Schedule 13
Change Request for FY 08-09 Budget Request Cycle

Request Title: Additional TANF Funds For Refugees
Department: Human Services
Priority Number: 19

Decision Item FY 08-09 ☑ **Base Reduction Item FY 08-09** ☐ **Supplemental FY 07-08** ☐ **Budget Request Amendment FY 08-09** ☐

Dept. Approval by: [signature] **Date:** 10/17/07
OSPB Approval: [signature] **Date:** 10/22/07 for 11/1/07

	Fund	1 Prior-Year Actual FY 06-07	2 Appropriation FY 07-08	3 Supplemental Request FY 07-08	4 Total Revised Request FY 07-08	5 Base Request FY 08-09	6 Decision/ Base Reduction FY 08-09	7 November 1 Request FY 08-09	8 Budget Amendment FY 08-09	9 Total Revised Request FY 08-09	10 Change from Base (Column 5) FY 09-10
Total of All Line Items	**Total**	2,487,450	3,658,034	0	3,658,034	3,660,206	358,718	4,018,924	0	4,018,924	358,718
	FTE	0.4	10.0	0.0	10.0	10.0	0.0	10.0	0.0	10.0	0.0
	GF	0	0	0	0	0	0	0	0	0	0
	GFE	0	0	0	0	0	0	0	0	0	0
	CF	0	0	0	0	0	0	0	0	0	0
	CFE	0	0	0	0	0	0	0	0	0	0
	FF	2,487,450	3,658,034	0	3,658,034	3,660,206	358,718	4,018,924	0	4,018,924	358,718
(7) Office of Self Sufficiency, (C)Special Purpose Welfare Programs, (7) Refugee Assistance	**Total**	2,487,450	3,658,034	0	3,658,034	3,660,206	358,718	4,018,924	0	4,018,924	358,718
	FTE	0.4	10.0	0.0	10.0	10.0	0.0	10.0	0.0	10.0	0.0
	GF	0	0	0	0	0	0	0	0	0	0
	GFE	0	0	0	0	0	0	0	0	0	0
	CF	0	0	0	0	0	0	0	0	0	0
	CFE	0	0	0	0	0	0	0	0	0	0
	FF	2,487,450	3,658,034	0	3,658,034	3,660,206	358,718	4,018,924	0	4,018,924	358,718

Letternote revised text: Change letternote related to the $4,018,924: "Of this amount ... , and $815,850 shall be from the Temporary Assistance for Needy Families Block Grant

Cash Fund name/number, Federal Fund Grant name:

IT Request: ☐ Yes ☑ No

Request Affects Other Departments: ☐ Yes ☑ No **If Yes, List Other Departments Here:**

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CHANGE REQUEST for FY 08-09 BUDGET REQUEST CYCLE

Department:	Department of Human Services
Priority Number:	19
Change Request Title:	Additional TANF Services Funds for Refugees

SELECT ONE (click on box):

☒ Decision Item FY 08-09
☐ Base Reduction Item FY 08-09
☐ Supplemental Request FY 07-08
☐ Budget Request Amendment FY 08-09

SELECT ONE (click on box):

Supplemental or Budget Request Amendment Criterion:

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

Short Summary of Request:

This request will allocate an additional $358,718 to the Colorado Refugee Services Program (CRSP) from the federal Temporary Assistance for Needy Families (TANF) Block Grant. *No state funds or new state FTEs would be needed to support this request.* This additional amount will bring the amount of TANF funding in the CRSP appropriation to a total of $815,850. This request will assist CRSP to increase the percentage of refugees who avoid TANF cash or services assistance as a result of achieving self sufficiency through the culturally and linguistically appropriate employability services offered by CRSP, and will assist CRSP to better prepare refugees for more complete integration in their new American communities.

Background and Appropriation History:

The primary *short-term* purpose of the Colorado Refugee Services Program (CRSP) is to promote effective resettlement and rapid self-sufficiency (measured by TANF avoidance) within eight months after entry into the United States for the average 1,113 refugees who currently arrive in Colorado each year. However, refugee resettlement offers individuals not short-term or temporary status, but rather permanent status in the United States. (Refugees are eligible to become legal permanent residents one year after their date of

entry to the United States, and are eligible to become citizens five years after they become legal permanent residents.) Thus, the primary *long-term* purpose of CRSP is to prepare refugees for permanent and full integration with their new American communities. Because CRSP has the statutory responsibility through federal law to assist refugees for five years from their date of arrival in the United States, and because CRSP has been designated by the Colorado Department of Human Services to execute its authority to develop and administer the state plan for refugee resettlement that was given to the Department by a State of Colorado Executive Order, CRSP remains the best qualified agency to deliver culturally and linguistically appropriate services for refugees that promote both short-term self sufficiency and long-term integration.

Refugees are eligible for cash and employability services assistance through CRSP, which are formulated and described in federal regulations, in a manner similar to but not exactly the same as the federal regulations for TANF. Hence, CRSP describes the clients it assists as "TANF-eligible", and describes the services it provides as "TANF-type cash and employment services assistance." There are three components to eligibility for refugee cash and employability services assistance:

1) *Categorical eligibility* is determined at 45 CFR 400.43 and 400.53, which state that eligibility for cash assistance is limited to "refugees", a broad term that includes the statutorily defined categories of refugees, asylees, Amerasians, Cuban and Haitain entrants, and victims of a severe form of trafficking. (Colorado's location and demographics result in virtually all of the CRSP caseload being refugees or asylees.) Categorical eligibility also sets the length of time refugee cash assistance will be made available. The Director of the Office of Refugee Resettlement determines this amount of time. Currently, the allowable amount of time for refugee cash assistance is eight months from the date of entry into the United States.

2) *Financial eligibility* is determined at 45 CFR 400.60, which states the maximum payment levels available to refugees, based on household size and income levels. These payment levels are higher than those available through TANF, but individual client eligibility is determined by case workers in a manner similar to TANF. A

comparison of the difference between refugee cash assistance and TANF cash assistance is at Table 1.

Table 1
Comparison of Cash Payments Between CRSP and TANF

CASE SIZE	CRSP CASH/MO	TANF CASH/MO
2	$450	$280
3	$570	$372
4	$685	$451
5	$755	$532
6	$825	$606
7	$895	$666
8	$965	$729
9	$1,035	$794
10	$1,105	$855
11	$1,175	$916
12	$1,245	$978

Refugees are defined as "qualified aliens" in order to receive other federally funded benefits that are not unique to refugees and specified in the Refugee Act. As qualified aliens, refugees are eligible to participate in the benefits of specified federal programs, such as Medicaid, Temporary Assistance for Needy Families, Food Stamps, and Supplemental Security Income. According to a state rule (3.711.11) in the Code of Colorado Regulations (9 CCR 2503-1), "Refugees who enter the United States on or after January 1. 1999 are not eligible for Temporary Assistance for Needy Families (TANF)/Colorado Works payments for the first eight (8) months in the U.S. They are eligible for assistance through the CARES Program, an alternative grant program, under the Colorado Refugee Services Program." (The CARES program is the

Colorado Alliance for Refugee Empowerment and Success, the name that CRSP has given to its 100% federally funded program for refugee cash and employability services assistance. This federal funding is called the Wilson-Fish program and is a good fit for Colorado, because just as Colorado services are state supervised and county administered, Wilson-Fish projects are publicly supervised through the designated state refugee program and privately administered through non-profit voluntary agencies.) Thus, while cash assistance during the first eight months can be provided only by CRSP, employability and other services assistance could be provided by either CRSP or TANF (Colorado Works).

3) *Employability and other services eligibility* are determined at 45 CFR 400.154 and 400.155, which describe the specific employability and other services activities and their limited scope that are available for refugees. This eligibility also sets the length of time refugee employability and other services will be made available. The Director of the Office of Refugee Resettlement determines this amount of time. Currently, the allowable amount of time for employability and other services is five years from the date of entry to the United States. The goal of refugee resettlement is to ensure that by the end of five years of assistance, each refugee is not only self sufficient, but also intentionally integrating into their new American communities along the numerous pathways to integration (such as language fluency, economic mobility, health care access and navigation, civic participation and citizenship.) CRSP's excellence is based on the provision of these services in a culturally and linguistically appropriate manner. No division of state government is better qualified than CRSP to address the employability and other services needs of refugees during their full five years of eligibility, and to better prepare refugees for integration. Any refugee that CRSP assists in becoming self sufficient during their first eight months of cash and services eligibility is a refugee for whom the counties will not need to develop and maintain a complex and costly infrastructure to provide post-eight month services in the culturally and linguistically appropriate manner that is federally required for Limited English Proficient individuals (Title VI of the 1964 Civil Rights Act). The statutory list of these services is at Table 2.

Table 2 Allowable Services	
45 CFR 400.154 Employability Services	**45 CFR 400.155 Other Services**
A State may provide the following employability services-- (a) Employment services, including development of a family self-sufficiency plan and an individual employability plan, world-of-work and job orientation, job clubs, job workshops, job development, referral to job opportunities, job search, and job placement and follow-up. (b) Employability assessment services, including aptitude and skills testing. (c) On-the job training, when such training is provided at the employment site and is expected to result in full-time, permanent, unsubsidized employment with the employer who is providing the training. (d) English language instruction, with an emphasis on English as it relates to obtaining and retaining a job. (e) Vocational training, including driver education and training when provided as part of an individual employability plan. (f) Skills recertification, when such training meets the criteria for appropriate training in Sec. 400.81(b) of this part. (g) Day care for children, when necessary for participation in an employability service or for the acceptance or retention of employment. (h) Transportation, when necessary for	A State may provide the following other services-- (a) Information and referral services. (b) Outreach services, including activities designed to familiarize refugees with available services, to explain the purpose of these services, and facilitate access to these services. (c) Social adjustment services, including: (1) Emergency services, as follows: Assessment and short-term counseling to persons or families in a perceived crisis; referral to appropriate resources; and the making of arrangements for necessary services. (2) Health-related services, as follows: Information; referral to appropriate resources; assistance in scheduling appointments and obtaining services; and counseling to individuals or families to help them understand and identify their physical and mental health needs and maintain or improve their physical and mental health. (3) Home management services, as follows: Formal or informal instruction to individuals or families in management of household budgets, home maintenance, nutrition, housing standards, tenants' rights, and other consumer education services. (d) Day care for children, when necessary

participation in an employability service or for the acceptance or retention of employment. (i) Translation and interpreter services, when necessary in connection with employment or participation in an employability service. (j) Case management services, as defined in Sec. 400.2 of this part, for refugees who are considered employable under Sec. 400.76 and for recipients of TANF and GA who are considered employable, provided that such services are directed toward a refugee's attainment of employment as soon as possible after arrival in the United States. (k) Assistance in obtaining Employment Authorization Documents (EADs).	for participation in a service other than an employability service. (e) Transportation, when necessary for participation in a service other than an employability service. (f) Translation and interpreter services, when necessary for a purpose other than in connection with employment or participation in an employability service. (g) Case management services, when necessary for a purpose other than in connection with employment or participation in employability services. (h) Any additional service, upon submission to and approval by the Director of ORR, aimed at strengthening and supporting the ability of a refugee individual, family, or refugee community to achieve and maintain economic self-sufficiency, family stability, or community integration which has been demonstrated as effective and is not available from any other funding source. (i) Citizenship and naturalization preparation services, including English language training and civics instruction to prepare refugees for citizenship, application assistance for adjustment to legal permanent resident status and citizenship status, assistance to disabled refugees in obtaining disability waivers from English and civics requirements for naturalization, and the provision of interpreter services for the citizenship interview.

As a result of focusing its work just within the parameters of these three components of eligibility, CRSP has achieved impressive outcomes. The most important outcomes CRSP measures are the percentages of cases and individuals that achieve self-sufficiency (measured by TANF avoidance) within the first eight months of TANF-type cash assistance. CRSP also measures the outcomes between cases and individuals that are and are not TANF-eligible. These outcomes are summarized in Table 3.

Table 3
Percentage Of Employment Placements
Resulting In Cash Assistance Terminations
Within Eight Months Of Entry
FFY 2006

All **CRSP** Cash Assistance **CASES**	65.3
Only **TANF**-Eligible Cash Assistance **CASES**	74.0
All **CRSP** Cash Assistance **EMPLOYABLE INDIVIDUALS**	58.0
Only **TANF**-Eligible Cash Assistance **EMPLOYABLE INDIVIDUALS**	57.2

Despite the successful outcomes for most refugees, those who are unable to find work and achieve self sufficiency within their first eight months after their entry to the United States transition to county TANF programs where they are eligible for reduced cash assistance, as well as county employment training programs and other TANF diversion programs. Despite their best intentions, the counties do not have the resources to develop and maintain the culturally and linguistically appropriate employability services that would benefit refugees, and thus contribute to a significant termination or reduction in TANF utilization by refugees, or promote integration. Therefore, as a prominent goal in its annual strategic plans, CRSP continues to build on its positive relationship with Colorado Works to utilize funds from the TANF Block Grant to support an increase in the depth and diversity of the employability services offered to TANF-eligible refugees, so that the Table 3 percentages in all categories will continue to increase, and so that the fewer number of refugees who do need to access TANF through the counties will have a decrease in the number of months they receive TANF cash assistance.

Prior to SFY 2005-06, the CRSP appropriation was funded entirely by the federal Refugee Assistance Act of 1980 (Refugee Social Services Grant and Cash and Medical Assistance Grant). Funding from the Refugee Assistance Act had been continuing to decrease each year related to the provisions of cash and employability services for refugees. To compensate for the decrease in funding, a supplemental request similar to this current request was submitted for SFY 2005-06. With the support from and collaboration with Colorado Works, this request successfully resulted in a standing line in the Long Bill through which CRSP receives $457,132 annually from the federal TANF Block Grant to provide culturally and linguistically specialized employability training. This training is provided through the Colorado Refugee English as a Second Language (CRESL) programs of Emily Griffith Opportunity School (EGOS), and through the WorkStyles (WS) pre-employment training programs of Spring Institute for Intercultural Learning (SIIL). A decision item for additional funds was not submitted for SFY 2007–08, because there had not been enough time since the receipt of these initial funds to adequately absorb the growth and measure the outcomes from this funding. However, as CRSP began to analyze its data and program evaluations from FFY 2006 (that ended September 30, 2006 and was the first full year of program implementation with the increased funds from the TANF Block Grant), and as CRSP began to plan for FFY 2008, it decided to submit a decision item for SFY 2008–09, and will be submitting a supplemental request for SFY 2007–08, both based on new data and new information impacting refugee resettlement in Colorado in FFY 2008 and beyond.

General Description of Request:

This request will allocate an additional $358,718 to CRSP from the federal TANF Block Grant. *No state funds or new state FTEs would be needed to support this request.* This additional amount will bring to a total of $815,850 the amount of funding in the Long Bill for CRSP, all of which is from the federal TANF Block Grant. Virtually all of the requested funds will support additional and new employability services for refugees. (This request might result in a very small increase in the indirect costs charged by the state to CRSP's federal funds.)

The sole population that will participate in the programs made possible by this request are refugees, who, as qualified aliens, are eligible for TANF funded services from their date

of entry into the United States. Utilizing additional funds from Colorado's federal TANF Block Grant, CRSP will increase the levels and hours of Colorado Refugee English as a Second Language vocational English and WorkStyles pre-employment training programs. In addition, CRSP will augment the content of these employability programs to include a life skills curriculum, which will be focused on such basic needs topics as parenting, healthy marriages and healthy families, health and nutrition, financial literacy, and American laws, and which will also be focused on such long-term pathways to integration as economic mobility, education opportunity, health care access, civic participation and citizenship. As a result of creating this new "Self Sufficiency and Integration Education Plan", federal funds will be used more strategically to make an investment now that will not only increase the rate of TANF avoidance for refugees, but will also increase their readiness and commitment to integrate. While refugees will be the participants in the programs, both the refugees and the receiving Colorado communities in which they live will be the beneficiaries of the increased culture, capacity and confidence that refugees will bring to integration as a result of these expanded programs.

This continuum of training programs offered to refugees will enable newly arrived refugees to have better opportunities for short-term self-sufficiency and long-term integration. Using the Colorado Refugee English as a Second Language in-house English language assessment, or another English language test, four levels will be used for placement purposes. The level of English proficiency could dictate the optimum time spent in the training programs before job placement. At any point along this continuum, participants may either self-place or be placed in a job by their voluntary agency. The measurement of this short-term goal will be an increase in the percentage of TANF-eligible cases and individuals that achieve self sufficiency (measured by TANF avoidance) within eight months after their entry into the United States, and a decrease in the number of months of cash assistance for refugees who enter the TANF system after eight months of assistance from CRSP. CRSP has begun working with Colorado Works to develop the Colorado Benefit Management System (CBMS) decision tables necessary to track the costs associated with refugees receiving TANF through the counties. The measurement criteria for this long-term goal of integration are also being developed. CRSP is contributing to the development of integration measurements through its

coordination of an integration planning project for Denver through the nationally evaluated Supporting Immigrant and Refugee Families Initiative of The Colorado Trust.

The "Self Sufficiency and Integration Education Plan" is summarized in Table 4:

Table 4
Continuum of Employability Training Programs

Month	Month 1-6	Month 1-4	Month 2-7	Month 3-8	Month 4-8
Provider	Emily Griffith Opportunity School	Spring Institute for Intercultural Learning	Spring Institute for Intercultural Learning	Emily Griffith Opportunity School	Voluntary Agency/ Personal
Service	Language: Colorado Refugee English as a Second Language ° Communication ° Grammar ° Reading and writing ° Beginning computer literacy	Life Skills for Colorado Refugees (open enrollment meets weekends and evenings) ° Orientation topics such as parenting health, schools, culture, laws, employment, and integration pathways	Pre-employment: WorkStyles ° Work culture immersion ° Interviews ° Finding and keeping a job ° Effective communication skills for work	Vocational English as a Second Language: ° Work Intensive Skills Camp ° Job Shadowing ° Hyatt Hotels	Employment placement by volag (if have not found a job by other means by this time)

Consequences if Not Funded:

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

Calculations for Request:

Summary of Request FY 08-09	Total Funds	General Fund	Cash Fund	Cash Funds Exempt	Federal Funds
Total Request	$358,718				$358,718
(7) Office of Self Sufficiency , (C) Special Purpose Welfare Programs, (7) Refugee Assistance	$358,718				$358,718

Each of the training programs outlined in Table 4 has a separate projected output for the length of activity and the number of participants, resulting in a separate cost for each individual and thus each training program. These costs were projected by Emily Griffith Opportunity School and Spring Institute for Intercultural Learning, which are the grant specified vendors to implement these programs. These costs are presented in Table 5.

Table 5
Costs For Employability Training Programs

Month	Month 1-6	Month 1-4	Month 2-7	Month 3-8	Month 4-8
Provider	Emily Griffith Opportunity School	Spring Institute for Intercultural Learning	Spring Institute for Intercultural Learning	Emily Griffith Opportunity School	Voluntary Agency/ Personal
Service	Language: Colorado Refugee English as a Second Language ° Communication ° Grammar ° Reading and writing ° Beginning computer literacy	Life Skills for Colorado Refugees (open enrollment meets weekends and evenings) ° Orientation topics such as parenting health, schools, culture, laws, employment, and integration pathways	Pre-employment: WorkStyles ° Work culture immersion ° Interviews ° Finding and keeping a job ° Effective communication skills for work	Vocational English as a Second Language: ° Work Intensive Skills Camp ° Job Shadowing ° Hyatt Hotels	Employment placement by volag (if have not found a job by personal effort or peer/community referrals to employers)
Timeline	Up to 26 weeks	12 hours	2 weeks	4 weeks	Language Level 1
	Up to 18 weeks	12 hours	2 weeks	4 weeks	Language Level 2
	Up to 10 weeks	12 hours	2 weeks	4 weeks	Language Level 3
	Up to 6 weeks	12 hours	2 weeks	4 weeks	Language Level 4
Target	700 Refugees	700 Refugees	350 Refugees	120 Refugees	Total annual cost for *all* refugees is: $1,102,500
Cost/Indiv.	$920/Refugee	$75/Refugee	$1,160/Refugee	$975/Refugee	
Budget	$644,000	$52,500	$406,000	Federal Dept. of Labor and Dept of Education	

Because 74% of all refugees are now projected to be TANF-eligible in FFY 2008, only $815,850 of these costs could be charged to the TANF Block Grant ($1,102,500 X .74). Because CRSP already receives $457,132 through a standing line in the Long Bill, CRSP is requesting an additional $358,718 in order to fully implement the training programs in its new "Self Sufficiency and Integration Education Plan". *No state funds or new state FTEs would be needed to support this request.*

Assumptions for Calculations: This request is based on the following new data and information, and projections:

Table 6
FFY 2002 – FFY 2006 Trends

		FFY 2002 Actual	FFY 2003 Actual	FFY 2004 Actual	FFY 2005 Actual	FFY 2006 Actual	FFY 2008 Projected
1	**Total refugee, asylee and secondary arrivals**	712	752	1,107	1,122	1,110	1,120
2	**Total recipients of cash assistance**	704	796	1,206	1,323	1,394	1,420
3	**Total TANF-type recipients of cash assistance**	400	503	799	922	927	1,050
4 (3 ÷ 2)	**Percentage of TANF-type recipients of cash assistance**	56.8%	63.2%	66.3%	69.7%	66.5%	74.0%
5	**Total cases for TANF-type cash**	108	129	198	221	228	238
6 (3 ÷ 5)	**Average case size for TANF-type cash**	3.70	3.90	4.04	4.17	4.07	4.41
7	**Total months of TANF-type cash paid for all cases**	268	450	823	822	802	842
8 (7 ÷ 5)	**Average months of TANF-type cash paid per case**	2.48	3.49	4.16	3.72	3.52	3.54
9	**Percentage of ESL students in beginning classes**	29%	42%	46%	54%	52%	58%

1) The $457,132 that CRSP currently receives from the TANF Block Grant does not adequately reflect the percentage of refugees that are and will be eligible for TANF. The current funding supports employability training that is provided through the Colorado Refugee English as a Second Language programs of Emily Griffith Opportunity School, and through the WorkStyles pre-employment training programs of Spring Institute for Intercultural Learning. Additional federal Refugee Social Services funds that CRSP receives directly from the Office of Refugee Resettlement (in the federal Department of Health and Human Services) currently allow CRSP to have a total budget of $782,533 for this training. The current TANF Block Grant funds thus constitute 58.4% of the total budget. However, recently compiled data for FFY 2006 shows that 66.5% of all refugees are eligible for TANF assistance. This percentage is consistent with data from the past three years, which indicates that for these three years the average annual percentage of TANF-eligible refugees is 67.5%. However, because of new information concerning the increase of Burmese refugees (see below), CRSP projects a significant increase in TANF-eligible refugees for FFY 2008. Because of three-year trends and a projection of greater TANF-eligibility for Burmese refugees beginning in FFY 2008, in calculating this request CRSP is estimating that 74% of the employability training programs described in Table 4 would be for TANF-eligible clients. (See Table 6, Row 4.) Thus, 74% of the costs for CRSP's training programs in its new "Self Sufficiency and Integration Education Plan" would qualify for funding through the federal TANF Block Grant.

2) Federal fiscal year 2008 will see a significant change in the refugee populations resettled in the United States, resulting in a significant increase in the complexity of the cases accessing cash and employability services assistance. This will require an immediate change in how states prepare for their effective resettlement. The United States State Department estimates that about 25% of all arriving refugees will be Burmese. According to data compiled and reported by the Colorado Refugee Services Program, given that national arrivals have averaged about 50,000 refugees per year for the past three years, and given that Colorado currently resettles an average of 2.2% of the total number of refugee arrivals in the United States, Colorado projects receiving about 280 Burmese in FY 2008. This anticipated

number of Burmese is consistent with the 1,113 arriving refugees Colorado has averaged for each of the past three years, and Colorado's projection that there will be 1,120 refugee arrivals in FFY 2008. (See Table 6, Row 1.) (The other significant new refugee population arriving nationally in FY 2008 will be Iraqis. Because this population is more urban, professional and recently dislocated, and because there are too many variables determining their resettlement location in the United States, Iraqis are not being considered as an emerging population for this request.)

The Colorado Refugee Services Program bases it projections of the characteristics and needs of arriving refugee populations on information compiled by the United Nations High Commissioner for Refugees and distributed through the United States Department of State Bureau of Population, Refugees and Migration. Most of the Burmese awaiting resettlement in the United States have been in refugee camps for ten to twelve years. These camps are on the border between Thailand and Burma (Myanmar). The government of Thailand has not allowed these refugees any opportunities to achieve self-sufficiency or integration in Thailand. Almost half the population to be resettled is under the age of 18, which means that significant numbers of the arriving population will have spent their entire life in a refugee camp. Education in the camps is provided to refugees only in their native languages, and is limited to grades 1-10. Only about 2% of the total Burmese refugee population speaks English. About 80% of the population is from the Karen ethnic group and its subgroups, and speak one of three dialects of the Karen language, all of which are difficult to provide through bilingual interpreters. The average household size is five persons. About 54% of the adult population previously engaged in some form of farming prior to their refugee flight, but have not been able to continue this enterprise while remaining within the protection of a refugee camp, and have not received any training to prepare them for resettlement in non-rural and non-agrarian environments. About 26% of the adult population does not have an occupation, which is not surprising given that so many of the refugees arrived in the camps as children, and have not had an opportunity to gain any occupation during the decade of their maturation in the camps.

This new Burmese population is thus likely to significantly increase and exacerbate trends noticed during the past few years. There is likely to be a continued increase in all of the indicators that CRSP measures and reports, as seen in each of the rows in Table 6.

3. The programs offered by CRSP have been independently studied to prove their effectiveness to achieve both short-term goals for self-sufficiency and long-term goals for integration. In October 2006, the Colorado Community-Based Research Network (CCBRN) completed studies of the education and pre-employment training programs provided through CRSP by Emily Griffith Opportunity School (EGOS) and Spring Institute for Intercultural Learning (SIIL). CCBRN began in 2001 as a joint program at the University of Denver between the College of Education's Community Based Research Project and the Center for Service Learning and Civic Engagement. In 2002, the Colorado Community Based Research Network was formed to include faculty members from Regis University and University of Colorado at Denver as well as representatives from local non-profits, community-based organizations, and foundations.

   At EGOS, CCBRN conducted a correlational study relating levels of English language proficiency and activities at EGOS to various employment outcomes including hourly wage, hours worked per week, days lapsed before receiving a job, receipt of medical benefits with a job, and job retention of at least 90 days. The results revealed that the level of English language mastery was related to two employment outcomes--hourly wage and number of hours worked per week--but not to any of the other studied employment outcomes. The most noteworthy finding was that increasing the level of English language proficiency at EGOS predicted increased hourly wages, since that outcome is the most direct measure and predictor of self-sufficiency and TANF avoidance.

At SIIL, CCBRN conducted a quantitative and a qualitative study of the WorkStyles program. The purpose of the quantitative study was to examine whether participants who attend WorkStyles have better employment outcomes than those who do not. The purpose of the qualitative study was to provide a more nuanced picture of how WorkStyles prepares refugees to integrate in Colorado. The results of the quantitative study showed that, on average, there were no statistically significant differences between WorkStyles participants and control group participants for the following employment outcomes: employment, hourly wage, hours worked per week, number of days to receive a job after entry into the country, the receipt of medical benefits with a job, or with retaining a job after ninety days of receiving one. However, the results of the qualitative study revealed that the WorkStyles program provides the three "Cs" to its graduates: culture, capabilities, and confidence. These three factors are essential to successful integration, and not unexpected given that WorkStyles focuses beyond initial job placement to overall adjustment to American work culture for the longer term.

Impact on Other Government Agencies:

The only state government agency impacted by this request is Colorado Works, which will reduce one line in its federal TANF Block Grant by $358,718 at the same time as this same amount is appropriated to CRSP. (Initial discussions with Colorado Works indicated that this line from the Block Grant would be the TANF Long Term Reserve Account.) *Colorado Works has participated in the development of this request and supports it, because of the currently documented benefits to refugees and counties.*

Cost Benefit Analysis:

COST: CRSP is requesting an additional $358,718 in order to fully implement the training programs in its new "Self Sufficiency and Integration Education Plan". This additional amount will bring the amount of funding in the Long Bill for CRSP to a total of $815,850. All of these funds will come from the federal TANF Block Grant. Colorado Works has reviewed and endorsed this request. *No state funds or new state FTEs would be needed to support this request.*

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

1) A savings benefit through a decrease in refugee cash assistance payments during the first eight months after entry into the United States. However, since all cash assistance to refugees during their first eight months is directly federally funded, the monetary benefit from this outcome would not accrue to Colorado, but rather to federal cost savings in refugee cash assistance and social services. Therefore, this benefit is not calculated here.

2) A savings benefit through a decrease in TANF basic cash assistance for refugees.

a) CRSP projects from its data (Table 6) that in FFY 2008 the average case size for refugee TANF recipients will be 4.41. CRSP knows from Colorado Works data that the average statewide monthly cost to provide basic cash assistance for a four-person household would be either $512 for one adult with three children, or $606 for two adults with two children. Because we cannot anticipate the exact household composition for arriving refugees, we average these two payment amounts as $559.

b) CRSP knows from its data (Table 3) that if 74% of TANF-type refugee cases become self-sufficient within eight months, then 26% of the cases will remain eligible for TANF through the counties. CRSP projects from its data (Table 6) that in FFY 2008

Colorado will have 238 TANF-type refugee cases, 62 of which (26%) will be eligible for TANF basic cash assistance eight months after their arrival in the United States.

c) CRSP projects that in FFY 2008 it will cost the counties $34,658 to provide each month of basic cash assistance for the anticipated total TANF refugee caseload ($559 X 62).

d) CRSP at this time cannot project accurately the annual savings benefit for Colorado resulting from the total months of savings in basic cash assistance for the refugee caseload, because consistent data is not available through CBMS concerning the number of months of TANF basic cash assistance that refugees currently receive in the absence of specialized employability services through CRSP. Baseline data will be developed with Colorado Works to better compare the months of basic cash assistance for TANF recipients who do and do not receive specialized employability services through CRSP. Initially, this cannot be quantified before it happens.

3) A savings benefit through a decrease in diversion services for refugees. While there will certainly be a decrease in the funds counties would have to dedicate to developing and maintaining cultural and linguistic competencies to assist refugees through diversion services, data does not exist yet through Colorado Works to determine current total or average diversion costs specific to refugees. Baseline data will be developed with Colorado Works to better compare county diversion costs against specialized employability services from CRSP.

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

4) An income benefit through an increase in new monthly state income taxes paid by refugees.

a) The average hourly wage upon employment for refugees was $8.68 in FFY 2006 and $9.34 in FFY 2007. CRSP projects this will be $10.00 in FFY 2008. At $10.00 per hour, the monthly contribution to the Colorado tax base would be $121.33 (at a 7% rate).

b) CRSP projects from its data (Table 6) that in FFY 2008 Colorado will have 238 TANF-type refugee cases that benefit from the services in this request. Each of these cases will have at least one adult who potentially can make a monthly contribution to the Colorado tax base through employment.

c) CRSP knows from its data (Table 3) that 74% of TANF-type refugee cases become self-sufficient within eight months, so 176 of the projected FFY 2008 cases will be self-sufficient within eight months (238 X .74). Given that CRSP projects from its data (Table 6) that in FFY 2008 the average number of months of TANF-type cash paid per case will be 3.54, then each case will have obtained employment and be paying Colorado taxes for 8.46 months during the year. This computes to $180,656 annually in Colorado taxes (176 cases X $121.33 monthly taxes X 8.46 months).

d) CRSP knows from its data (Table 3) that 26% of TANF-type refugee cases do not become self-sufficient within eight months, so 62 of the projected FFY 2008 cases will not be paying taxes at eight months (238 X .26) and may begin to access TANF. Each month that this TANF refugee caseload has employment will generate an additional $7,522 in Colorado taxes. However, because of the absence of baseline data, CRSP cannot project how many additional months of taxes will be paid by this TANF refugee caseload because of earlier employment resulting from the specialized employability services in this request

5) A benefit of well-being for both the refugees and the receiving Colorado communities in which they live, because of the increased culture, capacity and confidence that refugees will bring to integration as a result of these expanded programs. While quantitative tools are available to CRSP to measure integration factors, the monetary benefit to Colorado from integration is possibly priceless.

Implementation Schedule:

Task	Month/Year
Internal Research/Planning Period	July thru September 2008
Contract Written Between CRSP, EGOS and SIIL	September 2008
Start-Up Date: Note that these new training programs will be implemented at the beginning of the 2009 federal fiscal year, using federal Refugee Social Services funding. Approving this request will allow for backfilling to support the increased quantity of program courses offered for the increased percentage of refugees who are TANF-eligible.	October 2008

Statutory and Federal Authority:

1. (Federal) The Immigration and Nationality Act (INA) was enacted in 1952 (Public Law No. 82-414). The INA collected and codified many existing provisions, and reorganized the structure of, immigration law. The INA has been amended many times over the years, but is still the controlling body of immigration law concerning such matters as the determination of immigration status, the distribution of federally funded benefits, and the determination of eligibility for federal benefits. One amendment to the INA was the Refugee Act of 1980, which created the federal Refugee Resettlement Program to provide for the effective resettlement of refugees and to assist them to achieve rapid economic self-sufficiency after entry into the United States. Title IV, Chapter 2 of the INA contains the provisions of the Refugee Act.

   The INA is divided into titles, chapters, and sections. Although it stands alone as a body of law, the Act is also contained in the United States Code (U.S.C.). The code is

a collection of all the laws of the United States. It is arranged in fifty subject titles by general alphabetic order. Title 8 of the U.S. Code is but one of the fifty titles and deals with "Aliens and Nationality". (Although it is correct to refer to a specific section by either its INA citation or its U.S. code, the INA citation is more commonly used.)

The Code of Federal Regulations (CFR) is the codification of the general and permanent rules published in the Federal Register by the executive departments and agencies of the federal government, which apply the law to daily situations. The CFR is divided into fifty titles representing broad areas subject to federal regulation, which generally parallel the structure of the U.S.C. Thus, Title 8 of the CFR deals with "Aliens and Nationality", as does Title 8 of the U.S. Code. However, the regulations implementing the Refugee Act are found in Title 45, "Public Welfare", under Chapter IV for the Office of Refugee Resettlement, Administration for Children and Families, Department of Health and Human Services.

2. (Federal) Title VI of the Civil Rights Act of 1964 prohibits discrimination based on race, color or national origin under any program that receives federal financial assistance. The failure to ensure that Limited English Proficiency persons can effectively participate in, or benefit from, federally assisted programs and activities may violate the prohibition under Title VI and its implementing regulations against national origin discrimination.

3. (Federal) 8 U.S.C. 1612 and 1613 allow that States have been given the authority to decide whether to provide federally funded TANF benefits to certain qualified aliens. But, even if a state has chosen to deny eligibility to qualified aliens, the state must still permit certain excepted qualified aliens who meet the state's eligibility criteria to receive TANF benefits. Refugees are among the qualified aliens that have been provided a time-limited exception for five years from their date of entry into the U.S. The present opportunity is to decide how refugees could be assisted most effectively through federal TANF funds received by the state, not whether they should be assisted.

4. (State) Section 26-2-703 (17.7) (b), (c) and (g) C.R.S., (2007) defines those "qualified aliens" who are eligible to receive state services. As relevant to the services offered by the Colorado Refugee Services Program, and relevant to the services to be offered through this request, the three categories of qualified aliens are individuals granted asylum (asylees), refugees and Cuban or Haitian entrants.

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

Performance Measures:

Program	Performance Measure	Outcome	FY-2005-06 Actual	FY-2006-07 Actual	FY-2007-08 Current	FY-2008-09 Request
Refugee Services Program	Achieve and maintain 70% of CARES (Colorado Alliance for Refugee Empowerment and Success) employable refugee cases that achieve cash assistance terminations as the result of employment within eight (8) months after entry into the United States.	**Benchmark**	70.00%	70.00%	70.00%	70.00%
		Actual	65.30%	(Available 11/01/07)		

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