

EMPLOYMENT AND TRAINING ADMINISTRATION ADVISORY SYSTEM U.S. DEPARTMENT OF LABOR Washington, D.C. 20210	CLASSIFICATION Workforce Information
	CORRESPONDENCE SYMBOL DNPTTA/Workforce Information
	DATE July 8, 2016

ADVISORY: TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 1-16

TO: STATE WORKFORCE AGENCIES
STATE WORKFORCE ADMINISTRATORS
STATE LABOR COMMISSIONERS
STATE AND LOCAL WORKFORCE BOARD CHAIRS AND DIRECTORS
STATE WORKFORCE LIAISONS
STATE LABOR MARKET INFORMATION, WORKFORCE
INFORMATION, OR RESEARCH DIRECTORS

FROM: PORTIA WU /s/
Assistant Secretary

SUBJECT: Program Year (PY) 2016 Workforce Labor Market Information Grants to States (WIGS): Policy and Program Guidance, and Deliverables

1. **Purpose.** To provide policy and program guidance for the development, management, and delivery of workforce and labor market information (WLMI) funded through WIGS.
2. **References.**
 - Paperwork Reduction Act (PRA) of 1995 (Pub. L. 104-13 and 44 U.S.C. 3501-3520);
 - 2 CFR Part 200 and 2 CFR Part 2900 *Uniform Administrative Requirements Cost Principles, and Audit Requirements for Federal Awards*;
 - Rehabilitation Act of 1973, Section 508 as amended (29 U.S.C. 794d);
 - Wagner-Peyser Act, Sections 3, 10(c), and 15 (29 U.S.C. 49b, 49(i)(c), and 49(l)(2)) as amended by the Workforce Innovation and Opportunity Act;
 - Workforce Innovation and Opportunity Act (WIOA) Section 308 (29 U.S.C. 491-2);
 - Training and Employment Guidance Letter (TEGL) No. 17-15, April 5, 2016, *Workforce Innovation and Opportunity Act (WIOA) Adult, Dislocated Worker and Youth Activities Program Allotments for Program Year (PY) 2016; Final PY 2016 Allotments for the Wagner-Peyser Act Employment Service (ES) Program Allotments; and Workforce Information Grants to States Allotments for PY 2016*;
 - TEGL 14-15, March 4, 2016, *Workforce Innovation and Opportunity Act (WIOA) Requirements for Unified and Combined State Plans*;
 - TEGL No. 39-14, Change 1, July 20, 2015, *Program Year (PY) 2015 Workforce and Labor Market Information Grants to States (WIGS): Policy and Program Guidance, Deliverables, and Formula Allocations*;

RESCISSIONS None	EXPIRATION DATE Continuing
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- TEGL No. 19-14, February 9, 2015, *Vision for the Workforce System and Initial Implementation of the Workforce Innovation and Opportunity Act*;
- TEGL No. 15-14, December 19, 2014, *Implementation of the New Uniform Guidance Regulations*;
- TEGL No. 03-14, July 30, 2014, *Implementing a Job-Driven Workforce System*; and
- Training and Employment Notice (TEN) No. 29-14, Change 1, April 16, 2015, *Announcing the publication of the Workforce Innovation and Opportunity Act (WIOA) Notices of Proposed Rulemaking (NPRMs) in the Federal Register*.

3. **OMB Approval.** The Office of Management and Budget (OMB) has reviewed and approved this information collection (OMB Control Number 1205-0417), whose authorization expires March 31, 2017.
4. **Fund Allotments, Goals and Objectives.** ETA previously published PY 2016 allotments for WIGS in TEGL No. 17-15 on April 5, 2016. Please refer to this TEGL for the allotment formula, as well as specific allotments by state (note that, hereafter; we use the term “state” to also include the District of Columbia and the territories).

Each year, ETA funds these WIGS and specifies grant requirements. State workforce agencies use WIGS to develop and disseminate essential state and local WLMI for job seekers, employers, educators, economic developers, and others.

The main body of this TEGL describes required, encouraged and other allowable activities, and explains the rationales for ETA policies and requirements. **Attachment 1 summarizes WIGS requirements, and includes important administrative details that are not covered in the body of the guidance, such as deadlines and submission requirements for grant deliverables.**

5. **Required, Encouraged, and Other Allowable Activities.** State workforce agencies use WIGS to develop and disseminate essential state and local WLMI for a range of customer groups: 1) job seekers; 2) businesses/employers; 3) workforce and labor market intermediaries, such as employment, school, and career counselors, and case managers at AJCs, who help individuals find a job or make career decisions, or engage businesses seeking skilled workers; 4) program and service planners at educational institutions and community-based organizations; 5) policy makers, including state and local workforce development boards (WDBs); 6) partners, such as economic development entities and human resource professionals; and 7) other customers, including recipients of workforce development grants, researchers, commercial data providers, and the media. Grantees have considerable flexibility to meet customer needs, but must consult their customers and prepare several types of products.

Required products. Grantees must produce a database (*a* below) plus two types of public products (*b* and *c* below). If the grantee does not produce a required deliverable, it must negotiate an extension and a revised schedule with the appropriate ETA regional office.

- a. Workforce Information Database (WIDb).** Accurate and reliable data are a cornerstone of the nation's workforce investment system. The WIDb includes the most important workforce-related data elements and defines them consistently, ensuring comparability across jurisdictions. Its variables include employment projections, wages, educational programs, the locations of education and training institutions, contact information for all U.S. employers, and state occupational licenses.

States must use WIGS funds to populate, maintain, and update the WIDb, and to provide related staff training. Grantees must implement and maintain the most current version (now 2.6) of WIDb and populate all Analyst Resource Center (ARC)-designated core tables. The ARC Web site (www.workforceinfodb.org) describes all required data elements and helps grantees obtain maximum benefit from the WIDb. The National Crosswalk Service Center can help grantees recode their occupational data, and provides a repository for other types of crosswalks (telephone 515-242-5034 or NCSC@iowa.gov). ETA uses the WIDb to offer career information and guidance via a Web platform, CareerOneStop (www.careeronestop.org), ETA's suite of national electronic tools for job seekers and labor market intermediaries such as employment counselors, employers, and many others.

As a reminder, per TEGL 39-14, Change 1, June 30, 2016 was established as the due date for the States to complete the conversion to WIDb version 2.6 as one of the deliverables for the PY 2015 WIGS.

- b. State and local industry and occupational employment projections.** These projections are the most frequently-requested type of employment statistic other than the unemployment rate. Projections are used: to identify in-demand industries and occupations for career guidance; to plan employment, education and training, and economic development programs; as supporting documentation to apply for Federal grants; and for many other purposes. The U.S. Bureau of Labor Statistics (BLS) funds national employment projections, but WIGS fund the state and local employment projections, produced by the states with assistance from ETA and BLS.

The employment projections requirements are described in the table following subsection c below and deadlines for these products are established by the Projections Managing Partnership (PMP), a state consortium. ETA's requirements do not differ between industry and occupational projections, but vary for long-term vs. short-term projections, and statewide vs. sub-state projections. ETA grantees who are unable to produce the required projections must report this to their ETA Regional Administrator.

Grantees must use the methodology, software, and guidelines specified by the state-led Projections Managing Partnership (PMP) to produce all projections. Additionally, the Local Employment and Wages Information System (LEWIS), formerly the Estimates Delivery System (EDS), is to be used to develop the staffing patterns for sub-state projections. To meet these requirements, ETA encourages grantees to use WIGS funds to

obtain training provided by the PMP (see <https://support.projectionscentral.com>), ARC (see www.workforceinfodb.org) and other WLMI-related sources.

- c. **A statewide annual economic analysis report.** State economic and labor market analyses are essential to plan WIOA and other workforce programs. Therefore, ETA requires that WIGS grantees develop a comprehensive statewide economic analysis report of value to state policy makers, including the governor, state legislature, and state and local WDBs, and encourages annual publication. However, ETA recognizes that conditions may not change sufficiently each year to necessitate an annual report, and gives states the discretion to determine their frequency. For years in which a comprehensive economic report is not issued, grantees must develop and publish other economic reports of value to state policymakers.

Grantees have broad discretion over the content of reports, but they should include analyses of trends and challenges, at both the state and sub-state levels, on such topics as employment growth or decline (actual and projected); unemployment and other labor market hardship indicators (such as low earnings); identification of growing and/or in-demand occupations and/or industries; other analyses of key sectors, important industries and any emerging occupations; and potential skill imbalances, mismatches or deficiencies, within the limitations of the available data.

The report also should provide information and analyses that can support workforce planning and the process of making policy decisions for workforce development, education, economic development and business engagement around sector strategies and career pathways initiatives, rather than being an academic exercise that is primarily accessible to, or of interest to, a research audience. Analyses included in the report should address the unemployed population, including the experiences, needs, and challenges of the various special populations identified in the state's unified or combined state plan, per the instructions outlined in TEGL 14-15, *Workforce Innovation and Opportunity Act (WIOA) Requirements for Unified and Combined State Plans*.

ETA will *not* accept the following submissions for the economic analysis report or its substitute: 1) data tables alone; 2) job listings; 3) maps alone; 4) reports done by the grantee for BLS (e.g., news releases, employment situation reports, projections, etc.); 5) reports solely funded by Federal sources other than WIGS; or 6) reports developed, prepared, or published entirely by another entity.

Deliverable	Required, encouraged and other allowable activities	Due Date
Statewide <i>long-term</i>	10-year projections are required in alternate years.	N/A (required in next year's TEGL) Reminder: Under the PY 15 WIGS, projections for the period 2014-2024 are due one week following June 30, 2016.
Statewide <i>short-term</i>	<ul style="list-style-type: none"> • Submission of 2-year projections is required each year. • ETA also encourages states to disseminate their short-term projections. • State may <i>also</i> produce longer projections (e.g., 3, 4 or 5 years). • ETA also encourages states to disseminate these projections. • ETA discourages development of 1-year projection. 	March 7, 2017 Projected to 2018 with a base year of 2016.
Sub-state <i>long-term</i>	10-year projections (2014-2024) are required in PY 2016.	June 30, 2017
Sub-state <i>short-term</i>	These are an encouraged, but not required, activity.	NA
Work Force Information Database (WIDb)	Reminder that this was required under the PY 15 WIGS. All States must update to WIDb 2.6.	June 30, 2016
(WIGS) 2016 Statewide Economic Analysis Report.	States submit this report to the appropriate ETA regional office.	September 30, 2017
(WIGS) PY 2016 Annual Reports and signed letters.	States submit this report to the appropriate ETA regional office. This report should include Web-links to any additional economic and labor market reports and products.	September 30, 2017
WLMI Training for the Workforce System	ETA encourages but does not require states to provide such training for AJC and WDB staff.	Ongoing

Encouraged economic and labor market reports and products. ETA encourages grantees to produce other reports and data in addition to those specified above. Grantees have wide discretion in both the topics and presentation format. These reports should include accurate data, actionable information, and resources that enable job seekers, employers, staff in American Job Centers, state and local WDBs, policy makers, and the workforce system to make informed decisions about the work-based learning, training, reemployment, and career pathways strategies that lead to worker advancement along a continuum of high demand, and higher wage jobs. Examples of such other products include: online self-service tools and other occupational and career guidance resources for job seekers; industry- or occupation-specific research; data visualizations; job vacancy surveys; supply/demand analysis; reports based on analyses of real-time (job ads) data sources; and studies of topics of continuing interest such as labor or skill gaps, mismatches, and deficiencies. ETA encourages grantees to review the economic reports issued by other states to obtain useful ideas (http://www.doleta.gov/performance/results/AnnualReports/annual_report.cfm).

Other allowable activities. ETA strongly encourages grantees to provide training and technical assistance about various types of WLMI and its uses to state and local WDBs, OneStop/AJC partners, state Wagner-Peyser staff, WIOA program planners and policy makers, and other workforce system stakeholders. The purpose of this training is to assist stakeholders in using WLMI for data-driven program planning and informed decision-making. It also assists such staff to better identify and more rigorously report when participants receive WLMI services, to ensure that performance reports better measure the value and impact of WLMI. ETA also encourages grantees to leverage WIGS funds by expanding partnerships among the workforce investment system, and education, training and economic development communities.

6. **Required Methods.** Grantees have considerable flexibility in conducting their work, but must meet certain methodological standards in collaborating with partners; consulting with customers; collecting data; disseminating statistics; maintaining data integrity, confidentiality, and security; and posting their products on the Internet.
 - a. **Partnerships.** In order to best serve their customers and optimize the Federal investment, grantees are to establish and maintain partnerships that grantees consider relevant and mutually beneficial. Such partnerships help to increase resources, improve program outcomes, and help WLMI data influence planning and program decisions.
 - b. **Customer consultation.** One of the key tenets of WIOA is meeting the needs of businesses and jobseekers, and WIOA requires states to consult with customers, including employers, WDBs, core partner programs such as education agencies, participants, students, and others, about the relevance of the WLMI collected and disseminated. WIGS grantees must consult with customers to ensure the workforce system is providing relevant and integrated information to support decision-making by state and local WDBs and other stakeholders. ETA does not prescribe how this outreach is done, but suggests that it also be done in collaboration with other workforce system entities that are doing similar outreach, such as business engagement or industry outreach staff at the state and

local level. Grantees must document these consultations in their grant file and annual performance report.

- c. Data collection and research methodology.** All ETA data collection activities must conform to BLS technical standards and methodologies, except when the grantee documents a defensible rationale for an alternative and submits the information to the appropriate ETA regional office. Information used in reports must: 1) be based in part on needs identified through customer consultations and product assessments; and 2) come from credible sources that meet professional standards. Multiple sources must be used, except when the report is based upon a single survey. Sources must be clearly referenced and/or footnoted. Any additional methodologies employed and any variants encountered in the research must also be clearly described.
- d. Publication requirements.** In order to maximize the availability of WLMI products, grantees must post grant-funded products, reports, and workforce information on their Web sites in a readily accessible manner (unless otherwise indicated), and meet standard Federal accessibility requirements (www.section508.gov). To meet this criterion, grantees may use WIGS funding to develop, maintain, improve, and/or host WLMI Web sites and other electronic delivery systems. Grantees must also use the approved language in Attachment 2 on products or sites that are funded by WIGS. This language is repeated in Attachment 2 for convenience but is a standard requirement included in ETA grant award documents.
- e. Information technology (IT) specifications.** To maximize its usefulness, any IT system or application developed with WIGS funds is to adhere to industry-standard, open architecture principles with documentation and software made available for use by other organizations for Federal governmental purposes. To enhance the reporting of the delivery of both virtual, in-person and hard copy WLMI services to customers, states are encouraged to work toward greater management information system (MIS) integration to capture WLMI services provided.

7. Application for Federal Assistance, and Recordkeeping, Requirements.

- a. Application forms.** Please refer to TEGL 17-15 for application submission requirements for PY 2016 WIGS grants. Note that this TEGL specified a due date of May 31, 2016, for electronic submission of an SF 424, Application for Federal Assistance through Grants.gov.
- b. Other standard forms and files.** ETA requires grantees to complete ETA Form 9130 quarterly financial reports within 45 days of the end of each quarter. In addition, grantees must maintain their internal grant files in electronic form, and make these available upon request to ETA.
- c. Expenditures.** By accepting WIGS funding, a state agrees to fulfill all work specified in this guidance, including submission of all deliverables by the established deadlines. ETA

expects grantees to expend WIGS funds during the July 1, 2016, to June 30, 2017, period, although carry-over is permitted. Grantees must expend the funds within a three-year period by June 30, 2019. During the performance period, the grantee and the ETA regional office may jointly adjust planned expenditures within the state's allotment. All WIGS expenditures must support the required and allowable activities, and conform to "reasonable," "necessary," and "allocable" costs specified in 2 CFR Part 200 and 2 CFR Part 2900 *Uniform Administrative Requirements Cost Principles, and Audit Requirements for Federal Awards* (see: <https://cfo.gov/cofar/#RUUG>). WIGS cannot be used to supplant funding from other Federal or state sources. Please contact your regional Federal Project Officer (FPO) for technical assistance.

- 8. Additional Resources.** ETA's Labor Market Information Central (<https://lmi.workforcegps.org/>) is the agency's principal repository of technical assistance resources to enhance the use of WLMI. These resources include ETA's *Guide to State and Local Workforce Data* (https://lmi.workforcegps.org/resources/2015/04/03/15/48/Guide_to_State_and_Local_Workforce_Data) a directory of links to state and local employment projections and research pertaining to skill shortages, mismatches and deficiencies; the identification of high growth and/or in-demand industries and occupations; and how to understand and use data for special populations such as dislocated workers, individuals with disabilities, veterans, and Native Americans. ETA encourages the states to establish an Internet link somewhere on their WLMI Web site to ETA's LMI Central resource.
- 9. Action Requested.** As described in TEGL 17-15, to initiate the PY 16 WIGS, state workforce agencies (SWA) were required to submit the SF 424 to Grants.gov by May 31, 2016. Per the grant agreement, during the course of the year, grantees will provide the deliverables according to the requirements and timeframes outlined in Attachment 1.
- 10. Inquiries.** For questions on grant requirements, contact the applicable ETA regional office. For submission questions, contact Grants Management Specialist Janice Sheelor at sheelor.janice@dol.gov; or National Grant Officer Latifa Jeter at jeter.latifa.m@dol.gov.
- 11. Attachments.**

 1. Consolidated Requirements for WIGS Grantees
 2. Language for Grant Product Attribution and Intellectual Property Rights