Colorado Workload Study

Final Report

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1.0 Executive Summary

This report is the result of a project undertaken by the Colorado Department of Human Services (CDHS), Health Care Policy and Financing (HCPF) and County Departments of Human/Social Services. The CO Workload Study Project was performed to project Colorado counties' costs for administering public benefits. Additionally, the project helped identify business process trends and determine opportunities for modernization of the administration of human services in Colorado. Additionally, the base cost to "open the door" of a county department of human/social services "base" county was determined. Deloitte Consulting used an Activity-Based Costing (ABC) methodology, a proven data gathering and modeling technique for activity and time-based analysis, as a means of projecting the cost of County Administration activities as currently performed, without any modifications to existing business practices. The contract was awarded in January 2007, and the CO Workload Study was performed from March though June 2007.

1.1.1 Overview of CO Workload Study Project

The CO Workload Study Steering Team (including members from the State, Counties and Deloitte Consulting LLP)) officially commenced the project in March 2007. The Deloitte Consulting Team included Colorado state government specialists, Human Services specialists, Supply Chain and Finance specialist, and Activity-Based Costing (ABC) resources. In addition, web-based developers and technical support built and supported automated online tools used to collect data during the project. In addition to Deloitte Consulting resources, there were State and County executives serving on the CO Workload Study Steering Team (Steering Team). The Steering Team was an involved and dedicated decision-making body for the study, providing project context and a forum for dialogue, feedback, direction, and approval of all key outputs, documents, and deliverables. As such, the results of this project are largely based on the active participation of the Steering Team and other stakeholders who provided timely and thoughtful input throughout the study period. A list of Steering Team members can be found in Appendix A.

Upon initiating this project in March 2007, we worked with members of the Steering Team to communicate a consistent understanding of the CO Workload Study goals and objectives. To create our ABC Cost Model and analyze county business practices, we used a Detailed Survey, Field Observations and a Summary Survey as our main data gathering tools. A detailed explanation of our approach is presented in Section 2.0.

We initiated our data gathering efforts by interviewing Steering Team members, providing detailed and focused insight into our approach. Concurrent with these interviews, we developed the Detailed Survey and companion materials with the Steering Team. The Detailed Survey, given to all counties (except for Kiowa, Pitkin and Yuma, who voluntarily did not participate), captured information from selected county staff about the time it takes to perform daily activities. During our Field Observations we met with all levels of county office staff and leadership to gather additional information about activity times, workload issues and their business models. We administered the Summary Survey statewide to a larger group of county Social/Human Services staff and gathered qualitative information regarding county business processes, workload and worker opinions. Importantly, data gathered through these methods provides consistent views of county operations.

The ABC Cost Model was populated with time and activity data provided by the counties to project the cost of County Administration. Instead of analyzing costs from a resource perspective (traditional cost accounting), ABC enables a cost analysis from a business process perspective. We translated data related to discrete activities and related time into county costs. This translation of activity times

into costs is the foundation for building the ABC Cost Model. We have been able to determine overall cost of the County Administration workload as well as total cost per full time equivalent employee (FTE) and unit costs (cost per case program).A detailed explanation of the Model and our results are presented in Section 3.0.

Overall, the results of the CO Workload Study determined that current funding of County Administration does not cover the counties' costs of administering public benefits. Our analysis projects the cost of doing business in Colorado to be almost $85.2 million. This total cost reflects the additional amount required to bring all of the base counties up to the base level of funding (the difference between those counties' projected cost and the base level). The FY 2007 County Administration appropriation was about $57 million, leaving a funding shortfall of approximately $28.2 million.

In response to this funding gap, counties have created a variety of business processes to meet the unique needs of their clients. These operational modifications, sometimes including "work arounds," are often used by counties to meet their workload demands. Based on our findings from the Field Observations, we illustrate and analyze key county operational trends. In addition, we are also providing examples of techniques and options to more efficiently and effectively manage workload. We share some innovative practices that we observed in the counties, as well as additional modernization strategies taken from human services agencies in other states. Some of these options are focused on technology enhancements, while others identify new tools to improve the everyday operational aspects of the business model.

This study may be used as a means to provide an evidence-based justification for County Administration funding requests. At the conclusion of our report, our team worked with CDHS Accounting staff to further explain and effectively transfer our knowledge on using the ABC Cost Model.

Overview of Results

Below, is the summary of results of the CO Workload Study. Detailed analyses of these results are provided in Section 3.0 and 4.0. From our cost analysis, we include the following tables: Total Cost for each In-scope Program by County, Total Cost for Out of Scope Programs, Cost to "Open the Door" in a base county, Unit Cost per Process, and Total Cost per Cost Lever. Cost levers are segments of workload that respond similarly to business process changes, subsequently driving costs up or down. In addition to the cost results, we provide a summary of our key findings related to opportunities for business process modernization (Section 4.0).

Administration Cost for each In-scope Program by County

The following table shows total cost for each in-scope high-level program group and county based upon the build-up of workload in the ABC Model. In addition, we have provided the incremental cost to meet the "Open the Doors" threshold costs in every base county. The calculation of base county costs is provided in the next section.

Please note that this calculation of total cost is a cost projection based upon the Detailed Survey inputs to the ABC Cost Model; it is not the County Administration allocation. Totals may be nominally incorrect due to rounding.

Total Administration Cost for Each In-scope Program and County

County	Food Assistance (FA)	Medical (MED)	Adult Financial (AF)	Adult Protective Services (APS)	Total
Adams	$ 2,833,336	$ 2,916,899	$ 383,539	$ 243,496	$ 6,377,270
Alamosa	196,278	205,623	28,798	74,871	505,570
Arapahoe	3,515,968	3,385,865	400,099	846,040	8,147,973
Archuleta	35,709	32,869	4,126	7,693	80,396*
Baca	58,960	55,656	7,816	55,700	178,133
Bent	67,291	52,346	7,367	10,788	137,792
Boulder	2,128,177	2,099,765	288,296	509,457	5,025,694
Broomfield	297,883	348,117	43,121	121,224	810,345
Chaffee	121,276	151,078	21,351	16,107	309,812
Cheyenne	25,301	22,944	3,402	755	52,402*
Clear Creek	90,690	73,072	10,559	4,262	178,583
Conejos	51,176	63,112	9,002	7,489	130,779
Costilla	82,675	62,162	10,691	9,506	165,033
Crowley	63,503	52,143	7,732	169	123,547
Custer	8,528	7,131	973	1,863	18,495*
Delta	185,033	224,050	29,143	93,962	532,188
Denver	10,608,052	8,657,152	1,423,082	2,282,368	22,970,654
Dolores	13,932	12,357	1,696	92	28,077*
Douglas	308,003	379,054	44,055	78,041	809,153
Eagle	138,275	223,000	24,415	30,247	415,937
El Paso	3,661,574	3,160,330	410,142	588,726	7,820,773
Elbert	50,971	44,792	5,280	5,946	106,989
Fremont	219,543	275,132	35,641	58,039	588,355
Garfield	266,651	417,612	46,898	76,898	808,060
Gilpin	44,793	35,935	4,582	326	85,637*
Grand	41,918	42,952	4,164	1,144	90,179
Gunnison	94,647	87,315	9,051	9,872	200,884
Hinsdale	268	244	36	-	548*
Huerfano	74,716	83,405	11,550	8,479	178,150
Jackson	3,842	3,318	422	-	7,583*
Jefferson	2,287,139	2,315,139	306,089	583,376	5,491,743
Kiowa	29,319	28,365	4,131	118	61,933*
Kit Carson	75,511	71,108	9,380	4,039	160,039
La Plata	243,603	286,414	38,435	114,691	683,143
Lake	47,249	46,794	6,031	4,398	104,472

County	Food Assistance (FA)	Medical (MED)	Adult Financial (AF)	Adult Protective Services (APS)	Total
Larimer	2,177,440	2,046,424	291,350	781,744	5,296,958
Las Animas	133,482	169,340	23,268	49,828	375,918
Lincoln	50,385	43,105	5,385	9,192	108,067
Logan	155,844	178,744	23,401	59,881	417,870
Mesa	1,339,080	1,243,002	171,832	290,833	3,044,747
Mineral	9	9	1	-	19*
Moffat	62,153	75,505	9,384	461	147,502
Montezuma	136,111	161,559	20,216	58,645	376,530
Montrose	317,150	408,280	42,995	120,778	889,202
Morgan	213,637	283,370	38,260	134,930	670,197
Otero	151,395	174,191	25,006	112,563	463,154
Ouray	23,675	22,402	3,168	11,260	60,506*
Park	62,810	46,181	5,719	12,674	127,385
Phillips	29,550	27,550	3,364	7,998	68,461*
Pitkin	30,107	36,854	3,994	246	71,200*
Prowers	174,361	215,279	28,745	35,953	454,337
Pueblo	1,422,094	1,153,832	181,705	122,664	2,880,295
Rio Blanco	50,828	50,299	5,890	502	107,519
Rio Grande	118,183	125,114	17,439	485	261,222
Routt	107,800	102,282	10,470	1,276	221,828
Saguache	74,764	80,883	11,346	8,380	175,372
San Juan	9,005	7,618	1,025	3,582	21,229*
San Miguel	41,036	36,474	4,463	2,114	84,086*
Sedgwick	25,036	22,646	3,456	13,500	64,638*
Summit	81,740	99,636	7,423	1,491	190,290
Teller	142,499	159,218	20,629	31,185	353,530
Washington	72,779	70,145	7,990	65,289	216,204
Weld	1,683,033	1,662,853	220,662	238,227	3,804,775
Yuma	131,419	127,030	16,026	20,894	295,368
Subtotal	**$ 36,989,196**	**$ 34,753,075**	**$ 4,845,708**	**$ 8,046,755**	**$ 84,634,733**
**Base Counties - Incremental cost due to threshold cost to "Open the Doors"*					$ 611,409
Total					**$ 85,246,142**

Table 1.1: Total Cost for each In-scope Program and County

Base County Cost Calculation

The following table identifies the costs to "Open the Doors" to conduct business for one year based on the data collected in two base counties (Cheyenne and Jackson). This can be considered a minimum threshold of cost required for a County to have an office in operation. Totals may be nominally incorrect due to rounding.

"Open the Doors" Cost in a Base County

Resource Pool	Cost	% of Total
Capital Outlay	$ 1,265	1.4%
Labor	21,553	24.6%
Cost of Office Space	15,869	18.1%
Operating Expenses	30,186	34.4%
Travel Expenses	18,901	21.5%
Total	**$ 87,774**	**100%**

Table 1.2: "Open the Doors" Cost in a Base County

Unit Cost per Process

In addition to the total projected cost, the unit cost per case-program (portion of a case that includes a particular program) by county size has been determined by dividing the total cost per program by the number of case programs.

The following table shows the average unit cost for County Administration, broken out by high-level program group and county size based upon the build-up of workload and costs from the ABC Model. A unit cost for County Administration for each county by high-level program group is provided in Appendix V.

Unit Cost for each County Size and High-Level Program Group

County Size	FA	MED	AF	APS
Large	$ 373.48	$ 146.64	$ 168.76	$ 931.98
Medium	$ 250.30	$ 123.33	$ 124.39	$ 677.51
Small	$ 410.61	$ 145.19	$ 163.09	$ 1,544.89

Table 1.3: Unit Cost for each County Size and High-Level Program Group

The following table summarizes the total number of case programs for County Administration, broken out by high-level program group and county size.

Total number of Case programs for each County Size and High-Level Program Group

County Size	FA	MED	AF	APS
Large	84,759	195,323	24,158	13,930
Medium	15,110	38,013	4,768	5,080
Small	3,778	9,806	1,078	836

Table 1.4: Total number of Case programs for each County Size and High-Level Program Group

Key Cost Levers

The following table reports the cost of key groupings of activities and high-level program groups that describe the cost levers or areas of workload for the County Administration. Cost levers are areas of an end-to-end business process that are grouped because they are reactive or dependent upon similar drivers that can drive costs up or down. Totals may be nominally incorrect due to rounding.

Total Cost for each Cost Lever

Key Cost Levers	FA	MED	AF	APS	Total	% of Total
Case Related Activities (e.g. Case Review, Change in Circumstances, Alerts)	$12,818,385	$10,292,172	$ 1,854,736	$ 6,592,204	$ 31,557,498	37%
Client Communications and Information	6,007,099	7,904,088	762,946	85,689	14,759,821	17%
Intake (Both Completed and Failed)	6,264,509	7,098,079	513,884	295,491	14,171,963	17%
Eligibility Recertification (RRRs) and Periodic Reporting	4,787,296	4,620,012	341,241		9,748,548	12%
Administrative Activities (Non-Case Related) (e.g. Administrative Tasks, Meetings, Training, Reports)	2,883,694	3,331,735	973,114	73,444	7,261,987	9%
Claims	2,549,812	1,226	192,297		2,743,335	3%
Management Activities	1,385,216	1,119,605	164,666	33,195	2,702,683	3%
Other (e.g. Travel, Referrals, ICTs, APS specific Activities)	293,185	386,158	42,824	966,732	1,688,899	2%
Total	**$36,989,196**	**$34,753,075**	**$4,845,708**	**$ 8,046,755**	**$ 84,634,733**	**100%**

Table 1.5: Total Cost for each Cost Lever

Business Process Improvement Results

Business model trends and innovative county business practices are described in detail in Section 4.0 of this document. This section also contains technology enhancements and tools to help counties better manage their workload.

While each county puts a unique stamp on its own business model, we have noted trends emerging by county size. Accordingly, we have developed the Business Model Continuum to explain these trends. One of our observations is that generally specialization increases with increasing county size. The Business Model Continuum is illustrated in Figure 1.1 below:

Business Model Continuum

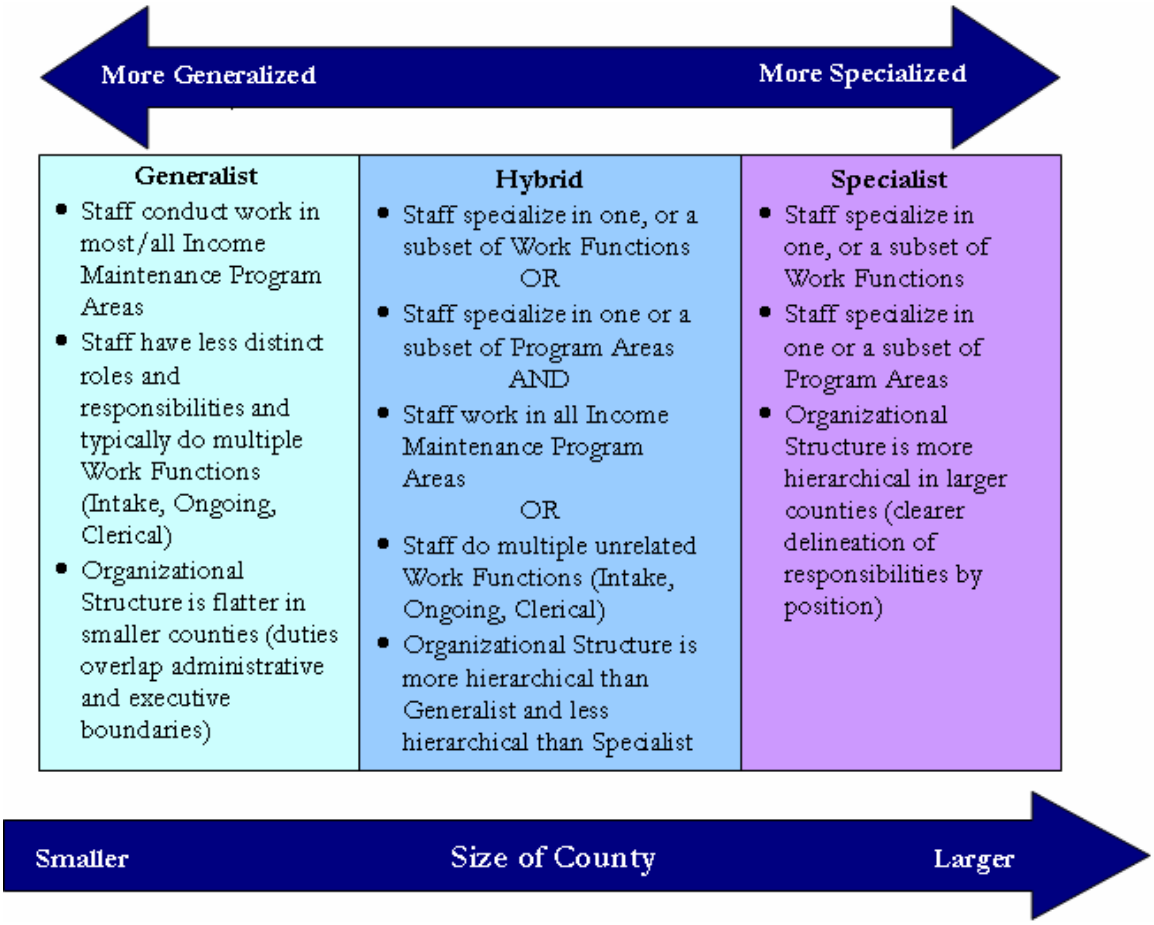


Figure 1.1: Business Model Continuum

Smaller counties, having fewer employees, typically employ a generalist business model. These counties have relatively experienced staff with deep program knowledge, but often struggle with workload distribution and backlog. Medium counties typically employ a hybrid model, whereas large counties are increasingly specialized. Some medium and many large counties are experiencing problems with staff turnover. Exiting staff often indicate the stress of the workload was unmanageable, and/or they were able to find less stressful work for higher pay elsewhere. Consequently, scarce resources are being used to continuously hire and train new staff while vacant positions abound.

Our Field Observations also identified innovative practices that have been developed in some of the counties. For example, one medium county, Fremont, is not currently experiencing backlog problems because of its proactive approach to addressing pending cases that are near or have passed their deadline. Another example is the IT staff in Adams County has produced innovative technology solutions such as their user-friendly scheduling system. For the most part, the counties we visited are interested in improving service delivery and are willing to try new business practices toward that goal.

We discovered a strong commitment to customer service in all of the county offices we visited. Clients are the first priority, which often drives organizational decision-making. Though each county

institutes different methods of achieving customer service goals, their intentions are clear. One county indicated that their business model is geared toward customer service, and secondarily focus on efficiency. We provide analysis, however, that these goals are not mutually exclusive; in Section 4.0 we offer a number of tools that not only streamline business processes, but improve customer service as well.

By observing county operations first hand, we were provided the information necessary to help us understand why counties choose to operate as they do. Information gathered through the Detailed Survey, Field Observations and Summary Survey helped us identify key areas for modernization. In Section 4.0, we identify three key areas of modernization considerations: (1) technology, (2) operations/service delivery and (3) people. The tables below outline the corresponding solution options we are offering to the state and counties for consideration:

Technology Options

Area of Opportunity	Option	Cost Lever Impact
Web-Enabled Access	1. Provider Access 2. Community Partners Access 3. Client Access	• Intake • Case Related Activities • Client Communication and Information
CBMS Enhancements	1. Increased Automation of CBMS 2. Improvements to Existing CBMS Sub-Systems 3. Additional CBMS Subsystems	• Intake • Case Related Activities • Client Communication and Information • Non-Case Related Administrative Activities • Management Activities

Table 1.6: Technology Options

Operations/Service Delivery Options

Area of Opportunity	Options	Cost Lever Impact
Communication/Change Management	1. Project Management 2. Help Desk (IT Service Management) 3. Change Management (Tracking change requests, bug fixes, release notes) 4. Strategic Communications and Training	• Intake • Case Related Activities • Client Communication and Information • Non-Case Related Administrative Activities • RRRs and Periodic Reporting • Claims • Management Activities • Other
Governance	1. IT Program Management Office 2. Policy Program Management Office 3. Subcommittee Structure involving both Executive Groups	• Intake • Case Related Activities • Client Communication and Information • Non-Case Related Administrative Activities • RRRs and Periodic Reporting • Claims • Management Activities • Other

Table 1.7: Operations/Service Delivery Options

People Options

Area of Opportunity	Options	Cost Lever Impact
Business Model	1. Role Re-Definition 2. Business Model Re-Design	• Intake • Case Related Activities • Non-Case Related Administrative Activities • RRRs and Periodic Reporting • Claims • Other
Governance	1. Centralized Statewide Customer Service Center for Generalized Questions/Inquiries	• Case Related Activities • Client Communication and Information

Table 1.8: People Options

Section 4.0 describes these options in detail, and provides an explanation of their relevance and impact to Colorado. We understand that initiatives undertaken by other states are only useful if they can make a positive impact on service delivery locally. Accordingly, Section 4.0 provides a detailed analysis of each option's value potential (optimizing staffing, streamlining business processes, reducing workload/increasing productivity, and improving customer service) and applicability to Colorado.

The systems in place throughout the counties are inextricably linked to an employee's ability to perform his or her job. Improving on existing technology, and implementing new innovative technological enhancements can lead to dramatic results. For example, web-enabled access allows clients to have easier access to services and reduce County Administration Staff workload. In addition, clients have greater input and responsibilities associated with their benefits because they can inquire about and update their cases without needing to meet with County Administration Staff. Including CBMS enhancements that were not included during implementation could also improve service delivery.

On the "people" side of business operations, counties could benefit from business model modernization through leveraging technology, reducing duplication and standardizing processes. Though similarities exist between county businesses models, most offices have their own unique organizational approach. Consequently, opportunities for standardization could also help manage workload issues. Strong leadership is a key to effective change management, and is especially relevant at the state level. Improving IT governance and program management can foster accountability and help make sure future initiatives undertaken by the State are executed correctly.

The following sections of this report include Section 2.0, providing background information and a detailed description of our approach; Section 3.0, an in-depth explanation of the ABC Cost Model and cost analysis; and Section 4.0, an overview of our key findings from Field Observations, business model analysis and modernization opportunities.

2.0 Introduction

2.1 Background, Purpose and Scope

To determine the projected level of funding for County Administration based upon current business practices and the cost to "open the doors," the existing process of distributing county allocation funding must be understood. Public benefits in Colorado are provided through a County Administered System. CDHS is responsible for allocating the legislated administrative funding to all 64 counties.

The current appropriation is comprised of twenty percent local/county funds and eighty percent State and federal funds. HCPF and CDHS are responsible for determining the annual County Administration allocation, distributing the level of funding approved by the Colorado General Assembly through to counties via the State Treasurer on a monthly basis as earned by each of the counties. Currently, CDHS uses a time-study based upon case activity data last drawn from the legacy systems preceding the implementation of CBMS (Colorado Benefits Management System) as the basis for the allocation.

In addition to determining the annual appropriation, the State is an indirect steward of these funds through the promulgation of rules and regulations, as well as through other guidelines. Counties are responsible for using those funds to cover the costs of administering public benefits to their clients.

Counties and other stakeholders including the impacted State departments and the legislature have expressed concerns with the current appropriated funding level of County Administration funds, stating that recent appropriations are currently inadequate to cover the costs of administering public benefits. This CO Workload Study is intended to be a means to determine the appropriate level of county funding based on current business practices.

To provide a data and evidence-driven justification for the projected County Administration funding, the study analyzes the current workload of all counties in Colorado. This is accomplished by defining a representative list of activities related to Intake and Ongoing Case Management, as well as supervisory, administrative, and clerical support and Adult Protective Services. Specifically, the high level program groups included in the scope of this project are: Food Assistance, Medicaid and Other Medical Programs, Adult Financial Programs, and Adult Protective Services. Colorado Works (TANF) and Old Age Pension (OAP) Financial are *not* included in this study.

2.2 Workload Study Steering Team

The Workload Study Steering Team serves as the primary conduit for providing context, feedback, guidance and formal approval for the study. Weekly two-hour Steering Team meetings offered a forum for detailed discussion and feedback, and individual interviews provided additional detailed information and context in preparation for the Field Observations. A list of Steering Team members is provided in Appendix A.

The Steering Team is the result of a thoughtful process on the part of the State. A broad spectrum of key participants from both the State of Colorado and the Counties served as team members. In addition to key state government participants, key county stakeholders were invited to participate as members of the Steering Team. Including representation from counties across Colorado of varying

size helped to provide a variety of perspectives from across the state, allowing us to continually refine our approach.

All abovementioned invitees and participants were provided weekly Steering Team minutes and all key outputs and deliverables were discussed in Steering Team meetings. Though our weekly formal Steering Team meetings and scheduled interviews provided essential feedback and direction to the project, our ad hoc conversations proved invaluable as well.

2.3 Project Assumptions

The following list of assumptions were identified and validated by Steering Team.

2.3.1 The County Administration cost extrapolation is based on existing county business processes, current technologies and staffing composition.

The results of this first phase of the study reflected the cost of doing business as determined using existing (status quo) county business activities and processes. Simply stated, our results reflected the cost of doing business in counties across the state based upon the way business is being conducted today. Consequently, the cost extrapolation does not vary based on "if, then" statements related to business process changes, as many solution options for potential change are possible and would need to be identified by the State and Counties prior to determining cost/benefits to these changes. In Section 3.0, opportunities for business modernization strategies specifically for Colorado counties are identified and a high level impact analysis has been conducted.

2.3.2 Grouping counties based upon size (using generally accepted State defined categories) is an acceptable basis for comparison

The Steering Team approved grouping counties by size based upon the categories generally accepted by counties in Colorado. The State and county members of the Steering Team approved using this list versus the categorization originally listed in the RFP because it is a more universally accepted way of grouping counties. This method of segmenting counties by size is consistent with other county-based program areas and consistent with the means of segmenting counties within County Administration programs for many years.

2.3.3 Using information gathered though financial data provided by the State (over a 12 month period) and Detailed Survey data (April – May 2007) provides an accurate representation of county costs

This study was performed over a period of approximately four months; thus, we needed to combine the data we gathered from the State (one year's worth: April 2006 – March 2007) with our data gathering tools (Detailed Survey and Field Observations). The sum of this data was considered an appropriate method of determining county costs.

2.3.4 Counties provided adequate access to County Administration Staff performing activities within the scope of this project for data gathering purposes.

To adequately develop our data gathering tools and ultimately gather the data needed to create the cost extrapolation, access to County Administration Staff was essential to the success of this project. Our approach depended on input from County Administration Staff who work with our team to create a standard activity list, developed and participated in the detailed and summary surveys, and allowed Team members to observe staff as they perform the activities analyzed in this study.

2.3.5 CDHS and HCPF provided true, accurate, complete and representative data

To supplement our data gathering approach and adequately populate the model, financial and other data gathered from the State was considered accurate and complete and representative. This data helped develop a complete understanding of current county costs. Constant communication with CDHS and HCPF provided the guidance and feedback necessary to protect the integrity of the data used in our study.

2.4 Workload Study Approach

The overall approach to the CO Workload Study is to determine the length of time staff spend on a standardized list of discrete activities, and translate those times into costs to the counties using ABC. Key components of this section include the Preliminary Approach: developing an understanding of the current allocation process and interviewing Steering Team members; and ABC Cost Model Development: gathering data through a time study consisting of a Detailed Survey, Field Observations and Summary Survey. We used this multi-pronged method of data gathering to gather consistent and complete information about county operations.

The following outlines our approach to determining the projected level of funding for the County Administration appropriation.

2.4.1 Preliminary Approach

Develop an Understanding of County Administration Process, System and Related Materials

Before development of the Model could be initiated, we gained a general understanding of County Administration program delivery processes by attending CBMS, County Financial Management System (CFMS), County Employee Data Store (CEDS), and Random Moment Sampling (RMS) training, meeting with State government staff and reviewing program and financial information. Understanding the current County Administration process provided us with a foundation from which to build our study components.

Conduct Steering Team Meetings and Interviews

An essential aspect of the approach is conducting Steering Team meetings (meetings were available via teleconference as well). The central purpose of these meetings is to "steer" the approach of the project. These meetings provide a forum for guiding the development of the model and its data gathering components.

To provide substantial time for discussion and feedback, the majority of these meetings lasted nearly two hours or more. For facilitation purposes, we provided an agenda, developed PowerPoint presentations to guide the conversation, and recorded discussion and action items each week. In an effort to provide consistency, each week's meeting agenda included a similar framework, reviewing the past week's minutes and items. All work products were developed with Steering Team input and approval.

Upon initiating this project in March 2007, we worked with all active members of the Steering Team to communicate a consistent understanding of the CO Workload Study goals and objectives. Following approval of the project work plan, the State and county Steering Team members selected the 17 counties for the Field Observations phase of the study – 16 were visited and one county conducted the interview via teleconference. The selected counties included five large, seven medium,

three small, and two base counties, and covered all eight Department of Local Affairs (DOLA) regions. Visiting base counties allowed us to obtain an accurate representation of what it takes to operate a very small office. A list of the counties visited can be found in Appendix B.

Originally, these counties were selected based upon the county size categorization in the RFP. After the Field Observation period, but prior to finalizing the ABC Cost Model, Steering Team approved switching to the traditional categorization. This categorization is reflective of the historical density of human services involvements (not gross population). Consequently, two of the counties considered "small" in the RFP (Huerfano and Saguache) were re-categorized as "medium" for purposes of the cost calculation

Interviews with Steering Team members were conducted over the course of the project. We were successful in scheduling 60 to 90 minute interviews with all but two Steering Team members. Interviewees provided insight into their unique subject matter expertise, allowing us to gather information related to current challenges, notable trends, and potential pitfalls regarding the county administration of public benefits and our approach to this project. In addition, we are able to obtain needed financial and program data from Steering Team members through these interviews. Interviews were ongoing throughout the project and provide an additional layer of communication and feedback as the project progresses from data gathering through model building and analysis.

2.4.2 Overview of an Activity Based Approach to Determining Costs

The methodology utilized to buildup the cost of County Administration is ABC methodology, a measurement approach that involves relating costs to an organization's processes by separately identifying the "activities" involved and resulting cost impact. The following sections discuss the ABC methodology in detail, and explain the data gathering tools used in this approach.

The ABC methodology we use to determine County Administration costs is based upon the traditional ABC methodology, but altered to fit the purpose of the workload study. The change is based upon a divergence from the traditional ABC purpose of allocating an organization's operating expense to the activities it performs and the products/services that it produces. The goal is to perform a cost build-up based upon the amount of County Administration workload. The methodology discussed in this document is specific to the CO Workload Study and represents the calculations and the steps taken based upon the purpose of the study.

One benefit of the ABC methodology is the ability to provide transparency and comparability around activities, processes, and costs. The outputs of the ABC model help identify and quantify cost reduction opportunities, support process improvement efforts and enable more accurate allocation of shared services costs by aligning expenses with resource consumption.

An Activity-Based Costing (ABC) model is the method we used for calculating costs associated with activities performed and the products/services produced. Instead of analyzing costs from a resource perspective (traditional cost accounting), ABC enables a cost analysis from a business process perspective. In short, ABC evaluates how resources are consumed by the discrete activities; it associates operating expenses with business model activities, and/or processes performed by an individual or unit.

ABC Methodology

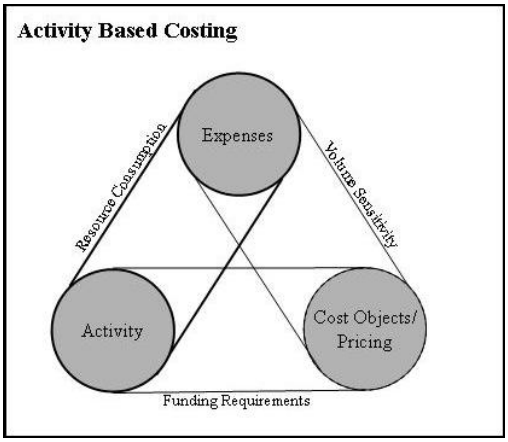


Figure 2.1 – ABC Methodology

As depicted above in Figure 2.1, the ABC methodology assigns operating expenses to activities to understand how resources are consumed. It derives unit costs at the activity level to outline volume sensitivity. For the counties, volume sensitivity is the effect that an increase or decrease in the number of cases per program has on the total cost. The cost of each activity is linked to the cost objects (the units that require a separate cost measurement) to understand the pricing, budget, or funding requirements for each of those cost objects. Cost objects are typically the customers, products, services, contracts or business units as shown in this model.

Key ABC Model Components

The ABC methodology uses four key components related to data inputs, assumptions, and calculations. This section explains these key components, and provides an overview of how they are defined in the study.

Resource Pools

The resource pools included in the ABC model represent all costs related to the end-to-end business processes within the scope of the workload study. The resource pools are similar categories of costs from existing financial / cost systems that are grouped together, making it easier to group activities (e.g., salary and benefits are often grouped into a resource pool called compensation).

Data for the resource pools is drawn from: CFMS for non-labor costs (i.e. capital outlay, office space, travel and operating expenses), and County Employee Data Store (CEDS) for labor costs (i.e. salary and benefits). The resource pools are defined by the CFMS cost categories, listed in Appendix D. The resource costs are presented in terms of the resource driver, or the measure of the quantity of costs being consumed by a particular activity. The resource driver for this study is time given in minutes.

Activity List

An activity is a definable event within an organization that consumes resources (e.g., set up a new account). The set of defined activities are intended to be material, easily tracked, and readily identifiable in each program.

The Steering Team agreed upon the list of activities and their corresponding definitions. Input from the Steering Team and a group of end users validated this list. The Activity List Dictionary, including the 35 identified activities with definitions, is presented in Appendix E.

The resources required for each activity are driven by the resource driver, "time in minutes". To obtain the standard time in minutes for each activity, we received direct input from the individuals performing the activities through the Detailed Survey (validated by Field Observations). All activity times, if defined for more than one program, are calculated in terms of case programs to reflect the correlation between the number of programs within a case, its complexity and resulting additional time.

Activity Drivers

Activity drivers measure the frequency or intensity of activity demands, quantifying the amount in a time range that an activity occurs. The activity drivers for this study are primarily the number of occurrences for each process or set of activities. System driven data is primarily used to identify the number of occurrences in one year's time for each county and program.

Diagrams of the defined processes and related activity drivers are presented in Appendix F.

All activity drivers, if defined for more than one program, are calculated in terms of case programs to match the way activity time is calculated.

Cost Objects

Cost Objects are separate work units that require a cost measurement and to which activity costs are allocated. The cost objects for this study are each in-scope program for all 64 counties.

A list of the in-scope programs is provided in Appendix G.

Data Gathering: Detailed Survey, Field Observations and Summary Survey

Our approach includes three data gathering tools to develop workload standards for the defined list of activities: the Detailed Survey, Field Observations and Summary Survey. These tools gather quantitative and qualitative information related to costs, workload and business processes. By identifying County Administration activity processing times, we use the ABC Cost Model to attach costs to those activities. We used these data gathering tools to gain a complete understanding of all county activities, and therefore costs. Gathering information at the discrete activity level (AI, client communication, break, RRR, etc.) was essential to understanding all of the costs associated with county workload. The ABC Cost Model requires this level of detailed information to calculate an accurate cost projection.

Detailed Survey

The Detailed Survey is the primary data gathering tool utilized to collect processing times for the defined list of activities. It is an online data gathering tool that county-selected staff utilized to track the time it takes to perform all daily activities and to conduct each activity individually. The survey took inventory of all activity times within the assigned day. Great care was taken to prepare counties for the Detailed Survey. Multiple opportunities for preparation and feedback were provided to assist in making survey participation as smooth as possible. A list of these opportunities for county involvement is included in Appendix C. The Survey Activity Workbook, an instructional guide distributed to survey participants, as well as screen shots of the Detailed Survey can be found in Appendix H.

The Survey Activity Workbook includes a paper log book with detailed instructions that participants use to record their daily activities and times. The information from the log book is subsequently entered into an online survey. The Detailed Survey captured detailed information regarding discrete activities County Administration Staff performed and the time it takes to perform them, as well as the programs associated with those activities. We gathered information beginning at this level, and then built up the projected cost based on this information. Counties actively participated in the Detailed Survey, providing the depth and breadth of information needed to determine the cost of doing business in Colorado.

Below we provide an overview of how survey participants were selected and prepared to take the survey. Additionally, we explain how the Detailed Survey was administered to all participating counties.

Survey Participant Selection

Survey participant selection was completed by the County Director, or assigned delegate, in each County under the direction of the Workload Study Team. Two conference calls were conducted to provide verbal direction, in addition to the County Participation Guide (included in Appendix I) provided to each of the County Directors.

The following instructions were outlined for survey participant selection:

- Counties selected no less than 25% of a cross-section of staff to participate in the survey. County size was the determinant for the percentage of staff participation. For example, due to a relatively low number of employees, small and medium counties often selected close to 100% of staff to participate multiple times over the four weeks. Conversely, larger counties were able to select a variety of staff (25-30% of total staff in all large counties) each participating one or more times over the four weeks. Different staff participants took the survey over the four weeks, as opposed to small counties where the same person may have participated in the survey all four times. Though a smaller percentage of staff participated in the larger counties, the actual number of staff was *larger*. For example, 25% of staff in Denver is larger than the same percentage in Adams. Consequently, the responses in larger counties are naturally weighted to represent their larger number of staff within each County Classification. This is called a "proxy" weighted average. We determined that these percentages provided an accurate representation of the activities and programs involved in the spectrum of staff workload.
- To the extent possible, distribute evenly the selected participants across the five days within each week and across the four week period. In small and medium counties it required some participants to participate in the detailed survey more than once.
- The survey participants are front-line staff or are directly involved with the intake, processing, and management of a case, including fraud investigation, hearings and appeals.
- All programs included in the CO Workload Study are represented by the group of staff participants selected.
- Activities A to T (see Activity List Dictionary attached in Appendix E) included in the study are represented by the group of staff participants selected.
- To the extent possible, represent varying levels of proficiency in program policy, technology, and procedures are represented by the group of staff participants selected.
- To the extent possible, represent varying levels of experience working in his or her current or similar role should be represented by the group of staff participants selected.

- If the office is divided by units or functions within the list of activities, select the staff participants across the various units or functions.

Survey Participant Preparation

The Detailed Survey required significant preparation by each survey participant. Every effort was made to adequately prepare counties for the Detailed Survey. Several calls and meetings were held in advance of survey administration, and a pilot period helped us refine the survey with county input. As mentioned in the Executive Summary, a detailed list of opportunities for county participation in the Detailed Survey and Field Observations is included in Appendix C.

We conducted pilot surveys in Adams and Denver Counties to assist the development of the survey questions and companion materials. This effort included a pilot county participation call, a structured material review session with survey participants hosted by the Project Champions, and a feedback meeting with both the survey participants, Project Champions and County Directors.

Each county selected a 'Project Champion' to be the 'resident expert' on the detailed survey, to be Tier 1 support for all survey participants in each county, and to be the point-person to escalate issues to our team. The project champion, in addition to the county director, subsequently became the main point of contact for the CO Workload Study Project.

Project Champions were assigned in each county to help participants understand what information needed to be tracked throughout the day, and, importantly, how activities were defined for the purposes of the CO Workload Study. Project Champions acted as liaisons to our team during the administration of the survey. Working together to answer questions and quickly solve problems proved to be a useful approach to mitigating issues during the survey period.

In advance of the scheduled survey dates, the Project Champions were instructed to hold facilitated sessions to review the survey preparation materials and help answer questions from survey participants.

In addition to the project champion facilitated sessions, each county director was requested to provide two hours of protected time for each survey participant to review and understand the survey instructions in preparation of the Detailed Survey.

Finally, our team cell phone numbers and e-mail addresses were provided to each of the county directors and Project Champions to contact if they had any issues or any questions related to the survey.

Detailed Survey Questions

The Detailed Survey utilized the defined set of common activities across counties and programs, with definitions and examples to guide each survey participant in tracking all activities that they performed only on the assigned day. The Detailed Survey included all of the activities from the time the survey participant's work day began until the time the workday was completed. This included the activities for program related work, as well as all other non-program activities conducted while at the office such as office meetings, coffee breaks, and training. Survey participants were requested to use a log book to accurately and completely record his or her activities throughout the day. Next, the survey participant was asked to take the information from the log book and enter it into the Detailed Survey on the internet the next morning. The online survey was structured to match the log book to the extent possible, so each participant could enter the information directly from the log book in a user friendly format. To assist in translating information from the log book into the online survey format,

a tally sheet was provided for the survey participant to record the number of times certain activities are performed during their scheduled day.

The log book and subsequently the online survey track the following:

1) A list and description of activities worked on during the participant's scheduled day

2) The programs that are worked on during the work day

3) The number of minutes spent conducting each activity

4) The completeness of each activity performed; and

5) The anticipated time the activity should take, and whether any issues arose that affected that anticipated time (i.e. case complexity, technology issues)

We gathered data from all survey participants and validated this information through Field Observations.

Survey Participation Results

As our main data gathering tool, the Detailed Survey was administered in 61 out of the 64 counties and included over 700 survey responses. Three counties voluntarily did not participate: Kiowa, Pitkin, and Yuma Counties. Survey administration is being conducted over a four-week period and across the five days within each week for small, medium, and large counties.

Assumptions

In addition to the key assumptions referenced above to be applicable to all data inputs, the following assumptions were made:

- The defined list of activities, agreed upon by the Steering Team, represents the universe of material activities and processes conducted by direct FTEs.
- The sample size of 25%-100% of County Administration direct staff in each of the counties over four week period was sufficient to provide representation of overall County Administration activities time allocation. Though a smaller percentage of staff participated in the larger counties, the actual number of staff was *larger*. For example, 25% of staff in Denver is larger than the same percentage in Adams. Consequently, the responses in larger counties are naturally weighted to represent their larger number of staff. This is called a "proxy" weighted average.
- The sample size of County Administration direct staff and survey period was sufficient to provide representation of all high-level program groups within the project scope.
- The sample size of County Administration direct staff and survey period was sufficient to provide representation of all material activities within the project scope.
- County information and data can be extrapolated by population size. That is, data gathered through the Detailed Survey and Field Observations is an accurate representation of the time and costs experienced by counties within the approved groupings.

Results

As the graph below shows, information from the survey participants was captured over a four week period and across all five days within each week for small, medium, and large counties. The

distribution of survey responses was coordinated to capture all intra-month seasonality and intra-week traffic flow in the collection of data.

Detailed Survey Participation

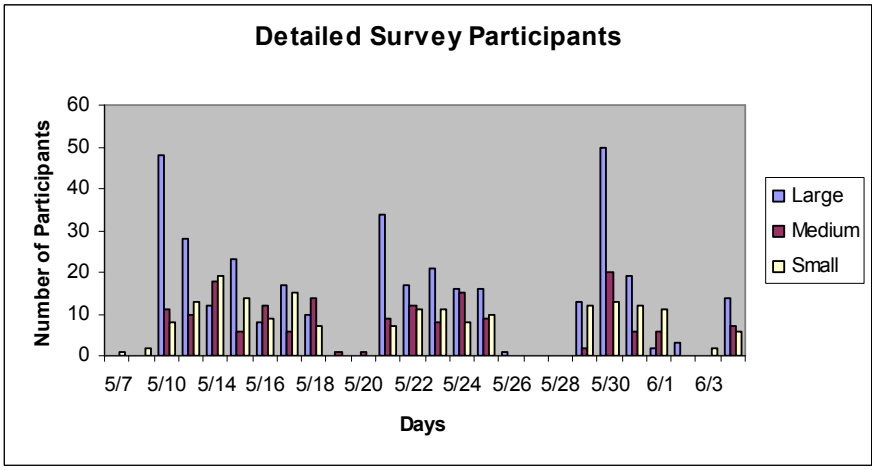


Figure 2.2: Detailed Survey Participation

The detailed survey participants represent a range of experience levels. As the chart below illustrates, out of the 716 participants responding to the survey, 23% had 0-1 years of proficiency, 28% had 1-5 years of proficiency, 19% had 5-10 years of proficiency, and 30% had 10+ years of proficiency.

Detailed Survey Representation of Experience Level

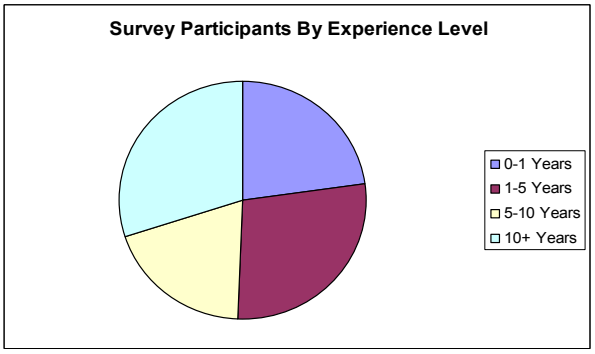


Figure 2.3: Detailed Survey Representation of Experience Level

The survey participants in the detailed survey represent the four in-scope high level program groups within large, medium, and small counties. As shown in the table below, the total number of survey participants who selected each high-level program that they work on was comparable to distribution of workload in each County as shown in the results of the ABC Cost Build-up in Table 3.14.

Detailed Survey Representation of Programs

Programs	Large	Medium	Small
Food Assistance	255	140	147

Programs	Large	Medium	Small
Medical	272	149	147
Adult Financial	109	65	55
Adult Protective Services	37	23	32

Table 2.1: Detailed Survey Representation of Programs

The County Administration staff that participated in the detailed survey provided a sufficient sample size of the Direct County Administration Activities for the ABC Model (as defined by the Activity List Dictionary provided in Appendix E, within the large, medium, and small counties). As shown in the table below, close to 50 occurrences of the high volume activities are performed in each county (regardless of size) during a four week time period. These high volume activities are identified in references A, C-I, R, S, V and W, also denoted with a *.

Detailed Survey Representation of Activities

Activity	Large	Medium	Small
a) Application Initiation (AI)*	118	93	105
b) APS - screening (APS specific activity)	13	3	7
c) Interactive Interview (II)*	179	104	101
d) Eligibility Determination and Benefit Calculation (EDBC) Wrap-up and Authorization*	206	105	107
e) Investigation, Claims Research, Establishment, and Recovery (Benefit Recovery)*	65	54	47
f) Eligibility Recertification (RRR)*	146	97	87
g) Medicaid and Food Stamps Periodic/Income Reporting (e.g. Monthly, Quarterly, etc.)*	67	54	37
h) Change in Circumstances Reported by the Client*	113	81	84
i) Client Communications and Information*	272	149	143
j) APS – Information and Referral (APS specific activity)	6	8	5
k) APS - Referral Not Requiring Face-to-Face Intervention	6	5	5
l) APS –Service Provision	19	12	8
m) APS - Guardianship/ Conservator ship/ Payee (APS specific activity)	21	10	11
n) APS - Investigation and assessment (APS specific activity)	23	15	8
o) Appeals and Hearings	17	3	6
p) Make a Referral	53	34	42
r) Alerts Management*	71	92	83

Activity	Large	Medium	Small
s) Case Review*	120	67	63
t) Activities for Programs Outside the Study (e.g. LEAP, CRSP, Child Welfare, Core Services, Child Support Enforcement, Child Care, General Assistance, Public Health Programs)	31	34	76
u) Reports Management	28	31	28
v) Administrative Support Activities*	216	102	142
w) Seeking/Receiving Assistance*	186	86	96
x) Management Activities	58	29	47
z) Breaks	290	155	162
bb) Training	69	23	23
cc) Meetings (e.g. Unit Meetings, Office Meetings, and Conference Calls etc.)	97	28	55
dd) Materials Development and Outreach (e.g. Developing County Training Material, Policy Documentation, Community Outreach Sessions etc.)	10	6	8
ee) Non-Activity Specific Reading (e.g. Reviewing Regulations, Policy Manuals, Rules Lookup)	31	24	49
ff) Travel (Job-Related)	39	20	24
gg) Benefit Issuance/EBT Activities	22	11	19
hh) Inter-County Transfers	36	10	17

Table 2.2: Detailed Survey Representation of Activities

Based on this high level of participation across all high-level program areas and county sizes, we were able to obtain useful and complete information about activities performed by County Administration Staff. This information was sufficient to populate the ABC Model. Ultimately, along with data gathered from the Field Observations and Summary Survey, we were able to use this detailed information to project the total cost of County Administration.

Data Validation and Business Model Analysis: Field Observations

The Field Observations conducted in 17 counties (i.e. two base, three small, seven medium, five large) validated the responses received from the detailed survey. We gathered data in "base" counties determine the cost for a county to "open the doors" and conduct business. The selected counties represent all eight geographic areas defined by the Department of Local Affairs. Field Observations not only allowed us to validate time and activity information from the Detailed Survey, but also provided first hand information related to how and why counties operate the way they do.

Pilot Field Observations were conducted in Denver and Adams County. Upon conclusion of those site visits, we conducted a feedback session with the counties. After incorporating the information and lessons learned gained from the session, Field Observations were conducted in the remaining counties over a period of two weeks.

Based upon feedback received from our pilot Field Observations in Adams and Denver Counties, site visits were divided into four key components explained below. Though times vary based upon county size and complexity (office tours in some counties lasted only a few minutes), these components are consistent across all Field Observations. In advance of our site visits we conducted conference calls with the selected counties to explain the purpose and expectations of the Field Observations, and to allow participants to ask questions in advance of our visit to their county.

Preliminary Interview with the County Director

Each Field Observation visit began with a brief interview/discussion with the County Director and any designates s/he deemed appropriate (maximum 6-8 county participants to keep the discussion as focused and interactive as possible). At this meeting, we obtained information on the county's business model (i.e. high level organizational structure, understanding of roles/responsibilities by key positions, subcontracting staff (if any), attrition rate, hiring/retention practices, etc).

Tour of County Office

After completing the Preliminary Interview, we toured each county office. We asked to initiate our tour in the area where applications come into the office (either via mail, walk-ins, telephone, etc), moving through the Intake, Eligibility, and Ongoing areas of work. In addition, we requested having someone guide our tour who could explain the key processes of each area of work. During the tour, we gathered important information regarding the key steps taken in each process by program.

Interview with a Small Group of Front Line Managers

In addition to meeting with county directors, we asked to meet with a small group (i.e. 1-5 front line supervisors) to talk to them more generally about the activities conducted in their units/areas of work. Ideally, these supervisors had knowledge of the type and volume of work related to the activities and programs outlined in the Detailed Survey. We asked specific questions regarding these activities and the amount of time needed to complete many of them.

Time in Motion Study with Staff

Either concurrent with or following the front line manager interview, a Deloitte Consulting representative sat with a staff person or persons of the county's choice. Preferably, this person completed one of the detailed surveys in weeks' past. This provided us with an opportunity to validate the useful information that was recorded in the detailed survey, ask additional questions, and collect any other information that may prove useful to the CO Workload Study Project.

At the end of the day, we requested a 30-45 minute debriefing session with the county director and any other staff deemed appropriate to summarize our day's work, answer any outstanding questions County Administration Staff may have and identify any areas that may require follow up information.

In addition to providing data validation, Field Observations put survey data in context and supplied information related to current county business processes. Gathering this information was essential to analyzing county business models, allowing us to identify innovative practices and opportunities for business improvements across the state.

Qualitative Data Gathering: Summary Survey

The final tool employed as part of our approach was the Summary Survey. County Administration Staff of all levels were given access to this brief online survey to provide additional qualitative information for consideration in the study. Data gathered through the Summary Survey provided further context of the day to day operations in county offices and reached a broader spectrum of participants to supplement data gathered through the Detailed Survey and Field Observations. A

copy of the Summary Survey is included in Appendix J. For example, the Summary Survey asked participants to rate themselves on their level of knowledge and ability to perform their job. Additionally, we asked about factors making their jobs easier or harder, whether information is gathered through paper/paperless forms, and other subjects to provide further opportunity for county staff to provide important input into the CO Workload Study.

The following two sections provide detailed explanations of the results of our approach. Section 3.0 details the creation of the ABC Cost Model and a more detailed description of the projected level of funding for County Administration. Section 4.0 provides key findings from the Field Observations, results of our business process analysis, and identifies opportunities and tools for county business process modernization.

3.0 Cost Model, Results and Analysis

The ABC Model is composed of four elements: (1) Resource Pools, (2) Resource Drivers (3) Activities, and (3) Activity Drivers and are defined as follows:

Resource Pools: The resource pools included in the ABC Model are all expenses reported by the counties related to the in-scope, end-to-end business processes which includes both labor (salary and benefits) and non-labor (capital outlay, office space, and operating) costs.

Resource Driver: The resource driver is the time (given in minutes) spent by each Direct Full-time-Equivalent (FTE) staff person. Direct staff are defined as staff having direct client contact or directly providing service to clients, such as eligibility technicians or supervisors who carry a case load.

Activities: The activities are segments of direct time being spent completing the County Administration workload. The data gathered through the Detailed Survey and Field Observations provide an average time for each instance of an activity for every high-level program group within the scope of the CO Workload Study.

Activity Drivers: The activity drivers are the number of occurrences in a year of each process, sequence of activities, or singular activity, for each county and high-level program group.

The ABC Model calculation can be broken down into five steps:

Step 1: The County Administration expenses are aggregated into resource pools;

Step 2: The aggregate resource pools are divided by the total direct FTEs, and then divided again by a standard number of minutes per year to determine the resource driver, or cost per minute;

Step 3: The cost per minute is multiplied by the per instance time of an activity (determined by the Detailed Survey) to calculate a total cost per instance of an activity;

Step 4: The per instance time of each activity is multiplied by the activity drivers (i.e. number of intakes, case programs, etc) to determine the total workload, in minutes, required to perform County Administration functions. This total time is used to calculate the number of FTEs required to complete the County Administration workload;

Step 5: The cost per minute (from Step 3) is multiplied by the total workload in minutes (from step 4) to calculate the total cost of County Administration Programs.

The step by step calculation is shown in the graphic below.

ABC Model Build-up Step by Step Process

Figure 3.1: ABC Model Build-up Step by Step Process

3.1 ABC Cost Model Build-up

This section provides an explanation of the build up of the ABC Cost Model, the results/outputs of the ABC Cost Model, and an analysis of those outputs. Each part of the cost analysis section includes an overview of the data inputs, key assumptions, calculations and results.

3.1.1 Key Assumptions

The following key assumptions are made in the development of the ABC Cost Model, including data gathering, design of the model structure, and calculation of the model outputs.

- For all data inputs, the data provided is complete and is representative of all the counties and high-level program groups included in the CO Workload Study.
- For all data inputs, the data provided is accurate. Accuracy is validated by the person who provided it, regardless if it was a manually calculated or system calculated. Every effort is made throughout the project to protect data integrity, including scheduling regular meetings with CDHS Division of Accounting staff.
- For all data inputs and any outputs where it is presented as a full year's calculation, the time range used is April, 2006 to March, 2007.
- For data inputs where information is not sufficient to represent all counties independently, we utilize the county size classification that was defined by the Steering Team and aggregate the data to be representative of the counties included in each category. This county classification is provided in Appendix K.
- For all outputs and calculations, 1,776 hours is used as the standard number of productive hours in one year for one FTE. This assumption is based upon the OMB circular A-76 as listed in attachment C, section B.2.d.(2) included in Appendix L.

3.1.2 ABC Cost Model Detailed Steps

This section discusses the approach of the ABC Cost Model build up in detail in five steps. These steps include:

Step 1: Aggregate Costs into Resource Pools

The resource pools included in the ABC Model include all costs, both direct and indirect, for all high-level program groups within the scope of the CO Workload Study. The resource pools are structured in a standardized format across cost objects (all in-scope programs). All costs are aggregated into defined resource pools based upon the County Financial Management System (CFMS) defined cost categories. The resource pools are defined by the cost categories provided in Appendix D.

Data Inputs

County Financial Management System (CFMS)
CFMS data, provided at the aggregate level by the CDHS Division of Accounting, is the source for the non-labor cost data used in our study, such as office space and travel costs.

The detailed cost information from April, 2006-March, 2007 is aggregated by the four segment account code which contained the County Code (FIPS), the program code, the function code and the account code, defined as follows:

- FIPS: A unique code identifying the county in which the costs are incurred

- Program Code: Identifies the program to which the costs should be charged, whether it is a direct program cost (i.e. C970 Child Support Medical Support Grant) or a pooled cost (i.e. 0560 Child and Adult Protection)
- Function Code: Identifies the function to which the costs are charged (i.e. 1408 Self Sufficiency)
- Account Code: Identifies the account to which the costs are charged (i.e. 62650 Building Ins)

After excluding potentially duplicative information, account codes and program-function-account combinations are made to create an accurate picture of the complete pool of costs that is relevant to developing the per FTE cost. These exclusions are implemented under the direction of the CDHS Division of Accounting and are listed in Appendix M.

Once the population of CFMS cost data's accuracy is validated with the CDHS Division of Accounting, the data is summarized by county and by cost category and entered into the model. Cost categories are defined within the CFMS financial system as:

- Capital Outlay Expenses
- Contract Expenses
- Operating Expenses
- Personal Services Expenses
- County/Client Provider Payments
- Cost of Office Space Expenses
- Travel Expenses

The list of account codes by cost category, as provided by the CDHS Division of Accounting, is provided in Appendix D.

County Employee Data Store (CEDS)

The County Employee Data Store (CEDS) is the source system for the labor cost data. The CEDS data, for all counties and all programs, is provided at a detail level by the CDHS Division of Accounting. The detailed cost information from April, 2006-March 31, 2007 is provided as a four segment account code containing the FIPS, the program code, the function code and the account code, as defined above in the CFMS section.

The CEDS data provides a detailed look into all personnel costs including (but not limited to) the FICS allocation, retirement pension, health insurance, life insurance and gross pay. The field used to aggregate costs in the model is called "TOTAL ALLOC AMOUNT" which is the total of these and all other personnel compensation.

Certain exclusions of the CEDS data are made to remove those labor costs that are associated with out of scope programs. These exclusions are implemented under the direction of the CDHS Division of Accounting and are listed in Appendix M.

Once the accurate population of CEDS cost data is validated with the CDHS Division of Accounting, the data is summarized by county and by cost category and included in the resource pools of the ABC model. The cost category assigned to all CEDS data in the model is "Labor," with a code of LBB.

Assumptions

In addition to the key assumptions referenced above, the following assumptions are made:

- CFMS data requires exclusions of certain cost categories, account codes and program-function-account combinations, and are made to accurately reflect the complete pool of costs needed to develop the per FTE cost. These exclusions are made with the direction of the CDHS Division of Accounting.
- Cost data is provided through both CFMS and CEDS, creating the potential instance of double counting, given that some information that is contained in CEDS is fed into CFMS. These costs are excluded out of the CFMS data by the CDHS Division of Accounting to eliminate the double counting issue.

Calculation

Each account, from both the CFMS and CEDS, is added into the resource pools for each county (see figure below). Exclusions are subtracted from each of the resource pools to isolate only those costs that are relevant to the ABC Model, as directed by the CDHS Division of Accounting.

Aggregate Accounts into Resource Pools

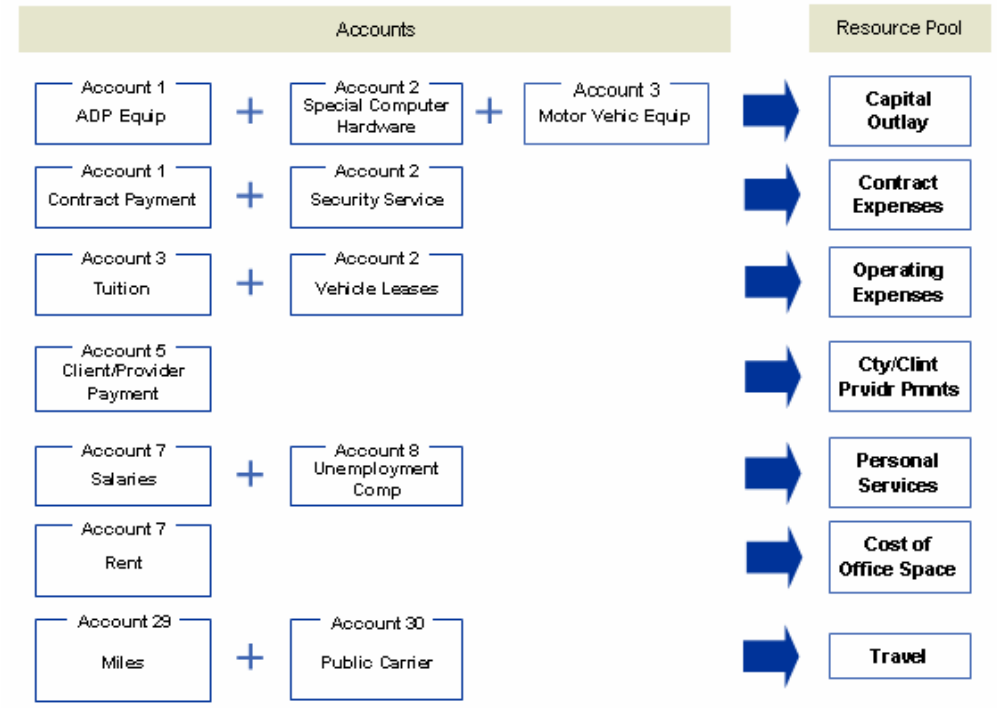


Figure 3.2: Aggregate Accounts into Resource Pools

Results

The following table displays the cost input into the model by resource pool. Totals may be nominally incorrect due to rounding.

Cost Input into ABC Model

Resource Pool	Cost	% of Total
Capital Outlay	$ 3,848,493	3%
Labor	75,310,107	58%
Cost of Office Space	10,016,700	8%
Operating Expenses	25,033,669	19%
Travel Expenses	5,177,807	4%
Client/Cty Provider Payments	170,409	0.13%
Contract Expenses	10,323,665	7.99%
Disallowed Cost Recovery	-644,281	-0.50%
Total	$129,236,569	100.00%

Table 3.1: Cost Input into ABC Model

Step 2: Calculate Workload Cost per Minute

The county costs, reported in CFMS and CEDS, are presented in cost pools that are not mutually exclusive by program. For example, there are cost pools that span both in-scope and out of scope costs (both Child Welfare and Food Assistance). The scope of the Workload Study Project requires us to differentiate those costs that are included in the County Administration funding pools, and tie those costs to the workload of County Administration high-level program groups.

We differentiate these costs by taking the entire spectrum (indirect, direct, in-scope and out of scope) and divide them by county. This allows visibility into each county's unique costs. From here we divide each county's costs by the number of direct FTEs. By applying all costs to only those FTEs who are directly performing the work associated with the county admin allocation, only the portion of the indirect costs that support the in scope services are included. Out-of-scope costs are excluded, as the cost per minute calculated is only applied to in-scope workload.

Data Inputs

The individual County Directors and delegates provide direct FTE information via an email poll. Counties are sent the RMS rosters (from the period 4/2/07-6/29/07) for both income maintenance and social services staff as a starting point and are directed to (1) add any additional staff that are not listed and (b) indicate the percent that each worker is direct and indirect. Direct staff are defined as staff having direct client contact or directly providing service to clients, such as eligibility technicians or supervisors who carry a case load. Indirect staff are defined as staff performing work not directly attributable to client service, such as accounting or IT staff.

Once the FTE data is received, the responses from each spreadsheet (at least one per county, sometimes one per supervisor in each county) are aggregated into a single population of data. The per-county Direct FTE numbers are calculated using the direct/indirect percentages reported by the counties and the work schedule listed within the roster. For example, a 100% direct employee with

an 8:00-4:30 M-F work schedule is calculated as 1 direct FTE, assuming a 40 hour work week. If responses are not received from a county it is assumed that all staff listed on the roster are 100% directly funded.

The Direct FTE numbers are aggregated by county to be pulled into the model.

Assumptions

In addition to the key assumptions referenced above, the following assumptions are made:

- The cost per FTE data provided through both the CFMS and CEDS system may include both Income Maintenance and Social Services staff. This creates the potential for over or under estimating the cost per FTE. The model is based on the assumption that the exclusions remove all Social Services costs from the data.
- Approximately one third of counties responded to the request for verification of the total number of direct FTEs. For counties that did not respond we assumed that all FTEs listed on the RMS roster are 100% Direct.

Calculation of Per FTE Costs

We divided the entire spectrum of costs (indirect, direct, in-scope and out of scope) by county, providing the cost per county. From here we divide each county's costs by the number of direct FTEs. We take each Counties' cost per FTE cost and divide it by 1,776 hours (106,560 minutes) to get a per minute rate. The per-minute rate is multiplied by the total number of minutes for each process, and subsequently the total number of activities for each activity driver. Only in-scope activity drivers are used, to accurately reflect only the costs incurred from County Administration programs. This calculation is shown in diagram below.

Steps to Calculate Cost per FTE

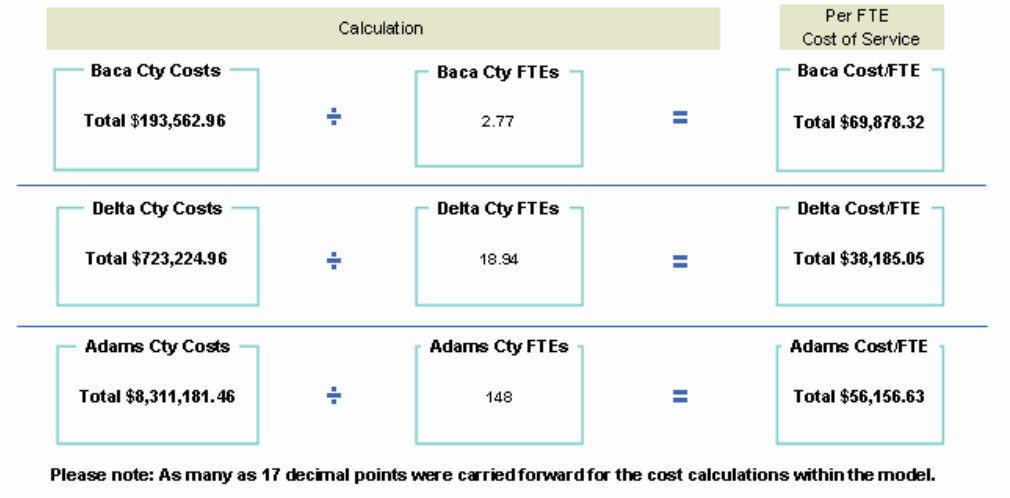


Figure 3.3: Steps to Calculate Cost per FTE

Steps to Calculate Cost per Minute

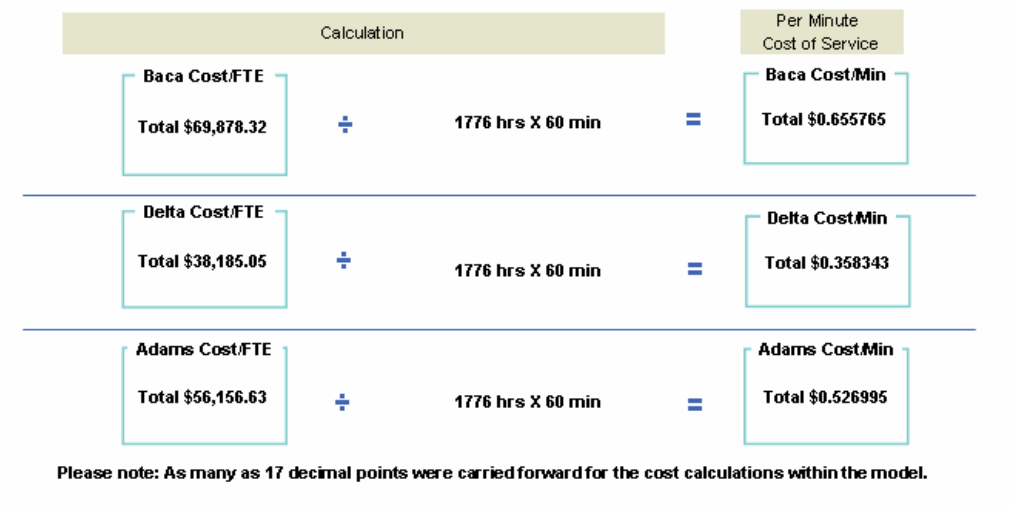


Figure 3.4: Steps to Calculate Cost per Minute

Results

A table outlining the cost per minute of each county is provided in Appendix N.

Step 3: Calculate Workload Cost for Activities

The survey data provides an average time (in minutes) it takes to complete one instance of an Activity for each county Size (small, medium and large) and High-level program group within the scope of the study. The multiplication of the per minute cost of County Administration, calculated in step 2, and the Activity time per instance provides a per instance cost of each activity.

Data Inputs

This information is collected through the Detailed Survey and validated through Field Observations.

Assumptions

In addition to the key assumptions referenced above for all data inputs, the following assumptions are made:

- The average time per instance of each County Administration Activity is reflective of the average proficiency level in the counties within each county size.
- The per minute cost of County Administration is consistent across the defined list of activities, including proficiency level required or amount of overhead needed.

Calculation of Average Time per Instance

The following sections provide a detailed description of the calculation to determine the average time (in minutes) it takes to complete one instance of an Activity and a table providing the results of the calculation.

Detailed Survey Calculation

This section outlines the calculations to determine the average activity time required to complete each activity for every high-level program group and every county size from the information provided in the Detailed Survey.

County Size Averaging

To obtain a meaningful sample size from the 4 week timeframe of administering the Detailed Survey, all Detailed Survey information is aggregated by county size, per the Steering Team approved county size categorization. The survey information is aggregated and totaled, making the assumption that all participants, regardless of county, are created equal. When the survey participants are selected, the total number of survey participants in each county is reflective as a percentage of the counties total size within each county size category. In large counties each county had approximately 25% of the direct FTEs participate, and in medium and small counties each county had close to 100% of the direct FTEs participate. This means that within each county size classification, the counties with larger offices will inherently have greater representation than the counties with smaller offices providing a weighted average within each county size classification.

Allocation to High-level Program Groups

The average time for each activity occurrence is divided by the number of high-level program groups associated with the occurrence. For example, if an AI is for both Food Assistance and Medical then the time for that occurrence is divided between the Food Assistance and Medical giving the approximate time for each high-level program group for AIs.

Non-program Specific Allocation

Based on the suggestion provided by Steering Team, when a participant selects "non-program related" option for an activity occurrence, we divide the average time for the activity occurrence by all high-level program groups that the participant selects. For example, if a person performs activities related to Food Assistance and Medical Programs, then all time allocated to Client Information will be divided between the Food Assistance and Medical Programs.

Average Amount of Time Spent for Defined Processes

Activities that are included in a defined process or sequence of activities, with an output will utilize an average time (by county size) of the occurrences reported for each activity and high-level program group as the average amount of time. For example, Application Initiation (AI) is the first step of completing an Intake. The time for all instances of AIs for large counties that are included in the Detailed Survey results will be summed together and divided by the number of instances of AI for large counties to determine the average time for AI in a large county. The activities included in this classification are approved by Steering Team to be aggregated into distinct processes, and are listed below with the alphabetic reference to the Activity List Dictionary provided in Appendix E.

- a) Application Initiation (AI)
- b) APS - screening (APS specific activity)
- c) Interactive Interview (II)
- d) Eligibility Determination and Benefit Calculation (EDBC) Wrap-up and Authorization
- e) Investigation, Claims Research, Establishment, and Recovery (Benefit Recovery)
- f) Eligibility Recertification (RRR)
- g) Medical and Food Stamps Periodic/Income Reporting (e.g. Monthly, Quarterly, etc.)
- j) APS - Information and Referral (APS specific activity)
- k) APS - Referral Not Requiring Face-to-Face Intervention
- gg) Benefit Issuance/EBT Activities

- hh) Inter-County Transfers

This calculation is shown in diagram below.

Calculation of Average Time per Instance of Defined Process Activities

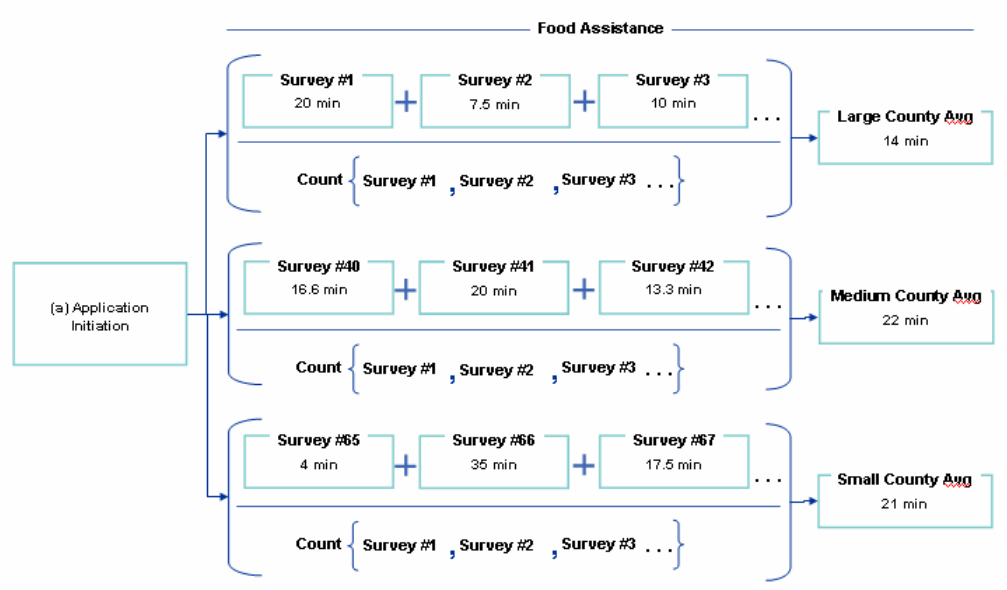


Figure 3.5: Calculation of Average Time per Instance of Defined Process Activities

Results

The following table shows the average time (in minutes) by county size and high-level program group for each activity outlined on page 33.

Average Amount of Time Spent for Activities in a Defined Process

Activity	Large				Medium				Small			
	FA	MED	AF	APS	FA	MED	AF	APS	FA	MED	AF	APS
a) Application Initiation (AI)	13.90	16.96	15.19	37.02	22.30	20.18	21.60	7.83	21.01	28.86	10.72	22.16
b) APS - screening (APS specific activity)	*N/A*	*N/A*	*N/A*	17.66	*N/A*	*N/A*	*N/A*	16.67	*N/A*	*N/A*	*N/A*	12.19
c) Interactive Interview (II)	19.03	21.31	19.52	*N/A*	23.62	28.85	21.92	*N/A*	30.44	26.30	30.26	*N/A*
d) Eligibility Determination and Benefit Calculation (EDBC) Wrap-up and Authorization	10.88	10.15	8.92	*N/A*	12.22	11.77	5.54	*N/A*	19.88	12.76	12.62	*N/A*
e) Investigation, Claims Research, Establishment, and Recovery (Benefit Recovery)	27.87	18.62	30.88	*N/A*	21.65	12.74	16.27	*N/A*	39.09	8.24	14.29	*N/A*
f) Eligibility Recertification (RRR)	19.94	24.63	14.16	*N/A*	30.08	24.25	25.84	*N/A*	23.40	20.89	20.64	*N/A*
g) Medical and Food Stamps Periodic/Income Reporting (e.g. Monthly, Quarterly, etc.)	19.81	22.63	*N/A*	*N/A*	14.69	16.14	N/A	*N/A*	15.66	20.09	*N/A*	*N/A*
j) APS - Information and Referral (APS specific activity)	*N/A*	*N/A*	*N/A*	8.64	*N/A*	*N/A*	*N/A*	24.42	*N/A*	*N/A*	*N/A*	22.14
k) APS - Referral Not Requiring Face-to-Face Intervention	*N/A*	*N/A*	*N/A*	18.12	*N/A*	*N/A*	*N/A*	10.83	*N/A*	*N/A*	*N/A*	48.75
gg) Benefit Issuance/EBT Activities	8.99	*N/A*	*N/A*	*N/A*	7.13	*N/A*	*N/A*	*N/A*	8.54	*N/A*	*N/A*	*N/A*
hh) Inter-County Transfers	7.75	7.29	11.64	*N/A*	6.67	12.00	11.64	*N/A*	6.27	15.29	11.64	*N/A*

Table 3.2: Average Amount of Time Spent for Activities in a Defined Process

Average Amount of Time Spent per Caseload Size

Activities that do not have a quantifiable output at completion of an activity or series of activities, such as Client Communication or Change in Circumstances Reported by the Client, we utilize an average amount of time spent per caseload size.

The per-case workload method is based upon the assumption that every participant who administers a program will spend an amount of time on these activities which correlates to their caseload size. Each participant may not conduct every activity every day, so we utilize an average of all survey participants to represent the average per day amount of time spent related to the county caseload size.

The time spent on each activity for one day, collected through the Detailed Survey, is identified as the average amount of time spent for each activity for each high-level program group. For example, this average is calculated by summing the time (reported in the Detailed Survey) for all instances of Change in Circumstances for Food Assistance in large counties and dividing it by the total number of survey participants that select Food Assistance. The average amount of time spent is applied to the average caseload size (in case programs) per each Direct FTE. The activities that are included in this classification are approved by Steering Team to be aggregated to reflect the amount of time on average for each caseload, and are listed below with the alphabetic reference to the Activity List Dictionary provided in Appendix E.

- h) Change in Circumstances Reported by the Client
- i) Client Communications and Information
- l) APS -Service Provision
- m) APS - Guardianship/ Conservator ship/ Payee (APS specific activity)
- n) APS - Investigation and assessment (APS specific activity)
- o) Appeals and Hearings
- p) Make a Referral
- r) Alerts Management
- s) Case Review
- v) Administrative Support Activities
- w) Seeking/Receiving Assistance (Seeking/Receiving Assistance includes both solicited and un-solicited assistance)

This calculation is shown in diagram below.

Calculation of Average Amount of Time Spent per FTE

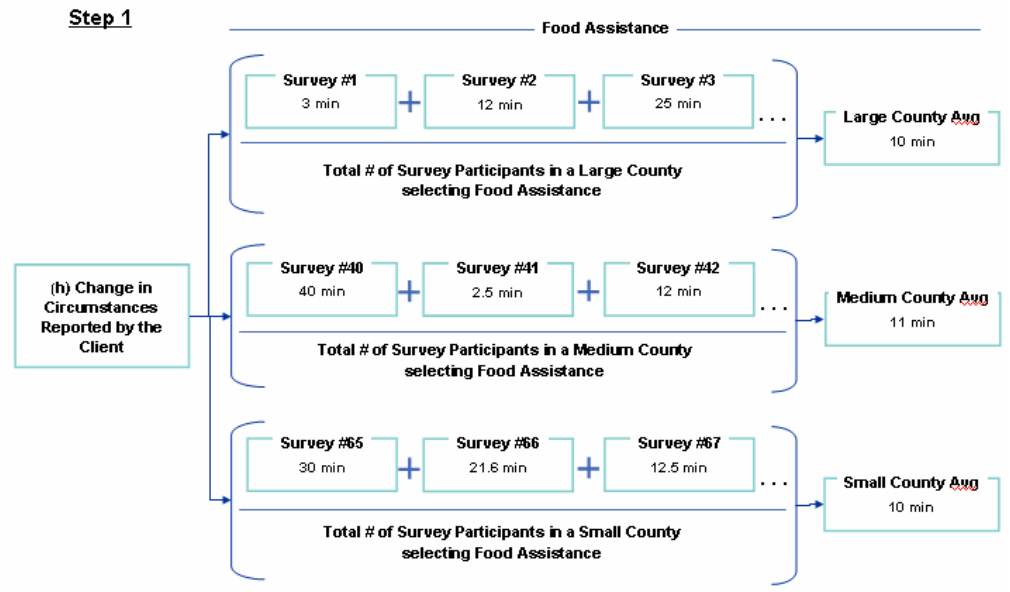


Figure 3.6: Calculation of Average Amount of Time Spent per Caseload Size

Calculation of Average Amount of Time Spent per Caseload Size

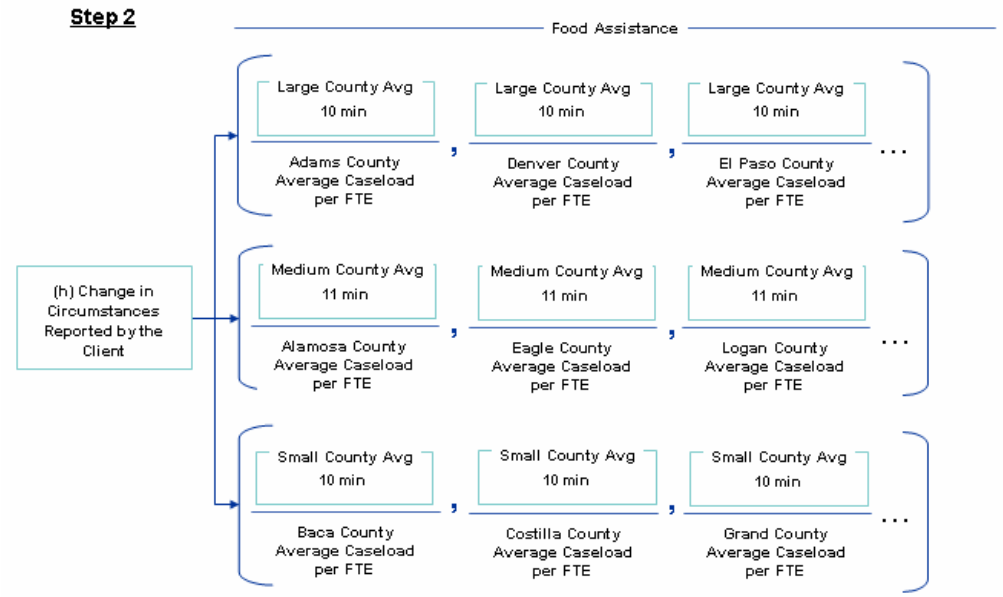


Figure 3.7: Calculation of Average Amount of Time Spent per Caseload Size

Results

The following table shows the average time (in minutes) spent on caseload dependent activities for each day by county size and high-level program group for each activity outlined on page 36.

Average Amount of Time Spent per Caseload Size

Activity	Large				Medium				Small			
	FA	MED	AF	APS	FA	MED	AF	APS	FA	MED	AF	APS
h) Change in Circumstances Reported by the Client	7.06	6.23	0.81	*N/A*	8.68	11.88	1.57	*N/A*	7.63	6.64	0.94	*N/A*
i) Client Communications and Information	26.38	33.53	4.27	N/A	20.48	32.34	4.14	N/A	11.36	18.44	1.71	N/A
l) APS –Service Provision	*N/A*	*N/A*	*N/A*	89.19	*N/A*	*N/A*	*N/A*	62.36	*N/A*	*N/A*	*N/A*	88.79
m) APS - Guardianship/ Conservator ship/ Payee (APS specific activity)	*N/A*	*N/A*	*N/A*	119.33	*N/A*	*N/A*	*N/A*	191.56	*N/A*	*N/A*	*N/A*	125.30
n) APS - Investigation and assessment (APS specific activity)	*N/A*	*N/A*	*N/A*	157.10	*N/A*	*N/A*	*N/A*	140.89	*N/A*	*N/A*	*N/A*	126.25
o) Appeals and Hearings	2.79	0.48	0.48	*N/A*	0.12	0.66	0.42	*N/A*	1.04	0.84	0.37	*N/A*
p) Make a Referral	0.97	2.40	0.48	*N/A*	1.26	2.07	0.29	*N/A*	0.35	1.03	0.13	*N/A*
r) Alerts Management	2.21	3.10	0.94	*N/A*	6.36	8.18	1.34	*N/A*	4.78	4.29	1.16	*N/A*
s) Case Review	8.40	11.36	2.57	1.65	7.66	12.44	1.97	0.98	7.94	5.85	0.24	0.41
v) Administrative Support Activities	10.14	11.04	3.69	4.37	3.27	3.18	1.76	2.71	6.27	7.18	3.25	4.10
w) Seeking/Receiving Assistance (Seeking/Receiving Assistance includes both solicited and un-solicited assistance)	9.35	8.04	1.55	1.62	6.67	4.97	0.89	1.21	6.77	10.39	0.69	2.15

Table 3.3: Average Amount of Time Spent per Caseload Size

Average Amount of Time Spent per FTE Workload

For the activities that do not have a quantifiable output, but the amount of time spent each day should be similar for every FTE, such as Reports Management or Meetings", we utilize an average amount of time spent per Direct FTE. For example, if a staff member attends a meeting, this time does not result in an application or an Electronic Benefit Transfer (EBT) issuance. However, this time (which should be similar for all staff) still needs to be accounted for.

The per FTE workload method is based upon the assumption that every participant who administers a program will spend an amount of time on these activities. Each participant may not conduct every activity every day so we must use the total number of survey participants, rather than the number who selected the activities in this category, in order to get an average amount of time spent in a day.

The time spent on each activity for one day, collected through the Detailed Survey, is identified as the average amount of time spent for each activity for each high-level program group. For example, this average is calculated by summing the total amount of time reported for "Reports Management for Food Assistance in a large county and dividing it by the total number of survey participants that selected Food Assistance in large counties. The activities that are included in this classification are approved by Steering Team and are aggregated to reflect the amount of time on average for each FTE, and are listed below with the alphabetic reference to the Activity List Dictionary provided in Appendix E.

- u) Reports Management
- x) Management Activities
- bb) Training
- cc) Meetings (e.g. Unit Meetings, Office Meetings, and Conference Calls etc.)
- dd) Materials Development and Outreach (e.g. Developing County Training Material, Policy Documentation, Community Outreach Sessions etc.)
- ee) Non-Activity Specific Reading (e.g. Reviewing Regulations, Policy Manuals, Rules Lookup)
- ff) Travel (Job-Related)

This calculation is shown in diagram below.

Calculation of Average Amount of Time Spent per FTE Workload

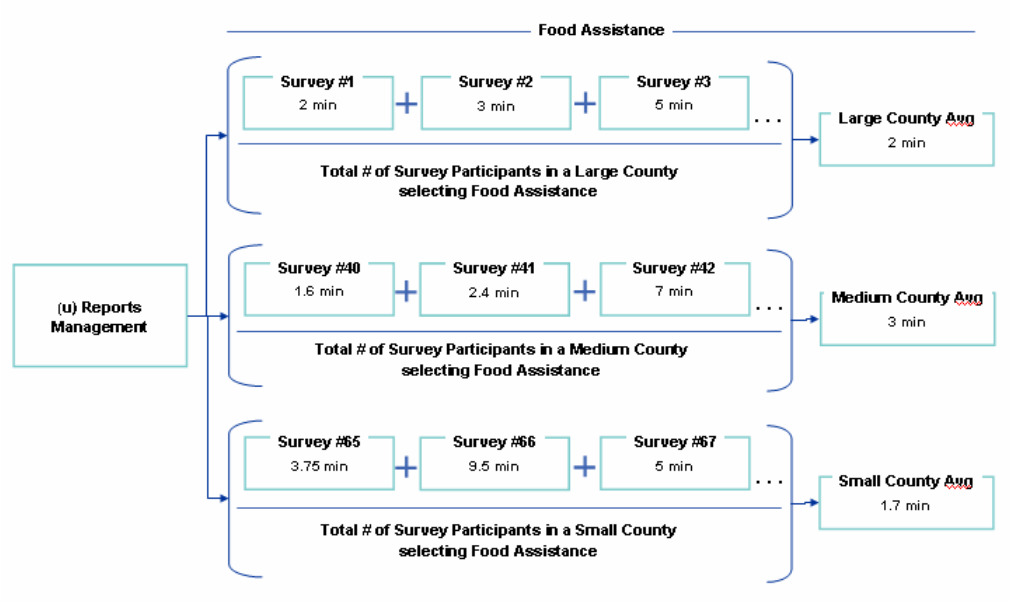


Figure 3.8: Calculation of Average Amount of Time Spent per FTE Workload

Results

The following table shows the average time (in minutes) spent for each FTE for each day by county size and high-level program group for each activity as outlined on page 39.

Average Amount of Time Spent per FTE Workload

Activity	Large				Medium				Small			
	FA	MED	AF	APS	FA	MED	AF	APS	FA	MED	AF	APS
u) Reports Management	1.06	0.71	0.16	0.16	2.45	7.71	0.96	0.67	1.31	0.79	0.31	0.27
x) Management Activities	6.64	5.27	0.99	2.87	1.80	1.55	0.37	0.38	2.00	2.90	0.83	1.27
bb) Training	3.94	4.79	1.96	0.25	0.72	1.71	0.51	0.19	3.23	2.67	1.94	1.78
cc) Meetings (e.g. Unit Meetings, Office Meetings, and Conference Calls etc.)	4.03	4.31	0.93	2.13	2.02	1.44	1.20	1.95	2.54	4.98	1.13	2.38
dd) Materials Development and Outreach (e.g. Developing County Training Material, Policy Documentation, Community Outreach Sessions etc.)	0.35	0.63	0.12	0.27	0.24	0.30	0.24	0.72	0.25	0.14	0.14	0.61
ee) Non-Activity Specific Reading (e.g. Reviewing Regulations, Policy Manuals, Rules Lookup)	1.09	1.22	0.05	0.12	1.06	0.60	0.24	0.61	2.53	3.77	0.16	0.82
ff) Travel (Job-Related)	0.39	0.56	0.11	62.53	0.51	0.52	0.08	95.00	1.93	1.25	0.24	103.33

Table 3.4: Average Amount of Time Spent per FTE Workload

Data Validation: Field Observations

The Field Observations provided validation of the responses received from the Detailed Survey. The following table lists examples of activity occurrences and the actual time observed in the Field Observations, a full list of all activities observed in field observations is provided in Appendix O.

Activity Occurrences Observed in Field Observations

Activity	County	High-level Program Groups	Time (in minutes)
a) Application Initiation (AI)	Huerfano	• Medical	32
a) Application Initiation (AI)	Garfield	• Medical	15
c) Interactive Interview (II)	Eagle	• Medical	15
c) Interactive Interview (II)	Garfield	• Medical	47
d) Eligibility Determination and Benefit Calculation (EDBC) Wrap-up and Authorization	Sedgwick	• Not provided	10
f) Eligibility Recertification (RRR)	Saguache	• Medical	22
gg) Benefit Issuance/EBT Activities	Denver	• Food Assistance	8

Table 3.5: Activity Occurrences Observed in Field Observations

Analysis

a) Application Initiation (AI): The Field Observations show 32 minutes and 15 minutes for a Medical AI in a medium size county, showing a reasonable range where an average time of all occurrences in all medium counties obtained through the Detailed Survey provided a average time for Application Initiation of a Medical case to be 20 minutes in a medium county.

c) Interactive Interview (II): The Field Observations show 15 minutes and 47 minutes for a Medical II in a medium size County, showing a reasonable range where an average time of all occurrences in the Detailed Survey provided a average time for Interactive Interview of a Medical case to be 29 minutes in a medium county.

d) Eligibility Determination and Benefit Calculation (EDBC) Wrap-up and Authorization: The Field Observations show 10 minutes for EDBC in a small county, showing a reasonable variance where an average time of all occurrences in the Detailed Survey provided a average time for EDBC of 20 minutes for Food Assistance, 13 minutes for Medical and 13 minutes for Adult Financial in a small county.

f) Eligibility Recertification (RRR): The Field Observations show 22 minutes for RRR in a medium county, showing a reasonable variance where an average time of all occurrences in the Detailed Survey provided an average time for RRR of 24 minutes for a Medical case in a medium county.

gg) Benefit Issuance/EBT Activities: The Field Observations show 8 minutes for EBT Issuance in a large county, showing a reasonable variance where an average time of all occurrences in the Detailed Survey provided an average time for EBT Issuances of 9 minutes for Food Assistance in a large county.

Calculation of Per Instance Cost

The survey data provides an average time for each activity and each high-level program group within the scope of the Workload Study. This average time is multiplied by the per minute cost of County Administration, calculated in the preceding step, to give a per instance cost (unit cost) of each Activity. This calculation is shown in diagram below.

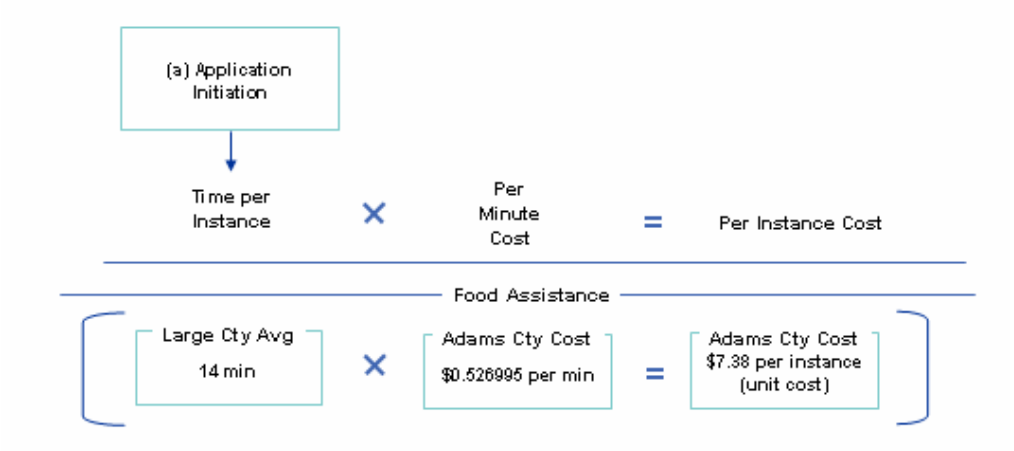


Figure 3.9: Calculation of Per Instance Cost

Results

A table outlining the cost per instance of each activity for each county for each high-level program group is provided in Appendix P.

Step 4: Link Activities to Activity Drivers

The defined list of activities are linked to the end-to-end business process in three different ways; (1) one or more activities create a process with a tangible output (i.e. completed intake) referred to in Section 2.1 as Defined Processes, (2) amount of time allocated to a group of activities dependent upon number of case programs in an assigned caseload, referred to in Section 2.1 as "Per Caseload Workload, and (3) amount of time allocated to a group of activities per FTE, referred to in Section 2.1 as Per FTE Workload". For each of the three pieces respectively, the cost per instance of an activity is aggregated to provide a cost per process occurrence, cost per case programs in an assigned caseload, and a cost per FTE. The list of all of the defined processes, the caseload dependent activity group, and FTE dependent activity group is outlined in table 2.7.

Graphic representations of what activities are included in the defined processes, caseload dependent activity group, and FTE dependent activity group are provided in Appendix F.

Data Inputs

The survey data provides an average time (in minutes) to complete one instance of an Activity for every county Size and high-level program group within the scope of the study. For those activities that do not have finite beginning and end, time allocation is utilized. For those activities that are allocated per case programs assigned to a caseload and allocated per FTE, the Detailed Survey provides the average time spent on the activity for each one day.

The Activity drivers provide the number of occurrences of each defined process that occur in one year, for the data range of April 1, 2006 to March 31, 2007. More information about the Activity Drivers is presented in Section 2.2.

Assumptions

In addition to the key assumptions referenced above to be applicable to all data inputs, the following assumptions are made:

- The defined list of activities, agreed upon by the Steering Team, represents the universe of activities and subsequent processes conducted by direct FTEs.
- Using 222 days as our standard number of work days in one year is based upon the standard 1,776 hours per FTE and dividing it by 8 hours per day.

Calculations

Below is a list of all of the defined processes, the caseload dependent activity group, and FTE dependent activity group, what activities are included in each process / group and the activity driver used.

Activities and Activity Drivers for each Defined Process or Activity Group

Process	Activities Included	Activity Driver
Intake Process, Failed after Application Initiation	(a) Application Initiation	# of Failed Application Interviews (Cancel, Withdraw, Deny)
Intake Process, Failed after Interactive Interview	(a) Application Initiation (c) Interactive Interview	# of Failed Interactive Interviews (Cancel, Withdraw, Deny)
Intake Process	(a) Application Initiation (c) Interactive Interview (d) Eligibility Determination and Benefit Calculation (EDBC) (including wrap-up and authorization)	# of Intakes - (# of Failed AIs + # of Failed IIs) = # of completed Intakes
EBT Card Issuances	(gg) EBT Activities (i.e. Embossing EBT Card)	# of EBT Card Issuances
Periodic Reporting	(g) Medical and Food Stamps Periodic Reporting (d) Eligibility Determination and Benefit Calculation (EDBC) (including wrap-up and authorization)	# of Periodic Reportings Required / Conducted
Recertification, Reverification, Redetermination (RRR) Discontinued	(f) Eligibility Recertification (RRR) (d) Eligibility Determination and Benefit Calculation (EDBC) (including wrap-up and authorization)	# of RRRs Discontinued
Recertification, Reverification, Redetermination (RRR) Completed	(f) Eligibility Recertification (RRR) (d) Eligibility Determination and Benefit Calculation (EDBC) (including wrap-up and authorization)	# of RRRs Completed
Investigation, Claims Research, Establishment, and Recovery	(e) Investigation, Claims Research, Establishment, and Recovery	# of Claims Opened
Inter-County Transfers	(hh) Inter-County Transfers	(hh) Inter-County Transfers

Process	Activities Included	Activity Driver
Caseload size dependent Time Allocation	(h) Change in Circumstances Reported by the Client (i) Client Communications and Information (o) Appeals and Hearings (p) Make a Referral (r) Alerts Management (s) Case Review (v) Administrative Support Activities (w) Seeking / Receiving Assistance	# of Case Programs / # of direct FTEs = Caseload
Per FTE dependent Time allocation	(u) Reports Management (x) Management Activities (z) Breaks (bb) Training (cc) Meetings (dd) Materials Development (ee) Non-Activity Specific Reading (ff) Travel	# of FTEs
Intake of Adult Protective Services (APS) Cases, # of I&Rs	(b) APS - screening (j) APS – Information and Referral	# of I&Rs
Intake of Adult Protective Services (APS) Cases, # of APS Referrals	(b) APS - screening (a) Application Initiation	# of APS Referrals
Intake of Adult Protective Services (APS) Cases, # of APS Referrals, Not Requiring Face-to-Face Intervention	(b) APS - screening (k) APS – Referral Not Requiring Face-to-Face Intervention	# of APS Referrals, Not Requiring Face-to-Face Intervention
APS Case Maintenance (Time allocated to discrete, non-specific Activity Drivers)	(i) APS – Service Provision (n) APS – Investigation and Assessment (m) APS – Guardianship / Conservator ship / Payee	# of APS Cases

Table 3.6: Activities and Activity Drivers for each Defined Process or Activity Group

Detailed information about the source of the Activity Drivers is provided in Appendix Q.

Number of Direct FTEs Required for County Administration

The total amount of time is calculated by summing all time in one year for the defined processes, per case workload, and per FTE workload to equal total time required for County Administration. The total time is then divided by 1,776 to determine the number of direct FTEs required to complete the total County Administration workload in each County. Each of the below methods is calculated for each county individually using the county size average amount of time for each activity.

Defined Process

The average time for each activity is summed by defined process (i.e. the average time for an AI plus the average time for an II equals the average time for the defined process of "Intake"). The average time per process is then multiplied by the activity driver (the total number of times a process is conducted in one year) for each County to determine to total amount of time required for each defined process under County Administration.

Per Case Workload
The average time for each activity for each case program for each day is multiplied by the total number of case programs for each county to determine the total time per day required under County Administration. The total time per day is multiplied by 222 days to equal the total amount of time required per year.

Per FTE Workload
The average time for each activity for each FTE for each day is multiplied by the reported total number of direct income maintenance FTEs for each county to equal the total time per day required under County Administration. The total time per day is multiplied by 222 days to equal the total amount of time required per year.

Results
The following table shows the total number of direct FTEs by County for each high-level program group, including all time dedicated to Defined Processes, Per Case Workload, and Per FTE Workload. Totals may be nominally incorrect due to rounding.

Number of Direct FTEs required in each County

County	FA	MED	AF	APS	Total
Adams	50.5	51.9	8.9	4.3	115.7
Alamosa	5.6	5.8	1.1	2.1	14.6
Arapahoe	33.7	32.5	5.0	8.1	79.4
Archuleta	1.7	1.6	0.3	0.4	4.0
Baca	0.8	0.8	0.1	0.8	2.6
Bent	2.0	1.6	0.3	0.3	4.2
Boulder	17.9	17.6	3.2	4.3	43.0
Broomfield	2.7	3.1	0.5	1.1	7.3
Chaffee	2.8	3.5	0.7	0.4	7.4
Cheyenne	0.8	0.7	0.1	0.0	1.7
Clear Creek	1.1	0.9	0.2	0.1	2.2
Conejos	2.5	3.1	0.6	0.4	6.6
Costilla	2.3	1.7	0.4	0.3	4.7
Crowley	1.4	1.2	0.2	0.0	2.9
Custer	0.4	0.4	0.1	0.1	0.9
Delta	4.8	5.9	1.0	2.5	14.2
Denver	106.3	86.8	18.7	22.9	234.6
Dolores	0.4	0.3	0.0	0.0	0.7
Douglas	2.7	3.3	0.5	0.7	7.2
Eagle	2.3	3.7	0.5	0.5	7.0
El Paso	47.7	41.2	7.0	7.7	103.6
Elbert	1.3	1.1	0.2	0.1	2.7

County	FA	MED	AF	APS	Total
Fremont	7.0	8.7	1.5	1.8	19.0
Garfield	4.2	6.5	1.0	1.2	12.9
Gilpin	0.6	0.5	0.1	0.0	1.2
Grand	0.6	0.6	0.1	0.0	1.3
Gunnison	1.2	1.1	0.1	0.1	2.6
Hinsdale	0.4	0.4	0.1	0.0	0.8
Huerfano	2.0	2.2	0.4	0.2	4.7
Jackson	0.3	0.2	0.0	0.0	0.5
Jefferson	36.7	37.1	6.4	9.4	89.6
Kiowa	0.4	0.4	0.1	0.0	1.0
Kit Carson	1.6	1.6	0.3	0.1	3.6
La Plata	5.1	5.9	1.0	2.4	14.4
Lake	1.6	1.5	0.3	0.1	3.5
Larimer	29.7	28.0	5.2	10.7	73.6
Las Animas	3.9	4.9	0.9	1.4	11.1
Lincoln	1.2	1.0	0.2	0.2	2.7
Logan	3.9	4.5	0.8	1.5	10.7
Mesa	24.1	22.3	4.0	5.2	55.7
Mineral	0.4	0.4	0.1	0.0	0.8
Moffat	2.1	2.6	0.4	0.0	5.1
Montezuma	4.3	5.1	0.8	1.9	12.1
Montrose	4.3	5.6	0.8	1.7	12.4
Morgan	5.4	7.2	1.3	3.4	17.3
Otero	5.5	6.3	1.2	4.1	17.0
Ouray	0.5	0.4	0.1	0.2	1.2
Park	1.2	0.9	0.1	0.2	2.5
Phillips	0.8	0.8	0.1	0.2	2.0
Pitkin	0.3	0.3	0.0	0.0	0.6
Prowers	4.3	5.4	0.9	0.9	11.5
Pueblo	40.5	32.8	6.8	3.5	83.6
Rio Blanco	1.0	1.0	0.2	0.0	2.2
Rio Grande	4.6	4.9	0.9	0.0	10.4
Routt	1.2	1.2	0.2	0.0	2.5
Saguache	2.3	2.5	0.5	0.3	5.5
San Juan	0.2	0.1	0.0	0.1	0.4

County	FA	MED	AF	APS	Total
San Miguel	0.5	0.5	0.1	0.0	1.1
Sedgwick	0.7	0.6	0.1	0.4	1.7
Summit	0.8	1.0	0.1	0.0	2.0
Teller	2.3	2.6	0.4	0.5	5.8
Washington	0.6	0.5	0.1	0.5	1.7
Weld	25.9	25.6	4.4	3.7	59.5
Yuma	1.5	1.5	0.2	0.2	3.5
Total	527.4	506.0	91.8	113.2	1238.4

Table 3.7: Number of Direct FTEs required in each County

Additional Results

The estimated number of supervisory, clerical, and IT staff is provided in Appendix R.

The total time spent on auxiliary activities per county is provided in Appendix S.

Calculation of Total Cost per Process or Activity

Defined Processes

The per instance (unit cost) of each activity, calculated in step 3, is multiplied by the activity drivers to determine the total cost of the defined processes. This calculation is shown in diagram below.

Calculation of Total Cost per Defined Process

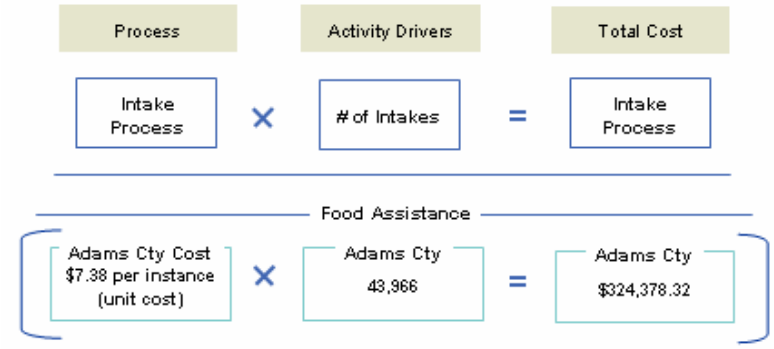


Figure 3.10: Calculation of Total Cost per Defined Process

Per Case Workload

The Detailed Survey provides the amount of time allocated to a group of activities per the amount of case programs in an assigned caseload. Step 3 provides a per minute cost of each of the activities that are classified as caseload dependent. Data from the Detailed Survey, validated through the Field Observations, is used to calculate the caseload dependent activities to equal one instance of each activity for every one case program assigned in a caseload for every one day. The cost per case program of the group of activities is extrapolated for 222 business days in one year's time to equal to

the total workload for the total number of case programs for caseload dependent activities. This calculation is shown in diagram below.

Calculation of Total Cost per Case Workload

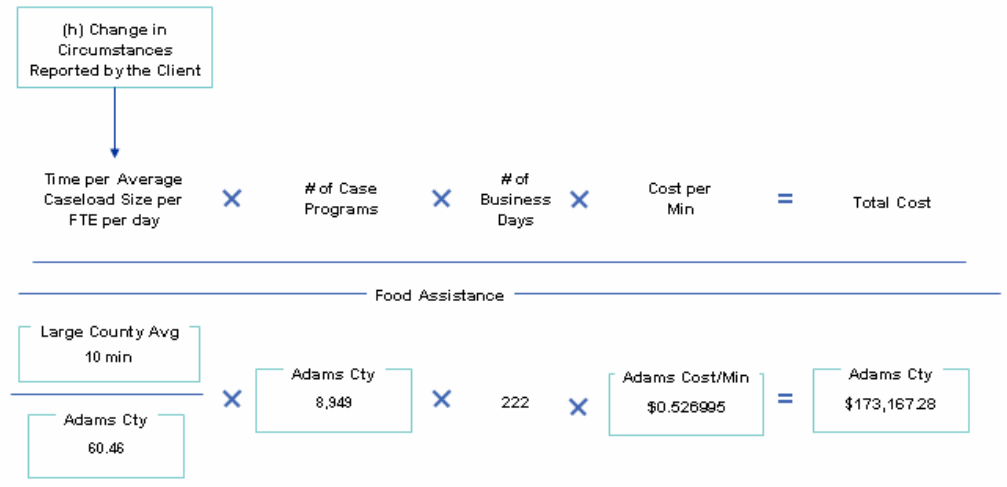


Figure 3.11: Calculation of Total Cost per Case Workload

Per FTE Workload

The survey data provides the amount of time allocated for every one FTE to a group of activities. These activities can be considered administrative in nature and exist for every one direct FTE. Step 3 provides a per minute cost of each of the activities that are classified as per FTE dependent. We calculated the per FTE activities to equal one instance of each activity for every one FTE for every one day. Utilizing the county provided FTE data, the per FTE number is calculated and subsequently the additional time required for non-case related non-definitive processes such as policy information review. This calculation is shown in diagram below.

Calculation of Total Cost per FTE Workload

Figure 3.12: Calculation of Total Cost per FTE Workload

Results
A table outlining the total cost of each Activity for each county and high-level program group is provided in Appendix T.

Step 5: Calculate Cost Objects

The total cost of county administration is provided by high-level program group for each of the 64 counties. The costs are displayed both in total cost for one year and in a per unit cost. This calculation is shown in diagram below.

Cost Objects

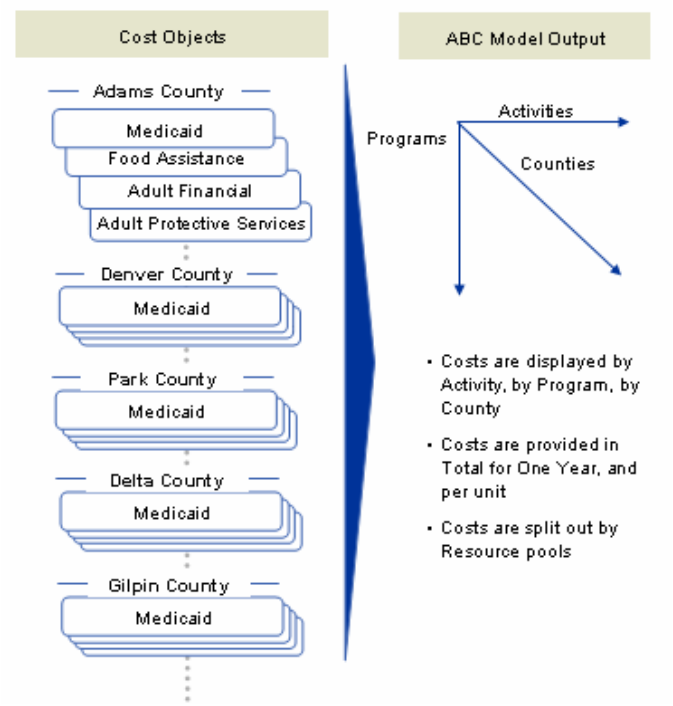


Figure 3.13: Cost Objects

Assumptions

In addition to the key assumptions referenced above to be applicable to all data inputs, the following assumptions are made:

- The defined activities, defined processes and activity drivers represent the total workload of the direct staff of County Administration.

Calculation of Total Cost

All defined processes, plus per case workload and per FTE workload are aggregated within each high-level program group to equal the total cost of County Administration.

Results

The results of the ABC Model Cost build-up include both the aggregated cost for County Administration by county, as well as extrapolations out of those numbers and additional cost detail requested as per the RFP. The results are outlined in the next section.

3.2 Results of ABC Model

3.2.1 Cost for each In-scope Program and County

This section outlines the calculations and report of the cost for each in-scope high-level program group, for each county. This cost does not include the concurrent eligibility programs of Colorado Works (TANF) or Old Age Pension – Financial.

Assumptions

Please refer to Section 3.1.2, and the five steps of the ABC Model Cost Build-up.

Calculation of Total Cost

Please refer to Section 3.1.2, and the five steps of the ABC Model Cost Build-up.

Results

The following table shows cost for each in-scope high-level program group, for each county. The cost for each in-scope high-level program group for each county broken out by resource pools is provided in Appendix U. This calculation of total cost is not the County Administration allocation. It is a cost projection based upon the data we gathered from the Detailed Survey and analyzed through our ABC Cost Model. Totals may be nominally incorrect due to rounding.

In addition, we have provided the incremental cost to "open the door" in every base county. The incremental cost is calculated for every county where the cost calculated based upon workload is below the "open the door" threshold cost of a base county calculated in Section 3.2.4 of $87,774. The incremental cost is calculated by identifying the difference of every base counties workload based cost and the base county threshold, and adding the incremental cost to meet that threshold.

Total Cost for each In-scope Program and County

County	FA	MED	AF	APS	Total
Adams	$ 2,833,336	$ 2,916,899	$ 383,539	$ 243,496	$ 6,377,270
Alamosa	196,278	205,623	28,798	74,871	505,570
Arapahoe	3,515,968	3,385,865	400,099	846,040	8,147,973
Archuleta	35,709	32,869	4,126	7,693	80,396
Baca	58,960	55,656	7,816	55,700	178,133
Bent	67,291	52,346	7,367	10,788	137,792
Boulder	2,128,177	2,099,765	288,296	509,457	5,025,694
Broomfield	297,883	348,117	43,121	121,224	810,345
Chaffee	121,276	151,078	21,351	16,107	309,812
Cheyenne	25,301	22,944	3,402	755	52,402
Clear Creek	90,690	73,072	10,559	4,262	178,583

County	FA	MED	AF	APS	Total
Conejos	51,176	63,112	9,002	7,489	130,779
Costilla	82,675	62,162	10,691	9,506	165,033
Crowley	63,503	52,143	7,732	169	123,547
Custer	8,528	7,131	973	1,863	18,495
Delta	185,033	224,050	29,143	93,962	532,188
Denver	10,608,052	8,657,152	1,423,082	2,282,368	22,970,654
Dolores	13,932	12,357	1,696	92	28,077
Douglas	308,003	379,054	44,055	78,041	809,153
Eagle	138,275	223,000	24,415	30,247	415,937
El Paso	3,661,574	3,160,330	410,142	588,726	7,820,773
Elbert	50,971	44,792	5,280	5,946	106,989
Fremont	219,543	275,132	35,641	58,039	588,355
Garfield	266,651	417,612	46,898	76,898	808,060
Gilpin	44,793	35,935	4,582	326	85,637
Grand	41,918	42,952	4,164	1,144	90,179
Gunnison	94,647	87,315	9,051	9,872	200,884
Hinsdale	268	244	36	-	548
Huerfano	74,716	83,405	11,550	8,479	178,150
Jackson	3,842	3,318	422	-	7,583
Jefferson	2,287,139	2,315,139	306,089	583,376	5,491,743
Kiowa	29,319	28,365	4,131	118	61,933
Kit Carson	75,511	71,108	9,380	4,039	160,039
La Plata	243,603	286,414	38,435	114,691	683,143
Lake	47,249	46,794	6,031	4,398	104,472
Larimer	2,177,440	2,046,424	291,350	781,744	5,296,958
Las Animas	133,482	169,340	23,268	49,828	375,918
Lincoln	50,385	43,105	5,385	9,192	108,067
Logan	155,844	178,744	23,401	59,881	417,870
Mesa	1,339,080	1,243,002	171,832	290,833	3,044,747
Mineral	9	9	1	-	19
Moffat	62,153	75,505	9,384	461	147,502
Montezuma	136,111	161,559	20,216	58,645	376,530
Montrose	317,150	408,280	42,995	120,778	889,202
Morgan	213,637	283,370	38,260	134,930	670,197
Otero	151,395	174,191	25,006	112,563	463,154
Ouray	23,675	22,402	3,168	11,260	60,506
Park	62,810	46,181	5,719	12,674	127,385
Phillips	29,550	27,550	3,364	7,998	68,461

County	FA	MED	AF	APS	Total
Pitkin	30,107	36,854	3,994	246	71,200
Prowers	174,361	215,279	28,745	35,953	454,337
Pueblo	1,422,094	1,153,832	181,705	122,664	2,880,295
Rio Blanco	50,828	50,299	5,890	502	107,519
Rio Grande	118,183	125,114	17,439	485	261,222
Routt	107,800	102,282	10,470	1,276	221,828
Saguache	74,764	80,883	11,346	8,380	175,372
San Juan	9,005	7,618	1,025	3,582	21,229
San Miguel	41,036	36,474	4,463	2,114	84,086
Sedgwick	25,036	22,646	3,456	13,500	64,638
Summit	81,740	99,636	7,423	1,491	190,290
Teller	142,499	159,218	20,629	31,185	353,530
Washington	72,779	70,145	7,990	65,289	216,204
Weld	1,683,033	1,662,853	220,662	238,227	3,804,775
Yuma	131,419	127,030	16,026	20,894	295,368
Subtotal	**$ 36,989,196**	**$ 34,753,075**	**$ 4,845,708**	**$ 8,046,755**	**$ 84,634,733**
Incremental cost due to threshold cost to "Open the Doors" in a Base County					$ 611,409
Total					**$ 85,246,142**

Table 3.8: Total Cost for each In-scope Program and County

3.2.2 Out-of-Scope costs of Concurrent Eligibility Determination Programs

This section outlines the calculations and report of the cost for each out of scope program area that was included in the workload study, for each county. This cost was calculated due the overlap of eligibility activities, but excluded from the County Appropriation Line Item.

Assumptions

Please refer to Section 3.1.2, and the five steps of the ABC Model Cost Build-up.

Calculation of Out-of-Scope Costs

Please refer to Section 3.1.2, and the five steps of the ABC Model Cost Build-up.

Results

The following table shows cost for the out-of-scope concurrent eligibility determination programs, for each county. Totals may be nominally incorrect due to rounding.

Total Cost for Out-of-Scope Program Areas

County	Colorado Works	OAP – Financial	Total
Adams	$ 749,544	$ 90,625	$ 840,168

County	Colorado Works	OAP – Financial	Total
Alamosa	90,541	6,805	97,346
Arapahoe	900,396	94,538	994,933
Archuleta	12,989	975	13,964
Baca	19,605	1,847	21,452
Bent	22,286	1,741	24,027
Boulder	543,918	68,120	612,038
Broomfield	125,525	10,189	135,714
Chaffee	66,944	5,045	71,989
Cheyenne	10,936	804	11,739
Clear Creek	30,999	2,495	33,494
Conejos	27,694	2,127	29,821
Costilla	27,505	2,526	30,031
Crowley	21,875	1,827	23,702
Custer	2,605	230	2,835
Delta	86,152	6,886	93,038
Denver	2,690,771	336,254	3,027,025
Dolores	5,569	401	5,970
Douglas	103,182	10,410	113,591
Eagle	81,502	5,769	87,271
El Paso	920,272	96,911	1,017,183
Elbert	19,024	1,247	20,272
Fremont	114,832	8,421	123,253
Garfield	150,888	11,081	161,969
Gilpin	14,763	1,083	15,845
Grand	13,116	984	14,100
Gunnison	28,599	2,139	30,738
Hinsdale	122	9	130
Huerfano	36,176	2,729	38,905
Jackson	1,394	100	1,494
Jefferson	655,128	72,325	727,452
Kiowa	12,593	976	13,569
Kit Carson	27,766	2,216	29,982
La Plata	121,490	9,082	130,571
Lake	18,428	1,425	19,853
Larimer	606,470	68,842	675,312
Las Animas	72,325	5,498	77,823
Lincoln	17,975	1,272	19,247
Logan	76,075	5,529	81,605

County	Colorado Works	OAP – Financial	Total
Mesa	359,686	40,601	400,288
Mineral	4	0	5
Moffat	30,798	2,217	33,015
Montezuma	64,193	4,777	68,969
Montrose	125,774	10,159	135,933
Morgan	122,867	9,040	131,907
Otero	73,080	5,909	78,988
Ouray	9,246	749	9,994
Park	16,816	1,351	18,168
Phillips	10,489	795	11,284
Pitkin	11,580	944	12,524
Prowers	96,522	6,792	103,314
Pueblo	361,837	42,934	404,772
Rio Blanco	18,532	1,392	19,924
Rio Grande	55,635	4,121	59,755
Routt	32,590	2,474	35,064
Saguache	35,131	2,681	37,812
San Juan	3,334	242	3,577
San Miguel	14,124	1,054	15,178
Sedgwick	9,879	817	10,696
Summit	21,237	1,754	22,991
Teller	63,091	4,874	67,965
Washington	25,023	1,888	26,911
Weld	441,231	52,139	493,370
Yuma	45,706	3,787	49,492
Total	**$ 10,576,381**	**$ 1,144,972**	**$ 11,721,353**

Table 3.9: Total Cost for Out-of-Scope Program Areas

3.2.3 County Administration Line Item Appropriation

This section outlines calculations and reports the final projected cost for the County Administration line item appropriation based upon the findings above, including required FTE, supervisory, and administrative functions.

Assumptions

In addition to the key assumptions referenced above to be applicable to all data inputs, the following assumptions are made:

- All costs, including the cost of each direct staff FTE and all overhead costs, including the supervisory and clerical staff and auxiliary administrative staff and time, is included in the loaded per minute rate calculated in Section 3.1.2.

Calculation

The cost for each high-level program group and county will be added up to equal the total cost of County Administration.

Results

The following table shows cost for County Administration, broken out by resource pools and high-level program group. The cost for each county, broken out by resource pools and high-level program group, is provided in Appendix U. Totals may be nominally incorrect due to rounding.

Total Cost for each Resource Pool

Resource Pool	FA	MED	AF	APS	Total
Capital Outlay	$ 684,122	$ 641,281	$ 91,591	$ 145,384	$ 1,562,378
Contract Expenses	2,367,388	2,102,346	308,814	495,018	5,273,567
Cty/Client Provider Payments	39,150	35,259	4,849	7,063	86,321
Disallowed Cost Recovery	(116,976)	(123,921)	(16,286)	(32,587)	(289,770)
Labor	26,187,665	24,827,596	3,418,544	5,773,299	60,207,104
Office Space	1,872,980	1,714,720	249,244	401,785	4,238,728
Operating Expenses	4,611,397	4,243,232	609,674	971,075	10,435,378
Personnel Expenses	393,044	394,458	55,660	86,657	929,819
Travel Expenses	950,427	918,104	123,617	199,060	2,191,208
Total	**$ 36,989,196**	**$ 34,753,075**	**$ 4,845,708**	**$ 8,046,755**	**$ 84,634,733**

Table 3.10: Total Cost for each Resource Pool

3.2.4 Base County Cost Calculation

This section outlines the data inputs, assumptions, calculations and report of the base cost for a county department of human/social services to "open the door" and conduct business based on the data collected in 2 base counties.

Data Inputs

The following data inputs are utilized to build the cost that a base county incurs to "open the door":

CDHS Accounting
Cost data gathered from CDHS accounting.

Grand and Jackson Counties
Cost data provided by Phil Maes, Director of Grand and Jackson counties.

Cheyenne County
Cost data provided by Cheyenne County.

Assumptions

In addition to the key assumptions referenced above to be applicable to all data inputs, the following assumptions are made:

- The base county costs do not reflect regional or demographic specific qualities.
- The cost data provided by the base counties is accurate.
- The input data provided by base counties are a complete picture of their cost structure.

Calculation

Cost Average
Average the costs (rent, utilities, salary) that are received from the two base counties.

Shared Cost Reversal
We reverse any cost sharing between base counties to reflect a county that is completely independent in resources.

Results

The following table shows the breakdown of costs for a base county to "open the door" for one year. Totals may be nominally incorrect due to rounding.

"Open the Doors" Cost in a Base County

Resource Pool	Cost	% of Total
Capital Outlay	$ 1,265.00	1.4%
Labor	21,553.00	24.6%
Cost of Office Space	15,869.08	18.1%
Operating Expenses	30,186.44	34.4%
Travel Expenses	18,901.14	21.5%
Total	**$ 87,774.66**	**100%**

Table 3.11: "Open the Doors" Cost in a Base County

3.3 Cost Analysis

3.3.1 Unit Cost per Process

This section outlines calculations and reports the average unit cost for the County Administration for each high-level program group based upon the findings above.

Calculation

The Unit cost for each high-level program group and county is calculated by taking the total cost of county administration and dividing it by the respective number of case programs for each county

size. This cost will reflect a weighted average within each county size reflective of the number of case programs.

Results

The following table shows the average unit cost for County Administration, broken out by high-level program group and county size. A unit cost for County Administration for each county by high-level program group is provided in Appendix V.

Unit Cost for each County Size and High-Level Program Group

County Size	FA	MED	AF	APS
Large	$ 373.48	$ 146.64	$ 168.76	$ 931.98
Medium	$ 250.30	$ 123.33	$ 124.39	$ 677.51
Small	$ 410.61	$ 145.19	$ 163.09	$ 1,544.89

Table 3.12: Unit Cost for each County Size and high-level program group

The following table shows the total number of case programs for County Administration, broken out by high-level program group and county size.

Total number of Case programs for each County Size and High-Level Program Group

County Size	FA	MED	AF	APS
Large	84,759	195,323	24,158	13,930
Medium	15,110	38,013	4,768	5,080
Small	3,778	9,806	1,078	836

Table 3.13: Total number of Case programs for each County Size and high-level program group

Analysis

The table shows that it is about 1.5 times more to administer county administration programs in large and small counties than it is in medium size counties. This could be due to a range of factors, including the volume of failed intakes or the difference in complexity of cases between county demographics, as well as differences in cost of living . Additional interpretation of the business model variances between county sizes is discussed in Section 4.0.

3.3.2 Key Cost Levers

This section outlines calculations and reports the cost of key groupings of activities and high-level program groups that outline the cost levers or areas of workload for the County Administration. Cost levers are areas of an end-to--end business process that can be grouped because they are reactive or dependent upon similar drivers that can drive cost up or down.

Calculation

The total cost for each cost lever is calculated by adding up the processes and activities for each cost lever. The cost levers and the respective processes and activities that are included within each are listed below.

Cost Lever Definitions

Key Cost Lever	Activities / Processes Included
Intake	Failed Intake after Application Initiation Failed Intake after Interactive Interview Completed Intake
Case Related Activities	Change in Circumstances Reported by the Client Alerts Management Case Review Seeking / Receiving Assistance
Client Communications and Information	Client Communications and Information
Administrative Activities (Non-Case Related)	Administrative Support Activities Reports Management Breaks Training Meetings Materials Development Non-Activity (Case) Specific Reading (e.g. Read Regs, Policy, and Rules)
Eligibility Recertification (RRRs) and Periodic Reporting	Completed Periodic Reporting Discontinued Recertification, Reverification, Redetermination (RRR) Completed Recertification, Reverification, Redetermination (RRR)
Management Activities	Management Activities (e.g. personnel management, counseling, office operations)
Claims	Investigation, Claims Research, Establishment, and Recovery
Other	EBT Issuance Inter-County Transfers Appeals and Hearings Make Referrals Travel Intake of Adult Protective Services (APS) Cases, # of I&Rs Intake of Adult Protective Services (APS) Cases, # of APS Referrals Intake of Adult Protective Services (APS) Cases, # of APS Referrals, Not Requiring Face-to-Face Intervention APS Case Maintenance (Time allocated to discrete, non-specific Activity Drivers)

Table 3.14: Cost Lever Definitions

Results

The following table shows the total cost for County Administration, broken out by key cost levers and high-level program group. Totals may be nominally incorrect due to rounding. The cost for key cost levers are provided for each county and high-level program group in Appendix W.

Total Cost for each Cost Lever

Key Cost Levers	FA	MED	AF	APS	Total	% of Total
Case Related Activities (e.g. Case Review, Change in Circumstances, Alerts)	$12,818,385	$10,292,172	$ 1,854,736	$ 6,592,204	$ 31,557,498	37%
Client Communications and Information	6,007,099	7,904,088	762,946	85,689	14,759,821	17%
Intake (Both Completed and Failed)	6,264,509	7,098,079	513,884	295,491	14,171,963	17%
Eligibility Recertification (RRRs) and Periodic Reporting	4,787,296	4,620,012	341,241		9,748,548	12%
Administrative Activities (Non-Case Related) (e.g. Administrative Tasks, Meetings, Training, Reports)	2,883,694	3,331,735	973,114	73,444	7,261,987	9%
Claims	2,549,812	1,226	192,297		2,743,335	3%
Management Activities	1,385,216	1,119,605	164,666	33,195	2,702,683	3%
Other (e.g. Travel, Referrals, ICTs, APS specific Activities)	293,185	386,158	42,824	966,732	1,688,899	2%
Total	**$36,989,196**	**$34,753,075**	**$4,845,708**	**$ 8,046,755**	**$ 84,634,733**	**100%**

Table 3.15: Total Cost for each Cost Lever

Analysis

The table shows that one third of resources are expended towards case maintenance activities that are indirectly related to processing of a case. The second highest resource consumer is communications with the client. The case maintenance and client communication together compose 55% of resource consumption dedicated to management of clients and cases not related to primary case processing. Intake, Eligibility Recertification, and Periodic reporting compose 28% of resource consumption, and the remaining 17% are dedicated to administrative and other activities. Interpretation of how to address these cost levers are presented in Section 4.0.

4.0 Overview of Field Observations, Summary Survey, Business Models, and Human Services Modernization

The Field Observations and Summary Survey provided insight into county business models, processes and other trends from county human/social services offices across the state. This section includes a summary and overview of the key activities conducted during Field Observations, key findings from the Summary Survey, and ideas regarding modernizing Human Services delivery.

Our extensive experience with State-funded, County-administered Human Services has shown us that there is typically a low degree of standardization across Counties' business process. Because counties have an increased level of autonomy and flexibility across the state, they will attempt to customize their business practices to best accommodate their staff, workload and client preferences. Customized practices, evolved over several years often result from specific needs which include, but are not limited to familiar work processes, cultural traditions, workload, office space, client demographics, and organizational structure. Although each county may have many unique solutions, counties of similar size, geography, and demography often face similar challenges. In Section 4.0 we use our findings from Field Observations and the Summary Survey to profile small, medium and large counties. Our discussion includes business model, workload, and staffing, and we share some innovative practices that we observed in Colorado counties, as well as additional modernization strategies from human services agencies in other states.

In the recent past, county offices experienced a significant transition from a more manual form of data collection and input to a more automated, integrated eligibility model. Changes of this magnitude inevitably create stress and the transition is never easy. In our Field Observations, the counties appeared to continue to struggle with this transition. We will report on what we understood to be the biggest challenges and provide information and documentation regarding these challenges. Finally, we will provide you some potential solution options to assist in a more effective transition to the newly consolidated business model.

4.1 Field Observations

4.1.1 High Level Summary of Results

Purpose

Field Observations are a key component of the CO Workload Study Project. In addition to the Detailed Survey providing raw data needed to populate the ABC model, the Field Observations allowed us to learn more about the numbers being collected from the Detailed Survey. On a county-by-county basis, we learned how the business model they employed affected their Detailed Survey results. By analyzing the business model in each county, we were able to gain a better understanding of each county's Detailed Survey results. For example, a county that conducts AI separately from the interview will likely have different survey results than a county that performs both functions in one sitting. By comparing specific activity times from the Detailed Survey to the Field Observation time-in-motion study, we were able to validate survey data and conduct our due diligence by investigating

unusual results. Ultimately, information gathered during Field Observations brought the survey data to life, and helped us understand the challenges counties face on a daily basis.

Field Observations also allowed us to have candid discussions with county stakeholders from every level of the agency hierarchy. In doing so, we learned about what aspects of the job made county employees lives easier and more difficult and counties noted aspects of their organization they were particularly proud of, and also explained the most significant challenges they face.

As noted earlier, Field Observation counties were determined by the Steering Team. Selected counties represented all eight Department of Local Affairs (DOLA) regions, and small, medium, and large counties. Fifteen counties were selected for Field Observations consisting of five Large, seven Medium and three Small. Additionally, two Base counties were selected to illustrate what is required to "open the doors" and deliver services in a Base county. The picture below shows all Field Observation counties.

Field Observation Counties

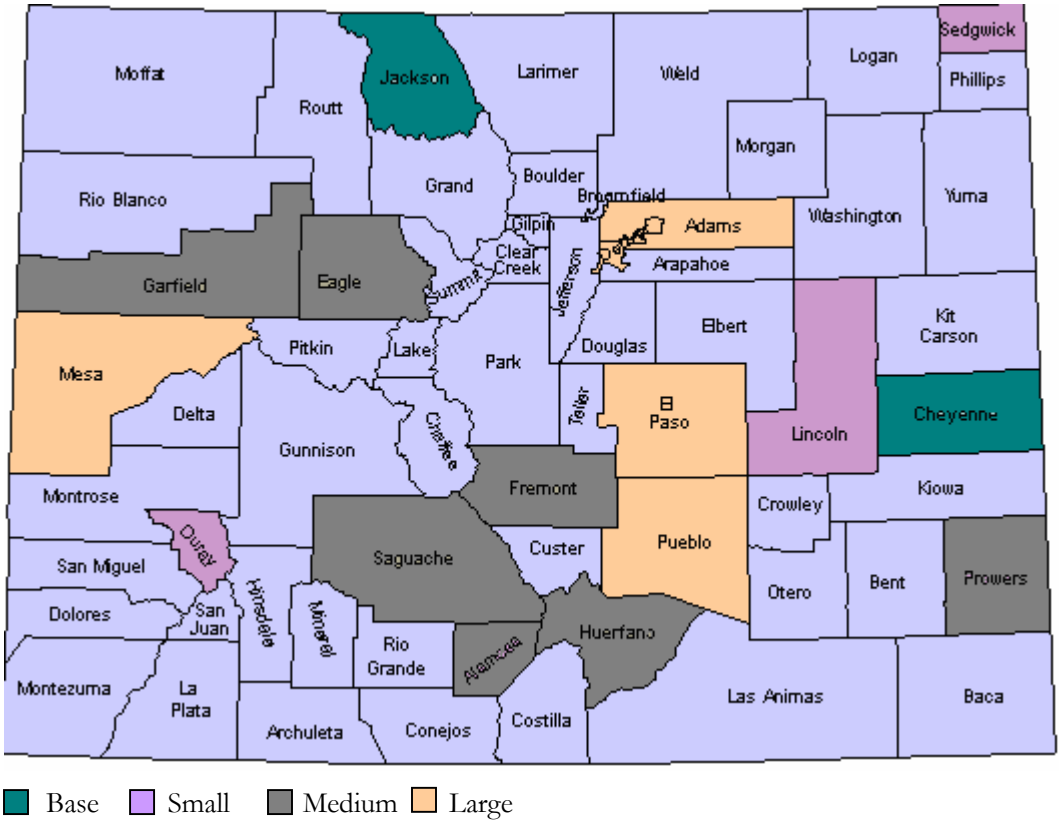


Figure 4.1: Field Observation Counties

Components

Field Observation components were designed to support the ABC model, and allow us to understand the factors influencing how counties deliver services. Also, Field Observations provided a forum for counties to describe their strengths and challenges. The main components of Field

Observations include 1) County Director Interview 2) Office Tour 3) Supervisor Interview 4) Time-In-Motion Study. Below, we have provided a description of each activity and benefits of each activity.

Field Observation Components

Activity in Field Observation	Description of Activity	Benefit of Activity
County Director Interview	• Brief interview/discussion with the County Director and any designates deemed appropriate (maximum 6-8 county participants to keep the discussion as focused and interactive as possible) • Discussion includes county business model (i.e. high level organizational structure, understanding of roles/responsibilities by key positions, subcontracting staff (if any), attrition rate, hiring/retention practices, etc)	• Understanding the agency's strategic vision • Learning priorities of agency executives • Hearing agency strengths and challenges from the director's perspective
Office Tour	• Tour of Reception, Mailroom, Intake, Ongoing • Tour Guide explains the key processes of each area of work • Gain important information regarding the key steps taken in each process by program	• Viewing office layout and setup • Determining the linkages between different business units • Understanding county business model at a high level
Supervisor Interview	• Talk about the activities conducted in their units/areas of work • Discuss type and volume of work related to the activities and programs outlined in the Detailed Survey • Ask specific questions regarding these activities and the amount of time needed to complete many of them	• Hearing agency strengths and challenges from a mid-management perspective • Learning how workload is being managed "on the floor." • Comparing and contrasting mid-management priorities to executive priorities
Time-In-Motion Study	• Sit with a staff person and validate information recorded in the Detailed Survey • Ask additional questions, and collect any other information that may prove useful to the Workload Study Project	• Validating results of the Detailed Survey • Understanding typical work habits • Learning how work is executed "on the floor"

Table 4.1: Field Observation Components

4.1.2 Business Model Findings

Business Model Continuum

To standardize our descriptions and analysis of county business models our team developed a Business Model Continuum. Two key data inputs that shape business models were noted and ultimately are the key inputs to the model:

1) **Program Area** – Program Area refers to the human services programs a staff person works in. A worker can perform work in all program areas, a subset of program areas, or in one program area.

2) **Work Function** – Work Function refers to the specific kinds of work a staff person performs. This includes functions such as Clerical, Intake, Ongoing/Case Maintenance, Fiscal, etc.

Using these two key criteria, we subsequently identified three separate categories of business model. The categories are **Generalist**, **Hybrid** and **Specialist**. Our business model findings during Field Observations were, indeed, comparable to trends from other County Human Services Agencies. The general trend in US Human Services shows counties moving from a more specialist model to a more generalist model, either in terms of work function or program area to accommodate a more consolidated business model. From what we have seen, this transition typically begins 6-12 months after implementation and is undertaken to accommodate the integration of program information and data collection.

During our Field Observations we visited counties that fell into three categories. Further, we noted specific model trends across small, medium and large counties related to organizational structure and we found that the size of the county was the biggest determinant in the type of business model that they employed.

Business Model Continuum

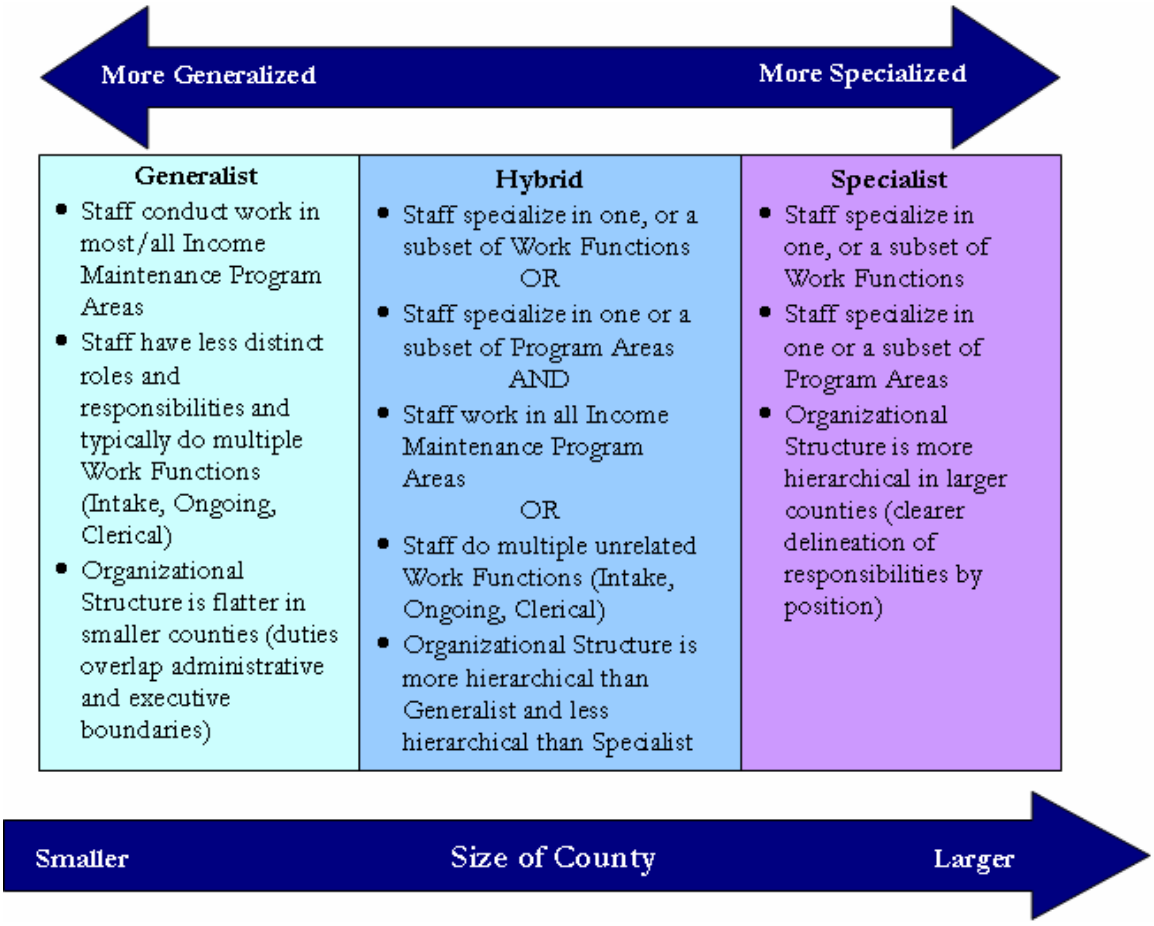


Figure 4.2: Business Model Continuum

Small Counties

Business Model Continuum

Small Counties shared many similarities in terms of strengths and challenges and also employed similar business models. The Hybrid (Functional Generalists/Program Specialist) Business Model was found in the larger of small field observation counties, and in the smaller of small counties, the Generalist Business Model was employed. In small counties, eligibility technicians often carry a broad caseload that covers multiple program areas. Typically, the small counties we visited employed one director with three to seven eligibility workers, plus accounting, investigations and front desk staff. Child welfare and child care workers (programs out of this study's scope) were generally housed in the same location as these employees. The larger small counties also employed one or more supervisors in addition to the director.

Detail

The biggest influence on small counties' business models was resource constraints. Small counties indicated they do not have the option of specialization, often because of a small resource pool. Also, throughout the state it was noted that smaller counties tended to rely more heavily on paper-driven

processes (Paper Queuing, AI Forms, SPA-1, and Statement of Facts) rather than directly inputting information into CBMS.

Likely due to their size, small counties did not conduct a major business process redesign when the state migrated from a manual to automated environment with CBMS, because of their lack of resources and small number of affected staff. Instead, individual staff persons made changes to the way they processed work, rather than having a structured and regimented implementation of new business processes. For example, the eligibility tech in one small county told us that she now divides her work week between interview and data processing days. We found this type of schedule to be common across all county sizes. However, workers in a Generalist model are responsible for both intake and ongoing duties.

Small counties were generally not trending towards paperless processes such as imaging, and conducting true Interactive Interview. However, some county workers we talked to indicated that they use the online II function if a case is new or relatively simple. This trend was seen across all counties, where individual workers would conduct paperless II, even if it wasn't mandated by the department. Although small counties may eventually move towards conducting CBMS activities such as AI and II without the aid of paper forms, they do not currently have the human or monetary capital to support more advanced paperless solutions such as the implementation of an imaging solution.

Investigations and fraud were areas handled uniquely by small counties. Though some small counties have a dedicated fraud investigator, they indicated they would like to have additional resources to be more aggressive in preventing and identifying fraud on the front end of the process.

Positive trends noted in the small counties include a high staff retention rate and depth of program knowledge. Employees in small county offices generally have multiple years of experience with a valuable historical perspective. Although small counties tend to have smaller workloads than larger counties, and most small counties did not identify workload as a key concern, some counties still struggle to meet workload requirements. They indicated that they simply do not have adequate resources to pay overtime needed to reduce backlog or to hire new employees to take over the cases that are not being worked on.

One person in a small county indicated that, "in a small town, when you get a good job you hold on to it…and this is a good job," but in general, pay is low in small rural counties. To make up for a lack of resources, small Counties rely on one another for support and have a strong communication network.

Medium Counties

Business Model Continuum

In Field Observations, we found that Medium Counties typically employ a Hybrid type of business model. However, depending on the county, they use one of two derivations of the Hybrid Model; (Functional Generalists/Program Specialist) as well as (Functional Specialists/Program Generalists).

Medium sized county offices are increasingly specialized (compared to small counties) in an attempt to better manage caseload. Counties we visited gave AI responsibilities to front desk workers (ranged from two to about five employees), while creating separate units for ongoing work. For example, one county split its business model in the following way: AI Unit (five FTE), FS Combo Unit—All

Programs (three FTE + Supervisor), TANF Unit (six FTE + supervisor), Adult Programs Unit (five FTE), and the APS Unit (one employee). Another had two supervisors, a lead-worker and eight technicians specialized by program.

Detail

Like small counties, medium-sized counties used multiple paper-driven processes (Paper Queuing, AI Forms, SPA-1, and Statement of Facts). Although some counties seem to be trending towards paperless processing, document imaging, and true Interactive Interview, manual processes are still the norm.

One unique means of workload distribution observed in a medium county is a shared or "banked" caseload model. All cases are assigned to a generic worker and staff organize their shared workload on a daily basis. They gather stacks of AIs, IIs, Periodic Reports and complete as many as they can in a given day. This model was found in a county where staff was co-located and could communicate easily with one another. Although a shared workload risks diffusing accountability, management indicated that there were alternative supervisory measures in place to mitigate such risks. Aside from the potential accountability risks, this model appeared to be an effective method of operation for the county. Although we only observed one county in Colorado using the "banked caseload" model, this is a strategy more commonly being deployed across the nation as an effective means of dealing with staff shortages in an integrated eligibility social service organization.

Staffing was prominent discussion topic in medium counties and many explained that they had staffing shifts following the CBMS implementation. Though staff left for a variety of reasons, the most common reason for leaving was a frustration level with learning a new automated system. Workers had significantly more control over eligibility decisions prior to CBMS, and experienced frustration with having to rely on a computer system to make the decision for them. In addition, due more to location than size, West Slope counties are experiencing difficulty retaining staff due to a highly competitive labor market. A booming economy has made it difficult for some counties to compete for workers who often leave for less complex jobs that, according to county management, can pay upwards of $10-12 more per hour than is paid by the county. Consequently, a significant amount of resources are expended on hiring and training new employees who often leave after a short period of employment.

Large Counties

Business Model Continuum

The larger counties are the most specialized of the three county groupings and they use both a Specialist Model and Hybrid Model (Functional Generalists/Program Specialists). One director indicated that he believes specialization is truly the only way large counties can manage their workloads. Due to the high volume of caseload per worker and turnover, he indicated that it would be nearly impossible to train workers for the wide variety of program combinations and other case complexities a generalist would need to know. Consequently, large counties employ workers in specialist areas allowing their workers to become proficient in their assigned area of expertise. All of the large counties we visited separated intake from ongoing activities. In fact, several counties had AI-only units, moving clients on to program-specific II workers to process their applications and determine eligibility. Some counties specialized even further. For instance, they separated RRR from general Case Management in their Ongoing units.

Detail

Large counties generally use paper-driven processes (Paper AI Forms, SPA-1, Statement of Facts), and they consider moving toward paperless imaging and true Interactive Interview a priority. Consequently, the only Field Observation county performing true Interactive Interview is a large county. One large county we visited was in the process of implementing a document imaging system, and others plan to or are considering implementing a paper imaging solution. One other trend seen in large counties as a means of mitigating funding issues and caps on the number of Human Services FTEs, is the use of contract labor. This includes contracting out entire functions such as fraud and investigations, as well as employment programs. Some of the largest counties have several hundred contracted positions and multi-year contracts worth tens of millions of dollars.

Large counties have created various custom, paper and automated systems in addition to using CBMS. For example, one large county created a sophisticated online scheduling system while another uses at least three scheduling systems, two of which are paper-based. Except for the one county that uses true Interactive Interview, large counties (and nearly all counties) use paper forms to collect information when performing AI, II, RRR and other functions. Consequently, applications are being processed in two steps: collecting information on hand written forms and entering the data into the CBMS at a later date and time.

Staff retention was more often mentioned as an issue in large counties. Larger, more urban economies provide more diverse employment options, creating a more competitive labor market compared to smaller counties. Accordingly, large counties expend significant resources hiring and training new employees. One large county that experienced major problems with staff turnover recently reclassified positions to increase salaries, which has proven to significantly improve staff retention taking the vacancy rate from 17% to 6% in one year. Not all counties have the resources to increase staff salaries, and counties expressed a desire to explore alternative options to reducing turnover rates.

County Director/Supervisor Interview Findings

County Director Interviews focused on discussing business models, workload and staffing issues, and unique circumstances. During the interviews, certain trends became apparent. One topic that occupied a large part of each interview was workload management. All of the large counties we visited noted challenges, but the degree and nature of those challenges were different. Some counties indicated that they were overwhelmed with their current workload, while others suggested that their workload was large but manageable.

Based on what counties told us, and based on the other information sources at our disposal including caseload size, FTE count, and fiscal information, we developed a barometer by which to measure the degree of challenge counties were facing. The two key factors influencing the degree of challenge are 1) Local Tax Revenue and 2) County Caseload Size. Local Tax Revenue is a factor because Counties' whose state allocation does not cover all costs have a means to cover their remaining annual operating costs from an alternative funding stream. Caseload is the other factor influencing the degree of challenge, because each case corresponds to a discrete workload that must be assumed by the county. In Figure 4.3 – County Director Interview Findings 2x2, there are four quadrants representing the various degrees of challenge. The bottom right quadrant has the highest level of challenge, the top right quadrant has the second highest level of challenge, the bottom left quadrant has the third highest degree of challenge and the top left quadrant has the fourth highest degree of challenge.

County Director Interview Findings – 2 x 2

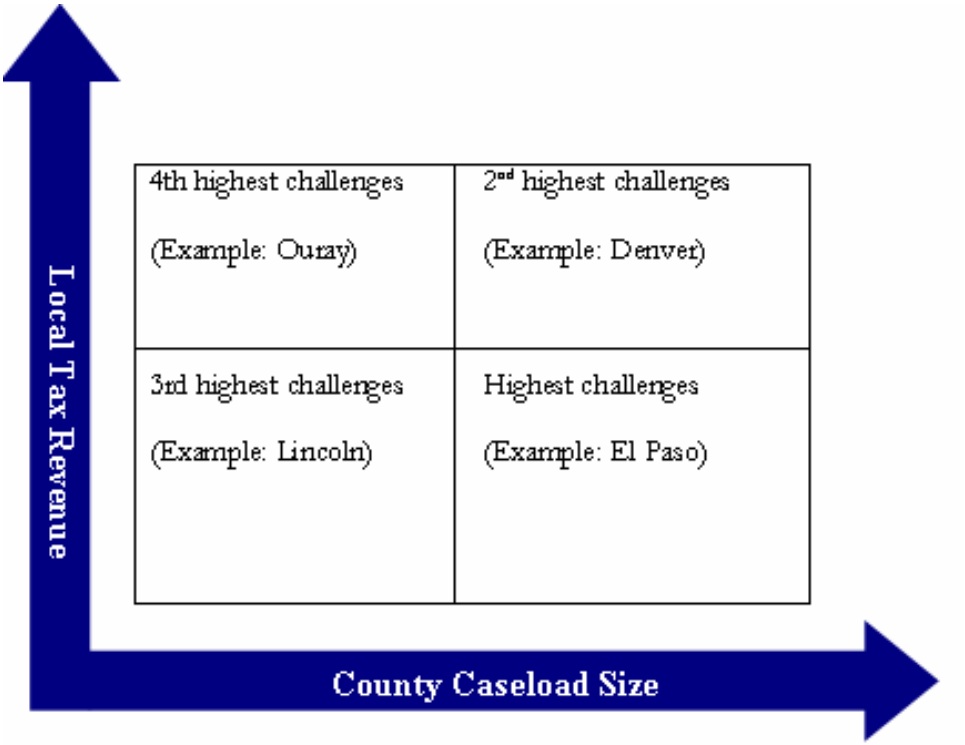


Figure 4.3: County Director Interview Findings – 2 x 2

County Director/Supervisor Interview Findings (Continued)

As noted above, paper-based processes dominated the county offices we visited. Various reasons were given for this approach to doing business. Several interviewees noted that they consider CBMS unreliable; therefore they need the paper documentation to keep a record of a client's information. Others stated that they feel using the system to process applications in real-time is less interactive with the client and would require the client to wait too long. However, workers in the county using true II indicated that they did not feel that either of these complaints was valid. Though sometimes true II can be a lengthy process (especially for very complex cases), they noted that clients are generally pleased because they know immediately for which programs they are eligible along with the benefit(s) they are to receive. Interactive II provides continuity by allowing EDBC, Wrap-Up and Authorization and shifting the case from Intake to Ongoing mode in one process.

Across Small, Medium and Large Counties there were three primary topics that dominated the County Director and Supervisor interviews. Although all three topics were discussed in all counties, the focus of the conversation tended to vary depending on county size and location.

Challenges

Disjointed Communication

Communication was a primary discussion topic during County Director and Supervisor interviews in small counties. They cited a disconnection between Counties, Policy (CDHS/HCPF), and CBMS. In summary:

- Policy is too complicated.
- Policy is too voluminous.
- Policy implementation time is unrealistic.
- Lack of synchronization between policy implementation and systems' readiness results in confusion.

Of note, small counties identified instances where changes were described differently by these different groups prior to being released to CBMS. This sentiment was also shared by medium and large counties. Additionally, counties identified that they often have difficulty obtaining information from their counterparts at the state. Therefore, small counties often band together to discuss high priority issues relating to Policy or CBMS. Small counties shared information through both formal channels such as regional meetings, and also informal communication such as phone calls to neighboring counties. This has proven to be an effective method of information sharing. Although communication was also discussed during medium and large county interviews, it was most prominent in small counties.

Heavy Workload

Workload was identified as a high priority item in all counties, regardless of size, though was perhaps more prevalent in medium and large counties. Counties cited growing caseloads, CBMS defects, and changing regulations as the primary contributing factors to their workload issues. One small county noted that they hired temporary workers to assist them through the CBMS transition, and have extended the contract of those employees to continue to manage the county's workload.

Counties also expressed concern about workload distribution. Multiple counties we visited were reorganizing their employees' program responsibilities and the purpose of these efforts was to distribute the workload more equitably. Consequently, we sat with a number of workers who were not necessarily new to the office, but were learning new programs. In addition, some small counties we visited are experiencing backlog issues because they do not have the resources it takes to compensate existing workers for the hours required to process all of those backlogged cases.

Counties also expressed concern about unfunded mandates. This situation occurs when the state or federal government institutes new requirements without providing adequate funding to implement the change.

CBMS Functionality Concerns

CBMS was in (almost) all instances a primary discussion topic in medium and large counties. Counties suggested that the functionality needs improvement and commonly cited Case Assignment, EDBC and Client Correspondence as areas that frequently experience problems. Counties also expressed concern regarding the significant changes to the system that occur on an ongoing basis. Though solving one problem, "code fixes" often cause a previously functioning part of the system to break down when released into production. This often triggers the need for "workarounds" and creates additional workload. Counties explained that using paper-based processes provides backup documentation in the event that CBMS malfunctions. User error was also cited as a problem in several counties. Interestingly many relatively new employees noted that after they navigated the considerable CBMS learning curve, they actually liked the system. However, some counties noted that they are losing employees (both long and short term) due to frustration with the system.

Areas of Strength

Small County Strengths

Small counties' strength lies in customer interaction. Due to the "small town" culture in many of these counties, staff is able to develop strong relationships with their clients. For example, in Ouray County, time is dedicated to counseling clients and addressing their more personal and unique needs. Deep program knowledge is also a common strength in small county offices, and employees in these offices (including directors) wear many "hats."

Medium County Strengths

Though generally more specialized than small counties, the medium sized counties we visited all made efforts to provide one worker per client. In Fremont County, their office is divided into units that are specialized by case and program complexity. Consequently, even clients with the most complex cases are assigned to one worker. This builds consistency and reliability into the client experience. Fremont is also particularly aggressive at addressing backlog. When the state provides pending case reports on Monday, affected workers are expected to provide an update on the status of those cases by Thursday of the same week. In Cheyenne, clients are seen immediately by one of the three staff members or the director. Therefore, appointments are generally not necessary.

Large County Strengths

The most significant differences in business models were noted in large counties. Each county we visited developed its unique business model in an attempt to best serve their clients. Adams showed us their innovative custom IT solutions as a key area of strength. Documents are filed using an imaging program, and employees felt comfortable using this process. Their custom scheduling program provides a paperless, easy to use system of managing appointments for workers in all program and functional areas. Finally, Adams uses the Q-Matic queuing system to provide clients an assigned number at the "Start-here" desk. Simple document drop-offs and inquiries can generally be handled at the "Start-here" desk, and if the client is coming in for an AI, Intake or RRR appointment they are assigned a number. Once a client's number is called they are directed to a specifically numbered workstation to meet with the appropriate worker. Another large county with a key area of strength is Mesa County who prides itself on minimal client wait times, vowing that no client should wait more than 15 minutes before being seen by a worker.

4.2 Key Findings from Summary Survey

4.2.1 High Level Analysis of Summary Survey Results

Response Rate

- **1727 Responses/3107 Statewide County Human Services Employees – Response Rate of 56%**

Level of Experience

This question asked staff to rate themselves on their level of knowledge and ability to do their job. Most staff responded with a rating of "Very Good" which is the second highest rating. Staff offered comments on their self-ratings, and some of those comments are listed below.

1) Very Good (56%) –

- "While I still have a lot to learn about Human/Social Services Program regulations, and CBMS, my overall management experience, and ability to do my job is higher than my peers, some of whom also don't have substantial knowledge of program regulations and CBMS."
- "If I were to have marked excellent, I would not have any more to learn."
- "I am a fast learner and willing to accept new responsibilities to further my career."
- "I work well on my own, meet deadlines, know what needs to be done and can fill in for employees that are absent."

2) Excellent (29%) –

- "I always give 100% plus. I am a team player."
- "I have years of constant changes and historical perspective."
- "I have learned program areas and job responsibilities, as well as IT issues, and hold a managerial position."
- "I had 13 years of social work experience before I got here and I have a Masters degree in social work.
- I have worked three different programs, performed data entry, intake and on-going caseload work. I also am very proud of my knowledge of CBMS."

3) Fair (13%) –

- "I'm new to this position and still learning my role."

- "I feel I am doing better than my peers that started at the same time as me and I have been told this as well. But, I feel I got thrown into this job without any real direction or support. Not to mention the rules and guidelines change so frequently."

- "I do very well in the things that I do repetitively, but still need help in some areas where it might not be done every day."

- "I am new to the job."

4) Need Help (2%) –

a. "I've was promoted to a new position 3 months ago and still have quite a bit to learn"

b. "I'm very confident in my knowledge to perform my job duties and I work very hard along with all my peers. The work load is too much and very overwhelming. CBMS doesn't work properly despite what anybody says."

c. "I have never worked in Human Services before and everything is new and always changing."

d. "I am still in training and feel I have a lot to learn."

e. "I need some serious, on the job training as an IMT."

Summary Survey Results-Level of Experience

Based on your experience level listed above and comparing yourself with your peers, how would you rate your level of knowledge and your ability to do your job?

Excellent	504	29%
Very Good	952	56%
Fair	218	13%
Need Help	38	2%
Total	1712	100%

Figure 4.4: Summary Survey Results-Level of Experience

Factors Making Your Job Easier

The majority of staff indicated that their Co-Workers were the main factor making their job easier. This was followed by Supervisors/Management and Work Hours/Schedule. Some specific comments related to each response are listed below.

1) Co-Workers (74%) –

- "Our department is very team oriented. Everyone works together to provide the best services to clients."

- "My co workers are exceptional trainers, and had I not worked with them I would not know as much as I do."

- "My co-workers are always there when I have a question or when problems arise with a case."
- "You can always count on co-workers for support to help you get through a problem."

2) Supervisors/ Management (51%)

- "I have supportive supervisors and management team within our internal organization."
- "I appreciate the fact that my supervisor is able and willing to assist me with any complications that may occur on a drop of a dime."
- "A good working relationship with my supervisor and agency managers as well as the flexibility/space given to me has made it easier to do my job."
- "Management works with us to make sure we have the tools available to do our job."

3) Work Hours/Schedule (32%)

- "I enjoy the schedule flexibility."
- "Having a flexible schedule is a good thing."
- "I have a flexible schedule and see this as a nice benefit."
- "I enjoy having flex time because of my limited energy."

4) Technology (29%)

- "The computer programs that are available to us make research more efficient."
- "Most of all, having the ability to use fax and e-mail make my job much faster and easier."
- "I like all the manuals and procedures being online."
- "Computers make it easier to do repeated calculations, and store date for quick retrieval. Setting my own schedule allows me to worry less about my family as I work around their schedules/days off."

5) Working with the Public (18%)

- "I enjoy working with people"
- "Working w/public is always interesting."
- "I love to work with the public."

- "I get enjoyment from working with the public."

6) Other (16%)

- "I like having the ability to Partner internally and externally."
- "I enjoy the level of professionalism in my job."
- "My work ethic and dependability makes my job easier."
- "Good training always helps and makes things easier."

7) Workload (10%)

- "My workload is manageable and my co-workers are team players."
- "Workload is more evenly distributed in my office."
- "We have smaller caseloads that are more manageable."
- "The workload is light compared to what I'm used to."

Summary Survey Results-Factors Making Your Job Easier

In your experience, what factors have made your job **easier** to do? Why?

Co-Workers	1270	74%
Supervisors/Management	877	51%
Technology	500	29%
Work Hours/Schedule	550	32%
Working with the Public	304	18%
Workload	164	10%
Other, please specify View Responses	272	16%

Figure 4.5: Summary Survey Results-Factors Making Your Job Easier

Factors Making Your Job Harder

1. Workload (53%)

   - "Workload is by far the greatest obstacle in completing my work."
   - "A workload that is not manageable creates a poor work product."
   - "At times the amount of work required is more then 40 hours/week"
   - "There is not enough time in day to do all the work."

2. Technology (46%)

   - "CBMS is still not up to acceptable standards."
   - "In the IT area we need more advanced and up to date computer systems that work more efficiently and faster in order to serve our clients."
   - "CBMS constant changes do not help to get ahead."
   - "Although CBMS is supposed to be a system that relieves and makes one's job easier there are a lot of kinks in the system and procedures that are much more complicated than they have to be."

3. Supervisors/Management (25%)

   - "Supervisors don't communicate very well."
   - "My supervisor delegates her work to the online staff."
   - "The supervision/management has been changing and we currently have a supervisor who doesn't know much about our field."
   - "There is a lack of leadership and management for cohesiveness within."

4. Other (23%)

   - "State and Federal Policies and inadequate funding make the job more difficult."
   - "CBMS makes the job more difficult."
   - "Changes in policy and procedures."
   - "Lack of training."

5. Working with the Public (13%)

- "Clients turn paperwork/verifications in late or incomplete."
- "Sometimes the public can be very difficult."
- "Working with the public can often be very challenging."
- "Working with the public is sometimes hard."

6. Co-Workers (12%)

- "Some co-workers are a distraction."
- "I have some co-workers that are very, very incompetent."
- "Some co-workers are difficult to work with."
- "Negativity in our work environment from a few co-workers makes it harder to experience change and accept new ideas."

7. Work Hours/Schedule (7%)

- "You can only do what you can in 8 hours."
- "It is hard to ask for time off with the work schedule."

Summary Survey Results-Factors Making Your Job Harder

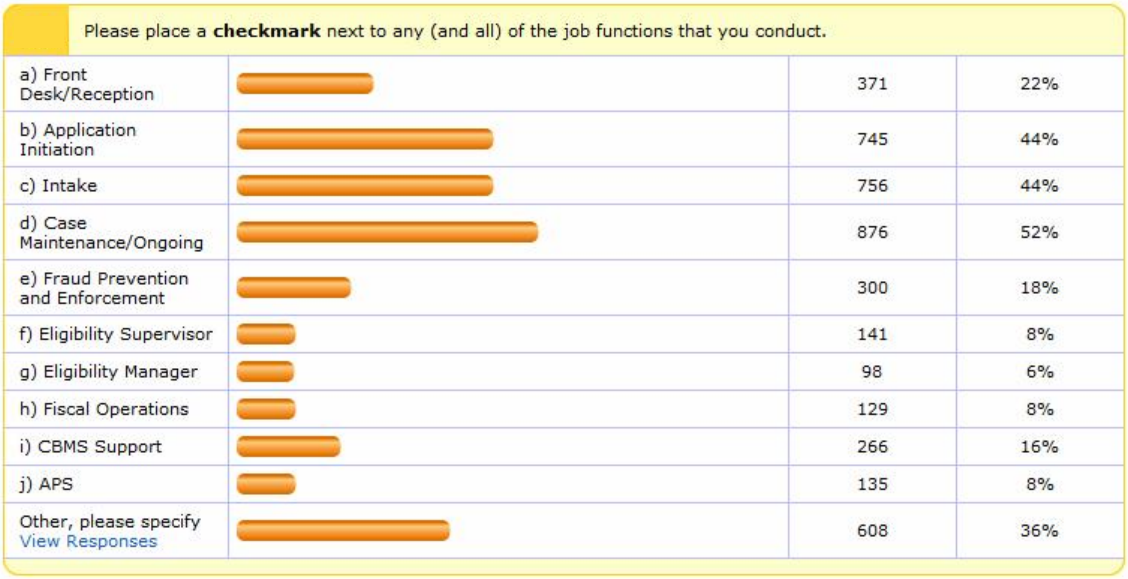
Figure 4.6: Summary Survey Results-Factors Making Your Job Harder

Work Function

The results of this question correlate very strongly to the Field Observations and Detailed Survey. These other data collection methods showed that the three largest work functions conducted by county Administration staff are Ongoing/Case Maintenance, Application Initiation, and Intake. These are the three main components associated with maintaining existing cases and opening new cases. It makes sense that Ongoing/Case Maintenance is a bit higher than Intake/AI. Since there are

more tasks associated with Ongoing/Case Maintenance, it is expected that more survey respondents would select this option.

Summary Survey Results- Work Function



Please place a **checkmark** next to any (and all) of the job functions that you conduct.

a) Front Desk/Reception	371	22%
b) Application Initiation	745	44%
c) Intake	756	44%
d) Case Maintenance/Ongoing	876	52%
e) Fraud Prevention and Enforcement	300	18%
f) Eligibility Supervisor	141	8%
g) Eligibility Manager	98	6%
h) Fiscal Operations	129	8%
i) CBMS Support	266	16%
j) APS	135	8%
Other, please specify View Responses	608	36%

Figure 4.7: Summary Survey Results- Work Function

Business Model Continuum

The answers to the first Business Model Continuum question again correlate strongly with Field Observations. The majority of staff indicated that they are specialized by Program Area. Large and medium Counties using either a Hybrid Model (Program Specialist/Functional Generalist) or a Specialist Model (Program Specialist/Functional Specialist) would have fallen in the majority indicating Specialist by Program Area (44%), and small counties using the Hybrid (Program Generalist/Functional Specialist) or Generalists (Program Generalist/Functional Generalist) would have fallen in the second category Generalists by Program Area (36%).

The majority of respondents also identified that, in their office, are Generalists by Function (45%) versus Specialist by Function (39%). This too correlates strongly to Field Observations which show that the majority of Small to Medium counties is Generalists by Function. Generally, Large Counties are the only category that is Specialist by Function (39%).

Summary Survey Results-Business Model Continuum

Are the Eligibility (Technician) staff in your office:		
Specialists by Program Area (Example: One unit does Food Stamps Only, One unit does TANF, FS, Medicaid, etc.)	739	44%
Generalists by Program Area (Example: Staff work on all programs)	599	36%
Not Applicable	219	13%
Other, please specify: View Responses	287	17%

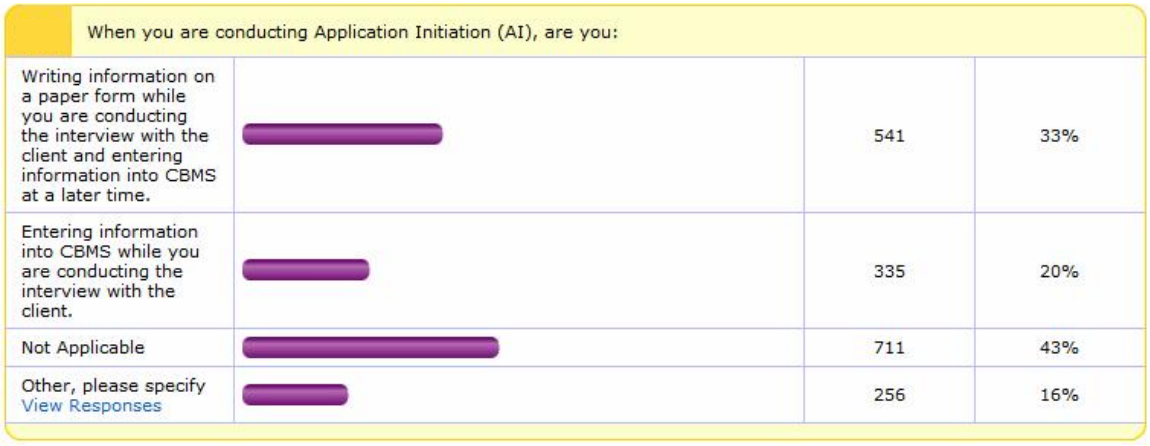
Are the Eligibility (Technician) staff in your office:		
Specialists by function (Example: Intake Only Units, Ongoing Only Units)	650	39%
Generalists by function (Example: Eligibility staff do Intake and Ongoing functions)	751	45%
Not Applicable	236	14%
Other, please specify View Responses	130	8%

Figure 4.8: Summary Survey Results-Business Model Continuum

AI – Paper/Paperless

The majority (33%) of staff (excluding "N/A" and "Other") stated that AI is first done on a paper form before being entered into CBMS. A smaller group (20%) indicated that AI was being entered into CBMS in real-time. The large number of staff who answered "N/A" or "Other" were ancillary/indirect staff who did not know the answer. These answers match what we saw in Field Observations, where most counties were completing some kind of paper form before completing the Application Initiation (AI) process in CBMS.

Summary Survey Results-AI – Paper/Paperless



When you are conducting Application Initiation (AI), are you:

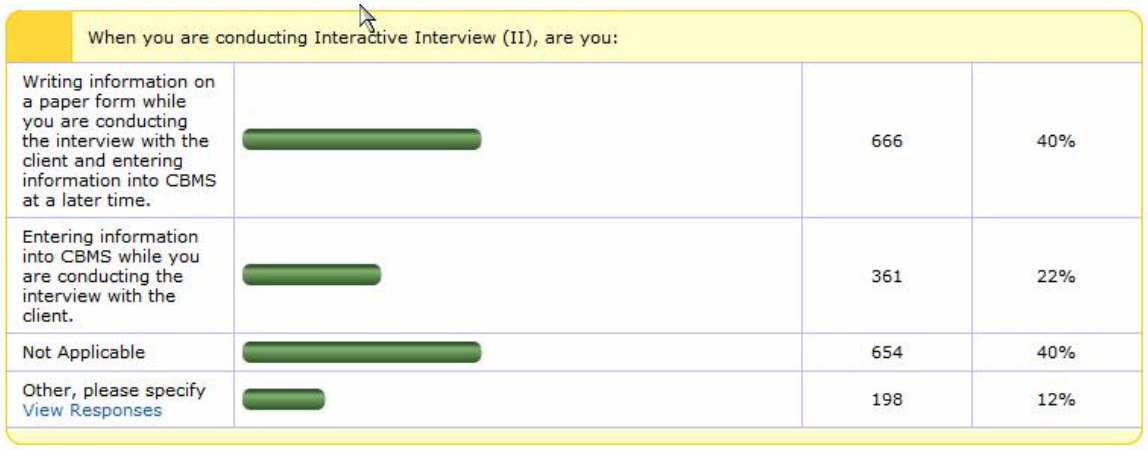
Writing information on a paper form while you are conducting the interview with the client and entering information into CBMS at a later time.	541	33%
Entering information into CBMS while you are conducting the interview with the client.	335	20%
Not Applicable	711	43%
Other, please specify View Responses	256	16%

Figure 4.9: Summary Survey Results-AI – Paper/Paperless

II – Paper/Paperless

The majority (40%) of staff (excluding "N/A" and "Other") stated that II is first done on a paper form before being entered into CBMS. A smaller group (22%) indicated that AI was being entered into CBMS in real-time. The large number of staff who answered "N/A" or "Other" were ancillary/indirect staff who did not know the answer. These answers match what we saw in Field Observations, where most counties were completing some kind of paper form before completing the Interactive Interview (II) process in CBMS.

Summary Survey Results-II – Paper/Paperless



When you are conducting Interactive Interview (II), are you:

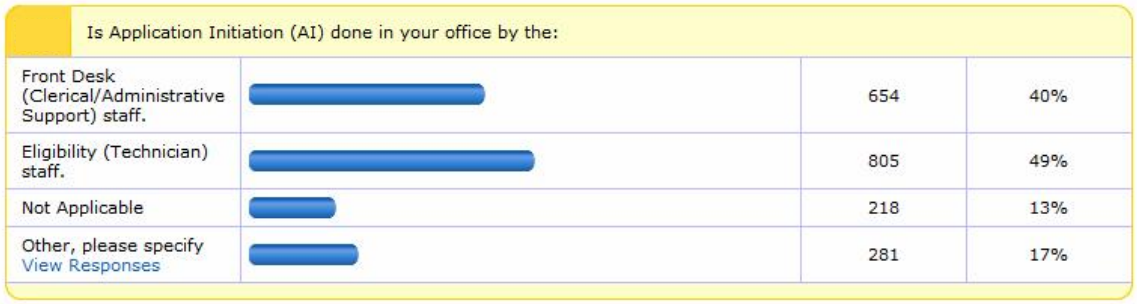
Writing information on a paper form while you are conducting the interview with the client and entering information into CBMS at a later time.	666	40%
Entering information into CBMS while you are conducting the interview with the client.	361	22%
Not Applicable	654	40%
Other, please specify View Responses	198	12%

Figure 4.10: Summary Survey Results-II – Paper/Paperless

AI – Clerical or Eligibility Staff

49% of staff indicated Application Initiation (AI) as an eligibility function, and 40% indicated it as a clerical function. This is comparable to what we saw in Field Observations, where many small and medium counties had workers doing their own AIs, and larger medium and large counties had other clerical or support staff completing AI.

Summary Survey Results-AI – Clerical or Eligibility Staff



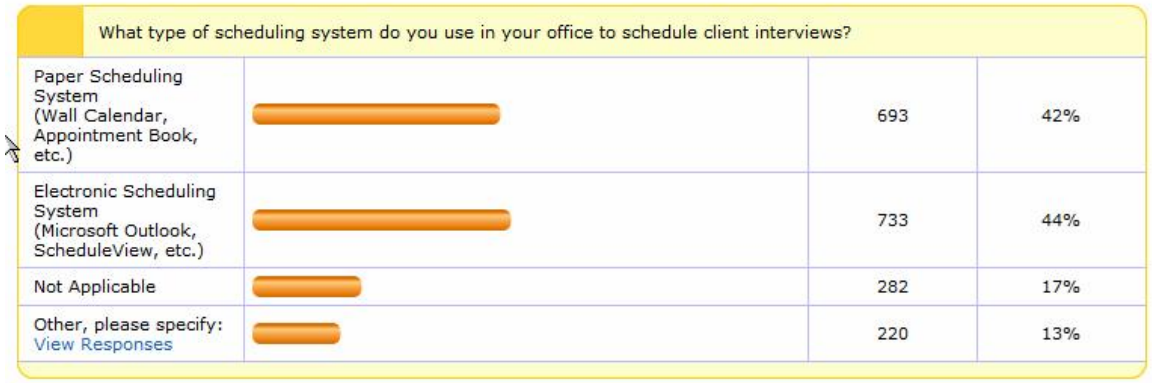
Is Application Initiation (AI) done in your office by the:		
Front Desk (Clerical/Administrative Support) staff.	654	40%
Eligibility (Technician) staff.	805	49%
Not Applicable	218	13%
Other, please specify View Responses	281	17%

Figure 4.11: Summary Survey Results-AI – Clerical or Eligibility Staff

Scheduling – Electronic or Paper

44% of staff indicated that they used electronic scheduling, and 42% of staff indicated that they use paper scheduling. This, again, is very comparable to what we saw in Field Observations, with about half of counties (generally medium to large) using electronic scheduling and half of counties (generally small to medium) using paper scheduling.

Summary Survey Results-Scheduling – Electronic or Paper



What type of scheduling system do you use in your office to schedule client interviews?		
Paper Scheduling System (Wall Calendar, Appointment Book, etc.)	693	42%
Electronic Scheduling System (Microsoft Outlook, ScheduleView, etc.)	733	44%
Not Applicable	282	17%
Other, please specify: View Responses	220	13%

Figure 4.12: Summary Survey Results-Scheduling – Electronic or Paper

4.3 Our Interpretation of Field Observations and Summary Survey Results

One key trend from the Detailed Survey is that processing times in smaller counties are higher than larger counties (see Table 1.5). We believe this fact is due to certain choices that counties are making, and also extenuating circumstance, and we do not view this as a structural or business model problem. The fact that smaller counties tend to be more Generalist and larger counties tend to be more Specialist, is not the cause for the disparity in processing time. Instead the differences come as a result of counties' varying priorities and constraints.

In Field Observations, we found that, although smaller counties are aware of performance and efficiency metrics, their primary focus is attending to clients' unique needs and fostering personal interaction. Smaller counties' lower per-capita workload allows them to focus more on client interaction rather than constantly streamlining processes. Smaller counties do not have as large of a workload and dedicate more concentrated attention to clients' unique needs, which explains the higher activity times. Smaller counties could benefit by adopting some of the positive aspects seen in larger counties and creating calculated process efficiencies, without completely overhauling the way they operate. Specifically, we believe that smaller counties could benefit from improved Change Management, Communications and Training which tend to be more accessible in larger counties. Consequently, smaller counties would be able to maintain their generalist customer-centric model, and in parallel improve efficiency.

We found much different challenges in larger counties. Although, larger counties are committed to providing quality customer service, they are much more aware of metrics and process efficiency than smaller counties and hence focus on maximizing these elements. The higher per-capita workload in larger counties necessitates a certain degree of specialization and requires that processes are continually improved. Although specialization offers clear benefits to larger counties, other benefits can be realized by centralizing more routine tasks. Since workers generally have large caseloads, they spend an inordinate amount of time on ad-hoc case-related functions. As reflected in Table 3.15, 37% of a staff person's workload is spent on Case Related Activities such as case reviews and changes in client circumstances. Couple that with 17% of workload resulting from Client Communications and Information such as phone calls and noticing, and 55% (37%+17%) of a worker's time is spent on ad-hoc case activities. This may be a contributing factor to backlog and overdue processing of RRRs, Claims and Intakes. By creating a unit of centralized staff to handle aspects of client communication and ad-hoc case maintenance, workload can be re-balanced and eligibility staff can be freed up to focus on more core responsibilities such as Intake and RRR, providing a significant opportunity to reduce backlog and provide more personal client service. Another way of re-distributing workload that would benefit larger counties includes providing alternative methods of client access to benefit information and ability for clients to self-serve for things such as minor case updates, viewing benefits and submitting applications. This too would significantly reduce workers' ad-hoc case related workload. Once larger counties are able to reduce their workload to a more manageable level, they will be able to adopt a more customer-centric focus as seen in smaller counties.

In section 4.4 we describe specific solution options to build upon existing strengths and improve areas of need, and describe our recommended timeline for implementation of the solution options.

4.4 Trends in Human Services Modernization

4.4.1 Overview

In this section, the team identified selected modernization strategies that effectively align with some of the challenges identified above. As these solution options are considered, and as various options are implemented, the state and counties move closer to aligning itself with its vision of integrated service delivery. We have divided this section into three key areas of modernization considerations: 1) Technology 2) Process and 3) People. Each solution option describe therein provides an assessment of the impact the changes will make to county offices and describes their benefits.

Technology

Within the Counties, technology is used to process cases, run reports, monitor operations, document compliance, store information, communicate with others within the organization, and to communicate with others outside of the organization. The systems in place throughout the counties are inextricably linked to an employee's ability to perform his or her job.

Technology is a key enabler in streamlining and improving business operations and customer service. By implementing innovative technologies while maximizing the effective use of existing technologies, significant improvements are still possible.

Operations/Service Delivery

Operations/Service Delivery refers to the daily tasks and activities associated with the administration of social benefits to disenfranchised citizens. It is the cohesive collection of responsibilities that are primarily performed by county staff and administrators to provide clients, and their community partners, with consistent, accurate, and appropriate access to human services benefits and support. Service delivery is measured by a county's ability to provide clients with timely access to information as well as benefits in a manner that is respectful of cultural and lifestyle differences.

People

Staff/Customer Care is a multifaceted concept. In a county, Staff/Customer Care includes providing adequate attention, support , guidance and information to staff balance with timely, accurate and compassionate delivery of benefits to those most vulnerable. This delivery depends, in part, on an understanding of the complex issues that trigger 'people issues' and high yield ways to effectively reduce the stress and frustration often found in human services

Core Components of Human Services Modernization

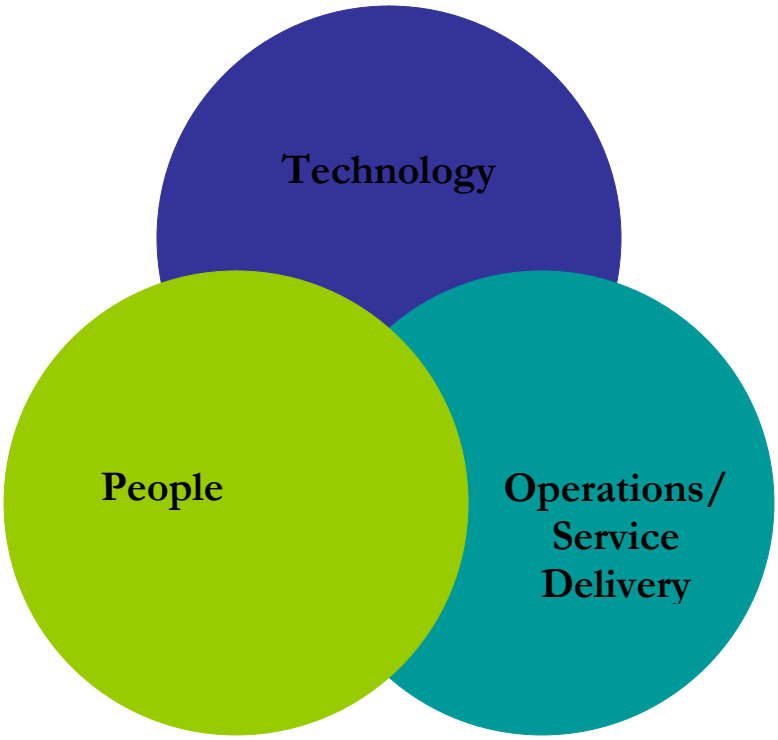


Figure 4.13: Core Components of Human Services Modernization

Technology

Web-Enabled Access	1) Provider Access - Provider Information Update - Client Participation, Tracking, Compliance 2) Community Partners Access - Assisted Screening - Assisted Application - Outreach 3) Client Access - View Case Information - Update Case Information - Online Application
CBMS Enhancements	4) Increased Automation of CBMS 5) Improvements to Existing CBMS Sub-Systems 6) Additional CBMS Subsystems

Operations/Service Delivery

Communication/Change Management	7) Project Management 8) Help Desk (IT Service Management) 9) Change Management (Tracking Change Requests, Bug Fixes, Release Notes) 10) Strategic Communications, and Training
Governance	11) IT Program Management Office 12) Policy Program Management Office 13) Subcommittee Structure involving both Executive Groups

People

Business Model	14) Role Re-Definition 15) Business Model Re-Design
Customer Service Center	16) Centralized Statewide Customer Service Center for General Questions/Inquiries

How did we define this list of Solution Options?

Throughout the Detailed Survey, Field Observations, and Summary Survey, County Staff identified key areas for modernization. The information from county stakeholders during Field Observations and the results of the Summary Survey had strong correlations expressed by County Stakeholders. Figure 4.13 – Areas for Improvement reflects the general feedback of County Staff related to areas of change or improvement:

Summary Survey Result-Areas for Improvement

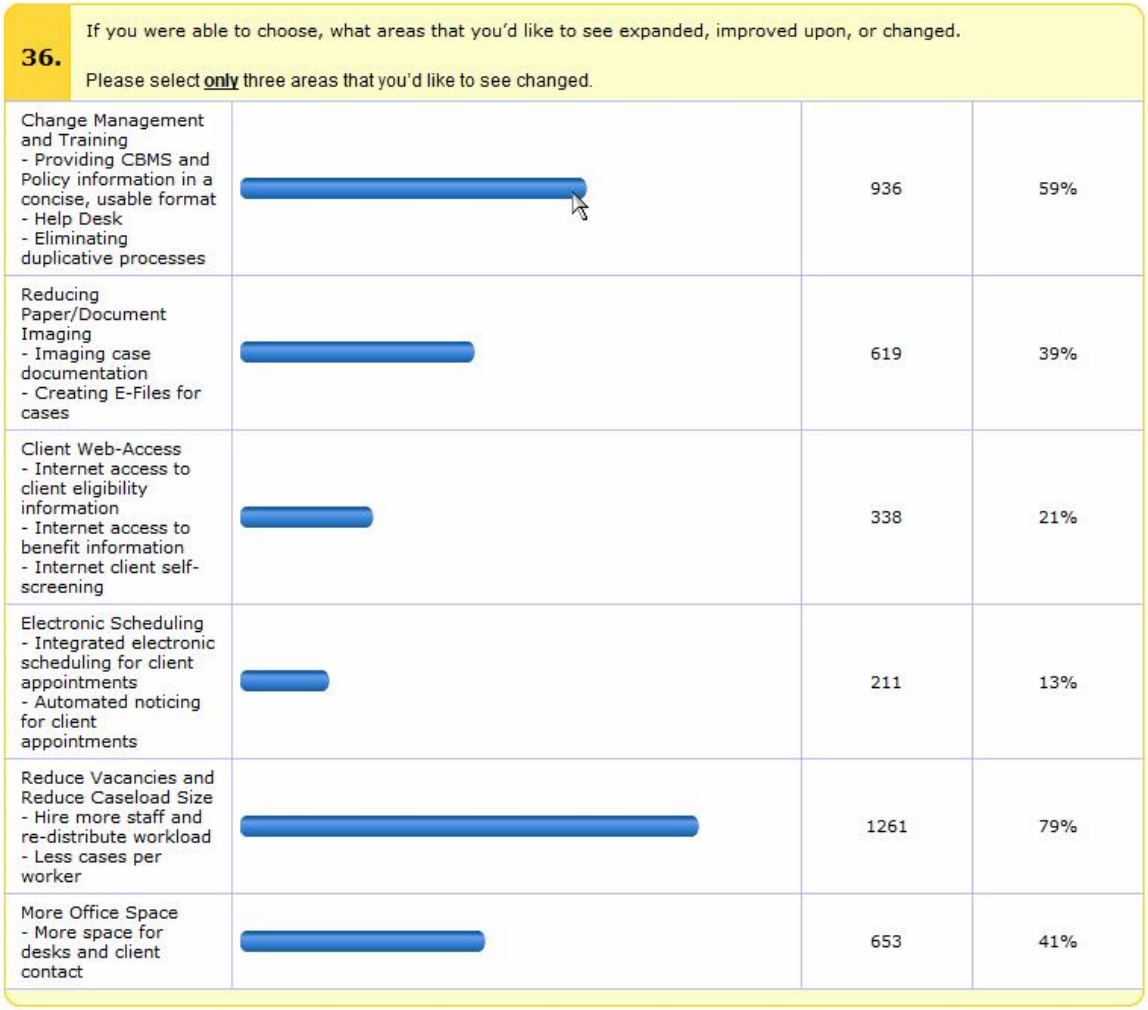


Figure 4.14: Summary Survey Result-Areas for Improvement

As noted, Workload and Change Management and Training were identified by the majority of County Stakeholders. Reducing Paper/Imaging and More Office Space also had very strong response rates.

4.4.2 Technology Options

In this section we will discuss some innovative technology being used by other states to modernize service delivery and provide some options for Colorado to enhance existing technology and implement new technology to meet the State and Counties' unique needs. By improving existing technologies and developing new technologies, the State and Counties' can increase outreach, encourage self-service, and de-centralize workload. The Technology Solution Options that we will be discussing are as follows:

1) Web Enabled Access

2) Integrated Eligibility Enhancements

3) Change Center

Web-Enabled Access

High-Level Summary

What is it?	Web Enabled Access includes three main components for different stakeholder groups. Provider Access makes allows providers to self-serve and make their own provider updates, as well as track and monitor client participation and compliance. Community Partner Access allows community groups who interface with Human Services to screen and refer clients, as well as complete portions of the application process. Finally, client access allows clients to self-serve by looking up their benefit information and updating case information much like an online banking system.
Who is it relevant to?	State and Counties
Why it is relevant?	Although an initiative such as Web-Enabled Access would have to be sponsored at the state level, the benefits would apply to both the Sate and Counties.

Detailed Description

Client Access

Web-Enabled Access makes ease-of-use priority, intentionally making use of white space, customizing references to "Suzy's income" rather than "Person 1's income", using simple language (4th grade level), and use of familiar icons and pictures. Clients can complete eligibility screening within 15 minutes and can apply for benefits within 30 to 45 minutes. Optional account creation allows user to save and complete the application at a later time. Pages and questions are intelligently scheduled based on programs requested and demographics. Progress bar and intelligent left navigation menu provide status of the user's progress through the application or screening process. Pages provide flexibility to leave questions unanswered while a "completeness check" strongly encourages users to submit completed applications. Filing date applications are permitted, wherein the user submits a minimum amount data to get their request for benefits. The minimum data requirements for this include: Program Requests, First Name, Last Name, County and Street Address. Clients can electronically sign and submit their application in real time to their local agency. The submission process provides clients with an application number for reference and a printable version of the application after submission.

Provider Access
Providers are offered similar benefits as clients with Web-Enabled Access. They can apply to be providers and manage their provider information once they are registered as providers.

Applicability to Colorado

The use of web-based solutions for Human/Social Services have been used by many states as a way to encourage self-service, yield cost savings and reduce workload. Based on the results of the ABC Model, 17% of the cost associated with County Administration was attributed to the Intake Process (including AI, II, and EDBC, Wrap-Up and Authorization). An additional 17% of the cost of County Administration was attributed to Client Communication (including phone calls regarding case specifics and answering general eligibility questions.)

Value Potential Analysis

The table below is used to analyze where value is being added by each solution option. Furthermore, it describes the individual value potential for both the State and the County. Some of these options: 1) Add value at the county-level and state-level, and some of the solutions 2) Add value only at a county-level. The Impact analysis will indicate which of these three scenarios is true for each solution option.

Value Proposition / Stakeholder Group	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
County					• Clients and Providers will have easier access to services • Less "busy work" for eligibility staff • Less "real" work for eligibility staff.

Value Proposition / Stakeholder Group	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
State					• By lessening the workload burden on counties, web-access can also create efficiencies for shared state and county processes. • In implementing a web-solution, the state will greatly improve their client service to the counties.

Table 4.2

High-Level Impact Analysis

This table describes the impact of implementing the described solution option on a process-by-process basis. The X-Axis contains the Value Proposition Criteria (Optimized Staffing Model, Streamlined Business Processes, Reduced Workload/Increased Productivity, Improved Client Service) and the Y-Axis contains Work Functions. The Impact analysis will give the potential impact that the solution option will have on each specific Work Function. By looking at all processes and potential impact for each Work Function, one can derive the Cost-Benefit of implementing such a solution.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Intake (Intake Complete, Failed AI, Failed II)					• Eligibility Staff will handle fewer intake cases. • Creates a parallel intake self-service process. • Workers will handle fewer face-to-face intakes. • Enables clients to self-serve will give them more control over their case, resolve transportation issues and expand access.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Case Related Activities (Case Review, Seeking and Receiving Assistance, Processing Client Change in Circumstances, Alerts)					• Clients will be able to make ad-hoc case updates. • Workers will receive less single case update calls from clients.
Client Communication and Information (Making and Returning Phone Calls, Ad-Hoc Communication, Manual Noticing)					• Clients will have on-demand inquiry access. • Clients will be able to validate notices that they receive.
Non-Case Related Administrative Activities (Administrative Tasks, Meetings, Breaks, Training, Reports Management, Policy Review)					• Web-Enabled Access is not applicable to this Work Function.
RRRs and Periodic Reporting					• Web-Enabled Access is not applicable to this Work Function.
Claims					• Web-Enabled Access is not applicable to this Work Function.
Management Activities (Personnel Management, Counseling, Office Operations)					• Web-Enabled Access is not applicable to this Work Function.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Other (Travel, Referrals, Appeals and Hearings, Inter-County Transfers, APS-specific, EBT Card Embossing)	◯	◯	◯	◯	• Web-Enabled Access is not applicable to this Work Function..

Table 4.3

Other State Implementations

State	Brief Description	Benefit to Colorado
Pennsylvania COMPASS/ Massachusetts IE&R	COMPASS is a Web-Enabled solution first implemented in Pennsylvania and then for the Commonwealth of Massachusetts. It includes tools include a common intake application, a disability assessment tool, a self-screening tool, a catalog of services, an application inbox, and a resource locator and are referred to as the Intake, Eligibility and Referral (IE&R) system. The online application is a single, online data collection form for registered providers as well as residents of Massachusetts.	The COMPASS solution would provide clients and providers the option of on-demand self-service and has high potential to re-distribute workload, while improving customer service. Web-access would also address some of the geographical challenges that counties face. In Field Observations, many counties expressed that their clients have difficulty obtaining transportation to county offices. Web-Enabled access would provide another way of applying for benefits or making changes to a case. Additionally, workers can minimize the necessary interactions with providers. Providers will be able to apply (to register as a provider) online, and will also be able to make online updates to their provider information. Wisconsin ACCESS offers similar benefits as COMPASS and IE&R, and all three solutions have user-friendliness and intuitive navigation as core benefits.
Wisconsin ACCESS	Wisconsin ACCESS is another Web-Enabled application that allows clients to see if they are eligible (screening), check benefits, apply for benefits and report changes.	

Integrated Eligibility Enhancements

High-Level Summary

What is it?	There are many technologies including Appointment Scheduling, Case Assignment and Electronic Case File (File Imaging) that can be implemented to improve the way core eligibility functions are conducted.
Who is it relevant to?	State and Counties
Why it is relevant?	By augmenting and integrating core technologies, the State and Counties will benefit through increased efficiencies, reduced workload and lower errors.

Detailed Description

Integrated Eligibility Upgrades and Improvements

Our recommendations for core technologies are based on reports from State and County stakeholders and our knowledge of the Integrated Eligibility systems. Electronic Scheduling and Noticing can be integrated and eliminate many manual scheduling and noticing workloads. Case Assignment would allow for better tracking, assignment and distribution of cases. Finally, Imaging would allow the State and Counties to move towards a truly paperless system by being able to image all case documentation and view case documents online. All of these solution options offer a different set of benefits. Rather than looking for a one "fix all" solution, the State and Counties should view Human Services Modernization as a holistic shift in thinking what can be accomplished through multiple means.

Applicability to Colorado

All the technologies described above address a different need for Colorado. Electronic Scheduling will eliminate much of the administrative work that technicians are currently doing. According to the ABC Model, 9% of the cost associated with County Administration is associated with Administrative Activities such as noticing and scheduling for client appointments. By automating these processes and eliminating duplicate and disjointed business practices, there is substantial opportunity for time and cost savings. Case assignment is another activity that is currently unwieldy in Colorado. It is not easy or intuitive to assign, manage or move individual cases or whole caseloads. This is another source of inefficiency and unnecessary administrative tasks. Finally, the creation of Electronic Case Files is a third means of reducing the time and cost of administrative tasks. By imaging case files you improve accessibility to client information by centralizing this information and putting it online. Although this task requires a significant time and resource commitment to implement, it can yield significant benefits. Once implemented, all client case information is available on-demand, without having to locate a paper case file.

Value Potential Analysis

The table below is used to analyze where value is being added by each solution option. Furthermore, it describes the individual value potential for both the State and the County. Some of these options: 1) Add value at the county-level and state-level, and some of the solutions 2) Add value only at a county-level. The Impact analysis will indicate which of these three scenarios is true for each solution option.

Not Applicable	*Some Potential*	*Moderate Potential*	*High Potential*	*Very High Potential*
				

Value Proposition / Stakeholder Group	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
County					• Improving and further augmenting Integrated Eligibility functions will allow counties to make holistic business improvements.
State					• Improving and further augmenting Integrated Eligibility functions would demonstrate a high level of commitment by the state, help quell discontent in the counties, and minimize county push-back.

Table 4.4

High-Level Impact Analysis

This table describes the impact of implementing the described solution option on a process-by-process basis. The X-Axis contains the Value Proposition Criteria (Optimized Staffing Model, Streamlined Business Processes, Reduced Workload/Increased Productivity, Improved Client Service) and the Y-Axis contains Work Functions. The impact analysis will provide the potential impact that the solution option will have on each specific Work Function. By looking at all processes and potential impact for each Work Function, one can derive the Cost-Benefit of implementing such a solution.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Intake (Intake Complete, Failed AI, Failed II)					• Electronic Scheduling Module will automatically close cases when clients miss their interview, eliminate manual scheduling, integrate scheduling all client interviews and hence eliminate the need for disparate methods of scheduling. • Case Assignment will allow for automated and equitable distribution of new cases. • Imaging will allow all case information to be put online once the case is authorized.
Case Related Activities (Case Review, Seeking and Receiving Assistance, Processing Client Change in Circumstances, Alerts)					• Case Assignment will allow for the seamless movements of caseloads and caseload re-balancing
Client Communication and Information (Making and Returning Phone Calls, Ad-Hoc Communication, Manual Noticing)					• Electronic Scheduling will automate many aspects of noticing.
Non-Case Related Administrative Activities (Administrative Tasks, Meetings, Breaks, Training, Reports Management, Policy Review)					• Imaging will eliminate the risk of lost paper case folders and provide more controls over the access to case information. • Imaging will save administrative time associated with locating a paper case folder.
RRRs and Periodic Reporting					• Integrated Eligibility Enhancements are not applicable to this Work Function.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Claims	○	○	○	○	• Integrated Eligibility Enhancements are not applicable to this Work Function.
Management Activities (Personnel Management, Counseling, Office Operations)	○	◔	◑	○	• Case Assignment will allow for caseload re-balancing and re-distribution of work.
Other (Travel, Referrals, Appeals and Hearings, Inter-County Transfers, APS-specific, EBT Card Embossing)	○	○	○	○	• Integrated Eligibility Enhancements are not applicable to this Work Function.

Table 4.5

Other State Implementations

State	Brief Description	Benefit to Colorado
California Electronic Scheduling	The Appointment Scheduling module for the CalWIN system is an integrated scheduling module that not only provides all users a means of scheduling and managing all client appointments, but it also enhances existing functionalities such as EDBC and Client Correspondence.	Colorado would greatly benefit from the increased EDBC and Client Correspondence automation associated with Appointment Scheduling. Every time an appointment is scheduled a pre-populated appointment letter is printed (either online or in batch). This reduces the administrative work associated of generating a manual appointment letter. EDBC will also be impacted by the implementation of Appointment Scheduling. Once an appointment is scheduled, the system tracks appointment status and takes action accordingly. If a client misses their Intake/RRR appointment, the system will automatically close the case, and send a notice. This eliminates the need for workers to manually Cancel/Withdraw/Deny these cases and create the discontinuance notice.
California Case Assignment	The Case Assignment module for the CalWIN system allows counties to customize the way they managed their cases. This included assigning caseload access rights based on profile, automated or manual case assignment, caseload balancing, and transfer of any one case or caseload within the county.	Case Assignment would reduce administrative workload and error associated with the management and assignment of cases. It would allow users to maintain more control of case and caseload movement or automate case assignment and balancing based on county preference.

Wisconsin Electronic Case File (ECF)	The ECF solution allows for creation of an electronic case file which is stored either in an online database or on a County's intranet. Every active/inactive case would have its own file containing a "scanned" version of Statement of Facts, Verifications and any other paper forms associated with a case. The solution provides easy and broad access to client case information.	Case Workers • Create an electronic case file that could be easily accessed and shared among workers while still maintaining the confidentiality and privacy of client info • Clean-up and update case files to ensure they contain appropriate and current information • Standardize case file content across locations State and County Management • Improve the Food Stamp error rate by ensuring all required documents can be easily found • Improve payment accuracy for all programs of Public Assistance • Ease in sharing information across offices for QC and case transfers Clients (Recipients) • Improve customer service by making the documents easily available and shared among workers administering different programs

Customer Contact Center

High-Level Summary

What is it?	Customer service center for answering questions, providing case information, and doing limited eligibility tasks.
Who is it relevant to?	State and County
Why it is relevant?	A Customer Contact Center can be used to reduce workload for counties and reduce costs for the state.

Detailed Description

The development and implementation of a Customer Contact Center could be considered as a means to alleviate routine district office staff work and offer an alternative avenue to serve clients - most notably by giving clients a choice in how they interact with a Human Services agency. Depending on its structure and function, a Customer Contact Center could also provide expanded hours of access by using automated information message and ideally Interactive Voice Recognition (IVR) telephony system and could enable clients to help themselves by accessing information from self-service menus. The staff of the Customer Contact Center could support the County/State eligibility staff by helping to address questions and perform routine case actions. It will be important to empower Customer Contact Center staff to deliver better service by giving them the right tools, processes, and information to help the client every time. The establishment of a Customer Contact Center can

alleviate significant administrative workload such as case inquiry, client initiated case changes, and requests for information. Key benefits include the following,

- Reducing foot traffic in waiting rooms, volume of telephone calls disrupting eligibility technicians, voicemail, and return phone calls.
- Providing a safe alternative for clients who cannot arrange for convenient transportation to their county office.
- Providing services to clients that do not speak English.
- Reporting case change information will be easier and timely for working clients.
- Providing assurance to clients, through tracking confirmation, that their information was received.
- Enabling a client to reach a "live" person – eliminating the need to leave voice messages and wait for returned calls.
- Planning for fewer interruptions in work flow for eligibility workers which will result in increased accuracy.
- Increasing clients' willingness to report changes because there is a simpler process in place.

Applicability to Colorado

Based on results from the ABC Model, 17% of the Counties' County Administration costs are expended on Client Communications and Information, which includes making, receiving and returning phone calls. This cost rivals the amount of cost associated with core functions such as Intake (17%) and constitutes 5% cost more than RRR (12%). By implementing a Customer Contact Center, the State/Counties could significantly re-balance the workload in counties and allow staff to focus more of their energy on core functions, rather than ad-hoc communications.

Value Potential Analysis

The table below is used to analyze where value is being added by each solution option. Furthermore, it describes the individual value potential for both the State and the County. Some of these options: 1) Add value at the county-level and state-level, and some of the solutions 2) Add value only at a county-level. The Impact analysis will indicate which of these three scenarios is true for each solution option.

Not Applicable	*Some Potential*	*Moderate Potential*	*High Potential*	*Very High Potential*
				

Value Proposition / Stakeholder Group	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
County					• Less ad-hoc phone calls, answering questions, providing information. • More focus on core functions such as Intake and Ongoing.
State					• State provides centralized customer service for the Counties.

Table 4.6

High-Level Impact Analysis

This table describes the impact of implementing the described solution option on a process-by-process basis. The X-Axis contains the Value Proposition Criteria (Optimized Staffing Model, Streamlined Business Processes, Reduced Workload/Increased Productivity, Improved Client Service) and the Y-Axis contains Work Functions. The Harvey Balls will give the potential impact that the solution option will have on each specific Work Function. By looking at all processes and potential impact for each Work Function, one can derive the Cost-Benefit of implementing such a solution.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Intake (Intake Complete, Failed AI, Failed II)					• Clients will be better informed when they come in for Intake.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Case Related Activities (Case Review, Seeking and Receiving Assistance, Processing Client Change in Circumstances, Alerts)	○	○	◔	◔	• Center will be able to perform some of the routine case updates, reviews for eligibility staff. • Clients will be able to report changes without waiting for their worker.
Client Communication and Information (Making and Returning Phone Calls, Ad-Hoc Communication, Manual Noticing)	●	●	●	●	• Clients will have 24-hour access to information. • Clients will not have to depend on notices and sporadic contact with their worker.
Non-Case Related Administrative Activities (Administrative Tasks, Meetings, Breaks, Training, Reports Management, Policy Review)	○	◔	◑	○	• Clients can call the Center to inquire on Policy Information.
RRRs and Periodic Reporting	○	○	○	○	• Center will likely have little to no impact on this Work Function.
Claims	○	○	○	○	• Center will likely have little to no impact on this Work Function.
Management Activities (Personnel Management, Counseling, Office Operations)	○	○	○	○	• Center will likely have little to no impact on this Work Function.
Other (Travel, Referrals, Appeals and Hearings, Inter-County Transfers, APS-specific, EBT Card Embossing)	○	○	○	○	• Center will likely have little to no impact on this Work Function.

Table 4.7

Other State Implementations

State	Brief Description	Benefit to Colorado
Pennsylvania, West Virginia, Florida Customer Contact Center	Customer Contact Centers were implemented in Pennsylvania, West Virginia and Florida as a means of centralizing certain customer service functions and offloading some more routine and time consuming tasks from their eligibility staff. It was also used as a communication hub for policy and systems information.	States have recognized over the years the importance of effective stakeholder communications throughout the lifecycle of a system implementation. In implementing a Customer Contact Center the State will • Build effective communications networks so information is disseminated accurately, effectively, clearly and to the right audiences • Work with advocacy groups to let them know of high priority regulatory and system changes. • Establishment of advisory committees to provide a forum for discussion, negotiation, guidance and change.

4.4.3 Operations/Service Delivery Options

Communication/Change Management

High-Level Summary

What is it?	Improve the way change items are being managed at the CBMS Project-Level as well as in the Counties
Who is it relevant to?	State and Counties
Why it is relevant?	By vetting change communications at the state and county level, confusion, mistakes and lack of productivity can be minimized.

Detailed Description

The State and Counties can develop a comprehensive framework for dealing with maintenance and operations of the CBMS system. This is done through the use of tools, templates, and methodologies used for managing and communicating change, including but not limited to, help desk plans, communications templates, work plans, and change request databases. In turn, key staff learn how to summarize and communicate system changes, resolve and/or escalate system problems, and continually improve processes using efficient standardized methods. By more effectively managing and communicating change, workload and confusion can be significantly reduced for the majority of staff. By communicating change in a clear, concise manner, you lessen the burden of indirect activities such as reading Release Notes and Training Documentation, and hence, staff are able to focus on serving their clients.

Applicability to Colorado

In the Summary Survey, staff overwhelmingly indicated Change Management/Training as an area of potential improvement (59%). In Field Observations it was brought to our attention, that rather than receiving tailored, concise communications about system and regulation changes, staff receive hundreds of pages of documentation that is not easily filterable and required a significant amount of time to sort through. With this just being one example, it is clear that there is a connection between the way change is being managed at the state and county level and the large workload that staff are facing (73% of staff indicated workload as the number one thing they would like to see changed). Staff are overwhelmed with growing caseloads, constant change, and an unclear support structure.

Value Proposition Analysis

The table below uses "Impact analysis" to describes the potential for either the State or County to implement the respective solution option. Some of these options: 1) Add value at the county-level and state-level, and some of the solutions 2) Add value only at a county-level. The Impact analysis will indicate which of these three scenarios is true for each solution option.

Value Proposition / Stakeholder Group	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
County	○	●	●	◑	• A structured Change Management program will reduce angst felt by county staff about constant change • Communication of change will be clearer and have "one voice"
State	○	●	○	●	• Improved communication and relations with the counties • Better methods for divulging information

Table 4.8

High-Level Impact Analysis

This table describes the impact of implementing the described solution option on a process-by-process basis. The X-Axis contains the Value Proposition Criteria (Optimized Staffing Model, Streamlined Business Processes, Reduced Workload/Increased Productivity, Improved Client Service) and the Y-Axis contains Work Functions. The Impact analysis will give the potential impact

that the solution option will have on each specific Work Function. By looking at all processes and potential impact for each Work Function, one can derive the Cost-Benefit of implementing such a solution.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Intake (Intake Complete, Failed AI, Failed II)	○	●	●	◕	• Change Management and Communications will have a deep-impact on overall workload, productivity and client service across all functions.
Case Related Activities (Case Review, Seeking and Receiving Assistance, Processing Client Change in Circumstances, Alerts)	○	●	●	◕	• Change Management and Communications will have a deep-impact on overall workload, productivity and client service across all functions.
Client Communication and Information (Making and Returning Phone Calls, Ad-Hoc Communication, Manual Noticing)	○	●	●	◕	• Change Management and Communications will have a deep-impact on overall workload, productivity and client service across all functions.
Non-Case Related Administrative Activities (Administrative Tasks, Meetings, Breaks, Training, Reports Management, Policy Review)	○	●	●	◕	• Change Management and Communications will have a deep-impact on overall workload, productivity and client service across all functions.
RRRs and Periodic Reporting	○	●	●	◕	• Change Management and Communications will have a deep-impact on overall workload, productivity and client service across all functions.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Claims	○	●	●	◕	• Change Management and Communications will have a deep-impact on overall workload, productivity and client service across all functions.
Management Activities (Personnel Management, Counseling, Office Operations)	○	●	●	◕	• Change Management and Communications will have a deep-impact on overall workload, productivity and client service across all functions.
Other (Travel, Referrals, Appeals and Hearings, Inter-County Transfers, APS-specific, EBT Card Embossing)	○	●	●	◕	• Change Management and Communications will have a deep-impact on overall workload, productivity and client service across all functions.

Table 4.9

Other State Implementations

State	Brief Description	Benefit to Colorado
California	Tulare County (California) learned from counties earlier in the CalWIN implementation cycle that one of the largest areas of impediment pre-implementation, during implementation and post-implementation involved the management and distribution of information being received from Policy entities (State and Federal) and from the CalWIN Project Team. Hundreds of emails and policy memos would be sent to counties on a monthly basis and it was virtually impossible to manage and communicate relevant information without a structured methodology. Deloitte Consulting worked with the county to devise a standardized method for digesting, tracking, communicating and storing information called the Tulare County Change Management process.	A county Change Management Process offers many significant benefits: • Provide county staff with timely information before significant system/policy changes. • Standardize messaging format so it is easily and quickly understood. • Minimize confusion with system releases and policy changes occur. • Reduce user error due to misinformation about system and policies.

Oversight and Quality Assurance

High-Level Summary

What is it?	IT Oversight and Quality Assurance, Program Management, Subcommittee Structure
Who is it relevant to?	State and Counties
Why it is relevant?	Establishing Executive Oversight, Subcommittee Structure for Human Services Policy and IT, and Quality Assurance

Detailed Description

In order to increase the likelihood of success of change initiatives such as Web-Enabled Access and Integrated Eligibility enhancements, there must be a group of knowledgeable executives and managers to oversee these changes. This can be done through the establishment of subcommittees, creating protocol for decision making, and establishing standardized timelines for task completion. Things such as IT Oversight, Quality Assurance and Program Management can foster accountability and ensure that that all change initiatives undertaken by Human Services stakeholders are executed in a way that mitigates risk and increases the likelihood of success. The core of realizing all these solution options is having strong executive team overseeing the various change initiatives. As new ideas are conceived and eventually constructed, they must be scrutinized. Therefore there must be a structure in place for State and County stakeholders to provide guidance as the various initiatives are being rolled out.

Applicability to Colorado

The concept of Oversight and Quality Assurance dovetails well with the concept of Change Management and Communications. By establishing an Oversight and Quality Assurance group(s), the State and Counties will provide a decision-making body for key changes. This body can then guide the implementation of something like a Change Management Plan, or Web-Enabled Access. This group would take ownership of any and all change initiatives and guide these initiatives to completion.

Value Potential Analysis

The table below is used to analyze where value is being added by each solution option. Furthermore, it describes the individual value potential for both the State and the County. Some of these options: 1) Add value at the county-level and state-level, and some of the solutions 2) Add value only at a county-level. The Impact analysis will indicate which of these three scenarios is true for each solution option.

Not Applicable	*Some Potential*	*Moderate Potential*	*High Potential*	*Very High Potential*
				

Value Proposition / Stakeholder Group	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
County					• Improved IT Governance will have a widespread and significant positive impact on all aspects of County Operations
State					• Improved IT Governance is crucial in gaining solidarity for all State stakeholders including DHS, HCPF and CBMS.

Table 4.10

High-Level Impact Analysis

This table describes the impact of implementing the described solution option on a process-by-process basis. The X-Axis contains the Value Proposition Criteria (Optimized Staffing Model, Streamlined Business Processes, Reduced Workload/Increased Productivity, Improved Client Service) and the Y-Axis contains Work Functions. The Impact analysis will give the potential impact that the solution option will have on each specific Work Function. By looking at all processes and potential impact for each Work Function, one can derive the Cost-Benefit of implementing such a solution.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Intake (Intake Complete, Failed AI, Failed II)					• IT Governance will have a deep-impact on overall workload, productivity and client service across all functions.
Case Related Activities (Case Review, Seeking and Receiving Assistance, Processing Client Change in Circumstances, Alerts)					• IT Governance will have a deep-impact on overall workload, productivity and client service across all functions.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Client Communication and Information (Making and Returning Phone Calls, Ad-Hoc Communication, Manual Noticing)	○	●	◕	◑	• IT Governance will have a deep-impact on overall workload, productivity and client service across all functions.
Non-Case Related Administrative Activities (Administrative Tasks, Meetings, Breaks, Training, Reports Management, Policy Review)	○	●	◕	◑	• IT Governance will have a deep-impact on overall workload, productivity and client service across all functions.
RRRs and Periodic Reporting	○	●	◕	◑	• IT Governance will have a deep-impact on overall workload, productivity and client service across all functions.
Claims	○	●	◕	◑	• IT Governance will have a deep-impact on overall workload, productivity and client service across all functions.
Management Activities (Personnel Management, Counseling, Office Operations)	○	●	◕	◑	• IT Governance will have a deep-impact on overall workload, productivity and client service across all functions.
Other (Travel, Referrals, Appeals and Hearings, Inter-County Transfers, APS-specific, EBT Card Embossing)	○	●	◕	◑	• IT Governance will have a deep-impact on overall workload, productivity and client service across all functions.

Table 4.11

Other State Implementations

State	Brief Description	Benefit to Colorado
Florida	Deloitte Consulting developed a Project Management Office for State of Florida Human Services IT systems. The PMO developed protocols for communication and decision making with respect to their IT systems.	Establishing a strong executive oversight for Human Services IT systems the following benefits can be realized: • A "big picture" view regarding the future of existing IT systems • A centralized decision-making body for IT issues • Ability to foster unity between disconnected parts of the agency

4.4.4 People Options

Business Model Modernization

High-Level Summary

What is it?	A comprehensive assessment and re-engineering of core business processes to maximize efficiency.
Who is it relevant to?	Counties
Why it is relevant?	Business Model Modernization allows counties to reduce duplication, leverage technology and standardize their business practices.

Applicability to Colorado

During Field Observations, there were certain inefficiencies/duplications that counties were performing. For instance, the majority of counties were duplicating work by using paper forms to complete key functions such as AI, II, and RRR before actually entering information into CBMS. By conducting a comprehensive business model transformation and standardizing business practices, counties can close efficiency gaps, lower processing times, and improved customer service.

Detailed Description

A comprehensive business model review and re-engineering involves some key steps.

Phase 1 – Strategy

First, a human services agency must take inventory of all current or "As-Is" business practices. Secondly, the agency must develop a vision statement, as a guiding principle for formulation of new or "To-Be" business practices. Third, workgroups must be established with subject matter experts from throughout the agency. Fourth, a series of workshops must be conducted and process-flows must be produced from these workshops mapping the agency's new processes (See below for a Phase 1 timeline for a Business Model Transformation Project).

Phase 2 – Implementation

Once the changes to the agency business model have been determined, they must be implemented. This requires strategic communication, training, executive sponsorship and cooperation of the entire agency. An organizational change of this scale requires buy-in from every level of the agency, including executives, middle management, and line staff. Depending on the number of dedicated resources and the preferred timeline, implementation can proceed in implementing in either a "big-bang" or "staggered rollout." A big-bang approach would involve all county business units implementing the new business model at the same time. A staggered approach would involve implementing the business model in a more gradual manner. For instance, you could transform the county unit by unit, or office by office over a prescribed timeline, until the entire county has moved to the new business model. The total implementation time can range from 6 months in a big-bang approach to one-year or more for a staggered rollout.

Value Potential Analysis

The table below is used to analyze where value is being added by each solution option. Furthermore, it describes the individual value potential for both the State and the County. Some of these options: 1) Add value at the county-level and state-level, and some of the solutions 2) Add value only at a county-level. The Impact analysis will indicate which of these three scenarios is true for each solution option.

Value Proposition / Stakeholder Group	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
County	●	●	●	●	• Counties can yield significant value across all four dimensions by pursuing business model transformation. • Business model transformation is something that should accompany the transition from a manual to automated environment.
State	○	○	○	○	• Business model transformation is a county-specific solution and does not pertain directly to the state

Table 4.12

High-Level Impact Analysis

This table describes the impact of implementing the described solution option on a process-by-process basis. The X-Axis contains the Value Proposition Criteria (Optimized Staffing Model, Streamlined Business Processes, Reduced Workload/Increased Productivity, Improved Client Service)and the Y-Axis contains Work Functions. The Impact analysis will give the potential impact that the solution option will have on each specific Work Function. By looking at all processes and potential impact for each Work Function, one can derive the Cost-Benefit of implementing such a solution.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Intake (Intake Complete, Failed AI, Failed II)	●	●	●	●	• Transforming business model will allow for a more efficient and effective Intake process.
Case Related Activities (Case Review, Seeking and Receiving Assistance, Processing Client Change in Circumstances, Alerts)	◑	◑	◑	◑	• Seeking and Receiving Assistance (Chains of Command, County Help Desk) will be transformed. • No impact on Case Review, Client Change in Circumstances, Alerts
Client Communication and Information (Making and Returning Phone Calls, Ad-Hoc Communication, Manual Noticing)	○	○	○	○	• Business Model Transformation is not applicable to this Work Function.
Non-Case Related Administrative Activities (Administrative Tasks, Meetings, Breaks, Training, Reports Management, Policy Review)	◑	◑	◑	◑	• Policy Review, Reports Management, and Training will be transformed. • Breaks, Meetings and Administrative Tasks will likely remain unchanged.
RRRs and Periodic Reporting	●	●	●	●	• RRR and Periodic Reporting processes will be transformed.

Value Proposition / Process	#1 Optimized Staffing Model	#2 Streamlined Business Processes	#3 Reduced Workload/ Increased Productivity	#4 Improved Client Service	Comments
Claims	●	●	●	●	• Claims processing will be transformed.
Management Activities (Personnel Management, Counseling, Office Operations)	○	○	○	○	• Business Model Transformation is not applicable to this will likely have little to no impact on this Work Function.
Other (Travel, Referrals, Appeals and Hearings, Inter-County Transfers, APS-specific, Benefit Issuance Activities)	◑	◑	◑	◑	• Appeals and Hearings, Inter-County Transfers, Benefit Issuance Operations will be transformed. • Referrals, APS-specific will remain unchanged.

Table 4.13

Other State Implementations

State	Brief Description	Benefit to Colorado
California Business Environment System Transformation (BEST)	The BEST project involved the strategy development of a Customer-Centric Human Services Model in Solano County. The agency is looking to create a business model that is 1) Conducive to an automated environment. 2) Conducive to high-quality customer service.	Colorado Counties could benefit from optimizing their business models, however optimization will mean different things to different counties. The opportunity and ability to make impactful changes is greater in Large and Medium-sized counties. The relatively large scale of their workload and hence large scale of complexity and challenges provides the opportunity for improvement. A business model transformation allows counties to take inventory of their current business model, identify areas of strength, and identify areas of challenges. The agency can then devise a new business model which allows them to leverage their strengths, mitigate their weaknesses, streamline business process and move towards improved customer service.

4.4.5 Summary and Conclusions

Short/Medium/Long Term Recommendations

Short-Term

Web-Enabled Access – Phase 1
In the immediate term we recommend that the State pursue a Web-Enabled solution as a first step towards Human Services Modernization. By implementing such a system, the state can quickly relieve excessive County workload by providing clients with an alternative channel for information and screening. Once development of Web-Enabled Access commences, it is important to engage in external marketing to encourage client acceptance of the initiative. As clients begin to take advantage of the web portal, counties should see a decrease in benefit inquiries and case questions and have more time for core eligibility functions. In Phase 1 Provider and Screening Modules for some programs and the Catalog of Information for all programs can be implemented.

Change Management and Training Strategy
Development of a comprehensive Change Management and Training Strategy is another opportunity for modernization that we recommend commencing in the short term. The State and Counties should formulate a plan for improving key components such as Communication, Management and Training for IT and Policy changes at a State and County level. We recommend the creation of a Change Management and Training workgroup with a diverse mix of stakeholders including representatives from IT, Policy, and Training from Counties of all sizes, as well as state subject matter experts. This workgroup should meet regularly to develop a strategic vision and begin to create a standard suite of tools, templates, and methodologies.

Oversight and Quality Assurance Advisory Committee – Phase 1
In parallel with the first two modernization opportunities, we recommend that the State and Counties collaborate to form an Oversight and Quality Assurance Advisory Committee. This group should include State and County executives who can begin to formulate a long-term Human Services strategy for Colorado. The strategy should include visioning and prioritization of change initiatives for the medium and long term.

Medium Term

Web-Enabled Access – Phase 2
Provider, Screening, and Catalog modules can be developed for all programs. An Application Inbox module can be developed for some programs. As more functionality is developed and external marketing continues, more clients will take advantage of the web portal and continue to reduce the workload of eligibility staff.

Oversight and Quality Assurance Advisory Committee – Phase 2
The O&QA Advisory Committee should start finalizing their long term strategic plan and incorporating cost metrics into the plan. The O&QA Team can use their level of projected funding along with impact of proposed changes to determine timelines for each future change initiative.

Customer Contact Center – Phase 1
In the medium term we recommend that the State begin implementation of a Customer Contact Center. We believe that this is a critical second step in re-balancing county workloads. By providing a centralized information hub for clients, the amount of case-related workload done by county eligibility staff will be reduced even further. The first phase of the Customer Contact Center

implementation will require set up of the Customer Contact Center including hiring of employees, deployment of telephony technology, and providing training and familiarization for the Counties and clients on how to leverage the services offered by the Center. Again, internal and external marketing is critical in maximizing utilization of the Customer Contact Center. Phase 1 should also include a pilot of the Customer Contact Center where services are made available to a subset of counties to test processes and determine how the center can be further refined.

Long-Term

Web Enabled Access – Phase 3

Application Submission and Eligibility Determination modules are developed and the portal is complete. Clients now have the ability to access program information, check benefits, make case changes, and apply for benefits. The State now has a fully functioning web-enabled customer service channel. At this point the State and Counties should be able to quantify the impact of Web-Enabled Access has made on county workload as the O&QA committee finalizes their long-term strategic plan.

Customer Contact Center – Phase 2

The completion of the Customer Contact Center implementation includes making any adjustments or fine tuning to operations that were learned in Phase 1, and completing rollout. Again, external marketing remains a vital step in encouraging client use of the Center.

Oversight and Quality Assurance Advisory Committee – Phase 3

Beginning approximately one year after the strategic plan is adopted, the O&QA Advisory Committee can show how their initiatives have yielded cost savings for the State and County, while improving operations and customer service. The new ABC funding model can be applied and used as a means of quantifying savings and showing these improvements.

5.0 Appendix

Appendix A: List of Steering Team Members
Appendix B: List of Field Observations counties
Appendix C: Opportunities for county participation
Appendix D: CFMS and CEDS account codes by cost categories
Appendix E: Activity List Dictionary
Appendix F: Graphic representations of Defined Processes, Per Caseload Workload, and Per FTE Workload
Appendix G: List of the in-scope programs
Appendix H: Survey Activity Workbook & Detailed Survey screen shots
Appendix I: County Participation Guide
Appendix J: Summary Survey
Appendix K: List of county size classifications
Appendix L: OMB A-76 Attachment C for Productive Hours
Appendix M: CFMS and CEDS exclusions
Appendix N: Cost per minute of each county
Appendix O: Field Observations time data
Appendix P: Cost per instance of an activity for each county and high-level program group
Appendix Q: Activity Driver Source Information
Appendix R: Estimated number of Supervisors, Clerical, and IT staff
Appendix S: Total time spent on Auxiliary Activities per county
Appendix T: Total cost of each activity for each county and high-level program group
Appendix U: Total cost of each resource pool for each county and high-level program group
Appendix V: Unit cost for County Administration for each county and high-level program group
Appendix W: Total cost for key cost levers for each county and high-level program group