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POLICY INSTITUTE

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# Colorado Guide 1: BLENDING AND BRAIDING

Step by step instructions to develop and expand fiscal coordination

## A "How To" Guide



Prepared by Spark Policy Institute on behalf of the  
Blending & Braiding Your TANF Initiative

In cooperation with the  
Colorado Systems of Care Collaborative  
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- Colorado Systems of Care Collaborative (SOC Collaborative),
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## INTRODUCTION TO THIS GUIDE

This Guide is intended as a practical tool to help organizations and communities undertake a planning process that leads to a blended or braided funding model. The Guide contains detailed definitions on blending and braiding and actionable information on how to develop blended and braided models.

### *This guide is best used to:*

- Improve your understanding of the concepts of blending and braiding;
- Improve your understanding of a process for planning a blended and braided financing model; and
- Understand key funding streams in Colorado that can be braided.

### *This guide is designed for the following audiences:*

- Local government, non-profits, collaborative efforts, and, in particular, smaller rural communities;
- Program managers and administrators, including staff with fiscal expertise; and
- Organizations working in health, human services, education, justice, and other social programs.

### *This guide is best used by:*

- Reading the definitions of blending and braiding;
- Following the Phase by Phase instructions for the planning process, including accessing Templates online at <http://sparkpolicy.com/fiscalguides.htm>; and
- Reviewing the funding streams for their fit with your program and using Colorado BRAID to identify other funding streams.

### *This guide is NOT:*

- A guide to comprehensive financing strategies – to learn more, please visit the Research and Training Center for Children’s Mental Health’s Self-Assessment and Planning Guide: Developing a Comprehensive Financing Plan. <http://gucchd.georgetown.edu/72354.html>
- A guide to planning and engaging partners – to learn more about how to engage families and youth in complex funding issues, please visit the Spark Policy Institute’s Family and Youth Involvement Workbook. [http://sparkpolicy.com/fiscalfam\\_youth.htm](http://sparkpolicy.com/fiscalfam_youth.htm)
- A guide to sustainability – to learn more about sustainability, please visit the Finance Project’s Sustainability Workbook. <http://www.financeproject.org/special/engage/workbook.cfm>
- Legal or regulatory advice on funding streams – to learn specifics about funding streams, OMB Circular A-87, or other fiscal regulation, please contact your funders.

*Request for Feedback:* This guide is intended as a practical, hands-on resource for blending and braiding. As you use the guide, please take a moment to provide feedback, including requests for additional guidance or information, at <http://sparkpolicy.com/fiscalguides.htm>

This guide is one of 3 developed as part of the Blending & Braiding Your TANF Initiative in Colorado. The other guides can be accessed at <http://sparkpolicy.com/fiscalguides.htm> and include:

- Colorado’s Guide to TANF for Local Communities; and
- Colorado’s Guide to Partnering with Funders.

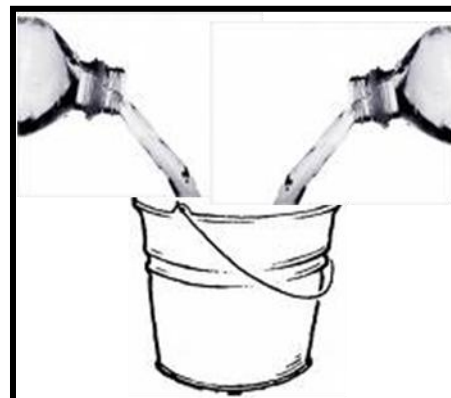
## PART 1. WHAT ARE BLENDING & BRAIDING?

The terms blending and braiding are used frequently, often together, and generally with little definition. However, they refer to two very different approaches to fiscal coordination.

### DEFINING BLENDING

*Blending funding involves co-mingling the funds into one “pot” where case managers can draw down service dollars, personnel expenses can be paid, or other program needs can be met.* When funding is blended, it goes into the “pot” and when it is pulled back out to pay for an expense, there is no means for the fiscal manager to report which funding stream paid for exactly which expense.

Blending funding is politically challenging. Some funding streams cannot be blended. Other funding streams will require the funder to allow an exception to how the reporting normally functions. Instead of usual reporting, funders can opt to accept reports on services and outcomes across the population being served, rather than exactly which children, youth, and families received services with their dollars. To blend your funding, you will need to work closely with your funders and ensure you can meet their reporting requirements.



Though it is challenging politically, once your funders are on board, blended funding is less challenging to implement than braided funding. There is significantly less workload, as the tracking and accountability happens across all of the funding streams. Rather than reporting to funders on their funding stream alone, reporting is done on how the collective funds are used. Blended funding can allow you to pay for services that may not be allowable with more categorical funding approaches. However, for many funders, the flexibility associated with blending makes it seem too “risky” as it often looks like supplanting,<sup>1</sup> and they end up with less detailed information about how each of their dollars have been spent. For this reason, many funders are only willing to only contribute small amounts, if any, to a blended model.

### Example of Blending

Blending can be very beneficial for both your program and your funder. Imagine being able to report to your funder that your program costs \$1,000 per youth on average, and, because of blended funding, the \$25,000 they provided allowed the program to serve 50 youth eligible for their funding stream. With blending, this is the type of reporting that is possible: cost per person served, number served who are eligible for each funding stream, outcomes for all people served, and how blending multiple funding streams allowed more people to be served.

The diagram below shows how blended funding can allow for more kids or families to be served than each funder could have served alone. If a program costs \$1,000 per kid served and 100 kids are served, it needs a budget of \$100,000 to be successful. Imagine the following funding scenario:

- Funding Stream A: Eligible population is youth ages 15 – 18, at risk of suspension or expulsion.

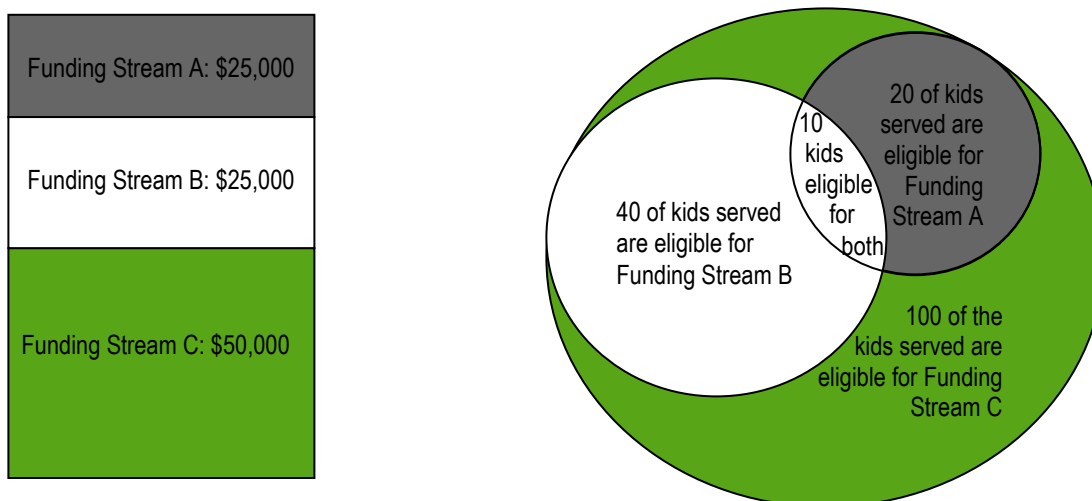
<sup>1</sup> Supplanting is defined as reducing the funding used from an existing funding stream and replacing it with a new funding stream. For example, if you have \$10,000 in local dollars and you receive \$5,000 from the state for the same program, you need to provide \$15,000 in services. If you reduced the local funding that otherwise would have been spent on the program to \$5,000 and continue to provide \$10,000 in services, you will be supplanting local funding with state funding.

- Funding Stream B: Eligible population is youth ages 12 – 18, involved with child welfare.
- Funding Stream C: Eligible population is youth under the age of 19 with families making less than \$75,000 per year.

The actual population served is 100 youth between the ages of 15 and 18 whose families meet the income requirement of Funding Stream C. Among those 100 youth, 20 are at risk of suspension or expulsion, 40 are involved with child welfare, and 10 are both at risk of suspension or expulsion and involved with child welfare. This means all youth are eligible for multiple programs, as they are all eligible for Funding Stream C and 10 youth are eligible for both A and B as well:

- 30 youth are eligible for Funding Stream A (20 youth are at risk and another 10 are at risk and involved with child welfare);
- 50 youth are eligible for Funding Stream B (40 are involved with child welfare and 10 are at risk and involved with child welfare); and
- 100 youth are eligible for Funding Stream C (all youth are under the age 19 in families that meet the income requirements).

Now, let's explore how the \$100,000 in funding across three funding streams can support this program.



In this scenario, as is generally true with blended funding, all of the funders benefit by having more eligible youth served than their funding stream alone can support. With a case rate of \$1,000 per youth served:

- Funding Stream A is paying for 25 youth to be served, but 30 youth eligible for the funding stream will receive services.
- Funding Stream B is paying for 25 youth to be served, but 50 kids who are eligible for the funding stream will receive services.
- Funding Stream C is paying for 50 kids to be served, but 100 kids who are eligible for the funding stream will receive services.

This scenario also highlights some of the things a program must do to report blended funding to the funders:

- *Document the cost of providing services.*

To prepare for a blended funding model, you must be able to demonstrate the cost of providing services. In essence, you are creating the “case rate” for providing the set of services you are offering in your program. That case rate lets your funders know what to expect from the funding they provide. Similar to negotiating an indirect



rate, the basis for the case rate comes from your existing accounting information. However, unlike an indirect rate, the case rate is also tied to the capacity of your staff to provide services – how many youth, families, etc. they can serve in a given time period – and the length of time that most of your clients stay in your program.

For the example program, if it is a predefined service of 10 weeks, the \$1,000 might support the staff working with the youth for the ten weeks, the stipends for youth participation, and the cost of food or activities. It might also support 15% of the total budget that goes toward indirect expenses.

By knowing the case rate of your services, you can assure your funder that you are not supplanting another funding stream with their funding. Instead, you are expanding the capacity of your program to serve additional youth. A typical blended funding contract or grant will clearly articulate the number of additional youth/families/etc. who will be served as a result of the added funding.

Additionally, once you know the case rate for your services, you can also open your doors to any organization with funding who has a client who could benefit from your services. Using the example program, perhaps there is a youth from a family making over \$75,000, who doesn't meet the qualifications for the funding streams supporting the program, but is behaving in ways that suggest he needs the services. By knowing that it costs \$1,000 to serve the youth, the program can contract with the referring organization to provide the service, instead of turning the youth away due to lack of eligibility.

- *Track the eligibility of all participants in your program for all funding streams supporting your program.*

If you have multiple funding sources covering all of the clients in your program, it is critical to assess the eligibility of every client served for every funding stream. This is part of how you will be able to report the leveraging of funds to your funders. It will also prepare you to return to the funder to ask for more funding if their eligibility covers a larger portion of the population served than their funding is supporting.

For example, imagine the program described above stopped tracking family income after 50 youth with eligible income are served. Each year, the program could tell Funder C that it served enough youth given the funding provided. But what happens if Funder A pulls out their \$25,000? The program would need data indicating that the 25 kids it can no longer serve are also eligible for Funding Stream C, so the program can return to that funder with justification for asking for increased funding.

It is important to remember that youth who are eligible for two funding streams are not being served twice. In the example above, a youth eligible for funding stream C costs \$1,000 to serve. A youth eligible for both funding streams A and C still costs only \$1,000 to serve. No double dipping is occurring – rather, the program as a whole is able to serve more youth eligible for each funding stream than could occur if separate programs were developed for each funding stream.

- *Measure the outcomes of your services.*

In a traditional model, a funder knows exactly where their money went and can feel good about the detailed services provided to a clearly defined set of clients. In a blended model, the funder loses that “widget counting” level of detail. By evaluating outcomes of your program, you are replacing the “widgets” with equally hard data, as well as providing data that helps the funder to understand what their funding accomplished, not just what their funding paid for.

If you currently lack the types of cost data described above or have no mechanisms in place to track outcomes, you may want to start with a braided funding model, and transition to a blended model as you collect and analyze your

costs, build improved relationships with funders, clearly identify your eligible populations, and start assessing the outcomes of your services.

## DEFINING BRAIDING

*Braided funding involves multiple funding streams utilized to pay for all of the services needed by a given population, with careful accounting of how every dollar from each funding stream is spent.*

The term braiding is used because multiple funding streams are initially separate, brought together to pay for more than any one funding stream can support, and then carefully pulled back apart to report to funders on how the money was spent.

Braided funding is often the only option. Federal funding streams require careful tracking of staff time and expenses, to ensure that a federal funding stream only pays for those things directly associated with the intent of the funding.

Consequently, when multiple funding streams are paying for a single program or system, the system will need to be carefully designed to allow for sufficient reporting to ensure each funding stream is only paying for activities eligible under that funding stream.

Braided funding requires significant effort to create the systems for tracking how funding is utilized. The design of a *braided funding system* that can respond to the individualized needs of many types of clients will require staff with the authority to decide which services will be paid for by which funding streams. Ideally, this decision happens after the needs of the individual or family being served are identified, so that the funding does not drive the services being provided. This type of braided model requires a clear understanding of the eligible populations and the eligible services, so that decisions on how to fund the services can be made post-hoc, rather than prior to discussing service needs with the families.

The design of a *braided funding program* is simpler than the design of a braided funding system. Programs typically have clearly defined services that are provided and sometimes have very defined populations who are eligible for services.

### Example of Braiding for a Program

Using the same scenario as the blended funding example, braided funding could be used for the youth program. Instead of reporting to your funder that your program costs \$1,000 on average, you will be reporting to the funder exactly what you spent their money on. Imagine the following funding scenario:

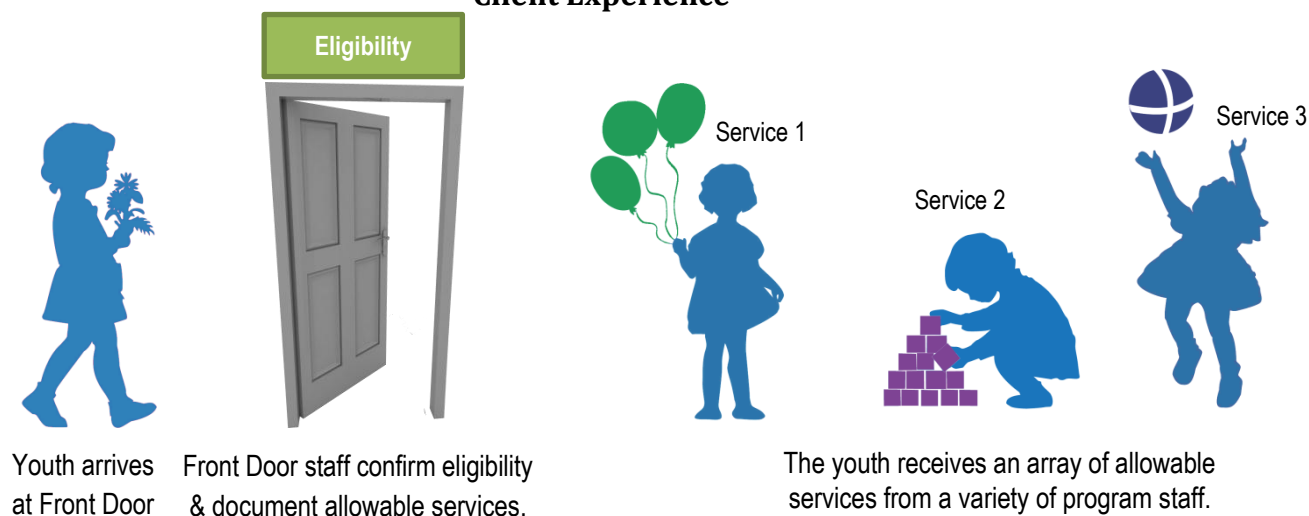
- Funding Stream A: Eligible population is youth ages 15 – 18, at risk of suspension or expulsion. Funding can be used for Service 1 only.
- Funding Stream B: Eligible population is youth ages 12 – 18, involved with child welfare. Funding can be used for Service 3 only.
- Funding Stream C: Eligible population is youth under the age of 19 with families making less than \$75,000 per year. Funding can be used for Services 1, 2, or 3.

Using the picture below, imagine a youth arrives at the program and the front door staff determine she is eligible for Funding Streams A and C. This means any of the three services can be provided. The youth is allowed into the program and her case file documents the allowable services (1, 2, and 3).

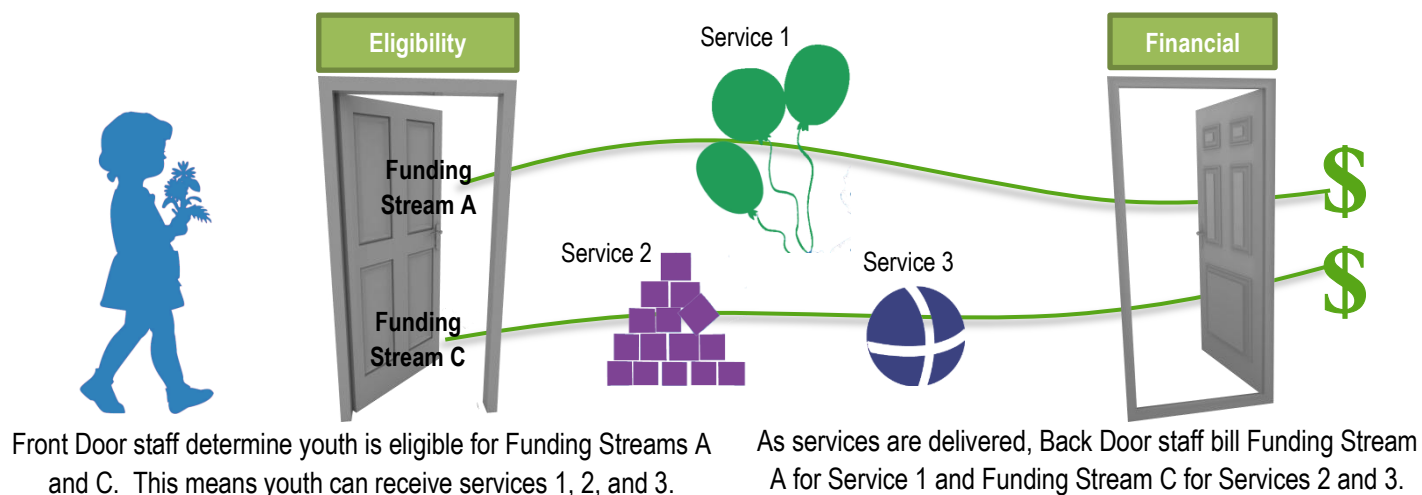




### Client Experience



### Braided Funding Process



As the youth is served, the back door staff bill the appropriate funding streams for the services. Although all of the services could be billed to Funding Stream C, the fiscal officer decides to bill Service 1 to Funding Stream A, to ensure spend-down of the less flexible funding stream. For all of the youth in this program, the financial officer responsible for the allocation of youth to funding streams would have the ability to choose the funding stream that will pay for the time and resources spent delivering services to the youth. The fiscal officer would start with the more restrictive funding streams (A and B) and allocate expenses for eligible youth to those funding streams until they are fully expended. In allocating expenses to funding streams, what the fiscal officer is actually doing is creating an alternative to time and effort reporting. For more information about time and effort reporting and alternative ways of tracking personnel time, see Appendix A on the federal Circular A-87.

In this scenario, as is generally true with braided funding, all of the funders benefit by having more services provided to the eligible youth than their funding stream is supporting. This scenario also highlights some of the things a program must do to report braided funding to the funders:

- *Know exactly what each funding stream can and cannot pay for.*

A braided model may be primarily necessary due to limits on eligible populations across your various funding streams. It may be that it is necessary due to limits on types of services you can provide under certain funding streams. It is likely that your braided model is a combination of both of these issues. Before spending any of your funding, it is important to develop a coordinated financing plan that distributes funding appropriately by funding stream.

- *Know the reporting and auditing requirements of each funding stream.*

A braided funding model can also be necessary even when you have funding streams equally eligible to pay for all the services you are providing to all the clients you are serving. Federal requirements for cost allocation can make it very difficult, if not impossible, to use a blended funding model. For more information about using federal funding see Appendix A, which discusses OMB Circular A-87.

To understand audit requirements, take the time to meet with auditors prior to spending any of the funding. Often, program managers are the only point of contact between a grantee and the funder. However, the contract manager or auditor can be a critical resource to your community as you develop braided and blended models. Not only do you need to ensure the approach you're designing meets the expectations programmatically (from your program officer), you need to know it will pass muster fiscally (from your contract manager or auditor).

- *Develop decision-making systems if some populations you serve will not be eligible for all services due to funding limitations.*

A braided funding model needs very clearly defined decision-making authority and systems. You will need to clearly define what populations are eligible for services through your model and make sure the Front Door of your program knows the eligibility. When a family or individual enters through the Front Door, the staff assigned to that part of your system need to be vested with the authority to determine whether services can be provided.

A second stage of decision-making needs to be associated with the services that can be provided. Ideally, you have identified a sufficient number of funding streams with enough flexibility that any eligible family or individual is eligible for any service provided through your program or system. However, it may be that some services are limited to some populations you are serving. Your programmatic staff who are responsible for working with families and their natural supports to develop a case plan must be vested with the authority to allocate services, and need sufficient information to understand if there are limitations on who can receive specific services.

The last stage of decision-making is the financial component, which should occur at the Back Door, not the Front Door. After services are provided, you need financial staff who can take responsibility for assigning the funding streams that will cover the costs. If your Front Door is well designed, your Back Door will never run into a situation where a service has been provided that cannot be paid for.

- *Develop tracking systems that allow you to account for how every dollar is spent, including things like personnel time and supplies.*

If you are using any federal funding, you will most likely need detailed time and effort reporting by all personnel and contractors. Ideally, your system will not ask your personnel to allocate their time to funding streams, but rather it will request that they allocate their time to activities. Then, your fiscal staff can determine which funding stream is appropriate and needs to be spent down at any given time. This ensures that fiscal braiding is occurring, not simply braiding of programs. To understand the difference between fiscal braiding and programmatic braiding, read the two case studies at the end of this chapter.

Tracking systems will need to include:

- Eligibility of the families and individuals you're serving;
- Decisions made regarding eligibility, services to be provided, and funding streams that will pay for the services;
- Time and effort reporting for staff, tied to the allowable activities under each funding stream;
- Expense logs associated with staff time and activities or services being delivered, which can be used to justify the expenses allocated to each grant; and
- Anything else you, your funder and auditor, and your fiscal staff identify as necessary.

The most important thing to remember with braiding is that each of your funding streams will retain their original requirements and expectations, including all of the tracking and reporting. You must manage your funds as if they are independent, even if you are utilizing them collectively to support a coordinated package of services to shared clients.

## PROGRAMMATIC BRAIDING

Most non-profits are already doing braiding, but it is more accurately described as *programmatic braiding*, not fiscal braiding. Programmatic braiding is when you have multiple funding streams, each covering particular populations and services. The funding is largely used to pay for staff time and each staff person is responsible for keeping a timesheet that allows them to allocate their time to each grant. For example, a mentoring program that is funded with two funding streams might require that your staff person track time spent with Spanish speaking youth and recruiting Spanish speaking mentors (Funding Stream A) and separately track time spent recruiting and supporting other mentors and youth (Funding Stream B). When an activity benefits both groups, such as organizing a social event for mentors and youth, the staff person might allocate one hour to one grant and one hour to the other.

This is programmatic braiding: the program staff make decisions on how to allocate funding by using their own time and effort reporting. In contrast, fiscal braiding would require that *program staff* report enough information on their activities for *fiscal staff* to allocate their hours, allowing flexibility in which funding streams are used and how quickly each funding stream is spent down. It also allows greater flexibility in how funding is utilized, such as contracting out for a service that cannot be provided in house.

The term braiding is used throughout this guide. Unless *programmatic* is in front of braiding, please assume we are referring to fiscal braiding.

## *Braiding Case Study: Franklin County Community Resources<sup>2</sup>*

**Overview:** In Franklin County, Community Resources (FCCR) is the single point of entry for children, youth, and adults in need of services. FCCR is co-located with other providers and has contracted service providers onsite and off-site to meet the needs of all their clients. FCCR provides a wide range of services, from home visits to group activities, helping to address child abuse and neglect issues, educational problems, employment needs, parenting skills, and general youth development.

**Braiding Process:** The services are funded by the following funding streams: Temporary Assistance for Needy Families, Core Services, SB94, Promoting Safe and Stable Families, and the Social Services Block grant. The services are also paid for through a small number of competitive grants.

At a once-monthly community evaluation team, the Director of the FCCR facilitates a meeting where each case referred to the FCCR in the last month is reviewed and the group agrees on specific services and specific providers. Many of those providers are in the room, participating in the conversation, and make the commitment to follow-up with the client. Due to the range of funding streams utilized by the FCCR to pay for services, the only eligibility issue they check prior to assigning services is whether the client is part of a family with children under 18. When the client is not, they refer to self-pay services on a sliding scale.

After the services are provided, the providers submit a monthly invoice with a report on progress with the client. FCCR staff assess the client eligibility and services provided and identify which funding stream they believe should pay for the services. This information is sent to the county Department of Human Services. The Department reviews the invoices and makes a final determination of the funding stream that is the best fit. As needed, the fiscal staff at the Department will call the program staff at the FCCR to collect more information. After paying invoices, the Department provides the FCCR with updated spend-down numbers of the funding streams.

**Why Does it Work?** The process is dependent on a variety of factors that may or may not exist in your community. However, even if some of these factors are not present, a similar model may be successful. These factors include:

- A sufficient array of funding streams to allow for most individuals in their community to be eligible;
- A low median income in the county, resulting in more families eligible for TANF supportive services;
- Providers willing to participate in fee-for-services contract work without guaranteed caseloads; and
- Trust between the FCCR Director and the Human Services fiscal staff that no contract providers will be asked to provide a service that cannot be funded through the existing funding streams.

### **Replicating This Model:**

Step 1: Identify the eligibility requirements across your funding streams and determine the full range of populations your collaborative can serve. The FCCR is able to ask a single question for their eligibility. This is not common, and you should expect to have multiple eligibility questions.

Step 2: Identify the providers willing to receive contracts for services as families are identified. This individualized approach benefits families, but can be challenging for contractors who expect steady income.

Step 3: Discuss your model with your funders and know what information you need to report for each funding stream. Brainstorm potential problems with the requirements and resolve with your funders.

Step 4: Develop the reporting format you will require from your contracted providers to ensure they report everything needed by your funders. Your providers won't know which funding stream is paying for their service, so they need to record the information needed for each and every funding stream.

<sup>2</sup> Although this example is from an actual site in Colorado, the county and agency name are fictitious.

## *Programmatic Braiding Case Study: Community Center in Orange County<sup>3</sup>*

**Overview:** The Community Center in Orange County braids multiple funding streams in order to provide staffing support to programs targeted at different high-need populations. For example, the Center has a program to respond to students at high-risk of dropout that has been funded by a combination of grant dollars, Temporary Assistance for Needy Families, and Social Services block grant funding.

**Braiding Process:** The Community Center braiding process is an example of programmatic braiding, rather than fiscal braiding. Each program is funded by a specific set of funding streams and has clearly defined eligibility requirements. All staff utilize a time reporting system that assigns their time to specific programs and those programs' predefined funding streams. If program staff are funded by multiple funding streams, they will utilize their time reporting to assign some hours to one funding stream and some hours to other funding streams based on their work. Staff are told in advance what percentage of their time should be spent on each program/funding stream, based on the funding available in that program. The fiscal staff will then bill the appropriate funding stream for the staff members' time.

**Why Does it Work?** Programmatic braiding is very common, as most non-profits and many government offices rely on multiple funding streams to sustain their staffing level. As new funding streams are secured, it is easier to plug them into the budget by assigning specific staff expenses. It is also how most grant proposals are designed – with specific staff in mind. However, it is one of the less flexible methods for braiding funding.

**Why Doesn't it Work Well?** When funding is largely used for staff support into specific, predefined programs, services risk being less individualized. Unlike fiscal braiding, if a family has a need that is not well suited to the skills, background, or experience of the current staff, there may not be any mechanism for purchasing individualized services from other community providers or even other providers within the organization.

Additionally, a programmatic braiding structure may decrease an agency's willingness to serve populations that fall outside the primary group of eligible clients served by the organization. Programmatic braiding requires each program officer to be aware of eligibility and to provide specific services within the model of their program. For example: If a particular program is paid for by a funding stream that requires the families be low income, there may not be any mechanism to provide those same services to a family with a higher income, but who are eligible for other funding streams that do not support that specific program.

**Replicating This Model:** This model is very common and can be appropriate in many situations. However, it is not braiding in the fiscal sense. Relying on staff to allocate their time to specific funding streams eliminates the ability to utilize multiple funding streams to cover the same activities, depending on eligibility and other factors.

As braiding and blending has become more sophisticated, best practice methods are focused on flexibility at the family level and behind-the-scenes braiding by fiscal staff, rather than programmatic staff. Investing funding streams into siloed infrastructure tied to predefined services and eligible populations risks preventing flexibility and individualizing services.

Instead of replicating programmatic braiding, this guide recommends allowing funding streams to support all or many programs within the agency, with assignment of funding streams to services occurring behind the scenes based on client and service eligibility. This fiscal braiding approach allows staff to stay focused on providing services, rather than staffing programs with specific, allowable clients.

<sup>3</sup> Although this example is from an actual site in Colorado, the county and agency name are fictitious.

## PART 2. HOW TO BLEND & BRAID

Planning for a blended or braided model is not just a fiscal process. Rather, it's a process of identifying what your community or clients need, what your funding can support, and what outcomes you want to achieve. Research on successful funding coordination suggests that you must begin with a clear vision of what you are trying to finance, engage in collaborative planning, understand your resources, create a strategy that maximizes those resources, focus on outcomes, engage families and consumers as leaders, and collect data to provide feedback on the strategies. In order to help you go through these steps, below is a five phase planning process. Accompanying the process are templates that can be accessed online at: <http://sparkpolicy.com/fiscalguides.htm>

*This is a comprehensive planning process. If the braided or blended model you are developing is less complex, it may not need all of these components. Take the time to read through the Phases and select those activities that will help you design the best model possible.*

### PHASE 1: IDENTIFY YOUR VISION AND YOUR PARTNERS

It is easy to fall into the trap of designing programs to match funding. This phase is intended to avoid that pitfall and instead focus from the beginning on what you are trying to accomplish on behalf of individuals and families in your community. Before you start defining the policy, program, or system reform goal, decide who needs to be involved.

- |  |          |   |
|--|----------|---|
| <p>?</p> <p><b>Is this an internal model or a community-wide model? Which partners are needed?</b></p>                       | <p>A</p> | <ul style="list-style-type: none"> <li><input type="checkbox"/> Internal staff and families/clients we serve</li> <li><input type="checkbox"/> External partners, including other providers</li> <li><input type="checkbox"/> Leaders in our community including our funders</li> <li><input type="checkbox"/> Who else?</li> </ul>                                   |
| <p>?</p> <p><b>Who can help clarify the need and possible services? Who can help articulate the outcomes?</b></p>            | <p>A</p> | <ul style="list-style-type: none"> <li><input type="checkbox"/> Direct service staff involved with the target population.</li> <li><input type="checkbox"/> Families/youth with relevant life experiences and needs</li> <li><input type="checkbox"/> Leaders with a personal commitment to the issue.</li> <li><input type="checkbox"/> Who else?</li> </ul>         |
| <p>?</p> <p><b>What existing group has authority to make decisions about funding for policies, programs, or systems?</b></p> | <p>A</p> | <ul style="list-style-type: none"> <li><input type="checkbox"/> Mandated groups with authority and existing funding</li> <li><input type="checkbox"/> Voluntary planning groups with high levels of buy-in</li> <li><input type="checkbox"/> Groups with family/youth involvement</li> <li><input type="checkbox"/> Who else?</li> </ul>                              |
| <p>?</p> <p><b>What information do you need to design your model? Who has that information?</b></p>                          | <p>A</p> | <ul style="list-style-type: none"> <li><input type="checkbox"/> Groups with assessment data or skills to collect it.</li> <li><input type="checkbox"/> Staff with utilization numbers and fiscal information.</li> <li><input type="checkbox"/> Staff with expertise in financing or specific funding streams.</li> <li><input type="checkbox"/> Who else?</li> </ul> |



Depending on the scope of your braiding/blending effort, you could have anything from a small planning group of internal staff and family or youth leaders to a large community-wide collaborative with researchers, funders, providers, families, youth, and other community members.

### Engaging Families, Youth, and Consumers

One of the best reasons to engage in braided or blended funding models is to ensure that your program or system is flexible and able to respond to the individualized needs of your consumers. Engaging the recipients of services in your planning process is critical. It will help you to understand what your program or system needs to include to improve outcomes for your consumers. It will also help keep the focus on the ultimate benefit of the program, even if the conversation is, by necessity, about the funding.

### Collaborating with Funders

Collaborative program development is almost the norm in this day and age of coalitions, planning groups, task forces, etc. However, collaboration with funders is still a new concept to many organizations and communities. To implement a successful blended or braided funding model, working closely with your funder is critical for two reasons:

1. *Avoid Pitfalls:* The last thing you want to do is design an amazing program utilizing multiple funding streams and meeting important community needs... and then have one of your funders tell you that you broke some requirement they have for accountability or expending their funds.
2. *Build Commitment:* Working closely with a funder also increases their investment in your program and builds their understanding of what your program needs to be successful. If you are transparent with your funder about the design of your program, you may be surprised at how transparent and flexible they will be to make sure their policies don't unnecessarily prevent your program from being a success.
3. *Preempt their "Supplanting" Fears:* Most public funding streams require that the funds are not used to supplant another funding source. Many funders look at blended and braided models and instead of seeing how you are leveraging funds, they will see a risk that you are replacing other funds with their funding. Bringing your funder into the conversation early is an important part of changing that perception. If the funder understands the scope of what you can accomplish utilizing multiple funding streams, and how that differs from what you can accomplish using their funding stream alone, some of the fears about supplanting can be diminished. However, you will also need to employ strategies like defining a case rate, keeping careful tracking of eligibility, and ensuring that accounting and budgeting are aligned, to alleviate your funders' fears of supplanting. By working with your funder early on, you will know what they need to feel confident in your model.

Working closely with your funder throughout your planning process not only ensures you won't accidentally plan something that is not appropriate, but also increases the likelihood the funder will want to work with you to ensure your program is a success.

This Guide is not intended to be a collaboration or general planning and engagement guide. For specific guidance on how to engage your partners, consider the following resources:

- ***Family and Youth Involvement Guide:*** A Workbook for Policy & Governance Boards and Planning Groups. The workbook includes an assessment tool to identify the current status and strengths of your board's family and youth involvement. Available at [http://www.sparkpolicy.com/docs/fyiguide/Spark\\_FYI\\_Workbook.pdf](http://www.sparkpolicy.com/docs/fyiguide/Spark_FYI_Workbook.pdf)

- **ReST (Repository for Systems Transformation)**: A website with regularly updated resources for a wide range of activities critical in transforming systems, including collaboration, planning, community engagement, and family and youth involvement. Available at: <http://www.cdphe.state.co.us/ps/ipsp/ReST/index.html>

## Are You Ready to Define Your Program?

Before you move on to designing your program, confirm that the following is true:

- We have our agency decision-makers or their representatives involved in our planning process.
- We have our funders involved in our planning process at the appropriate level, creating opportunities for them to learn about our approach and support it.
- We have our community and consumers involved in our planning process, ensuring our program will align with their needs and expectations.
- We have both buy-in and involvement from staff with fiscal expertise that will be responsible for implementing the coordinated financing model.

## PHASE 2: DEFINE YOUR PROGRAM

Prior to developing your funding model, you and your partners must identify what you hope to accomplish by blending and braiding funding. Fiscal coordination strategies are only a *means to an end*, and to be successful, the end needs to be well defined. The end may be a specific set of services, a specific population and a strategy for how to identify and meet service needs, or even a design for a system that serves a broad population through collaboration across many providers and many types of service needs. Regardless of the scope of your goals, you need to clearly define them and outline what you will be funding.

?	<b>What population do we need to serve?</b>	A	<input type="checkbox"/> Demographics of the population (age, income, race/ethnicity) <input type="checkbox"/> Needs of the population (health, mental health, housing, etc.) <input type="checkbox"/> Strengths/protective factors of the population <input type="checkbox"/> Other resources/systems likely to be serving the population
?	<b>What does the “Front Door” of our program look like?</b>	A	<input type="checkbox"/> Strategy for accessing the population (marketing, referrals, etc.) <input type="checkbox"/> Assessment/screening tools that will be used <input type="checkbox"/> Staff responsible for the intake process <input type="checkbox"/> Other elements of the intake process
?	<b>What are the services or interventions that are part of our program?</b>	A	<input type="checkbox"/> Services we will provide, including case management <input type="checkbox"/> Services we will refer out <input type="checkbox"/> Services we will purchase <input type="checkbox"/> Priority of services we’re planning – which ones must be provided, which ones are preferred, but not critical <input type="checkbox"/> Length of services we expect to provide on average <input type="checkbox"/> Evidence-base of the services we’re planning

?	<b>What will our services accomplish and how will we know?</b>	A	<input type="checkbox"/> Desired outcomes from the services <input type="checkbox"/> Plan for monitoring, evaluation, and quality assurance
?	<b>Where are we delivering the services?</b>	A	<input type="checkbox"/> Whether home-based services will be included <input type="checkbox"/> Whether school-based services will be included <input type="checkbox"/> Other locations where services will be provided <input type="checkbox"/> Staff and client transportation needs to access services sites
?	<b>Who will deliver the services?</b>	A	<input type="checkbox"/> Qualifications of providers who will implement services <input type="checkbox"/> Number of providers needed to implement the array of services <input type="checkbox"/> Qualifications of supervisors
?	<b>What infrastructure is needed to support the program?</b>	A	<input type="checkbox"/> Indirect expenses (phones, supplies, physical space, etc.) <input type="checkbox"/> Daily direct expenses (staff, equipment, transportation, etc.) <input type="checkbox"/> Other direct expenses (supervision, training, evaluation, etc.)

Many of these questions should sound familiar – they are common in grant writing. However, they are less common as part of a planning process for how to use long-term funding streams most effectively, which is exactly when this level of planning is most important.

As you answer these questions and clearly define your program, make sure you are seeking consensus among all of your key partners. Does the program design match what your family and consumer leaders believe is necessary? Does the program design align with the best-practices in service delivery? Have you integrated evaluation into the program design, so you can improve the program over time?

### Are You Ready to Explore Financing Options?

Before you move on to assessing your resources, confirm that the following is true:

- Our program/system design is clearly defined, with all questions answered in detail.
- The Executive Decision Maker of our agency and all the agencies involved with our program/system support our vision, goal, and program design.
- We have consensus on the program vision, goal, and design from our key partners, internal and external, including the staff who will implement the program and the family, youth, and consumer leaders involved in designing it.

## PHASE 3: EXPLORE YOUR FINANCING OPTIONS

Regardless of whether you are designing a new program/system or changing the financial practices associated with an existing program, it is critical to take the time to analyze your financing options. From the previous phases, you should now have a clear understanding of what needs to be funded, which will guide which funding streams you consider as you explore your financing options.

## Identifying Funding Streams

The first step in this phase is to list the funding streams that you believe might be able to help you serve this population. Some of these will be in your organization already, while others will be external funding streams that organizations in your community or at the state level already access and might be willing to contribute to your program/system.

- |   |   |   |
|---|---|---|
| <p><b>? What are the internal funding streams already available to your system?</b></p>                                     | A | <ul style="list-style-type: none"> <li><input type="checkbox"/> Appropriate for the client/consumer population.</li> <li><input type="checkbox"/> Appropriate for the service needs identified.</li> <li><input type="checkbox"/> Appropriate for the providers identified to deliver services.</li> </ul>  |
| <p><b>? What funding streams already support this population or these services? (include federal, state, and local)</b></p> | A | <ul style="list-style-type: none"> <li><input type="checkbox"/> Funding streams at other agencies in your community.</li> <li><input type="checkbox"/> Funding streams available at the state level, but not currently in your community.</li> <li><input type="checkbox"/> Funding streams available at the federal level, but not currently in your community.</li> </ul> |
| <p><b>? What non-public funding streams could serve as match?</b></p>   | A | <ul style="list-style-type: none"> <li><input type="checkbox"/> Private sector funding streams, such as local foundations or corporate giving programs, in your community.</li> <li><input type="checkbox"/> Fee-for-service models appropriate for your population, services, and service delivery providers.</li> </ul>   |

If you already have funding streams in mind, begin with those. If you need help identifying funding streams, go to *Part 3: Using Colorado Funding Streams to Blend & Braid*. Make sure to explore whether Medicaid is a potential funding stream for your program/system, as it is not a capped funding stream, but rather is limited based on services and eligibility. When it is an appropriate funding source, it can be a key component of ensuring long-term, sustainable funding.

## Analyzing Funding Streams

Once you have a set of funding streams to consider, it is time to analyze those funding streams and compare them to the needs of your program/system. For each funding stream that appears to be a good fit for the population you want to serve, the services you want to provide, and the service delivery providers you are working with, you will want to analyze it carefully to find out what parts of your program it can cover.

Analyzing funding streams can be intimidating! Most funding streams have detailed information available at the agencies that oversee the funding, but it is not always the most accessible information. You may want to undertake a mix of the following activities to collect sufficient information about the funding stream:

- Meet with your fiscal staff to collect and discuss any documentation they have received from your current funders regarding allowable expenses, documentation of expenses, and reporting requirements.
- Download fiscal guidance from funders' websites, including such things as State Plans (which often outline eligible services and populations), rules and regulations, statutes, and agency letters.

- Call your funders and ask questions to better understand the funding streams. Take the time to do a little background research first though!
- Talk to community partners currently funded through the funding streams of interest to you. Ask for documentation they have received from their funders.

With funding streams you already use in your agency (or agencies involved in your planning process), you will want to capture information not only about what the funding stream can be used for, but also what it is already used for. Find out the number of target population served historically (i.e. last two fiscal years) by the funding stream, what services were provided, and what it cost per person or service. Find out if you have any waivers or other special permissions from your funder for how you currently use the funding. You may also want to review the reporting you have done to the funder in the past, to understand their expectations.

With funding streams you don't use in your agency, you will want to make sure there is a reasonable chance the funding can be made accessible to the program/system you are seeking to fund. Is there a competitive process to release funds to community providers? Do you have an existing relationship with the funder or local partner who manages the funding? Is your program/system meeting a core function of the funding stream? Is the funding available based on population and services provided (e.g. Medicaid funding)? If you believe you can access the funding stream, it is worth analyzing what portion of your program it can fund.

In order to analyze the information you collect on your existing and potential funding streams, you need a way to capture all of that information. This will be your analysis tool. To create your analysis tool, use [\*Template A: Analyzing Your Funding Streams\*](#). Template A is designed to allow you to take your answers to the questions asked in Phase II and make an analysis tool that can help you vet each funding stream against the design of your program.

For the remainder of the Phases, we will be using an example program call ***Safe Homes***. *Safe Homes* provides services to youth and young adults to prevent and respond to homelessness. In the example below, the program went through the questions in Phase II and came up with the following answers (please note – this example only goes through the first few questions):

? **What population do we need to serve?**

A

- ☐ Youth ages 12 – 18.
- ☐ Young adults ages 19 – 24.
- ☐ Youth and young adults at risk of losing their housing.
- ☐ Youth and young adults already homeless.
- ☐ Most of our population will be from low income families.
- ☐ Some of our youth will be runaways whose families will be unknown.

? **What does the “Front Door” of our program look like?**

A

- ☐ Youth will be referred by community partners.
- ☐ We will use a customized intake tool aligned with our funding requirements across all funding streams.
- ☐ We will use a life skills assessment tool.
- ☐ Our intake staff are the same as our case management staff and will be LCSWs with entry level experience or more.



**What are the services or interventions that are part of our program?**



- ☐ Provide case management services to all our clients.
- ☐ Provide one-on-one mentoring and youth development services.
- ☐ Provide short-term financial assistance to maintain housing for clients at risk of losing housing (rent, home repairs, mortgage payments).
- ☐ Purchase shelter services or vouchers for hotels for homeless clients.
- ☐ Refer to research-based skill building and job placement services.
- ☐ Refer to research-based health, mental health, and substance abuse services.
- ☐ Run a youth leadership group to advise in the design of the program.
- ☐ Provide services for up to 18 months, but financial assistance will be limited to 6 months during that period.

Using these questions and answers, *Safe Homes* updated [\*Template A: Analyzing Your Funding Streams\*](#) to match the specifics of their program and analyzed two primary funding streams.

	Funding Stream 1	Funding Stream 2
<b>What population do we need to serve?</b>		
Youth ages 12 – 18	Eligible if parent/guardian is income eligible.	All youth who meet need requirements (see below) are eligible.
Young adults ages 19 – 24	Eligible if the client has children.	All young adults who meet need requirements (see below) are eligible.
At risk of losing their housing	Yes, provided the risk of losing housing is leading to risk related to self-sufficiency, out-of-wedlock pregnancy, or keeping a two-parent family together.	Not eligible, must be homeless.
Youth and young adults already homeless	Yes, provided being homeless is leading to risk related to self-sufficiency, out-of-wedlock pregnancy, or keeping a two-parent family together.	Eligible.
In low income families	All clients must either make less than \$75,000 per year or be in a family making less than \$75,000 per year.	Income is not a factor.
Runaways whose families are unknown	If the runaway is under 19, they are not eligible without knowing family income.	Runaway status is not a factor.
<b>What does the “Front Door” of our program look like?</b>		
Referred by community partners	No requirements on referrals.	No requirements on referral.
Customized intake tool	Eligibility information is the only required intake information.	Mandatory data entry into online system for intake information. Will need to include all data fields on our intake form.
Life skills assessment	No required assessment tools.	No required assessment tools.
Intake staff are LCSWs with entry level experience or more	No requirements on staff qualified to deliver services.	Requires staff to be licensed clinical social workers (LCSWs) with experience working with youth or young adults.
<b>What are the services or interventions that are part of our program?</b>		
Case management services	Yes, can fund staff engaged in a variety of programmatic activities, including case management.	Yes, staff time directly related to services only.



	Funding Stream 1	Funding Stream 2
One-on-one mentoring and youth development services	Yes, can fund these services through staff or contract.	Yes, can fund these services through staff or contract.
Short-term financial assistance to maintain housing for clients at risk of losing housing (rent, home repairs, mortgage payments)	Yes, but limited to four months.	No, not allowed.
Purchase shelter services or vouchers for hotels for homeless clients	Yes, but limited to four months. Either hotel or shelter services.	Yes, but requires a formal shelter (hotel vouchers are not permissible). No time limited.
Refer to research-based skill building and job placement services	Yes, through case management staff. Can pay for incentives to participate.	Yes, through case management staff.
Refer to research-based health, mental health, and substance abuse services	Yes, through case management staff. Can pay for incentives to participate.	Yes, through case management staff.
Run a youth leadership group to advise in the design of the program	Yes, can fund FTE engaged in a variety of programmatic activities, including youth leadership team. Can also pay for stipends.	Cannot pay for staff time. Can pay for stipends.
Services for up to 18 months, but financial assistance will be limited to 6 months during that period	Limits financial services to four months or less. No time limit for other services.	Yes, but requires a formal shelter (hotel vouchers are not permissible). Not time limited.

In addition to questions specific to the program design, [\*Template A: Analyzing Your Funding Streams\*](#) includes questions about the timeframe for funding, the allowability of no-cost extensions, and other funding stream specific information that will help you as you assess whether you can implement your program with the identified funding streams.

## Explore the Gaps in Funding

After completing your analysis of each of your potential funding sources, the next step is to explore the larger pattern created by the allowable and non-allowable costs with each funding stream. To identify the gaps in your funding stream, use [\*Template B: Analyzing Your Gaps\*](#). You will need to populate the template with details about your population and their service needs.

Below is an example of the *Safe Homes* gaps analysis using its two funding streams. Template B, as with Template A, will need to have its row headers filled out by you, based on the possible gaps you can observe when looking at your funding streams. As you fill them out, break down each issue into detailed pieces to make sure you will have the most comprehensive view possible.

For example, in Template A, the *Safe Homes* example had a row that had eligibility defined as young adults ages 19 – 24. It has another row defined as low-income adults and another row defined as homeless. The notes in Template A show that neither funding stream can fund all young adults ages 19 – 24 due to limitations related to

having children, being low-income, or being homeless. For this reason, the gaps analysis will need separate lines that define each subpopulation, as shown in the example below.

	Funding Stream 1	Funding Stream 2
<b>What population do we need to serve?</b>		
Ages 12 – 18, at risk of losing housing, in low-income families	X	
Ages 12 – 18, at risk of losing housing, non-low income families		
Ages 12 – 18, at risk of losing housing, runaway (no family income known)		
Ages 12 – 18, homeless, low income family	X	X
Ages 12 – 18, homeless, non-low income family		X
Ages 12 – 18, homeless, runaway (no family income known)		X
Ages 19 – 24, at risk of losing housing, have kids, is a low-income family	X	
Ages 19 – 24, at risk of losing housing, have kids, not a low-income family		
Ages 19 – 24, at risk of losing housing, have no kids regardless of income		
Ages 19 – 24, homeless, have kids, is a low-income family	X	X
Ages 19 – 24, homeless, have kids, is not a low-income family		X
Ages 19 – 24, homeless, have no kids regardless of income		X
<b>What are the services or interventions that are part of our program?</b>		
Case management services	X	X
One-on-one mentoring and youth development services	X	X
Four months of rental assistance	X	
Four months of mortgage payments	X	
Four months of home repairs	X	
Purchase shelter services for homeless clients	X	X
Provide vouchers for hotels for homeless clients	X	
Refer to services (placement, employment, health, mental health, substance abuse)	X	X
Provide incentives to clients to participate in referred services	X	
Staff a youth leadership group to advise in the design of the program	X	
Provide stipends for participation in a youth leadership group	X	X

By taking the information entered into Template A, translating it to a grid in the Gaps Template B, you will understand what populations, services, etc. are possible using the funding streams you have identified. You may realize that you cannot fund some expenses from any of the funding streams you have identified. If the expenses are not in your list of priority services and supports, this is the time to decide you will not provide it or make the decision to continue to seek funding that can support it.

At this point, the example program will need to decide on its priorities. In the *Safe Homes* example, there are serious gaps in eligibility for services when you compare the population originally envisioned during Phase II with the populations the funding streams can serve. Funding Stream 1 has more restrictive eligibility in terms of age and whether the client is in a family. However, it also has many more services it can pay for, including all of the long-term housing options. It can also pay for services to prevent homelessness among youth. However, it can only pay for many of the services for four months, while the program design was focused on six months of financial assistance. This limitation suggests the program design may need to be adapted. Funding Stream 2 limits its eligibility to those youth already homeless and limits its services to emergency shelter, mentoring, youth development, and case management, instead of services to move youth into long-term housing. However, it will allow for emergency services for as long as the youth needs them.

Overall, this means that with the current funding streams, *Safe Homes* can provide services to any youth who is homeless from ages 12 – 24, but they are very limited in their ability to provide prevention services. Additionally, the funding stream that allows them to serve all homeless youth cannot pay for many of the services they planned for their program that are more preventive in nature. After learning of these issues during the gaps analysis, *Safe Homes* planning group needs to decide (1) should they identify additional funding streams; (2) should they redefine their program scope; or (3) some combination of the two. This is a great example of where foundation, corporation, or relatively flexible public grant programs would be needed to fill in the gaps.

You are likely to find yourself engaging in an iterative process of selecting and analyzing funding streams, exploring gaps, assessing changes to your program design, and deciding to identify new funding streams and redoing the process of analyzing and gap finding. After you have reached the point where you are satisfied that you know your funding streams AND have adapted your program design as necessary to fund the full program realistically with the funding streams available, you are ready to move to developing a Coordinated Financing Plan.

### Are You Ready to Develop Your Coordinated Financing Plan?

Before you move on to designing your program, confirm the following is true:

- We have decided on our set of funding streams.
- We have a clear understanding of what each funding stream can fund, including eligible populations and eligible expenses.
- Our program design is redefined to be realistic and align with the available funding. These changes were made in partnership with all our stakeholders involved in the planning process.
- Our fiscal staff (and ideally our funders) agree on our analysis of funding streams, either because they conducted it or they reviewed our work.

## PHASE 4: DEVELOP YOUR COORDINATED FINANCING PLAN

Phase 4 consists of developing seven key components that come together in one document, your Coordinated Financing Plan. That document is your guide to implement the blended or braided model.

Your Coordinated Financing Plan can serve multiple purposes. It can be a tool for talking with your funders so they can clearly understand the design of your braided system. It can help your programmatic staff, your fiscal staff, and your board understand how and why each decision is being made. It can increase everyone's confidence that funding is being used appropriately, including that blending or braiding multiple funding streams will not result in supplanting. Walking through Template C will help you address all of the remaining sections in this Phase.

To develop your financing plan, you will go through a process of documenting your overall approach. The documentation will include development of key materials that will be used by your staff regularly and key protocols that will be a core part of how you implement your blended or braided model. These include the actual documented process for how all the pieces fit together, which is outlined in [\*Template C: Your Coordinated Financing Plan\*](#), along with:

- **Program Budget:** Your program budget, based on the revised design developed during the previous phase.

- **Cost Allocation:** Your cost allocation is a budgeting and accounting tool, to be used throughout the implementation of your program.
- **Front Door and Back Door Protocols:** Your documented process from the Front Door through the Back Door, including decision-making points, who has the authority to make decisions, information used at each point, and outcomes of the process.
- **Tracking and Reporting:** Your tracking and reporting materials to be used during service delivery, including intake, ongoing services, and exit. These will include forms filled out by and with clients, forms filled out by providers, and timesheets for providers.
- **Financial Systems:** Your financial practices and systems must be aligned with your blended or braided approach. Sometimes, this will require little additional work, but other times you may need to set up segregated funding or other special systems.
- **Contracting:** If you are paying for services outside of your agency, your contracting process can be a critical component of your overall blended or braided funding design.
- **Quality Control and Staff Training:** To successfully implement your new model, you will need to train and provide ongoing technical assistance to key staff.

## Program Budget

Create a budget in the usual line items/categories, based on the expenses for the program you are now planning to implement. Feel free to use whatever format you typically use, or use the Estimated Budget worksheet in the [Template D: Budget & Cost Allocation](#). At this point, don't worry about which funding stream pays for which service, but do limit what you include in your budget and program to those things at least one of your funding streams can pay for. To do this, design a realistic budget tied to your finalized program design.

Make sure to document any decisions you made about the budget in Template D as you develop the Coordinated Financing Plan. For example, if you are basing the budget on the assumption that you can serve 50 families in need, explain why 50 is the appropriate number.

?

**What expense categories do we need to pay for our program?**

A

- ☐ Personnel, contractors, and other "time" spent on services and supports.
- ☐ Supplies, equipment, travel, and other direct costs that support activities we will undertake.
- ☐ Stipends, incentives, meals, and other benefits to our clients that will come from program participation.
- ☐ Purchased services from our community partners, at whatever case or service rate they quote.
- ☐ Purchase or in-house evaluation and quality improvement services.
- ☐ Indirect costs (rent, phones, internet, etc.).

?

**How many clients do we plan to serve per year?**

A

- ☐ Level of need in your community – how many clients are likely to be available to serve?
- ☐ Level of connections with community providers – how many clients will know about your service?
- ☐ Level of capacity in your agency – what is the maximum number of clients can you serve?



**How much do we need in each category to serve that many clients per year?**



- ☐ What will it cost to provide the services we have outlined in our program design for the number of clients we estimate?
- ☐ How many clients will require all services?
- ☐ How many clients will drop out of services prematurely?
- ☐ What will it cost to sustain our non-service delivery activities, such as evaluation, advisory groups, etc?

Prior to finalizing your budget, review it with key stakeholders and discuss whether any expenses are missing from it. This process should feel familiar – it is the same process used to develop any grant or program budget.

## Cost Allocation

The third step in creating your coordinated financing plan is to create your cost allocation plan. This is the tool that will bring your budget to life and turn it into a braided or blended model.

Start your Cost Allocation plan by deciding whether you will be blending or braiding funding streams to support your program. Carefully review Part 1 of this guide alongside the information you gathered on the requirements of each of your funding streams in order to decide.

- If you are blending your funding, the cost allocation plan is a static budget that you can set in advance. Your priority will be to make sure you track sufficient information on eligibility and outcomes to report back to your funders.
- If you are braiding your funding, the cost allocation plan is a flexible budget and accounting tool that tracks spend down across your funding streams. To create it, use [Template D: Budget & Cost Allocation](#).

Cost allocation plans in a non-braiding model will often be treated as a series of grant budgets with pre-defined monthly expenses in pre-defined categories of spending. Cost allocation plans in a braiding context are living documents that begin with estimations, but help you keep track of how you can flexibly allocate resources to meet monthly needs, based on eligible populations and services. In essence, the cost allocation plan provides you with upfront information to ensure you can cover all your expenses across all your funding streams and ongoing information on the progress of spending down your funding streams.

In order to design your cost allocation plan, use [Template D: Budget & Cost Allocation](#). Template D is designed to have a summary page that helps you keep track of spend-down across all your funding streams and a cost allocation page for each of your funding streams. This template is highly likely to need to be adapted to better fit your program – **as you adapt the Template, please make sure to double check all formulas!**

Template D is only a tool. It is not your process for allocating costs, but rather your tool for tracking how you have allocated your costs as you implement your program. As you create it, make sure you pay close attention to your analysis of your funding streams. If one funding stream can pay for stipends and another cannot, ensure that you are including the line item for stipends only under the budget for the funding stream that allows it.

## Front Door Decision Points

At the Front Door, you will be identifying how eligibility and allowability are determined.

- Eligibility refers to the clients who will be eligible for some or all of the services provided by your blended or braided model.
- Allowability refers to the services that each client will be allowed to receive, based on their eligibility.

Although in an ideal model, all clients could access the same services, for many blended or braided programs, some clients may not be able to access all of the services available. For example, you may only be able to provide medical services to those clients eligible for Medicaid, while case management and other supportive services could be provided to all of your clients.

At your Front Door, you will want to clearly determine eligibility and allowability prior to any other actions being taken. You will want to define:

- Who is responsible for determining eligibility? In other words, who has the tools and authority to decide a client should be accepted in your program?
- Who is responsible for determining allowability? In other words, who has the tools and authority to decide which services are options for a new client in your program?
- What is the protocol for turning clients away? In other words, what referrals or other supports can you offer as you reject a client who does not meet your criteria for eligibility?

You will want to create an easy to use document that your Front Door can include as part of their intake process. This should include questions to clarify eligibility and to make sure that any allowability issues are known. For example, the Eligibility and Allowability document might include a set of questions related to the client's age, needs, income, and family. At the bottom of the document could be a decision-tree to help the provider determine (1) is the client eligible for any services; and (2) what services are allowable.

As part of your Front Door, you will also want to develop a process and place that the eligibility and resulting allowability are clearly documented after the intake. For example, a case file might include a quick summary of both, such as:

- Client is eligible due to age (between 12 and 24) and entering services while homeless.
- Client may receive shelter, case management, mentoring, and youth development services.
- Client may not receive incentives for participation in referral services.

This will remind the service providers to update the eligibility and allowable services if the situation changes, such as the client turning 25.

### Back Door Decision Points

At the Back Door, you will be identifying how allocation of costs to funding streams will be determined. The Back Door is responsible for making sure that all allowable services are paid for by appropriate funding streams, with appropriate services as defined by the eligibility and allowability of the clients. Additionally, the Back Door is responsible for maintaining appropriate spend-down across the funding streams, using a protocol designed to guide them.

The protocol should help the Back Door staff understand which funding streams to use first. For example, a protocol might tell staff to:

- Spend down Funding Stream A and Funding Stream B relatively evenly.
- Spend Funding Stream C whenever possible.
- Spend Funding Stream D only when no other funding is appropriate.

To determine the protocol, you will want to consider the following types of issues that each funding stream may have. The information you need to answer these questions will come from the Financing Analysis you completed as part of Phase 3.





**Which funding streams need to be spent down steadily?**



- ☐ Large funding streams accounting for a significant portion of your budget.
- ☐ Use it or lose it funding streams (where a no-cost extension is not an option).
- ☐ Funding streams that allow a percentage of administrative/indirect costs, as you may need to also show direct costs.



**Which funding streams should be used whenever possible?**



- ☐ Highly restrictive funding streams that may be hard to spend down fully due to limited eligibility or allowability.
- ☐ Funding streams with no cap, such as entitlement programs, allowing you to spend as much as needed.
- ☐ Funding streams with earlier end-dates than most of your other funding streams.
- ☐ Funding streams with a longer length of service allowable.



**Which funding stream should be used as a last resort?**



- ☐ Highly flexible funding streams, particularly those that account for a small portion of your budget.
- ☐ Funding streams that mandate that they are the payer of last resort.

In general, you will want to use the least restrictive funding streams last, as it is better to finish up the last two months of your year with a highly flexible funding stream than a funding stream that can only fund small parts of your program. Also in general, you want to be able to report steady progress in spending your funding to most funders – your funder wants to know how critical their funding is to your services! This does not mean you have the same expenses, the same number of clients, or the same amount of spend-down every month though. Rather, it means you use it where it can best support your program, steadily and flexibly. In general, take care not to ignore a funding stream for multiple months – this may cause you to lose the funding stream due to a perceived lack of need.

After developing a protocol for general spend-down, you will want to make sure you have a summarized document that clarifies the eligible populations and allowable costs for each funding stream. This is the tool your fiscal staff can use as they make decisions on what to allocate. It should match your Cost Allocation tool and be based on your Financing Analysis.

## Tracking and Reporting

Your Back Door will be responsible for ensuring all of the information required by funders is submitted by all of the required deadlines. Make sure you are aware of all reporting requirements and create a calendar of deadlines. Some funders will have multiple types of reporting, such as monthly invoicing, monthly data entry into their case management system, and quarterly outcome reports. Document all of these requirements.

Next, document all of the information needed for each report. Create a chart to determine what information your providers will need to capture on each client in order for the Back Door to report to all of the potential funders of that client.

Many funders have databases they require you to utilize, which can be challenging in a blended or braided program when programmatic staff are unaware of which funding stream their clients will be paid for through. The

Back Door may need to take on the responsibility of taking the information reported by program staff and entering it into required databases.

One of the critical components to a successful braided model, particularly a model that includes funding streams that fall under the federal OMB Circular A-87 (see Appendix A), is to track personnel time by eligible populations/allowable services. To ensure the Back Door has enough information to allocate staff time to appropriate funding streams, all of the staff paid for through the braided model should keep time sheets that indicate the case ID of the client served and time spent on that client. If a staff person engages in non-service delivery activities, the staff person should also have a place on their timesheet for the major categories of activities, defined by what is allowable across the funding streams.

With the Example Program that has been used throughout this guide, the staff would need to have timesheets by client ID and by whether or not they were engaged in supporting the Youth Leadership Team. This is necessary due to Funding Stream B's limitation that only staff time involved in case management and direct services is allowable.

## Financial Systems

Your Coordinated Financing Plan will also cover the financial systems that will be used to meet funder requirements. If any of your funding streams require segregated accounting, this is where you can describe and plan for how that will be undertaken. You can also use this part of your plan to document how you will maintain the data needed to respond to your funders audit requirements. Often, the requirements for what must be documented and available during an audit are far more extensive than the requirements associated with monthly or quarterly reporting. If you have not yet reached out to the fiscal staff with each of your funding streams, now is a time to do it. Ask them what they will want to see when they visit your program.

## Contracting

You may have contracts that are needed with providers outside your agency. You will want to define the contents of those contracts and how the reporting associated with invoicing will match the requirements of your many funding streams. Make sure your contracts include any required language by your various funders. Hopefully, your funders will allow you to have one contract with each provider that covers all funding streams. However, some funders will expect you to have funding stream specific contracts with your service providers. In this case, you will need to be thoughtful about how you define the total amount of funding in each contract, as you do not want to limit your flexibility in your braiding model.

This guide does not cover general principles of good contracts, nor will it address specific requirements of your funders as relates to contracts. Take the time to work with your funders and fiscal staff to design contracts that are appropriate and meet all the legal and regulatory requirements associated with your funding streams.

You can document the reimbursement strategies for your contractors as part of your Coordinated Financing Plan. Some options include:<sup>1</sup>

- Pre-approved provider lists with no guarantees of usage. This is the most flexible option for you, but can be hard on small specialty providers.
- Fixed price contracts that predefine how many clients or services will be purchased. This requires that you track how many clients or services have been purchased at any given time. It also makes assumptions about your clients' needs that may or may not be true. However, it is often preferred by your contractors because it guarantees them a steady income.

- **Capitated or case rate contracts.** This type of contract puts more risk on your contractors, as they will be expected to accept any clients you refer for pre-defined rates per client or pre-defined total amount regardless of the number of clients. It can allow for greater flexibility for your agency. It is best to use this type of contract strategy when the needs of your clients are well known.
- **Performance-based contracts.** This can be incorporated into any of the above strategies.

## Quality Control and Staff Training

You will want to include a plan for monitoring the appropriateness of decisions being made, as well as a plan for training staff on the procedures and providing technical assistance in response to questions. It is important to plan for how time-sensitive issues will be addressed, such as questions about eligibility when a client is going through an intake process at the Front Door.

## Are You Ready to Implement?

Before you move on to designing your program, confirm the following is true:

- We have a program budget that is realistic for serving the number of clients we plan to serve.
- Our program budget fully addresses not programmatic expenses, such as indirects and evaluation/quality control.
- We have a cost allocation plan in place to help us spend-down our funding appropriately.
- We have carefully defined the decision-points and tools for the Front Door and Back Door.
- We have the appropriate financial systems in place, including contracts.
- Our staff are trained on how to implement the tools and they know who to ask for help.

## PHASE 5: IMPLEMENT, TRACK, AND IMPROVE

The final stage of developing your blending or braiding process is to implement. Throughout the process of developing your plan, we have emphasized the importance of engaging your funders and your community, family, and consumer stakeholders in the process. This remains true during implementation. Although the model is now designed, it will not be static. As your funding streams change or funding requirements change, you will need your stakeholders to help you modify your program.

Take time to collect feedback from your staff and clients on their experience of the process:

- Is it seamless and invisible to clients?
- Do Front Door staff have the level of decision-making they need to expedite access to services?
- Do Back Door staff have enough information from the providers to make good decisions regarding allocation of funds?
- Do your funders feel confident that you are spending their money appropriately and achieving good outcomes?

Plan to revisit your Coordinated Financing Plan at least yearly, and as funding streams change. Make sure someone is responsible for taking new information from funders and incorporating it into the plan. As needed, making changes, such as redoing your Fiscal Analysis for a funding stream to ensure it is being used appropriately even after it changes its rules, or updating your Eligibility and Allowability documentation when you secure a new funding stream.

## PART 3: USING COLORADO FUNDING STREAMS TO BLEND & BRAID

Every state has different funding streams, different fiscal structures and requirements, and different auditors to work with. For this reason, many braided and blended models that are successful in one state cannot be replicated in other states. To facilitate Colorado-specific blending and braiding models, this section provides basic information about key funding streams that are highly flexible or help with revenue maximization.

The goal of outlining these funding streams is to encourage local models for blending and braiding to rely more on the steady, long-term government funding streams and less on periodic, time-limited, and targeted grant funding. However, it is very important to note that *the funding streams below are currently fully utilized – there is unlikely to be new funding available*. Rather than approaching funding partners for grants or contracts to fund your programs, we encourage you to approach them to be a partner in helping to set priorities for future funding decisions. If you are part of an agency that currently administers or spends some of the dollars from the funding streams below, the information may be helpful in thinking about how to utilize your existing funding for a blended or braided model.

### TEMPORARY ASSISTANCE FOR NEEDY FAMILIES (TANF)

TANF, a federal funding stream allocated in block grants to all U.S. States, is recognized nationally as one of the principal safety nets for low income families. Colorado Works, a Division of the Colorado Department of Human Services, serves as Colorado's TANF program. Colorado is one of thirteen states that are state-supervised and county administered. As a result, Colorado Works allocates more than 80% of Colorado's TANF funds to Colorado's 64 counties through a formula based mainly on the cash assistance caseload and county population. Counties receive TANF block grant allocations at the beginning of each fiscal year and can exercise a great deal of autonomy in how they administer their TANF dollars as long as they adhere to some basic eligibility guidelines and have a solid infrastructure in place to track client eligibility and services.

Federal TANF guidelines require that TANF funds are utilized to meet one of the following four purpose areas:

To provide assistance to needy families with children so that they can live in their own home or the homes of relatives;

To end the dependency of needy parents on government benefits through work, job preparation, and marriage;

To reduce the incidence of out-of-wedlock pregnancies; and

To promote the formation and maintenance of two-parent families.

Counties can choose to provide TANF funded services that are reasonably calculated to meet one of the above purpose areas directly through their Departments of Human Services/Social Services or contract out services through community nonprofits, other government agencies, faith-based entities or private agencies.

### When to Braid & Blend with TANF

TANF has the potential to blend and braid in many different types of programs due to its relative flexibility in both the eligibility for services and the allowable services. There are, however, some limits to the flexibility. If services are provided under Purpose Areas 1 and 2, for example, the services must be provided to low-income Colorado families that meet that state's definition of "needy" as outlined in Colorado's State TANF plan. As noted earlier, services provided under Purpose Areas 3 and 4 can serve a broader population but must be reasonably calculated to contribute to a reduction in out-of-wedlock pregnancies or the maintenance of two-parent families. However,

TANF Purpose Areas can be broadly interpreted and thus TANF funds can be used strategically to help sustain and expand programs at the local level when braided with more restrictive funding streams. In addition, TANF can be invaluable in supporting programs that otherwise might be less comprehensive in their approach. For example, a vocational training program that targets justice-involved youth could be expanded to include a life skills curriculum and be a resource for any youth demonstrating high risk behavior with the support of TANF funds.

To utilize local TANF funds in a braided or blended model, it is important to ensure the program being funded has the capacity to track eligibility of participants and report services provided across all funding streams and specifically provided by TANF.

## Understanding TANF

**Funding Mechanism.** The State Division of Colorado Works oversees TANF funding. It is distributed to counties through an allocation formula. Local Departments of Social Services/Human Services are responsible for the administration of services or oversight of contractors administering services on a county level. Colorado Works periodically offers statewide funding opportunities such as the Promoting Responsible Fatherhood Grant (supports programs that provide fathers with the skills, support and training to be more participatory and responsible contributors in their children's lives); the Personal Responsibility and Education Program (PREP) Grant, which supports programs designed to educate adolescents on both abstinence and contraception to prevent pregnancy and sexually transmitted infections (STIs), and to be better prepared for a successful adulthood; and the Colorado Works Statewide Strategic Use Fund (SSUF) which funds projects that "serve Colorado's most vulnerable families in new ways, through community investment strategies."<sup>2</sup>

**Who Can Provide Services?** Any service provider that offers a program that is reasonably calculated to meet one of the four TANF Purpose Areas can provide services. Eligible entities include but are not limited to nonprofits, local government organizations, and faith based organizations. TANF funds, as noted earlier, are either distributed through statewide grant programs through Colorado Works or are provided in block grants to local Departments of Human Services/Social services where they can be contracted out to other community based providers.

**What are Eligible Services?** Eligible TANF services are any services that can be reasonably calculated to meet one of the four TANF purpose areas and can include a broad array of services from food and shelter to positive youth development programs and substance abuse counseling. It is important, however, to familiarize oneself with the four purpose areas of TANF because eligibility for services is more restricted under Purpose Areas 1 and 2. Purpose Areas 1 and 2 both use the term "needy" in reference to TANF families. The term "needy" is legally significant in that a state must establish specific financial eligibility guidelines to describe "needy" families. Counties can further define "needy" as less than the state financial eligibility standard based on objective criteria that apply to poverty rates and other measures within their own communities. Thus an eligible service provided under Purpose Areas 1 and 2 would be a service provided to a family that meets the county's definition of needy. Purpose Areas 3 and 4 are not limited to needy families or parents and can serve a much broader population as long as the services provided can be reasonably calculated to reduce the incidence of out-of-wedlock pregnancies; and to promote the formation and maintenance of two-parent families. For additional information about TANF eligible services, please review Colorado's Guide to TANF for Local Communities, available at <http://www.sparkpolicy.com>.

**What is the Time Frame for Service Provision?** The time frame for service provision depends on the category of TANF that the family (or individual if a Purpose Area 3 or 4 service) is accessing. TANF is usually provided as a Basic Cash Assistance, as a Diversion (either County or State) or as a non-assistance support service

offered through community providers such as nonprofits. In general, services provided through TANF are intended to be time limited tools to help leverage a family out of poverty and promote self-sufficiency. If a family is receiving TANF Basic Cash assistance – they can only receive 60 months of support unless they receive an extension waiver as a result of domestic violence or a disability in the family. If families are receiving TANF support through Diversion – the service is regarded as short term, non-recurrent, and is limited to up to four months of support. Families and individuals can also access an array of longer term “non-assistance” TANF support such as vocational training family counseling and/or substance abuse counseling through community providers.

**What are Eligible Populations?** In order for a Colorado family to be eligible for TANF Purpose Area 1 and 2 services, they must be: “a. a family consisting of children living with a caretaker relative or parent(s) with unborn child(ren); and b. the family’s gross income is under \$75,000 per year.”<sup>3</sup> Counties can further define “needy” as less than \$75,000 per year. A couple of additional criteria also apply – fugitive felons are not eligible for support and families must be able to demonstrate legal presence (i.e., if they are legal immigrants (and age 19 or over), that they have resided in the U.S. for at least 5 years). As noted earlier, Purpose Areas 3 and 4 are not limited to needy families or parents and can serve a much broader population as long as the services provided can be reasonably calculated to reduce the incidence of out-of-wedlock pregnancies; and to promote the formation and maintenance of two-parent families.

**What are the Reporting and Billing Requirements?** TANF is a reimbursement based grant. Funds are either contracted out from the state to the counties through the county block grant; through the state to innovative programs statewide through specific grant programs; or through county Departments of Social Services/Human Services to community based providers. A written contractual agreement is developed between the funder and the funded, whether it is the state and counties, the state and the fiscal agent of a funded project, or the county and community-based providers. The service provider must follow the terms of the contract (including data reporting requirements) and submit reimbursement requests to the funder for funds that are drawn down to support specific TANF services.

It is important to note that all clients that are provided with Purpose Areas 1 and 2 TANF services must meet the county’s definition of needy for ongoing basic cash assistance and the state’s definition of needy for all other non-assistance supportive services that fall under Purpose Areas 1 and 2. Colorado Works tracks the work participation rates of all clients accessing basic cash assistance statewide and reports those work participation rates back to the federal government. Thus, TANF client reporting specifically for Basic Cash Assistance clients is done through the Colorado Benefits Management System.

If clients are receiving non-assistance and diversion services, good case records on each client should still be maintained. Clients receiving Purpose Area 1 and 2 non-assistance and diversion services should have a case file with documentation verifying their income is \$75,000 or under, their legal presence (if the parent is 19 and above) and that they are a family unit. If clients are provided with Purpose Areas 3 and 4 services – they do not have to be a needy family but funders will want to know the number of clients served by the program, general programmatic outcomes, and it is recommended (but not required) that the program also capture what percentage of the clients accessing the specific program would meet the state definition of a needy family.

**Contact Information and Resources.** To contact someone about TANF, contact your county Department of Social Services/Human Services or Colorado Works (a division of the Colorado Department of Human Services). The website for Colorado Works, which is the state agency that manages TANF for Colorado, is: <http://www.colorado.gov/coloradoworks>.



## COLLABORATIVE MANAGEMENT PROGRAM/HB1451 INCENTIVE DOLLARS

The Collaborative Management Program (CMP), also commonly referred to as "1451" or "HB 1451", is a state plan that consists of the voluntary development of collaborative management of multi-agency services provided to children and families by county departments of human/social services and other mandatory agencies including local judicial districts, domestic violence experts, local health department, local school district(s), community mental health center, Behavioral Health Organizations, DYC, alcohol/drug treatment Managed Service Organizations. CMP also strongly encourages the input, expertise, and active participation of parent or family advocacy organizations.

HB 1451 works as follows: First, the Local Interagency Oversight Group (IOG) develops a memorandum of understanding (MOU). The MOU outlines protocols and processes to be followed by the partners. The IOG includes all signatories to the MOU, statutorily required participants, and any other participants included by the IOG. The IOG develops outcomes in the areas of child welfare, judicial, education, and health/mental health/other health. IOGs may request waivers of rules, can receive earned incentive money for meeting identified outcomes, and can reinvest any fund savings into additional services to children and families that would benefit from multi-agency services. Earned incentives for meeting outcomes are available after the conclusion of the Program year. The earned incentive money is available according to a formula approved by the State Board of Human Services and distributed within the counties according to a procedure approved by the local IOGs. The description below is specific to those earned incentives, as they are the only additional funding that comes with county participation in the Collaborative Management Program. The incentives are a unique funding stream, in that they are tied to outcomes already achieved, and can be used in a wide variety of ways to help achieve future outcomes.

### When to Braid & Blend with CMP Incentive Funds

If you are located in one of the Collaborative Management Program communities, the incentive funds may be a source for blending and braiding. These highly flexible dollars are awarded to communities based on their accomplishments of outcomes. The incentives are required to be used to provide services *to children and families who would benefit from integrated multi-agency services*, and as such the population is defined by the memorandum of understanding for the local IOG. The main limitation of this funding stream is the potential unreliability of year to year funding, as the funding amount can differ greatly from year to year based on the total number of communities achieving their outcomes statewide and your own community's success at achieving its outcomes. Due to the unreliability in funding amount, the incentive funds might best be used for one time or short-term expenses, such as developing new programs, infrastructure, training, etc.

### Understanding CMP Incentive Funds

**Funding Mechanism.** The Colorado General Assembly determines the spending authority for the performance-based collaborative management incentive cash fund. The earned incentive money is available according to a formula approved by the State Board of Human Services and distributed within the counties according to a procedure approved by the local IOGs. These funds are not limited for use within any particular fiscal year. Outcomes must achieve or exceed performance goals in the areas of child welfare, juvenile justice, education, health, and health/mental health/other health.

**Who Can Provide Services?** This funding stream does not have predefined eligibility requirements for service providers. The local Interagency Oversight Group develops protocols to permit expenditure of these funds. The incentives shall be used to provide services to children and families who would benefit from integrated multi-agency services.

**What are Eligible Services?** The local Interagency Oversight Group develops protocols to permit expenditure of these funds. "Specific services that may be provided may include, but are not limited to: Prevention, intervention, and treatment services; family preservation services; family stabilization services; out-of-home placement services; services for children at imminent risk of out-of-home placement; probation services; services for children with mental illness; public assistance services; medical assistance services; child welfare services; and any additional services which the parties deem necessary to identify."<sup>4</sup>

**What is the Time Frame for Service Provision?** This funding stream does not have any pre-defined time frame for service provision associated with it.

**What are Eligible Populations?** This funding stream has no predefined eligible populations associated with it. The incentives shall be used to provide services to children and families who would benefit from integrated multi-agency services.

**What are the Reporting and Billing Requirements?** The local Interagency Oversight Group develops protocols to permit expenditure of these funds. The county fiscal agent is responsible for accounting for the use of these funds.

**Contact Information and Resources:** For more information on CMP Incentive Funds, please visit the CMP website at: <http://www.cdhs.state.co.us/childwelfare/1451CMP.htm>

## CORE SERVICES

Core Services is a funding stream in the Child Welfare system that serves children at imminent risk of out-of-home placement with services designed to prevent the placement of children, maintain children in the least restrictive setting available, or to facilitate reunification and/or permanence. Core Services is a prevention/early intervention funding stream.

Permanence can include any of the following outcomes: return to the home of a parent, an adoptive placement, guardianship, independent living placement, foster-adoption placement or to live with a relative/kin if the goal for the child in the Family Services Plan is to remain in the placement on a permanent basis.

### When to Braid & Blend with Core Services

Carefully review the eligibility criteria for children and their families. If the population served by your program includes many of these children, Core Services can be a flexible funding stream that can work in both braided and blended models. You will need to work with your local Child Welfare agency to learn more about how they have set up their Core Services plan and program. Though it is a state funding stream, Core Services spending decisions and level of flexibility is largely determined at the local level and is defined by the local plan that is developed by the Human Services Department in your area.

### Understanding Core Services

**Funding Mechanism.** The State Division of Child Welfare oversees Core Services funding. It is distributed to counties through an allocation formula. Local Child Welfare agencies are responsible for administration of services or oversight of contractors administering services. Children and families receiving services paid for by Core Services must have an open Child Welfare case, and be managed by a Child Welfare case manager.

**Who Can Provide Services?** The county Child Welfare agency can either purchase services from a service provider or directly provide services through qualified county department staff. The county can contract for

substance abuse services with their Managed Services Organization and receive an approximate dollar for dollar match through the Division of Behavioral Health, Substance Abuse.

**What are Eligible Services?** Eligible services are determined by the state and submitted through the local county's plan. All counties must have the following types of services available: home-based, intensive family therapy, sex abuse treatment, mental health, substance abuse treatment, life skills, special economic assistance, and day treatment. Counties may provide county designed programs based on the availability of funds.

Many counties have taken the opportunity to provide "County Designated Services", which can include innovative and otherwise unavailable programs proposed by the county that meet the goals. Positive youth development, family leadership, and other prevention oriented services can be included in this category.

While services should ideally be treatment oriented, it is not a requirement. Other allowable services include such things as teaching families to work with providers and community partners, crisis intervention services, life skills classes, and "hard services." Hard services are limited to \$400 per family per year, and include such things as housing funds (rent, repairs, utilities, rent deposits), money for food or clothing, transportation (auto repair, fairs, fuel, insurance, and bus passes), uncovered medical or dental expenses, appliances, furniture, emergency shelter, and employment related expenses (tools or dues).

**What is the Time Frame for Service Provision?** Services can be provided to a child for 18 months, with six month extensions that can be approved by an internal county agency.

**What are Eligible Populations?** Every child served through Core Services must meet child welfare criteria under program areas 4, 5, and 6 and "require a more restrictive level of care but may be maintained at a less restrictive out-of-home placement or in his/her own home with Core Services."

Program area 4 children include children and youth beyond the control of their parents/guardians, children and youth who are at risk of causing harm to themselves or others, or could be adjudicated as delinquent by the courts. Program area 5 children include those experiencing or at risk of abuse or neglect. Program area 6 children include children and youth placed with relatives, emancipating from foster care, or transitioning to other permanent placements. Young adults 18 – 21 can continue to receive services if they are emancipating from foster care.

**What are the Reporting and Billing Requirements?** Core Services reimbursement is based on the county's approved plan expenditures. Contracted services can be purchased by the county Child Welfare agency from any agency as outlined in this approved plan. A written contractual agreement between the county and the provider agency is required.

Core Services reporting and billing is done through the TRAILS automated system, including for contracted services. Specific reporting requirements include information regarding placement and changes in placement, Core Services provided and detailed service outcomes.

**Contact Information and Resources:** To contact someone about Core Services, contact your county Child Welfare agency or the Colorado Division of Child Welfare.

## PROMOTING SAFE AND STABLE FAMILIES

Promoting Safe and Stable Families (PSSF) provides funding for community-based family support services that promote the safety and well-being of children and families. The purpose of PSSF is to provide children with a stable and permanent family environment, whether by preserving the original family unit, reuniting children with their parents, or placing children with a permanent adoptive family and providing subsequent support services.

## When to Braid & Blend with PSSF

PSSF is a critical funding stream for many rural areas, allowing for a wide variety of services to be provided to a broad eligible population. PSSF is a federal funding stream, so blending PSSF with other funding may be difficult. However, due to its flexibility, PSSF is an excellent funding stream for a braided model. Consider using PSSF if your program seeks to stabilize families and your other funding streams are either limiting the services you can provide or the populations you can serve.

## Understanding PSSF

**Funding Mechanism.** The federal source of funding, authorized by the Federal Adoption and Safe Families Act, is the Administration for Children and Families in the Department of Health and Human Services, responsible for 75% of the costs of approved state plans. The Act provides for a combination of mandatory funding (i.e., not requiring annual reauthorization by Congress) and discretionary funding (i.e., requiring annual reauthorization by Congress). The Division of Child Welfare (DCW) in the Colorado Department of Human Services (CDHS) administers the program at the state level.

PSSF funds both local projects and targeted area projects. "Local projects provide a variety of family preservation and family support services to families in times of need or crises."<sup>5</sup> Targeted area projects, which support all kinds of families, connect those seeking services with a Family Advocate, who can help the family find services that address its particular needs.

"At the local level, PSSF projects are guided by Community Advisory Councils consisting of staff from county departments and mental health, family advocates, staff from community and faith-based organizations, and parent representatives."<sup>6</sup> A State Advisory Council is similarly comprised, providing input to DCW regarding the administration of the program. New PSSF communities will be added as funding becomes available, "awarded based on a competitive process that rewards communities who propose the most promising service and best practice models."<sup>7</sup> PSSF projects, however, are funded through a non-competitive application process, based on being located in a PSSF site and near a family resource center, and the number of children, child welfare cases, and legalized adoptions at the site.

**Who Can Provide Services?** Projects are operated by local community-based organizations and public agencies, which are licensed and monitored by CDHS.

**What are Eligible Services?** Since PSSF projects are designed to meet the needs of the particular communities in which they are located, services vary from place to place in the state. PSSF funds family support services, family preservation and time-limited reunification services, and adoption promotion and support (including case management) services. All county PSSF contracts in Colorado must have a family advocacy component.

Some examples of PSSF services are "home visitation programs, respite child care, tutoring, developmental screening, health education and drop-in centers that provide a wide range of activities, family advocacy services, strengths-based family plans, assistance for families in navigating systems (school, legal, mental health, social services) and accessing resources..., parenting classes, community education..., linking to health care and immunizations..., translation..., kinship care certification and support, adoption support groups, and crisis intervention."<sup>8</sup>

**What is the Time Frame for Service Provision?** Time-limited reunification services occur "only during the 15-month period that begins on the date that the child is considered to have entered foster care."<sup>9</sup> All other services are provided as needed.

**What are Eligible Populations?** PSSF Projects in Colorado provide services in 34 counties and one Indian reservation (Ute Mountain). All families and children (age 0-18) who need services to help them stabilize their lives are eligible.

PSSF provides funding to four population categories: family support (in which the child is not necessarily at risk of out-of-home placement), family preservation (in which the child is at risk of out-of-home placement), time-limited reunification, and adoption support and promotion. The state as a whole is required to spend 20% of its PSSF funds on each of these four categories.<sup>10</sup> However, "counties receiving \$100,000 or more must devote 40% of the funding to the time-limited reunification populations and 15% to adoption support and promotion populations."<sup>11</sup> Funds are also earmarked for specific purposes, such as administrative costs, case worker and service provider training, and technical assistance.

**What are the Reporting and Billing Requirements?** Programs are required to submit annual reports and bi-annual data feeds that include outcomes and numbers on those receiving services, and information regarding the demographics of clients served. The programs are also required to submit an expenditure report bi-annually to show the dollars being spent on each population category."<sup>12</sup>

**Contact Information and Resources:** For a brief overview of PSSF in Colorado, and a list of counties where PSSF funded post adoption support services are available, visit:

- <http://www.cdhs.state.co.us/childwelfare/SafeAndStableFamilies.htm>.

For a detailed report of the intended direction of PSSF in Colorado in the immediate future, access the Colorado Child and Family Services Five Year Plan, 2010-2014, at:

- [http://www.cdhs.state.co.us/childwelfare/PDFs/CFSP\\_2010-2014.pdf](http://www.cdhs.state.co.us/childwelfare/PDFs/CFSP_2010-2014.pdf).

For a detailed report of PSSF services and performance in Colorado during the five years ending in June 2009, visit:

- [http://www.cdhs.state.co.us/childwelfare/PDFs/APSR\\_FFY09.pdf](http://www.cdhs.state.co.us/childwelfare/PDFs/APSR_FFY09.pdf).

For more information on PSSF in Colorado, contact Jill Jordan at 303-866-3796.

## SENATE BILL 94 (DETENTION CONTINUUM INITIATIVE)

Senate Bill 94 (the "Detention Continuum Initiative") was introduced and adopted during the 1991 Colorado state legislative session in order to avoid having to satisfy a projected need for increased juvenile detention capacity. SB94 outlines provisions for alternative local services and early interventions, implemented by the Division of Youth Corrections (DYC) of the Colorado Department of Human Services (CDHS), with the assistance of local planning committees and a statewide advisory committee. The product of this process includes criteria for the placement of juveniles in secure juvenile detention facilities, funding of local services to be used as alternatives to such placement, and guidelines for emergency release of detained juveniles in order to relieve overcrowding.

### When to Braid & Blend with SB94

Senate Bill 94's primary criteria are imminent risk for detention, to remain in detention, or be committed to DYC. The funding stream has a high level of local control, at the Judicial District level, where local plans will define how the funding is utilized. The Juvenile Services Planning Committees in each judicial district will be your partner in identifying whether this funding stream can support your program.



## Understanding SB94

**Funding Mechanism.** The Colorado General Assembly determines the SB94 appropriation annually. Each judicial district receives an allocation through a funding formula. From this annual appropriation, SB94 provides for the establishment of a Juvenile Services Fund through which allocations to local jurisdictions (judicial districts) can be distributed, "based on a local juvenile services plan developed by each jurisdiction. Plans are to include but not be limited to such services as intervention, treatment, supervision, lodging, assessment, bonding programs and family services."<sup>13</sup> The Juvenile Services Planning Committee (JSPC) of each judicial district prepares a juvenile services plan annually, which must be approved by the SB94 Statewide Advisory Board and the Division of Youth Corrections (DYC).

**Who Can Provide Services?** A SB94 Coordinator through the fiscal agent in each judicial district contracts with community service providers and independent contractors to provide SB94 services. Both government agencies and private service providers can provide SB94 services.

**What are Eligible Services?** SB94 services include screening for placement in secure detention facilities, communicating and coordinating with juvenile courts and other juvenile justice agencies, and providing community-based detention services. "While each local juvenile services planning committee has the responsibility and freedom to develop a SB94 plan that meets the specific needs of its particular judicial district, there are services that are common to many judicial districts. Such services include: case management, tracking, electronic monitoring, the juvenile intensive supervision program, work programs, multi-disciplinary assessment and case planning, mentoring, gender and ethnic specific counseling, parenting classes, referral to mental health and drug/alcohol services, and staff secure detention."<sup>14</sup>

**What is the Time Frame for Service Provision?** SB94 services become available when a youth meeting the above criteria enters the DYC system by being taken into custody, and remain available, at the discretion of the local SB 94 program. The Juvenile Detention Screening and Assessment Guide (JDSAG) is used at the time a youth is taken into custody or referred to detention, to determine his or her eligibility for SB94 alternatives. Once a youth is placed in juvenile detention, but prior to his or her detention hearing, the Colorado Juvenile Risk Assessment (CJRA) pre-screening instrument is used to determine that youth's risk to re-offend, "and its use is envisioned to compliment current practices in Judicial Districts in making decisions to release youth with bond conditions or for what is commonly called 'emergency release'".<sup>15</sup>

**What are Eligible Populations?** All youths entering the DYC system, for whom safe alternatives to secure juvenile detention can be found, are eligible for SB94 services. "Intake/screeners locate the least restrictive environment for juveniles who have been taken into temporary custody while still providing for the safety of the juvenile and the community. Certain mandatory holds apply."<sup>16</sup>

**What are the Reporting and Billing Requirements?** The Juvenile Services Planning Committee (JSPC) of each judicial district must prepare a juvenile services plan annually, which must then be approved by the SB94 Statewide Advisory Council and the Department of Youth Corrections (DYC). Each judicial district specifies in its juvenile services plan the particular reporting requirements of the agencies and private service providers it contracts with.

**Contact Information and Resources:** For more information:

- Visit the Colorado Department of Human Services, Division of Youth Corrections website at: <http://www.cdhs.state.co.us/dyc/SB94.htm>.



- For contact information of SB94 Coordinators in each jurisdiction, visit: [http://www.cdhs.state.co.us/dyc/PDFs/SB94\\_coordinatorsphonelist.pdf](http://www.cdhs.state.co.us/dyc/PDFs/SB94_coordinatorsphonelist.pdf)

## EPSDT: EARLY PERIODIC SCREENING DIAGNOSIS AND REFERRAL TO TREATMENT

Early and Periodic Screening, Diagnosis and Treatment (EPSDT) provides funding for a comprehensive set of preventative and health care services to Medicaid eligible individuals from birth through the age of 20. EPSDT is "Medicaid for children," eliminating the distinction between mandatory services (those services which states must provide) and optional services (those services which states may provide).<sup>17</sup> Children eligible for Medicaid are automatically eligible for all "medically necessary" services that can be provided by Medicaid, including a comprehensive set of specified screening and diagnostic services.

### When to Braid & Blend with EPSDT

Medicaid is a complex funding stream with many administrative requirements. However, many other funding streams limit the extent to which medical services, prescription medication, and durable medical equipment can be purchased. If medical expenses are a significant portion of your budget or are an unmet need of the population you are serving, you may wish to consider utilizing Medicaid and EPSDT as a funding stream. Prior to deciding to engage EPSDT as a funding stream to support your program, carefully examine the following:

- What percentage of the children served by your program are eligible for EPSDT? To check Medicaid eligibility, visit: <http://www.colorado.gov/cs/Satellite/HCPF/HCPF/1198141245169>
- What services provided by your program are legitimate, medically necessary services that you believe could be covered by either Medicaid or EPSDT?
- Can you access Medicaid providers for these services, or are the providers you are currently working with willing to participate as Medicaid providers?
- Do your medical providers have the capacity to complete Medicaid billing and are they willing to accept Medicaid rates for services?

### Understanding EPSDT

**Funding Mechanism.** EPSDT is a Medicaid program, funded through both state and federal matching funds. The Department of Health Care Policy and Financing (HCPF) determines benefit and reimbursement levels according to state and federal law. A case manager assigned to each recipient of EPSDT services oversees the administration of services in conjunction with county (or regional) human service agencies, under the auspices of the Colorado Medical Assistance Program. Local case managers and outreach coordinators can be contacted for assistance in navigating the application and eligibility determination process.

**Who Can Provide Services?** Any qualified medical professional who accepts Medicaid and is enrolled in the Colorado Medical Assistance Program can provide EPSDT services. Non-physician practitioners, other than health care professionals such as dentists, podiatrists, optometrists, certified nurse midwives, and psychologists, must have services ordered, be supervised, and be indirectly reimbursed by a physician practitioner.<sup>18</sup> The state may not limit providers to those with exclusive contracts to provide all EPSDT services, or to either the public or private sphere.<sup>19</sup>

**What are Eligible Services?** Eligible services are determined by federal statute<sup>20</sup> as implemented by state and county social service agencies. These services are a federal entitlement which states are obligated to provide.

Some of the mandated services, particularly screening and diagnostic services, are clearly specified. Some treatment services, however, depend on a doctor's determination of "medical necessity."

States must provide to all children on Medicaid (individuals under 21 years old) comprehensive screening services which cover all major areas of medical need (e.g., vision and hearing, dental, comprehensive physical exam, etc.), and must also include developmental assessments of, at a minimum, motor development, communication skills or language development, self-help and self-care skills, social-emotional development, and cognitive skills; assessment of nutritional status; toxicity screenings; and health education services.<sup>21</sup> These should occur with medically recommended frequency, as determined by the prevailing standards of the profession.

Any medically necessary treatment services indicated by these screenings that *can be* covered by Medicaid, whether or not it is covered in the state's Medicaid plan, must be provided. EPSDT covers those treatments that address any already-existing illness or injury as well as treatments to prevent any conditions, illnesses, or disabilities from developing or worsening.<sup>22</sup> The entitlement is an expansive one for those that qualify (all Medicaid-eligible children).

**What is the Time Frame for Service Provision?** EPSDT services are available continuously from birth until the age of 21, as well as for pregnant women, and cannot be terminated while the child remains eligible for Medicaid. Applicants must be effectively informed of EPSDT benefits within 60 days of determination of their individual or family Medicaid eligibility. Any positive response to such information by a Medicaid-eligible pregnant woman is considered a request for EPSDT services for the child at birth. If no one in an eligible family utilizes EPSDT services, the state is required to remind them annually of its availability.<sup>23</sup>

**What are Eligible Populations?** All individuals under 21 years old, and all pregnant women, who meet income eligibility requirements are eligible for Medicaid.

**What are the Reporting and Billing Requirements?** EPSDT service reimbursements are set according to a state-wide fee schedule that must be sufficient to provide all covered services to all eligible recipients. Providers become qualified to receive reimbursements for EPSDT services by enrolling in the Colorado Medical Assistance Program, administered by the Department of Health Care Policy and Financing (HCPF). Providers submit either paper or electronic claims to a fiscal agent (FA), who processes all EPSDT claims. Reimbursements are generally done through Electronic Funds Transfer (EFT), on a Fee-For-Service (FFS) basis, at rates determined by the Colorado legislature.

Providers are required to keep thorough records of treatment plans, prior authorization requests, medical records and service reports, invoices, claims, and billings. Record must be retained for six years, or longer if required by a specific contract between the provider and the Colorado Medical Assistance Program.

**Contact Information and Resources:** For information about EPSDT services in Colorado, contact the EPSDT Contract Administrator, Department of Health Care Policy and Financing (HCPF) at the Department of Health Care Policy and Financing, (303) 866-6006, or visit the HCPF website at: <http://www.colorado.gov/cs/Satellite/HCPF/HCPF/1218622604254>.

- The statewide network of case managers and coordinators can be found at: <http://www.colorado.gov/cs/Satellite?blobcol=urldata&blobheader=application%2Fpdf&blobkey=id&blobtable=MungoBlobs&blobwhere=1251636808306&ssbinary=true>.
- Applicants can also contact their county human services agency, or apply directly on-line at the HCPF website: <http://www.colorado.gov/cs/Satellite/HCPF/HCPF/1218622604254>.

- For information regarding EPSDT fee schedules, contact Teresa Knaack at HCPF, (303) 866-3064, [teresa.knaack@state.co.us](mailto:teresa.knaack@state.co.us).
- For general provider information and requirements, visit:
- <http://www.colorado.gov/cs/Satellite?blobcol=urldata&blobheader=application%2Fpdf&blobkey=id&blobtable=MungoBlobs&blobwhere=1251615686714&ssbinary=true>
- The list of mandatory and optional Medicaid services can be found at HCFA: A Profile of Medicaid, Chartbook 2000 (<http://www3.cms.gov/TheChartSeries/downloads/2Tchartbk.pdf>).

## COMMUNITY SERVICES BLOCK GRANT

The Community Services Block Grant (CSBG) is a flexible, broadly applicable funding stream designed to provide services that address the causes and consequences of poverty in communities or areas of communities where poverty is a particularly acute problem.<sup>24</sup> It can be applied to services in employment, education, income management, housing, emergency services, nutrition, integration of services across agencies and programs, self-sufficiency, and health.<sup>25</sup>

### When to Braid & Blend with CSBG

If your program is primarily serving low-income Coloradans, CSBG may be a good funding stream to braid. The reporting requirements associated with CSBG, including the personnel timesheets, will make it impossible to blend with this funding stream. You will need to work with a local government partner to access CSBG funding and may find that most or all of the services currently prioritized at the local level are focused on short-term, emergency services. However, CSBG does not limit funding to such services, so you may want to discuss alternatives with your local agency.

### Understanding CSBG

**Funding Mechanism.** CSBG is administered at the federal level by the U. S. Department of Health and Human Services (HHS), Administration for Children and Families; and at the state level by the Department of Local Affairs (DOLA), Division of Local Government. CSBG funding allocations to counties are based on a formula that focuses on poverty statistics.<sup>26</sup>

Grantees (county and multi-county agencies representing all 64 Colorado counties) submit annual plans to DOLA outlining how they intend to use CSBG funds. The grantees identify the poverty-related issues they will address (consistent with the federal goals for CSBG), and how they will address them. DOLA then reviews and approves this plan. Based on this plan, a contract is developed specifying the scope of work and the line item budget. “If a grantee wants to deviate from the identified activities, it must request an amendment to include any new activity or it must expand allowable items not covered.”<sup>27</sup>

Counties and multi-county CSBG grantees receive CSBG funds directly from the state, and have broad discretion in how to use the funds to best address poverty issues in their community.<sup>28</sup>

**Who Can Provide Services?** There are 40 eligible grantees, representing all 64 Colorado counties.<sup>29</sup> Grantees can sub-contract with both public and non-profit service providers to provide CSBG services.<sup>30</sup>

**What are Eligible Services?** There are seven broad areas on which CSBG services are focused: housing, nutrition, emergency services, employment, education, and health and wellness programs.<sup>31</sup> CSBG services provided in Colorado include:<sup>32</sup>

- After school and summer camp programs;
- Counseling services for high risk children;
- Early childhood education services;
- Emergency housing;
- Mental health counseling;
- Domestic violence protection services;
- Employment assistance services;
- Life skills services;
- Job counseling and training;
- Food and nutrition assistance;
- Health care, dental care, and vision care; and
- Child care.

**What is the Time Frame for Service Provision?** Many CSBG programs provide short-term emergency services, with examples that include:<sup>33</sup>

- Bent County's program to provide a 30 day emergency food supply and personal care items to those in need;
- Broomfield County's program to provide emergency shelter, utility payments, and some medical services;
- Colorado East Community Action Committee's program to provide emergency assistance with gas, food, and motel vouchers; and
- Clear Creek County's use of CSBG funds to fill the gap between application and receipt of public health insurance services.

**What are Eligible Populations?** All people at or below 125% of the poverty line, throughout Colorado, are eligible for CSBG services.<sup>34</sup>

**What are the Reporting and Billing Requirements?** The local agency who is a grantee for the CSBG has regular reporting of specific programmatic and financial information. As this funding stream functions more like a grant than a pass through of federal funds, the reporting structure is similar to many grant reporting requirements, including reporting on national performance indicators. DOLA requires the following reports from grantees:

- CSBG Quarterly Financial Status Report;
- CSBG 6 Month Progress Report;
- CSBG Final Report, National Performance Indicators;
- Section E ("CSBG Expenditures by Service Category");
- Section F ("Other Resources Administered and Generated by the CSBG Network");
- Section G ("Client Characteristics"); and
- CSBG Request for Reimbursement Report.<sup>35</sup>

When CSBG funds are used to support staffing positions, Grantees are required to provide signed timesheets reporting the actual time spent working on CSBG activities.<sup>36</sup> This is similar to other federal funding streams.

**Contact Information and Resources:** For more information on CSBG, visit the CSBG webpage on the DOLA website at: <http://dola.colorado.gov/dlg/fa/csbg/index.html>

## COMMUNITY DEVELOPMENT BLOCK GRANT

The Community Development Block Grant (CDBG) program is a flexible program that provides communities with resources to address a wide range of needs, including low-income housing, urgent community needs in response to a crisis, and some public services, when not otherwise available in the community, related to employment, crime prevention, child care, health, drug abuse, education, energy conservation, welfare or recreation needs. CDBG is primarily intended to benefit low-to-moderate income persons through community development efforts. Grants are awarded both to state and local governments.

### When to Braid & Blend with CDBG

Blending and braiding with the CDBG makes the most sense when you are seeking to develop or improve infrastructure, such as housing, or when you are filling critical holes in the service delivery system. Additionally, if your program expects to ramp up to respond to urgent and crisis situations, CDBG might be a good funding stream. CDBG is managed by local government agencies, which can contract with your program to provide services.

### Understanding CDBG

**Funding Mechanism.** The U.S. Department of Housing and Urban Development (HUD) is the CDBG funding agency at the federal level. CDBG Grants are awarded to states and local governments annually, on the basis of a funding formula comprised of several measures of community need, including the extent of poverty, population, housing overcrowding, age of housing, and population growth lag in relationship to other metropolitan areas. There are two types of grantees:

- *Larger communities:* Grants are awarded directly to larger jurisdictions through the CDBG Entitlement program. These jurisdictions include cities within a metropolitan area that have a population exceeding 50,000 or are designated as a "central city," and counties that are within a metropolitan area and have a population exceeding 200,000 in the combination of their unincorporated areas and non-entitlement municipalities.<sup>37</sup> There are 20 entitlement jurisdictions in Colorado.<sup>38</sup> These Entitlement Program applicants access their funds directly through HUD by submitting their "consolidated plan."<sup>39</sup> HUD evaluates applications and determines grant sizes according to predetermined criteria.
- *Smaller communities:* Cities and towns with populations of less than 50,000 and counties with populations of less than 200,000 participate in a competitive process run by the state to receive funding.<sup>40</sup> "The Colorado Department of Local Affairs (DOLA), Division of Local Government receives funding from HUD and uses it to award grants to smaller ("non-entitlement") units of local government that carry out community development activities. Annually, each State develops funding priorities and criteria for selecting projects through a competitive process."<sup>41</sup>

**Who Can Provide Services?** For State Administered CDBG, agencies of the local government unit that receives the grant, or non-profits it sub-contracts to provide services, are eligible service providers. For-profit service providers can be used under some circumstances for economic development projects. Entitlement grantees have more discretion in developing their own programs and funding priorities, which HUD approves or denies on the basis of whether they meet CDBG's broad objectives, including "improved community facilities and services."<sup>42</sup>

**What are Eligible Services?** Federal regulations allow CDBG funds to be used for a variety of services, including:<sup>43</sup>

- Housing projects in which at least 51% of the beneficiaries are low and moderate income persons and other housing assistance services;
- Lead-based paint hazard evaluation and reduction;
- Assistance to neighborhood non-profits for energy conservation projects and shared housing for the elderly;
- To "address urgent needs." Urgent needs are defined as those that "pose a serious and immediate threat to the health or welfare of the community, are of recent origin or recently became urgent, the grantee is unable to finance on its own; and other sources of funds are not available."<sup>44</sup> Examples of urgent needs include natural disasters, explosions, contamination of water supply, and outbreaks of contagious disease.
- For the "provision of public services, including but not limited to those concerned with employment, crime prevention, child care, health, drug abuse, education, energy conservation, welfare or recreation needs...", and to acquire property that is used for the provision of those services. However, public services are limited to those that have not been provided through local or state funding during the previous twelve months unless the discontinuation of services was involuntary. In essence, the public services must be filling a gap in the service array. In general, not more than 15% of CDBG funds allocated to a unit of local government may be used for the provision of such public services.<sup>45</sup>
- To pay the non-federal share of a federal grant-in-aid program covering activities that can be funded by CDBG; and
- For planning and evaluation costs associated with the provision of services covered by CDBG.

It is important to understand that depending on whether a jurisdiction receives its CDBG directly from HUD at the federal level or from DOLA at the state level, different restrictions on the use of funding will apply. For example, in 2010 and 2011, funding that comes from DOLA is prioritized for public facilities, economic development, and housing activities, including homeless services.<sup>46</sup>

**What is the Time Frame for Service Provision?** Services that address urgent needs must address needs that originated or became urgent within 18 months preceding the grantee's certification.<sup>47</sup> Other than that, there are no set time frame restrictions associated with this funding stream.

**What are Eligible Populations?** At least 70% of all CDBG spending must be on projects in which at least 51% of the beneficiaries are low and moderate income persons; that is, members of households whose annual income does not exceed 80% of median family income.<sup>48</sup>

**What are the Reporting and Billing Requirements?** Aside from the requirement of including a community development plan in CDBG applications, grantees must comply with a variety of requirements designed to ensure communication with and inclusion of the public, provide documentation of community development needs, and engage in specific self-evaluations.<sup>49</sup>

The State requires from grantees "quarterly financial and program performance reports, a completion performance report and other reports."<sup>50</sup> Monitoring and evaluation focuses on "project progress, financial management, subcontracts, documentation, project benefit to low- and moderate- income persons, and compliance with federal and state laws and regulations," as well as "compliance with applicable federal and State laws and regulations."<sup>51</sup>



The state offers technical assistance in project formulation and planning to smaller jurisdiction grantees who need the help. DOLA has compiled a CDBG Guidebook that can be accessed at: [www.dola.state.co.us/LGS/FA/cdbg.htm](http://www.dola.state.co.us/LGS/FA/cdbg.htm).

**Contact Information and Resources:** For more information about the State Administered CDBG, see the *State of Colorado State Community Development Block Grant Program 2010 Final Statement*, at: [http://dola.colorado.gov/dlg/fa/cdbg/docs/final\\_statement.pdf](http://dola.colorado.gov/dlg/fa/cdbg/docs/final_statement.pdf). For additional information, please:

- Visit the Colorado State Administered CDBG webpage at: <http://dola.colorado.gov/dlg/fa/cdbg/index.html>.
- Visit the HUD CDBG webpage at: <http://www.hud.gov/offices/cpd/communitydevelopment/programs/>
- *The State of Colorado Five Year Consolidated Plan, 2010-2015:*  
[http://dola.colorado.gov/dlg/fa/cdbg/docs/consolidated\\_plan/COLORADO 2010 2015 Consolidated Plan Narrative.pdf](http://dola.colorado.gov/dlg/fa/cdbg/docs/consolidated_plan/COLORADO_2010_2015_Consolidated_Plan_Narrative.pdf)

## OTHER FUNDING STREAMS

The funding streams listed above are only a beginning to the many different funding streams available at the local level in Colorado. Federal and state funding streams come from many different service delivery systems, including healthcare, public health, child welfare, child care, public assistance, education, juvenile justice, early childhood, mental health, substance abuse, and more. Many of these funding streams are “Block Grants” similar to the Community Services Block Grant and Community Development Block Grant described above. Although these funding streams are typically already fully utilized in your local community, there are often opportunities to reassess how the funding is used and which programs are most effective.

## COLORADO BRAID

Here in Colorado, we are fortunate to have an online resource guide of different federal, state, and local funding streams that can support services for children, youth, and families. This online resource guide is called Colorado BRAID (Blending Revenues Across Interagency Departments) and it can jump-start the process of finding relevant state and federal funding streams that can support your program. Colorado BRAID includes information on many different funding streams, including such things as easy funding stream’s eligible populations and services, local agencies responsible for the funding stream, and the accountability and reporting requirements. This tool was developed to aid state and local communities leverage and coordinate different funding streams across systems in a more advantageous way for children and families. It can be found at: <http://coloradobraid.org/>.

Colorado BRAID is useful during **Phase 3: Explore Your Financing Options**. You should first design your program and then go to Colorado BRAID to find out which funding streams may be appropriate to fund your program. BRAID provides introductory information to funding streams, but before deciding that a funding stream is ideal for your program, you will need to do more in depth research than is possible through BRAID.

**Example of using Colorado BRAID to Understand Financing Options:** Let’s imagine your community has decided to address the high expulsion rate of young children with challenging behaviors from early care and education settings in areas where household incomes are for the most part at or slightly higher than the federal poverty level. Your community wants to use both a prevention approach to promote the healthy social-emotional development and an early intervention approach to identify and intervene early with those that have more serious behavioral health issues. The activities included in your program are training for families, training for early care and education providers, and direct services for children with complex needs who are not succeeding in their current early care and education settings. The collaborative partners involved in this initiative are: families with

young children; early care and education providers; the community mental health center; a local university; and the department of social/human services.

After completing *[Phase 1: Identify Your Vision and Partners](#)* and *[Phase 2: Define Your Program](#)*, your community is ready to go online to <http://coloradobraid.org> to begin the search process. There are a variety of ways to search through the Colorado BRAID database. The following is a description of a search processes to identify possible funding streams for the program described above.

To begin with, let's assume your community has already identified Medicaid and EPSDT as resources that could potentially fund mental health treatment of young children whose families meet the income eligibility requirements. On the Colorado BRAID home page, you would click on the "Search" button at the top of the screen to then search by "Keyword", "Fund" or "Issue Category". Since you already know what you are looking for, you can type in "Medicaid" as the "Keyword" and then repeated the process for "EPSDT".

Your community also wants to find out if there is another funding stream that could address the needs of young children whose families did not qualify for Medicaid/EPSDT. To start this search, you would look at the "Issue Category" search option and select the category for the funding stream. If you select "Personal and Public Health" the first funding stream in the list is "Children's Basic Health Program (known as CHP+ in Colorado). The information about the program will tell you that it provides health insurance for uninsured children ages 18 and under whose families earn or own too much to qualify for Medicaid, but cannot afford private insurance.

You might also want to scan through all the possible funding streams regardless of category by going back to the home page and clicking on the "Funding Streams" button at the top. As you scroll down the list, you may notice that "Developmental Delay/Early Intervention Part C" also falls under the category of "Personal and Public Health" and it addresses the issue of "Specialized Support and Therapeutic Services". When you look up this funding stream's details, you'll find that it is administered at the local level by the Community Centered Board. This is helpful information, as it tells you that if the funding stream is a good fit for your program, you may need to engage your Community Centered Board as a partner in the planning effort.

In addition to finding funding streams for direct services, you also need funding streams for training to fully support the program design. At this point, you would start your search over, going back to the "Search" page. This time, you would want to select "Education," where you would find the "Child Care Block Grant/Child Care Development Fund." This funding stream can support the training initiative as a means to improve the quality of child care.

Based on the learning from Colorado BRAID, you now know that Medicaid/EPSDT, CHP+, Developmental Delay/Early Intervention Part C, and the Child Care Block Grant/Child Care Development Fund are all potentially good funding streams for your program. At this point, you need to do more in-depth research on each one, including talking with your local partner who manages the funding stream and reading in more detail on the funder's website or other information provided by the funder. From the more in depth learning, you can follow the steps involved in *[Phase 4: Develop Your Coordinated Financing Plan](#)*.

## CONCLUSION

Blending and braiding are terms that are often used, but rarely defined and explained in detail. The lack of detailed information is undoubtedly because there is no single model for blending or for braiding, and each model must be custom to the community it exists within. The tools in this guide are intended to help your community think through some of the critical questions involved in developing successful blending and braiding strategies. The

tools are also intended to decrease some of the fear and uncertainty that often accompanies fiscal conversations. Most importantly, the tools are intended to tie together the fiscal work with the vision and programmatic design that will best meet the needs of your community and clients.

As you design and implement your fiscal coordination model, we recommend engaging all of your stakeholders in every stage, including your staff, your leaders, and your funders as well as the community, families, and consumers you serve. We also recommend paying careful attention to the quality of the services you provide by prioritizing quality improvement, evaluation, and research-based practices. Any blended or braiding model is only as good as the quality of the program it funds and the alignment of that program with the needs of the community and clients it serves!

***Request for Feedback:*** This guide is intended as a practical, hands-on resource for blending and braiding. Please take a moment to provide feedback, including requests for additional guidance or information, at <http://sparkpolicy.com/fiscalguides.htm>

## APPENDIX A: OMB CIRCULAR A-87

As communities begin their planning efforts to blend and/or braid dollars, it is important to understand the different federal financial management requirements and the impact that they can have on how federal funds can be shared. These requirements are contained in several documents issued by the Office of Management and Budget (OMB). They cover 1) uniform administrative requirements; 2) cost principles; and 3) audits. Below is a summary of A-87, a key document that can drive many of the blending and braiding options available to your agency.

Please note: The information below is neither legal nor accounting advice, but rather educational information. We highly recommend you contact your fiscal staff and accountants as well as your funding stream's program and fiscal managers to gather more information about what you need to do for compliance with OMB Circular A-87 and other relevant OMB Circulars.

### UNIFORM ADMINISTRATIVE REQUIREMENTS

There are two primary OMB Circulars that set forth principles on allowability of costs and allocation of those costs under federal awards. OMB Circular A-87 governs state and local governments and any subawards made by them to other entities with limited exceptions. OMB Circular A-122 governs non-profits and any subawards made by them. OMB Circular A-87's stated purpose is "to provide a uniform approach for determining costs and to promote effective program delivery, efficiency, and better relationships between governmental units and the Federal Government".<sup>52</sup> OMB Circular A-122 has a similar purpose as well. However, it is specific to non-profits and does have additional information that is critical for you to understand.

Generally, in order for a cost to be allowable, it must meet the following, among other requirements, set forth in A-87:

- Necessary and reasonable;
- Authorized (not prohibited);<sup>53</sup>
- Allocable to a program;
- Adequately documented;
- Not duplicated (i.e., not charged to any other program); and
- Comply with federal rules and requirements<sup>54</sup>.

Of particular importance to blending and braiding strategies is the ability to identify, allocate and document costs to specific funding streams. Cost allocation can therefore be challenging when multiple funding streams are jointly supporting service delivery. For example, where staff positions are supported by different funding streams based on the eligibility of the clients served, their salaries and wages must be distributed to the streams supported by personnel activity reports (often called time and effort reporting) unless an alternative method has been approved. However, time and effort reporting often does not work well in these situations because it assumes that staff activities are discrete and can be identified as allocable to a single funding stream; it can also be unduly burdensome by taking away time spent on service delivery.<sup>55</sup> States and communities, however, can seek approval from the appropriate Federal agency for a substitute system, such as random sampling or case counts, to satisfy the requirements of OMB Circular A-87.<sup>56</sup>

Another area to explore when braiding or blending funds is the use of cost allocation plans where multiple agencies and departments benefit from centralized services and/or administrative costs. There are three types of cost allocation plans. They are:

- Public Assistance Cost Allocation Plan submitted by states covering the administrative costs of all programs administered or supervised by the State public assistance agencies, including Temporary Assistance to Needy Families (TANF), Medicaid, Food Stamps, Child Support Enforcement, Adoption Assistance and Foster Care, and Social Services Block Grant under Attachment D;
- Indirect Cost Rate Proposals that establish an indirect cost rate under Attachment E <sup>57</sup>; and
- Central Service Cost Allocation Plan under Attachment C.

Central Service Cost Allocation Plans refers to those state and local-wide plans that document, identify, and allocate or develop billing rates for the costs of centralized services provided by a governmental unit to its departments and agencies.<sup>58</sup> Examples of centralized services are computer centers, purchasing, transportation, and accounting. In these situations a centralized service cost allocation plan is an appropriate process to identify and assign activities that benefit different programs. States must submit these plans to the U.S. Department of Health and Human Services each year for which they claim central service costs under Federal awards. Local governments designated by OMB as a “major local government” also have to submit such plans annually. All other local governments claiming central services costs must develop and maintain these plans and supporting documentation according to A-87 Attachment C requirements. Under OMB Circular A-87 federal agencies, however, are encouraged to work with state and local governments that want to use an alternative mechanism for administrative costs through a fee-for-service instead of the current cost-reimbursement payment method to reduce the burden associated with charging administrative costs to Federal programs and preparing and approving cost allocation plans.<sup>59</sup>

## AUDITS

Budget estimates or other distribution percentages determined prior to the services performed do not qualify as support for charges to Federal awards, but may be used for interim accounting purposes under certain conditions and across the different funding streams.

As part of planning, a determination should be made as to whether any of these exceptions apply. If so, states and communities should consider working with the appropriate Federal agency to seek approval for exceptions.

Finally, under certain circumstances, Federal agencies may also exempt State-administered, non-entitlement grant programs from some OMB grants management requirements. Certain Federal programs with statutorily-authorized consolidated planning and administrative funding may also receive an exemption from OMB administrative requirements and costs principles.<sup>60</sup>

## APPENDIX B: TEMPLATES FOR BLENDING & BRAIDING

The following templates have been referred to throughout this document:

- ☐ Template A: Analyzing Your Funding Streams,
- ☐ Template B: Analyzing Your Gaps,
- ☐ Template C: Coordinated Financing Plan, and
- ☐ Template D: Budget & Cost Allocation (not included in the Appendix).

Appendix B contains templates A, B, and C. However, to access these and other templates you can adapt and use, please visit the Center for System's Integration's Blending and Braiding website:

<http://sparkpolicy.com/fiscalguides.htm>

All of the templates provided on the website are guides only. As you undertake the work of planning and implementing a braided or blended funding approach, keep in mind that this work is unique at each and every site where it is implemented. While templates can help you envision the work you need to undertake, they will not be comprehensive and they cannot address all possibilities.



## TEMPLATE A: ANALYZING YOUR FUNDING STREAMS

In Phase II, you and your stakeholders answered a set of questions about the design of your program. This worksheet will help you compare your program design to the eligible populations and allowable activities of your potential funding streams.

### Step 1:

Fill in Column A with the answers to the questions. In the example below, based on a homeless services program, the population includes two age ranges and two types of need – at risk and already homeless. They also noted that their population is likely to be lower income and some of the youth would be runaways without families.

You may need to insert more rows as you answer the questions.

### Step 2:

Collect information about your funding streams from your fiscal staff, the funder's documentation sent to your organization, the funder's website, or by talking to the funder directly. Review the information and start to enter the specific information that tells you what is allowed and not allowed in the context of your program design. Use Column B and C for the first two funding streams. Create a new document using the Template for additional funding streams.

EXAMPLE	Funding Stream 1	Funding Stream 2
Column A	Column B	Column C
<b>What population do we need to serve?</b>		
Youth ages 12 – 18	Eligible if parent/guardian is income eligible.	Yes, if homeless.
Young adults ages 19 – 24	Eligible if the client has children.	Yes, if homeless.
At risk of losing their housing	Yes, provided the risk of losing housing is leading to risk related to self-sufficiency, out-of-wedlock pregnancy, or keeping a two-parent family together.	Not eligible, must be homeless.
Youth and young adults already homeless	Yes, provided the risk of losing housing is leading to risk related to self-sufficiency, out-of-wedlock pregnancy, or keeping a two-parent family together.	Eligible.
In low income families	All clients must either make less than \$75,000 per year or be in a family making less than \$75,000 per year.	Income is not a factor.
Runaways whose families are unknown	If the runaway is below 19, he/she is not eligible without knowing family income.	Runaway status is not a factor.

The Template is available at <http://sparkpolicy.com/fiscalguides.htm>

	Funding Stream 1	Funding Stream 2
<b>What population do we need to serve?</b>		
<b>What does the “Front Door” of our program look like?</b>		
<b>What are the services or interventions that are part of our program?</b>		
<b>What will our services accomplish and how will we know?</b>		
<b>Where are we delivering the services?</b>		
<b>Who will deliver the services?</b>		
<b>What infrastructure is needed to support the program?</b>		
<b>What is the time frame for our funding streams? (including allowability of no-cost extensions)</b>		

## TEMPLATE B: ANALYZING YOUR GAPS

In Phase II, you and your stakeholders answered a set of questions about the design of your program. Using [\*Template A: Analyzing Your Funding Streams\*](#), you developed a matrix that compares each funding stream to your program design. This worksheet will help you see and understand gaps between what you want to provide in your program and what your funding will support.

### Step 1:

Create a list that breaks out into distinct subgroups all of the populations and services you want to fund. The goal is to have non-overlapping groups.

In the example below, based on a homeless services program, the population includes two age ranges (youth ages 12 - 18, young adults ages 19 - 24), two types of need (at risk of being homeless, homeless), and three demographic factors (low-income, runaway, have children). The criteria of “have children” was not originally in the design of the program, but one of the funding streams is only allowable for young adults with children, so that needs to be a factor in the gaps analysis.

You may need to insert more rows as you create your distinct groups.

### Step 2:

Using [\*Template A: Analyzing Your Funding Streams\*](#), place an X for what is allowable by each funding stream. You should end up with a grid that clearly shows what each funding stream can and cannot fund.

	Funding Stream 1	Funding Stream 2
<b>What population do we need to serve?</b>		
Ages 12 – 18, at risk of losing housing, in low-income families	X	
Ages 12 – 18, at risk of losing housing, non-low income families		
Ages 12 – 18, at risk of losing housing, runaway (no family income known)		
Ages 12 – 18, homeless, low income family	X	X
Ages 12 – 18, homeless, non-low income family		X
Ages 12 – 18, homeless, runaway (no family income known)		X
Ages 19 – 24, at risk of losing housing, has kids of their own, is a low-income family	X	
Ages 19 – 24, at risk of losing housing, has kids of their own, not a low-income family		
Ages 19 – 24, at risk of losing housing, has no kids of their own regardless of income		
Ages 19 – 24, homeless, has kids of their own, is a low-income family	X	X
Ages 19 – 24, homeless, has kids of their own, is not a low-income family		X
Ages 19 – 24, homeless, has no kids of their own regardless of income		X

The Template is available online at <http://sparkpolicy.com/fiscalguides.htm>

	Funding Stream 1	Funding Stream 2	Funding Stream 3	Funding Stream 4	Funding Stream 5
<b>What population do we need to serve?</b>					
<b>What does the “Front Door” of our program look like?</b>					
<b>What are the services or interventions that are part of our program?</b>					
<b>What will our services accomplish and how will we know?</b>					
<b>Where are we delivering the services?</b>					
<b>Who will deliver the services?</b>					
<b>What infrastructure is needed to support the program?</b>					
<b>What is the time frame for our funding streams? (including allowability of no-cost extensions)</b>					
(first month/quarter)					
(second month/quarter)					
(third month/quarter)					
(fourth month/quarter)					

## TEMPLATE C: YOUR COORDINATED FINANCING PLAN

In Phase II, you and your stakeholders answered a set of questions about the design of your program. Using [\*Template A: Analyzing Your Funding Streams\*](#), you developed a matrix that compares each funding stream to your program design. Using [\*Template B: Analyzing Your Gaps\*](#), you were able to identify which funding streams will pay for what components of the program. Template C helps you to bring all of that information into one document that outlines your plan.

**This Template is part of the *Colorado Guide to Blending and Braiding*. It is not a stand-alone document. Many additional descriptions, explanations, and examples are in the guide.**

**Step 1:**

Delete this page! You will be left with an outline of a Coordinated Financing Plan with bullets on information to include.

**Step 2:**

Use the questions asked in the *Colorado Guide to Blending and Braiding* and Templates D – F to complete your plan. Make sure to engage your fiscal and programmatic staff in the design of the plan, as they will be responsible for implementing it.

The Template is available online at <http://sparkpolicy.com/fiscalguides.htm>

## COORDINATED FINANCING PLAN

<enter your program/organization name>

<Enter date created>

### PROGRAM DESIGN

- Provide a short overview of the program design, including eligible populations, direct services, and non-service delivery activities.

### FUNDING SOURCES

- Briefly list each funding source, the contact information, the amount, duration, and any critical information to understand the purpose of the funding stream in supporting the program. For example, one funding stream might be comprehensive, supporting all components, while another funding stream is for primary health care services only.

### PROGRAM BUDGET

- Briefly describe the Program Budget, as outlined in Template D: Program Budget
- Indicate any key decisions made that relate to the budget, such as the total population to be served.
- Your program budget, based on the revised design developed during the previous phase.

### COST ALLOCATION

- Briefly describe your overall cost allocation model, as outlined in Template E: Cost Allocation Plan
- Indicate whether you are blending or braiding.
- Include a list of all the sources of financial information and how to access them.

### FRONT DOOR PROTOCOLS

- Outline who has the authority to accept clients into the program and determine the services they will be provided.
- Outline what tool will be available to assist the Front Door in making appropriate decisions on eligibility and allowability.
- Outline what technical assistance will be available to Front Door staff, such as access to key fiscal staff if eligibility or allowability questions arise.
- Include Template F: Eligibility and Allowability.
- Outline what information will be in the case file to ensure ongoing awareness of eligibility and allowability for a client.

### BACK DOOR PROTOCOLS

- Include a protocol for spending down the funding streams supporting your blended or braided model.



- Include the very specific eligibility and allowability requirements for each funding stream, to assist your Back Door staff in making appropriate funding decisions and answering questions from the Front Door staff. This information will come from Template A: Analyzing Your Funding Streams.

## TRACKING AND REPORTING

- Include a timetable for your reports to your funders, including fiscal and programmatic reporting.
- Include your tracking and reporting tools. These tools should capture all of the information needed for all of your funders. They must include a timesheet to track personnel time spent on specific clients and on non-client-based activities.
- Include your protocol for completion of reports using the information collected. You will want to indicate how frequently programmatic staff must complete the tracking tools and the process for inputting data into various funders' databases or reporting templates.

## FINANCIAL SYSTEMS

- Include a brief description of how your Coordinated Financing Plan aligns with existing financial practices and systems.
- Indicate where the Coordinated Financing Plan requires additional practices or systems and include protocols for those.
- Address potential need for segregating your funding in your accounting systems. This is critical for many public funding streams, and particularly important if you are a faith-based organization.

## CONTRACTING

- Include an explanation of your contracting system (pre-approved providers, fixed price contracts, capitated contracts, case-rate contracts for multiple services, performance based contracts).
- Include an explanation of your reporting requirements to ensure contractors provide sufficient information to meet reporting needs.

## QUALITY CONTROL AND STAFF TRAINING

- Describe quality control measures to ensure continued compliance with funding stream requirements throughout the implementation of the program.
- Describe the plan to train and support staff who will be implementing the Front Door and Back Door of the program.
- Address staff turnover.

## RESOURCES

The resources below are good compliments to the information in this guide, providing more detail on some of the issues mentioned but not covered in depth, including additional funding streams to consider, strategies for sustainability, working on funding issues at a systems level, and engaging partners.

### **Federal Funds for Integrated Service Delivery Toolkit**

A series of briefs prepared by *CLASP* that describing federal funding programs that could support components of an integrated service delivery strategy. The briefs cover eligible populations, uses of funds, and possible issues that might arise. This resource covers many funding streams not addressed in Part III of this guide. Note that the information is at the federal level and you will need to explore Colorado requirements as well.

[http://www.clasp.org/issues/pages?type=work\\_supports&id=0007#toolkit](http://www.clasp.org/issues/pages?type=work_supports&id=0007#toolkit)

### **Self-Assessment and Planning Guide: Developing a Comprehensive Financing Plan to Support Effective Systems of Care**

A tool designed by the *Center for Child and Human Development at Georgetown University* to assist states and communities with mapping their current financing sources and planning financing strategies to support expanded services. This tool will help you undertake mapping at a systems level across many agencies. It includes many checklists to use as you decide what you need to learn about how each funding stream is currently being utilized.

<http://gucchd.georgetown.edu/72354.html>

### **Family and Youth Involvement: A Workbook for Policy & Governance Boards**

A toolkit designed by the *Spark Policy Institute* and *Colorado LINKS for Mental Health* to provide guidance and tools for recruiting, training, supporting, and sustaining family leadership in governance level settings. The toolkit will help you prepare to bring consumers, families, and youth into your financing conversations.

[http://sparkpolicy.com/fiscalfam\\_youth.htm](http://sparkpolicy.com/fiscalfam_youth.htm)

### **Sustainability Planning Workbook**

The *Finance Project's* Sustainability Planning Workbook is a comprehensive guide to planning for sustainability. The guide covers a wide variety of sustainability issues, from the need for champions to the importance of prioritizing components to sustain.

<http://www.financeproject.org/special/engage/workbook.cfm>

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- 54 OMB Circular, A-87, Attachment A, C.
- 55 Colorado Preschool Program Handbook.
- 56 OMB Circular A-87, Attachment B 8.h.
- 57 OMB Circular A-87, Attachment A, B.10.
- 58 OMB Circular, Attachment A, B.4.
- 59 OMB Circular A-87, Attachment A, A.2.b.
- 60 OMB circular, A-87Attachment A, A.3.e.