



Category/Subject: Road to Work Program
Colorado Policy Guidance Letter#: GRT-2016-01
Revise/Replace PGL#: N/A
Date: March 17, 2016
Distribution: CDLE Management, State/Local Workforce Directors & Staff

**I. REFERENCE(S):**

- [CRS §24-103-503](#), Procurement Code.
- Policy Guidance Letter (PGL) #[WIOA-2015-05](#), WIOA Title I Eligibility.
- PGL #[WIOA-2016-01](#), PY15-19 Regional and Local Plan Guidelines.
- PGL #[VET-2014-02](#), Priority of Service for Veterans and Eligible Spouses.

**II. PURPOSE:**

To provide policy guidance to local workforce areas, Disabled Veterans’ Outreach Program (DVOP) staff, and Road to Work Supportive Services teams on the implementation of the Road to Work Initiative. The Road to Work Initiative provides intensive workforce development assistance and intervention to increase employment placement and retention at a livable wage for parolees under the supervision of the Colorado Department of Corrections, Division of Adult Parole (DOC).

**III. BACKGROUND:**

The DOC has contracted with the Colorado Department of Labor and Employment (CDLE) to create a pilot program to identify new promising practices in employment development for ex-offenders. The Road to Work Initiative utilizes the resources of local workforce centers, in partnership with community organizations and Corrections partners, to facilitate employment placement at a livable wage and retention opportunities for parolees who have been released from prison under the supervision of DOC. This initiative was developed to improve parolees’ chances of successfully integrating into communities while reducing incarceration times and costs to the taxpayer by providing case management and supportive services to the targeted population with the intent of increasing job retention for parolees and successful reintegration into our communities.

CDLE will administer the Road to Work Initiative with an appropriation by DOC. The Road to Work Initiative creates an employment team comprised of the designated CDLE State Program Coordinator, the Local Area Workforce Case Manager, the Community Parole Officer, the employer, community re-entry and other identified partners, including mental health professionals, healthcare professionals, substance abuse treatment providers the Colorado Department of Vocational Rehabilitation, and other team members as appropriate to support the parolee in achieving and maintaining successful re-entry into society.

#### **IV: POLICY/ACTION:**

##### **A. Local Area Participation**

Participating local areas include Pikes Peak Workforce Center, Arapahoe Douglas WORKS! Workforce Center and DVOP staff statewide, with the potential to expand to other local areas going forward depending on the availability of funding and the success of the pilot phase.

##### **B. Participant Eligibility and Recruitment**

Only parolees that are referred by DOC may be eligible. DOC will assess parolees for eligibility based on the following criteria:

- Medium risk, as scored by an objective risk analysis administered by DOC; or
- High risk as administered by an objective risk analysis administered by DOC and who are compliant with their supervision plan.

Parolees under supervision for a sex offense are excluded from this program. DOC will generate a list of eligible parolees and distribute to participating workforce centers and DVOP staff. Local areas and DVOP staff may exclude referred parolees from eligibility due to:

- Sex offender status;
- Non-participation;
- Threatening or intimidating behavior;
- Refusal to honor program requirements; and
- Veteran not meeting eligibility for the Jobs for Veterans State Grant (JVSG) (referred Veterans must meet the Significant Barrier to Employment (SBE) requirement before services can be delivered by DVOP staff).

##### **C. Project Planning and Coordination**

Participating local areas shall develop a detailed project plan which pilots innovative approaches to assist parolees to reintegrate themselves into our communities and reduce the financial burden of incarceration to taxpayers. The plan should focus on developing creative strategies to assist participants in overcoming barriers to employment due to their criminal histories as well as a focus on how funds will be spent as specified by the local Project Plans.

The Project Plan shall include the following components:

- Identification of one (1) FTE Local Area Workforce Case Manager dedicated to the program.
- A description of how the Workforce Case Manager shall assemble and work with a case management Supportive Services team for each parolee comprised of the DOC parole officer, the local area's business development representative, State Program Coordinator, and other program partners and staff as needed to support successful re-entry of the participant into the workforce. This support team, which may include a Case Manager, Parole Officer, Community Re-entry representative, Community Re-entry Employment Navigator, mental health professionals, substance abuse professionals, Vocational Rehabilitation staff and child support enforcement liaison/technician, will meet on at least a monthly basis to streamline any and all services for the parolee to maximize the chance for success.
- Identification of services to be provided to participants (see Section F).

- A description of how the local area Workforce Case Manager will work with DOC staff that will provide supportive services for participants. Such services may include, but are not limited to:
  - Housing: Indigent Housing vouchers if available in local area;
  - Transportation: Bus Passes where public transportation is available;
  - Mental health: Counseling sessions provided if needed as determined by DOC;
  - Substance abuse treatment: provided if needed; and
  - Other supportive services necessary as determined by the Supportive Services committee, which will be designated for each program participant.
- A description of which alternative and creative strategies will be utilized to create employment opportunities, improve job retention rates (and subsequently recidivism rates) and provide wrap-around support services.

**D. Steering Committee**

A state-level steering committee will be created to provide strategic oversight of the program. The Road to Work steering committee will include the Adult Parole Deputy Director, Adult Parole Assistant Director – Parole Operations, CDLE Director of Workforce Programs, Policy and Strategic Initiatives, CDLE Workforce Programs Operations Director, Colorado Urban Workforce Alliance Director, Colorado Rural Workforce Consortium representative if participating, Business Services Manager, and Program Manager. The steering committee shall meet at least quarterly. The participating local area Directors or a designee shall participate on the steering committee to provide strategic oversight of the program.

**E. Role of DVOP Staff**

DVOP staff will receive referrals directly from the CDLE State Program Coordinator, who will have determined potential eligibility for DVOP services and completed the JVSG triage form. DVOP staff will attempt to make contact with veteran parolees within 48 hours of referral to set up an initial meeting. DVOP staff will complete a comprehensive assessment and an individual employment plan during the first meeting. DVOP staff will enroll the veteran parolee in the Road to Work program using the RA program code in Connecting Colorado and enter them into case management (VS code). Intensive services will be provided to the veteran parolee to support the veteran in becoming “job ready.” During this process, a needs assessment will be completed to determine supportive services that will be needed. All documentation will be scanned into Connecting Colorado, including a DD214, release of information form, needs assessment checklist, and any other documentation. If supportive services or training is determined to be a need for the veteran parolee, the DVOP staff will make contact with the CDLE State Program Coordinator to facilitate funding. Contact with the veteran is required every 2 weeks while the client is in case management and follow up is required at 90, 180, and 270 day intervals once employed.

**F. Program Activities**

Participating local areas shall offer participants enhanced “individualized career services” to include comprehensive and specialized assessments, development of an individual employment plan, group and individual counseling, career planning, short-term prevocational services, workforce preparation activities, financial literacy services, and English language acquisition and integrated education and training programs. Services provided shall equip workers with the tools and skills they need to successfully re-enter the labor market with a livable and sustainable wage.

Training services may include assessment, skills training, pre-apprenticeship training, interview training, resume writing, career counseling, skills achievement certification, on-the-job training opportunities (OJTs), internships, apprenticeships (registered and non-registered), short-term subsidized employment, and paid work experiences. Training services should include an emphasis on work-based learning, career pathways, and completion of credentials. Job retention and follow-up services must be provided for one year after placement. The case management team and supportive services committee will oversee and facilitate services as needed on an individual basis.

Local areas can provide incentives tied to program activity as allowable by local policy.

## **G. Program Enrollment and Activity**

DOC will generate lists of eligible parolees and distribute the referral lists to participating workforce centers. Participants should be enrolled into the program in Connecting Colorado using the **RA** program code. All services should be entered using existing service codes in Connecting Colorado.

## **H. Reporting Requirements**

### **1. Monthly Reporting (Attachment #1)**

Local areas shall enter all individual services into Connecting Colorado, including comprehensive case notes to document all services, expenditures, employment placement and job retention activities. The use of the UN service code to track job placements is encouraged.

Participating local areas shall submit monthly reports to the State Program Coordinator via email by the 15<sup>th</sup> day of the following month. The report should include the following data (both monthly and cumulative) using the reporting template in **Attachment #1**:

- # of Parolees Referred by DOC Adult Parole
- # Entered into Individual Employment Plan
- # Entered into Dual Enrollment with WIOA
- # Completed Road to Work Comprehensive Assessments
- # of Supportive Services, including:
  - Transportation Assistance
  - Housing Assistance
  - Clothing/Personal Care items Assistance
  - Other Assistance (supported by notes in Connecting Colorado)
  - Mental Health/Substance Abuse Referrals
  - Child Support Interventions
- # of Training Enrollments
- # of Successful Training Completions
- # of Unsuccessful Training Completions
- # of Ongoing Training Participants
- # of Job Placements
- Average wage at placement
- # of Participating Employers
- Employer Names/Contact Information
- Work Training Experience (WE) Participants
- # of On-the-Job Training (OJT) Participants
- # of Retention Visits
- Administrative costs, overhead costs and salary costs.

2. Quarterly Reporting (Attachment #2)  
Cumulative statistics including all monthly reporting requirements, itemized expenditure reports, list of employed participants with employer name, wage increases, retention status and dropout statistics including number and reason for dropout.
3. Closeout Report  
Cumulative statistics including all monthly and quarterly reporting requirements, itemized expenditure reports, and narrative summarizing promising practices, effective strategies, ineffective strategies and suggestions for modified practices going forward.
4. Reporting Deadlines  
All reports shall be submitted to the CDLE State Program Coordinator ([John.Gore@state.co.us](mailto:John.Gore@state.co.us)) no later than the 15<sup>th</sup> of each following month. Quarterly reports will be submitted no later than the 15<sup>th</sup> day of April (for the 1<sup>st</sup> quarter), July (2<sup>nd</sup> quarter), October (3<sup>rd</sup> quarter) and January (4<sup>th</sup> quarter of the calendar year).

**I. Expenditure Deadline and Recapture of Funds**

By March 15, 2016, local areas must determine if the allocated budget is anticipated to be fully expended by June 30, 2016. If the funds will not be fully expended, the local areas shall provide the State Program Coordinator with the estimated amount of unexpended funds by email. This amount shall be recaptured by CDLE on April 1, 2016.

**The local area director shall verify and confirm the amount of funding estimated to be unspent. After CDLE has received a consent letter from the local area director stating the local area's consent to reduce the allocated budget by the estimated amount, an NFA shall be sent to the local area showing that unspent amount as a budget reduction. The local area shall submit an Informal EA Modification form in response to the NFA.**

**J. Performance Requirements**

Each local area will be responsible for reporting all services/outcomes listed above, plus descriptions of unique service delivery strategies utilized in each reporting period, along with a narrative describing effective, ineffective and proposed future strategies.

**K. Monitoring Responsibilities: CDLE/DOC**

CDLE and DOC will coordinate the monitoring of fiscal and operational activities of local areas and DVOP activities, including close out reports, performance statistics (from Section G.) and narratives describing which efforts were successful so that they may be studied in the context of the pilot initiative.

**L. Allowable Costs**

All supportive services costs that are permissible under local area policy are allowable.

**M. Exclusions**

Disallowed costs include, but are not limited to:

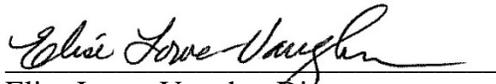
- Child support payments;
- Legal fees;
- Any expenditure that is not supported by receipts or purchase orders.

**V. IMPLEMENTATION DATE:**

Effective immediately.

**VI. INQUIRIES:**

Please direct all inquiries to the Road to Work State Program Coordinator John Gore, 303-318-8836, [John.Gore@state.co.us](mailto:John.Gore@state.co.us).



Elise Lowe-Vaughn, Director  
Workforce Programs, Policy and Strategic Initiatives

**ATTACHMENT(S):**

**Attachment #1: Monthly Reporting Template**

**Attachment #2: Quarterly Reporting Template**

