

CHANGE REQUEST for FY 08-09 BUDGET REQUEST CYCLE

Department:	Colorado Department of Public Health and Environment
Priority Number:	9
Change Request Title:	TGYS Program FTE

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 is a request for 1.0 FTE and no additional spending authority to more efficiently and effectively administer the Tony Grampas Youth Services Program (TGYS) at the Colorado Department of Public Health and Environment (CDPHE), Prevention Services Division.

Background and Appropriation History:

The TGYS Program began in 1994, as a legislative response to the “summer of violence” with an attempt to provide State support for local programs interested in reducing youth crime, violence, child abuse, and other high-risk behaviors. When the TGYS Program was moved from Department of Local Affairs (DoLA) to the CDPHE in 2000, the program had 7.5 FTE and approximately \$9.2 million in funding. This allowed for a program director, fiscal staff, administrative support, and program specialists (monitors) to work with local programs to both monitor and strengthen program implementation. The TGYS Program’s funding was eliminated as part of the 2002 budget reduction. The program was reintroduced in FY 2004-05 with \$3.5 million in Master Settlement Agreement Tobacco funding. One FTE was allocated for the program, which was used to hire a program director.

Since one FTE was inadequate to perform the necessary functions required by TGYS statutes, two additional FTE were requested for FY 2006-07. Only one additional FTE was appropriated from this request and is being used to support fiscal functions, such as processing over 100 contracts per year and paying invoices to over 100 agencies per quarter. From FY 2004-05 to present, temporary staff and contractors have been used to assist in program administration, specifically to provide program monitoring and evaluation services.

In the 2007 legislative session, HB 07-1248 was passed adding \$300,000 to the program and a new requirement to implement a before and after school grants program. While the need for 0.3 FTE was identified in the Legislative Council fiscal note, no FTE were appropriated to the program. The new funding with additional program requirements makes the need for additional staff resources even more acute.

Using temporary staff and contractors is not an efficient way to administer the TGYS Program for several reasons. Temporary staff can only work six months in a calendar year, so there is significant turnover that requires additional administrative and training time. Each time a new temporary staff person starts a position, it takes at least two months to train the individual due to the complexity of the TGYS Program and working in the State system. During these two months, there is an interruption in program operation, and the recurrent need to train new temporary staff every six months negatively impacts efficiency.

Currently, contractors are used to perform program monitoring. Using contractors, instead of CDPHE staff, is less effective and efficient, because contractors do not have access to on-site grantee files (hard copy or electronic) or program performance history. Also, contractors typically have limited knowledge of CDPHE policies and procedures. In supporting grantees to be compliant with their TGYS contract, knowledge of CDPHE policies and procedures is essential.

For FY 2008-09, one additional FTE is requested to fulfill the program monitoring function. This request would enable the program monitor to be housed at CDPHE and more closely integrated into the overall program administration. It is expected that this will improve efficiencies in program operation, support, and customer service for local programs, therefore improving the delivery of services to children and youth throughout the State.

General Description of Request:

The TGYS Program has been funding over 100 local youth-serving organizations throughout the state for the past three years. It is anticipated that TGYS funds will remain level at \$3.8 million in FY 2008-09, and will be supporting roughly the same number of agencies (over 100 agencies) with \$3.6 million allocated to providers at the local level, across the state.

The statutes for the TGYS Program are becoming more complex each year. Currently, TGYS statutes include five different earmarks for specific program strategies: early childhood, student dropout prevention, mentoring, restorative justice, and after school programs. Funding criteria, tracking, reporting, and evaluation processes vary for the different types of program strategies included in the legislation, creating more work for TGYS staff. For example, outcome data must be collected using over 30 different pre- and post-test instruments for various programs and populations. Also, TGYS grantees and the program director must track and collect program's process data by age group and program strategy in order to report to the program and the legislature.

The TGYS Program is mandated to demonstrate accountability and effectiveness among grantees. This occurs partly through program monitoring. Program monitoring involves scheduling, conducting, and documenting site visits and progress calls; designing, collecting, reviewing, and following up on over 100 agencies' mid-year and final reports; and reviewing evaluation compliance reports (submission of grantee pre- and post-test data).

The TGYS Program is also charged with managing and leading the work of the statutory TGYS Board. There are eleven TGYS Board members, several of whom are legislators.

Board members' terms expire frequently, so new members must be appointed and oriented. The Board meets monthly during the legislative session and at least quarterly throughout the remainder of the year.

The TGYS Program Director also participates in the Prevention Leadership Council's Interagency Prevention System's efforts. As part of this interagency work, the Director has been instrumental in implementing a statewide TGYS program evaluation, as well as creating and implementing the Uniform Minimum Standards Assessment Tool that helps identify grantees' strengths and areas of improvement so that technical assistance can be individualized to meet the grantee's needs. This work, while time consuming, is essential to interagency coordination at the state level and the quality of the services provided by TGYS grantees in local communities.

Finally, fiscal management must be performed in order to budget and allocate funds across grantees, distribute monies through a contracting process, manage the budget (both at the grantee and the overall program level), and monitor grantee spending to ensure that proper charges are being made and the funds are not being misused.

Two FTE (a program director and a fiscal officer) are insufficient to perform all of these functions with over 100 youth-serving agencies in FY 2008-09. Currently, the two FTE perform the following functions.

One FTE (Program Director) is assigned to:

- provide overall program leadership and direction, including working with the statutory Board;
- assure that program processes, practices and requirements are consistent with statutory requirements, best practices, and coordination of interagency prevention efforts;
- determine and implementing the grant-making process for local communities in cooperation with the Board;
- assure that systems are developed for grantee reporting and evaluation in order to demonstrate programmatic outcomes;

- provide accountability for program monitoring;
- assure the development of systems for training and technical assistance;
- and assure that appropriate fiscal processes are developed and implemented.

The other FTE (fiscal officer) is assigned to:

- determine availability of funds and establish account set-up;
- oversee procurement processes and write, route and administer contracts with grantees;
- perform fiscal monitoring, reconciles expenditures and FTE usage;
- provide fiscal technical assistance to grantees;
- conduct grantee fiscal reviews as needed;
- review legislation for fiscal impact;
- prepare expenditure reports for the program manager;
- assist in the hiring of temporary staff and contractors
- develop, implement and adapt tools designed to assure successful execution of contract terms and budgets, program fidelity, and scopes of work;

One additional FTE is requested to fulfill the program monitoring function. The FTE, at the General Professional III level, will be responsible for monitoring grantees' programmatic performance as well as assessing grantee training and technical assistance (TA) needs. Programmatic monitoring of grantees will include coordinating and conducting site visits and progress calls in order to: observe program services and activities, assess strengths and needs using the Uniform Minimum Standards Assessment Tool, and make recommendations for improvement of organizational and/or programmatic issues. It will also include developing a program summary about each site visit including areas of strength and needed improvement. The FTE will review grantee mid-year and final reports, identify agencies of concern, and follow up with grantees appropriately. Finally, the FTE will provide technical assistance, consultation and mentoring for TGYS grantees as needed through on-site or phone consultation, the coordination and facilitation of training events, and the linking of grantees with content

experts (early childhood, drop out prevention, youth mentoring, and violence and crime prevention) to assist with quality improvement.

This request would enable the program monitoring services to be housed at CDPHE, as opposed to contracting for these services. It is expected that this will improve program operation, efficiency, support and customer service for local programs. Contractors have limited access to CDPHE hard copy files and CDPHE computer networks that contain TGYS grantee contact, fiscal, and historical information. Also, external contractors are not as intimately aware of TGYS/CDPHE policies and procedures and other state resources.

Consequences if Not Funded:

If not funded, the program monitoring function will continue to be contracted externally. CDPHE will have less direct oversight regarding the accountability of TGYS funds. There will be greater opportunity for grantees to be non-compliant and/or misuse funds. (The Program Monitor is responsible for identifying challenges within grantee organizations, such as financial mismanagement, while conducting site visits and reviewing progress reports and quarterly invoices.)

Calculations for Request:

Summary of Request FY 08-09	Total Funds	General Fund	Cash Funds	Cash Funds Exempt	Federal Funds	FTE
Total Request	\$0	\$0	\$0	\$0	\$0	1.0
Increased FTE Appropriation	\$0	\$0	\$0	\$0	\$0	1.0

Summary of Request FY 09-10	Total Funds	General Fund	Cash Funds	Cash Funds Exempt	Federal Funds	FTE
Total Request	\$0	\$0	\$0	\$0	\$0	1.0
Increased FTE Appropriation	\$0	\$0	\$0	\$0	\$0	1.0

Spending authority for personnel costs is included in the program line in the Long Bill and will decrease available funds for grants.

Assumptions for Calculations: While no separate personal services appropriation is necessary, the calculation below demonstrates the costs of the new position.

Cost Calculations:

Salaries: GPIII - \$3,728 per month,

\$44,736 per year

Benefits Annual Costs¹:

\$ 226 – Dental

\$ 6,804 – Health

\$ 96 – Life

\$ 50 – STD

\$ 649 – Medicare

\$ 4,607 – PERA and Amortization Equalization Disbursement and Supplemental Amortization Equalization Disbursement.

\$12,432

Total Personal Services: **\$57,168**

Operating expenses: statewide travel related to monitoring and technical assistance –
\$ 3,000=30 grantees x 2 trips/year x \$50(mileage and per diem on average)

Equipment and furniture for new staff²:

\$1,230- New computer with MS Office License

\$2,225 – Furniture

\$ 500 – Basic Operating

\$ 3,955

Printing and mailing costs related to training and technical assistance materials:

\$ 1,800. \$680 = Orientation materials for new grantees - \$180, training material for 30 grantees (more than one staff per grantee) - \$300, mailing of materials throughout the year - \$200. \$1,120 = Electronic meeting costs – telecom, conference calls, video and web conferencing.

¹ Because this program is funded by the Tobacco Master Settlement revenue, and the funding formula is set in statute, this program can not receive additional spending authority (and revenue) from the Department's central "POTS" lines. Therefore, benefits costs are shown above for informational purposes, and will be absorbed by the program.

² While the program used to have a larger number of staff, the furniture and equipment for those employees has been moved to other programs, and there is not currently any furniture or equipment available for new staff.

Total Operating: \$8,755
TOTAL: \$65,923

In the past three years, the ratio of administrative expenses in the program has been low:

FY	Grants Allocation	Administrative Costs	Total Appropriation	Percentage Administrative Expenditures
04-05	\$3,306,005	\$111,861	\$3,417,866	3.3%
05-06	\$3,353,819	\$118,994	\$3,472,813	3.4%
06-07	\$6,932,116	\$259,200	\$7,191,316	3.6%
FY 2007-08 Estimated expenditures	\$3,623,066	\$253,089	\$3,876,155	6.5%

08-09 - With the addition of one FTE, administrative costs will be near 5% with an estimated \$3.6 million for grants.

Impact on Other Government Agencies: Not Applicable

Cost Benefit Analysis:

In FY 2008-09, with the addition of one FTE, administrative costs will still be near 5% with an estimated \$3.6 million for grants. This administrative limit is often established in State legislation for newly created programs and is assumed to be reasonable. The benefit is an anticipated improvement in program operation, efficiency, support and customer service for local programs.

The Department estimates spending \$65,748 to hire an employee to handle work previously done by contractors and temporary staff. Contractors cost more than State FTE to perform the same work.

In FY 2005-06 the Department spent \$86,000 in program monitoring contract.

In FY 2006-07 the Department spent \$86,000 in monitoring and technical assistance contract

In FY 2007-08 the Department anticipates spending \$101,800 in monitoring and technical assistance contract and temporary employees.

Savings from hiring a permanent, State employee range from \$20,252 to \$36,052. These savings can then be redirected back to programs providing services to children and youth.

Implementation Schedule:

Task	Month/Year
Create position description	March 2008
Human resources selection process including classifying the position, posting the position, testing, and interviewing.	May through June 2008
FTE Hired	July 2008
Provide staff member orientation	July 2008
Staff member to begin providing program monitoring and technical assistance to grantees	August / September 2008

Statutory and Federal Authority:

All citations are from the 2006 C.R.S.

Section 25-20.5-201, C.R.S.: In addition, the division shall monitor the effectiveness of programs that receive funds through the Tony Grampsas youth services program.

Section 25-20.5-202, C.R.S.: (c) In addition to the guidelines and criteria developed pursuant to paragraphs (a) and (b) of this subsection (2), the board shall develop result-oriented criteria for measuring the effectiveness of programs that receive grants under the Tony Grampsas youth services program as deemed appropriate to the nature of each program including, but not limited to, requiring grantees to evaluate the impact of the services provided by the program. Any criteria developed pursuant to this paragraph (c) for measuring the effectiveness of student dropout prevention and intervention programs established pursuant to section ~~25-20.5-204~~ shall include the implementation of a method by which to track the students served by the program to evaluate the impact of the services provided, which tracking shall continue, if possible, for at least two years or through graduation from a secondary school, whichever occurs first.

Section 25-20.5-203, C.R.S.: In relationship to youth mentoring programs, grantees must: VII) Implement a method of evaluating the effectiveness of the community-based youth mentoring program and tracking the youths served by the program to evaluate the impact of the services provided through the program; and (VIII) Report annually to the board concerning the results of the entity's evaluation of youths served by the community-based youth mentoring program as well as the fiscal contributions made by the entity to the program and such other information that the board may require.

Section 25-20.5-204, C.R.S.: In addition, the division shall monitor the effectiveness of programs that receive funds through the student dropout prevention and intervention program.

Section 25-20.5-205, C.R.S.: This legislation passed in 2007 and has not been published as of yet. However, it states in article (3)(a) that the division shall monitor the effectiveness of programs that receive money from the before-and-after-school project.

Performance Measures:

This Decision Item does not specifically support any of the Department's performance measures as described in the Strategic Plan. However, the Decision Item is necessary so that the Department can ensure that the funding received is spent appropriately.