

EMPLOYMENT AND TRAINING ADMINISTRATION ADVISORY SYSTEM U.S. DEPARTMENT OF LABOR Washington, D.C. 20210	CLASSIFICATION WIOA National Reserve
	CORRESPONDENCE SYMBOL OWI
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ADVISORY: TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 5-16

TO: STATE WORKFORCE AGENCIES
STATE WORKFORCE ADMINISTRATORS
STATE WORKFORCE LIAISONS
STATE AND LOCAL WORKFORCE BOARDS AND CHAIRS
STATE LABOR COMMISSIONERS

FROM: PORTIA WU /s/
Assistant Secretary

SUBJECT: Reemployment & System Integration Dislocated Worker Grants

1. **Purpose.** To announce the availability of up to \$65 million for Reemployment & System Integration (RSI) Dislocated Worker Grants (RSI-DWGs) of up to \$1.1 million per State (including Outlying Areas), to support high quality service delivery and improve employment outcomes for dislocated workers, including those who are also unemployment insurance claimants or long-term unemployed, through investment in integrated technology solutions that support connectivity across programs and services provided to dislocated workers. These grants will be funded through the National Dislocated Worker Grant program.

2. **References.**

- Workforce Innovation and Opportunity Act (WIOA), sec. 170, Pub. L. No. 113-128, 128 STAT. 1425, 1573-1576 (July 22, 2014)
- Workforce Investment Act of 1998 (WIA), sec. 173, 29 U.S.C. 2918
- Training and Employment Guidance Letter (TEGL) No. 2-15, Operational Guidance for National Dislocated Worker Grants, pursuant to the Workforce Innovation and Opportunity Act (WIOA or Opportunity Act) (July 1, 2015)
- ETA Form 9130 (OMB Control No. 1205-0461)
- 2 CFR part 180
- Information Technology Support Center (ITSC) Workforce Connect tool (http://www.itsc.org/Pages/WF_Connect.aspx)

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3. Goal of RSI-DWGs.

National Dislocated Worker Grants are discretionary grants awarded by the Secretary of Labor under section 170 of the Workforce Innovation and Opportunity Act (WIOA) to provide employment and training assistance to dislocated workers. Given the demands on the WIOA Dislocated Worker (DW) program caused by trends in multiple smaller layoff events, increased numbers of long-term unemployed individuals, and program changes required by WIOA, the RSI-DWGs are intended to expand and enhance the capacity of the workforce system to serve dislocated workers with the goal of quickly reemploying laid-off workers and enhancing their employability and earnings.

This RSI-DWG provides funding to improve the capacity of the workforce system to efficiently link dislocated workers, including those who might first approach the workforce system as unemployment insurance (UI) claimants and long-term unemployed, to the broad spectrum of employment and training assistance available to them and to support their productive reemployment. Funds awarded through the RSI-DWGs are to be used by the States to integrate their UI, Wagner-Peyser employment services (ES), and WIOA workforce information technology (IT) systems, including systems for the DW program, to provide a seamless experience for dislocated workers and to assist dislocated workers in accessing services. While the purpose of these projects is to improve assistance provided to dislocated workers, projects funded with these grants may also benefit other jobseekers.

Currently, States vary widely in their IT infrastructure across programs. Some of the common challenges States have include siloed systems on different platforms that lack common architecture, legacy systems on antiquated architecture, different database constructs, and limited or absent linkages or interfaces across systems.

To address these challenges as they relate to enhanced service delivery for dislocated workers, and potentially to the benefit of other workforce system job seekers, this grant opportunity is designed to provide seed money to States to implement technology solutions that support and improve connectivity among existing State IT systems and databases in at least one of three specific areas:

1. Common registration and case management across the DW program, the ES program, and the UI program at a minimum;
2. Implementation of robust on-line service delivery hubs that integrate information and on-line services across the DW program, the ES program, and the UI program at a minimum; and/or
3. Data integration strategies that support the ability of front-line staff, including career counselors, to better connect dislocated workers to the services they need to get jobs in demand along career pathways and expand the capacity to provide career counseling to more customers. Such strategies could include integrating real-time LMI information or access to information on the performance outcomes of training providers into an integrated on-line service delivery hub.

States must implement technology solutions in one or more of these strategies using grant funds that result in improved service delivery for dislocated workers.

States are encouraged to take two approaches in designing and implementing this grant: First, using agile development approaches that start with feedback from users about their needs and build technology solutions based on those needs by getting ongoing input throughout the development process; and second, identifying best-in-class, already existing technology-enabled solutions that State sites can link to and leverage versus defaulting to building new tools.

These grant funds provide seed money for States to implement these solutions, and States are expected to provide additional resources if possible. To the extent States are using the funding to initiate a project that will ultimately require more time and resources than provided in this grant, they must describe their plan for completion of the project beyond the grant period. States must engage and convene the appropriate partner programs in support of development of these technology solutions.

The expected outcomes of these grants include:

- **Improved Service Delivery and Employment Outcomes for Dislocated Workers.** System integration can improve the quality of service delivery by making it easier for dislocated workers to obtain the help and services they need to become successfully reemployed.
- **More Effective Connections to All Available Services through Integrated Case Management.** Integrated systems allow for a “no wrong door approach” and more accurate referrals of dislocated workers to other federal, state, and local services. This ensures dislocated workers are more effectively connected to all services available to them, including both “brick-and-mortar” functions of American Job Centers (AJCs) and on-line AJC services. Dislocated workers will be better connected to in-demand jobs and supportive services that enable successful completion of training and credential attainment.
- **Prevention of Long-Term-Unemployment.** By supplying data to increase the accuracy of the model used to predict which claimants are likely to exhaust UI benefits or encounter barriers to employment, grantees can target dislocated worker who are most at risk of exhausting their UI benefits.
- **Increased Early Intervention and Layoff Aversion.** Integrated data systems could be used as part of an early warning network to provide early notification of ongoing layoff events, or layoff trends within certain industries. Better data will guide State Rapid Response activities and connect dislocated workers to new employment or reemployment services in a timelier manner.
- **Increased Accessibility to Services through Automation and Self-Service.** Integrated systems reduce the burden of data collection on participants and the workforce system alike, and may provide a means for increased automated and self-services that will free up WIOA dislocated worker (DW) staff to focus on more time-intensive individualized services or training.

- **Enhanced Identification of Service Delivery Needs.** Real time information collected through integrated systems can be used to identify the most appropriate services to support dislocated workers.
4. **Background.** Under WIOA sec. 170(b), DWGs generally provide resources to States and other eligible applicants to provide employment and training assistance to workers affected by major economic dislocations, such as plant closures, mass layoffs, or closures and reassignments of military installations. The Department of Labor (Department) has consistently interpreted this non-exclusive list of major economic dislocations to provide the Department with authority to identify additional major economic dislocations, including in the Workforce Investment Act (WIA) regulation at 20 CFR 671.110(f). Section 173(a)(1) of WIA provided the same examples of major economic dislocations as under WIOA, and under WIA, the Department exercised that authority to recognize, as a significant dislocation event, the multiple layoffs nationwide resulting from a number of smaller dislocation events and an ongoing lag in reemployment, in the midst of persistent long-term unemployment. Under WIOA, the Department has interpreted the statute to provide the same authority to identify additional major economic dislocations. The Department recognizes the impact of ongoing smaller dislocation events over time, experienced in many States despite recent economic growth and an ongoing (and even increasing) lag in reemployment for long-term unemployed workers, as a major dislocation event for purposes of DWG assistance. In addition, the Department's appropriations acts, including the Consolidated and Further Appropriations Act, 2015 (PL 113-235), in which the funds being used for RSI-DWG were appropriated, have consistently included statutory language specifying that these grants are available to address cases where there are worker dislocations across multiple sectors or across multiple local areas and such workers remain dislocated.

The RSI-DWGs are awarded to provide assistance to States to address these ongoing and multiple dislocations. These dislocations have added to the already significant number of long-term unemployed individuals who have been jobless for 27 weeks or more, and who represent approximately 25 percent of all unemployed persons, according to the Bureau of Labor Statistics. By supporting system improvements to better connect and integrate programs and services, these RSI-DWGs are intended, in part, to promote the reemployment of dislocated workers by providing them expanded electronic access to certain workforce services. The electronic assistance, enabled by funding under this grant, is intended to complement the direct services that participants in dislocated worker grants receive. Currently, there are 104 active national DWGs and National Emergency Grants awarded under WIOA sec. 170 and WIA sec. 173.

The Department notes that these worker dislocations, in multiple sectors, and the concurrent lag in reemployment for long-term unemployed workers have strained the workforce investment system's ability to provide crucial training and reemployment services to improve dislocated workers' employment prospects. The workforce system's response to this strain in resources has been a decline in the intensity of services provided. IT system integration is intended to ensure dislocated workers are connected to services for which they are eligible, and to alleviate the administrative burden on the workforce system in order to free staff time and resources for providing direct services, including case management, to dislocated

workers. In addition, improving coordination among UI, ES, and workforce IT services, including systems for the DW program, to support the provision of services to dislocated workers is consistent with WIOA's emphasis on coordination and alignment of workforce development services.

5. **Eligible Applicants.** The organizations that are eligible to apply for funding under this opportunity are the State agencies responsible for administering WIOA title I activities, including those in Outlying Areas. States may choose to pool the funds available to each State under this grant opportunity as part of a consortium project designed to promote the reemployment of dislocated workers in multiple States. If States choose to apply for funds designed to support a State consortium, the member States must enter into a Memorandum of Understanding that details the States' joint commitments in regard to the project.
6. **Funds Availability.** The Department is making up to \$65 million available under this TEGL. Applicants may apply for grants of up to \$1.1 million per State or per Outlying Area. The final amount of each grant is dependent on the number of applicants and the cumulative amount of funding requested. Awards made under this TEGL are subject to the availability of Federal funds. If the cumulative funding requested by all applicants exceeds the amount of funds available, all grant awards will be reduced proportionately. Conversely, if the cumulative requests are lower than the total available amount or if additional funds become available, grant awards may be increased proportionately. As provided in section 13, the Department may negotiate funding levels and program elements. Grant recipients may be required to revise budget documents before award execution to account for discrepancies between funding requests and actual award amounts.

The period of performance for RSI-DWG grants is two years, and grant funds will be available for expenditure through September 30, 2018. However, the Department reserves the right to provide period of performance extensions beyond this date, as it deems appropriate and necessary, to achieve the purposes of these awards.

7. **Partnerships.** To effectively develop integrated technology solutions requires partner engagement. At a minimum, States must form partnerships among the DW, ES, and UI programs in support of project implementation. States are also strongly encouraged to include the TAA program as part of this effort, given the role the program plays in serving workers who are dislocated through losing their jobs as a result of foreign trade. Including the TAA program is additionally encouraged because of the opportunities to leverage the comprehensive case management and State investment in infrastructure mandated by the TAA program. In the context of providing a truly comprehensive and integrated experience for dislocated workers, States should also consider including additional partner programs that also serve dislocated workers and their partnerships with Local Workforce Boards and American Job Centers in the design and implementation of their technology infrastructure. States are also encouraged to partner with agile technology companies that can provide assistance in building products that can best serve the needs of dislocated workers.
8. **RSI-DWG Project Requirements.** Applicants must submit a plan for and commit to implementation of one or more technology solutions that support and improve connectivity

among existing State IT systems and databases in three specific areas:

1. Common registration and case management across the DW program, the ES program, and UI program at a minimum;
2. Implementation of robust on-line service delivery hubs that integrate information and on-line services across the DW program, the ES program, and the UI program at a minimum; and/or
3. Data integration strategies that support the ability of front-line staff, including career counselors, to better connect dislocated workers to the services they need to get jobs in demand along career pathways and expand the capacity to provide career counseling to more customers. Such strategies could include integrating real-time LMI information or access to information on the performance outcomes of training providers into an integrated on-line service delivery hub.

Projects may support expansion, adaptation, or enhancements of existing systems that increase integration and interconnectivity of systems so as to provide additional benefits to dislocated workers.

Given that these grants are not sufficient to support whole new system development, States should consider:

- Leveraging existing functionality in one program to support multiple programs. For example, State TAA programs may have case management infrastructure that could be adapted as an integrated tool for use across programs;
- Adopting or adapting applications or technology solutions developed for these purposes, such as the Workforce Connect tools (described below) or applications developed by other States;
- Leveraging data infrastructure, such as that developed through Workforce Data Quality Initiative and State Longitudinal Data Initiative grants;
- Focusing on lower cost front-end experience for dislocated workers as a starting point versus back-end integration; and
- Partnering with other States.

As applicants assess their options to develop technology solutions that support integrated service delivery for WIOA partner programs, the Department strongly encourages applicants to consider the Workforce Connect platform. Workforce Connect is an open source technology solution, designed under a grant from the Department and in coordination with the workforce system, that helps states and other entities align and integrate technology systems across a range of programs and workforce entities, including programs for dislocated workers, employment services, and unemployment insurance. In particular, Workforce Connect provides a platform to integrate the UI, ES, and workforce IT systems so they can share data with each other, and can be expanded to also integrate IT systems from additional WIOA partners, including title II adult education or title IV vocational rehabilitation core programs, the TAA program, the Temporary Assistance for Needy Families program, and other WIOA mandatory one-stop partners. The Integrated Registration model shares registration information provided by job seekers across the integrated programs, allowing the job seekers to register for multiple programs at once without repeatedly re-entering the same information. Workforce Connect also provides job seekers personalized information about

training opportunities, employment resources, job search updates, and the status of UI claims, all in real time. Additional information on the Workforce Connect tools may be obtained from the National Association of State Workforce Agencies' Unemployment Insurance Technology Support Center at (202) 650-5150 or at http://www.itsc.org/Pages/WF_Connect.aspx.

Applicants that have already developed integrated intake and case management systems that meet some or all of the RSI-DWG Project Requirements must identify and describe the RSI-DWG Project Requirements already implemented. Such applicants must provide information on the baseline of their existing technology systems where they are starting from a technology perspective; describe how existing systems will be leveraged or built upon, and describe how planned improvements or expansions will increase integration and interconnectivity for the benefit of dislocated workers, or to achieve any RSI-DWG Project Requirements not yet achieved.

As States consider how best to use this grant opportunity, they are encouraged to inventory existing technology-enabled solutions and identify ways to leverage, link to, and adapt them rather than building new tools from scratch. To the extent that projects involve upgrading and improving online, technology-enabled hubs and tools, States are encouraged to use an agile development process that starts with user feedback from dislocated workers about their needs and updates and refines the technology based on ongoing engagement with users about what will be most helpful and effective to support their goals.

9. **Additional Elements of Integrated Technology Solutions.** As States design and implement their technology solutions, they are encouraged to additionally incorporate the following functionalities to achieve the RSI DWG Project Requirements in Section 8:
1. Reduced burden on users, including dislocated workers as well as DW, UI, and ES program staff by including the following attributes:
 - a. Substantially reduced need for users to provide duplicative information at application to or enrollment in the DW, UI, and ES programs; or
 - b. Increased access to customer information among DW, UI, and ES staff.
 2. Support for secure, direct communication between users of the integrated IT system and staff, and among staff from the DW, UI, and ES programs as well as other programs within an AJC, in order to support seamless integrated service delivery to dislocated workers.
 3. Increased capacity for customized, targeted outreach to and support for dislocated workers, including UI claimants and the long term unemployed, regarding available services, job opportunities, online resources and, if appropriate, training.
 4. Improved self-service or develop the necessary infrastructure for the future development/enhancement of self-service tools available to dislocated workers.
 5. Integrated data solutions that provide real-time resources such as recent job postings, job fair information, labor market information, referrals to training or services, or information about new programs that is customized to the participant's work history and reemployment goals and distributed through emails or a customer dashboard or portal.

6. Integrated case management and service delivery strategies for dislocated workers that incorporate dynamic customized reemployment and work search plans.

10. Use of Funds. Applicants must use RSI-DWG funds for activities which address the criteria outlined in Section 8, *RSI-DWG Project Requirements*, and the applicant's required budget forms described in Section 12 must appropriately reflect these activities. The use of these funds will include a limit on administrative costs of 10 percent of the total award.

11. Application Procedures, Requirements, and Timeline. In an effort to achieve greater efficiency and as part of the Employment and Training Administration's (ETA) on-going effort to streamline the grant award process, grantees are required to submit the following items through Grants.gov at www.grants.gov:

- a. An electronically signed copy of a SF-424 - Application for Federal Assistance (OMB Control No. 4040-0004);
- b. An SF-424A - Budget Information – Non-Construction Programs (OMB Control No. 4040-0006);
- c. A Budget Narrative to explain the projected costs reflected in each line item of the SF-424A, demonstrating how grant funds will be used. See Attachment A for instructions on completing the budget narrative;
- d. A narrative Project Description as described in Section 12 below;
- e. And, a letter of commitment, memorandum of understanding, or other documentation of support signed by the governor's cabinet officials responsible for the administration of the UI, Wagner-Peyser, and WIOA programs.

An electronically submitted SF-424 through Grants.gov constitutes the official signed document and must reflect the total amount requested of no more than \$1.1 million in item #18, *Estimated Funding*. Item #11 must include the *Catalog of Federal Domestic Assistance Number*, 17.277. ETA encourages application submission by Friday, September 2, 2016; however, the official closing date for this grant opportunity is Thursday, September 8, 2016. **Applications must be received by 11:59 PM EDT on Thursday, September 8, 2016 to be considered for funding.** ETA plans to award these grants by September 30, 2016.

To submit the required documents, applicants must follow the "Apply for Grants" link on <http://www.grants.gov/>, and download the links for the grant application package. For this grant opportunity, applicants should **not** follow the "Find Grants" link, as this is not a competitive funding opportunity.

If applicants encounter a problem with Grants.gov and do not find an answer in any of the other resources, call 1-800-518-4726 or 606-545-5035 to speak to a Customer Support Representative or email support@grants.gov.

12. Project Description. Applicants must provide the following project information:

- a. A detailed narrative description of the technology solution(s) as described Section 8 *RSI-DWG Project Requirements* that will be implemented with grant funding. Applicants that plan to expand, adapt, or enhance existing systems must describe planned improvements or expansions that increase integration and interconnectivity

- of systems so as to provide additional benefits to dislocated workers. Applicants that have already developed integrated intake and case management systems that meet some or all of the RSI-DWG Project Requirements must identify and describe the RSI-DWG Project Requirements already implemented. Such applicants must provide information on the baseline of their existing technology systems where they are starting from a technology perspective; describe how the existing systems will be leveraged or built upon, and describe how planned improvements or expansions will increase integration and interconnectivity for the benefit of dislocated workers, or to achieve any RSI-DWG Project Requirements not yet achieved.
- b. To the extent States are using the funding to initiate a project that will ultimately require more time and resources than provided in this grant, they must describe their plan for completion of the project beyond the grant period.
 - c. Project timelines and major milestones (one page limit).
 - d. The anticipated benefits of planned integration activities to dislocated workers as well as to workforce system staff.
 - e. A commitment that any integrated intake and case management system that involves UI data or IT infrastructure is developed under the RSI- DWG will ensure compliance with all applicable UI laws and regulations; the applicant must also specify that the system will require UI claimants to actively opt-in to a system that shares their personal information with non-UI programs to align with UI confidentiality rules.
 - f. An acknowledgement that the Applicant understands that ETA may conduct an independent evaluation of the processes, outcomes and benefits of these RSI-DWGs, and by accepting a RSI-DWG award, agree to participate in such an evaluation.

Applications must be no more than 6 pages.

- 13. Application Review and Award.** ETA intends to fund awards for any eligible applicants whose applications demonstrate an understanding of basic requirements for an integrated system under the RSI-DWG project. A complete application must identify the option(s) that the State has chosen to pursue and address all other applicable requirements in Section 8; any application that does not meet these criteria will be considered incomplete. Incomplete applications will not be reviewed and will not receive funding under the RSI-DWG.

ETA may elect to award a grant with or without discussions with the applicant. Should a grant be awarded without discussions, the award will be based on the applicant's signature on the SF-424, including electronic signature, which constitutes a binding offer by the applicant.

NOTE: The Department will determine if the applicant had any restriction on spending for any ETA grant due to adverse monitoring findings within the past three years. Depending on the severity of the findings, the Grant Officer may elect to not provide the applicant a grant award or to imposed conditions on the award.

All applications deemed to be complete and responsive by the Grant Officer will then go through a risk review process. Before making an award, ETA will review information available through any Office of Management and Budget (OMB)-designated repository of

government-wide eligibility qualification or federal integrity information, such as the Federal Awardee Performance and Integrity System (FAPIIS), Dun and Bradstreet, and “Do Not Pay.” Additionally, ETA will comply with the requirements of 2 CFR part 180 (Government-wide Debarment and Suspension (Non-Procurement)). This risk evaluation may incorporate results of the evaluation of the applicant’s eligibility (application screening), or the quality of its application (technical review). If ETA determines that an entity is responsible and an award will be made, special conditions that correspond to the degree of risk assessed may be applied to the award. Risk-related criteria to be evaluated include:

- (1) Financial stability;
- (2) Quality of management systems and ability to meet the management standards prescribed in the Uniform Grant Guidance;
- (3) History of performance. The Applicant’s record in managing awards, cooperative agreements, or procurement awards, if it is a prior recipient of such Federal awards, including timeliness of compliance with applicable reporting requirements, and if available, the extent to which any previously awarded amounts will be expended prior to future awards;
- (4) Reports and findings from audits performed under Sub-part F – Audit Requirements of the Uniform Grant Guidance (2 CFR Sections 200.500 – 200.520) or the reports and findings of any other available audits and monitoring reports containing finds, issues of non-compliance, or questioned costs;
- (5) The applicant’s ability to effectively implement statutory, regulatory, or other requirements imposed on recipients.

Selection of an organization as a recipient does not constitute approval of the grant application as submitted. Before the actual grant is awarded, the Department may enter into negotiations about such items as program components, staffing and funding levels, and administrative systems in place to support grant implementation. If the negotiations do not result in a mutually acceptable submission, the Grant Officer reserves the right to terminate the negotiations and decline to fund the application. The Department reserves the right to not fund any application related to this TEGE.

14. Reporting. The following are items that grantees must submit to ETA:

- A Quarterly Financial Status Report (ETA) 9130 is required until such time as all funds have been expended or the grant period has expired. Quarterly reports are due 45 days after the end of each calendar year quarter. On the final Financial Status Report, grantees must include any subaward amounts so we can calculate final indirect costs, if applicable. Grant recipients must submit the ETA 9130 using the Department’s Online Electronic Reporting System. Specific instructions on how to use that system will be provided after award; and
- A Quarterly Narrative Report that provides status of achieving project deliverables and milestones.

15. Additional Expectations of Grantees. Grantees will be encouraged to share project plans, processes, MOUs or other agreements developed with these funds with other grantees. In addition, grantees will be expected to participate in technical assistance and progress-sharing calls or webinars with other grantees and ETA to facilitate peer-to-peer learning.

16. UI Requirements. All proposed activities must be designed and carried out in a manner consistent with the laws and regulations governing the State’s UI system. Applicants are directed to be especially mindful of individual confidentiality requirements of 20 CFR part 603 during the design and implementation of their proposed grant activities.

17. Paperwork Reduction Act (PRA) Statement.

OMB Information Collection No 1225-0086, Expires May 31, 2019.

According to the Paperwork Reduction Act of 1995, no persons are required to respond to a collection of information unless such collection displays a valid OMB control number. Public reporting burden for this collection of information is estimated to average 20 hours per response, including time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information.

Send comments about the burden estimated or any other aspect of this collection of information, including suggestions for reducing this burden, to the U.S. Department of Labor, to the attention of the Departmental Clearance Officer, 200 Constitution Avenue NW, Room N1301, Washington, DC 20210. Comments may also be emailed to DOL_PRA_PUBLIC@dol.gov.

PLEASE DO NOT RETURN YOUR GRANT APPLICATION TO THIS ADDRESS. ONLY SEND COMMENTS ABOUT THE BURDEN CAUSED BY THE COLLECTION OF INFORMATION TO THIS ADDRESS. SEND YOUR GRANT APPLICATION TO THE SPONSORING AGENCY AS SPECIFIED EARLIER IN THIS ANNOUNCEMENT.

This information is being collected for the purpose of awarding a grant. DOL will use the information collected through this “Funding Opportunity Announcement” to ensure that grants are awarded to the applicants best suited to perform the functions of the grant. This information is required to be considered for this grant.

18. Inquiries. Questions regarding this guidance should be directed to the appropriate ETA Regional Office.

19. Resources. More information is also available at www.doleta.gov/dwgs.

20. Attachment(s).

A. Instruction Sheet for Budget Narrative