99-04)
State Total	4,198	4,128	4,066	4,010	4,071	4,248	1.2%
Adams	374	367	330	327	342	361	-3.6%
Alamosa	29	20	24	24	27	25	-14.2%
Arapahoe	311	285	264	287	329	375	20.6%
Archuleta	10	9	9	8	5	6	-37.5%
Baca	8	8	9	9	9	4	-50.5%
Bent	11	7	8	8	9	9	-24.1%
Boulder	95	90	76	79	73	79	-17.0%
Chaffee	7	6	4	7	7	12	66.3%
Cheyenne	1	1	1	0	3	2	116.7%
Clear Creek	4	2	2	1	0	0	-90.7%
Conejos	17	18	14	12	12	11	-36.9%
Costilla	12	12	12	9	12	9	-20.3%
Crowley	14	12	11	11	11	11	-21.6%
Custer	3	2	3	3	3	2	-10.0%
Delta	22	21	19	23	18	20	-9.9%
Denver	1,179	1,325	1,417	1,350	1,280	1,222	3.6%
Dolores	0	1	1	1	0	0	--
Douglas	21	18	16	15	14	18	-13.4%
Eagle	1	2	3	3	5	6	318.8%
Elbert	7	5	4	4	5	5	-29.1%
El Paso	612	551	546	581	610	680	11.2%
Fremont	46	48	45	42	44	50	7.2%
Garfield	20	17	18	19	19	22	9.8%
Gilpin	4	3	3	3	3	3	-33.3%
Grand	3	3	2	3	1	1	-63.2%
Gunnison	2	2	4	4	4	3	54.2%
Hinsdale	0	0	1	2	1	1	--
Huerfano	14	11	13	13	16	22	59.9%
Jackson	0	0	0	2	3	1	--
Jefferson	169	166	144	153	195	246	46.0%
Kiowa	1	2	2	2	2	1	0.0%
Kit Carson	5	5	5	6	10	6	3.1%
Lake	0	3	2	2	2	3	--
La Plata	15	14	15	15	23	25	63.0%
Larimer	112	113	103	113	131	149	32.3%
Las Animas	54	49	47	58	54	55	1.2%
Lincoln	4	5	5	7	7	4	20.5%
Logan	21	26	25	21	26	29	35.2%
Mesa	132	119	101	92	90	103	-21.9%
Mineral	2	1	1	1	2	3	40.0%
Moffat	8	11	13	11	10	12	49.5%
Montezuma	35	37	39	35	36	34	-2.8%
Montrose	31	24	20	23	23	20	-35.8%
Morgan	41	49	60	67	62	70	72.1%

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	% Ch. (99-04)
State Total	4,198	4,128	4,066	4,010	4,071	4,248	1.2%
Otero	63	58	52	45	46	49	-22.4%
Ouray	1	1	1	0	0	0	-90.9%
Park	5	7	5	3	2	6	22.0%
Phillips	0	0	0	0	1	1	--
Pitkin	1	2	2	2	2	1	25.0%
Prowers	26	30	35	34	37	34	29.3%
Pueblo	383	318	302	248	228	229	-40.2%
Rio Blanco	5	4	3	5	4	4	-24.6%
Rio Grande	23	17	20	23	30	27	17.5%
Routt	0	1	1	1	2	3	--
Saguache	15	17	16	18	16	12	-21.3%
San Juan	0	0	0	0	0	0	--
San Miguel	1	1	0	0	0	1	-25.9%
Sedgwick	0	0	0	0	0	2	--
Summit	1	1	1	2	1	0	-63.6%
Teller	17	15	14	12	10	9	-44.3%
Washington	4	5	4	4	2	1	-61.4%
Weld	190	172	161	148	142	138	-27.1%
Yuma	7	9	8	6	5	4	-45.3%
Broomfield	--	--	--	8	8	9	--

Source: CDHS COIN and ETANF administrative records.

Appendix Table B.7: Average monthly BCA Child-only caseloads by SFY and County

Child-only cases as a percentage of all cases

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	25.8%	33.2%	35.8%	31.8%	28.8%	27.4%
Adams	33.3%	44.7%	50.6%	49.6%	45.1%	37.0%
Alamosa	20.6%	19.0%	17.0%	18.0%	20.9%	19.8%
Arapahoe	25.9%	28.7%	28.8%	24.5%	19.4%	17.3%
Archuleta	40.0%	29.0%	39.1%	36.4%	21.7%	25.0%
Baca	38.1%	42.1%	52.9%	45.0%	45.0%	22.2%
Bent	33.3%	26.9%	26.7%	32.0%	29.0%	25.7%
Boulder	18.6%	20.3%	23.3%	20.7%	17.6%	16.6%
Chaffee	17.1%	17.6%	20.0%	29.2%	31.8%	48.0%
Cheyenne	33.3%	50.0%	33.3%	0.0%	42.9%	40.0%
Clear Creek	44.4%	28.6%	33.3%	8.3%	0.0%	0.0%
Conejos	13.7%	16.8%	17.9%	20.7%	24.5%	23.4%
Costilla	19.4%	25.0%	26.1%	24.3%	34.3%	28.1%
Crowley	22.6%	23.1%	22.9%	24.4%	25.6%	26.2%
Custer	15.8%	15.4%	50.0%	60.0%	37.5%	40.0%
Delta	17.5%	20.2%	21.6%	18.5%	14.0%	14.6%
Denver	27.7%	41.3%	44.7%	39.6%	37.6%	35.5%
Dolores	0.0%	12.5%	11.1%	14.3%	0.0%	0.0%
Douglas	35.0%	42.9%	55.2%	37.5%	23.7%	27.7%
Eagle	12.5%	25.0%	33.3%	30.0%	41.7%	42.9%
Elbert	30.4%	35.7%	30.8%	30.8%	26.3%	22.7%
El Paso	23.7%	28.4%	30.3%	30.7%	30.5%	35.7%
Fremont	16.2%	24.0%	29.8%	26.6%	26.2%	24.5%
Garfield	23.5%	17.5%	23.4%	20.0%	16.0%	23.4%
Gilpin	66.7%	33.3%	75.0%	42.9%	37.5%	37.5%
Grand	37.5%	21.4%	15.4%	17.6%	5.9%	4.5%
Gunnison	11.8%	13.3%	25.0%	19.0%	25.0%	27.3%
Hinsdale	0.0%	0.0%	50.0%	100.0%	33.3%	50.0%
Huerfano	16.5%	18.0%	24.5%	21.0%	23.5%	25.3%
Jackson	0.0%	0.0%	0.0%	25.0%	42.9%	11.1%
Jefferson	16.7%	19.7%	20.0%	17.0%	16.1%	16.6%
Kiowa	33.3%	50.0%	66.7%	50.0%	100.0%	50.0%
Kit Carson	31.3%	41.7%	35.7%	31.6%	40.0%	26.1%
Lake	0.0%	30.0%	20.0%	8.7%	10.5%	12.0%
La Plata	15.6%	19.2%	26.3%	19.2%	23.7%	27.8%
Larimer	19.6%	24.9%	24.1%	20.5%	20.4%	21.0%
Las Animas	30.5%	37.4%	39.8%	42.0%	42.9%	41.7%
Lincoln	36.4%	71.4%	83.3%	46.7%	31.8%	18.2%
Logan	42.0%	53.1%	48.1%	32.8%	34.2%	30.5%
Mesa	24.6%	30.7%	28.1%	21.7%	17.6%	15.7%
Mineral	50.0%	50.0%	33.3%	33.3%	50.0%	75.0%
Moffat	11.8%	22.9%	39.4%	28.2%	25.0%	27.9%
Montezuma	24.5%	32.2%	28.9%	22.3%	20.7%	23.1%
Montrose	20.4%	19.7%	18.2%	17.0%	20.2%	17.9%
Morgan	31.1%	34.3%	41.7%	39.2%	35.2%	41.7%

	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	25.8%	33.2%	35.8%	31.8%	28.8%	27.4%
Otero	26.9%	30.1%	32.9%	34.1%	31.5%	28.5%
Ouray	33.3%	33.3%	25.0%	0.0%	0.0%	0.0%
Park	38.5%	63.6%	83.3%	42.9%	15.4%	20.0%
Phillips	0.0%	0.0%	0.0%	0.0%	16.7%	10.0%
Pitkin	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Prowers	27.1%	31.6%	34.3%	28.6%	28.5%	24.8%
Pueblo	33.1%	47.9%	53.9%	47.1%	37.4%	30.4%
Rio Blanco	35.7%	40.0%	50.0%	55.6%	66.7%	57.1%
Rio Grande	14.4%	14.5%	18.0%	20.0%	22.9%	19.9%
Routt	0.0%	20.0%	33.3%	9.1%	22.2%	37.5%
Saguache	25.9%	36.2%	32.0%	35.3%	32.0%	31.6%
San Juan	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
San Miguel	16.7%	33.3%	0.0%	0.0%	0.0%	50.0%
Sedgwick	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
Summit	14.3%	20.0%	25.0%	28.6%	10.0%	0.0%
Teller	30.9%	33.3%	36.8%	40.0%	32.3%	27.3%
Washington	50.0%	71.4%	50.0%	44.4%	18.2%	12.5%
Weld	35.3%	43.8%	49.5%	45.1%	39.9%	38.9%
Yuma	30.4%	42.9%	34.8%	22.2%	16.1%	12.9%
Broomfield	--	--	--	36.4%	19.0%	20.0%

Source: CDHS COIN and ETANF administrative records.

**Appendix Table B.8: Total State Diversion Payments
by SFY and County**

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	1164	2089	2502	2816	3387	3225	2943
Adams	109	89	47	45	63	89	14
Alamosa	58	144	115	62	68	77	76
Arapahoe	139	77	106	67	87	94	51
Archuleta	4	1	5	18	12	11	6
Baca	0	0	0	0	1	1	0
Bent	12	20	32	15	13	10	7
Boulder	38	46	43	82	50	85	69
Chaffee	10	7	6	13	8	9	7
Cheyenne	4	2	2	1	1	0	0
Clear Creek	1	7	13	2	3	1	1
Conejos	0	0	7	24	31	43	25
Costilla	0	2	0	0	0	5	0
Crowley	5	8	1	1	1	4	5
Custer	0	0	0	5	1	2	5
Delta	1	5	9	10	7	0	0
Denver	22	171	166	114	168	72	37
Dolores	0	0	0	0	0	0	0
Douglas	0	0	0	0	0	0	0
Eagle	3	3	0	0	0	0	0
Elbert	1	1	4	3	5	4	6
El Paso	280	709	1181	1563	2001	1972	1922
Fremont	33	28	42	106	116	101	96
Garfield	0	0	0	3	2	0	0
Gilpin	1	12	5	9	13	8	9
Grand	3	1	1	2	1	0	0
Gunnison	0	2	0	0	0	0	0
Hinsdale	3	0	0	0	0	0	0
Huerfano	2	15	10	5	0	1	0
Jackson	0	1	0	1	5	4	4
Jefferson	49	77	80	84	173	200	233
Kiowa	0	3	2	0	0	2	3
Kit Carson	1	2	3	1	12	4	2
Lake	0	0	0	0	0	0	0
La Plata	10	5	19	25	27	69	64
Larimer	0	0	0	10	20	17	20
Las Animas	1	3	4	2	6	5	7
Lincoln	1	0	1	0	0	0	0
Logan	131	128	35	15	12	7	7
Mesa	61	127	100	159	150	119	107
Mineral	0	0	1	1	0	0	0
Moffat	2	1	23	9	18	18	7
Montezuma	5	4	11	17	12	2	2
Montrose	1	10	33	5	1	2	0
Morgan	10	6	4	2	3	2	2
Otero	2	3	7	21	63	24	18

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	1164	2089	2502	2816	3387	3225	2943
Ouray	0	4	0	0	0	0	0
Park	1	0	5	15	8	12	1
Phillips	1	0	0	0	0	3	0
Pitkin	0	1	0	1	0	0	1
Prowers	2	1	9	12	6	1	1
Pueblo	132	248	170	158	106	46	69
Rio Blanco	0	1	2	3	4	5	5
Rio Grande	1	13	71	22	7	1	0
Routt	2	1	3	4	6	5	6
Saguache	2	6	1	6	1	2	4
San Juan	2	14	2	2	3	2	1
San Miguel	0	0	0	0	0	0	0
Sedgwick	2	2	2	1	1	0	2
Summit	2	8	6	0	0	0	5
Teller	1	12	27	35	20	22	10
Washington	0	9	2	4	4	2	1
Weld	0	40	67	48	53	56	20
Yuma	13	9	17	3	8	0	1
Broomfield	--	--	--	--	6	4	4

Source: CDHS COIN administrative records.

**Appendix Table B.9: Total County Diversion Payments
by SFY and County**

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	909	2412	3520	4374	5377	3884	2629
Adams	14	293	651	487	702	1023	873
Alamosa	0	0	0	18	50	54	0
Arapahoe	3	6	4	5	2	3	2
Archuleta	1	1	0	0	0	1	6
Baca	2	2	3	18	5	1	2
Bent	13	32	24	11	4	4	6
Boulder	0	2	0	0	4	0	4
Chaffee	0	1	2	15	10	9	3
Cheyenne	2	3	1	3	1	0	0
Clear Creek	3	4	10	12	23	0	1
Conejos	0	2	26	1	148	130	121
Costilla	0	4	0	5	4	4	0
Crowley	4	6	11	12	17	17	9
Custer	0	5	0	0	1	0	0
Delta	0	10	76	109	154	52	29
Denver	20	364	648	1495	1703	789	151
Dolores	0	0	0	0	0	0	0
Douglas	0	0	0	0	1	1	1
Eagle	0	1	4	30	29	17	16
Elbert	0	2	3	4	3	4	3
El Paso	225	368	270	277	589	465	359
Fremont	78	45	128	116	55	40	31
Garfield	0	41	17	38	30	36	19
Gilpin	3	8	19	14	26	13	4
Grand	1	3	2	0	0	0	0
Gunnison	0	1	0	0	0	3	3
Hinsdale	0	0	0	0	0	2	0
Huerfano	0	5	2	20	12	19	10
Jackson	0	0	0	0	0	0	0
Jefferson	252	408	472	482	496	57	30
Kiowa	0	0	0	0	0	1	0
Kit Carson	0	0	0	0	3	2	1
Lake	0	0	0	0	0	0	0
La Plata	6	9	25	46	83	49	73
Larimer	0	30	54	103	163	127	120
Las Animas	2	1	0	3	13	7	14
Lincoln	0	0	1	9	6	15	27
Logan	83	131	70	40	39	38	22
Mesa	113	264	249	192	286	298	268
Mineral	0	0	0	0	0	0	0
Moffat	3	6	25	21	22	20	9
Montezuma	0	0	0	0	0	0	0
Montrose	0	9	22	53	57	16	20
Morgan	10	15	12	13	7	5	1
Otero	0	40	52	87	122	111	124

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
State Total	909	2412	3520	4374	5377	3884	2629
Ouray	0	1	1	14	5	3	1
Park	0	0	1	0	0	0	0
Phillips	1	1	2	4	0	1	1
Pitkin	0	0	0	1	0	0	0
Prowers	0	5	5	12	29	14	8
Pueblo	1	205	495	270	269	262	149
Rio Blanco	0	3	8	8	5	4	7
Rio Grande	1	0	27	68	11	9	0
Routt	0	1	0	0	1	18	16
Saguache	0	0	0	17	15	19	6
San Juan	0	0	0	3	4	2	1
San Miguel	0	0	0	0	0	0	0
Sedgwick	2	1	2	1	1	2	4
Summit	0	7	16	26	38	1	14
Teller	58	45	44	65	29	35	30
Washington	7	8	9	0	10	6	4
Weld	1	9	21	136	53	57	18
Yuma	0	4	6	10	20	10	4
Broomfield	--	--	--	--	17	8	4

Source: CDHS COIN administrative records.

Appendix Table B.10: Characteristics of Adults on Single-parent BCA Cases by SFY

Characteristics of single-parent adult case heads for cases receiving at least one BCA payment in SFY

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
Gender = Female	92.8%	92.5%	96.6%	91.7%	91.8%	91.6%	91.5%
Average Age	30.9	30.9	30.6	30.2	30.1	30.2	30.5
Age Between							
18-24 years	28.3%	28.9%	30.5%	33.1%	34.1%	33.7%	32.6%
25-34 years	41.2%	40.8%	40.3%	39.7%	39.2%	39.0%	38.6%
35 years or more	30.5%	30.3%	29.2%	27.2%	26.7%	27.3%	28.7%
Race/Ethnicity							
White, non-Hispanic	44.0%	45.2%	45.7%	44.3%	45.3%	46.2%	46.5%
Black, non-Hispanic	14.2%	14.5%	15.0%	16.9%	17.0%	17.1%	17.3%
Hispanic origin	32.8%	31.5%	30.6%	31.6%	30.6%	30.6%	30.9%
American Indian	1.0%	1.0%	1.1%	1.4%	1.5%	1.3%	1.3%
Asian or Pacific Islander	1.2%	1.0%	0.8%	0.6%	0.5%	0.6%	0.5%
Other (including unknown)	6.9%	6.7%	6.7%	6.5%	5.0%	4.2%	3.6%
Education							
Less than 10th grade	14.3%	13.8%	14.0%	14.4%	13.5%	13.4%	13.8%
No high school diploma/GED	19.1%	19.7%	20.7%	21.7%	21.7%	21.7%	22.3%
High School diploma/GED	51.6%	15.3%	50.5%	49.2%	50.1%	50.1%	49.8%
GED	6.3%	6.7%	6.8%	7.0%	7.3%	7.6%	7.2%
Some college, no degree	7.5%	7.6%	7.1%	6.8%	6.5%	6.3%	6.2%
College degree	1.1%	1.0%	0.9%	0.9%	0.9%	0.9%	0.8%
Marital Status							
Never married	71.3%	72.6%	74.3%	76.0%	77.7%	79.7%	80.0%
Married	10.7%	10.6%	10.2%	10.0%	9.0%	8.0%	7.1%
Divorced or Separated	17.6%	16.5%	15.2%	13.7%	13.0%	12.1%	12.7%
Widowed	0.4%	0.4%	0.3%	0.3%	0.3%	0.2%	0.2%
Average Number Children	2.2	2.1	2.2	2.1	2.1	2.0	2.0
Number of Children							
One	35.9%	36.2%	36.4%	36.8%	38.2%	40.2%	41.6%
Two	32.7%	33.1%	32.1%	32.3%	32.0%	31.5%	30.9%
Three or more	31.4%	30.7%	31.5%	30.9%	29.9%	28.4%	27.5%
Age of Youngest Child	5.2	5.2	5.0	4.8	4.8	5.0	5.2
Percentage with Children							
Under 1 year	17.8%	16.0%	17.6%	19.0%	17.9%	16.5%	14.9%
1 to 3 years	32.9%	35.2%	37.3%	38.5%	39.3%	39.3%	39.2%
4 to 6 years	20.2%	18.7%	16.8%	16.2%	16.7%	17.2%	17.8%
7 years or older	29.1%	30.0%	28.4%	26.4%	26.0%	27.1%	28.2%

Source: CDHS COIN and ETANF administrative records. Notes: Totals within categories may not add to 100 due to rounding. Cases that do not match to person level data and cases designated as 1 or 2 parent without a member older than 18 are excluded from demographic analyses. Case head is determined as the oldest person on a case. Demographic information is overwritten as it changes; thus the characteristics displayed represent the most recent update. Percentages calculated from the number of valid adult case heads in SFY: SFY 1998 N = 16,493; SFY 1999 N = 22,117; SFY 2000 N = 18,430; SFY 2001 N = 16,537; SFY 2002 N = 18,900; SFY 2003 N = 22,166; SFY 2004 N = 23,543.

Appendix Table B.11: Characteristics of Adults on Two-parent BCA Cases by SFY

Characteristics of adult case heads for cases receiving at least one BCA payment in SFY

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
Gender = Female	33.4%	28.3%	27.3%	24.0%	22.9%	23.8%	23.8%
Average Age	33.9	34.0	33.7	33.7	33.3	33.2	33.4
Age Between							
18-24 years	18.3%	17.3%	20.7%	19.3%	21.2%	21.6%	20.6%
25-34 years	38.7%	39.5%	35.9%	37.5%	38.2%	39.2%	40.8%
35 years or more	43.0%	43.3%	43.4%	43.1%	40.6%	39.2%	38.7%
Race/Ethnicity							
White, non-Hispanic	51.5%	55.5%	52.1%	51.1%	53.4%	57.6%	58.5%
Black, non-Hispanic	5.5%	4.9%	6.6%	8.1%	7.7%	8.7%	7.6%
Hispanic origin	30.2%	27.2%	30.9%	31.7%	29.9%	26.0%	26.8%
American Indian	1.1%	1.5%	1.4%	2.3%	2.2%	1.7%	1.4%
Asian or Pacific Islander	2.1%	2.3%	2.0%	1.7%	1.3%	1.0%	0.8%
Other (including unknown)	9.6%	8.7%	7.0%	5.2%	5.5%	5.1%	4.9%
Education							
Less than 10th grade	14.1%	15.1%	16.1%	13.4%	11.4%	11.7%	11.3%
No high school diploma/GED	17.2%	14.1%	15.5%	19.3%	21.1%	17.9%	20.6%
High School diploma	55.3%	56.6%	50.6%	54.0%	53.8%	56.6%	54.2%
GED	4.6%	5.3%	6.0%	5.5%	5.2%	5.4%	5.3%
Some college, no degree	7.4%	6.5%	9.4%	5.9%	6.7%	7.0%	7.3%
College degree	1.4%	2.4%	2.3%	1.9%	1.8%	1.4%	1.4%
Marital Status							
Never married	25.4%	23.7%	25.2%	26.0%	22.6%	22.4%	22.9%
Married	68.7%	70.7%	69.5%	69.9%	74.4%	74.7%	76.0%
Divorced or Separated	5.7%	5.1%	5.0%	4.1%	3.0%	1.7%	1.1%
Widowed	0.3%	0.4%	0.3%	0%	0%	0.1%	0%
Average Number Children	2.6	2.5	2.5	2.5	2.4	2.4	2.3
Number of Children							
One	23.8%	25.7%	27.2%	26.7%	28.8%	27.8%	31.1%
Two	31.3%	33.1%	31.9%	32.0%	30.5%	32.3%	32.6%
Three or more	44.9%	41.2%	40.9%	41.3%	40.7%	39.9%	36.3%
Age of Youngest Child	4.1	4.2	3.8	3.8	3.6	3.6	4.1
Percentage with Children							
Under 1 year	24.5%	21.0%	21.0%	21.8%	21.5%	21.6%	19.2%
1 to 3 years	39.3%	42.1%	47.4%	46.1%	47.7%	48.0%	47.4%
4 to 6 years	15.3%	15.9%	14.0%	13.1%	14.3%	14.6%	13.7%
7 years or older	20.8%	21.0%	17.6%	19.1%	16.5%	15.8%	19.7%

Source: CDHS COIN and ETANF administrative records. Notes: Totals within categories may not add to 100 due to rounding. Cases that do not match to person level data and cases designated as 1 or 2 parent without a member older than 18 are excluded from demographic analyses. Case head is determined as the oldest person on a case. Demographic information is overwritten as it changes; thus the characteristics displayed represent the most recent update. Percentages calculated from the number of valid adult case heads in SFY: SFY 1998 N = 1,224; SFY 1999 N = 1,777; SFY 2000 N = 1,409; SFY 2001 N = 1,282; SFY 2002 N = 1,797; SFY 2003 N = 2,423; SFY 2004 N = 2,920.

Appendix Table B.12: Demographic Characteristics of Adult Headed State Diversion Cases by SFY

Adults on cases receiving state diversion payments

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
Gender = Female	77.0%	75.9%	77.5%	76.7%	74.9%	72.3%	73.5%
Race/Ethnicity							
White, non-Hispanic	57.5%	56.7%	52.0%	58.2%	57.4%	57.3%	59.8%
Black, non-Hispanic	11.4%	13.5%	14.7%	13.6%	14.3%	15.2%	13.9%
Hispanic origin	26.7%	25.8%	28.8%	24.8%	24.6%	24.2%	22.3%
American Indian	0.8%	0.8%	1.1%	0.8%	0.7%	0.9%	1.1%
Asian or Pacific Islander	0.3%	0.4%	0.2%	0.6%	0.4%	0.5%	0.9%
Other (including unknown)	3.2%	2.8%	3.2%	2.1%	2.5%	2.0%	2.0%
Education							
Less than 10th grade	7.1%	7.3%	7.4%	7.7%	6.9%	6.2%	6.1%
No high school diploma/GED	13.5%	15.6%	17.0%	15.8%	13.9%	15.6%	15.7%
High School diploma	56.0%	55.5%	56.4%	58.9%	57.4%	56.1%	56.8%
GED	7.1%	9.0%	6.5%	6.7%	7.8%	7.6%	8.2%
Some college, no degree	13.3%	10.7%	11.2%	9.4%	11.8%	12.2%	11.0%
College degree	3.0%	1.9%	1.6%	1.5%	2.1%	2.3%	2.2%
Marital Status							
Never married	57.5%	58.1%	59.0%	61.3%	62.1%	60.5%	62.0%
Married	23.4%	23.8%	23.9%	25.0%	27.7%	29.7%	25.3%
Divorced or Separated	18.7%	18.1%	17.1%	13.4%	10.0%	9.6%	12.6%
Widowed	0.3%	0.0%	0.1%	24.0%	0.2%	0.2%	0.1%
Average Age	30.7	31.3	30.7	31.1	31.4	31.9	31.9
Age Between							
18-24 years	25.1%	24.2%	26.7%	25.9%	24.2%	22.9%	23.4%
25-34 years	48.8%	44.9%	46.2%	44.2%	44.8%	43.5%	43.1%
35 years or more	26.1%	31.0%	27.2%	30.0%	31.0%	33.7%	33.5%
Average Number Children	1.9	2.0	2.0	2.0	2.0	2.0	1.9
Number of Children							
One	39.5%	38.6%	40.1%	40.1%	39.8%	40.4%	43.6%
Two	35.9%	34.2%	33.9%	33.7%	33.8%	33.8%	33.4%
Three or more	24.7%	27.3%	26.1%	26.2%	26.4%	25.8%	23.0%
Average of Youngest Child	5.2	5.3	5.2	5.3	5.4	5.6	5.8
Percentage with Children							
Under 1 year	13.3%	13.3%	14.0%	13.2%	11.8%	12.0%	9.5%
1 to 3 years	29.1%	36.6%	37.7%	39.4%	38.9%	38.0%	37.5%
4 to 6 years	18.6%	20.5%	19.0%	17.2%	18.6%	18.5%	20.9%
7 years or older	29.0%	29.6%	29.3%	30.2%	30.6%	31.6%	32.1%

Source: CDHS COIN and ETANF administrative records. Notes: Totals within categories may not add to 100 due to rounding. Cases that do not match to person level data and cases without a member older than 18 are excluded from demographic analyses. Case head is determined as the oldest person on a case. Demographic information is overwritten as it changes; thus the characteristics displayed represent the most recent update. Percentages calculated from the number of valid adult case heads in SFY: SFY 1998 N = 621; SFY 1999 N = 1,673; SFY 2000 N = 2,007; SFY 2001 N = 2,108; SFY 2002 N = 2,561; SFY 2003 N = 2,429; SFY 2004 N = 2,287.

Appendix Table B.13: Demographic Characteristics of Adult Headed County Diversion Cases by SFY

Adults receiving county diversion payments

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
Gender = female	79.4%	78.5%	77.9%	78.1%	76.0%	72.0%	73.8%
Race/Ethnicity							
White, non-Hispanic	70.6%	58.6%	51.0%	47.1%	48.5%	45.0%	49.0%
Black, non-Hispanic	8.4%	10.7%	12.9%	14.6%	15.3%	13.1%	12.1%
Hispanic origin	16.7%	25.4%	29.9%	33.3%	32.3%	39.2%	34.4%
American Indian	0.9%	0.6%	0.8%	0.9%	0.7%	0.6%	0.6%
Asian or Pacific Islander	0.4%	0.6%	0.4%	0.6%	0.5%	0.3%	0.3%
Other (including unknown)	3.1%	4.1%	4.9%	3.5%	2.8%	1.7%	3.5%
Education							
Less than 10th grade	7.3%	10.6%	9.3%	11.3%	9.5%	8.5%	8.0%
No high school diploma/GED	12.8%	12.4%	14.5%	16.0%	14.3%	12.4%	10.2%
High School diploma	58.4%	55.2%	57.5%	55.2%	56.4%	60.9%	64.4%
GED	9.7%	8.1%	7.0%	7.5%	7.7%	7.7%	8.7%
Some college, no degree	11.3%	10.9%	9.9%	8.4%	10.4%	8.9%	7.2%
College degree	0.6%	2.9%	1.8%	1.7%	1.7%	1.7%	1.6%
Marital Status							
Never married	58.6%	56.2%	59.8%	62.2%	59.3%	59.5%	60.6%
Married	24.3%	23.2%	23.0%	23.6%	26.8%	29.4%	28.1%
Divorced or Separated	16.9%	20.3%	16.6%	13.9%	13.4%	10.8%	10.7%
Widowed	0.2%	0.3%	0.5%	0.2%	0.5%	0.3%	0.5%
Average Age	31.1	32.7	33.0	32.9	33.0	33.1	33.2
Age between							
18-24 years	24.7%	18.2%	19.2%	18.6%	16.9%	16.5%	17.2%
25-34 years	45.7%	44.7%	43.0%	43.6%	45.5%	45.9%	45.5%
35 years or more	29.7%	37.2%	37.8%	37.9%	37.6%	37.7%	37.3%
Average Number Children	2.1	2.1	2.1	2.1	2.1	2.1	2.1
Number of children							
One	37.9%	34.0%	36.4%	34.7%	36.0%	34.0%	36.2%
Two	31.9%	35.8%	34.4%	34.2%	33.5%	34.5%	33.9%
Three or more	30.2%	30.3%	29.2%	31.0%	30.5%	31.5%	29.9%
Age of youngest child	5.2	5.9	5.9	6.0	6.1	6.1	6.4
Percentage with children							
Under 1 year	13.4%	9.1%	9.0%	8.2%	7.0%	7.4%	5.1%
1 to 3 years	37.2%	33.2%	35.5%	36.7%	36.0%	36.1%	36.6%
4 to 6 years	20.5%	22.4%	20.0%	19.1%	21.6%	20.3%	22.3%
7 years or older	28.9%	35.3%	35.4%	36.1%	35.5%	36.2%	36.0%

Source: CDHS COIN and ETANF administrative records. **Notes:** Totals within categories may not add to 100 due to rounding. Cases that do not match to person level data and cases without a member older than 18 are excluded from demographic analyses. Case head is determined as the oldest person on a case. Demographic information is overwritten as it changes; thus the characteristics displayed represent the most recent update. Percentages calculated from the number of valid adult case heads in SFY: SFY 1998 N = 462; SFY 1999 N = 1,876; SFY 2000 N = 2,647; SFY 2001 N = 3,346; SFY 2002 N = 4,011; SFY 2003 N = 2,818; SFY 2004 N = 1,783.

**Appendix Table B.14: Supportive Service Payments by Type and SFY
Percentage of all SS Payments**

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
Transportation	62.8%	50.8%	41.0%	40.2%	41.5%	48.3%	49.6%
Education	13.4%	9.4%	7.3%	4.7%	5.0%	5.6%	4.6%
IRC Bonus	10.6%	6.9%	1.3%	5.3%	17.7%	10.4%	12.2%
Other	6.2%	11.0%	26.8%	19.4%	7.7%	7.7%	8.1%
Other Work Activities	4.2%	3.6%	5.1%	5.0%	4.2%	5.0%	4.2%
Supplemental Cash	1.9%	17.4%	18.0%	24.8%	23.0%	21.8%	19.8%
Employer Incentives	0.9%	0.4%	0.4%	0.4%	0.1%	<0.1%	<0.1%
FLSA	<0.1%	0.3%	<0.1%	0.3%	0.9%	1.1%	1.4%
Child Care	0.0%	0.3%	<0.1%	0.0%	0.0%	0.0%	<0.1%
Job Retention	0.0%	0.0%	0.0%	0.0%	0.0%	<0.1%	0.1%

**Appendix Table B.15: Supportive Service Payments by Type and SFY
Average Payment Amount**

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
Transportation	\$55	\$68	\$84	\$94	\$91	\$75	\$69
Education	\$180	\$322	\$164	\$224	\$187	\$179	\$196
IRC Bonus	\$87	\$121	\$148	\$212	\$174	\$81	\$57
Other	\$142	\$215	\$204	\$231	\$266	\$223	\$195
Other Work Activities	\$137	\$236	\$223	\$183	\$150	\$144	\$143
Supplemental Cash	\$125	\$173	\$312	\$343	\$356	\$335	\$277
Employer Incentives	\$283	\$455	\$261	\$118	\$594	\$595	\$328
FLSA	\$335	\$185	\$187	\$360	\$308	\$268	\$247
Child Care	\$0	\$360	\$260	\$0	\$0	\$0	\$317
Job Retention	\$0	\$0	\$0	\$0	\$0	\$222	\$220

**Appendix Table B.16: Supportive Service Payments by Type and SFY
Percentage of BCA Caseload Receiving Payment Type**

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
Total	27.2%	39.6%	41.6%	46.1%	46.8%	47.8%	47.6%
Transportation	21.8%	28.8%	27.9%	29.7%	31.0%	34.5%	35.3%
Education	7.6%	9.2%	7.5%	6.0%	6.9%	7.5%	7.1%
IRC Bonus	8.8%	10.3%	3.0%	6.7%	13.7%	7.7%	6.5%
Other	4.9%	11.4%	20.4%	18.0%	9.8%	7.9%	7.7%
Other Work Activities	3.5%	5.1%	7.9%	7.9%	7.8%	8.1%	7.0%
Supplemental Cash	1.5%	12.1%	11.3%	16.5%	16.6%	14.4%	13.2%
FLSA	0.1%	0.3%	0.0%	0.4%	0.8%	0.7%	1.0%
Child Care	0.0%	0.3%	<0.1%	0.0%	0.0%	0.0%	<0.1%
Employer Incentives	0.3%	0.4%	0.6%	0.6%	0.1%	<0.1%	<0.1%
Job Retention	0.0%	0.0%	0.0%	0.0%	0.0%	<0.1%	0.2%

**Appendix Table B.17: Supportive Service Payments by Type and SFY
Average Payment per Case**

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04
Total	\$387	\$753	\$1,086	\$1,205	\$1,172	\$834	\$722
Transportation	\$191	\$258	\$325	\$355	\$354	\$270	\$254
Education	\$381	\$708	\$421	\$487	\$392	\$343	\$339
IRC Bonus	\$125	\$174	\$173	\$467	\$651	\$281	\$281
Other	\$217	\$443	\$703	\$692	\$603	\$555	\$542
Other Work Activities	\$195	\$356	\$380	\$322	\$237	\$231	\$228
Supplemental Cash	\$191	\$536	\$1,303	\$1,426	\$1,421	\$1,302	\$1,094
FLSA	\$353	\$316	\$187	\$686	\$947	\$1,072	\$869
Child Care	\$0	\$813	\$260	\$0	\$0	\$0	\$487
Employer Incentives	\$975	\$1,024	\$473	\$211	\$1,818	\$915	\$492
Job Retention	\$0	\$0	\$0	\$0	\$0	\$277	\$318

Source for Tables B.14 through B.17: CDHS COIN and ETANF administrative records.

Notes for Tables B.14 through B.17: The average payment amount and percentage of supportive services are displayed. Payment amounts in constant 2005\$ and include those made to protective vendors. Percent of supportive service payments are of the total number of supportive payment for the given fiscal year. Categories derived from COIN reason codes.

Appendix Table B.18: Caseloads per 1000 by SFY

Caseloads per 1,000 persons

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	%ΔSFY98-04
State Total	5.67	4.25	2.88	2.56	2.80	3.10	3.37	-40.6%
Adams	5.79	3.51	2.34	1.81	1.77	2.00	2.51	-56.6%
Alamosa	13.69	10.42	6.98	9.41	8.77	8.54	8.29	-39.5%
Arapahoe	3.84	2.75	2.02	1.83	2.29	3.28	4.14	8.0%
Archuleta	2.99	2.85	3.13	2.16	1.97	2.00	2.09	-30.2%
Baca	6.61	5.20	4.29	3.85	4.44	4.68	4.40	-33.4%
Bent	8.91	5.95	4.40	5.28	4.33	5.42	6.24	-30.0%
Boulder	2.34	1.97	1.63	1.18	1.37	1.49	1.70	-27.3%
Chaffee	4.26	2.89	2.09	1.20	1.40	1.32	1.47	-65.4%
Cheyenne	1.49	1.46	0.86	1.20	0.43	3.58	2.66	78.0%
Clear Creek	1.90	1.10	0.75	0.65	1.21	1.96	1.49	-21.5%
Conejos	17.82	16.27	12.66	9.32	6.90	5.89	5.60	-68.6%
Costilla	24.12	18.65	13.17	12.74	10.16	9.81	8.89	-63.1%
Crowley	18.39	13.42	9.30	8.71	8.16	7.90	7.74	-57.9%
Custer	6.70	6.07	3.79	1.73	1.23	2.11	1.36	-79.8%
Delta	6.37	5.07	3.71	3.10	4.27	4.40	4.59	-28.0%
Denver	11.96	8.62	5.77	5.64	6.12	6.13	6.20	-48.2%
Dolores	4.19	3.17	4.15	5.10	3.96	2.62	1.24	-70.3%
Douglas	0.63	0.41	0.23	0.14	0.19	0.26	0.27	-56.4%
Eagle	0.37	0.21	0.20	0.20	0.21	0.27	0.29	-20.5%
Elbert	1.69	1.33	0.69	0.59	0.61	0.86	0.99	-41.2%
El Paso	6.27	5.55	3.74	3.37	3.48	3.63	3.41	-45.5%
Fremont	8.27	6.86	4.32	3.20	3.32	3.54	4.29	-48.1%
Garfield	2.64	2.15	2.20	1.70	2.01	2.50	1.93	-26.8%
Gilpin	1.47	1.50	1.91	0.78	1.49	1.73	1.59	8.2%
Grand	0.84	0.75	1.14	1.02	1.35	1.31	1.67	98.8%
Gunnison	1.52	1.32	1.04	1.13	1.47	1.16	0.74	-51.4%
Hinsdale	0.54	1.27	0.64	2.41	3.01	3.91	2.64	389.2%
Huerfano	13.75	11.88	7.81	6.79	7.89	8.69	11.15	-18.9%
Jackson	3.89	3.27	1.53	2.27	4.94	4.97	6.04	55.3%
Jefferson	2.65	2.13	1.60	1.36	1.70	2.29	2.82	6.5%
Kiowa	3.50	2.20	2.38	2.24	2.40	1.48	1.70	-51.5%
Kit Carson	3.23	2.24	1.44	1.82	2.44	3.20	2.92	-9.6%
Lake	0.33	0.22	1.31	1.32	2.89	2.46	3.27	902.1%
La Plata	12.02	13.42	1.64	1.28	1.70	2.11	1.92	-84.0%
Larimer	3.37	2.55	1.79	1.65	2.09	2.41	2.63	-21.9%
Las Animas	15.57	12.90	8.55	7.73	8.92	8.13	8.58	-44.9%
Lincoln	2.32	2.04	1.17	1.00	2.52	3.69	3.90	68.4%
Logan	4.24	2.69	2.36	2.48	3.04	3.60	4.51	6.5%
Mesa	6.23	5.13	3.30	3.02	3.47	4.10	5.16	-17.2%
Mineral	7.70	5.69	2.29	4.19	3.02	4.60	4.21	-45.4%
Moffat	7.30	5.77	3.63	2.46	2.89	2.99	3.20	-56.2%
Montezuma	7.96	6.64	4.81	5.69	6.52	7.10	5.95	-25.3%
Montrose	6.03	5.10	3.62	3.21	3.82	3.18	3.07	-49.1%
Morgan	6.12	5.32	5.24	5.25	6.20	6.31	5.99	-2.2%
Otero	15.12	12.52	9.54	7.88	6.65	7.38	8.77	-42.0%

	SFY98	SFY99	SFY00	SFY01	SFY02	SFY03	SFY04	%ΔSFY98-04
State Total	5.67	4.25	2.88	2.56	2.80	3.10	3.37	-40.6%
Ouray	1.69	0.87	0.84	0.91	0.40	0.60	0.42	-75.0%
Park	1.81	1.04	0.78	0.37	0.42	0.76	1.81	-0.1%
Phillips	1.59	0.57	0.58	0.85	0.84	1.24	2.16	36.4%
Pitkin	0.14	0.08	0.14	0.14	0.15	0.14	0.08	-37.4%
Prowers	9.99	7.28	6.58	7.14	8.40	9.19	9.76	-2.2%
Pueblo	15.77	9.24	4.68	3.88	3.57	4.09	5.03	-68.1%
Rio Blanco	2.40	2.43	1.69	1.08	1.51	0.95	1.15	-52.0%
Rio Grande	15.93	14.27	9.43	9.05	9.39	10.65	11.00	-30.9%
Routt	0.48	0.27	0.25	0.16	0.55	0.43	0.40	-17.5%
Saguache	13.97	10.99	7.80	8.14	7.94	7.49	5.48	-60.8%
San Juan	4.66	3.45	3.75	2.18	2.79	5.57	0.14	-96.9%
San Miguel	1.28	0.96	0.49	0.33	0.66	0.34	0.21	-83.5%
Sedgwick	1.92	0.86	0.61	0.34	1.35	1.45	0.95	-50.8%
Summit	0.30	0.34	0.20	0.14	0.29	0.38	0.27	-11.0%
Teller	3.28	2.95	2.18	1.77	1.39	1.41	1.50	-54.2%
Washington	1.61	1.66	1.41	1.58	1.87	2.22	1.75	8.2%
Weld	3.43	3.34	2.15	1.68	1.60	1.68	1.62	-52.9%
Yuma	2.48	2.47	2.16	2.31	2.80	3.10	3.16	27.7%
Broomfield	--	--	--	--	0.55	1.00	1.07	N/A

Source: CDHS COIN administrative records; Kids Count data, compiled from Colorado Demography Section, Colorado Department of Local Affairs.

**Appendix Table B.19: Valid Match Rates
Between Case and Demographic Data**

	SFY	Valid	Missing	Total	% Valid Matches
BCA: One Parent	1998	16493	609	17102	96.4%
	1999	22117	847	22964	96.3%
	2000	18430	854	19284	95.6%
	2001	16537	875	17412	95.0%
	2002	18900	1150	20050	94.3%
	2003	22166	1359	23525	94.2%
	2004	23543	1569	25112	93.8%
BCA: Two Parent	1998	1224	30	1254	97.6%
	1999	1777	49	1826	97.3%
	2000	1409	44	1453	97.0%
	2001	1282	38	1320	97.1%
	2002	1797	53	1850	97.1%
	2003	2423	96	2519	96.2%
	2004	2920	124	3044	95.9%
BCA: Child Only	1998	4430	226	4656	95.1%
	1999	6896	486	7382	93.4%
	2000	7281	686	7967	91.4%
	2001	7359	467	7826	94.0%
	2002	7470	570	8040	92.9%
	2003	7793	702	8495	91.7%
	2004	8231	846	9077	90.7%
State Diversion	1998	621	433	1054	58.9%
	1999	1673	149	1822	91.8%
	2000	2007	6	2013	99.7%
	2001	2108	2	2110	99.9%
	2002	2561	6	2567	99.8%
	2003	2429	15	2444	99.4%
	2004	2287	5	2292	99.8%
County Diversion	1998	462	313	775	59.6%
	1999	1876	124	2000	93.8%
	2000	2647	84	2731	96.9%
	2001	3346	48	3394	98.6%
	2002	4011	19	4030	99.5%
	2003	2818	13	2831	99.5%
	2004	1783	18	1801	99.0%

Notes: A family type variable from the ETANF data set designates whether BCA cases are single-parent, two-parent, or child-only for a given time period. Single-parent BCA cases, two-parent BCA cases, and state and county diversion cases should all contain at least member that is 18 years or older, but in linking the COIN case file and the ETANF family type file, this does not always occur. Therefore, BCA single-parent, BCA two-parent, state diversion, and county diversion cases are considered “valid” if the case’s payment data matches to at least one client aged 18 or older in the client demographic data. These cases are “missing” if when matching to individual client files there are no adult aged matches. Demographic analyses in this report are computed for validly matched cases in order to be as accurate as possible, and therefore do not include outlying value generated from invalid matches. Conversely, BCA child-only cases are considered “valid” if the case’s payment data matches to at least one client under the age of 18, and are considered “missing” if they do not. The total is the sum of valid and missing cases in a given year. The valid match rate is derived by dividing the number of valid matched cases by the total number of cases in that year.

