

PY02/PY03 State Unified Plan Modifications
State of Colorado
July 1, 2003

The Colorado Department of Labor and Employment (CDLE) has elected to submit a State Unified Plan modification for Program Years 2002 and 2003. This modification includes updates and revisions to programs, service delivery areas, and the dislocated worker allocation formulas. Also, Colorado has added information to the plan regarding WIA waivers, our 9-11 National Emergency Grant, PY02-PY04 performance goals, and our PY01 Performance Incentive Grant. The state is also taking this opportunity to submit a copy of the Methods of Administration for WIA non-Discrimination, and the 2003 Agricultural Services Plan.

CDLE acknowledges that much of the statistical data, funding allocations, and various labor market information submitted in the original PY00 Five-Year Plan is currently outdated. Much of this data has become obsolete because of the events of 9-11 and the subsequent downturn in the economy. We have elected not to change and update all of the information at this time; rather, we will provide a comprehensive revision to the plan in accordance with provisions of the anticipated, WIA Re-Authorization legislation.

Below we have included a summary of the modifications table. The modified plan with the changes highlighted in blue can be found following the summary.

We are concurrently posting this plan modification on websites for the 30-day comment period. Any comments received will be submitted to USDOL. All questions concerning this plan modification can be directed to Tami Beaty at 303-318-8816 or <mailto:tami.beaty@state.co.us>

SUMMARY OF MODIFICATIONS FOR PY02/03

Change	Agency/ Program	Section/Page
Revised Colorado Division of Vocational Rehabilitation 2003 State Plan Update. Minor revisions to be submitted	DVR	Appendix
Revised Colorado Department of Education State Plan with minor revisions for FY2000-2004.	CDE/CARE/ AEFLA	Appendix
Revised Colorado Community College's annual update to the State's Carl Perkins plan with one minor revision to existing plan.	CCCOES	Appendix
Revised Department of Human Services Division Plans with minor revisions	DHS: Division Programs	Appendix
Revised Welfare-to-Work program information: <ul style="list-style-type: none"> • Uses and Goals of the 15% funds • State and local strategies regarding the employment activities that are planned under this grant • Utilization of contracts with public and private providers • Implementation of Programs including State, local, and interagency 	CDLE: WtW	Sec. F, page 90-91 Sec. F, page 104-105 Sec. F, page 105 Sec. E, pages 76-78
Revised Wagner-Peyser Service Delivery Areas Chart	CDLE: WP	Section G Page 94
Revised Veterans Programs: <ul style="list-style-type: none"> • Wagner-Peyser and Veteran Performance Indicators negotiated with USDOL • Priority of Service in the One-Stop System • CDLE & USDOL's monitoring of Veterans Employment and Training Services 	CDLE: Veterans Programs	Sec. K, page 121 Sec. G, page 95 Sec. I, page 112
Revised Dislocated Worker/Enhanced Dislocated Worker allocation formula. Pending approval of US DOL.	CDLE: WIA	Section F Pages 81-83
Revised List of State Workforce Council Members	OWD	Section E Pages 45-46

Revised Unified Plan Contact List	CDLE	Contact List
Revised designation of service delivery areas, narrative and chart.	CDLE	Section E Pages 49-50
Revised Workforce Region Map	CDLE	Appendix
Addition of Waivers submitted to USDOL: <ul style="list-style-type: none"> Youth: Partial Approval 20% Transfer Authority: Approved Eligible Training Provider Performance Reporting Requirements: Pending Approval by USDOL 	CDLE: WIA	Section N. Page 128 Attachments Included in Appendix
Addition of Colorado Workforce Development Council: Continuous Improvement Management System	OWD	Section J Pages 116-117
Addition of the required Methods of Administration for WIA Nondiscrimination and Equal Opportunity Provisions and Modifications	CDLE: WIA	Appendix
Addition of National Emergency Grant Award Letter, Executive Summary, and Technical assistance information.	CDLE: WIA	Section I. Pages 109-110 Appendix
Addition of CDLE State Plan for Agricultural Services for PY03 and MSFW Annual Summary	CDLE: WIA	Appendix
Addition of Performance Incentive Grant Summary	CDLE	Section K Pages 123-124
Addition of Common Performance Measures for programs in PY04.	CDLE: MIS	Section K Pages 121-122
Addition of Performance Goals for PY02.	CDLE	Section K Page 120
Addition of PY03 Utilization of WIA 10% Discretionary Funds Chart	CDLE	Section B Pages 17-18
Addition of PY03 Utilization of WIA Rapid Response 25% Discretionary Funds Chart	CDLE	Section B Page 18

State Unified Plan

**Submitted Under Section 501
of the
Workforce Investment Act of 1998**

**for the
State of Colorado**

**for the period of
July 1, 2000 through June 30, 2005
Revised July 1, 2003**

**State of Colorado
Workforce Investment Act Unified Plan**

PY2000

A. Unified Plan Activities and Programs Checklist

Under Section 501 of the Workforce Investment Act, the following activities or programs may be included in a State's unified plan. From the list below, please place a check beside the programs and activities your State or Commonwealth is including in this Unified Plan. The State unified plan shall cover one or more of the following programs and activities:

- Secondary vocational education programs (Perkins III/Secondary)**
Note that inclusion of this program requires prior approval of State legislature.
(*Carl D. Perkins Vocational and Technical Education Act of 1998 (20 U.S.C. 2301 et seq.)*)
- Postsecondary vocational education programs (Perkins III/Postsecondary)**
Note that for the purposes of what the State unified plan shall cover, Perkins III/Secondary and Perkins III/Postsecondary count as one program.
(*Carl D. Perkins Vocational and Technical Education Act of 1998 (20 U.S.C. 2301 et seq.)*)
- Activities authorized under Title I, Workforce Investment Systems (Workforce Investment Activities for Adults, Dislocated Workers and Youth, or WIA Title I, and the Wagner-Peyser Act)**
(*Workforce Investment Act of 1998 (29 U.S.C. 2801 et seq.)*)
- Activities authorized under Title II, Adult Education and Family Literacy (Adult Education and Family Literacy Programs)**
(*Workforce Investment Act of 1998 (20 U.S.C. 9201 et seq.)*)

The State unified plan may cover one or more of the following programs and activities:

- Food Stamp Employment and Training Program, or FSET**
(*7 U.S.C. 2015(d)*)
- Activities authorized under chapter 2 of title II of the Trade Act of 1974 (Trade Act Programs)**
(*19 U.S.C. 2271 et seq.*)
- Programs authorized under Part B of title I of the Rehabilitation Act of 1973 (29 U.S.C. 720 et seq.), other than §112 of such Act (29 U.S.C. 732) (Vocational Rehabilitation)**
- Activities authorized under chapters 41 & 42 of Title 38, USC, and 20 CFR 1001 and 1005 (Veterans Programs, including Veterans Employment, Disabled Veterans' Outreach Program, and Local Veterans' Employment Representative Program)**
- Programs authorized under State unemployment compensation laws (Unemployment Insurance)**
(*in accordance with applicable Federal law which is authorized under Title III, Title IX and Title XII of the Social Security Act and the Federal Unemployment Tax Act*)
- Programs authorized under part A of title IV of the Social Security Act (Temporary Assistance for Needy Families (TANF) and Welfare-to-Work (WtW))**
(*42 U.S.C. 601 et seq.*)
- Temporary Assistance for Needy Families**
- Welfare-to-Work**
- Programs authorized under title V of the Older Americans Act of 1965 (Senior Community Service Employment Program (SCSEP))**
(*42 U.S.C. 3056 et seq.*)
- Training activities funded by the Department of Housing and Urban Development under the Community Development Block Grants (CDBG) and Public Housing Programs)**
Note that programs funded by the CDBG and Public Housing programs can only be included in your State unified plan if the State is the funds recipient, and approval of the unified plan will not trigger funding for these programs.
- Community Development Block Grants
- Public Housing
- Programs authorized under the Community Services Block Grant Act (Community Services Block Grant, or CSBG)**
(*42 U.S.C. 9901 et seq.*)

State of Colorado

Workforce Investment Act Unified Plan

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Table of Contents

[A. Vision and Goals](#)

[1. Colorado Vision of the Workforce Investment System](#)

[b. Unemployment Insurance](#)

[B. One-Stop Delivery System](#)

[1. Integrated Service Delivery System](#)

[a. WIA/Wagner-Peyser/Veterans](#)

[C. Plan Development and Implementation](#)

[1. Methods for Joint Planning and Coordination](#)

2. Process for Public Comment

a. WIA/Wagner-Peyser/Veterans

3. Comments

a. WIA/Wagner-Peyser/Veterans

b. Welfare-to-Work

c. Vocational Rehabilitation

D. Needs Assessment

1. Educational and Job-Training Needs

a. WIA/Wagner-Peyser/Veterans

b. Vocational Rehabilitation

2. Key Trends

E. State and Local Governance

1. Organization and Structure

a. WIA/Wagner-Peyser/Veterans

1. Competitive.

2. Non-competitive (small purchases, emergency purchases, and sole sources).

C. Emergency

D. Special Circumstances

3. Committee Membership.

b. Welfare-to-Work

c. Vocational Rehabilitation

F. Funding

1. Allocation Criteria

a. WIA/Wagner-Peyser/Veterans

b. Welfare-to-Work

c. Vocational Rehabilitation

G. Activities to be Funded

1. General Description of Activities

a. WIA/Wagner-Peyser/Veterans

b. Welfare-to-Work

H. Coordination and Non-Duplication

1. Coordination and Integration of Services

a. WIA/Wagner-Peyser/Veterans

c. Welfare-to-Work

d. Vocational Rehabilitation

I. Special Populations and Other Groups

1. Strategies to Target and Serve Special Populations

a. WIA/Wagner-Peyser/Veterans

b. TAA and NAFTA-TAA

d. Vocational Rehabilitation

2. Special Populations Data Collection and Reporting

3. GEPA Equity Statement

J. Professional Development and System Improvement

1. Staff Development

a. WIA/Wagner-Peyser/Veterans

b. Vocational Rehabilitation

K. Performance Accountability

1. State Performance Indicators and Goals

a. WIA/Wagner-Peyser/Veterans

b. Unemployment Insurance

2. Common Performance Goals for Multiple Programs

L. Data Collection

1. Data Collection and Validation

a. WIA/Wagner-Peyser/Veterans

2. Common Data Elements and Reporting Systems

a. WIA/Wagner-Peysler/Veterans

M. Corrective Action

1. Corrective Action

a. Vocational Rehabilitation

b. Unemployment Insurance

N. Waiver and Work-Flex Requests

Appendices

- A. Assurances
- B. Public Comments for Original Plan
- C. [Map of Colorado Local Areas](#)
- D. [PY 2003 State Plan for Agricultural Services](#)
- E. [Metro Job Vacancy Survey](#)
- F. [Perkins Approved State Plan](#)
- G. [Vocational Rehabilitation State Plan for 2003](#)
- H. [Colorado State Plan for Adult Education and Family Literacy, FY 2000-2004](#)

[I. Waivers](#)

[J. National Emergency Grant](#)

[K. Methods of Administration](#)

A. Vision and Goals

1. Provide the State's comprehensive vision of a workforce investment system, including broad economic, education, training, workforce development and related goals. Describe how the State considered a broad range of issues, such as the needs of public housing residents, in the development of the State's vision and goals. Describe any challenges to achieving your vision, including any economic development, legislative or reorganization initiatives anticipated that could impact on the performance and effectiveness of your State's workforce investment system. Describe how each of the programs included in the plan will contribute to achieving these goals.

Colorado encourages residents of all ages to expand their skills through locally driven, public and private education, training and retraining in order to enhance opportunities and compete in the global economy. Promoting a vibrant economy and a high quality of life for all Coloradoans is fundamental to this objective.

STATE VISION

To fill the continually changing needs of the state's employers and to stay competitive in the global market requires a coordinated effort of public and private education, community colleges and universities, state and regional workforce development boards, local and statewide elected officials, the state's employers, business associations, local and state economic development commissions, the state's employees and the Governor. This plan contains four goals designed to strengthen the state's workforce development resources and make Colorado a leading economic competitor. The goals are:

- Make education and workforce development the state's number one economic development priority.
- Meet the needs of technology-based employers and individuals in technology-based careers.
- Strengthen the diverse regional economies of Colorado through locally driven, strategically targeted workforce development.
- Produce a workforce development system that meets the needs of Colorado business, individuals and communities.

PRINCIPLES

Colorado bases its vision for developing a competitive and diverse workforce on the following principles:

- Individual responsibility;
- Limited and efficient state government;
- Local responsibility for planning and service delivery;
- Employer investment; and
- Innovative solutions.

Individual Responsibility - Individuals are responsible for their education and continually upgrading their skills throughout their lifetime to secure sustained work, to stay productive and self-sufficient and to obtain a high quality of life for themselves and their family.

Individuals must prepare themselves to move into different kinds of work and careers throughout their lifetime as rapid advancements in technology create corresponding changes in jobs and the skills needed to obtain and maintain sustained employment. Colorado will advocate the importance of continuous worker and employer efforts to acquire cutting-edge job skills.

Limited and Efficient State Government - Colorado state government's role is to produce a workforce development system that leverages public and private resources to meet the needs of Colorado businesses and individuals. State government sets a broad strategic vision, policy and challenges to guide local leaders and authorities in developing and implementing local initiatives. Specifically state government will evaluate the federal employment, education and training programs administered by the state and make changes to the delivery and administration of the programs, and, when necessary, request federal waivers to make the programs more effective and better suited for Colorado.

Local Responsibility for Planning and Service Delivery- Workforce development and economic development are the products of state and local initiatives. Colorado will promote a locally driven system that unleashes localities to implement programs that meet the needs of their communities while promoting economic development and a high quality of life. We strive to promote an excellent, skilled workforce by encouraging workers and employers to anticipate their needs and take action.

Local workforce boards will oversee the workforce centers. Employment and supportive services will be provided by local entities, including private concerns, community based organizations and local governments.

Employer Investment – The workforce development needs of local communities are far greater than the support received by the numerous federal grants coming into the state. Employer-provided evaluation and training of entry-level workers is needed in many areas of the state to meet supply and skill requirements of workers. Employer investment is a key element in addressing the state’s workforce investment needs.

Innovative Solutions - Colorado will promote the use of technology to create innovative and employer-led solutions. The state will promote new employer-employee paradigms that allow all Coloradoans to compete for high-skill jobs.

Employers, local elected officials, regional workforce boards, and local economic development boards provide the engine and fuel that implement the statewide vision by developing local solutions. They will be enabled to develop unique, outcome-driven solutions that address the particular needs and vision of the community.

STRATEGIC GOALS

Goal 1 - Make education and workforce development the state’s number one economic development priority.

Strengthen demand-driven training and workforce development in Colorado.

- Strategy* Promote public education that prepares individuals to obtain sustained employment and provides a foundation of essential skills for individuals to upgrade their skills without remedial education or training.
- Strategy* Develop a workforce investment climate that leads the nation in encouraging private investment in building the workforce advantage of the state.
- Strategy* Establish demonstration projects using a market approach and best practices knowledge. Bring to scale those practices that demonstrate proven results.

Promote public education that prepares individuals to obtain sustained employment and provides a foundation of essential skills for individuals to upgrade their skills without remedial education or training.

- Strategy* Promote programs directed at high-risk youth that encourage their completion of high school.
- Strategy* Promote education programs that prepare youth for work and careers.

Goal 2 - Meet the technology-related needs of employers and individuals.

Address the IT skills shortage.

From agriculture to telecommunications, Colorado businesses depend on Information Technologies. The severe workforce shortage in this area must be addressed.

- Strategy* Offer incentives for employers that promote, provide, reimburse their employees for IT training.
- Strategy* Provide incentives for individuals who want to join the IT workforce by offering tax credits and scholarships for IT training programs.

Build the capacity of Colorado to retain value-added businesses. Entrepreneurship and Technology must become hallmarks of the state.

- Strategy* Promote participation by business owners and economic development officials on regional workforce boards to ensure employer and individual needs related to technology are addressed in workforce policies.

Goal 3 - Strengthen the diverse regional economies of Colorado through locally driven, strategically targeted workforce development.

Strategy Promote high-speed Internet access to Colorado’s rural areas.

- Strategy* Promote changes in Front Range employer/employee paradigms to utilize rural workers connected by information technology.
- Strategy* Provide technical assistance and planning resources to build effective workforce development systems in rural communities. Integrated state-level strategy can ensure that local communities have access to workforce and labor market information, information on best practices, and information on innovative practices for unique regional needs.

Goal 4 - Produce a workforce development system that meets the needs of Colorado business, individuals and communities.

In designing the state’s workforce development system, Colorado will be guided by the particular needs of its businesses, citizens and communities. It is crucial that the evolving system provide dramatically improved and valued services to Colorado employers, so that it provides them with the information and services they need to make good employment decisions and investments in developing their workforces.

The state’s role is one of vision, leadership, accountability and innovation. This will be led by the State Council (State Council), which is comprised of business leaders, educators and experts in workforce development. The functions of the State Council include: advise the Governor on workforce development matters; recommend policy; develop the state workforce development plan; establish accountability measures for the state’s regional workforce boards and evaluate new, innovative workforce development policies and practices to support economic development; improve education and training; upgrade individual skills; and address similar workforce development issues.

The state is also responsible for administering the numerous federal and state workforce development programs, and providing fiduciary oversight for those funds. This work, done through several state agencies, includes administering, facilitating, overseeing and verifying achievement of the performance of education and training programs and the state’s workforce development centers established by the regional workforce boards.

Pivotal to the Colorado strategy is a clear delineation of roles between the state (policy and oversight) and regions (operations and management). Under this vision, the state will phase out of operational roles in the system, consistent with law and regulation, and focus instead upon its policy and oversight roles.

The roles and responsibilities of the state and local authorities are summarized as follows:

State-wide Policy, Planning and Innovation	Programs Management	Local Implementation and Service Delivery
<p>State Workforce Development Council</p> <ul style="list-style-type: none"> - Establish strategic direction, policy, planning and innovation. - State advisory board for all federal workforce programs. - Garner additional resources and establish demonstration projects. - Direct application of federal discretionary program funds. - Develop substate federal program allocations. - Establish service delivery areas and membership criteria for regional workforce boards. - Set regional performance standards and accountability measures - Develop initiatives to promote economic development. - IRS 501(c)(3) structure. 	<p>State Agencies with Workforce Development Programs</p> <ul style="list-style-type: none"> - Administer federal and state funded workforce development, employment and training programs. Encourage best management practices to promote high levels of accountability, minimize redundancies and create efficiencies. - Unify automation systems. - Streamline reporting. - Track performance of workforce centers. 	<p>Local Workforce Boards</p> <ul style="list-style-type: none"> - Identify regional workforce development needs, assets, and priorities. - Align regional strategic direction with statewide vision and policy. - Support local economic development initiatives and plans. - Establish a local workforce development plan to leverage broad-based private & public resources for workforce development. - Select workforce center operators

Develop a statewide system to support local workforce development centers where all Coloradoans can conveniently access a network of information and services responsive to their individual needs.

Strategy Designate the local workforce boards as the responsible authority for selecting the workforce center operators under a competitive process and as the planning body for regional workforce issues tied to local economic development opportunities.

Strategy Complete the statewide workforce development center implementation, transferring the responsibility for delivering federal and state employment services and training programs and activities (consistent with law and regulation) to the local authority. Local governments should take on merit-based employment and training programs. Focus on assuring financial sustainability for all of Colorado’s workforce regions through creative partnering with related state and local agencies and organizations.

Strategy Using private donations, create a web page that identifies links to all existing private, public, community college, nonprofit and web-based worker training resources.

Strategy Work with Colorado’s congressional delegation to promote a more efficient, flexible federal grant program.

In answering the above question, if your unified plan includes:

a) Vocational Rehabilitation

(i). The Division of Vocational Rehabilitation (DVR), together with the State Rehabilitation Council (SRC) developed the following goals and priorities for DVR in carrying out the vocational rehabilitation and supported employment programs in Colorado for FFY 2003 and SFY 2003. Three priorities have been established.

Priority #1: Improve the quantity of successful employment outcomes.

Goal #2 Assure that DVR consumers throughout the state have access to assistive technology services at all stages of the rehabilitation process to increase the effectiveness with which they can participate in their rehabilitation program.

Strategy

Project WIN and DVR continue to work collaboratively to improve service delivery to consumers with disabilities through the use of Consumer Navigators in Workforce Centers. The "Consumer Navigator" model of service delivery has been piloted in two Workforce Center sites (Pikes Peak and Mesa County), and, in each site, the pilot has demonstrated the effectiveness of identifying "specialists" within the Workforce Centers to assure that persons with disabilities to receive maximum benefit from their services. These navigators enable persons with disabilities, including DVR consumers, to independently access job leads, participate in necessary training, prepare resumes, and compete equally for employment openings. They also assist individuals with disabilities in learning how to conduct occupational research and to make informed choices about their employment goals.

- ◆ DVR continues to work with all local One-Stop Career Centers to assure accessibility of services to all persons with disabilities. Although all of the local Centers are physically accessible, DVR continues to work with Centers to make core services accessible to persons with disabilities without requiring DVR's intervention. The purpose of this focus is two-fold--to assure that a person with a disability can access and utilize "core" services provided by One-Stop Career Centers without involving DVR staff when this is the individual's choice and to allow DVR to use its funds for vocational rehabilitation services that are not available through One-Stop Career Centers. Local offices continue to conduct disability awareness training for all of their One-Stop partners and to provide individual consultation whenever necessary.

◆ Workforce Center staff are included in meetings that DVR offices have with local community service providers so that Center staff are aware of special programs that are available to mutual consumers. Ongoing meetings are also held between Workforce Center staff and DVR field office staff to improve coordination and access to services by consumers. In some locations, formalized systems have been set up between DVR field offices and Workforce Centers to alert one another about legislation, resources, and job opportunities affecting persons with disabilities.

Priority #2: Improve the quality of successful employment outcomes.

Goal #1: Expand the scope of viable career options for consumers by increasing the types of employers eager to hire persons with disabilities and by expanding non-traditional employment options available to consumers.

Strategy

Efforts to establish linkages between local DVR counselors and One-Stop Career Centers have resulted in a wide variety of arrangements, up to and including co-location of DVR in One-Stop locations, to meet local needs. DVR has executed local agreements with all local workforce investment boards to formalize these arrangements. In addition, DVR's SWAP program is collocated or share space in seven Colorado Workforce Centers.. Now that the logistical negotiations have been completed, local DVR staff are working with One-Stop Career Center staff on operationalizing mutual goals of all partners around the sharing of occupational information and resources, including local job opportunities. These co-location efforts appear to be benefiting DVR consumers as DVR counselors become better connected with new employers re-locating or expanding within the community.

- (ii) See Attachment [4.12\(d\)\(1\)](#) of the Division of Vocational Rehabilitation's State Plan for [2003](#).

b) *Unemployment Insurance*, provide a concise summary of the SESA's key direction and strategies for the plan, identifying the goal/main objective of each focus area.

Colorado operates a centralized unemployment insurance (UI) system whereby new claims, reopened claims, and continued claims for benefits are filed by telephone on an intrastate and interstate basis. UI staff at a centralized location are responsible for processing the claim, instructing claimants regarding program eligibility requirements, and directing these individuals to offices in the workforce regions for reemployment assistance.

Unemployment insurance services have been integrated in a manner designed to promote maximum client access and optimal organizational effectiveness. The workforce regions advise unemployed individuals how to access unemployment insurance services and may provide telephones or electronic linkages in local offices for that purpose. Brochures and pamphlets are available that describe the major components of the UI program to workers and employers, including benefits, tax, and appeals matters. Regional workforce staff register individuals for work, provide worker profiling and reemployment services, and communicate relevant information to UI staff when a claimant's ability to work, availability for work, or work search is questioned.

The Colorado unemployment insurance program is now engaged in the development of *genesis*, a five-year project that will deliver quality customer service by further improving access, reducing red tape and associated paperwork, and streamlining operations. With its implementation, the UI program will continue to be able to effectively deliver services within the constraints of continued flat-line federal funding. Key to the project are highly trained unemployment insurance staff -- the technical experts who will be supported by new electronic linkages, telephone technology, and a changed business environment. This integrated and non-duplicative approach to the delivery of UI services will affect not only benefit claim processes, but other program components, including tax and appeals.

The Department of Labor and Employment will convene a group of state, local and employer representatives to examine UI policies and procedures as they relate to workforce center activities, and develop recommendations to address employer and claimant needs with regards to strategies to reduce the average duration of UI benefits and at the same time enhance services for UI claimants. This will include, but not limited to: ways to more effectively engage local boards and employers; identify what can and cannot be done in terms of local flexibility (e.g. assignment of realistic weekly job contacts that reflect local labor market conditions); improved funding for work search positions in the workforce centers; and increasing the effectiveness of UI profiling and re-employment services.

B. One-Stop Delivery System

1. Describe the State's comprehensive vision of an integrated service delivery system, including the role each program incorporated in the unified plan, in delivery services through that system.

The state legislature has introduced legislation (viz., House Bill 1083) to incorporate Colorado’s workforce development system into state law. The legislature recommends that “to the extent possible, counties or multi-county areas integrate their work force investment program sources of funding to maximize the resources available at the local level to provide the services authorized.” The legislature envisions “a central, coordinated service delivery system at the local or regional level through which any citizen may look for a job, explore work preparation and career development services, and access a range of employment, training and occupational education programs offering their services through local or regional work force investment programs; develop strategies and policies that encourage job training, education and literacy, and vocational programs; consolidate and coordinate programs and services to ensure a more streamlined and flexible work force development system at the local or regional level; establish single contact points for employers; and allow counties increased responsibility for the administration of the work force investment program.”

Colorado, through a Governor’s Executive Order, established its One-Stop Career Center networks in June 1997, in anticipation of a revitalized national emphasis placed on comprehensive delivery of employment and training services. To promote a consistent identity that more clearly indicates the purpose of the centers, the name “One-Stop Career Center” was changed to “Workforce Center.” Planning and implementation of the new system engaged a group of state and local administrators, local service providers, employers, elected officials, educators, and labor leaders in an intensive planning effort to prepare the state’s new employment and training vision and strategy. The goal of this effort was to encourage the continued development and training of a skilled workforce able to compete in the emerging global economy, foster economic development and eliminate duplication. The establishment of local partnerships became a key concept to the success of the development of the workforce development system. The state’s plan was driven by four governing principles under the driving goal of local decision-making and delivery of services:

Universality - offering high quality services that will be available to every individual, including those with unique needs, and employer in the state.

Customer choice - providing the opportunity for consumers to make informed decisions about their futures as workers and employers in every aspect of their involvement in the employment and training system.

Performance-based criteria – establishing a system that is results-oriented, measuring performance outcomes to ensure resources are efficiently invested and that the system is continuously improving in order to maximize the state’s return on investment.

Integration - providing multiple employment and training resources, program services, and delivery of services in a complete and comprehensive method through the workforce development system.

Local decision making – acknowledging the importance of local decision making and devolution of authority incumbent in our structure of program administration. Some required and optional partners work through local boards of county commissioners. This requires a close working, collaborative relationship between all parties and respect for program and fiscal limitations and requirements as well as statutory relationships.

Role of each state agency/program

The State Council and Office of Workforce Development provide strategic planning and policy guidance.

The Department of Labor and Employment administers and oversees the following workforce development-related programs and activities: WIA Title I, Wagner-Peyser, Unemployment Insurance, TAA-NAFTA, Welfare-to-Work, Veterans (DVOP/LVER), Work Opportunity and Welfare-to-Work tax credits, Labor Market Information (employment statistics system), labor exchange/prevaling wage, and Migrant and Seasonal Farmworker (MSFW).

The Department of Human Services administers the following workforce development related-programs and activities: Vocational Rehabilitation, Colorado Works (TANF), Food Stamps, and Adult and Aging Services.

The Department of Education administers the following workforce development-related program: Adult and Family Literacy.

The Colorado Community College and Occupational Education System administers the following workforce development-related programs and activities: Secondary and post-secondary vocational education.

Although the Department of Local Affairs contributed to the overall planning process, its mandatory WIA partner program (Community Services Block Grant/CSBG) was not included in the unified state plan. It should be noted that this program is highly devolved, and the decision as to whether the funding is used to provide employment and training services is strictly a local one.

Colorado delivers most of these programs and activities through local entities, and provides locals with as much flexibility and decision-making authority as permitted under federal law. While the state agencies will ensure that the one-stop partnerships and MOUs are in compliance with federal requirements, it is the responsibility of the local boards and partner programs to work out the details of their roles, responsibilities, and working relationships, particularly in areas not addressed by federal law. Each state agency will ensure that its mandatory local WIA partner programs participate in their local workforce development system, consistent with federal requirements; however, the nature and degree of this participation is largely a local decision.

In answering this question, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs:

i) describe major State policies and requirements that have been established to direct and support the development of a Statewide workforce investment system not described elsewhere in this Plan. These policies may include, but are not limited to:

- *State guidelines for the selection of One-Stop operators by local Boards*

The State Council’s guidelines for the selection of workforce development operators allow the greatest flexibility for the local workforce investment boards (Boards) to govern the selection and certification of these providers. The

local board, with the agreement of the Chief Elected Officials, shall select workforce center operators and may terminate for cause the eligibility of these operators. Center operators shall be selected in one of three ways:

- Competitively selected by the board;
- Through an agreement reached between a consortium of entities that, at a minimum, includes 3 or more workforce development partners. If the consortium approach is selected, the three partner requirement is defined to mean three separate organizations; or
- The Board can designate a workforce development delivery system that was established in a local workforce area prior to August 7, 1998 to be a center operator.

A local board seeking to designate an existing center operator requires approval from the local elected officials and the Governor. Local plans must address this option specifically for approval by the state.

A workforce center operator may be a public or private entity, or consortium of entities, of demonstrated effectiveness, located in the local area, which may include:

- ÿ a postsecondary educational institution;
- ÿ an employment service agency established under the Wagner-Peyser Act on behalf of the local office of the agency;
- ÿ a private, nonprofit organization (including a community-based organization);
- ÿ a private for-profit entity;
- ÿ a government agency; and
- ÿ another interested organization or entity, which may include a local chamber of commerce or other business organization.

The board may select either one or multiple workforce center operators within their region. The responsibility of the center operator is management; operators are accountable for the effective delivery of core and intensive services at one or more centers for which the board designates them responsible. Any agency involved in a local workforce development system that is not an operator will be expected to make their services available to customers through the center and management structure developed by the center operator.

Local boards will select workforce center operators through a fair and open process, ensuring equal treatment and impartial relationships. Board members who are potential center operators must excuse themselves from deliberations and voting on this issue.

Local boards also must develop a process for the selection of local center operators that identifies specific selection criteria. Suggested criteria for selection include, but are not limited to:

- ÿ identification of center location(s) accessible and convenient to both employers and job seekers;
- ÿ demonstrated managerial competence;
- ÿ capacity to offer the full range of core and intensive services called for in the Workforce Investment Act;
- ÿ capacity to offer services in both a self-service and assisted service mode;
- ÿ capacity to establish and maintain a resource center for self service at each workforce center being managed by the operator;
- ÿ a staff development plan that addresses technology, customer service, assistive technology and disability awareness components;
- ÿ capacity to demonstrate sound fiscal procedures, integrity, and accountability;
- ÿ commitment to the elimination of duplication and the integration of services;
- ÿ commitment to high quality customer service which is based on customer need; and
- ÿ past performance and demonstrated effectiveness.

The minimum requirement for selection of workforce center operators is the ability to establish at least one full-service, comprehensive center within the workforce investment area. At each of these centers, the goal is to provide integrated service delivery to customers covering all core and intensive services. To accomplish this, workforce development partners are expected to locate staff in each center (wherever possible) and to commit to service integration across agencies. It is recognized that a phase-in period may be required that will be determined by the local boards. Selected center operators will establish an agreement with the board that outlines specific operating responsibilities and will also agree to the local workforce board's process and criteria for certifying Workforce Centers. The board will certify each center for its readiness to offer high quality services to its customers.

- *The State's process to work with local boards and local Chief Elected Officials to certify existing One-Stop operators*

Colorado is using workforce centers as the vehicle for creating an employment and training system that is organized around customer needs and demands, rather than around programs and funding sources. Workforce centers will play two primary roles within that system:

- Simple access to the entire array of employment, education and training services available to the customer; and
- A reliable and impartial source of many kinds of information including the availability and quality of education and training options, labor market information, job and candidate availability, assessment, and financial aid alternatives.

Workforce centers offer these services to all customers who want them, without eligibility requirements. The intent is to make access to services easy and customer-friendly and to provide both individuals and employers with the information they need to make good choices about their education, training, and/or employment-related needs.

WIA requires more integration of services across agencies and programs in order to reduce redundancy, improve customer access, and improve quality. For workforce centers to succeed, they must be established and operated as very high quality service organizations, continuously improving to exceed customer expectations.

Local boards are bringing together local partners to establish a plan for workforce centers that identifies the location of centers in the local area and explains the relationship of all system partners to the centers and their services. Boards will determine how many centers to establish in the local area based upon labor market needs and resource availability. They will also identify how many sites should be full service and how many may be satellites, resource rooms, technological links or other services options.

Boards must encourage the partners to form multiple, local centers to provide more customer choice and more integration among partners. Many existing centers have multiple partnerships already in place and prior experience with management in a multi-agency setting, make the transition a natural part of their evolution.

Workforce development partners will have considerable flexibility in the design of direct service delivery. Beyond required core services, local areas may add services based on local conditions, needs and opportunities. The local boards will be neutral conveners that encourage openness. It is Colorado's vision to have an open system that enables all potential partners to be involved at some level in delivering services through the workforce centers. Boards should include all potential partners in their planning processes and determine if and how the interested organizations fit into the service mix.

Workforce Center Quality Standards- Local boards have the responsibility to plan, oversee and continuously evaluate the operation of the workforce centers. Working within a fairly broad framework, each board is responsible for establishing performance or quality standards that each workforce center must meet. This is an opportunity to set high expectations for the quality and depth of services offered, and to ensure that centers meet the needs of the local labor market.

Local boards have the authority and responsibility to define locally what will represent high quality workforce centers and may choose to develop certification criteria that reflect local circumstances and needs. However, boards must utilize the statewide minimum criteria to ensure high quality workforce centers in their local area and to promote their continuous improvement efforts. The State Council will continue to work with the local boards to refine this list of criteria and to develop a shared set of quality standards based on statewide system performance.

Minimum Service Criteria:

- Center must be accessible to all job seekers and workers throughout the workforce development area (may include electronic/automated methods of accessibility).
- Centers offer locally customized, reliable information in easy-to-use formats.
- Customers have access to information on current employment prospects for the occupation(s) being considered, the wage level for completers of training programs for the occupation(s), and recent information on the performance of institutions providing such training in the area.
- Consumer information on the quality of education and training providers is provided to customers in a variety of formats and a formal mechanism for further customer feedback is instituted.
- Centers actively solicit customer feedback and to use it to continuously improve services.
- Centers focus upon employee satisfaction just as they do upon customer satisfaction, with management ensuring that staff members have the tools and skills they need to provide excellent service to Center customers.
- Center services are marketed to employers.

Certification Process - To be granted certification in Colorado means that the local board is satisfied that the prospective workforce center will deliver high quality service to customers. In each local system, the board determines how many centers to certify within its region based on local labor market needs and funding availability. It also identifies how many sites should be full-service and how many should be affiliated satellite sites. However, the workforce development system must have at least one comprehensive physical center in each local area at which the core services specified in WIA section 134(d)(2) are available, and which provides access to other programs and activities carried out by the workforce partners. Affiliated sites and specialized centers that address specific needs must be linked to the comprehensive workforce center. Each workforce partner must make available all core services through the workforce development delivery system and use a portion of their program funds to create and maintain the workforce development delivery system.

The Act also requires that each workforce center must be certified individually by the board. The State encourages local boards to consider requesting the submission of an application for certification that includes a workforce center operator's business plan. Business plans help to define what work needs to be accomplished, how it should be done and who is responsible. The business plan is a comprehensive tool that can be used to push thinking about centers as joint venture enterprises, and not merely agency co-locations into common facilities. The business plan also reinforces the role of the workforce centers within an overall regional workforce development plan that supports the regional economic development strategy. Although the state recommends the development of a business plan, the State Council will work with the local boards to develop a system for certifying workforce centers that meets the needs of the local area and ensures a high level of quality and continuous improvement across the state.

As each local area develops its workforce centers, the board will develop an agreement with the entity that will operate the center(s). The primary purpose of the agreement is to establish that centers are capable of meeting or exceeding the quality standards set by the local board and are consistent with the state's quality framework. In essence, signing the agreement between the board and the fiscal/administrative entity will certify the readiness of the workforce centers to deliver high quality services to its customers. Each partner must also enter into an MOU with the local board specifying their commitments to the system. The agreement must include a description of services, contributions to funding the costs of providing core services at the workforce center(s) and contributions to funding costs of the system, and methods for referrals.

- *Procedures to resolve impasse situations at the local level in developing MOUs to ensure full participation of all required partners in the One-Stop delivery system*

The Memorandum of Understanding (MOU) formalizes the commitment that workforce partners make to each other and to the Workforce Investment Board about how information and services will be provided and coordinated through the workforce development system. Through the MOUs, the partners will address how they will contribute to desired outcomes and support of the workforce development strategy. Because of variations in local workforce systems, resources and needs, MOUs will not be identical from area to area. However, in accordance with the WIA and Interim Final Regulations, each local MOU must contain the following:

- A description of how core services will be provided through the workforce system;
- A description of how additional services (including intensive and training services) will be provided through the workforce system;
- An explanation of how the costs of the services and the operating cost of the system will be funded;
- An explanation of how individuals will be referred between the workforce center operator and the workforce partners for appropriate services and activities;
- The duration of the MOU and procedures for amending and terminating it during the term of the memorandum; and

- Signatures of all required parties, including the board, the Chief Local Elected Officials, and the workforce partners included in the MOU.

Local MOUs should be “living” documents that can and should be amended periodically, as partners work toward increasing levels of collaboration and service integration. MOUs can be prepared either by an individual agency with the BOARD or as an umbrella agreement representing several workforce partners with the board. In the event of an umbrella approach, all affected partners must sign the MOU.

Procedures to Resolve MOU Impasse Situations - Because workforce development services are delivered at the local level, it is important to resolve impasses in the organization and the administration of the workforce system at the local level. However, if substantive impasses remain after a good-faith effort has been made at the local level to resolve them, the board and relevant workforce partners must seek assistance in resolving the issues. Failure on the part of the local board and the workforce center partner entities to resolve issues important to the execution of a MOU must be reported to the Governor, through the State Council, and to the administrator of the entity responsible for administering the partner program.

Reports to the Governor/partner administrator must be submitted in writing after the local board and partner(s) conclude they have reached an impasse. The reports must identify the contending issues. Council staff will attempt to resolve the impasse with the assistance of the relevant state agencies. If necessary, the State Council may seek assistance from the Secretary of Labor and head of the Federal agency with oversight responsibility for the partner program. The outcome of these efforts, including any agreements reached, will be reported back to the local board and the relevant partner(s), in writing, after receipt of a notice from the local board indicating their inability to execute an agreement with a mandatory partner.

If unresolved issues remain and prevent the execution of a MOU between the local board and a mandatory partner, the Governor, through Council staff, must notify the Secretary of Labor and the heads of other Federal agencies having oversight responsibility for the partner program of the failure to execute an MOU.

In accordance with regulatory provisions under section 662.310(c), partners who fail to execute an MOU will not be permitted to serve on the local board and local areas with boards that fail to execute MOUs with all mandatory partners will not be eligible for state incentive grants awarded on the basis of local coordination of activities.

ii) describe the existing local One-Stop delivery systems and how the services provided by each of the required and optional One-Stop partners will be coordinated and made available through the One-Stop system. Be sure to address Statewide requirements, how technical assistance will be provided, and availability of State funding for One-Stop development. (§112(b)(14))

There are nine workforce investment regions in Colorado: Adams, Arapahoe/Douglas, Boulder, Denver, Larimer, Pikes Peak, Rural, Tri-County and Weld. The Rural region is subdivided into ten service delivery areas for planning and service delivery. (NOTE: For the purposes of this section, both regions and service delivery areas will be referred to as a “region.”) Each region has initiated local cooperation and collaboration among regionally appropriate partners. Each region has at least one workforce center located within its regional boundaries; some areas have also established additional satellite offices. All centers will offer Core, Intense, and Training services, as well as Title III, Wagner-Peyser activities. The partner agencies will offer basic information either physically or electronically, through Core services, and may provide additional services as deemed appropriate and defined by the MOU. Technical assistance will be provided through CDLE and the USDOL on an on-going basis. The State Council will also determine what technical assistance needs exist through requests from local boards. Staff development is seen as a priority for this transitional period.

Optional partners from the Colorado Department of Human Services (CDHS) will require collaboration with local county boards of commissioners and county departments of social services. This is consistent with existing statutory authority for administration of social service programs. This collaboration will need to address service access by type of client population, fiscal and programmatic relationships, and administrative relationships through the memorandum of understanding (MOU).

Additional partners include the Client Assistance Program (CAP), the advocacy organization with responsibility to provide assistance and advocacy for consumers receiving services from programs authorized under the Rehabilitation Act, including Vocational Rehabilitation (VR) and Independent Living (IL) clients. Consumers can contact CAP whenever they think that they are not getting what they should from the Division of Vocational Rehabilitation (DVR). DVR has an official appeal process, and consumers can also contact CAP for assistance in lodging appeals and helping with the process of negotiations with DVR. Since CAP only provides services to help people who are receiving VR or IL services, their involvement in workforce centers will be through their involvement with DVR. The Director of CAP is on DVR’s State Rehabilitation Council, which is the advisory board for the Vocational Rehabilitation program, and reviewed DVR’s activities in developing the unified state plan. DVR consults with CAP on policy and procedural issues which impact services to consumers, and will continue to do so with respect to service delivery issues for DVR clients in workforce centers.

Statewide activities and use of State WIA-reserved funding. The state will utilize WIA-reserved funding for the following statewide activities. This plan will assist workers and employers in preparing for Colorado’s future, and will meet both the spirit and intent of the enabling legislation. The nine areas recommended focus on the revitalization of Colorado’s economy, with special investments in Colorado’s citizens. The plan provides for new initiatives and models that deal with the continuous change in the state’s labor market conditions.

Please note that Colorado received a One-Stop implementation grant in 1996. The system is fully developed and each region has at least one full-service workforce development center. Although no funding has been allocated specifically for one-stop development, the proposed activities support the continuing enhancement and improvement of the existing one-stop system.

Activity	Amount Budgeted
Workforce Development Expenses – Pursuant to HB 1083, Workforce Development Council expenses for PY 00 total \$150,467. Of this amount, 55.4% is from WIA 10% discretionary funds	\$83,268
Statewide WIA Training -- To conduct training for State & local workforce staff and boards on all functional/operational aspects of WIA	\$180,000

Technical Assistance for Local Regions -- To provide extra resources to local workforce areas to correct deficiencies identified through program review	\$72,000
Maintenance of Eligible Training Provider List -- To fund a fulltime position to input, verify & update data on the State Eligible Provider List/ Consumer Report	\$50,000
Performance Incentive & Capacity Building -- To provide incentive grants for exemplary performance, regional cooperation among local boards & local coordination of program activities	\$505,000
Evaluations and Continuous Improvement -- To provide the Workforce Development Council with funds to conduct performance evaluations and promote continuous improvement & high level outcomes in coordination with boards	\$75,000
Incumbent Worker Projects -- To be used for State and local incumbent worker projects	\$300,000
Workforce Development Council Grants -- To be awarded by the Council for special projects to carry out Governor's or Council priorities Adult projects - \$ 250,000 Youth projects - \$ 250,000	\$500,000
Regional Job Vacancy Surveys -- To fund local Labor Market Information studies to support local workforce activities	\$320,000
Other Allowable (Optional) activities - Local and Statewide projects	\$107,475
TOTAL	\$ 2,192,743

PY 03 Utilization of WIA 10% Discretionary Funds

Activity	Amount Budgeted
Statewide WIA Training -- To conduct training for State and local workforce staff and boards on all functional/operational aspects of WIA, and for workforce system building activities	\$100,000.00
Technical Assistance for Local Regions -- To provide extra resources to local workforce areas to correct performance or other deficiencies identified through program review.	\$ 75,000.00
Evaluations and Continuous Improvement -- To provide the Workforce Development Council with the funds to conduct performance evaluations and promote continuous improvement and high level outcomes in coordination with local boards	\$100,000.00
Incumbent Worker Projects -- To be used for State and local incumbent worker projects.	\$200,000.00
Workforce Development Council Grants -- To be awarded by the Council for special projects to carry out Governor's and/or Council priorities.	\$775,000.00
Regional Job Vacancy Surveys -- To fund local Labor Market Information studies to support local workforce activities.	\$650,00.00
Other Allowable Activities -- Local and Statewide projects that are approved by the Council or the Governor.	\$689,304.00
Governor's Summer Job Hunt -- To fund staff support and technical assistance to youth specialists in workforce centers, to place youth in summer employment. This effort will be in coordination with the WP Summer Job Hunt and WIA year-round youth program.	\$100,000.00
TOTAL	\$2,739,304.00

In addition to the statewide activities funded by the WIA reserved funds, the state will also conduct statewide activities with the 25% Dislocated Worker. These activities will assist workers and employers in preparing for Colorado's future, and will meet both the spirit and intent of the enabling legislation. The four areas recommended focus on the revitalization of Colorado's economy, with special investments in Colorado's citizens.

Activity	Amount Budgeted
State Rapid Response -- To operate the State Rapid Response Unit and fund Rapid Response Labor Market Information	\$450,000

Layoff Reserve -- To provide extra resource to local workforce areas for major layoff events	\$350,000
Statewide Older Worker Projects -- To be distributed to the local workforce areas to conduct dislocated worker services and activities for older workers. Workforce area will identify needed projects or services and apply for funds.	\$250,000
Statewide Enhanced Dislocated Worker Services -- Allocated to the local workforce areas to address local needs and preferences for dislocated worker services such as local rapid response activities, Reemployment Centers, etc.	\$ 1,191,842
TOTAL	\$ 2,241,842

PY03 Utilization of WIA Rapid Response 25% Discretionary Funds

Activity	Amount Budgeted
State Rapid Response --To operate the State Rapid Response Unity and fund Rapid Response Labor Market Information.	\$400,000.00
Layoff Reserve -- To provide extra resources to local workforce areas for major layoff events	\$200,00.00
Statewide Innovative Projects -- Employer Based	\$350,000.00
-- Targeted Populations	\$350,000.00
Statewide Enhanced Dislocated Worker Services -- Allocated to the local workforce areas to address local needs and preferences for dislocated worker services such as local rapid response activities, etc. The local allocations will be based upon the sub-state allocation formula for the WIA Dislocated Worker funds.	1,500,000.00
Executive Director Contingency Fund -- Funds to help defray the costs of Unanticipated events or special projects	\$374,880.00
Grand Total	\$3,174,880.00

C. Plan Development and Implementation

1. Describe the methods used for joint planning and coordination of the programs and activities included in the unified plan. (WIA §501(c)(3)(A))

State statute requires that the state plan “be based upon and consistent with the local plans” (8-71-209), and that the State Council develop the 5-year plan (8-71-222(1)). The State Council delegated this responsibility to its Planning and Implementation Subcommittee and Office of Workforce Development. The Office of Workforce Development, with the assistance of program staff provided by the Department of Labor and Employment, convened the interagency taskforce. The plan was drafted in accordance with the vision statement provided by the State Council, and strategic policies drafted by the Planning and Implementation Subcommittee and State Youth Council. The state provided stakeholders (i.e. local workforce directors, partner agencies, agencies representing persons with disabilities) with the initial and subsequent drafts of the unified plan through e-mail and meetings; these comments were evaluated and, to the fullest extent possible, incorporated into the final draft of the plan.

A state interdepartmental taskforce was convened to determine the extent to which the partnerships and vision for the unified plan could be developed. Most of the agencies that participated in the joint planning process either already had an approved multi-year state plan, or were required to submit their plan prior to April 1st. Rather than respond to the subsections specific to their programs, two partners attached their plans to the unified state plan as an appendix; others elected to participate in the overall planning while submitting their plans separately. The inter-agency planning group included representatives from the following state agencies:

State Agency	Program/Partner	State Plan
Workforce Development Council	N/A	N/A
Department of Labor and Employment		
	WIA Title I (Required)	Included in unified state plan
	Wagner-Peyser (Required)	Included in unified state plan
	Unemployment Insurance (Required)	Included in unified state plan
	TAA & NAFTA (Required)	Included in unified state plan
	Welfare to Work (Required)	1-year state plan, approved by USDOL 8/28/99 (responded to subsections)
	Veterans Programs (Required)	Included in unified state plan
Department of Human Services		
	Vocational Rehabilitation (Required)	3-year state plan, approved by the US Dept of Education (attached, will be submitted separately)

	TANF (Optional)	2-year state plan, approved by HHS (will be submitted separately)
	Food Stamps (Optional)	Plan will be submitted separately
	Adult and Aging Services (Required)	4-year state plan, approved by HHS (update will be submitted separately)
Department of Local Affairs	CSBG (Required)	Plan/grant application will be submitted separately
Department of Education	Adult Education and Family Literacy (Required)	5-year state plan, approved by the US Dept of Education 9/16/99 (attached)
Colorado Community Colleges and Occupational Education System	Perkins Title III (Required)	5-year state plan, approved by the US Department of Education 7/1/99 (attached)

The State Council, workforce directors, CDLE, committees established by the Workforce Council office and CDLE, Colorado Counties Incorporated, and the Interagency Committee (comprised of a variety of state departments) have been meeting on a regular basis over the past two years to develop the statewide vision, guidelines, policies and procedures. The business community has been, and continues to be, involved throughout the planning process through employer participation on the State Council and local boards as well as on several of the committees established by the Workforce Council office.

Although some of the programs administered by the Colorado Department of Human Services (CDHS) are optional partners under WIA, they were an integral part of the overall planning process and will be an essential factor in the success of the state's workforce development system. Passage of WIA gives Colorado a unique opportunity to develop a workforce development and employment system that is designed and managed at the local community level where the needs of businesses and individuals are more easily understood. CDHS has had a long standing history of supporting local devolution, and is committed to working with its WIA partners and the business sector to promote locally integrated services delivery systems that are locally determined, user friendly, maximizes public resources and effectively matching employer needs with employee development, training and support. CDHS will work cooperatively with other WIA partners to provide the necessary leadership, information and appropriate resources to help state and local investment boards develop and maintain systems that help individuals get employed, stay employed and thrive in an employment environment. Throughout this Unified Plan, there will be sections that are addressed by individual CDHS programs. These sections are written not only to meet the basic requirements of the five year strategic plan but also to reinforce this overall human service collaboration philosophy.

2. Describe the process used by the State to provide an opportunity for public comment and participation for each of the programs covered in the unified plan.

The unified state plan, including the sections pertaining to WIA, Wagner-Peyser, veterans, unemployment insurance, WtW, and TAA/NAFTA used the following process:

- Drafts were provided electronically to each of the workforce directors, with a request for comment. A meeting was held with the directors to obtain feedback and recommendations that were incorporated into the contents of the unified state plan to the extent possible.
- The draft plan was posted on the State Council's website (www.state.co.us/gov_dir/wdc/wdc.htm), with an opportunity to respond electronically. A notice was placed in the Denver Post (a statewide newspaper) to alert the public to the availability of the plan.
- Hard copies of the plan were sent to each of the workforce regions, partner agencies, and interested organizations (e.g. Colorado AFL-CIO)
- A hard copy of the plan was given to the State Library, which provided copies to all of the public libraries throughout in the state.
- Public hearings were held in Denver, Pueblo (southern Colorado) and Grand Junction (western Colorado).

The majority of written and verbal comments received during the formal public comment period related to the use of discretionary funding, disputes regarding the contents of local plans, or the process by which regions selected their one-stop operator(s). The state evaluated these comments, and responded in writing to all written comments. Comments regarding use of the discretionary funds were given due consideration, and many of the suggestions were incorporated into the recommendations to the Governor for the use of these funds. Individuals disputing the contents of local plans were referred to the appropriate local workforce board. The process used to select one-stop operators is consistent with both federal and state law, and no action was taken regarding these comments.

The public had an opportunity to comment on the unified plan, including the sections specific to the Department of Labor and Employment, by attending one of the statewide public hearings, downloading the plan from the Internet or viewing a hard copy at a public library. The public comment process for the other programs was not part of this process, largely because the submission deadlines for most of the other agencies' plans were well in advance of the April 1, 2000 deadline for the unified state and WIA/Wagner-Peyser plans.

The complete Vocational Education plan was included as an attachment to the unified plan. The complete Adult Education plan can be found on the Internet at www.cde.state.co.us/cdecare/adultae/lastateplan.htm, and is included as an attachment to the unified plan. Neither the Vocational Education nor the Adult Education plan was superseded by the unified plan.

Adult Education/Adult Education and Family Literacy involvement. Adult Education began work on their 5-year state plan in 1998, several months before either the WIA regulations or planning guidelines were issued, in order to ensure continued funding for the Adult Education program. The plan was approved by the US Department of Education on September 9, 1999. The Department of Labor and Employment, Department of Human Services, Division of Vocational Rehabilitation and CCCOES commented on the plan prior to its submission.

Although Adult Education had an approved plan in place when the state initiated its WIA planning process, it agreed to participate in the development of the unified state plan. Adult Education is represented on both the State Council, and State Youth Council, and the previous director of Adult Education served on the WIA transition team. Adult Education staff attended interagency planning meetings, participated in the email "round robins" that supplemented the planning meetings, reviewed and commented on each draft of the plan, provided feedback and information necessary to complete sections of the plan, and helped the State Youth Council draft the state youth policies that were incorporated into the unified plan. Adult Education staff helped develop and present the WIA overview and program summary given at the public hearings; both state and local staff attended the public hearings and provided feedback.

CCCOES (Perkins III/Vocational Education) involvement. Representatives from the Workforce Development Council, the Colorado Departments of Labor and Employment, Human Services, Local Affairs, and Education, as well as

CCCOES, began development of the WIA plan more than a year ago. Planning also incorporated input from One-Stop Directors throughout the state.

- Colorado Community College and Occupational Education System (CCCOES) was involved in each step of the planning process. Early workgroups consisted of representation from partner agencies identified above. Reflective of their titles, these workgroups dealt with the process for assembling the WIA plan: youth, transitions, plans, and boards and regions. As the WIA plan suggests, Colorado was an early implementer of One-Stop systems meaning that most of the early development of the WIA plan was devoted to synchronizing existing One-Stop operations with the new federal provisions.
- The Workforce Development Council also drove Colorado's WIA plan. CCCOES is represented on the State Council by CCCOES president, Dr. Dorothy Horrell. It is this group that exercises overall responsibility for coordination of the WIA plan. System staff has provided much of the staff work for this Council including issues development and research into statewide workforce needs. This leadership is reflected in the plan's vision statement and in the commitment that partner agencies are required to work together for success.
- CCCOES worked with local One-Stops to produce the required Memoranda of Understandings. System staff produced templates for CCCOES colleges that speeded the development of these documents by providing a common statewide basis for negotiation and for determining programmatic outcomes. These Memoranda detail specific cooperative linkages between partner agencies and our colleges.
- CCCOES also arranged and hosted the statewide public hearings required under this plan. These were held in mid-March, 2000, in Denver, Pueblo, and Grand Junction. These hearings provided a platform for community groups and individuals to provide input into the draft document. The draft plan was also available on the Internet since January 2000, so that any interested individual could access it.

The outcomes of CCCOES partnership in the WIA plan are:

- Increased dialog with local One-Stop partners about providing services for WIA clients
- Enhanced visibility for the opportunities provided by its career and technical programs throughout Colorado.
- Initiation of performance-driven accountability.
- Acknowledgement of the System as the prime provider of workforce training
- Establishment of ongoing dialog with WIA partners

In addition, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs, describe the process used by the State, consistent with section 111(g) of WIA, to provide an opportunity for public comment, including comment by representatives of business and representatives of labor organizations, and input into development of the plan, prior to submission of the plan.

CDLE provided an opportunity for public comment and participation for each program covered in the unified plan through a variety of methods including, but not limited to: public forums, electronic access, notices in newspapers, and review of the plans by committees and local regions.

3. Provide summaries of the consultations with appropriate agencies, groups and individuals in the evaluation, development and implementation of activities included in the plan. This section should describe the types of activities and outcomes that were conducted to meet this requirement. Demonstrate, as appropriate, how comments were considered in the plan development process including specific information on how the various WIA agency and program partners were involved in developing the unified State plan.

See response to Question 2, above and refer to the Comments Section in the Attachments.

The following agencies, groups or individuals must be consulted, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs: (§112(b)(1), 112(b)(9))

- The Governor of the State and State Board
- Local chief elected officials
- Business community
- Labor organizations

The following agencies, groups and individuals should also be consulted: Local boards and youth councils, Educators, Vocational rehabilitation agencies, Service providers, Welfare agencies, Community based organizations and the State Employment Security Agency. In addition, describe the role of the State Board and Local Boards in planning and coordination in the unified plan (§501(c)(3)).

The planning process utilized two-way communication between the state, state partners and local regions to facilitate coordination and ensure consistency between the state and local plans. Draft versions of the state plan were provided electronically to the workforce directors and the state-level partners, with a request for comments and suggestions. A public meeting to obtain comments on the initial draft was held on December 17, 1999. This process allowed for timely local input into the development of the state plan. At the same time, the regions were kept up-to-date on the contents of, and substantive changes to, the state plan, and could revise their local plans accordingly to ensure consistency with the state plan.

b) Welfare-to-Work: (§403(a)(5)(A)(ii)(I)(cc))

CDLE solicited comments and suggestions from the Governor's Office, Department of Human Services/Self-Sufficiency Programs, the workforce development regions, Colorado AFL-CIO and the Kennedy Centers (Colorado University Affiliate Program/University of Colorado Health Sciences Center) throughout the development of the plan. In addition, the Kennedy Centers obtained feedback and suggestions from a wide variety of disability-related

agencies. Each entity was provided an opportunity to review and comment throughout the plan development process, and their input was incorporated into the body of the plan to the fullest extent possible. Additional feedback and suggestions were received on an informal basis during monthly meetings with the local WtW coordinators.

Please see the Comments Section in the Attachments.

(d). Vocational Rehabilitation:

See Attachment 4.2(c) of the Division of Vocational Rehabilitation's State Plan for 2003.

D. Needs Assessment

1. Describe the educational and job-training needs of individuals in the overall State population and of relevant subgroups of all the programs included in the unified plan.

General Overview.

Colorado's population has grown more rapidly than the national average since the 1940's. Since the 1990 census, Colorado has grown at an average of almost 2.5% annually. The 1995-96 growth rate of 2% was approximately twice the national average. Colorado is the fourth fastest growing state in the nation. Population projections for Colorado indicate a growth rate higher than the national average, but considerably lower than the growth rates experienced in the early 1990's. The high growth rates are largely driven by net in-migration.

Colorado is projected to add nearly 1 million residents between 1995 and 2010. In recent years, almost 60% of the population increase has been attributable to net in-migration. This trend slowed somewhat during 1995 and 1996, but the preliminary estimated statistics foresee net in-migration to start increasing and account for approximately 60% of the state's annual population increase by 2010. It is also hypothesized that net in-migration will play a larger role in population increases in particular areas of the state, especially the Front Range and the western slope. The remaining increase in population can be attributed to natural increase: births minus deaths. Net in-migration is very difficult to accurately predict. The number of people moving into or out of a given state fluctuates widely with both the regional and national economies, as well as with any number of other factors.

General population characteristics.

The following table shows population data characteristics for Colorado. The population in Colorado in 1999 was approximately 4.0 million and is projected to grow to 4.5 million by 2005. The ethnic/racial makeup of Colorado is: 81% White; 13% Hispanic; 4% Black; 2% Other. The median age in 1997 was 33.7 years old. In 1999, 26% of the population was under age 18, with 10% who were older than 65.

Population Characteristics - Colorado

Population (1999 est.)	4,056,133
Non-Hispanic White (1990 Census)	80.70%
Hispanic	12.90%
Non-Hispanic Black	3.90%
Non-Hispanic Asian & Pacific Islander	1.70%
Non-Hispanic American Indian	0.70%
Non-Hispanic Other	0.10%
Median Age (1997)	33.7
% Under Age 18 (1999)	26.04%
% Over Age 65 (1999)	9.98%

General Economic Data: Colorado.

As is true nationally, most indicators of economic health continue to remain positive for Colorado, including unemployment rates, trends in the supply and demand of labor within certain industries/occupations, wage data for certain occupations/industries, and information on the skills/education employers require of the workforce. Most of this data was obtained the CDLE Labor Market Information Unit, the Office of Economic Development, and the Demographer's Office located in the Division of Local Government of the Department of Local Affairs.

Median income increased each year from 1990 to the present for each of the categories listed in the following table. The table lists the median income for 1998. Per capita income (as measured in 1997 dollars) for Coloradoans also rose steadily each year through 1997 based on data from the State Demographer's Office, and was \$27,015.

According to labor market information for Colorado, in the 1990s, unemployment peaked in Colorado in 1992 when the annual average unemployment rate reached 6.0%. In 1993, this rate dropped to 5.3% and, by October 1999, the annual average unemployment rate was 3.0% as shown in the following table. Although the unemployment rate is expected to increase in the next two years (including 2000), according to the Center for Business and Economic Forecasting, Inc. (CBEF), the rate should remain less than 4% throughout the period.

CBEF, in cooperation with the State Demographer's Office, projects that jobs, employment and labor force for the next twenty years will continue to be on the upswing. In 1995, the total labor force was 2.1 million and the number of employed persons was 2.0 million. By 2000, it is estimated that the total labor force will be approximately 2.35 million and the number of employed persons totaling 2.26. This may be further evidence that the unemployment rate should continue to remain relatively stable (under 5%) at least for the next five years.

Economic Characteristics

Median Income (All Households) (1998)	\$48,795
Median Income (1+ Adult w/Children)	\$65,172
Median Income (1+ Adult no Children)	\$60,028
Median Income (1 Adult w/Children)	\$21,565
Median Income (1 Adult no Children)	\$26,909
Per Capita Income (1997)	\$27,015
Unemployment (1999)	3.00%
High School Grad or Higher (1998)	89.60%
College Grad or Higher	34.00%
Employment (JOBS-ES202+) (2000 est.)	2,168,728
Employed Persons	2,259,404
Labor Force	2,353,971

Well-Educated Workforce

Colorado's population is knowledge-intensive and extremely well educated. The educational attainment of the citizens of Colorado has been among the highest in the nation for years. U.S. Census Bureau estimates for 1998 rank Colorado first in the nation in percentage of population with a college degree (33.3%), and fourth in the nation in percentage of population with a high school diploma (89.6%).

Colorado universities have a broad range of scientific, engineering, and technical training programs. Half of the scientific and technical graduates of Colorado's universities remain in the state to pursue their professions. This major resource is augmented by high rates of in-migration of college graduates from other states and nations. All of the states' institutions of higher learning have programs directed at encouraging women and minorities in technical disciplines, as well as programs to assist gifted students and students with disabilities. Colleges and universities in Colorado frequently conduct joint research and training programs with corporations, particularly in the technical and scientific areas.

Growing Skills Gap

Although Colorado has a well-educated workforce, there is a growing imbalance between the skill needs of employers and the %age of students who receive training in those areas, particularly in the area of advanced technology. The skills gap issue is exacerbated by the low unemployment rate and tight labor market because there are fewer skilled workers seeking employment.

Inadequate skills, of both potential and current employees, is a consistent, high priority concern for employers in *all* industry sectors in Colorado, where one in four employers are currently looking for new employees. In 1999, the National Federation of Independent Business discovered that in growth industry surveys, inadequate skills of potential and current employees is a top priority concern. These workforce-related needs are often cited as more critical than the traditional business concerns, such as tax policy and government regulation.

Information Technology Skill Sets - Colorado employers report significant workforce shortages in the information technology arena are hampering their efforts to grow and remain competitive. A recent headline in the business section of the [Denver Rocky Mountain News](#) depicts the depth of the problem: "State short 7,000 tech workers." It is anticipated that the technology worker shortage could climb to 35,000 in the next decade. Although community colleges and universities are working to respond, more training and incentives are needed to bring potential and incumbent workers up to speed.

Workers are needed in many different capacities, within the information technology sector. With salaries averaging \$60,000, employers report an urgent need for both technical and service employees. According to the Information Technology Association of America, "Nationwide, 350,000 'high-technology' positions currently stand open, including about 7,000 in Colorado. By 2010, it is expected that Colorado firms will have 35,000 high-tech positions unfilled."

In terms of the training needs identified by employers, a study by the Colorado Workforce Coordinating Council identified that "inadequate skills, of both potential and current employees is a consistent, high priority concern for employers in *all* sectors in Colorado." It further identified three key areas in which there was the largest demand for training: essential skills associated with problem solving, information technology skills, and technical skills.

This is reflected in recent findings reported in the [Metro Job Vacancy Survey](#), which tracks the following information: Total Job Openings, Wage Rates, Labor Market Supply and Demand, and Education and Training Requirements. The value of this tool is that it bridges the gap between two traditional measures of economic growth - employment growth (which measures where job growth base on where the employer is) and unemployment (which measures where the job-seeker lives). In the Denver Metro area, the highest demand occupations are in the service, retail, computer and health-care industries. Many of these occupations currently require little education beyond a high school degree, with the exception of occupations associated with the computer and health-care industries.

Employer/Workforce Issues - In Colorado's strong growth economy, there is a need for employees at all points of the employment spectrum. Colorado has the unique opportunity to capitalize upon linking the needs of employers – large and small – with dependable, trained employees. Colorado, like the rest of the country, faces the significant challenge to upgrade the skills of its workforce to meet the needs of the workplace today as well as in the future. Technical skill levels are only one area of concern, however. Many employers struggle to find employees who possess "softer" skills such as effective communication, problem solving, critical thinking, teamwork, basic math, writing, and English proficiency.

Opportunities exist for partnering in such areas as job preparation and training. Today's workplace increasingly demands an employee who can be flexible, team-oriented, and able to benefit from retraining. The labor market is

changing. Twenty years ago, there were jobs for employees with low skill levels. These employees could learn how to perform a task, and continue to perform it until retirement. Today, the types of jobs for those with low skills are disappearing due to automation of low-level tasks, requirements for every employee to use technology, and the requirement for employees to communicate and work in teams. There is an expectation that employees will upgrade knowledge and skills sets continuously over the life span of their careers. Training efforts need to be focused upon increasing the “essential skill” levels of Colorado employees.

In addition to essential skills training, opportunities exist for partnering with the public and private sectors in the areas of recruitment, specific technical skills and education, child care, health and dental insurance, transportation, post placement follow-up, stipends, tuition reimbursement, tax credits, and transitional supports.

One issue that must be dealt with in Colorado’s labor market is the hesitance of employers to invest in workforce development to solve the turnover problem. While employers recognize worker availability and lack of adequate work force skills as top business priorities, they are not inclined to invest in workforce development to solve their problems. Three factors were identified as barriers to employer investment in workforce development by “Fit for Competition,” a recent study through the Colorado Community Colleges and Occupational Education System. These are:

- Employers lack knowledge of workforce development resources, options, and potential benefits.
- Employers are unclear about the benefit in investing in training and development – employers are concerned that investments in employees will produce only short- term gains because “If you train them, they will leave.”
- Tax policy may provide disincentives for employer investments in workforce training and development – companies can claim expenditures for equipment as investments that add to a firm’s assets. Expenses for employee training and development are not treated in that manner.

Employers are typically experiencing significant turnover, retirements, and diversity issues. Some of these will be compounded with baby-boomer issues and an aging workforce. The greatest growth for new employees will continue in the small business area. While large employers often have excellent employee benefit plans, the small employer often cannot afford full employee benefit plans. It is critical to address these issues in a collaborative, partnering fashion. If low- income workers are to become independent of government supports, wage progression, benefit packages and career ladders are essential.

In answering the above question, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs, identify the types and availability of workforce investment activities currently in the State. (WIA §112(b)(4)(D))

At the state level, there are several agencies that administer workforce investment activities: the Colorado Department of Labor and Employment (WIA, Wagner-Peyser, TAA/NAFTA, Unemployment Insurance, Welfare-to-Work, veterans employment programs); Department of Human Services (TANF, Food Stamps, Vocational Rehabilitation); Education (Adult literacy); and the Colorado Community College and Occupational Education System (Perkins career and technical secondary and post-secondary programs).

Colorado is organized into nine workforce regions, one of which is subdivided into subregions. Each region/subregion has at least one physical workforce center and provides, at a minimum, basic core services (WIA and Wagner-Peyser labor exchange), intensive services, and training services. At this time, the State only requires regions to provide the minimum services detailed in WIA Title I and the Wagner-Peyser Act, although it does encourage the regions to go beyond federal requirements and provide additional services.

Colorado has 13 public 4-year colleges and universities, 15 2-year community colleges and 6 area vocational schools:

Public Four-Year Colleges and Universities	
School	Workforce Region
Adams State College	South Central
Colorado School of Mines	Tri-County
Colorado State University	Larimer
Fort Lewis College	Southwest
Mesa State College	Mesa
Metropolitan State College	Denver
University of Colorado at Boulder	Boulder
University of Colorado at Colorado Springs	Pikes Peak
University of Colorado – Denver	Denver
University of Colorado Health Sciences Center	Denver
University of Northern Colorado	Weld
University of Southern Colorado	Pikes Peak, Pueblo
Western State College	Western
Public Two-Year Community Colleges	
School	Workforce Region
Aims Community College	Weld
Arapahoe Community College	Arapahoe/Douglas
Colorado Electronic Community College	Statewide - www.cecc.cccoes.edu
Colorado Mountain College	Rural Resort, Upper Arkansas, Northwest

Colorado Northwestern Community College	Northwest
Community College of Aurora	Arapahoe/Douglas
Community College of Denver	Denver
Front Range Community College	Adams
Lamar Community College	Southeast
Morgan Community College	Eastern
Northeastern Junior College	Eastern
Otero Junior College	Southeast
Pikes Peak Community College	Pikes Peak
Pueblo Community College	Pueblo, Upper Arkansas, Southwest
Red Rocks Community College	Tri-County
Trinidad State Junior College	South Central
Public Vocational-Technical Schools	
School	Workforce Region
Delta-Montrose Area Vocational School	Western
Emily Griffith Opportunity School	Denver
San Juan Basin Area Vocational School	Southwest
T.H. Pickens Technical Center	Arapahoe-Douglas

In addition to public educational institutions, there is a large number of private colleges:

Private Colleges and Universities	
School	Workforce Region
Blair Junior College	Pikes Peak
Colorado Christian University	Multiple campuses
Colorado College	Pikes Peak
Colorado Institute of Art	Denver
Columbia College	Arapahoe-Douglas
Keller Graduate School of Management	Boulder
Nazarene Bible College	Pikes Peak
Naropa Institute	Boulder
National American University	Multiple campuses
National College – Denver Branch	Denver
National Technological University	Larimer
Northwest Nazarene College	Boulder
Nova Southeastern University	Multiple campuses
Parks College	Multiple campuses
Regis College	Denver
Rocky Mountain Biological Laboratory	Western
Rocky Mountain College of Art & Design	Denver
Tabor College	Arapahoe-Douglas
Teikyo Loretto Heights University	Denver
Troy State University	Pikes Peak
University of Denver	Denver
University of Phoenix	Multiple campuses
University of the Rockies	Denver
Webster University	Multiple campuses
Westwood College of Technology	Denver
Word to the World College	Arapahoe-Douglas

In addition, there are over 100 proprietary schools, counting multiple sites, that offer a wide and diverse range of programs such as computer skills (hardware and software), truck driving, floral arranging, cooking, janitorial skills, office skills, medical technology, gunsmithing and horseshoeing, acting. Most of these schools are located along the Front Range and in Grand Junction, where the majority of the state’s population resides.

Colorado is fortunate to have a large number of community-based organizations which offer a variety of employment-related programs targeting special populations such as Migrant and Seasonal Farmworkers, welfare recipients, persons with disabilities, and at-risk youth.

Regions are encouraged to work closely with the community-based organizations that are in their area whenever feasible.

(bc) Vocational Rehabilitation:

(i) See Attachment 4.12(a) of the Division of Vocational Rehabilitation's State Plan for 2003.

(ii) **VOCATIONAL REHABILITATION (VR) SERVICE AND EXPENDITURE ESTIMATES
July 1, 2003 - June 30, 2004**

	Estimated number of Colorado residents whose disability precludes work	Estimated number of persons receiving VR services under Title I, Part B	Estimated expenditures for persons receiving VR services under Title I, Part B	Number receiving VR services under Title VI, Part B	Estimated expenditures for persons receiving VR services under Title VI, Part B
Individuals with most significant disabilities		5,187	\$5,529,601	448	\$509,189
Individuals with significant disabilities		5,349	\$4,939,534	n/a	n/a
Individuals with least significant disabilities		5,5674	\$4,665,446	n/a	n/a
TOTALS	233,140	16,210	\$15,134,581	448	\$509,189

(iii). See pages 9 – 11 of Attachment 4.12(a) of the Division of Vocational Rehabilitation's State Plan for 2003.

2. Describe the key trends that are expected to shape the economic environment of the State during the next five years. Which industries and occupations are expected to grow? Which will contract? What are the workforce and economic development needs of the State? Identify the implications of these trends in terms of overall availability of current and projected employment opportunities by occupation, and for each of your customer segments, the job skills necessary in key occupations. Also describe how the program services provided relate to State and regional occupational opportunities. (WIA §112(b)(4) and Perkins §122(c)(15))

General overview. In Colorado for the period from 1996 - 2006, the projected annual average percentage growth across all occupations ranges from a low of 2.6% for the Blue Collar sector to a high of 4.3% in the Agriculture, Forestry and Fishing industries. In terms of numbers of jobs, the Professional Occupations will experience the greatest growth, followed by the Service and Blue Collar industries. The Agriculture, Forestry and Fishing industries, while having the highest percentage change in growth, also has the fewest number of jobs.

Colorado's key economic strength going into the 21st century is its diversity:

Colorado Business Establishments by Sector and Employees, 1996

Sector	Number of Employees	Number of Establishments	Average Employees/ Establishment
Ag./Forest./Fish.	10,968	2,118	5
Mining	15,446	1,058	15
Construction	109,715	14,074	8
Manufacturing	192,1007	5,838	33
Trans., Comm., Utilities	113,499	4,866	23
Wholesale Trade	104,0100	8,647	12
Retail Trade	361,761	26,036	14
FIRE*	121,337	13,464	9
Services	571,927	45,819	13
Unclassified	546	534	1

Total	1,602,064	122,454	13
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*FIRE stands for Finance, Insurance, and Real Estate.

Source: County Business Patterns, 1996, [U.S. Census Bureau](#).

The state is a hub for communications and transportation. It is the headquarters of US WEST, which provides telecommunications services to 14 western states; Qwest Communications, Sun Microsystems and Level 3 Communications, base a significant %age of their operations in Colorado. Also holding a major presence in Colorado are the communications giants AT&T and MCI. TCI and AT&T recently announced a merger that will create one of the world's largest telecommunications companies, known as Liberty Media Corp., which will bring "state of the art" telecommunication services to Colorado. The proposed services will integrate cable, telephone, and data services.

Colorado is also a major transportation center. With the opening of Denver International Airport in 1995, the state is strengthening its position as a global air transportation hub. In September 1998, British Airways began daily non-stop service to London's Gatwick Airport. Colorado serves as a key distribution center for the growing Rocky Mountain Region. An excellent system of highway and rail transportation supports this function.

Colorado's economy has a strong manufacturing base. Major non-durable goods include food processing, an important link to the state's agricultural production, and printing and publishing. In the durables sector, electrical and non-electrical machinery and instruments are the largest employers, primarily in computers and peripherals.

The University of Colorado at Boulder College of Business and Administration's 1999 Economic Outlook reported that Colorado's exports of manufactured products rose by 4.2% in 1997 to a record level of \$5.0 billion. The export of Colorado's manufactured goods has enjoyed phenomenal growth over the course of the past ten years. Through mid-year 1998, Colorado's manufactured exports rose 2% in spite of the Asian recession. The projection for 1999 is a 1% growth in manufactured goods exports. The overall future for Colorado's manufactured goods in overseas markets remains extremely bright.

The largest employment base is in the multi-faceted "services" sector. Colorado is a regional medical center, serving neighboring states as well as its own population. The business services and professional services sectors, led by legal, engineering, and architectural services, are also expanding steadily.

Agriculture and mining, once the economic strongholds in Colorado, represent a decreasing share of the state's total output. Nevertheless, technological advances have increased productivity in these sectors, and they continue to play an important role in the state's economy.

Finally, tourism, though not easily identifiable as a separate economic sector, is an important industry in Colorado. Visitors are drawn to Colorado year round, but primarily for the world-class skiing in the winter months, and for the myriad of recreational activities and breathtaking scenery in the summer months. Colorado currently ranks 8th in the nation for total tourism spending.

For the sixth straight year, Colorado received among the highest grades in the nation for economic performance in the Corporation for Enterprise Development's "1998 Report Card for the States." Colorado's scores in such criteria as Economic Performance, Business Vitality, and Development Capacity were outstanding, receiving A's in all three. Colorado's superior business climate and diversified economic base have attracted a number of companies beginning, expanding, or relocating facilities, most notably:

- Level 3 Communications, Inc., a telecommunications and information services company, is constructing its new \$70 million corporate headquarters in Interlocken Business Park in Broomfield (metro Denver), Colorado. Employment levels are projected to reach 3,000 - 4,000 over four years.
- T. Rowe Price, a national leader in mutual funds, selected Colorado Springs as site of its new western investment services center. Employment is projected to reach 750 within five years.
- Gateway Computers, a global leader in direct marketing of PC's, selected Lakewood, Colorado, as the site for its new information technology data and development center. It is estimated this center will employ 300 people.
- Oracle Corporation, the world's leading supplier of software for information management, is expanding its customer support and services operations in Colorado Springs. It will construct an 185,000 square foot facility, and grow from 600 to 1,000 employees by the end of 1999.
- Ashland Chemical Company recently completed construction of a \$40 million ultra high-purity chemical plant in Pueblo, Colorado. It will employ 130 at full capacity, anticipated in 2000, and manufactures specialty chemicals for the semiconductor industry.

The above announcements notwithstanding, Colorado is dominated by small business. Over 100,000 business establishments, 88% of the total, report employment of less than 20 workers. Together, they employ about 29% of the state's workforce. Only 226 establishments have employment greater than 500, but they employ over 17% of the state's workers.

Inc. magazine's 1998 "State of Small Business" report ranked Colorado third in the nation for start-up companies. At the metropolitan level, Boulder ranked 6th nationally, Denver 8th, Fort Collins 10th, and Colorado Springs 11th. Entrepreneurial energy continues to be a foundation for Colorado's economic vitality.

Almost 90% of Colorado establishments fall into the "very small" category, with less than 20 employees. The sectors with the greatest number of large establishments (over 500 employees) are Services and Manufacturing.

Colorado's Top Employers

Rank	Company	Type of Business	Colorado Employees
1	US West	Telecom	16,488
2	Centura Health Systems	Health Care	13,920
3	King Soopers	Supermarkets	13,530

4	Safeway, Inc.	Supermarkets	10,066
5	Columbia HealthOne	Health Care	9,287
6	United Airlines	Commercial Airline	8,282
7	Lockheed Martin	Aerospace Design	36,000
8	Lucent Technologies	Telecommunications	6,382
9	Exempla	Health Care Provider	5,800
10	United Parcel Service	Transportation	4,500
11	Coors Brewing Co.	Manufacturing	4,300
12	New Century Energies	Utility	4,107
13	Kaiser Permanente	Health Care Provider	3,979
14	Kmart Corporation	Discount Retail	3,718
15	Storage Technology Corp.	Network Computing Storage	3,550
16	Kaiser-Hill Team	Environmental Cleanup	3,200
17	Ball Corporation	Food & Beverage Packing, Aerospace	3,100
18	AT&T	Telecommunications	3,000
19	Tele-Communications, Inc.	Telecommunications	3,000
20	IBM	Data Processing	2,900
21	Vincam/Staff Administration	Professional Employer Organization	2,880
22	Centrobe, Inc.	Customer Management	2,872
23	University of CO Hospital	Hospital-Health Care	2,796
24	Echostar Communications	TV Satellite Dish Sales	2,761
25	Raytheon Company	Electronics, Engineering	2,734
26	Great-West Life Annuity	Insurance	2,431
27	The Human Resource Co.	Admin. Employer	2,351
28	The Children's Hospital	Hospital	2,246

Sources: [Denver Business Journal](#), Book of Lists, December, 1998, [Colorado Business Magazine](#), December, 1998

Colorado Occupational Projections 1996 - 2006

Industry composition of projected employment growth - Between 1986 and 1996, employment in Colorado's nonagricultural industries increased by 492,100. Economy-wide employment growth rates for the 1986 -1996 interval varied from a low of 0.3 % in 1987 to the 5.1 % recorded in 1994, which is the highest rate of growth since the economic bust of the mid '80's. Absolute employment gains ranged from more than 85,200 in 1994 to the low of 4,300 in 1987. The 1994 expansion has been surpassed only once since 1948, the first year employment gains were officially recorded, when 91,800 jobs were generated in 1978.

Almost half of the new jobs created during the next decade are expected to be generated within the services division of Colorado's economy. The projected annual average growth rate of 5.5 % in services far exceeds the 3.1 % expected economy-wide. In addition, services' share of total employment will continue to grow. Employment in the services division will expand from 24 % of the state's workforce in 1996 to just over 28 % in 2006. Business services, a major sector of the services division, will contribute almost 20 % of all of the new jobs created over the ten-year period from 1996 to 2006. This sector will exceed every industry division other than wholesale and retail trade in contributing new jobs to the economy. Business services include a variety of economic activities, from temporary help agencies to computer consulting. The jobs created in this sector should provide many diverse occupational opportunities. Five sectors within the services division also expected to generate a significant number of new positions are: engineering, accounting, research, management, and related services; health services excluding hospitals; social services; amusement and recreation services; and membership organizations.

Educational services is expected to gain 24,000 new jobs over the projected ten-year period and hospitals about half of that amount. Both of these sectors include the respective state and local government employment for the industries. Factors driving the job growth are continued population growth and initiatives to reduce class sizes in public schools.

Although a distant second to services, the trade division is expected to boost employment totals by over 130,000 new positions. Its annual average growth rate of 2.9 % falls just two-tenths of a percent shy of that expected for the state's economy as a whole. Overall, trade will continue to account for about a 22% share of wage and salary employment in 2006. The industry sector called eating and drinking places remains a pillar of strength in this sector. Establishments in this sector are expected to create about three and a half times the number of new jobs (50,105) as the second largest generator of new trade positions, the miscellaneous retail category.

At the other end of the spectrum, one major industry division is projected to incur job losses over the ten-year projection period. Mining is expected to continue its decline of several years, losing an additional 1,600 positions by 2006. However, the mining and quarrying of nonmetallic minerals sector of this industry is expected to add 800 new positions over the projections period.

Construction employment is anticipated to grow by about 1,700 positions annually from 1996 to 2006. This is about half of the employment added from the previous ten-year period. Still, this positive outlook does not preclude the possibility that there may be several years between 1996 and 2006 where employment in this division turns downwards.

Although manufacturing employment is expected to grow faster from 1996 to 2006 than it did previously, it will lose approximately 1% of its share of overall employment. Small employment losses are expected in two of the industrial sectors: primary metal industries, and leather and leather products. The three sectors predicted to raise employment levels by the largest amounts are industrial and commercial machinery and computer equipment; printing, publishing, and allied industries; and electronic and other electrical equipment and components, except computer equipment. About 82% of Colorado's employment will be categorized as manufacturing in the year 2006, compared with 92 % in 1996.

Expansion in the Transportation, Communications, and Public Utilities (T.C.P.U.) division is expected to slow half a percentage point from the pace of the previous ten-year period. The anticipated annual growth rate is 3.1%. Contributing the most to this division's increase is the communications sector, which will provide almost 60% of the total job growth. Motor freight transportation and warehousing will contribute 28% of the new positions and employment in the electric, gas, and sanitary services subsector will decline by almost 5,000.

The finance, insurance, and real estate (F.I.R.E.) division, which will have no declining sectors, is expected to grow about 2.7% annually from 1996 to 2006. Insurance carriers; real estate; and security and commodity brokers, dealers, exchanges, and services will be the three most contributing sectors to employment in this industry. Local, state, and federal entities constitute the final major nonagricultural division, government. Local government comprises the largest share of this division. It is also expected to grow at the fastest rate and produce the greatest number of new jobs. The more than 20,000 new jobs anticipated over the ten-year period represent 86 % of the total government increase. Although the state growth rate is projected to be virtually the same as for local government, its smaller overall size will result in the creation of 5,700 positions. Employment at the federal level in 2006 is expected to be down 2,400 from the 1996 total.

Occupational outlook - Over 60% of the jobs created through growth will fall into three of the major occupational categories: professional, paraprofessional, and technical; blue collar, which includes jobs involved with production, construction, operation, maintenance, and material handling; and services. (Unfortunately, "services" is used to denote both a major industry and a major occupation. They describe two entirely different entities.) The professional category will comprise the largest employment increase. Growing at an average annual rate of 4.0 %, more than 170,000 new positions are expected to be added to this group. The services segment is expected to increase at a more modest rate, 3.3 %, creating just over 118,000 new job opportunities. Even though the blue collar category will grow more slowly than the overall annual average rate (3.2 %) it will create essentially the same number of new positions as the services group. There will be many opportunities for job seekers wishing to move up into executive, administrative, and managerial positions. Employment in this set of occupations will increase at a higher-than-average (4.1 %) yearly growth rate and create on average slightly more than 7,000 jobs each year. Two of the major occupational groupings: sales, and clerical and administrative support, are expected to add approximately 8,500 positions each on an annual basis. Once again their growth rates differ since the sales component represents 13 % of total employment while the clerical segment represents 18 %. Their average annual rates of growth are projected to be 3.2 % and 2.4 %, respectively. The remaining major occupational category, agriculture, forestry, and fishing is expected to contribute 920 jobs annually to Colorado's economy.

In terms of overall numbers, much of the expected growth is concentrated in some of the largest occupations. The table found elsewhere in this section ranking the 50 jobs that are anticipated to create the greatest number of openings through growth, represents over half of the total expected net job growth. To put this in perspective, projections for over 700 occupations are contained in this publication. (This does not imply that other occupations do not have the potential to create a significant number of job opportunities.) The occupation expected to create the greatest number of new positions is retail salesperson. This occupation has ranked as the premier job generator for several years at both the state and the national level, although the national projections covering the years from 1996-2006 rank cashiers as the occupation that is predicted to create the largest number of new jobs.

At the other end of the scale are the occupations that are expected to incur job losses. Many of these are relatively small, primarily clerical, or "blue collar" occupations that are being adversely affected by technological changes. Some of the occupations falling in one or more of the above categories include reservation and transportation ticket agents, utilities meter readers, compositors and typesetters, and roustabouts.

As mentioned previously, the category with the greatest opportunity for new openings is the professional, paraprofessional, and technical. Computer, health, and education are broad categories where a number of the jobs that are either expected to generate a large number of positions and/or are expected to grow at a much faster rate than average can be found. These include: systems analysts, computer engineers, database administrators, computer programmers, registered nurses, physical therapists, emergency medical technicians, teacher aides, and teachers from the preschool level through secondary school.

Job seekers looking for a position classified within the services category should also find many opportunities for employment. Some of the jobs that are expected to create a large number of new openings include nursing aides and orderlies, correction officers, waiters and waitresses, janitors and cleaners, and child care workers. Personal and home care aides is expected to grow on an average annual basis of 10 %. A few occupations within this category are projected to experience job losses. These include barbers, and butchers and meatcutters.

The "blue collar" category contains the largest number of occupations that are expected to decrease during the projection interval. There are several causes for this: 1) Many of the occupations in the mining industry are codified in this category. Since this industry is projected to lose employment, the occupations that are specific to it should also decrease. 2) Some of the occupations are being diminished due to technological changes. For example, many of the traditional prepress printing jobs are being made obsolete by computer technology. Thus, compositors and typesetters will find less demand for their skills, while electronic pagination workers will enjoy increasing job opportunities. 3) Many of the occupations classified as "blue collar" currently employ a small number of people with very specialized skills. Even if high growth rates are projected for some of these positions, it does not translate into a large number of new job openings. Some of the jobs that are expected to provide a large number of new positions or are predicted to be growing at a faster rate than average include: truck drivers, automotive mechanics, data processing equipment repairers, and electronics repair-commercial and industrial.

The clerical category also contains several jobs that will be adversely affected by technological change. Examples of these include computer operators; peripheral EDP equipment operators; proofreaders and copy markers; and typists and word processors. This last occupation is being affected not only by technology but also by changing work practices. There are also many occupations within this bracket that are expected to add a significant number of new jobs. Persons seeking work as clerical supervisors, receptionists and information clerks, general office clerks, and teacher aides and education assistants should find a strong job market for their talents.

Many of the occupations in the managerial category tend to be concentrated in a related industry. Thus, the outlook for these careers tends to be more closely tied to the projected employment gain or loss for that industry. For example, mining managers will face an unfavorable job market since employment in the mining industry is projected to decrease and mining managers are not found in other industries. Conversely, food service and lodging managers are expected to enjoy a healthy job market since employment in the eating and drinking places category is projected to increase by about 5,000 each year.

The occupation that has historically added the most jobs, and is expected to continue to do so in the future is retail salespersons. Over 2,300 people per year are expected to find work in newly created jobs in this field. Several other sales occupations will also generate large numbers of new positions. Marketing and sales supervisors; cashiers; telemarketers; and securities and financial sales are all found either on the list of the fifty jobs that are predicted to create the largest number of new jobs or the list of the fifty fastest growing occupations.

The last major occupational category is agriculture, forestry, and fishing. Some agricultural occupations are under represented in this publication because the production, forestry, and fishing components of the agricultural industry are not surveyed. Occupational data are collected only from the agricultural services subdivision. Gardeners and grounds keepers, and lawn maintenance workers are two of the categories expected to grow by a significant amount.

Another source of job openings besides those created by growth either within an industry or an occupation, are vacancies created by incumbents who leave the labor force or transfer to other positions. In this publication, these opportunities are termed replacements. In many cases, the job openings available for an existing position are actually much greater than those created by growth. Thus, an occupation that is expected to grow slowly, not at all, or decline, may still provide an opportunity for employment due to replacement needs.

Colorado Occupational Projections 1996 - 2006
Top 10 Growth Occupations

Occupational Title	1996 Employ.	2006 Employ.	Annual % Growth	Absolute Growth	Annual Growth	Annual Replacements	Annual Openings
Salespersons, Retail	79,543	103,076	3.0%	23,533	2,353	2,522	4,875
General Mgrs & Top Execs	55,106	73,672	3.4%	18,566	1,857	1,174	3,031
Cashiers	38,776	51,863	3.4%	13,087	1,309	1,691	3,000
Marketing/Sales Supervisors	42,338	55,165	3.0%	12,827	1,283	677	1,960
Systems Analysts	9,125	21,308	13.4%	12,183	1,218	62	1,280
Waiters & Waitresses	41,665	52,850	2.7%	11,185	1,119	2,125	3,244
General Office Clerks	53,230	63,979	2.0%	10,749	1,075	1,214	2,289
Computer Engineers	8,731	19,357	12.2%	10,626	1,063	59	1,122
Clerical Supervisors	27,885	38,296	3.7%	10,411	1,041	647	1,688
Child Care Workers	18,169	28,102	5.5%	9,933	993	202	1,195

Key Issues.

Aging Workforce - Baby boomers are people born between 1946 and 1964 when the total fertility rate (number of children born to each woman during her child-bearing age) equaled 3.5 (Today, the total fertility rate is approximately 2.1). In 1999, the baby boomers are between the ages of 35 and 53. Nationally, they constitute 28.5% of the total population, while in Colorado they are 30.6% of the total. Colorado's baby boomers as a proportion of its total population is higher than the nation mainly because more U.S. boomers have moved to the state than have left during the past twenty-five years. This net migration to the state by boomers was especially pronounced 15-20 years ago, when the boomers were young adults and hence of the age groups most prone to migrate.

It is projected that Colorado's 60+ population will increase approximately 42% between 2000 and the year 2010 (from 564,029 to 802,675). Between 2010 and 2020, the projected increase in the 60+ population is 47% (from 802,675 to 1,181,935). The overall projected increase in Colorado's 60+ population between 2000 and 2020 is 110%. This represents an increase of 617,906 persons age 60+ in the state between 2000 and 2020. This substantial increase in the older population is the result of several factors, including increased life expectancy and especially the aging of the baby-boomers. The first of the baby boomers born in 1946 will turn 60 in the year 2006.

This demographic shift could have a significant impact on the state's economy because there are fewer young adults to fill positions vacated by retirees. The problem is exacerbated by the state's low unemployment and increasingly tight labor market. Some Colorado employers (e.g. USWEST) are attempting to rehire their recent retirees because of a shortage of trained technical workers. Recent newspaper articles suggest that unless companies rethink their early retirement policies or begin to offer "transitional retirement programs," the current labor shortage will continue to increase.

Housing - For low-income families to successfully move towards true self-sufficiency, all components need to be considered, including a greater investment in affordable housing from involved partners (local and state government, private business, community service organizations, non-profits, etc.). With high housing costs and the instability of constantly seeking housing (or more affordable housing), families are unable to concentrate their efforts on improving job situations, seeking further education/training, and becoming more involved in their communities. If circumstances remain unchanged, the impact on housing will be a continuing trend of lack of affordable housing for the working poor, which means an increase in the number of homeless families and an increase in the number of families seeking some sort of subsidized housing.

According to a recent study on affordable home ownership by the Genesis Group, Adams County is one of 2 Denver metro area counties in which families with median income levels could barely afford to purchase a home of median price with a conventional mortgage of 20% down. These same families could not afford to purchase a home of median price with an average 1st time homebuyer mortgage at 5% down. By extrapolation, families in Adams County with low or very low-income levels cannot even be considered as meeting the basic requirements to pursue home ownership. In many cases, levels of rent equal or exceed prospective mortgage payments. Many owners/landlords are opting out of project-based contracts with HUD in response to current market trends in the housing industry.

With the booming economy in the Denver metro area, owners/landlords are dramatically increasing the rent amounts that they charge and are having no problems filling vacancies. The Affordable Housing Needs Impact Report shows Adams County as having the 10th highest poverty rate of counties in Colorado, yet there is only a housing vacancy rate of 4.6%. This same report indicates that households would have to earn above 60% of area median income to meet rent affordability guidelines (where a household pays no more than 30% of their income for housing costs, including utilities). An internal study by the Adams County Housing Authority revealed that single adult families of various sizes and compositions would have to make between \$14.72/hour (single adult + 1 child) and \$27.88/hour (single adult + 3 children) to meet the basics of a self sufficiency budget (including affordable housing at the Fair Market Rent level).

These trends in the affordable housing industry have a direct impact on labor and employment as employers are unable to find employees with the economic stability needed to be dependable and reliable. These trends also impact local economies as they try to encourage businesses to locate in their communities, to meet the demands of increasing numbers of commuters, to maintain/improve tax bases, to encourage economic growth, and to avoid centralization of areas of poverty.

Childcare - The utilization of subsidized childcare has increased significantly in the last two years. The “working poor” number of families in subsidized childcare has more than doubled. Ninety-one % of these families are single parent families with 1 or 2 children in childcare, and 73% have family incomes under 130% of poverty (these are non-TANF families). For the “working poor”, childcare assistance enables parents to work and makes child care affordable.

Political and public interest in childcare is high. During the summer and fall of 1999, a legislative Child Care Interim Committee met to discuss childcare issues in Colorado. The work of the Committee resulted in 10 childcare Bills that propose changes and enhancements in the areas of early childhood training, outcome based monitoring and licensing, voluntary childcare credentialing, increased complaint investigation and facility monitoring, and establishing a Commission on Childcare to further study childcare issues in Colorado.

Last fiscal year, the childcare subsidy appropriation was exceeded by \$10.4 million. County departments of social services transferred TANF funds to cover increased child care expenditures. In addition, counties transferred \$19.4 of TANF reserves into child care during the first quarter of this fiscal year.

Local communities are addressing childcare capacity, quality and accessibility issues. Increasingly, local communities and county departments are working together to address the challenges in childcare. Many communities have developed early childcare and education councils and have accessed federal quality funds to increase capacity (such as assistance for child care start up costs), consumer education, and quality of childcare.

From an economic perspective, the supply of childcare will continue to be impacted negatively. Childcare center staff earn slightly above minimum wage, while many service industry jobs pay more. Low wages in childcare has resulted in high turnover, which not only impacts capacity, but also negatively impacts children because high turnover results in poor quality care.

From an employer perspective, childcare directly impacts employers. If care is not available, employees cannot meet one of the basic requirements employers have - reliable employees. Issues that directly impact the reliability of employees include: lack of care for certain ages, lack of care during non-traditional hours, lack of care for special needs and sick children, care that parents cannot afford.

Finally, in looking at childcare in relation to the education system and community, if circumstances remain unchanged, the need for quality childcare will continue to increase. The quality of childcare directly impacts the educational system. Research has proven that high quality childcare increases the level of school readiness, cognitive and social development, and motor coordination. Conversely, poor quality care decreases cognitive, social, and motor development.

Healthcare - Relative to the national average, Colorado’s population is young, rapidly growing and increasingly wealthy. Yet, a recent analysis by the American Academy of Pediatrics (March 1997) revealed that 18.1% (approximately 199,000) of Colorado’s children were uninsured, and more than 14% of the general population was also uninsured. This is due partly to a growing economy based on jobs that lack medical insurance benefits such as small businesses and part-time employment in retail, the ski industry and transitory or migrant farm work.

As previously described, Colorado places a premium on independence and self-sufficiency. Public policy making in the area of healthcare reflects the same values that the state attaches to other policy arenas for devolution - local solutions to local problems. Colorado has a history of attempting constructive reform of our healthcare system. In 1992, the General Assembly authorized a study for universal healthcare, which eventually resulted in the creation of Colorado’s Child Health Care Plan. In 1993, the state re-organized its state agencies to provide greater emphasis on healthcare policy and financing. If one of the indicators is proposed new initiatives, healthcare reform continues to be a policy priority for both the Governor and the legislature during the next several fiscal years.

With the passage of PRWORA, Colorado has been de-linking Medicaid eligibility with TANF. The Colorado Department of Human Services, the Department of Health Care Policy and Finance, county departments of social services and other health and medical service sites have worked together to insure smoother benefits determination. Through increased outreach, targeted case management, public education, training, simplification of application processes and other incentives, enrollment to Medicaid, the Child Health Plan and the Colorado Indigent Program have increased. Colorado is exploring access to the Enhanced Medicaid/PRWORA federal funds and has also applied and secured funding from the Robert Wood Johnson Foundation to implement a three year grant that pilots outreach and enrollment strategies statewide and in three counties - Denver, Adams and Prowers.

The two Departments are also collaborating on the development of an integrated eligibility determination data system called CBMS (Colorado Benefit Management System) which will further simplify and streamline eligibility processes for both health and human services support programs.

3. To assist Colorado’s Workforce System with the most up-to-date labor market information and trends, the Labor Market Information section of CDLE, through its One Stop LMI Grant and other grants generated from the Colorado Department of Labor and Employment, will develop, produce, and publish information that supports Colorado’s strategic workforce investments. As a part of the State’s strategic plan, Colorado LMI will produce the following “core products” in conjunction with its One Stop LMI Grants:

- A. Populate the ALMIS Database with Colorado data. Colorado will display most of the ALMIS Database files in the Colorado Navigator System and update these files on a timely basis as new versions of files become available.
- B. Colorado LMI will produce and publish long-term industry and occupational projections for the State of Colorado and all seven metropolitan areas of the state.
- C. LMI will also produce a short-term forecast for Colorado if the national software is debugged and ready for state use.
- D. We will also develop customer focused occupational and career information products paying special interest to the utilization of O*Net and O*Net products so clients and One Stop staff can decipher the tasks, knowledge levels, skills, and abilities necessary for occupational exploration and definition.
- E. We will continue to use the ALMIS Employer Database so customers and staff of Workforce Centers can target specific employers by obtaining employer name and address lists where appropriate.
- F. We will also provide ad hoc reports and training in LMI to Local Workforce Boards (Staff) where needed and requested. This includes but is not limited to annual planning information to the Local Workforce Center Planning Staff.
- G. We will continue to provide and enhance our electronic web based systems that display local and state labor market information and consumer report information.

In addition to the above listed products, Colorado will provide several secondary products not covered by our One Stop LMI Grant. These products include:

- A. Customer Satisfaction Surveys both for employers and applicants

- B. [Consumer Reports and Eligible Training Provider information displayed on our web based applications.](#)
- C. [Job Vacancy Surveys for all 18 Workforce Regions, all regions except for predominately rural/agricultural areas will be surveyed twice per year.](#)

E. State and Local Governance

1. What is the organization, structure and role/function of each State and local entity that will govern the activities of the unified plan?

The State Work Force Development Council (State Council) and the Office of Work Force Development are housed in the Department of Local Affairs. In addition to its federally-specified responsibilities, the State Council advises the Governor regarding matters related to workforce development and serves as a conduit for information to local work force investment areas, including facilitation of grant applications and assistance to work force investment areas to enable them to successfully implement their programs (8-71-222(1), C.R.S.). The role of the Office of Work Force Development is to provide logistical and staff support to the State Council (24-46.3-101(1), C.R.S.).

The Colorado Department of Labor and Employment is the grant recipient and administrator for WIA funds, as well as the designated State Employment Security Agency. The Department is responsible for administering the statewide labor market information and fiscal systems; assisting in the establishment and operation of workforce centers; disseminating lists of eligible training providers; contracting and administering WIA funds appropriated by the state legislature; continuing the centralized computer system that links workforce investment programs, including training and technical support; providing staff development and training services and technical assistance to local work force investment areas; and providing ongoing consultation and technical assistance to each work force investment area for the operation of work force investment programs.

In answering the above question, if your unified plan includes:

a) WIA Title and Wagner-Peyser Act and/or Veterans Programs:

- i) describe the State Workforce Investment Board, or the authorized alternative entity including a description of the manner in which the Board collaborated on the State plan. (WIA §112(b)(1) and §111(e))*

The State Workforce Development Council (“State Council”) is codified in state statute at 24-46.3-101, C.R.S.. The current members were appointed by the Governor through Executive Orders EO A223-99, A231-99 and A03-00.

Membership Category	WIA Specified Members (Legislative members appointed by chamber leader)
Governor	Governor Bill Owens
State Senator	Sen. Dave Owen
State Representative	Rep. Frana A. Mace
	Governor’s Appointments
1. Business representative	Mark Pingrey, President, Heritage Band Denver
2. Business representative	Joe Livingston, CEO, 7-Grain, Basalt
3. Business representative	Steve Brown, GM, Jack’s Bean Company, Holyoke
4. Business representative	Skip Paterson, VP, J.D. Edwards, Englewood
5. Business representative	Mimi Roberson, CEO Presbyterian/St. Luke’s Medical Center
6. Business representative	Pam Pease, President, Jones International University, Englewood
7. Business representative	Tom Flanigan, Joint Venture Partner, Outback Steak Houses
8. Business representative	Roger Smith, HCA/HealthOne
9. Business representative	Gary Bien, Site Manager, Eastman Kodak Company
10. Business representative	Ron Montoya, CEO, Plasticom, Denver
11. Business representative	Paul Read, VP Trane Co., Pueblo
11. Business representative	John Schafer, GM, Hyatt Regency Downtown
13. Business representative	Mark Baisley, President, Enspherics
14. Business representative	Patrick Carr, Program Manager, ITT Industries
15. Business representative	Susan Carparelli, VP Admin. And WFD, Southeast Business Partnership
16. Business representative	TBA
17. Business representative	TBA
Chief Elected Officials	Nancy Stahoviak, Commissioner, Routt County, Steamboat Springs
Labor representative	Dan Hernandez, Intl. Brotherhood of Electrical Workers, Montrose, CO
Labor representative	Mark Warne, President, WCT&LA, Grand Junction
Youth representative	Carol Hedges, Piton Foundation, Denver
Youth representative	Jo Dawn Newlon, Executive Director, Women in Community Service/State Youth Council

WI delivery experience	Pat Buys, Arapahoe/Douglas Works
	Additional WIA Specified Members
State Agency head for required Federal program	Tim Foster, Exe. Dir. Higher Education
State Agency head for required Federal program	Marva Hammons, Exe. Dir. CDHS
State Agency head for required Federal program	Bob Brooks, Exec. Dir. Local Affairs
State Agency head for required Federal program	Jeff Wells, Exe. Dir. CDLE
State Agency head for required Federal program	Dr. William Moloney, Commissioner CDE

EX OFFICIO MEMBERS: (Non-voting)

Membership Category	Name, Official Position
Community College Pres.	Joe May, President, Community Colleges of Colorado
Economic Development	Bob Lee, Executive Director, Economic Development
Innovation & Technology	John Hansen, President, Colorado Institute of Technology
Senate	Senator John Evans
House of Representatives	TBA
Local Workforce Board, Chair	Lucille Mantelli, Chair, Weld County Workforce Board

Role and Functions of State and Local Boards

The role and function of the state council is codified in state statute. The state council serves “in an advisory role to the Governor for those areas specified by the federal act and shall serve as a conduit for information to local work force investment areas, including the facilitation of grant applications and assistance to work force investment areas to enable work force investment areas to successfully implement programs under the federal act.” (8-71-222(1), Colorado Revised Statutes)

The state-specified functions of the state council are: “(a) Development of the comprehensive five-year state plan; (b) Development and continuous improvement of a statewide system of activities that are funded pursuant to the federal act or carried out through a one-stop system.... Such improvement shall include the development of linkages in order to ensure coordination and prevent duplication among the programs and activities; (c) Review of local plans submitted by the designated work force investment boards and consortium work force investment board; (d) Designation of local work force investment areas; (e) Commenting at least once annually on the measures taken pursuant to the federal “Carl D. Perkins Vocational and Applied Technology Education Act”; (f) Review and comment on, and submission to the Joint Budget Committee for review and comment on, allocation formulas for the distribution of title I moneys for adult employment and training activities and youth activities to work force investment areas in accordance with the process established in section 8-71-221; (g) Preparation of the annual report to the Secretary of the United States Department of Labor; (h) Development of the statewide employment statistics system described in the Wagner-Peyser Act; (i) Development of an application for an incentive grant authorized pursuant to the federal act; and (j) Any other functions as requested by the Governor.” (8-71-222(2), C.R.S.)

In addition to these statutory responsibilities, Governor’s Executive Order B 101 99 adds the following: (1) In consultation with the Colorado business community and State agencies, advise the Governor and the legislature on matters regarding the employment and training needs of the state and on workforce development plans and strategy. (2) Recommend the roles, responsibilities and organizational structure for a statewide workforce investment system of locally provided education, employment and training services through the local Workforce Centers; recommend appropriate changes to the current local delivery system and state administrative system that will strengthen and improve local service delivery. (3) Recommend and implement initiatives for improving the skills of the state’s workforce, including workers located in rural areas. (4) Recommend and implement workforce development strategies that will support local economic and community development.

The state youth council is not required by either federal or state statute. It plays an advisory role similar to that of the local youth councils, and assists the state council with strategic planning and policy-making in the area of youth –related issues.

Local workforce investment boards function in accordance with state statute and federal law. State-defined responsibilities include: (1) developing a comprehensive five-year plan; (2) designating, certifying and overseeing work force investment programs; (3) establishing youth councils and authorizing grants for youth services; (4) identifying eligible providers of intensive services (if the one-stop operator does not provide these services) and training services; (5) developing and entering into MOUs with workforce partners; (6) developing a budget for the local board; (7) negotiating local performance measures with the state; (8) coordinating and developing employer linkages with workforce investment activities; (9) promoting participation of private employers and making sure their hiring needs are met; (10) applying for federal grants; (11) overseeing the local one-stop system; (12) designating or certifying one-stop operators and terminating for cause the eligibility of such operators; (13) determining whether the region will provide additional core services in addition to those required by federal or state statute.

Local youth councils function in accordance with federal and state requirements. State-defined responsibilities include: (1) developing the portion of the local plan relating to youth; (2) recommending eligible providers to be awarded grants or contracts on a competitive basis to carry out youth activities; (3) conducting performance oversight of eligible youth service providers; (4) coordinating youth activities in the local area; and (5) other duties as deemed appropriate by the local board chair.

Role and Functions of Local Elected Officials. State statute provides for a very strong role for local elected officials, who “govern the operation of work force investment areas with policy guidance from work force boards (8-71-205(3)).” They are expected to maintain a strong role in all phases and levels of implementation of the federal act, and are authorized to award contracts for the administration, implementation, or operation of any aspect of the work force investment program to any appropriate public, private, or nonprofit entity in accordance with applicable county regulations and federal law (8-71-206). They make the decision as to whether services in addition to

those required by federal or state statute will be provided in their local area (8-71-218(2)). They shall serve as the local grant recipient for the title I moneys allocated to the local area, and may designate an entity to serve as a local grant sub-recipient or local fiscal agent (8-71-219). In addition, local elected officials from each work force investment area in the state provide recommendations to the State regarding the allocation formula to be applied for adult, youth and dislocated worker services (8-71-221).

Role and Functions of State Agencies. Each of the state partners is represented on the state council, and therefore shares in the state council roles and responsibilities for the planning and oversight of workforce development activities in Colorado. In addition, they each administer their own federally funded programs and ensure that the local entities responsible for service delivery are in compliance with federal and state requirements, including the participation of required programs. In instances where a program is not a mandatory one-stop partner, the state agency encourages participation in local workforce development activities. State-level interagency taskforces meet periodically to oversee and coordinate joint projects, develop strategies to increase local program coordination, develop grant proposals to secure additional resources, and resolve issues.

The **Department of Labor and Employment** is the administrative entity for title I moneys received pursuant WIA, as well as for the Wagner-Peyser, Unemployment Insurance, Veterans, TAA/NAFTA-TAA, and Welfare-to-Work programs and all ES Cost Reimbursable Grants. It is also designated State Employment Security Agency. In addition to the functions and responsibilities specified in WIA and Wagner-Peyser, state statute assigns the following functions to the Department: “(a) Administering the statewide labor market information and fiscal systems to the extent such systems pertain to activities under the federal act; (b) Assisting in the establishment and operation of one-stop career centers as requested by a local work force area; (c) Disseminating lists of eligible training providers; (d) Contracting and administering title I moneys appropriated by the General Assembly in accordance with the federal act; (e) With input from the applicable work force investment areas, continuing the centralized computer system that links workforce investment programs. Such system shall continue to include training and technical support; (f) Providing staff development and training services and technical assistance to local work force investment areas.” (8-71-223(1), Colorado Revised Statutes) The Department is also required to provide ongoing consultation and technical assistance to each work force investment area for the operation of work force investment programs (8-71-223(2)).

ii) describe the State-imposed requirements for the Statewide workforce investment system. §112(b)(2))

The state does not plan to develop any additional requirements for the statewide workforce investment system at this time.

iii) identify the local areas designated in the State and include a description of the process used for the designation of such areas. (§112(b)(5))

All existing service delivery areas under the Job Training Partnership Act were given the opportunity to apply for designation as a local area under WIA. Several meetings were held with Colorado Counties, Inc. to discuss regional designations as well as meetings of local boards.

The nine existing service delivery areas requested designation as a local area under WIA. Since the Rural region is comprised of 51 counties and encompasses a large geographic area, it was originally divided into ten smaller subregions, for planning and service delivery purposes. **However, in the Fall of 2001, the State Workforce Council approved the City and County of Broomfield’s admission into the Rural Consortium, making it the eleventh subregion.** The resulting structure of the Rural region is substantially similar to that of the Rural Service Delivery Area under JTPA.

A subcommittee of the State Council recommended to the full Council that all regions that requested designation be granted it, with the caveat that any existing service delivery area that elected to become part of a larger region had the right to withdraw that decision and request their own designation.

In December of 2001, the Colorado Workforce Development Council implemented a policy, which provides guidelines and the process for the designation and re-designation of Workforce Regions in Colorado.

The regions and subregions are:

Investment Area	Sub-Regions	Geographic Area	Designation
Denver		Denver	Permanent
Pikes Peak		El Paso, Teller	Temporary
Adams		Adams	Temporary
Arapahoe/Douglas		Arapahoe, Douglas	Temporary
Boulder		Boulder	Temporary
Larimer		Larimer	Temporary
Tri-County		Clear Creek, Gilpin, Jefferson	Temporary
Weld		Weld	Temporary
Colorado Rural Workforce Consortium			Temporary
	Broomfield	City & County of Broomfield	
	Eastern	Cheyenne, Elbert, Kit Carson, Lincoln, Logan, Morgan, Phillips, Sedgwick, Washington, Yuma	
	Mesa	Mesa	
	Northwest	Grand, Jackson, Moffat, Rio Blanco, Routt	
	Pueblo	Pueblo	
	Rural Resort	Eagle, Garfield, Lake, Pitkin, Lake	

	South Central	Alamosa, Conejos, Costilla, Huerfano, Las Animas, Mineral, Rio Grande, Saguache	
	Southeast	Baca, Bent, Crowley, Kiowa, Otero, Prowers	
	Southwest	Archuleta, Dolores, La Plata, Montezuma, San Juan	
	Upper Arkansas	Chaffee, Custer, Fremont, Park	
	Western	Delta, Gunnison, Hinsdale, Montrose, Ouray, San Miguel	

iv) describe the appeals process referred to in §116(a)(5). (§112(b)(15))

Disputes regarding regional designations will be referred to the State Council. The State Council will review the matter and forward its recommendations to the Governor for a final determination. If the region wishes to appeal the Governor’s decision, the matter will be forwarded to the Secretary of Labor for consideration.

v) identify the criteria the State has established to be used by the chief elected officials in the local areas for the appointment of local Board members and establishment of youth councils based on the requirements of §117. (WIA §112(b)(6))

A primary intent of WIA is to ensure high quality workforce development systems. Several elements of the Act are designed to promote quality services, including the certification of workforce centers and training providers by local boards. The Act also requires that Governors certify local boards to ensure that they also contribute to the development and continuation of effective and efficient workforce development services and systems.

In Colorado, the Local Workforce Investment Board (board), will be the authorized governing entity for its workforce investment area. Each of the nine workforce regions was a service delivery area under JTPA. Because of its size, Rural has been subdivided into ten subregions. It should be noted that each of the Rural subregions will also have its own board.

The State Council establishes the membership requirements for the boards, and these requirements are approved by the Governor. The chief local elected officials in local areas will appoint the members of the boards in accordance with these criteria. In a local area of multiple units of local government, the chief elected officials of such units will execute an agreement that specifies their respective roles concerning the appointment of members to the Boards and carrying out any other responsibilities assigned to such officials. If the chief elected officials are unable to reach agreement, the Governor may appoint the members of the Boards.

Board Composition - Certification of boards in Colorado will help ensure the quality of local Boards statewide. Certification is based upon the following minimum composition requirements.

Local Workforce Investment Boards - The composition of a board will, at a minimum, include:

- Representatives of business in the local area, who are owners of businesses, chief executives or operating officers of businesses, and other business executives or employers with optimum policymaking or hiring authority; who represent businesses with employment opportunities that reflect the employment opportunities of the local area; and who are appointed from among individuals nominated by local business organizations and business trade associations;
- Representatives of local educational entities, including representatives of local educational agencies, local school boards, entities providing adult education and literacy activities, and postsecondary educational institutions, selected from among individuals nominated by regional or local educational agencies, institutions, or organizations representing such local educational entities;
- Representatives of labor organizations, if employees in the local area are represented by a labor organization, nominated by a local labor federation, or if no employees are represented by a local labor organization, other representatives of employees;
- Representatives of community-based organizations, including organizations representing individuals with disabilities and veterans if such organizations are present;
- Representatives of economic development agencies, including private sector economic development entities;
- Representatives of each of the workforce partners, either required or voluntary; and
- Other individuals or representatives of entities as the LEO in the local area may determine to be appropriate.

Members of the board that represent organizations, agencies, or other entities must be individuals with optimum policymaking authority within the organizations, agencies, or entities. A majority of the members of the board shall be representatives of businesses. The board shall select a chairperson from among the representatives from business.

In addition, the local elected official (LEO) is encouraged to:

- consider appointing individuals to represent employers of large, mid-size and small businesses;
- appoint individuals to the local workforce board that understand the employment opportunities and current and projected job skills needed by employers in the area so system changes can be made that will meet the needs of employers and increase employer participation in the system; and
- participate on the local workforce board or at board meetings.

Rural Subregion Boards - The membership of a subregion’s board will, to the greatest extent possible, adhere to the same criteria described above for local boards. The local elected official shall describe board membership in the subregion’s local plan and justify any differences. To satisfy the composition requirements, an individual may act as a representative for more than one specified criterion, if they are so qualified. Each subregion’s board appointed by the LEO must meet the following minimum requirements:

- a majority of the voting members comprised of individuals representing employers in the area as specified in the WIA, §117 (b) (A) (III) (iii), and
- a chair appointed from the employer members of the board.

In addition, LEOs are encouraged to:

- appoint individuals to the subregion's board that understand the employment opportunities and current and projected job skills needed by employers in the area so system changes can be made that will meet the needs of employers and increase employer participation in the system and
- participate on the subregion's board or attend board meetings.

Special Board Criteria for the Rural Region - In appointing members to the local board in the Rural region, the chief elected official shall select qualified board members from among the members of the ten subregional boards.

Appointment and Certification - The Governor shall certify one board for each workforce investment area and subregion at least once every two years, based on the minimum composition criteria described above. Commencing with the second certification, compliance with the local performance measures shall be included in the certification criteria. Failure of a board to achieve certification will result in reappointment and certification of another local board for the area.

The Governor may also decertify a board at any time, after providing notice and an opportunity for comment, for fraud, abuse, failure to carry out its responsibilities described below, or if the region fails to meet its local performance measures for two consecutive program years. If the Governor decertifies a board for the reasons listed herein, the Governor may require a new board be appointed and certified for the area pursuant to a reorganization plan developed by the Governor, in consultation with the LEO in the area.

Local Elected Officials' Responsibility - The Chief Elected Official must demonstrate that the nominations and the individuals selected for the private sector representation reasonably represent the industrial and demographic composition of the local labor market.

The Chief Elected Official(s) must submit a local board membership list which includes the names of the individuals initially appointed as members of the local board, their title, company or agency name, address, E-mail address, telephone, and fax numbers, nominating entity (where applicable), appointment/term expiration date, and sector representation. This list must be updated annually.

Governor's Responsibility - The Council, on behalf of the Governor, will certify all local boards upon determination that the composition of the board and the appointment of the individuals to the board are consistent with the criteria established in Section 117 of the Workforce Investment Act of 1998 and by the Governor. Subsequent certifications of the board are required once every 2 years.

The Governor will notify the Chief Elected Official(s) within 30 days after the submission of the listing of the local Board members and supporting documents of the certification or denial of the proposed Board. The Local Board must meet within 30 days after the Governor's notification of certification to the Chief Elected Officials to elect a chairperson.

If after a reasonable effort, the Chief Elected Official(s) in a multiple units of local government local area are unable to reach an agreement as described above, the Governor will appoint the members of the local board from nominated individuals.

For subsequent level one certifications of the local board, in addition to compliance with composition requirements, the Council on behalf of the Governor will consider the extent to which the local Board has ensured that workforce investment activities carried out in the local area have enabled the local area to meet the local performance measures in the certification process.

If a local board fails to achieve certification, the Chief Elected Officials will be required to reappoint and submit a new membership list.

Because local boards play such an important role in ensuring quality services, the State Council will work with the local areas to develop additional certification criteria based on Malcolm Baldrige principles, or some other continuous improvement framework, that encourages local boards to pursue a higher standard of performance. Achievement of this superior level of certification will indicate a more strategic, customer-focused board. This quality-oriented approach to Board certification is intended to help support the system building and continuous improvement efforts of local workforce development systems.

Youth Council

Membership on the Youth Council will be consistent with WIA. In addition, Colorado will require each youth council to fill at least two slots with business members. The local board is encouraged to recruit and actively engage board and community business members to be part of the Youth Council, particularly those business members with strong relationships with local schools. These business members would fit under category (i) of the aforementioned membership requirements. Each local board is also strongly encouraged to fill at least two slots with individuals from secondary and postsecondary education institutions. These members would fit under (i), "members of the local board", (ii), "representatives of youth service agencies", and (v), "representatives of organizations, that have experience relating to youth activities".

Youth Councils are required to bring in the appropriate personnel to sit on the Youth Council. Appropriate means high level, high profile members of the community, as well as a membership that reflects the makeup of the general population.

Local boards need to fill all slots with the essential persons. If, after all resources have been exhausted, a slot cannot be filled, an official letter will need to be written to the State Workforce Office detailing the reasons the slot cannot be filled. Once the membership slots of the Youth Council are filled, the state will review Youth Council membership as part of its certification of local boards.

Youth Council members are required to meet the same conflict of interest standards as regular board members. This is essential because Youth Council members have a role in recommending programs and funding, as well as participate in discussions and influence decisions.

The size of the Youth Council does matter. A membership balance needs to be achieved that ensures all the key organizations are on-board while keeping the group at a manageable size so that active participation is encouraged.

vi) *identify the circumstances which constitute a conflict of interest for any State or State Board and Local Boards member, including voting on any matter regarding the provision of service by that member or the entity that s/he*

represents, and any matter that would provide a financial benefit to that member or his or her immediate family. (§112(b)(13))

To ensure the confidence of all Coloradoans in the state and local Workforce Development Boards, members appointed to serve on these boards agree to abide by the following conflict of interest provisions. Local areas are able to develop stricter policies as deemed necessary.

Restricted Activities - No member of the Colorado Workforce Development Council (State Council), Local Workforce Investment Boards (boards) or Youth Councils shall:

- Y Prior to full disclosure, participate in discussion about any matter regarding the provision of services by such member (or an entity represented by such member) or that would directly benefit such member or the immediate family of such member;
- Y Receive any direct financial benefit from any contract for which he/she has participated in the development of the RFP or determination of contract terms or performance standards; or
- Y Engage directly or indirectly in any business transactions or private arrangements for profit that accrue from or are based upon the member's position on the board.

Responsibilities - All Board and Youth Council members shall:

- Y Sign a statement identifying any known conflicts of interest and acknowledging acceptance of this conflict of interest policy;
- Y File a Statement of Economic Interest with the Chair of the State Council through the Council's administrative office; and
- Y Excuse themselves from board or council duties when a conflict of interest arises.

Removal - The Governor or the chief elected official of the local workforce investment area has the authority to remove a member of the board for a violation of this code.

Definitions

- Y *Immediate Family* – An employee's spouse, child, legal ward, grandchild, father, mother, legal guardian, grandfather, grandmother, brother, sister, father-in-law, mother-in-law, and other relatives residing in the employee's household.
- Y *Financial Benefit* – Any monetary payment or entitlement which shall result from any relationship with State Council, board or Youth Council members or with an individual participating in a workforce investment activity in the form of an employment, training or youth activity through the state or local workforce investment system.

vii) *describe the procedures the local boards will use to identify eligible providers of training services for the Adult and Dislocated worker programs (other than on-the-job training or customized training) (§112(b)(17)(A)(iii))*

WIA emphasizes informed customer choice, system performance and continuous improvement. Creating an eligible training provider list is part of the strategy to achieve that goal. The list will be accompanied by a Consumer Report Card that indicates student outcomes for each program offered and approved for that particular vendor.

Training providers are identified for inclusion on the list on the basis of performance results that will qualify them to receive WIA funds to train adults and dislocated workers. Information will be made available to the universal population of customers to assist them in making informed choices. This process is a key factor affecting the successful implementation of the statewide workforce investment system.

The first year will focus on establishing the list through initial eligibility review, informing training providers of information required to document performance, and creating a system to be used by Local Workforce Boards to conduct subsequent eligibility reviews.

In all years following a vendors' initial inclusion on the list, vendors will be required to submit data on student outcomes. This information will be reviewed by the local boards and after approval, forwarded to the state-designated agency for verification and placement on the approved training vendor list. This data will be reported out to the public for consideration in choosing a training provider.

An eligibility review will be conducted during each subsequent year. The state will verify the data through further contact with the vendor for all subsequent years. This process of application, verification and acceptance will continue for all training providers to assure current, accurate information upon which consumers can make an informed choice.

Primarily, the state-designated agency has the responsibility of setting up the system, maintaining the vendor list, tracking and verifying the performance data. The local boards have the responsibility of taking applications for training providers and making decisions regarding inclusion on the list.

Consumers and training providers will access the list through the Internet. In addition hard copies of the list or vendor applications available through the local boards.

To be effectively used by workforce professionals and the public in general, the means by which the List and Report Card is accessed must be easy, self-directed and have useful, accurate, current information in order to make an informed choice about where to seek training. The recommended delivery mechanism for the List and Report Card is over the Internet either through inclusion in the Navigator system or by a direct link with that system.

Training vendors will be able to access the application electronically over the internet and consumers will be able to retrieve school information. Training vendors could start from the workforce region's home page, the State's home page or training vendors may have a link to Navigator to start the application process. Job seekers could also access the information from any number of sites to begin the training vendor exploration process. *Any individual or vendor not having access to the Internet will be able to request information in a hard copy from their local workforce office.*

Consumers will have access to key information such as location, length of program, costs (tuition, fees and books), performance measures (retention in the school, placement in jobs and wage at placement) that are necessary to make an informed choice regarding a training provider they are considering.

With over 250 possible traditional training providers in Colorado, 15 community colleges and 13 four year schools, as well as the businesses, community based organizations, and institutions offering short-term, limited training, the volume of information to be collected, analyzed and input could be substantial. All performance data must be reported by program, not just by institution.

Initial Eligibility. All training vendors will be required to fill out an initial application with as much performance information as is available (many schools may not have tracked and recorded the performance data now required) and submit their application to the Local Workforce Board. There are two distinct groups of vendors, those receiving Higher Education Act funds or apprenticeship programs, and all others, and each group applies differently for their first year.

The recommended procedure is for training vendors to apply for inclusion on the list through the local workforce office where their main campus is located. For schools with several campuses it will depend upon where the program is offered as to which local workforce office they apply. This will eliminate the duplication of applications to each local workforce office.

Local boards will review the application. If approved, the application will be forwarded to the state designated agency for verification within 30 days.

If the application data is verified, the vendor will be added to the state list. This list comes with a Consumer Report Card attached indicating performance data, as available for the first year. On the basis of the performance data, it is expected that consumers will be able to evaluate a schools outcomes and make a choice most leading to their goals.

Once on the state list, any consumer can access the training vendor regardless of the region they are seeking services in.

Subsequent Eligibility. After a vendor is placed on the approved list they are required to collect student performance data on retention rates, placement rates and wage at placement for each program they offer. They collect this separately for the entire student population and for students funded under WIA.

On an annual date designated by the state, vendors must submit an application, including performance data, to the local board who has determined their initial eligibility.

The board matches vendor performance against state performance standards (adjusted locally to demographics and economic conditions) and subsequent eligibility is determined. Local offices can add criteria they feel is useful to their customers in making a selection of a provider and require higher performance levels.

The board submits the approved vendor application to the state for verification.

If the performance data is verified, the vendor is placed on the list. The state provides two distinct verification roles: verification of accuracy of calculations of performance data after submission by the local boards and verification of the accuracy of the performance data submitted by the training provider.

A vendor can be removed from the list due to lack of performance (meeting standards) or if the information they submitted was false. The state is responsible for verifying the data submitted by the training vendor and updating the vendor list. Where possible, the state will assist vendors in collecting data for subsequent eligibility on WIA participants.

A key element to establishing a useful Consumer Report Card will be to include as many vendors as possible. An effective marketing plan will be necessary to inform vendors of the new process and to encourage them to apply for inclusion. (See marketing attachment)

The List and Consumer Report Card. Dissemination of performance data on training providers is one of the key elements of the WIA=s vision of informed customer choice. Dissemination on the Internet will ensure that the Consumer Report Card will have the widest possible access.

Many educational and training programs and providers are already available on the Web in the Colorado Labor Market Information=s Navigator site (<http://navigator.cdle.state.co.us>). Displaying the training provider performance data will be a natural extension of database retrieval and display capabilities of Navigator. Performance data that is collected via the online form completed by the provider will reside in the Navigator database. A user will click on a program/school to retrieve a display of performance data. In addition to the performance data for the individual program/school that is shown, we will explore the possibility in Phase I of this project of providing comparison metrics on the same page, e.g. average cost for all programs, etc. A link to the Web site of the school will also be provided.

The primary performance data page will contain a link to a supplemental data page. This page will display supplemental data, if provided by the school, such as a cost breakdown, financial aid availability, student/instructor ratios, and bus route information.

It needs to be noted that the approved training vendor list and Consumer Report Card requirement is a complex system with many details to be negotiated between the state-designated agency, the boards and training vendors.

Vendors who are not accepted by a local workforce office based upon local adjustments in performance standards are not restricted from applying through another local workforce office that may only be using minimum requirements. These vendors would still end up on the list and could be accessed by any consumer seeking services, including those in the local workforce office that had originally rejected their application. The local workforce center staff have discretion over approving a training plan for the customer but a customer can choose to access another local and receive services. Vendors may decide that this is too time consuming or costly to collect and report the information to receive few referrals from WIA and not be included on the list at all. That could result in less choice rather than more choice for the consumer. The verification of data breaches the confidentiality issue that many institutions struggle with, especially because vendors need to report on all students, not just those paid for with WIA funds. These are solvable problems, but the approach and inclusion of schools in developing the procedure is not only required, but essential.

viii) *describe how the locally operated ITA system will be managed in the State to maximize usage, select services providers, and improve the performance information on training providers. (§112(b)(14), 112(b)(17)(A)(iii))*

Training services will be provided through the use of Individual Training Accounts (ITA) issued to eligible individuals through the workforce development delivery system. The ITA is an account established by a workforce center operator on behalf of an eligible individual. ITAs are funded with adult and dislocated worker funds authorized under Title I of WIA. Individuals may use ITAs in exchange for training services for skills in demand occupations from training providers on the statewide list of eligible training providers. Payments may be made in a variety of ways, including the electronic transfer of funds through financial institutions, vouchers, or other

appropriate methods. Payments may also be made incrementally, through payment of a portion of the costs at different points in the training course.

ITAs place training resources in the hand of the consumer. Rather than being directed to a provider of training by an agency, consumers will be able to select high quality training on their own. The list of eligible training providers will be compiled by the local board and published by the Colorado Department of Labor and Employment (CDLE). The board will seek out vendors of high quality training with relevant curricula. CDLE will compile the locally approved programs into a statewide list and publish it on CDLE's Internet website. Consumer information about eligible training providers will be made available to all training seekers through the workforce development delivery system and participants will be able to access training services from any eligible provider on the list.

In order to assure consistency in ITAs from region to region, the use of ITAs will cover only books, fees, supplies, and tuition. Supportive services shall not be covered under the Individual Training Account. Individual Training Accounts shall be issued for limited time periods matching the required training. Local boards will be allowed significant flexibility in the operation of the system and will be required to describe in local plans the details of developing and maintaining the system. The state supports customer choice in the selection of training providers and recommends that clients be permitted to use their ITAs with eligible providers anywhere in the state. The state requires that the ITA system is used except in instances where it compromises customer choice or the customer's choice of training makes the use of an ITA infeasible.

Exceptions to the use of Individual Training Accounts include on-the-job training, customized training, or when the local board determines there are an insufficient number of eligible training providers in the local area. The local plan must describe the process to be used in selecting the providers under a contract for services. This process must include a public comments period for interested providers of at least 30 days. A board may also contract directly with a community-based organization or another private organization to serve special populations facing multiple barriers to employment. The board must develop criteria to be used in determining demonstrated effectiveness, particularly as it applies to the special population to be served.

Local boards may choose to impose additional limits on ITAs, which must be included in the local plan. Limits must not undermine the Act's requirement that training services be provided in a manner that maximizes customer choice in the selection of an eligible training provider. In conjunction with state guidance, local boards will need to describe how ITAs will be implemented including:

- How participants will receive assessment, counseling, and an individual development plan through intensive services prior to issuance of an ITA;
- How the participants will learn of the demand occupations or skills for which an ITA may be issued and how exceptions to the list will be handled. The board must be involved in the exception process. The demand occupations or skills are to be contained in the local plan;
- How the use of the ITA will be limited to skills relevant to demand occupations and that are appropriate for the individual client;
- How the ITA policy will be communicated in simple, understandable language to customers of the workforce center;
- How the participant will have access to the list of eligible providers through the workforce development system. Participants must be able to use their ITAs to procure services from any eligible training provider on the state list;
- Whether the ITA covers books, fees, and other education materials in addition to tuition;
- The duration of the ITA;
- How the value of each ITA will be determined (e.g., will there be a cap on value, will the cap vary for certain institutions or occupations, populations, etc.). If so directed by the board, the workforce center operator's policy may offer a higher ITA value for occupations highest in demand;
- A process for documenting how other sources of funding were sought to help pay for training (e.g., Pell Grants, workforce center programs other than WIA, etc.);
- The internal procedure for ITA issuance, including the appearance of the ITA document that is given to the participant, who may issue the ITA to the participant, whether any signatures are needed, and so forth;
- A process for tracking expenditures of all resources paying for the individual's training, including the WIA title I funds of the ITA;
- How the participant will be kept informed of his/her account status; and
- The method for disbursement of funds (cash reimbursements, lines of credit, etc.). Only training providers that are on the list of eligible providers are able to redeem ITAs for payment.

ix) *identify the criteria to be used by local boards in awarding grants for youth activities, including criteria that the Governor and local boards will use to identify effective and ineffective youth activities and providers of such activities. (§112(b)(18)(B))*

Colorado has developed several strategies to help guide local boards and the Youth Councils:

- Each region shall have at least one workforce development center located in their region at the time of implementation. The Colorado workforce development system offers the necessary link between academic and occupational learning and connections to the job market and employers.
- Colorado strongly encourages local Youth Councils to review local education and workforce linkages and to consider knowledgeable business people and community leaders for membership.
- Year-round youth activities should reflect designs that have shown effectiveness in preparing youth for the workforce.
- Youth Councils are strongly encouraged to promote business representation on the council and to promote partnerships with community businesses. In order to develop a partnership between the private business community and the Youth Councils, a positive, proactive approach will be required.
- Boards and the Youth Councils are encouraged to partner with other grantees and services providers eligible to receive funds through such programs as Adult Literacy, Welfare to Work, Wagner-Peyser, Carl Perkins, and other federal, state, and labor education grants.
- Local workforce centers should be able to provide comprehensive access to the Internet and through the Internet have opportunities for youth to access career information and training and employment information. Colorado has set up a web page designed to link participants with local areas and all youth information available.
- Local boards are encouraged to set up individual assessments of out-of-school youth in order to determine if they can participate in youth programs, adult programs, or both.
- Youth Councils will develop a design framework that provides objective assessments of academic and occupational skill levels of participating youth, individual service strategies that reflect assessment and identify career goals, preparation for postsecondary educational opportunities, linkages between academic and occupational learning, and connections to employers and job markets.
- A state policy guidance letter has been issued to ensure that local regions adhere to state and federal requirements regarding the design of their youth programs and the competitive selection process of eligible youth providers, and use the criteria developed by the State Youth Council to identify eligible providers.

The State criteria for local youth councils to use in making awards for youth activities are:

- The proposed operator’s past success rates;
- Training designs and curricula for training activities;
- Cost effectiveness;
- Relationships with the business community;
- Relationships with local service networks;
- Ability to offer skills certified by the business community;
- Financial capability; and
- Attestation of compliance with all applicable laws.

In addition the State recommends that local youth councils give preference to proposals that:

- Offer youth a comprehensive menu of program activities;
- Focus on the education needs of youth;
- Provide youth exposure to the world of work through appropriate work experience;
- Provide youth support in meeting their career goals;
- Offer preparation for postsecondary education and employment;
- Offer linkages between academic and occupational learning;
- Focus on developmental needs of youth;
- Provide follow-up support; and
- Collect data to assess and evaluate effectiveness.

The above information along with WIA performance and customer satisfaction measures are to be used to identify effective and ineffective youth activities and providers.

Workforce regions will use a competitive selection process for the ten program elements listed in WIA section 129(c)(2) to facilitate the development of new and innovative youth services. Intake, eligibility, objective assessment and the development of individual service strategies will be included as part of each region’s design framework. Local boards and youth councils will have the discretion to decide if the region will provide design framework activities and the summer youth employment element, or contract either of them out.

Youth providers will be recommended by the local region’s Youth Council to the full board. In making program and funding recommendations, local Youth Councils will take into account the proposed operator’s past success, training designs, cost effectiveness, relationships with the business community, relationships with local service networks, and ability to offer skills certified by the business community. Operators must also demonstrate financial capability and attest to compliance with all applicable laws.

Workforce partner programs and other youth programs in the local area should be available for applicants who either don’t meet the WIA Title I youth eligibility criteria, or who meet the eligibility requirements but can’t be served due to lack of resources.

x) *describe the processes that will be used at the State level to award grants and contracts for activities under Title I of WIA. (§112(b)(16))*

The State will adhere to the Colorado Procurement Code (Title 24, Articles 101 – 112, Colorado Revised Statutes) in awarding all grants and contracts for activities under title I of WIA.

[\[1\]](#)

Vendor evaluation varies according to the method of vendor selection (competitive and non-competitive) required by the Colorado Procurement Code/Rules and CDLE’s delegation of purchasing authority. A selected vendor must always be “responsive” (i.e., meet the specifications contained in the vendor solicitation document) and “responsible” (i.e., capable of performing, which is statutorily presumed to be the case).

The State applies the same procurement requirements to sub-grant recipients as are applied to the State *unless* a particular federal grant, statute, or rule specifies requirements that differ from the Colorado Procurement Code and Rules. Any such federal restriction or requirement would apply to both procurements by the State itself and to sub-grant recipients, unless otherwise specified.

Local workforce regions are required to adhere to either the federal, state or county procurement rules, whichever is more restrictive.

1. Competitive.

The various methods of competitive vendor selection dictate various vendor selection methods.

Competitive sealed bids (IFB) (single step) (CRS 24-103-202). Of the vendors who meet the specifications, award must be made to the low responsible bidder (capable of performing). *An evaluation committee is not required for this process.* Typically, an end-user makes a determination as to whether a bidder meets the specifications. A purchasing official is involved, however, to ensure the determination is made in an unbiased and fair manner, to issue the award to the winning vendor, and to ensure an appropriate commitment document (usually a purchase order or contract) is issued.

Competitive sealed bids (IFB) (multi-step) (CRS 24-103-202; Rule 24-103-202b-11). Vendors are “pre-qualified” according to agency-determined criteria. Of those vendors who meet the minimum criteria, the award must be made to the low responsive and responsible bidder. *An evaluation committee is required for this process. [See, also, item number 3, Committee Membership.]*

Competitive Sealed Best Value Bids (CRS 24-103-202.3). The agency must establish a minimum score. Of the bids meeting the minimum score, the award must be made to the bid offering the best value. *An evaluation committee is not required for this process, but may be convened to evaluate the “best value.” [See, also, item number 3, Committee Membership.]*

Competitive Sealed Proposals, commonly referred to as “Requests For Proposals” (RFP) (CRS 24-103-203). The award must be made to the responsive offeror whose proposal, taking price into consideration, is most advantageous to the State. *An evaluation committee is convened in order to determine, and score, which proposal is the most advantageous to the State (see Rule R-24-103-203-04). [See, also, item number 3, Committee Membership.]*

Competitive Negotiation. The award must be made to the vendor making the best offer to the State. This is a “fall back” method established in the Procurement Rules as part of the emergency procurement section of the Procurement Code. This method is limited to use when a competitive solicitation (e.g., RFP, IFB, documented quote) has failed or if there is “inadequate competition” (pursuant to CRS 24-103-206, Rule-24-103-206-05) below:

“R-24-103-206-05 **Competitive Negotiation.**

“(a) When a competitive solicitation (IFB or RFP) is unsuccessful, the State Purchasing Director, or head of a purchasing agency, may initiate a competitive negotiation among vendors capable of fulfilling the State’s need. Vendors who responded to the initial solicitation, and any rebid, should be contacted.

“(b) The competitive negotiation process may also be used in those cases where, in the determination of the State Purchasing Director or head of a purchasing agency, there are not enough vendors to satisfy the requirement for adequate competition as defined herein.

“(c) After negotiations have been conducted, the responsible procurement official has the authority to make a selection that represents the best offer to the State. In all such cases a written determination shall be made that identifies the nature of the discussion that occurred with each vendor and shall include a description of why the awarded offer was most advantageous to the State. Proprietary information that may have been provided during the negotiations will be handled in accordance with Rule R-24-103-202a-08c, and should be separately retained and properly identified.

“(d) Each vendor with whom competitive negotiation occurs shall be afforded a fair and equal chance to compete for the State’s need. Negotiations shall be conducted with each offeror separately and independently. In no case shall any vendor’s offer be communicated to any other vendor until after an intent to award has been announced.

“(e) This source selection method may only be used when at least one of the above conditions has been met. When it is otherwise likely that adequate competition does exist, this option shall not be used.

“(f) After an unsuccessful competitive solicitation. A competitive sealed solicitation (IFB or RFP) is unsuccessful when offers received pursuant to the solicitation are unreasonable, noncompetitive, or the low bid exceeds available funds as certified by the appropriate fiscal officer, and time or other circumstances will not permit the delay required to re-solicit. If emergency conditions exist after an unsuccessful competitive solicitation, an emergency procurement may be made.”

Also applicable:

CRS 24-103-101 and Rule-24-103-101-01(d) (**definitions**):

“‘Competitive Negotiation’ means the process of discussion and issue resolution between a procurement official and a prospective vendor in order to arrange for the providing of a product or service needed by the State. If more than one vendor is available for such negotiation, the needs of the State must be clearly defined in advance of any negotiations, via a specification that details fully the State’s intended procurement.”

An evaluation committee is usually convened by the procurement official so that programmatic concerns are adequately addressed during negotiations with the vendors. [See, item number 3, Committee Membership.]

2. Non-competitive (small purchases, emergency purchases, and sole sources).

For non-competitive vendor selection methods, vendor evaluation consists of finding the vendor who can meet the Agency needs (without violating law and rules, including ethical guidelines). Options for “finding” a vendor include: utilizing the State’s permissive and mandatory commodity and service agreements; locating (by phone, fax, word-of-mouth, Internet, etc.) a vendor that can provide the quality and quantity of the desired product or service; or, through a sole source justification which requires the review and approval by this Department’s Purchasing Director. The person doing the acquisition shall use professional judgment to ensure that the State is receiving maximum value. This rule does not preclude the option to receive written or telephone quotations. *No evaluation committee is convened for these vendor selection methods.*

A. Small Purchases (CRS 24-103-204). •Small purchases• is a statutory category of vendor selection methods which grant discretionary purchasing authority to departments, agencies, and institutions that are governed by the Colorado Procurement Code. Discretionary purchasing authority allows the agency to select a vendor without competition. Purchases cannot be artificially divided to stay under the discretionary levels. Current discretionary vendor selection limits for CDLE (as a Group II delegated purchasing agency) are:

Supplies/Products	Up to \$5,000
Services	Up to \$25,000

Pertinent sections of the Colorado Procurement Code/Rules are listed below.

24-103-204. SMALL PURCHASES.

“ANY PROCUREMENT NOT EXCEEDING THE AMOUNT ESTABLISHED BY RULE MAY BE MADE IN ACCORDANCE WITH SMALL PURCHASE PROCEDURES ESTABLISHED BY RULES, BUT PROCUREMENT REQUIREMENTS SHALL NOT BE ARTIFICIALLY DIVIDED SO AS TO CONSTITUTE A SMALL PURCHASE UNDER THIS SECTION.”

R-24-103-204 Small Purchases.

“Small purchases are those purchases costing less than \$25,000. Any supply or service may be procured in accordance with the dollar limits established by this rule. Procurements shall not be artificially divided so as to constitute small purchases under this section.”

R-24-103-204-01 Field Purchase Orders.

“Field Purchase Orders may be used to secure supplies, equipment or services from state price agreements (Rule R-24-102-202). They may also be used to procure supplies, equipment or services not on state price agreements within limits defined in Rules R-24-103-204-02, -03 and -04. Purchases of service equipment (e.g., photocopiers) must be approved by the Division of Central Services if within the four-county Denver Metro Area (Adams, Arapahoe, Jefferson and Denver), and telecommunication equipment purchases must receive prior approval from the Division of Telecommunications. Field Purchase Orders may not be used to procure vehicles.”

R-24-103-204-02 Competition Not Required.

“(a) Non-delegated Agencies. Agencies which have not been delegated Field Purchase Order authority may purchase supplies or services up to a limit of \$1,000 without benefit of competition. Items on a mandatory price agreement issued by the Division of Purchasing must be secured from the appropriate vendor.

“(b) Group I Agencies. Group I agencies may secure supplies up to a limit of \$1,000 without benefit of competition. Items on a mandatory price agreement issued by the Division of Purchasing must be secured from the appropriate vendor

“(c) Group II Agencies. Group II agencies may secure supplies up to a limit of \$5,000 without benefit of competition. Items on a mandatory price agreement issued by the Division of Purchasing must be secured from the appropriate vendor.

“(d) All agencies shall maximize the opportunity for minority-owned and women-owned business enterprises to receive orders that are issued when bids are not required.

“(e) The person doing the acquisition shall use professional judgment to ensure that the State is receiving maximum value. This rule does not preclude the option to receive written or telephone quotations.

“(f) With the prior approval of the State Purchasing Director or the head of a purchasing agency, agencies may secure commodities and services up to a maximum of \$75,000 without competition when those commodities and services will be used directly and exclusively to accomplish the update of computerized systems to accommodate the Year 2000. In such instances the agency shall select and negotiate with one or more vendors that offer a product or service capable of meeting the agency's needs. The purpose of the negotiations shall be to obtain the best value for the state in the procurement of the needed commodity or service.

“If abuses to this rule are discovered, the Director or head of a purchasing agency may revoke the purchasing authority.”

R-24-103-204-03 Documented Electronic/Telephone/Written Quotations For Supplies. (See quotation in the discussion of Documented Quotations, below.)**R-24-103-204-04 Procurement of Services Costing Less than \$25,000**

“Both Group I and Group II agencies may procure services up to a limit of \$25,000 without benefit of competition. It is recommended that agencies conduct a documented quote process when appropriate. Services on a mandatory price agreement issued by the Division of Purchasing must be secured from the appropriate vendor.”

B. Documented Electronic/Telephone/Written Quotations (DQ) R-24-103-204-03. The award is made to the responsive bidder who offers the lowest price for the products or services being requested. Technically, a Documented Quotation is a “non-competitive” process under the Procurement Code because it falls within the “Small Purchase” provisions (CRS 24-103-204). Since the process involves obtaining estimates from several vendors, however, it is probably more accurate to consider it a “quasi-competitive” process. *No evaluation committee is convened for these vendor selection methods although the end-user may be asked by the purchasing official to determine whether a vendor's quote meets the specifications.*

R-24-103-204-03 Documented Electronic/Telephone/Written Quotations For Supplies.

“(a) Group I Agencies. Group I Agencies may procure supplies not exceeding \$10,000 by use of documented quotations.

“(b) Group II Agencies. Group II Agencies may procure supplies not exceeding \$25,000 by use of documented quotations.

“(c) Each solicitation for documented quotations must include an adequate specification, delivery considerations, and other appropriate information. The response shall include complete information, as required in the solicitation, including the business name and the name of the person providing the quote. A minimum of three businesses, if available, that offer the particular commodity, shall be requested to quote prices. Award shall be made to the vendor offering the lowest responsive quotation, delivery and other terms considered. The successful vendor's offer shall be documented in writing to assure conformance with the state's needs and to acknowledge acceptance of the stated conditions. Solicitations for documented quotes must be conducted in accordance with R24-102-202.5-02.”

C. Emergency (CRS 24-103-206). *No evaluation committee is convened for this vendor selection method.* The award may be made to the vendor best able to meet the State's needs. Below is the definition of an emergency:

“Definition of Emergency Conditions.

An emergency condition is a situation which creates a threat to public health, welfare, or safety such as may arise by reason of floods, epidemics, riots, equipment failures, or such other reason as may be proclaimed by the using agency and approved by the director, head of a purchasing agency, or designee. The existence of such condition creates an immediate and serious need for supplies, services, or construction that cannot be met through normal procurement methods and the lack of which would seriously threaten:

- (a) the functioning of state government, or its programs;
- (b) the preservation or protection of property; or
- (c) the health or safety of any person or persons.”

D. Special Circumstances (CRS 24-103-206; Rule 24-103-206-04). *No evaluation committee is convened for this vendor selection method.* An award may be made to the vendor(s) meeting the State’s needs. Below is the definition:

“Special Circumstances Procurements.

There may be times where special circumstances will not allow normal procurement methods to be followed. These may include the acquisition of supplies or services to meet the needs of research projects, medical requirements, or other unique needs. If, in the opinion of the Director or head of a purchasing agency, because of special circumstances or needs, the threshold for documented quotations may be exceeded. In all such cases the procurement file must contain the reasons and circumstances involved. The following are examples of circumstances which could justify a special circumstances procurement:

- (i) when source selection is designed to identify multiple qualified providers with the intent to make award to all who are so identified and where fees or reimbursements are predetermined and not negotiable;
- (ii) when conditions and fees are fixed, all offers are to be accepted or rejected, and availability of providers is limited.”

3. Committee Membership.

Membership of an evaluation committee is not specifically addressed in the Procurement Code.

An evaluation committee should be comprised of unbiased people knowledgeable about the goods/services being procured, committed to putting in the time needed to complete a thorough evaluation. Private sector representatives may be on the committee as long as the agency is scrupulous in avoiding conflicts of interest. Also, it is recommended that a committee have an odd number of members, be fairly small (five or less), and have public members outnumber private sector members. **In this Department, the Organization Unit that is requesting the competitive solicitation submits a list of suggested committee members to the Purchasing Agent, who reviews the list and convenes the committee.**

If there is an actual or apparent conflict of interest for one or more proposed committee members to participate in the evaluation committee, the CDLE Purchasing Director will be consulted by the Purchasing Agent. A proposed committee member may be disallowed by the CDLE Purchasing Director if there is actual or an apparent conflict of interest that would adversely affect the fairness of the vendor selection process, which must be maintained pursuant to the Colorado Procurement Code.

Colorado Department of Labor and Employment Current Legal and Procedural Constraints Related to Purchasing and Contracting Processes	
Current Constraint	Source(s)
<i>Constraints Related to Prior Approval Requirements (before a private sector vendor can be solicited)</i>	
Prior approvals are required before seeking a private sector vendor to do a procurement for products and/or services as follows (no dollar limits, unless otherwise indicated) [approving office noted in brackets]: <ul style="list-style-type: none"> • All services, statewide. [Colorado Department of Personnel, General Support Services (GSS), Office of the Executive Director/State Controller.] • All graphic design services in the following counties: Adams, Arapahoe, Jefferson, and the City and County of Denver. [GSS, Division of Central Services.] • All printing/photocopying services in the following counties: Adams, Arapahoe, Jefferson, and the City and County of Denver. [GSS, Division of Central Services.] • All photocopiers and related services in the following counties: Adams, Arapahoe, Jefferson, and the City and County of Denver. [GSS, Division of Central Services.] • All microfilm/microfiche services in the following counties: Adams, Arapahoe, Jefferson, and the City and County of Denver. [GSS, Division of Central Services.] • All mail services in the following counties: Adams, Arapahoe, Jefferson, and the City and County of Denver. [GSS, Division of Central Services.] 	Colorado Revised Statutes, various provisions, especially: <ul style="list-style-type: none"> • CRS 24-17-101, et seq., as amended (State Department Financial Responsibility and Accountability). • CRS 24-18-101, et seq., as amended (Standards of Conduct -- Code of Ethics and Proscribed Acts Related to Contracts and Claims). • CRS 24-37.5-101, et seq. (Office of Innovation and Technology & Commission on Information Management). • CRS 24-30-101, et seq., as amended (Department of Personnel -- State Support

<ul style="list-style-type: none"> • All messenger services in the following counties: Adams, Arapahoe, Jefferson, and the City and County of Denver. [GSS, Division of Central Services.] • All forms management services in the following counties: Adams, Arapahoe, Jefferson, and the City and County of Denver. [GSS, Division of Central Services.] • All legal services (statewide). [Department of Law.] • All collection services (statewide). [GSS, Division of Central Services.] • All computer/data processing purchases (products or services) exceeding \$25,000 (statewide, excluding Higher Education). [Governor’s Office of Innovation and Technology.] • All statewide communications and information infrastructure (statewide, including Higher Education). [Governor’s Office of Innovation and Technology, Commission on Information Management.] • All communication services and equipment (statewide). [GSS, Division of Telecommunications.] • All vehicles (three-quarter ton and under and one ton vans) and related products (statewide). [GSS, Division of Central Services, Fleet Management.] • All furniture products (statewide). [Department of Corrections, Juniper Valley Products.] • All signs and flags (statewide). [Department of Corrections, Juniper Valley Products.] • All leases (statewide). [GSS, State Buildings and Real Estate.] • All rights of way (statewide). [GSS, State Buildings and Real Estate.] • All capital construction (statewide). [GSS, State Buildings and Real Estate, Capital Construction Section.] 	<p>Services).</p> <ul style="list-style-type: none"> • CRS 24-30-201, et seq., as amended (Accounts & Control). • CRS 24-30-901, et seq., as amended (Telecommunications Coordination within State Government). • CRS 24-30-1101, et seq., as amended (Division of Central Services). • CRS 24-30-1301, et seq., as amended (State Buildings). • CRS 24-30-1401, et seq., as amended (Negotiation of Consultants• Contracts). • CRS 24-30-1501, et seq., as amended (Division of Risk Management). • CRS 24-30-1601, et seq., as amended (General Government Computer Center). • CRS 24-30-1801, et seq., as amended (Telecommunications Advisory Commission).
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Constraints Related to Purchasing Preferences

<p>Various purchasing preferences exist in State law, in the following order of precedence:</p> <ul style="list-style-type: none"> • Correctional industries (Juniper Valley). • Industries for the visually impaired. • Industries for personal with severe disabilities. • Minority-owned and Women-owned Business Enterprises (MBE/WBE). • Compliance with federal requirements. (When a procurement involves the expenditure of federal assistance or contract funds, the Executive Director of the Department of Personnel or the Head of a purchasing agency (CDLE Purchasing Director) shall comply with the appropriate federal law and the rules and regulations promulgated pursuant to such law which are mandatorily applicable. 	<p>Colorado Revised Statutes, various provisions, including:</p> <ul style="list-style-type: none"> • CRS 24-111-102(1)(A) and CRS 17-24-111, et seq., as amended. • CRS 24-111-102(1)(B) and CRS 26-8.2-103, et seq., as amended. • CRS 24-30-1201, et seq., as amended, and CRS 24-111-102(1)(C). • Colorado Procurement Rules, R-24-111-102-01 & -02, as amended. • CRS 24-111-103, et seq., as amended.
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Constraints Related to Vendor Selection (Procurement Code/Rules/Purchasing Bulletins)

Any product/service on a <i>mandatory</i> State Price Agreement shall only be purchased from that/those vendor(s), under the terms and conditions stipulated in the particular Price Agreement. Example: Faison/ Corporate Express for office supplies in the Denver metropolitan area.	Colorado Procurement Code & Rules (CRS 24-101-101, et seq., as amended)
Any product/service on a <i>permissive</i> State Price Agreement should only be purchased from that/those vendor(s), under the terms and conditions stipulated in the particular Price Agreement.	Colorado Procurement Code & Rules (CRS 24-101-101, et seq., as amended)
Competitive vendor solicitations for products and/or services (as noted above) must be issued by purchasing officials in the Procurements and Special Projects Unit on the BIDS system.	Colorado Revised Statutes 24-102-101, et seq., as amended. Group II Purchasing Delegation.
Purchases of products and/or services should, as much as possible, be recorded on the COFRS Extended Purchasing Subsystem (EPS).	Group II Purchasing Delegation.
All procurements must be conducted in accordance with State law and the terms and conditions of the Group II Purchasing Delegation.	Colorado Revised Statutes 24-102-101, et seq., as amended. Group II Purchasing Delegation.
CDLE must conduct statewide procurements of commodities (products) and/or services where CDLE demonstrates special needs and expertise.	Group II Purchasing Delegation.
CDLE's Purchasing Director and all staff involved in activities conducted pursuant to the Group II Purchasing Delegation Agreement are subject to the supervision and control of the Department of Personnel's Executive Director and the State Division of Purchasing.	Group II Purchasing Delegation and Colorado Revised Statutes 24-102-302.
CDLE must provide skilled, qualified, professional purchasing agents to conduct specified Procurements.	Colorado Revised Statutes 24-102-101, et seq., as amended. Group II Purchasing Delegation.
CDLE's Purchasing Director must attend and participate as an active member of the State Purchasing Procurement Advisory Council.	Group II Purchasing Delegation.
CDLE must provide reports or other information, as requested, of all procurement activities to the State Division of Purchasing, including statutorily mandated reports such as the State Privatization Report and Recycled Paper Usage Report.	Colorado Revised Statutes, 24-101-101, et seq., as amended. Group II Purchasing Delegation.
CDLE shall permit the Division of State Purchasing to monitor all purchasing activities as State Purchasing, in its sole discretion may deem necessary or appropriate.	Group II Purchasing Delegation.
CDLE must accept responsibility for assuring that the Group II Purchasing Delegation standards and the Colorado Procurement Code/Rules are met and for any and all noncompliance.	Group II Purchasing Delegation.
CDLE must comply with the Governor's Executive Orders on Minority Business Opportunities and on Women's Business Enterprises.	Colorado Procurement Rules R-24-103-203-09. Group II Purchasing Delegation. Governor's Executive Orders.
CDLE's Purchasing functions shall be independent of the CDLE's accounting functions.	Group II Purchasing Delegation.

Group II purchasing (vendor selection*) delegation limits:

- Goods/products and services may be purchased from the vendor(s) listed on a State Price Agreement without conducting any further competitive vendor solicitations, up to the Price Agreement dollar or volume limits, if any.
- Goods/products may be purchased from any vendor(s) without conducting any further competitive vendor solicitations, up to \$5,000 (discretionary spending authority provisions).
- Services may be purchased from any vendor(s) without conducting any further competitive vendor solicitations, up to \$25,000 (discretionary spending authority provisions).
- Vendor solicitations for goods/products costing at or above \$5,001 must be posted on the State’s Bid Information Distribution System (BIDS), using the Documented Quotation process.
- Vendor solicitations for goods/products costing at or above \$5,001 must be posted on the State’s Bid Information Distribution System (BIDS), using the Documented Quotation process.
- Vendor solicitations for products or services costing at or above \$25,001 must be posted on the State’s Bid Information Distribution System (BIDS), using either the Invitation For Bids (IFB) or Request For Proposals (RFP) process.
- Sole source vendor selection method can only be used if there is only one product or service that can meet the State’s need and only one possible vendor who can supply that product or service. (There is no dollar limitation on sole source procurements, but the validity of the sole source must be reviewed periodically, usually annually, to determine if any other vendor(s) is/are available.)
- Emergency or Special Circumstance procurements can be used as a vendor selection method only to cover the emergency. (There is no dollar limitation on emergency procurements, but the scope of the emergency limits the total amount that can be appropriately considered to be covered under the emergency provisions of the Procurement Code/Rules. For example, if a water pipe breaks, a vendor can be called to repair the broken pipe. If all of the pipes must be replaced to prevent future problems, that is outside the scope of the emergency and the vendor solicitation must be conducted under another provision of the Procurement Code/Rules.)

* Vendor selection only. Separate requirements exist related to the required commitment voucher (e.g., contract, purchase order, etc.). Also, the above limits only apply to authorized purchasing officials in the Procurements and Special Projects Unit.

Subdelegated purchasing (vendor selection*) authority within CDLE is currently limited to \$3,000 for products/goods (with exceptions noted below) with no delegation of authority for services. All other vendor solicitations must be submitted to and processed by the Procurements and Special Projects (PSP) Unit.

The following exceptions apply to the authority for Organization Unit members to purchase products/goods:

- **All furniture purchases**, including chairs, tables, desks, bookcases, and so forth. *[Submit a Procurement Request Form to the Procurements Unit for proper processing of all such purchases.]*
- **All computer equipment, supplies, services, software, and so forth.** *[Submit a Request For Services (RFS) to the Office of Information Management (IMO) for proper processing of all such purchases. IMO will coordinate with the Procurements Unit to ensure the purchases are properly handled.]*
- **All telephone equipment, supplies, services**, including, but not limited to Departmental telephone system(s) lease and/or purchase, maintenance, and

CDLE Standard Procedure-92

associated supplies and services; all fax equipment and lines; all pager leases and/or purchases and services; all cellular telephone leases and/or purchases and services. *[Submit a Procurement Request Form to the Procurements Unit for proper processing of all such purchases.]*

- **All purchases in excess of \$3,000 annually for which an “Open-Ended” (OE) Purchase Order to a vendor (with “just-in-time” delivery) would be more appropriate and cost-effective.** *[Contact a Purchasing Agent in the Procurements and Special Projects Unit for advice as to when an “OE” could be of use.]*
- **All personal services purchases, regardless of dollar amount and length of time the service will be provided, must be submitted to the Procurements Unit for processing, in advance of any commitment being made to any vendor.** *[Contact a Purchasing Agent or the Contracts Administrator in the Procurements and Special Projects Unit for advice and assistance. Also, see Supplemental Document _____, GSS Personal Services, _____, for a comprehensive list of all types of purchases that are included in the definition of a “personal service.”]*

All vendor solicitations for products on a Mandatory State Price Agreement (regardless of dollar amount) must be submitted to and processed by the Procurements and Special Projects (PSP) Unit.

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Constraints Related to Personal Services Purchases (Personnel Code/Rules)

<p>All personal services purchases (regardless of the total dollar amount involved and whether or not a purchase order or contract is used as the commitment voucher) must be approved, in advance, by the Colorado Department of Personnel (General Support Services, GSS), Office of the Executive Director/State Controller, unless a program waiver has been obtained or the type of purchase is specifically excluded (e.g., one-time, non-recurring, less than six months)..</p>	<p>Colorado Revised Statutes 24-50-501, et seq., as amended, Contracts for Personal Services.</p>
<p>All personal services purchases must be reported annually (on or before September 30th, for the previous fiscal year) to the Colorado Department of Personnel, GSS, Office of the Executive Director.</p>	<p>Colorado Revised Statutes</p>

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Constraints Related to Commitment Voucher Requirements

<p>A contract or purchase order must be fully executed prior to a contractor providing a product or beginning work. “Back-dating” the effective date of contracts or purchase orders is a violation of law.</p>	<p>Constitution of Colorado, Article V, Section 33 and Article XII, Section 13(2). Colorado Revised Statutes, various provisions.</p>
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<p>The State Controller (or his delegate) shall examine each contract to ascertain whether or not the proposed expenditure is authorized by the appropriation to which it is charged, whether or not the process is in accordance with law or administrative rules or is fair and reasonable, and whether or not the expenditure exceeds the unencumbered balance of the appropriate to which it is charged.</p> <p>No disbursements shall be made in payment of any liability incurred on behalf of the state, other than from petty cash, unless there has been previously filed with the Division of Accounts and Control a commitment voucher. Commitment vouchers may be in the form of an advice of employment, a purchase order, a copy of a contract, or a travel authorization or in other form appropriate to the type of transaction as prescribed by the Controller.</p>	<p>Colorado Revised Statutes, 24-30-201 and 202, as amended.</p>
<p>Purchases of products and/or services at or above \$3,001 must be recorded as a valid encumbrance in COFRS (or other accounting system approved by the State Controller), prior to the product and/or services being provided or commenced. (Failure to do so is a violation of State law.) Valid encumbrances for accounts payable are usually recorded via a contract or purchase order.</p>	<p>Colorado Revised Statutes 24-30-202, as amended, Procedures for Vouchers and Warrants and related Fiscal Rules.</p>
<p>A State Agency (or Department) shall negotiate and process a State Contract (rather than use a Purchase Order or other commitment voucher) when:</p> <ul style="list-style-type: none"> • Acquiring personal services costing over \$25,000, including maintenance and service agreements. • Leasing land, building, or other office or meeting space when the rental is for more than thirty days. • Acquiring architectural services, engineering services, land surveying, and landscape architectural services. • Expending capital construction or controlled maintenance project funds in excess of \$25,000, unless the plans and specifications for the expenditure have been prepared by or reviewed and approved by a licensed architect or registered engineer. If plans and specifications have been prepared by or reviewed and approved by a licensed architect or registered engineer a purchase order may be used in lieu of a State Contract, unless the projects costs exceed \$50,000. • Protecting the interest of the State can only be accomplished by using a State Contract because other Commitment Vouchers are not considered sufficient to adequately protect the State. When questions arise in this area the State Controller's Office or the Attorney General's Office should be contacted for assistance. 	<p>Colorado Revised Statutes, 24-30-202, as amended. Colorado Fiscal Rules.</p>
<p><i>Constraints Related to Various Or other Oversight Agencies/Responsibilities and/or Other Requirements</i></p>	
<p>Colorado Attorney General shall be the legal counsel and advisor of each department, divisions, board, bureau, and agency of the state government other than the legislative branch.</p>	<p>Colorado Revised Statutes 24-31-101, et seq., as amended.</p>
<p>Division of Risk Management (Department of Personnel) governs all purchase order and contract requirements associated with hold harmless, indemnification, and/or insurance language and minimum requirements for all contractors doing business with the State of Colorado. (All related requirements are geared toward limiting the State of Colorado's liability and risk.)</p>	<p>Constitution of Colorado. Colorado Revised Statutes (Colorado Governmental Immunity Act, 24-10-101, et seq., as amended). Colorado Revised Statutes (Risk Management Act, 24-30-1501, et seq., as amended).</p>

<p>State Buildings and Real Estate Program (subdivision of the Division of State Purchasing, Department of Personnel/GSS), is responsible for all Capital Construction and controlled maintenance and related emergency projects and activities. (Additional requirements apply to both types of activities which are not outlined here.)</p>	<p>Colorado Revised Statutes, 24-30-1301, et seq., as amended.</p>
<p>Uniform Commercial Code (UCC) provides additional direction for vendor-State relationships related to the purchase of products (not services).</p>	<p>Colorado Revised Statutes, Title 4.</p>
<p>Expired contracts or purchase orders cannot be amended or modified; new agreements must be prepared and fully executed before products can be provided or services furnished by the vendor.</p>	<p>Colorado Revised Statutes (Controller's Statutes).. Colorado Controller's policies and procedures governing the State's accounting system.</p>
<p>COFRS transactions cannot be finalized (approved) until all coding is correct, then must be processed overnight.</p>	<p>Colorado Revised Statutes (Controller's Statutes).. Colorado Controller's policies and procedures governing the State's accounting system.</p>
<p>If complete and accurate coding is not provided at the time a Procurement Request Document (PRD), i.e., currently an Agency Internal Requisition (AIR) form or Contract/Lease Request, is submitted to the Procurements and Special Projects Unit and/or inadequate funds are available in the proper accounts, delays in the processing of the request will occur.</p>	<p>Colorado Revised Statutes (Controller's Statutes).. Colorado Controller's policies and procedures governing the State's accounting system. CDLE policies and procedures governing budgeting and accounting practices.</p>
<p>Documentation of the receipt of goods/services according to the statement of work or other specifications contained in the vendor solicitation and commitment voucher (e.g., purchase order or contract) must be provided by program managers/staff prior to payment(s) being made to the vendor.</p>	<p>Colorado Controller's Statute/ Fiscal Rules and general government accounting standards.</p>
<p>All requests for purchases (vendor selections) and contracts must be properly coded for accurate accounting.</p>	<p>Colorado Fiscal Rules, general government accounting standards, and CDLE policies.</p>
<p>Increased accountability at the program/department levels are being demanded by Central Approving Agencies (e.g., State Purchasing, State Controller, Attorney General). There is a lower tolerance level for violations and oversight.</p>	<p>State Controller, State Purchasing, and Attorney General's Office policies and procedures.</p>
<p>Spending authority and a sufficient appropriation (with applicable coding) must be available.</p>	<p>Colorado Revised Statutes (and annual Long Bill). State of Colorado and CDLE accounting standards/practices.</p>
<p>Protests or appeals of vendor selection and contract issues must initially be heard by the CDLE Purchasing Director, then routed to the Division of State Purchasing and District Court of the City and County of Denver, if not resolved to the vendor's and State's satisfaction.</p>	<p>Colorado Procurement Code/ Rules.</p>
<p>Vendor performance must be monitored and proper oversight provided by the responsible program administrator.</p>	<p>Colorado Revised Statutes, various provisions. Colorado Fiscal Rules. Colorado Contract Procedures and Management Manual.</p>

Constraints Related to Internal (within CDLE) Routing Requirements

<p>For some products and/or services additional departmental (i.e., within CDLE) approvals are required before purchases of products and/or services can be made by the Procurements and Special Projects Unit staff. All such approvals must be included on the AIR form or contract/lease request prior to its/their submission to the Procurements and Special Projects Unit (PSP Unit) for processing. If the approvals are not provided in advance, CDLE policies require the PSP Unit staff to re-route the request to obtain the necessary approvals before the vendor selection and commitment voucher processes can commence. Among the approvals that must be obtained by the ORGN Unit manager/staff member are:</p> <ul style="list-style-type: none"> A. Executive Director approval of out-of-state travel and memberships. B. Public Relations' approval of Departmentally-created publications. C. Human Resources' verification that hiring a person, rather than contracting for services, is not an option because an FTE position is not available and no candidate can be provided through the Job Service Centers. D. Staff Development's approval of training and related purchases. E. Risk Management's approval of furniture purchases. F. Office of Information Management's approval of all computer-related products and services. 	<p>CDLE policies, procedures, and practices.</p>
<p>Following receipt of a request to prepare a payables contract by the program administrator (assuming a valid vendor selection has already been conducted), the following routing requirements (within CDLE) applies:</p> <ul style="list-style-type: none"> • Drafting and preparation of the encumbrance (commitment document in COFRS) is done by the Contracts Administrator (Lisa Eze) or her principal back-up (Becky Greben). • Quality assurance (Becky Greben for Lisa or vice versa). • Corrections made to the draft contract by the Contracts Administrator or her back-up, based on quality assurance review. • Accounts Payable review (Les Shenefelt or Deb Blesh). • Pre-approved contract review (for Phase I Waived contracts) by Maryann Motza (Lorraine Burger, Lisa Eze, Becky Greben are back-ups). • Associate Director for Finance (Mel Madden). • Office of Information Management (Steve McNally), if computer/systems-related. • Appointing authority (Bob Hale for all Employment Programs• contracts; Jeff Wells for all leases). • Contract Administrator (Lisa Eze) for corrections made by any of the above. • Contractor/vendor (for signature). • Contract Administrator (Lisa Eze) for routing to the Executive Director for signature. • Executive Director for signature/approval 	<p>CDLE policies, procedures, and practices.</p>

Constraints Related to External (outside of CDLE) Routing Requirements

<p>Contract routing continues outside CDLE, as follows:</p> <ul style="list-style-type: none"> • Contract Administrator (Lisa Eze) for routing to external approvers: <ul style="list-style-type: none"> • CDLE Purchasing Director (on behalf of State Purchasing). • State Personnel/Privatization Program Administrator (if a Personal Services Waiver does not exist for the service). • Attorney General's Office. • State Controller or delegate (Mel Madden) for signature and approval of encumbrance document. • Contract Administrator (Lisa Eze) -- to oversee copying and distribution of the final contract (following approval of all appropriate external approvers). 	<p>Colorado Revised Statutes, various provisions. Colorado Procurement Code/ Rules. Colorado Fiscal Rules.</p>
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All contracts routed for external approval must be recorded on the COFRS CLIN (Contract Logging Inquiry Table).	Colorado Controller's Office policies and procedures (in response to a State Audit exception).
A contract rejected by the Colorado Attorney General's Office cannot be approved by a delegated State Controller (such as Mel Madden). Any contract rejected by the Attorney General must be forwarded to the State Controller for review and signature.	Colorado Revised Statutes and Colorado Fiscal Rules.

xi) include a description of the process by which State and Local Boards were created.

The State Council was created by the Governor through Executive Order in accordance with WIA and state statute. Local boards were appointed by the chief elected official in accordance with WIA and the state policy described above.

b) Welfare-to-Work, provide a description of the implementation of this program by Local Boards across the State, including the roles and responsibilities of the State WtW Administrative Agency and the TANF agency; a list of the subState areas and the local entities responsible for program administration; and the program's implementation target dates.

Welfare-to-Work (WtW) is a collaborative effort involving CDLE, the Colorado Department of Human Services (DHS), the 63 county departments of human services, Child Support Enforcement and selected county offices, the Colorado Department of Corrections, and the 18 workforce regions and subregions. The state is working to strengthen current partnerships with other organizations (i.e. public and private, faith- and community- based organization) to fill service gaps and ensure the effective delivery of services.

Colorado is unique in that both TANF and substantial workforce development activities are decentralized and administered at the local level to provide as much flexibility as possible in service design and delivery. TANF is administered at the county level, and counties either directly provide TANF work activities, or contract with a workforce region or other agency to provide these services.

Many of the regions cover multiple counties, requiring careful coordination between the local boards, county departments of social services, and other service providers (as applicable) to ensure the success of the regional WtW programs.

Colorado received its first year funding for WtW in July, 1998, and began implementation of the program at that time by issuing local planning guidelines, and providing technical assistance in the development of local programs. The substate areas are:

SDA	Main Office	Area Served
Adams County Employment Center	Commerce City, CO	Adams
Arapahoe/Douglas WORKS!	Aurora, CO	Arapahoe, Douglas
Workforce Boulder County	Boulder, CO	Boulder
Pikes Peak Workforce Connection	Colorado Springs, CO	El Paso, Teller
Tri-County Workforce Center	Golden, CO	Jefferson, Clear Creek, Gilpin
Larimer County Workforce Center	Fort Collins, CO	Larimer
Mayor's Office of Employment and Training	Denver, CO	City & County of Denver
Employment Services of Weld County	Greeley, CO	Weld
Rural Service Delivery Area	Eastern	Morgan, Logan, Sedgwick, Phillips, Washington, Yuma, Elbert, Lincoln, Kit Carson, Cheyenne
Balance of State – Divided into 10 subregions	Rural Resort	Eagle, Garfield, Lake, Pitkin, Summit
	Northwest	Grand, Jackson, Moffat, Rio Blanco, Routt
	Upper Arkansas	Park, Chaffee, Fremont, Custer
	Southeast	Kiowa, Crowley, Otero, Bent, Prowers, Baca
	South Central	Saguache, Mineral, Rio Grande, Alamosa, Huerfano, Las Animas, Conejos, Costilla
	Southwest	Dolores, San Juan, Montezuma, La Plata,

	Archuleta
Pueblo	Pueblo
Western	Delta, Gunnison, Hinsdale, Montrose, Ouray, San Miguel
Mesa	Mesa

All regions have submitted plans for both fiscal years, and are actively participating in the program. Colorado, and the regions, will continue to operate the program through September 2004, the expiration date of the second year funding.

CDLE is responsible for:

- a. Providing overall administration of WtW funds, consistent with statutes, regulations and the state plan.
- b. Developing the state plan in coordination with appropriate state and local entities.
- c. Distributing funds to regions.
- d. Conducting oversight and monitoring of WtW activities and funds expenditures at the state and local level.
- e. Ensuring coordination of regional fund expenditures with State TANF and other program expenditures.
- f. In coordination with the Governors Office, management and distribution of state level WtW (15%) funds.
- g. Ensuring the 15% administration limitation and the match requirements are met.
- h. Ensuring the worker protections provisions are observed and an appropriate grievance process is established.
- i. Cooperating with CDHS on the evaluation of WtW programs.
- j. Providing technical assistance to regions.
- k. Establishing internal reporting requirements and ensuring federal reports are accurate and timely in coordination with DHS.
- l. Ensuring that the state meets the 50% cash and in-kind match requirement.

CDHS is responsible for:

- a. Assisting CDLE in the development of the state WtW plan.
- b. Collecting data from local TANF agencies regarding expenditures on allowable activities for WtW eligible clients, calculating the amount funded through the use of excess Maintenance of Effort (MOE) funds, and reporting the amount that can be counted towards the cash match requirement to CDLE.
- c. Coordinating internal reporting requirements with CDLE and ensuring federal reports are accurate and timely.
- d. Cooperating with CDLE on the evaluation of WtW programs.

Timetable

First Year funds received	7/31/98
Local 1 st year plans received	8/24/98
SDA 1 st year contracts effective	10/1/98
Regions begin implementation	10/1/98
Second Year Plan Submitted	6/29/99
Received Governor's Guidelines for use of 15% funds	9/15/99
Second Year funds Received	8/29/99
Local 2 nd year plans received	10/31/99
SDA 2 nd year contracts effective	1/1/00
RFP for special projects issued	3/1/00
Contracts for special projects effective	7/1/00
2 nd RFP for special projects issued	8/30/02
Contracts for 2 nd special projects effective	10/30/02
1 st year funding ends	6/30/03
2 nd year funding ends	9/28/04

(c) *Vocational Rehabilitation*: The Colorado Department of Human Services is the sole State agency which administers the State plan for vocational rehabilitation in Colorado. In accordance with Section 101(a)(2)(B)(ii) of the Rehabilitation Act (Title IV of the Workforce Investment Act of 1998), the Division of Vocational Rehabilitation is the designated State Unit within the Department of Human Services which is responsible for administration of the State agency's vocational rehabilitation program under the State plan. The Division of Vocational Rehabilitation is solely responsible for all decisions affecting eligibility for vocational rehabilitation services, approval of the nature and scope of available vocational rehabilitation services, and the provision of vocational rehabilitation services; the determination that an individual with a disability has achieved an employment outcome after receiving vocational rehabilitation services; policy formulation and implementation for the vocational rehabilitation program; and, allocation and expenditure of vocational rehabilitation funds. These responsibilities may not be delegated to any other

agency or individual.

The Division of Vocational Rehabilitation employs over 100 vocational rehabilitation counseling staff located in 24 vocational rehabilitation offices across Colorado. These counselors are responsible for determining eligibility; assisting eligible individual with disabilities with employment planning, as needed; and, arranging for and coordinating the provision of vocational rehabilitation services. Vocational rehabilitation services are typically purchased from and provided by community-based vendors in local communities.

F. Funding

1. What criteria will the State use, subject to each program's authorizing law, to allocate funds for each of the programs included in the unified plan? Describe how the State will use funds the State receives to leverage other Federal, State, local, and private resources, in order to maximize the effectiveness of such resources, and to expand the participation of business, employees, and individuals in the Statewide workforce investment system. (WIA §112(b)(10))

Each of the partner agencies will allocate funds consistent with its federal requirements. Please refer to the following subsections or attached plans/updates for specific information. It should be noted that the ability of the state and many of the local entities to leverage private resources may be restricted due to state constitutional restrictions on revenue and expenditures, and that the ability to leverage other state and local resources may be similarly limited. In addition, the restrictions may make in necessary to rely extensively on in-kind methods of support.

State partner agencies will strongly encourage their local providers to coordinate services and share resources, as appropriate. The state will also provide technical assistance to their local providers to assist them in applying for federal and private grants.

The state will continue to look for opportunities to share resources. Past examples include the cooperation of the Departments of Human Services, Corrections and Public Safety to identify sources of match for the WtW program, use of agency staff time and resources to participate in the joint planning process, use of office and meeting space, collaboration between the Departments of Labor and Employment and Human Services to implement O*NET, joint grant writing, etc.

Most funding received by the state is appropriated by the state legislature, and allocated by state agencies to their local programs in accordance with federal and state requirements. The state partner agencies will ensure that their local programs coordinate and share services as appropriate and in accordance with federal and state requirements.

The following agencies (funding sources) are required by state legislature to contribute funding to support the State Council and the Office of Workforce Development: Department of Labor and Employment (WIA), Department of Human Services (TANF, Older Americans Act), Department of Higher Education (Perkins), Department of Education (Adult Basic Education), and Department of Local Affairs (CSBG).

In answering the above question, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs:

i) describe the methods and factors the State will use in distributing funds to local areas for youth activities and adult employment and training activities under sections 128 (b)(3)(B) and 133(b)(3)(B) including a description of how the individuals and entities represented on the State board were involved in determining such methods and factors of distribution and how the State consulted with chief elected officials in local areas throughout the State in determining such distributions. (§112(b)(12)(A))

Colorado will use the straight federal formulas (1/3-1/3-1/3) prescribed in WIA for youth activities and adult employment and training activities, without any additional factors, and apply the optional 90% hold-harmless provision. Funds will be allocated as follows:

Region	Youth	Adult
Adams	\$313,131.85	\$293,649.85
Arapahoe/Douglas	\$281,708.27	\$250,419.76
Boulder	\$174,259.87	\$142,560.96
Denver	\$1,031,496.35	\$1,034,321.00
Larimer	\$227,959.03	\$213,899.56
Pikes Peak	\$757,182.13	\$709,309.58
Rural	\$2,274,889.05	\$2,330,308.56
Tri-County	\$227,624.68	\$212,959.20
Weld	\$279,836.77	\$260,535.53

The decision-making process included a subcommittee of the State Council working in conjunction with Colorado Counties, Inc. (a statewide association of county commissioners). This group thoroughly researched all options, and forwarded its recommendations to the State Council where they were subsequently approved and forwarded to the Governor for final approval.

The local elected officials in the Rural region will be responsible for determining their subregion allocations. If they choose not to accept this responsibility, or are unable to reach agreement on the allocations, the State Council will make recommendations to the Governor regarding the subregion allocations.

ii) describe the formula prescribed by the Governor for the allocation of funds to local areas for dislocated workers in Employment and Training activities. (§112(b)(12)(C))

For PY00, PY01, and PY02, the State allocated the 60% of dislocated worker funds to local areas based on the allocation formula below prescribed by the Governor in accordance with WIA requirements. The formula utilized the most current and appropriate information available to the Governor. Colorado based the dislocated worker allocation on the following factors and weights:

Factors	Weight
Insured unemployment	49%
Unemployment concentrations (1)	5%
Plant closings and mass layoff	1%
Declining industries	15%
Farmer-rancher economic hardship	5%
Long-term unemployment (2)	25%
(1) Areas of Substantial Unemployment w/average unemployment of 6.5% or greater	
(2) Claims lasting 15 weeks or longer	

Dislocated worker funds for PY00 were allocated to the local regions as follows:

Region	Dislocated Worker
Adams	\$382,605.05
Arapahoe/Douglas	\$535,952.98
Boulder	\$280,881.77
Denver	\$779,980.91
Larimer	\$255,760.28
Pikes Peak	\$653,370.94
Rural	\$1,755,519.06
Tri-County	\$525,511.74
Weld	\$210,839.87

The local elected officials in the Rural region were and are responsible for determining their subregion allocations. If they choose not to accept this responsibility, or are unable to reach agreement on the allocations, the State Council will make recommendations to the Governor regarding the subregion allocations.

During PY01, Colorado experienced the second highest unemployment rate increase in the nation, resulting in a 100% rise in demand for WIA services. In the spring and summer of 2002, the situation was compounded by a severe fire season and record drought, severely impacting one of Colorado’s major industries—tourism. The resulting layoffs delayed the State’s economic recovery and further increased client enrollments in our workforce centers. Concurrently, WIA funds were reduced for PY02, and a rescission of PY01 WIA Dislocated Worker was implemented.

To address the growing disparity between resources available and client demand for services, Colorado identified a portion of its PY02 25% Rapid Response and 10% Discretionary funds for allocation to the local regions. At the same time, we applied the current allocation formula and determined that the resulting sub-state allocations did not accurately reflect the current need for supplemental funding. For example, the workforce region with the lowest expenditure rate for Dislocated Worker funding was slated to receive the highest supplemental allocation.

An analysis of the current formula factors revealed that reliance upon unemployment and labor market statistics alone was overlooking the real-time experiences of the local workforce centers. In conference with workforce regional directors and the Office of Workforce Development, the State developed a formula that incorporates increased levels of enrollment, as well as increased usage of funding resources, while retaining a single factor for the unemployment rate. The new formula is as follows:

Factors	Weight
Unemployment Rate	33.33%
Expenditure Rate for Dislocated Worker Funds	33.33%
Dislocated Worker Enrollments	33.33%

This formula will be applied to the PY02 25% and 10% funds that will be allocated to the workforce regions.

PY02 Layoff Reserve and 10% Discretionary Fund Allocation Chart

Region	Total
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Adams	\$39,799.34
Arapahoe	\$48,037.72
Boulder	\$38,923.66
Denver	\$46,700.76
El Paso	\$61,683.69
Larimer	\$36,360.62
Rural	\$41,427.43
Tri-County	\$33,815.17
Weld	\$38,251.61
Total	\$385,000.00

The local elected officials in the Rural region will continue to be responsible for determining their subregional allocations. If they choose not to accept this responsibility, or are unable to reach agreement on the allocations, the State Council will make recommendations to the Governor regarding the subregional allocations.

iii) describe, in detail, the plans required under Section 8 of the Wagner-Peyser Act which will be carried out by the State. (§112(7))

Integration of Wagner-Peyser Act services into the system – Service funded by the Wagner-Peyser Act are an integral part of Colorado’s workforce development system and do not exist as a stand-alone system. Services are universally available and include the full range of services described in Section 7(a) of the Wagner-Peyser Act.

The Colorado Department of Labor and Employment has been designated the State Employment Security Agency and retains full responsibility for the state’s Wagner-Peyser allocation. CDLE will contract with the workforce regions to provide basic labor exchange services. Regions have the option of either delivering services themselves or requesting that the state continue to provide services. Contracts are performance-based and delineate a minimum set of core services that must be provided. Regions are required to submit an annual plan indicating how they will provide services, and how services will be integrated with other services and programs to create a seamless system of service delivery. Each region is monitored on an annual basis to ensure compliance with the terms and conditions of the contract as well as the federal requirements governing the Employment Service. The state also issues policy guidance letters and provides technical assistance to the regions on an as-needed basis.

Wagner-Peyser-funded staff are either state or county merit system employees, and positions vacated by state employees are replaced by county employees (except in those regions where the State is the service provider).

The formerly stand-alone automated systems for the Wagner-Peyser and Job Training Partnership Act (JTPA) programs were integrated into a single system to facilitate the integration of employment and training programs under WIA. In addition to a single automated system for Wagner-Peyser and WIA, the state is in the process of creating a “screen scrape” to pull common data elements from the automated systems of partner programs to eliminate duplicate information gathering. This “screen scrape” will become bi-directional once the programming for the new Department of Human Services’ automated system is complete.

Integration of unemployment insurance (UI) services into the system - All UI services are provided through a centralized telephone system administered by CDLE. The regions provide information as to how to access the system, and, when necessary, may provide access to a telephone. All inquiries regarding unemployment insurance, claimant information, benefits, etc. are referred to the UI program.

An interface has been created between the UI (CUBS) and workforce development (JobLink) automated systems to transmit information back and forth. When a new claim is filed, the common data elements are copied from CUBS and used to create a preliminary registration file in JobLink; at the same time, a daily report is generated that contains the names and social security numbers of all claimants who have filed a new, reopened or additional claim and need to register for work. After the claimant registers for work with the workforce center, the information is transmitted to UI and their claim record is automatically updated.

Work test and feedback requirements for all UI claimants - Colorado requires all claimants to engage in an active work search for each week of benefits claimed, unless they meet the requirements of “job attached status”, or receive a waiver for “approved training” activities.

The Colorado Unemployment Benefits System (CUBS) software is linked electronically with the current JobLink client database and, once a claim is filed, generates a partial registration for use by workforce center staff. Due to this linkage, duplicative data entry is avoided and UI is automatically notified if the work registration is not completed prior to issuance of the first benefits check. UI staff will be provided limited on-line access to relevant information in the JobLink database and can check registration records at any time.

Workforce center staff utilize an e-mail system to notify UI when claimants do not report for interviews, refuse suitable job offers, or are otherwise not able, available or actively seeking work. In addition, links between JobLink and CUBS have been added to include reporting work test issues and inactivation of registrations to UI. There is also some discussion regarding the feasibility of using the automated systems to notify the workforce centers when a claim is inactivated. This will allow systematic follow-up of clients not complying with the UI work test requirements or needing additional services if a claim is exhausted.

Eligibility Review Program - Wagner-Peyser staff do not directly participate in the formal Eligibility Review Program. Rather the Unemployment Insurance staff take primary responsibility for ERP activities. Wagner-Peyser staff assist the program by electronically notifying UI program staff when information provided by claimants or prospective employers raises a possible issue under the able, available, and actively seeking work requirements. In this way the Wagner-Peyser staff help ensure that UI benefits are properly paid. It is the responsibility of UI program staff to follow-up on any information provided and make any necessary eligibility determinations.

Worker Profiling and Reemployment Services - Profiled UI claimants have access to the full array of Wagner-Peyser and dislocated worker services offered by a local workforce center. Once the profiled claimant participates in a group orientation, he/she will be informed of the service options, the assessment and reemployment planning process, availability of training resources, their rights and responsibilities, and the effect of non-participation on their eligibility to draw UI benefits.

At a minimum the profiled UI claimant can take advantage of the following core services:

- Initial assessment
- Self-directed job search including use of computers, faxes, telephones, and access to the Internet
- Staff assisted job search, job referrals, and job clubs
- Job search workshops, vocational guidance, and labor market information

If a profiled claimant's job search is not successful after using these resources, he/she would be registered for intensive services and ultimately training services including:

- In-depth assessment
- Counseling
- Testing
- Employability planning
- Classroom training or on-the-job training
- Supportive services.

Employer services - Colorado is firmly committed to providing a customer-service focus in the delivery of services at both the state and local level. Each of the workforce regions has developed a customer service strategy as a part of their five-year plan. Strategies to initiate, maintain and improve business involvement are tailored to meet the specific needs employers, which often vary with location.

For example, the State and the Arapahoe/Douglas workforce region worked together to conduct the Metro Denver Job Vacancy Survey. A grant, awarded by the USDOL, was used to establish the current job vacancies by county, the wage rate offered, the education, training or skills requirements for those available positions, and the hardest to fill job openings with over 100 vacancies. Long considered the missing piece in the labor market puzzle, the survey identified job gaps and skills shortages and provided these vital details to employers as well as provided the basis for local employer relations strategies.

A broad range of information and assistance is available to employers:

- Professional account representatives and management (based on a comprehensive computerized system such that any staff member may be of service to the client- i.e. individual case managers unless client specifies)
- Assistance in individual and mass recruiting
- Referrals of skilled applicants (e.g. "job match")
- Information on available government incentives and services (e.g. Work Opportunity Tax Credit (WOTC))
- Labor market information, including:
 - Labor pools (i.e. occupational supply and demand availability)
 - Comparative wage data
 - Skill levels of talent pool
 - Demographic projections
- Education and training program information, such as:
 - State-funded incumbent worker training programs such as Colorado First and the Existing Industries Program
 - On-the-job training
 - Financial assistance programs
- Access to Internet-based services such as:
 - America's Job Bank
 - Colorado's Job Bank
 - America's Talent Bank
 - Colorado Navigator
 - Labor Market Information
- Information and/or referral services for community and social services including:
 - Welfare-to-work programs
 - Local economic development programs
 - Employment programs for persons with disabilities
 - Area Agencies on Aging
 - Layoff assistance
- Employment-related and other information on topics including:
 - Workers' Compensation
 - Labor laws
 - Age discrimination
 - Equal employment opportunity
 - Americans with Disabilities Act
 - Nontraditional recruitment
 - School-to-career partnerships
 - Apprenticeship programs

Services to persons with disabilities – The State is firmly committed to ensuring that services and facilities are fully accessible to persons with disabilities, and has a long record of coordination and collaboration in this area. Most

recently, state legislation (viz., HB 1083) was introduced that contains provisions to encourage the representation of persons with disabilities on the local boards and Youth Councils, as well as the inclusion of programs resulting from the federal "Ticket to work and Work Incentives Improvement Act of 1999" as part of the workforce partnerships.

CDLE has had an interagency agreement with the Division of Vocational Rehabilitation (DVR) since 1994 to facilitate communication and coordination of services between the two agencies. CDLE has had a representative on the Governor's Advisory Council for Persons with Disabilities since its inception in 1995. Last year CDLE joined with several other agencies to form an interagency consortium and secure funding for Project WIN, a multi-year project funded by the US Department of Education to identify, and develop strategies to remove, systemic barriers to employment for persons with disabilities, and is an active member of the Project WIN Stakeholders Policy Forum. CDLE is currently working with DVR and the National Federation of the Blind to identify resources (including the possible use of Wagner-Peyser 10% funds) that could be used to help underwrite the costs of America's Jobline, a telephone version of America's Job Bank.

The State Council underwrote the development and publication of "Universal Access. A Resource Guide for Colorado's Workforce Centers," to assist the workforce regions in improving services to persons with disabilities. The resource guide is being used as a model by the USDOL in the development of its own resource manual. The state has also made training available to the regions to enhance their effectiveness in serving persons with disabilities.

Each workforce region is required to ensure that all facilities, programs and services are fully accessible to persons with disabilities. Regions are also encouraged to include other disability-related agencies, in addition to the Division of Vocational Rehabilitation, as workforce partners. The Pikes Peak region recently submitted a successful proposal to Project WIN to provide Consumer Navigators through their offices to assist persons with disabilities navigate the various systems. At the same time, Mesa County in the Rural region is a partner of, and the host site for, another agency's Consumer Navigator project.

Work Opportunity Tax Credit (WOTC) and Welfare to Work Tax Credit Programs - Colorado administers the federal tax credit programs (WOTC and Welfare to Work) through a centralized, mail-in system. Comprehensive information is available through CDLE's web page or by requesting it from program staff.

Internet technology has made it possible for customers to access program information, download copies of forms, instructions and link to other related web sites. Local workforce areas receive program updates through the e-mail system. Many of the Workforce Regions have added a link to the Colorado WOTC web page.

Applications and certifications are processed through regular mail; however, an estimated 80% of denials and requests for more information are processed electronically. Activities have been streamlined with the added advantages of saving time, materials and postage. The Colorado Attorney General is currently reviewing a request that would allow certifications to be processed via e-mail.

Colorado has developed a multi-faceted strategy to maximize employer awareness and participation: (1) Periodic announcements regarding the WOTC program are included in the Unemployment Insurance Quarterly Report which is sent to all covered employers in the state; (2) Information describing the program is available to all the workforce regions, workforce centers and participating agencies as a part of their employer relations and job development activities, (3) Information is provided to employers at job fairs; (4) CDLE's web page contains comprehensive information regarding WOTC; (5) Central office staff provide training and technical assistance upon request.

Colorado also has a well-developed network of participating agencies that utilize the program for their clients. Examples of participating agencies include the Division of Vocational Rehabilitation, Departments of Corrections and Education, county Departments of Social Services and numerous non-profit organizations serving targeted groups. Agencies who provide services to eligible participants, such as the county Departments of Social Services and the workforce regions are encouraged to utilize the program as a hiring incentive with employers.

Allocation of Wagner-Peyser Resources. CDLE will allocate Wagner-Peyser resources directly to the 18 workforce regions using a formula developed in conjunction with Colorado Counties, Inc. (CCI). The formula establishes a "funding base" for each region and utilizes a "hold harmless" provision to minimize significant shifts in funding.

Region	Subregion	PY 00-01 Allocation
Adams		\$674,263.05
Arapahoe/Douglas		\$951,328.98
Boulder		\$607,767.26
Denver		\$1,264,732.76
Larimer		\$649,620.09
Pikes Peak		\$952,214.29
Tri-County		\$604,601.32
Weld		\$391,984.20
Rural		
	Eastern	\$436,496.26
	Mesa	\$460,865.71
	Northwest	\$373,287.79
	Pueblo	\$496,754.91
	Rural Resort	\$572,986.41
	South Central	\$459,532.65
	Southeast	\$402,986.58
	Southwest	\$443,602.11
	Upper Arkansas	\$432,497.14
	Western	\$456,606.50

iv) describe the guidelines, if any, the State has established for Local Boards regarding priority when adult funds have been determined to be limited. (§112(b)(17(A)(iv) and 134(d)(4)(E))

Under the Workforce Investment Act, priority of funding for intensive and training services must be given to recipients of public assistance and other low income individuals if funding for those groups is found to be limited. In Colorado, this determination will be made by the local board. Each board must develop written policies and procedures on priority for services based on analysis of employer and job seeker needs and analysis of adequacy of resources from all locally available funds. Local boards will act as the catalyst to bring local systems together, leverage additional funds, and secure community commitment to educational attainment, skill enhancement, and lifelong learning.

Each local board will examine the totality of the resources available, some of which may be unique to its area, to determine if there is another resource that is available and more appropriate and accessible for an individual seeking services. This strategy avoids duplication by ensuring that all resources are prioritized for their intended purpose, while WIA funds are used for low income individuals who either do not qualify or who have already been initially served and placed in work through TANF and food stamps, or through other programs and funding sources that may be available in a region. For example, some areas have empowerment zones or federal discretionary dollars such as competitive welfare-to-work funds, and other resources that are not accessible on a statewide basis. The determination as to whether training funds are limited is a local decision.

Should a board determine that funds allocated to a local area for adult employment and training activities are limited, the priority process for intensive and training services shall incorporate the following:

- recipients of public assistance who are members of the target populations specified in the Act;
- all other recipients of public assistance;
- other low-income individuals who are members of the target populations; and
- all other low-income individuals.

Training will be prioritized for occupations in demand in the labor market and will build on existing skills first. Training an individual for a job that builds on existing skills will be a priority over training the individual for an entirely new occupation. Although the customer's interests will be taken into consideration in developing existing skills, the demands of the labor market and limited training dollars take precedence.

v) specify how the State will use the 10% Wagner-Peyser Act funds allotted to it under section 7(b) in accordance with the three provisions of allowable activities: performance incentives; services for groups with special needs; and extra costs of exemplary service delivery models. (§112(b)(7) and 20 CFR 652.204)

The Wagner-Peyser 10% funds will be used to help stabilize the economic health of the state, and to assist in the revitalization of Colorado's economy. This plan, along with the opportunity for local involvement in addressing special needs, will assist workers and employers in the improvement of Colorado's future that meets both the spirit and intent of Section 7(b) of the Act.

- A performance incentive program for the Workforce Regions which recognizes innovation in the provision of services and/or the utilization of a statewide/nationwide system network, taking into account customer services to job seekers and employers.
- Provision of services to groups with special needs, carried out pursuant to joint agreements between CDLE and the appropriate local board and chief elected official, or officials of other public agencies, or private non-profit organizations. Groups with special needs include youth, older workers, ex-offenders, and the economically disadvantaged.
- Underwriting the extra cost of exemplary models that increase the effectiveness of service delivery to job seekers, such as layoff assistance for workers who have received notice of permanent or impending layoff, dislocated worker assistance, labor market and occupational information and employer involvement.
- An appropriate amount of administrative funds will pay for the costs incurred for planning, monitoring, coordinating and evaluating the project outcomes.

b. Welfare-to-Work, describe the State's plans for the expenditure, uses and goals of the 15% funds.

In accordance with the priorities established by Governor Owens, the 15% funds are being used to support special projects that develop strategies which target individuals with special needs, address the unmet needs of the community, and enhance the workforce center's Welfare-to-Work programs.

A small portion of the funds are currently being used to cover the State's administrative costs, and another portion was expended to offset the cost of automation necessary to meet the program tracking and reporting requirements.

The goal of the Welfare-to-Work program is to provide job training, job placement, job retention and supportive services to Welfare-to-Work eligible clients to help them achieve unsubsidized employment, and reach self-sufficiency.

The following are the types of Welfare-to-Work programs funded by 15% monies:

Non Custodial Parent

Post -Temporary Assistance for Needy Families (TANF)

Homeless Families

Former Foster Care

Mentorship

Currently, 15% funds are being used to support Welfare-to-Work clients in the following manner:

- **Mentorship Programs**
- **Work Experiences**
- **Job Retention Programs**
- **Training**
- **Employment Readiness Programs**
- **Soft and Hard Skills**
- **Supportive Services**
 - **Transportation (e.g. car repair; license plates; insurance; gas vouchers)**
 - **Housing Assistance (e.g. Rent; Utilities; Emergency Housing; Telephone)**
 - **Clothing (e.g. Clothes for Work; Interviewing)**
 - **Work Tools (e.g. Construction; Electricians; Beautician; Truck Driving)**
 - **Groceries**
 - **Child Care**
- **Substance Abuse Treatment**
- **Domestic Violence Treatment**
- **Intensive Case Management**
- **Specialized Assessments and Services for Individuals with Disabilities**
- **Specialized Gender Specific Programming for Female Ex-Offenders**
- **Specialized Assistance and Programming for Ex-Offenders**

15% funds for special projects were awarded using the state's competitive bid process. Community-based organizations, public agencies, and regions who wish to enhance their existing WtW program, and faith-based organizations will be eligible to develop proposals for funding. Emphasis was placed on those who targeted the hard-to-employ (70% category), with preference given to agencies that can provide at least a 50% match for their grant. Agencies who do not have adequate resources to provide matching funds or in-kind resources may apply for a waiver of the match requirement if their proposal addresses an unmet need in their workforce region and the waiver request has the support of the local workforce investment board. Applicants had to coordinate their activities with the WtW program in their region and provide additional or enhanced services for individuals who are already enrolled, and not create a new program that competes with the region for clients.

c) Vocational Rehabilitation:

(i) See Attachment 4.12(d)(1) of the Division of Vocational Rehabilitation's State Plan submittal for 2003.

(ii) See Attachment 7.3 of the Division of Vocational Rehabilitation's State Plan for 2001.

(iii) In accordance with Section 101(a)(5)(A)(ii) of the Rehabilitation Act of 1973, as amended, DVR has designated that individuals with disabilities will receive vocational rehabilitation services in the following order of priority:

- | | |
|---------|--|
| FIRST : | Eligible individuals with the most significant disabilities. |
| SECOND: | Eligible individuals with significant disabilities. |
| THIRD: | Eligible individuals with least significant disabilities. |

All eligible individuals with disabilities whose priority category is closed after initiation of services under an Individualized Plan for Employment (IPE) shall continue to receive services. All services, including post-employment services, shall be available to eligible individuals receiving services under an order of selection. All applicants, including those receiving trial work experiences, shall receive any and all services necessary to determine eligibility for vocational rehabilitation services and order of selection priority classification without regard to the availability of funds or the implementation of the order of selection. Such services shall be provided on a timely basis in accordance with the provisions of the Rehabilitation Act of 1973, as amended and the regulations found at 34 CFR Part 361.

The Division of Vocational Rehabilitation has developed the following criteria to identify an individual with the most significant disability:

- The individual must have an impairment or impairments which, alone or in combination, are significant;
- The individual must be seriously limited from achieving an employment outcome due to serious functional loss in **three or more** of the functional capacities identified in Section 7(15)(A) of Rehabilitation Act of 1973 (Public Law 93-112) as amended through 1998 (Public Law 102-569);
- The individual must need at least two **core vocational rehabilitation services*** to address the functional losses imposed by the significant impairment(s) in order to attain an employment outcome; and,
- It will take a minimum of **five (5) months** to complete the services.

* **Core vocational rehabilitation services** includes all vocational rehabilitation services other than supportive services (maintenance, transportation, services to family members, and personal assistance services); services secondary to major vocational rehabilitation services, such as training materials and supplies when training is being provided as a major vocational rehabilitation service; or, generalized counseling, guidance, and placement which are provided during the vocational rehabilitation process in connection with the provision of vocational rehabilitation services but are not identified as a needed vocational rehabilitation service on the IPE.

G. Activities to be Funded

1. For each of the programs in your unified plan, provide a general description of the activities the State will pursue using the relevant funding.

Each of the partner agencies will provide programs, activities and services consistent with its federal requirements. Please refer to the following subsections or appropriate attachment for specific information regarding each program.

In answering the above question, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs.:

i) describe how Wagner-Peyser Act funds will provide a Statewide capacity for a three-tiered labor exchange service strategy that includes: (1) self-service; (2) facilitated self-help service; and (3) staff-assisted service.

Customer choice and universal access are two of the basic principles used in the design of Colorado’s workforce development system. The Wagner-Peyser program, which is a fully integrated part of the workforce centers, adheres to these principles by offering a three-tiered approach to service delivery.

The first tier of services that customers can choose is self-service whether at home, a local library, or in the resource centers of the local workforce centers. Through the Internet and PC based software, job seekers and employers can find out about and access a variety of services. Most regions have established a web site explaining local services, with links to America’s Job Bank, Talent Bank, and Learning Exchange, where job orders and resumes can be self-posted and job matches can be made. Additional links include The Colorado Navigator, a database of labor market and training information. Resource centers at the workforce centers also offer the use of resume and self-assessment software, faxes, phones, and copiers to assist with self-directed job search. Statewide initiatives for Wagner-Peyser self-service include the development of an on-line self-registration and e-mail capacity that will be accessed through CDLE’s home page and America’s Job Bank. When a customer utilizes any of the self-service options at the workforce center, s/he will be able to request facilitated self-help, the second of the three-tiered service delivery choices.

Staff-assisted service is available at all workforce centers through group and one-on-one activities. Services include job search workshops, assessment, vocational guidance, labor market information, job referrals, and referrals to supportive services or training. Customers who cannot use self-service or need help in making career or job search decisions will be able to meet with workforce center staff and receive personal assistance until they are able to take advantage of the self-service options. If staff-assisted services are not sufficient to achieve a job placement outcome, customers requesting additional help will be referred to intensive or training services.

ii) describe your State's strategies to ensure that Wagner-Peyser Act-funded services will be delivered by public merit staff employees including identification of the State agency responsible for Wagner-Peyser Act funds and their distribution, and identification of the public merit-staff agency responsible for the delivery of services in each workforce investment area.

The Colorado Department of Labor and Employment (CDLE) is the state agency responsible for Wagner-Peyser Act funds and their distribution. CDLE will involve the workforce directors and Colorado Counties, Inc. (a statewide association of county commissioners) in the development of the allocation formula and performance standards, and for the use of Wagner-Peyser 10% funds.

The final WIA regulations require that Wagner-Peyser services must be provided by state merit system staff. However, the preamble to the final WIA regulations establishes Colorado as a pilot state, and exempts it from this requirement as long as the staff who provide services are under a merit system.

5 CFR 900.603 establishes standards for a merit system of personnel administration. USDOL has indicated that the crux of the merit system issue is whether employees are hired and retained on the basis of merit, and merit-based due process is followed in all personnel actions. Wagner-Peyser services in Colorado may be delivered by either state or county merit system employees, depending upon whether the region is state- or locally-administered. Incumbent state employees in locally-controlled regions are replaced with local merit staff through attrition. In accordance with the requirements of 20 CFR 652.216, the state retains full responsibility for compensation, personnel actions, terms of employment and accountability of state employees, consistent with the Wagner-Peyser Act. State employees assigned to workforce centers receive guidance from local staff with regard to their job duties and responsibilities.

To help ensure that the State and local workforce regions meet the federal requirements, Wagner-Peyser contracts with the locally-controlled regions contain the following provision:

The contractor assures that any personnel action taken in the case of any county employee funded in whole or part with Wagner-Peyser funds, including discipline or dismissal, shall be based solely on performance or misconduct pursuant to the merit staffing requirements outlined in the agreement between CDLE and the contractor. All such employees shall be provided with a meaningful review process including an opportunity for a hearing before an appropriate county agency in which to contest the action and a subsequent opportunity to appeal an adverse decision.

The following table lists the regions and subregions, and the public merit staff agency that is responsible for delivering Wagner-Peyser services in each region.

Wagner-Peyser Service Delivery

Region	Sub-Region	WP Administrative Entity	State or Local Staff
Denver		City & County of Denver	Both
Pikes Peak		El Paso County	Both
Adams		Adams County	Both
Arapahoe/Douglas Works!		CDLE	State
Larimer		Larimer County	Both
Tri-County		Jefferson County	Local
Weld		Weld County	Local
Workforce Boulder County		Boulder County	Both
Rural			
	Broomfield	City & County of Broomfield	Local
	Mesa	Mesa County	Both

	Northwest	CDLE	State
	Eastern	CDLE	State
	Pueblo	CDLE	State
	Rural Resort	CDLE	State
	Southeast	CDLE	State
	South Central	CDLE	State
	Southwest	CDLE	State
	Upper Arkansas	CDLE	State
	Western	CDLE	State

iii) describe how your State will ensure that veterans receive priority in the One-Stop system for labor exchange services.

The Secretary's Agreement regarding services to veterans has been submitted under separate cover.

Wagner-Peyser funds will be used in workforce centers to provide veterans and other eligibles with maximum employment and training opportunities as outlined in 38 U.S.C., Chapter 41, and 20 CFR 1001.120. The full array of services available through workforce centers, which are funded by Wagner-Peyser, will be available to all veterans and other eligibles. Priority of services will be given to all veterans and other eligibles in all federally funded training and employment programs. These services will include but not be limited to, registration, counseling, referral to supportive services, job development, labor market information, resume development, case management, job search assistance, referral to training, and training.

Local Veterans Employment Representatives (LVER) and Disabled Veterans Outreach Program Specialists (DVOP) in workforce centers shall perform their duties as outlined in 38 U.S.C., Chapter 41. Local workforce plans will describe how activities described in Chapter 41 will be coordinated and not duplicated.

As a means for ensuring that veterans receive priority services in the workforce development system, LVERs in workforce centers will provide functional supervision over the provision of Wagner-Peyser services provided to veterans and other eligibles, by all local workforce center staff and be administratively responsible for providing quarterly reports on veteran services and activities to the one-stop manager, the State Veterans Coordinator and the Director for Veterans Employment and Training.

All job orders processed through JobLink with staff assistance must have veterans' preference applied. Staff will apply veterans' preference by using the JobLink automated file search and the Integrated Voice Response (IVR) system or manual telephone call referrals when necessary. Job orders taken by workforce staff are to be placed in hold when entered into JobLink until an automated veterans' file search and referral to the IVR has been performed. Any staff person working job orders assumes the responsibility for assuring that veteran preference has been applied to all job orders.

In keeping with the state's philosophy of local control, the workforce regions may provide input regarding the development and implementation of veteran services, including the allocation of resources and ways in which DVOP/LVER staff can contribute to the overall mission of the workforce center within the constraints of federal requirements. DVOP/LVER staff will be under the direct supervision of the state; however, workforce directors will assure that the functions of the DVOP/LVER are integrated into the one-stop environment, provide input on performance evaluations, and be consulted on personnel matters affecting DVOP/LVER staff. First consideration will be given to qualified state staff when filling DVOP/LVER vacancies.

iv) describe the types of employment and training activities that will be carried out with the adult and dislocated worker funds received by the State through the allotments under Section 132. How will the State maximize customer choice in the selection of training activities? (§112(b)(17)(A)(i))

Colorado will provide core, intensive and training services with the emphasis on assisting dislocated workers toward reemployment. Each local region will determine the menu of services and activities. The State will provide each workforce region with a list of state- approved training resources. Information will then be made available to all dislocated workers at the local regions, to allow each participant maximum choice.

v) define the sixth youth eligibility criterion at §101(13)(C)(vi), if this responsibility was not delegated to local Boards. (§112(b)(18)(A))

Local boards are responsible for defining the sixth youth eligibility criterion. Factors that may be taken into consideration include, but are not limited to, youth not making progress towards graduation, youth with poor academic performance, incarcerated youth, youth with a secondary diploma who are basic-skills deficient and unemployed or underemployed, or others as defined by the local area.

vi) describe the assistance available to employers and dislocated workers, particularly how your State determines what assistance is required based on the type of lay-off, and the early intervention strategies to ensure that dislocated workers who need intensive or training services (including those individuals with multiple barriers to employment and training) are identified as early as possible. Additionally, identify the State dislocated worker unit which will be responsible for carrying out the rapid response activities. (§112(b)(17)(A)(ii))

Despite a booming local economy with an average statewide unemployment rate of less than 3%, worker layoffs and plant closures are occurring with increasing frequency across Colorado. Business buyouts, reorganizations and mergers are major contributing factors to the dislocation of thousands of workers. Colorado's response is to undertake an aggressive early intervention strategy designed to ensure a rapid transition of workers to suitable employment or enrollment in intensive and training services.

Early intervention starts with the identification of potential layoffs through WARN notices; review of newspaper articles, TV and radio broadcasts, and Internet websites; and personal contact with business columnists and broadcasters, as well as, local chambers of commerce, UI, and workforce center staff. Within 48 hours of obtaining layoff information, the State Rapid Response Team contacts the employer to arrange an initial planning meeting and notifies UI, the local Workforce Development Council representative, TAA/NAFTA and the local union, if appropriate. Employers are encouraged to allow layoff assistance workshops as soon as possible prior to layoff and to identify the special needs of those being affected by the layoff. In addition, employers are asked for information on secondary companies that may be displacing workers due to loss of sub-contracts.

Layoff assistance workshops consist of presentations on dislocated worker services available through the local workforce centers, how to access services on-line, how to file for unemployment insurance, TAA and NAFTA information when appropriate, money management tips, pension and healthcare coverage issues, survival strategies, identification of transferable skills, and resume preparation. Early intervention strategies can also include:

- Development and operation of on-site career centers
- Resume writing workshops
- Counseling, testing, and assessment
- Interpreters
- Working in conjunction with outplacement agencies engaged by the employer
- Setting up job fairs for affected employees
- Establishing a labor management committee.

When a layoff is expected to have a major impact on a particular industry or community, the State can offer further assistance by providing staff expertise in the writing of grant applications for USDOL national reserve account funds. Alternatively, CDLE may elect to supplement the dislocated worker funding for a local workforce region through its Layoff Reserve set-aside fund. In either instance, a special project would be set up by the local service provider to address the particular intensive and training needs of those being laid off.

The State Dislocated Worker Unit has been incorporated into the State Field Services Unit within CDLE's Office of Employment and Training Programs. However, a separate Rapid Response Team has been given the responsibility for oversight and delivery of rapid response activities across the state. In the Denver metropolitan area and in the northern Front Range counties, state staff conduct planning meetings and layoff assistance workshops, as well as other early intervention activities, in conjunction with local workforce staff designated as rapid response coordinators. In the remainder of the state, workforce center staff assume responsibility for rapid response services and report their activities to the State Rapid Response Team.

To ensure high quality of rapid response services, the State Rapid Response Team held five train-the-trainer sessions during PY99 with local rapid response coordinators. Participants were trained on how to conduct planning meetings and layoff assistance workshops in a manner consistent with state staff practices. Agreement was also reached on a standardized presentation format for providing information about local workforce services.

vii) describe your State's strategy for providing comprehensive services to eligible youth, including any coordination with foster care, education, welfare and other relevant resources. (§112(b)(18))

Colorado is a "local control" State. CDLE will continue to work with other state agencies to encourage their respective local programs to coordinate services and to develop partnerships with the workforce centers. Local boards will be encouraged to utilize their MOUs to enhance linkages between academic institutions and foster coordination with foster care and welfare providers and other resources to develop strong connections with local employers and educational institutions (main stream and alternative schools) to provide academic and occupational learning, paid and unpaid work experience, and tutoring.

Local Youth Councils, along with the local boards are responsible for ensuring that services to Title I eligible youth are comprehensive and that services are coordinated with all participating state and local agencies offering youth programs. In section 129 of the WIA, required youth program design, program elements, and additional requirements are outlined and required of local areas. The local elements and requirements for youth programs require that the following be available to all eligible youth who enter the program within the local area:

- **Preparation for postsecondary educational opportunities, in appropriate cases** – WIA youth programs and postsecondary education is critical to an effective transition for eligible youth. The 28 postsecondary colleges and universities in the state work collaboratively with secondary schools and service agencies, to provide support and resources for youth at-risk. The inclusion of these criteria in the local youth program gives Colorado the opportunity to enhance and improve existing partnerships and service strategies.
- **Strong linkages between academic and occupational learning** – In 1999, Colorado surveyed 8663 high school seniors to determine what motivates them to learn and stay in school. The results show that students are motivated when academics are hands on, relevant and include career connections. Students are more likely to go on to postsecondary education, declare a major and be optimistic about their future, when they have had career experiences (job shadowing, career and academic planning, mentoring, a job connected to a class, internships and/or a certification) as part of their secondary school experience. To this end, 142 school districts are training teachers in contextual learning and in connecting career development to academic content and standards. The inclusion of this criterion in the local youth program gives Colorado the opportunity to enhance and improve the connections between academic and occupational learning.
- **Preparation for unsubsidized employment opportunities, in appropriate cases** – Colorado enjoys a strong economy and low unemployment. Therefore, in many communities, securing employment is relatively easy for youth at-risk. Of greater concern is maintenance of long-term employment leading to self-sufficiency. Long-term employment requires a match between interests and abilities for an eligible youth. The local youth program design in Colorado must include service strategies that support career development and preparation. These include: understanding interests and abilities, having work place opportunities to determine the match between career interests and available employment, instruction on effective work habits and skills, and, job seeking skills. The inclusion of these criteria in the local youth program gives Colorado the opportunity to enhance and improve the long-term employment outcomes for eligible youth.
 - **Effective connections to intermediaries with strong links to the job market and local and regional employers** – In Colorado communities, there are many entities that respond to workforce needs and have worked to support at-risk youth over the years. These include, chambers of commerce, school-to-career partnerships, local interagency teams, community support teams and others. Connecting with these organizations will enhance program outcomes, expand service options and leverage resources for eligible youth. Each local youth program will design strategies to connect meaningfully with these organizations.

Youth Program Design: There are three components to Colorado's Youth Program Design:

1. Assessment – A comprehensive view of the eligible youth's needs, interests and skills

GOAL: Provide an objective assessment of the academic levels, skills levels, and service needs of each participant: A comprehensive assessment for Colorado's eligible youth should include:

- a. Basic skills/academic abilities to include:
 - academic levels

- basic skill deficits
- developmental needs
- b. Occupational skills to include:
 - interests
 - career experiences
 - employability skills and proficiencies
 - developmental needs
- c. Supportive services
 - Assessment of barriers to school completion and/or securing of employment (such as transportation, shelter, child care, health care etc.)

Colorado has a strong system of assessment and service provision for at-risk youth. Many communities have a system in place that supports sharing of information and elimination of duplication. Eligible youth may have been assessed in multiple systems. Every effort will be made to secure assessment results that reflect currency of functioning. For example, assessment results may be available through special education, vocational rehabilitation and juvenile justice assessments, school system career and academic assessments etc.

2. Planning – An individual plan that addresses school completion and employment

GOAL: Develop service strategies for each participant that shall identify an employment goal, appropriate achievement objectives, and appropriate services for the participant: Colorado is committed to offering services and activities tailored to individual needs and based on assessment information. Services will be tied to the age, maturity and experience of each individual. The plan for each individual will be flexible and use resources in the most effective method possible.

A collaborative planning process will be coordinated with all service providers working with the eligible youth. A provider's planning process will be coordinated with those of other systems'. These other plans may include school district Career Academic Plans (CAP), special education Individual Education Programs (IEP), vocational rehabilitation Individual Plans for Employment (IPE), youth corrections community transition and emancipation plans, and others. Delivery of services can be enhanced through linkages with other providers. Therefore, if another system is currently providing services to an eligible youth under that system's plan the providers plan shall take that into account and work collaboratively.

The planning process will include the following goal setting components:

- **Academic** – including school completion when appropriate with an emphasis on the connection between academics and occupations
- **Career development/preparation** – leading to unsubsidized employment and including postsecondary education when appropriate
- **Character education** – including development of workplace competencies
- **Service and resource options and coordination** – including connections with intermediaries with strong links to the job market.

3. Service Elements – A range of service options and strategies to meet the needs of eligible youth

The following service elements can be used to develop a local comprehensive design for Colorado youth programs. The need for these elements should be determined for each eligible youth, based on the assessment and planning process. Many effective service strategies currently exist in Colorado communities. Every effort will be made to connect with established services and programs in existence in the local community, prior to establishing new service strategies.

- **Tutoring, study skills training, and instruction, leading to completion of secondary school, including dropout prevention strategies:** Colorado has service strategies available at the secondary, postsecondary and community levels. These strategies are designed to assist youth with school completion and can be also be integrated into career development and occupational instruction.
- **Alternative secondary school services, as appropriate:** For some youth participants, a traditional learning environment is not the best fit. Almost every secondary school youth in Colorado has access to a variety of alternative options including; alternative schools, schools of choice, charter schools, and alternative youth facilities, and other appropriate schools. Local Youth Programs must make available alternatives to traditional school settings that lead to the completion of secondary education. These types of programs will be used to support school completion for eligible youth.
- **Summer employment opportunities that are directly linked to academic and occupational learning:** Summer employment opportunities are a main-stay in Colorado communities and include the Governor's Summer Job Hunt, JTPA summer programs, private sector summer internships, and programs in public and private schools and community organizations. Youth programs in Colorado should, as appropriate to individual situations, design or use summer employment opportunities that take academic learning and apply it to real-world situations. Summer experiences will assist eligible youth in school completion, career development, postsecondary education and/or securing employment.
- **As appropriate, paid and unpaid work experiences, including internships and job shadowing:** The process of determining a career is developmental in nature, and includes: awareness, exploration and preparation. Youth programs will provide youth with experiences that allow them to match their interests and abilities to the world-of-work as a critical link to securing employment. This component can be used as appropriate to assist Colorado Youth Program-eligible youth in developing the work habits and skills necessary to enter into eventual unsubsidized employment.
- **Occupational skills training, as appropriate:** Once an individual has developed a specific career goal, the level of occupational skills training should be based on their specific needs. Types of training available in Colorado currently include on-the-job training, apprenticeships, occupational training programs offered through industry, high schools, area vocational schools, community colleges, universities and private technical schools. When combined with other service strategies as needed, skills training becomes a valuable part of a youth's experience and helps him or her move forward into other educational opportunities and the workforce. Colorado Youth Programs will connect with skills training opportunities that are available in their community and will develop new strategies to meet the individual training needs as appropriate.

- **Leadership development opportunities, which may include community services and peer-centered activities encouraging responsibility and other positive social behaviors during non-school hours, as appropriate:** Individuals who are successful in employment exhibit effective work skills and are positive members of their community. The Colorado Workplace Competencies are designed to prepare youth for employment and postsecondary education. The 28 skills are categorized in 5 areas. Employers and educators have validated these across the state.

Communication Skills: Demonstrates the ability to receive and relay information clearly and effectively.

Organization Skills: Demonstrates the ability to work effectively and efficiently.

Thinking Skills: Demonstrates the ability to use reasoning.

Worker Qualities: Demonstrates the characteristics of an effective worker.

Technology Skills: Demonstrates the ability to work with a variety of technologies and equipment.

The Colorado Workplace Competencies will be used to by Youth Programs to promote the development of effective work and education skills.

- **Supportive services:** Based on the assessment and planning process, barriers to employment and school completion may be found. Support services address basic needs that prevent participation and/or successful completion of the individual's program (such as entry into and retention of unsubsidized employment and/or the attainment of basic skills and high school completion). Colorado Youth Programs will consider the support service needs of individuals in the areas of food, shelter, transportation, health care, childcare, etc. Provision of these services will be coordinated with local workforce partners and the many Colorado agencies and organizations that have the resources and service strategies available to meet these needs.
- **Adult mentoring for the period of participation and a subsequent period, for a total of not less than 12 months, which may include intergenerational programs which use older individuals to act as mentors to youth for guidance and support to learn basic work skills:** Mentoring helps establish positive role models and is important to supporting youth toward program completion. Mentoring programs are available through many community organizations in Colorado, including school districts, business and civic organizations, and community agencies. Youth Programs will connect with existing programs and establish new service strategies in this area based on the needs of eligible youth and options available in the community.

Each local board and the Youth Council may add program elements that would be beneficial to the population they serve to this list in their comprehensive plan.

Colorado's One-Stop system has been developed to provide access to individuals with disabilities and to develop linkages with agencies specializing in services to the disabled. With the passage of WIA, Colorado has opted to form a State youth council whose stated purpose is to provide expertise in youth policies and issues. At the same time local youth councils established by the local workforce boards have identified community youth service providers among which are those that specifically address the needs of disabled youth.

The State will expand its strategy for services to disabled youth by:

- Actively seeking input from the State and local youth councils on policy and resources to serve disabled youth;
- Encouraging One-Stop center use of the accessibility checklists provided by USDOL TEIN 16-99 – Workforce Investment Act of 1998, Section 188 Interim Final Rule and Accessibility Checklists for One-Stop Delivery System; and
- Providing technical assistance to One-Stops from the State regarding resources and best practices that meet the unique educational and employment needs of disabled youth.

viii) describe the strategies to assist youth who have special needs or significant barriers to employment, including those who are deficient in basic literacy skills, school drop-outs, offenders, pregnant, parenting, homeless, foster children, runaways or have disabilities. (§112(b)(18))

In an effort to provide comprehensive services to eligible youth, including youth with special needs, pregnant and parenting teens, offenders, school drop-outs, youth in foster care, youth receiving welfare, and runaway and homeless youth, the state will encourage local regions to provide services beyond traditional employment and training assistance. The state will encourage local service providers to embrace the reforms of WIA youth services and activities by establishing effective local youth councils, offering comprehensive services based on individual assessment, providing avenues for youth connections and access to the workforce development delivery system, and ensuring performance accountability. These strategies will enable the local youth systems to more effectively provide youth with skills that include a knowledge of the work world as well as academic skills linked to occupational learning. Local providers will examine the basic composition of their Youth Councils, and expand the membership of each council, where necessary, to include the local school and business alliances such as the partnerships within the Colorado School-to-Career system, welfare agencies, alternative schools, and juvenile justice to ensure that they serve those participants most in need and most difficult to serve.

Each workforce region is required to enter into a contract with the Department as a condition of receiving funding. The contract specifies that the region is required to fully comply with all federal and state requirements as a condition for receiving funding.

Each region is monitored on a regular basis to ensure compliance and identify potential problems. The state provides technical assistance to regions that are not in compliance, and requires that corrective action be taken. If the region fails to correct the problem within the specified period of time, the local elected officials are notified and made aware of the required corrective actions. If the region still fails to correct the problem, the region is placed on "high risk" status, is subject to additional monitoring, required to take specified corrective actions, and provided additional technical assistance. If a "high risk" region does not correct the problems and comply with federal requirements, appropriate steps will be taken to terminate the region's designation as a workforce development region.

On June 28, 2001, the State Workforce Council amended the Colorado Youth Policy Statement to read:

"The Colorado Workforce Development Council and the State Youth Council strongly recommend, in the interest of better serving youth, all Counties agree to coordinate services for incarcerated youth. We also strongly encourage that the coordination of services apply to all youth who are enrolled in programs that may transfer to another county. Through these coordination efforts, the state's youth will be better served, and counties will also benefit through shared enrollments and outcomes."

Such coordination will become one of the strategies designed to better assist the special needs of the youth offender population.

ix) describe how coordination with Job Corps, youth opportunity grants, and other youth programs will occur. (§112(b)(18))

Colorado has one Job Corps site and one youth opportunity grant, each of which will be a workforce partner in their respective regions. All regions are encouraged to develop coordination with any Job Corps recruiters who operate within their geographic boundaries. Regions are also encouraged to include other agencies who provide youth services, as appropriate. For the purpose of ensuring that the needs of all youth including hard to serve youth are represented local providers will be encouraged to expand their youth councils to include paid or unpaid internships and tutoring.

A memorandum of understanding will be developed with Job Corps Centers and all Colorado Workforce Centers. The MOU will detail the interaction between the workforce center(s) and Job Corps focusing on sharing information, referrals, and providing services to eligible youth. Local boards serving areas where Job Corps centers are located must include a Job Corps representative on the Youth Council. Local boards where Job Corps centers are not located are encouraged to invite Job Corps representatives to serve on the Youth Council. SDA staff will work with Job Corps business and community liaisons to coordinate services in accordance with Section 153 of the Workforce Investment Act.

MOUs with Job Corps are developed by the local workforce regions in accordance with federal requirements. Since some regions have an itinerant Job Corps recruiter who covers multiple regions, the nature of Job Corps involvement will vary from region to region. It should be noted Job Corps is not under the jurisdiction of the state, and neither the State Council nor the Department has any authority over how Job Corps will address programmatic and physical accessibility for eligible youth with disabilities except in regions where the Job Corps representative is physically housed in a workforce center.

Under WIA, the Governor is authorized to designate additional communities to be eligible for Youth Opportunity Grants. Local boards in eligible empowerment zones, enterprise communities, and high poverty areas as designated by the governor will administer youth opportunity grants. This will ensure that services at the local level are comprehensive and the services are coordinated with all state and local agencies offering youth services. The state will provide guidance, technical assistance, and economic data to local boards and their Youth Councils for the preparation of proposals for Youth Opportunity Grants.

b) Welfare-to-Work, describe State and local strategies regarding:

i) the employment activities that are planned under this grant.

The Welfare-to-Work program operates under a "work first" philosophy. This philosophy focuses on finding employment for clients and providing them with the services they need to become job ready and self-sufficient. Once a client is in a work activity, the Welfare-to-Work program can help the client succeed by offering a variety of specialized training and education programs, and supportive and job retention services.

Although CDLE provides guidance in the development and operation of regional Welfare-to-Work programs, and encourages regions to provide all services allowable under the Welfare-to-Work federal regulations, CDLE cannot mandate regions and local boards to do so. The final rule states that a "PIC...has authority to determine the services to be provided in the SDA." Therefore, the local workforce region ultimately makes the decision as to who will be served, types of service, and the amount of service. Since the inception of the Welfare-to-Work program, the majority of regions have implemented the all services allowable under the federal regulations and offer clients the benefits of the program in its entirety.

Each region has a legal contract in place outlining their roles and responsibilities regarding services and activities, federal compliance requirements, and tracking and reporting expectations for the Welfare-to-Work program. However, in accordance with the program flexibility provided by the federal regulations, each local board determines which eligible clients it will serve, as well as the activities and services it will provide. The state has a monitoring policy in place to ensure program and fiscal compliance, and requires each region to develop similar policies and procedures to monitor their contractors and vendors.

Each region has designed and defined employment activities that focus on enhancing the Welfare-to-Work eligible clients' ability to work, learn the skills necessary to stay in the workforce, advance in a career, and participate in lifelong learning as a means to self-sufficiency.

These activities currently emphasize a "work first" approach by focusing attention to service available after the individual begins work rather than delaying their entry in to the workforce by promoting services that occur prior to employment. However, many of the regions offer pre-employment vocational education and job training (when appropriate and not to exceed 6 months as defined by the federal regulations).

Because the Welfare-to-Work program is operated at a local level, it is anticipated that a mix of employment activities will continue to vary from region to region. For example, some regions emphasize placing participants directly into unsubsidized employment and focus their efforts on providing job retention and supportive services, while others have developed clearly defined progressive sequence of employment activities.

ii) the utilization of contracts with public and private providers of job readiness, placement and post-employment services; job vouchers for placement, readiness, and post-employment services; job retention, or support services, if not otherwise available to the individual participants receiving WtW services, that are planned under this grant.

All of the regions operate comprehensive programs and, in accordance with the guidance provided by the WtW Q&A, are not required to utilize contracts or vouchers unless they choose to do so. Each region will determine both the types of services and the method of service delivery that will be utilized within their region.

As part of their local plan, each region determines whether it will directly operate permissible programs (i.e. community service and work experience programs, on-the-job training, job creation through public or private employment wage subsidies), and whether, as part of their comprehensive program, it is necessary to incorporate job readiness, placement or post-employment and job retention services into the services offer to WtW eligible clients.

If a region has decided not to operate a comprehensive WtW program or incorporate job readiness, placement or post-employment and job retention services into their WtW program, their plan describes how they will utilize competitively bid contracts or vouchers to provide these services, as well as any other allowable services that they feel are necessary to the success of the program and which are not otherwise available.

Local plans that utilize competitively bid contracts or vouchers for job placement services address the requirement that at least one-half of the payment occur after an eligible individual placed in unsubsidized employment has been employed for six months.

Regions are encouraged to tailor and expand current services and solicit new vendors/contractors for those activities and services currently not available in the local communities.

H. Coordination and Non-Duplication

1. Describe how your State will coordinate and integrate the services provided through all of the programs identified in the unified plan in order to meet the needs of its customers, ensure there is no overlap or duplication among the programs, and ensure collaboration with key partners and continuous improvement of the workforce investment system. (States are encouraged to address several coordination requirements in a single narrative, if possible.)

Policies regarding partner involvement at the state level will occur largely through the State Council. All of the state partner agencies have a long history of working together on a variety of levels such as interagency taskforces, data access sharing, program development, technical assistance, etc., and will continue to do so.

Most of the programs identified in the unified plan are state-administered, and locally-controlled and delivered. The state partner agencies will encourage their local partners to coordinate and integrate their programs and services, but manner and the extent to which this will occur will remain a largely local prerogative. The state will also ensure that all of the required local partners are represented on the local boards, and encourage the inclusion of the additional partners.

In answering the above question, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs:

i) describe the strategies of the State to assure coordination, avoid duplication and improve operational collaboration of the workforce investment activities among programs outlined in Section 112(b)(8)(A) and Section 112(b)(18)(C)& (D) of WIA 1998, at both the State and local levels (e.g., joint activities, MOUs, planned mergers, coordinated policies, non-discrimination obligations, etc.).

The Colorado workforce investment system established under state statute is designed to “establish a central, coordinated system at the local or regional level...” and “consolidate and coordinate programs and services to ensure a more streamlined and flexible workforce development system at the local or regional level” (8-71-204). In keeping with this broad purpose, one of the major roles of the state council is the “development and continuous improvement of a statewide system of activities...Such improvement shall include the development of linkages in order to ensure coordination and prevent duplication among the programs and activities....” (8-71-222(2)(b)).

The State Council will take a number of actions to ensure collaboration with key partners and continuous improvement for the statewide workforce investment system. The State Council will assume a proactive role in evaluating all aspects of the effectiveness of workforce services throughout the state. Consultation among all partners at both State and local levels will be an integral part of the development of the performance system to ensure collaboration and continuous improvement.

The State Council will primarily use its committee structure to focus on collaboration and continuous improvement at the state-level. Each partner agency is represented on the State Council and is an active member on the committees.

Although most of the key partners are already part of the workforce development delivery system in Colorado, the State Council will continue to work with CDLE and other state agencies to encourage their respective local programs to coordinate services and to develop partnerships with the workforce centers. Through the development of a state-level agreement of partners and joint policy statements, the State Council will work with all of the key partners to oversee the operation and continuous improvement of the state’s workforce development system.

ii) describe how the State Board and Agencies will eliminate any existing State-level barriers to coordination. (§112(b)(8)(A))

See above.

c) Welfare-to-Work, describe the strategies of the State and PICs (or State Board and Local Boards) to prevent duplication of services and promote coordination among the following agencies or programs:

CDLE intends to prevent duplication of services and promote coordination of all available resources by working closely with the Colorado Workforce Development Board and building the WtW program into the administrative framework of the existing workforce development system. To further encourage this intent, CDLE, in coordination with DHS, will promote the partnership of the WtW program with the closely related TANF program at every level. Also in keeping with federal intent of allowing maximum flexibility in implementing WtW requirements, Colorado will allow the operating entities broad discretion to design and implement WtW programs that will meet the needs of the hard-to-employ population in their individual regions.

Not all of the program partners exist in every workforce region. The issue of non-duplicative service strategies was addressed by the local workforce regions, in a manner appropriate to their region, when they developed their local WtW plans. The local plans are included as part of the WtW contracts signed by the chief elected official of each workforce region as a condition of receiving WtW funds. These contracts specify that the region will adhere to all of the federal WtW requirements.

Colorado agrees with USDOL that the availability of transportation services to enable WtW participants to get to work, training and child care is a significant factor in whether someone can obtain and retain employment. Colorado's unique geography, which includes vast areas of open plains and mountainous barriers, makes the issue of transportation even more critical than it might be in smaller, more urbanized states with well-developed mass transit systems. One of the objectives for the use of the Governor's 15% special project funds will be projects that address the issue of transportation in rural areas.

Many regions have already developed, or are in the process of developing, innovative public and private partnerships to address the issue of transportation. The state will encourage the regions to expand their view of transportation services under the WtW program to include not only reimbursement of individual participants for transportation costs but also to purchase additional needed services from transportation providers or to support the development of new transportation services in combination of other funding sources.

Local operating entities will coordinate with transportation operators and providers in an effort to solicit and expand interest in providing services. If available, existing public transportation systems will be promoted for use by those WtW participants unable to provide their own transportation. WtW funding for transportation will be coordinated with the TANF agency and will only be provided for those participants not otherwise eligible for transportation assistance.

Colorado's current programs have already established numerous partnerships and cooperative relationships with housing agencies, public and private health agencies, vocational rehabilitation and related agencies across the state. Colorado firmly believes that these services are best established and coordinated at the local and community level, and CDLE and DHS will support and assist the operational entities in instituting, maintaining or expanding all such services.

CDLE is committed to ensuring that welfare recipients with disabilities are adequately served and given the opportunity to participate in WtW activities. CDLE has a close working relationship with the Kennedy Centers (Colorado University Affiliated Program/University of Colorado Health Sciences Center), which has reviewed and commented on the plan, and solicited comments and suggestions from a variety of disability-related programs such as the Office of Developmental Disability Services; the Developmental Disabilities Planning Council; the Divisions of Vocational Rehabilitation, Mental Health Services, and Alcohol and Drug Abuse; and Department of Education. Regions will be strongly encouraged to obtain feedback from, and actively involve, local disability-related agencies and program in their area that provide these services.

(d) Vocational Rehabilitation:

See Attachments 4.9(c)(1), 4.9(c)(2), 4.9(c)(3), and 4.9(c)(4) of the Division of Vocational Rehabilitation's State Plan for 2001.

I. Special Populations and Other Groups

1. Describe how your State will develop program strategies, to target and serve special populations. States may present information about their service strategies for those special populations that are identified by multiple Federal programs as they deem most appropriate and useful for planning purposes, including by special population or on a program by program basis.

Please refer to the following subsections and attachments regarding program-specific strategies to target and serve special populations.

In providing this description, if your unified plan includes any of the programs listed below, please address the following specific relevant populations:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs: (§112(b)(17)(A)(iv) and §112(b)(17)(B))

Dislocated workers, including displaced homemakers

Please refer to responses contained in Section G "Activities to be Funded" for a complete description of services to dislocated workers. Colorado has a very proactive Rapid Response Program that reaches a significant number of dislocated workers prior to layoffs (close to 90% in situations where the WARN Act applies).

Displaced homemakers services are available, as an eligible category of dislocated worker, through all workforce center operations. Displaced homemakers will have access to the full array of programs and services. In addition, subject to appropriation by the legislature, each region will receive funding for the State Displaced Homemaker Program. State funds will be used in conjunction with existing resources (e.g. WIA, Wagner-Peyser) to supplement WIA services, provide outreach, fill service gaps, and serve displaced homemakers who do not fit the federal definition.

Workers dislocated as a result of 9-11

The terrorist attacks on September 11 have had a cataclysmic effect – shaking the very diverse industries that are the foundation of Colorado's economy, especially the high-tech, financial, telecommunications and airlines/aviation industries. The events of September 11th have also had a ripple effect on many other sectors, such as retail and manufacturing, and have impacted all of Colorado, not just isolated geographic regions. The current impact is illustrated by the following Colorado statistics:

- The number of mass layoffs post September 11 increased by 62%, from a total of 4,712 people laid off during the third quarter to a total of 7,652 people laid off during the fourth quarter.
- The number of new applicants for unemployment insurance doubled from 27,852 to 53,032 when compared to the same time frame from the previous year.
- The number of dislocated workers enrolled for job training services has increased by more than 100% from 931 participants enrolled in the last quarter (October through December) of 2000 compared to 1,936 enrolled in the last quarter of 2001.

Many of these newly dislocated workers are higher-wage earners and represent a significant shift in the population that traditionally seeks out workforce development center services. For many of these workers, the employment options in their previous industries no longer exist, or there are fewer of these, and the challenge now is how to transfer their skill into demand occupations at their same earning level.

Because of these unique circumstances, Colorado sought and received a National Emergency Grant (NEG) in the amount of 7.5 million dollars. The purpose of the NEG grant is to provide reemployment services to workers displaced by large layoffs after September 11, 2001, in the telecommunications, technology, airline/aviation, finance, and tourism industries. The NEG customers are co-enrolled with Dislocated Worker and TAA programs in order to offer the maximum services available to the participants. Details on the grant's initiatives and services available to these customers are outlined in the NEG grant executive summary and project narrative, which is found in appendix J.

Low-income individuals, including recipients of public assistance

Regions are encouraged to establish strong linkages with the county department(s) of human services within their region, and to involve these departments as workforce partners. However, the degree and nature of the relationship will ultimately be determined by the local elected officials and department directors in each county. It should also be noted that WtW is a required program in each workforce center, and regions are encouraged to use the Work Opportunity Tax Credit (WOTC) and Welfare-to-Work tax credit programs as hiring incentives to encourage employers to hire disadvantaged job seekers.

Individuals training for non-traditional employment

Regions are encouraged to provide information regarding the career opportunities available in non-traditional employment, and assist interested clients in obtaining training for non-traditional employment. To the extent possible, regions are encouraged to partner with existing community-based organizations to increase the availability of services for clients who wish to explore the possibility of non-traditional employment.

Individuals with multiple barriers to employment (including older individuals, people with limited English-speaking ability, and people with disabilities)

Older Workers - Regions will be encouraged to coordinate activities with Senior Community Service Employment Program (SCSEP) providers in the state to enhance services to older workers. Coordination activities will include, but not be limited to:

- developing mechanisms to refer low-income (125% of poverty) job applicants over the age of 55 to SCSEP providers;
- developing mechanisms to receive referrals of older job applicants from the SCSEP program; and
- designating One Stop Centers as host agencies where SCSEP enrollees can be placed as workers in the centers. Host agency agreements would spell out training to be received by older workers as well as the job duties to be performed.

Persons with Disabilities – Regions are required to ensure that all programs and services are fully accessible to persons with disabilities, and are encouraged to include disability-related agencies as workforce partners. This commitment to full access of services for persons with disabilities is mirrored at the state level: CDLE has a long-standing interagency agreement with the Division of Vocational Rehabilitation (DVR), and works closely with DVR on a number of projects such as planning, job development and placement, training, WOTC, and job fairs targeting persons with disabilities. CDLE has participated on the Governor's Advisory Council for Persons with Disabilities since its inception. CDLE is also a member of the Interagency Consortium and Stakeholders Policy Forum created as a result of Project WIN, a multi-year systems change project to identify, and develop strategies to remove, barriers to employment for persons with disabilities. Two workforce centers are pilot sites for Project WIN's "consumer navigator" project.

The agricultural community that serves the migrant and seasonal farmworker population

Each region is required to provide the full range of services to Migrant and Seasonal Farmworkers (MSFWs) that are available to the general population. In addition, five areas have one or more communities that have been designated as "significant" by USDOL: Adams County (Brighton), Weld County (Greeley), Southeast (Lamar and Rocky Ford), South Central (Monte Vista) and Western (Delta). Each significant office has a designated outreach worker to work specifically with agricultural employers and MSFWs. Outreach workers must be bilingual (English/Spanish) because the MSFW population in Colorado is predominately Spanish-speaking.

CDLE and Rocky Mountain SER, the state 167 grantee, have had an interagency cooperative agreement since 1995. This agreement includes, but is not limited to, co-location and collaboration in communities where both agencies have a presence. In addition, Rocky Mountain SER is a service provider for WIA and WtW as well as a workforce partner in both the Southeast and South Central subregions.

Agricultural employers are identified through knowledge of the local labor market, incoming job orders, employer associations and word-of-mouth. Outreach workers will continue to develop and maintain productive relationships with agricultural employers, and provide appropriate employment and training services to agricultural employers by obtaining adequate information about each employer's needs. Outreach workers will conduct meetings with large growers and farm labor contractors to facilitate the dissemination and exchange of information to maximize the effectiveness of the program. The maximum use of the workforce development system by employers in the recruitment of their labor force will be promoted by providing assistance in assessing their labor needs and making appropriate referrals to their job openings.

UI claimants who are identified under Worker Profiling and Reemployment Services

All UI claimants are potentially eligible for profiling as a result of their initial work registration. UI claimants are ranked and assigned priority for profiling on the basis of three criteria: education (too high or too low), declining industry, and declining occupation. Claimants identified through the worker profiling program may or may not be offered services under Worker Profiling and Reemployment Services, based upon the availability of local dislocated worker funding. Regions that have more dislocated workers than resources may limit the number of profiled claimants who are offered services. Regions with few demands on their dislocated worker funds may recruit extensively from the list of profiled claimants.

UI claimants who are selected through WPRS participate in a mandatory orientation that explains the purpose of the program and available services. Profiled claimants who elect to participate after the orientation receive the full range of core, intensive and training services available to dislocated workers, subject to the same WIA requirements and restrictions

Profiled UI claimants have access to the full array of Wagner-Peyser and dislocated worker services offered by a local workforce center. Once the selected claimant participates in a group orientation, he/she will be informed of the service options, the assessment and reemployment planning process, availability of training resources, their rights and responsibilities, and the effect of non-participation on their eligibility to draw UI benefits. If a claimant does not attend the orientation session, the information is entered into the computer system and transmitted to the UI system where it establishes an issue that must be resolved before further benefits can be paid.

At a minimum the profiled UI claimant can take advantage of all of the core services. If a profiled claimant's job search is not successful after using these resources, he/she would be registered for intensive services and

ultimately training services.

Veterans, including veterans' preferences under 38 U.S.C. Chapters 41 and 42.

Any workforce center receiving Wagner-Peyser funds or housing Wagner-Peyser staff will provide veterans with priority employment and training services in accordance with United States Code Title 38, Chapters 41 and 42, and 20 CFR 1001.120(a)(b). A workforce center will ensure that all of its service delivery points provide priority labor exchange services to veterans; and specifically, when making referrals to job openings and training opportunities, shall observe the following order of priority:

1. Special disabled veterans
2. Vietnam-era veterans
3. Disabled veterans other than special disabled veterans
4. All other veterans and eligible persons; and
5. Non-veterans

CDLE will continue to comply with the guidelines and directives as stated in the Special Grant Provisions of the LVER/DVOP grant agreement and encourage all workforce partners to abide by these provisions. LVER/DVOP positions shall be state employees and are in addition to, and shall not supplant, Wagner-Peyser staff.

CDLE and USDOL's Veterans Employment and Training Service will monitor and review the provision of services to veterans at each workforce center at least annually, and provide to the Executive Director for the Colorado Department of Labor and Employment and the workforce center manager an analysis of the findings with recommendations and/or corrective actions.

All local workforce plans shall incorporate the provisions of the Secretary's Agreement regarding veterans' employment and training issues.

b) *TAA and NAFTA-TAA*, describe how rapid response and basic readjustment services authorized under other Federal laws will be provided to trade-impacted workers.

The State Rapid Response unit makes a special effort to identify layoffs with possible trade impact. This process begins with questions regarding the nature of the layoff that are asked during first contact with the employer. A representative of the TAA/NAFTA program attends the initial planning meeting should the employer give any indication that he will be filing a TAA/NAFTA petition. Technical assistance is offered to assist with the petition filing, and the employer is also given the option of having a separate TAA/NAFTA workshop session for affected employees in addition to the general layoff assistance workshop.

In most instances employers opt for expanding the general workshop to include a presentation by TAA/NAFTA staff on services provided by the program. Affected workers attending the workshop are encouraged to take advantage of both the basic readjustment services available from the workforce centers as well as the training related services they would qualify for under TAA/NAFTA. Dislocated worker staff from the workforce centers are also part of the workshop and have the opportunity provide information on all workforce center programs.

Local workforce centers have become aware of the advantages of coordinating basic readjustment services for dislocated workers with TAA/NAFTA services. In some instances the case manager for the two programs is the same person, resulting in a seamless process for the client and fulfilling the WIA imperative to streamline services. TAA/NAFTA participants are typically co-enrolled in both programs allowing them the full range of service options available in the workforce centers.

(d) *Vocational Rehabilitation*:

See Attachment 4.12(d)(2) of the Division of vocational Rehabilitation's State Plan for 2003.

2. Identify the methods of collecting data and reporting progress on the special populations described in Question 1 of this section.

Each partner agency will utilize its own systems to collect data and report progress in accordance with the federal requirements governing its respective program(s).

3. If your plan includes Perkins III, Tech-Prep, Adult Education and Family Literacy or Vocational Rehabilitation, describe the steps the eligible agency will take to ensure equitable access to, and equitable participation in, projects or activities carried out with the respective funds by addressing the special needs of student, teachers, and other program beneficiaries in order to overcome barriers to equitable participation, including barriers based on gender, race, color, national origin, disability, and age. (§427(b) General Education Provisions Act.)

Adult Education and Family Literacy –

GEPA STATEMENT--EQUITY FOR ADULT LEARNERS, TEACHERS, AND OTHER PROGRAM BENEFICIARIES

The Colorado Department of Education, CARE, will ensure equal access and equal participation through its RFP processes and procedures and through its state leadership activities. All applicants for federal funds through the Adult Education and Family Literacy Act will be required to provide a description of the steps the applicant will take to ensure equitable access to, and participation in, the activities to be funded with these federal dollars. Each applicant must describe how gender, race, national origin, color, disability, or age may impede equitable access to the proposed activities and how these barriers may be overcome.

J. Professional Development and System Improvement

1. How will your State develop personnel to achieve the performance indicators for the programs included in your plan?

Each state and local partner, workforce region and workforce center operator is responsible for its own staff development and training to achieve its performance indicators. CDLE will provide in-house training for state employees and

disseminate information regarding training opportunities to the workforce regions. Statewide training opportunities include, but are not limited to, conferences, program-specific coordinator meetings, and technical assistance.

In answering the above question, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs, explain how the local and State Boards will use data collected and the review process to reinforce the strategic direction and continuous improvement of the workforce investment system.

The State Council will primarily use its committee structure to focus on continuous improvement at the state-level. Each partner agency is represented on the State Council and is an active member on the committees. Through the development of a state-level agreement of partners and joint policy statements, the State Council will work with all of the key partners to oversee the operation and continuous improvement of the state's workforce development system.

The State Council, collaboratively with key partners and local boards, will establish a framework for comprehensive performance measures to assess the effectiveness and assure the continuous improvement of the state's workforce investment system. Although there are a number of quality assurance frameworks out there, the Malcolm Baldrige National Quality Award framework is recommended for local workforce investment areas because it creates a common language and a common standard for quality, while enabling each local system to adapt the main Baldrige principles to its unique culture. The State Council will work to educate local boards about developing a quality assurance framework that best meets the needs of the local area and ensures a customer-focused, continuously improving service delivery system.

The State Council will regularly monitor performance based on the WIA core performance indicators as well as the State's framework for comprehensive performance measures. Based on its review, the Council will issue regular reports to compare performance of each region's boards to its negotiated standards as well as to the levels of performance achieved by other local boards.

The State Council will also work with key partners and local boards to develop and recommend an incentive policy designed to encourage continuous improvement. Incentives will be designed to reward improved performance and performance above the state average with the greatest weight being placed upon improvement over prior year levels. The State Council will work with key partners to consider options for tying financial incentives to performance. Performance assessments will be conducted to identify both exemplary and below standard performance. Information on successful best practices will be regularly shared with all local boards, and ongoing technical assistance will be made available to boards exhibiting performance below the state average.

In addition to the State Council's activities, as part of its administrative function, CDLE will review, monitor, and report performance data for each region and the state as a whole. The State Council will use the data to determine if the workforce system is on course with the state's strategic plan, modify and/or develop policy to address concerns and, if necessary, implement corrective actions.

As noted in section E. part 1., regarding the role and function of the State Board, the State Workforce Development Council is responsible for the development of a continuous improvement plan. This improvement system has been developed and implemented. Below is a summary of the Continuous Improvement Management System (CIMS) for the State of Colorado.

Continuous Improvement Management System (CIMS)

To meet the challenges of Colorado's competitive and changing economy the state's workforce investment system must be prepared to respond to the business and worker communities. In order to compete in the international marketplace Colorado's workforce investment system must continually improve its performance. The State Workforce Development Council (WDC) has been developed to oversee Colorado's workforce investment system and will implement this Continuous Improvement Management System (CIMS) to promote performance excellence in workforce development. The goal of the CIMS implementation is to provide incentives to Workforce Investment Boards (WIB)s and Workforce Centers to continually improve their operations and to raise the profile of Colorado's One Stop Centers. This CIMS will encourage local WIBs to improve customer participation and support performance excellence in their respective regions. All CIMS processes begin with the question "What can be done better in workforce development?"

Through the CIMS the state of Colorado will recognize and reward WIBs in the following three categories.

I. Partnership

- A. Business Recognition
- B. Agency Recognition

II. Performance Incentive (PIA)

- A. Performance Standards Award and
- B. Performance Excellence Award

III. Innovation In Leadership and Service Delivery (ILSD)

The focus of this CIMS is on results, not procedures, tools, or organizational structure. Local WIBs are encouraged to develop and demonstrate creative, adaptive and flexible approaches to meeting the basic performance requirements and to continuously improve their workforce investment area activities.

Funding for CIMS incentive awards will be determined by the WDC on an annual basis.

A brief overview of each award is as follows:

I. Partnership Awards

The WDC recognizes the importance of local coordination of workforce development efforts between the WIB, the Workforce Center, local businesses and service agencies. These recognition awards are available to all Colorado Workforce Regions. The Partnership Awards are recognition only and do not offer dollar incentives.

II. Performance Incentive Awards (PIA)

Performance Incentive Awards are available to the Colorado's nine Federal Workforce Regions that have met their performance goals as negotiated with the Colorado Department of Labor and Employment (CDLE). The two PIA categories are Performance Standard and Performance Excellence.

A. PIA Performance Standards Award

Colorado's nine Federal Workforce Regions, collectively, produce results that allow the State to meet their WIA performance requirement with the Department of Labor. When Colorado meets their state performance requirements everyone benefits. In order to reward Workforce Regions for their contribution to the State's performance the Performance Standard Award will be distributed equally among the Workforce Regions.

B. PIA Performance Excellence Award

This award is available to Colorado's nine Federal Workforce Regions. These award dollars will be distributed among those workforce regions who meet the performance goals they negotiated with the Colorado Department of Labor and Employment.

III. Innovation in Leadership and Service Delivery (ILSD)

The Innovation in Leadership and Service Delivery Award for Performance Excellence is intended to promote creative, adaptive and flexible approaches to meeting the performance requirements of WIA as well as to establish continuous improvement as a standard mode of operation. This award is available to all of Colorado's Workforce Regions committed to improving practices, capabilities and results and the overall performance of both the Workforce Center and the workforce development system as a whole are invited to submit for an ILSD Award.

ILSD Activity Phases:

1. Performance Excellence Training

Training covers an overview of the CIMS and specifically the criteria outlined to promote continuous improvement and performance excellence strategies.

2. Organizational Evaluations

Organizational Evaluations provide workforce regions with baseline operating data from which continuous improvement strategies are identified.

3. Implementation Planning

Implementation Plans outlined in each workforce region identify continuous improvement goals, objectives and timelines against which that workforce region will be measured.

4. Partnership with Colorado Performance Excellence

Colorado Performance Excellence offers the state Performance Excellence awards in all business sectors. This partnership allows workforce regions to continue their efforts towards performance excellence, receive objective examiner feedback resulting in a significant return on investment for participants.

b) Vocational Rehabilitation:

See Attachment 4.11(b) of the Division of Vocational Rehabilitation's State Plan for 2003.

K. Performance Accountability

Nothing in this guidance shall relieve a State of its responsibilities to comply with the accountability requirements of WIA Title I and II and the Carl D. Perkins Vocational and Technical Education Act of 1998 (Perkins III), including, for example, the requirements to renegotiate performance levels at statutorily defined points in the 5-year unified plan cycle. The appropriate Secretary will negotiate adjusted levels of performance with the State for these programs prior to approving the State plan.

1. What are the State's performance indicators and goals in measurable, quantifiable terms for each program included in the unified plan and how will each program contribute to achieving these performance goals? (Performance indicators are generally set out by each program's statute.)

Please refer to the following subsections and attachments for program specifics.

In answering the above question, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs:

i) describe the State performance accountability system developed for the workforce investment activities to be carried out through the Statewide workforce investment system. Include expected levels of performance for each of the core indicators of performance and the customer satisfaction indicator of performance for the first three program years covered by the unified plan. (Sections 112(b)(3) and 136(b)(3)(A)(ii))

The State has installed software to perform calculations of performance standards based on performance indicators as of June 1999, and will continue to modify as revisions become available. The management information system will be used to monitor both state and local performance to identify potential problems so that technical assistance can be provided in a timely manner, recognize areas with exemplary performance, and ensure that both the State and local workforce regions meet or exceed their performance measures.

The State has negotiated performance measures with USDOL, and will ensure that local performance measures are consistent with the state measures. The state negotiated performance measures are:

**PY02, PY03, PY04 WIA Core Performance Indicators
Negotiated with USDOL**

Performance Indicator	Adult	Dislocated Worker	Youth 19-21	Youth 14-18
Entered Employment Rate	PY02 64.2%	PY02 73.5%	PY02 56.2%	
	PY03 73.1%	PY03 82.0%	PY03 68.0%	
	PY04 74.1%	PY04 83.0%	PY04 70.0%	
Retention Rate	PY02 73.0%	PY02 87.0%	PY02 70.3%	
	PY03 79.0%	PY03 90.0%	PY03 69.0%	
	PY04 80.0%	PY04 91.0%	PY04 70.0%	
Earnings Change	PY02 \$2400		PY02 \$2200	
	PY03 \$2300		PY03 \$2350	
	PY 04 \$2300		PY04 \$2500	
Replacement Rate Earnings		PY02 85.0%		
		PY03 82.0%		
		PY04 83.0%		
Credentials (*and Employment)	PY02 52.0%	PY02 52.0%	PY02 40.0%	
	PY03 60.0%	PY03 66.0%	PY03 40.5%	
	PY04 61.0%	PY04 67.0%	PY04 41.0%	
Younger Youth Skill Attainment Rate				PY02 62.0%
				PY03 81.0%
				PY04 82.0%
Younger Youth Diploma or Equivalent Attainment				PY02 52.0%
				PY03 50.0%
				PY04 51.0%
Younger Youth Retention				PY02 46.0%
				PY03 60.0%
				PY04 61.0%
		Participant	Employer	
Customer Satisfaction		PY02 70.0%		PY02 68.0%
		PY03 77.0%		PY03 79.0%
		PY04 78.0%		PY04 80.0%

**Wagner-Peyser and Veteran Performance Indicators
Negotiated with USDOL**

Performance Indicator	Wagner-Peyser	Veterans	
		All Vets	Disabled Vets
Entered Employment	TBD	55%	45%

Entered Employment Following Staff-Assisted Services		55%	45%
6-Month Job Retention Rate	TBD	78%	76%
Employer Satisfaction	TBD		
Job Seeker Satisfaction	TBD		

ii. compare the State level of the performance goals with the State adjusted levels of performance established for other States (if available), taking into account differences in economic conditions, the characteristics of participants when they entered the program and the services to be provided. (Sections 112(b)(3) and 136(b)(3)(A)(ii))

Data from other states is not currently available.

b) *Unemployment Insurance:*

i) submit a plan to achieve an enhanced goal in service delivery for areas in which performance is not deficient. Goals may be set at a State's own initiative or as the result of negotiations initiated by the Regional Office.

Colorado unemployment insurance (UI) program goals, areas of emphasis, and methods for monitoring progress are detailed in the UI State Quality Service Plan (SQSP). This state-focused planning process replaces the former Program and Budget Plan (PBP) and represents a new approach to UI performance management and planning. It integrates federal program requirements and priorities with federal-state negotiated agreements for enhanced service delivery and continuous improvement in performance. The plan for Federal Fiscal Year 2001 will be submitted to the Regional Office of the U.S. Department of Labor by about mid-August, 2000.

ii) identify milestones/intermediate accomplishments that the SESA will use to monitor progress toward the goals.

See (i), above.

2. Has the State developed any common performance goals applicable to multiple programs? If so, describe the goals and how they were developed.

In coordination with federal agencies, OMB has developed uniform evaluation metrics, called "common measures." The common measures are intended to institute uniform definitions for performance. The common measure for job training and employment will be applied to 31 programs administered by six federal agencies. These programs are expected to implement the common measures (begin information collections and reporting) in 2004.

The six agencies include:

- Department of Labor
- Department of Education
- Department of Health and Human Services
- Department of Veterans Affairs
- Department of the Interior
- Department of Housing and Urban Development

The state is in the process of developing common performance goals applicable to multiple programs as directed by USDOL.

3. Colorado is one of only 16 states whose Workforce Investment Act (WIA) Program exceeded its USDOL's program performance measures. The state is now eligible to receive \$1.1 million for exceeding its standards for WIA Titles I and II for Program Year PY01.

A. Colorado's PY '01 WIA Performance Incentive Grant Proposal

Colorado is one of only 16 states whose Workforce Investment Act (WIA) Program exceeded its USDOL's program performance measures. The state is now eligible to receive \$1.1 million for exceeding its standards for WIA Titles I and II for Program Year (PY) '01. These funds are available to eligible states through June 30, 2005, to support innovative workforce development and education activities authorized under the WIA and the Perkins Act. To obtain the incentive award, the state is required to submit an application to the U.S. Department of Labor. The following is a synopsis of Colorado's planned submission:

The Colorado Department of Labor and Employment and the State Workforce Council, the Colorado Office of Adult Education, and the Colorado Community College System (Perkins Agency) plan to develop an employment/training/education web portal that will:

- Provide access to the appropriate databases of each agency
- Increase communication between the agencies
- Empower and enhance the ability to help clients of each agency
- Provide tracking mechanisms for clients through each agency

- Eliminate the need for “hand off” of clients to each agency as an original case worker can continue to assist a client through training, education and employment
- Increase information about and access to each agency and its activities
- Allow clients to enter the system from any of the three agencies and progress to completion of the client’s goals
- Leverage the resources of each agency so that all may take advantage of multiple resources

Innovation:

Through the application of efficient technologies, the portal project substantially increases the cross-agency communication and collaboration between the agencies and the likelihood that clients will have access to and receive all appropriate resources of the providers. The project will redevelop the databases of the three agencies so that they can interact and be manipulated by any of the agencies. It leverages the resources of the three agencies in ways not possible without this technology.

The project is client-centered, providing anywhere, anytime access to the resources of each agency.

Comprehensive

The portal project will not only combine the activities and resources of the three agencies but will also connect to other providers who can serve clients such as human service agencies and community-based organizations

Coordination:

The three agencies will form a combined council whose purpose will be to

- Inform the project
- Steer and manage the project
- Ensure sustainability and maintenance of the portal
- Maintain cross-agency communication and collaboration

L. Data Collection

1. What processes does the State have in place to collect and validate data to track performance and hold providers/operators/subgrantees accountable?

Each state partner agency has its own management information system, and is responsible for maintaining accountability for its own programs in accordance with federal requirements, including monitoring its own providers/operators/subgrantees. Please refer to the following subsections and appropriate attachments for program specifics.

In answering the above question, if your unified plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs, describe the common data collection and reporting processes to be used for the programs and activities described in §112(b)(8)(A). (§112(b)(8)(B))

The state has developed a software package to allow the tracking of data collected by local entities. Information is validated through on-site monitoring

2. What common data elements and reporting systems are in place to promote integration of unified plan activities?

The state will utilize JobLink, an automated system that combines the data collection elements required for WIA and Wagner-Peyser programs, and will meet federal requirements for both programs in terms of data collection and performance measures tracking. JobLink collects all data required under WIA and Wagner-Peyser, tracks performance, produces all required reports, and shares data between JobLink and the Department of Human Services through a "screen scrape" to reduce the amount of duplicate information gathering, links with UI wage records to track performance measures, can be used for email and internet access, and posts information directly to America's Job Bank on a daily basis. The system has built-in help screens and rigorous safeguards to maintain confidentiality. Workforce regions have the capability to modify the system to meet local requirements and determine the nature and level of access that can be given to partner agencies.

In addition, if your plan includes:

a) WIA Title I and Wagner-Peyser Act and/or Veterans Programs, describe the common data collection and reporting processes used for the programs and activities described in §112 (b)(8)(A). (§112(b)(8)(B))

Wagner-Peyser and WIA will be tracked and reported on JobLink. Where appropriate, and subject to approval by the local board, access to JobLink will be made available to local workforce partners to enable the tracking and reporting of common clients and minimize duplicate information gathering. Local boards will determine the appropriateness of the request for access and the level of access. Agencies that use their own tracking systems will have the ability to share data for data entry and reporting. JobLink will be customized by all local entities to allow input of unique information.

M. Corrective Action

1. Describe the corrective actions the State will take for each program, as applicable, if performance falls short of expectations.

This will be handled on a program-by-program basis by the appropriate state agency, in accordance with federal requirements.

In answering the above question, if your unified plan includes:

a) Vocational Rehabilitation:

See Attachment 4.12(e) of the Division of Vocational Rehabilitation's State Plan for 2003.

b) Unemployment Insurance, explain the reasons for the areas in which the State's performance is deficient. If a plan was in place the previous fiscal year, provide an explanation of why the actions contained in that plan were not successful in improving performance and an explanation of why the actions now specified will be more successful.

As appropriate, reasons for deficient unemployment insurance (UI) performance, why the actions taken were not successful, and why the proposed actions will be more successful shall be included in the UI State Quality Service Plan (SQSP) in compliance with ET Handbook 336, AUI State Quality Service Plan (SQSP) Planning and Reporting Guidelines.

N. Waiver and Work-Flex Requests

1. Will your State be requesting waivers as part of this unified plan?

Colorado has submitted two waivers during 2002 and 2003. A third waiver has been written and is pending submittal to USDOL.

Waivers include:

a.) WIA Youth Program Waiver request.

i. An exemption from the competition requirement for the follow-up, work experience, and support services elements and proposing to include these elements in the design framework of youth services. This section of the waiver was approved.

ii. That all local workforce centers be given the opportunity to apply for and be considered for inclusion on the youth service provider list. Some of Colorado's workforce center are units of local government which are WIA local area sub recipients, and thereby required to follow contract procurement and sub grant requirements found at 29 CFR Section 97.36 and 97.37. This section was not approved.

b.) Transfer of WIA Funds between Adult and Dislocated Worker Programs.

i. Requesting the waiver of the legal requirement limiting transfer of funds between the Adult and Dislocated Worker programs to no more that 20% of a program year allocation. This waiver was approved.

c.) Eligible Training Provider (ETP) Performance Reporting Requirements for Subsequent Eligibility Determination.

i. Requesting the waiver of the subsequent eligibility reporting requirements for PY03 (July 1, 2003 through June 30, 2004) for all programs participating in Colorado's Eligible Training Provider (ETP) system. This waiver is pending submittal to USDOL.

Copies of the Waivers and the approval letters can be found in appendix I.

In answering the above question, the following waiver provisions apply if your unified plan includes:

a. *WIA Title I and Wagner-Peyser and/or Veterans Programs, State may submit a Workforce Flexibility (Work-Flex) Plan under WIA Sec. 192 and/or a General Statutory Waiver Plan under WIA Sec. 189(i) as part of the WIA Title I Plan. These waiver plans may also be submitted separately, in which case they must identify related provisions in the State's Title I plan. State waiver plans should be developed in accordance with planning requirements at Subpart D of 20 CFR Part 661.420 and planning guidelines issued by the Department of Labor.*

[1]

Quotations from the Colorado Procurement Code (Colorado Revised Statutes) are listed in all capital letters with the text indented. Quotations from the Procurement Rules are in upper and lower case letters and indented.

[2]

Personal services purchases are defined as any time, effort, or labor performed by an individual (not in the employ of the department, agency, or institution).

[3]

A commitment voucher is a purchase order, a state contract, an approved travel authorization, an advice of employment, or any other document appropriate to the transaction, prescribed by the State Controller, which creates a financial obligation to the State that ultimately results in a disbursement of funds by the State.