

<b>EMPLOYMENT AND TRAINING ADMINISTRATION</b> <b>ADVISORY SYSTEM</b> <b>U.S. DEPARTMENT OF LABOR</b> <b>Washington, D.C. 20210</b>	<b>CLASSIFICATION</b> Workforce Information
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	<b>DATE</b> May 2, 2012

**ADVISORY: TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 27-11**

**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:** JANE OATES /s/  
Assistant Secretary

**SUBJECT:** Program Year (PY) 2012 Workforce Information Grants to States (WIGS): Policy and Program Guidance, Application Instructions, and Formula Allocations

1. **Purpose.** To provide policy and program guidance for the development, management, and delivery of Labor Market Information and Workforce Information (LMI-WI) core and special information services to state and local workforce investment boards (WIBs), One-Stop Career Centers, businesses, other employers, and the job-seeking public.

2. **References.**

- Paperwork Reduction Act of 1995 (Pub. L. 104-13, 44 U.S.C. 3501-3520);
- 29 Code of Federal Regulations (CFR) Parts 93, 96, 97, and 98;
- Office of Management and Budget (OMB) Circular A-87;
- Section 508 of the Rehabilitation Act of 1973, as amended (29 U.S.C. 794d);
- Wagner-Peyser Act Sections 7(a)(3)(D), 7(d), and 15; (29 U.S.C. 49f and 49l-2);
- Sections 111(d)(8) and 309 of the Workforce Investment Act (WIA) (Pub. L. 105-220, 29 U.S.C. 2821 (d)(8) and 49 l-2); and
- Training and Employment Guidance Letter (TEGL) No. 04-11, July 22, 2011, *Application Instructions for Program Year (PY) 2011 Workforce Information Grants to States: Workforce Information (WI) and Labor Market Information (LMI) Formula Allocations.*

<b>RESCISSIONS</b> None	<b>EXPIRATION DATE</b> Continuing
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3. **OMB Approval.** In conformance with the Paperwork Reduction Act of 1995 (PRA), OMB has reviewed and approved this information collection (OMB Control Number 1205-0417). This approval will expire on May 31, 2014.
4. **Background.** For PY 2012, the Employment and Training Administration (ETA) continues to emphasize the same themes promoted in the July 22, 2011 TEGL, and expects the states to expand upon them. In that guidance, ETA stressed the importance of leveraging grant funding by expanding partnerships within the workforce investment system and in the education, training and economic development communities (see TEGL No. 4-11). ETA also encouraged state LMI-WI and research entities to join partnerships to apply for competitive grants – since every workforce development enterprise can benefit from the workforce and labor market information, economic analyses, and the workforce intelligence gained from professional interpretation of these data within the context of state, regional, and local economies.

In its PY 2011 TEGL, ETA also urged state LMI-WI and research entities to be prepared to help shape state policy and service delivery strategies by sharing their understanding of current labor market conditions and challenges and the anticipated industry, sector, and occupational growth. The need for accurate and comparable workforce data, information, analysis, and interpretative studies has always been high. The 2007-2009 recession and its continuing impact on many state, regional, and local economies elevates the importance of information services. State LMI-WI and economic research entities can help their states plan for the future and respond to the workforce needs of local business and regional economies.

5. **Goal and Objectives.** The goal for WIGS for PY 2012 is to continue to support increased employment and sustainable economic growth. Grantees are expected to contribute to the state and local workforce investment system strategic planning, service delivery, and transformational efforts. States – through their LMI-WI and research entities – must provide accurate and comparable data, information services, and resources to staff in the workforce investment system, businesses, and job seekers so these customers can make informed decisions about the services, training, and career paths that lead to good jobs. States must also provide actionable information, research, analyses, and interpretive studies to state and local policy makers to support the development of data-driven policies and service delivery strategies.

ETA expects state grantees to use their PY 2012 WIGS funding to continue informing state and local planning and customer decision-making by:

1. Populating the Workforce Information Database (WIDb) with state and local data;

2. Producing and disseminating industry and occupational employment projections including
  - a. adopting and completing the implementation of the new projections software suite that the Projections Managing Partnership consortium of states developed using the American Recovery and Reinvestment Act State LMI Improvement grant funding; and
  - b. training key projections development staff.
3. Conducting and publishing relevant economic analyses, special workforce information, or economic studies determined to be of benefit to the governor, or state and local WIBs;
4. Posting products, information, and reports on the Internet; and
5. Collaborating and consulting on a continuing basis with WIBs and other key workforce and economic development partners and stakeholders to improve LMI-WI products, tools, and information services to meet evolving customer needs.

***A Useful Resource on Customer Needs.*** The Workforce Information Council's (WIC) Customer Consultation Study Group developed a paper entitled *Labor Market Information Customers and Their Needs*, which will be available at <http://www.workforceinfocouncil.org>. WIC is a cooperative Federal-State group, with members from the U.S. Bureau of Labor Statistics (BLS) and 10 state representatives (ETA staff also participate in WIC meetings). The study group paper provides valuable customer service insights; suggests a practical self-assessment of state LMI-WI products, tools, and services; and suggests actions that state LMI and WI agencies could take to improve customer services. The paper suggests that LMI-WI entities should:

- map the relationship between LMI-WI customers and products;
- refocus product offerings to reflect customer priorities to better align customer needs and LMI-WI products;
- collect customer satisfaction information that focuses on how well the products meet targeted customer needs; and
- investigate alternative outreach mechanisms mapped to specific customer groups.

ETA encourages states to assess how the WIC paper may be useful to LMI-WI and research entities in planning PY 2012 activities. States could use the self-assessment approach to determine any mismatches between the state's LMI-WI services and customer needs. This approach could also be useful in ascertaining unmet customer

information needs.

6. **Partnership Expectations.** State LMI-WI and research entities should continue to seek out viable partnership and customer service opportunities that enable the leveraging of the WI grant to state program resources. ETA will continue to facilitate, assist, and support linkages among the state LMI-WI and research entities and ETA formula-funded and competitive grant-funded programs. Mutually beneficial partnerships can augment resources and improve program outcomes, and ensure that data-driven analyses influence all workforce investment system planning and program decisions.

WIGS recipients are required to consult with their strategic partners to increase the scope and utility of the workforce information used to inform state and local policies and workforce and regional economic development strategies, and to enhance the availability and use of career guidance and resources by workforce investment system staff and job seekers.

7. **Funding and Leveraging Resources.** ETA provides formula-allotted WIGS to states to produce the required LMI-WI core products and services identified in the Statement of Work Deliverables (Attachment III of this guidance) and to develop other LMI-WI products and services needed to support the state and local workforce investment systems. After a 0.189 percent across-the-board budget rescission for ETA programs, a total of \$31,939,520 will be available for PY 2012, minus a total of \$176,655 allotted to Guam and the Virgin Islands. ETA will distribute the remaining amount of \$31,762,865 by formula to states and the District of Columbia, with 40 percent distributed equally to all states and 60 percent distributed based on each state's relative share of the civilian labor force for the 12-month period ending September 2011 (see Attachment I for the table of state allocations).
8. **Application for Federal Assistance.** In accordance with TEGL No. 19-11 available at [http://wdr.doleta.gov/directives/corr\\_doc.cfm?DOCN=6655](http://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=6655) (Final PY 2012 Allotments for the Wagner-Peyser Act Employment Service Program Allotments; and Workforce Information Grants to States Allotments for PY 2012), states must electronically submit a SF 424 Application for Federal Assistance through the Grants.gov website before June 15, 2012.

In addition, states must submit a SF 424A (Budget Information) to the appropriate ETA regional office within 45 days of the beginning of PY 2012 (July 1, 2012). All sections of the form must be completed, including the Budget Summary, Budget Categories, Forecasted Cash Needs (by quarter), and other budget information. The state must submit the SF 424 A to the appropriate regional office with a transmittal memorandum signed by the SWA Administrator and the state workforce investment board (SWIB) Chair.

Following review of the state's budget information, the regional office submits this information to the ETA Office of Grant Management for Grant Officer approval and processing of the Notice of Obligation (NOO). This year the NOO will include the following statement:

*Workforce Information Grants to States (WIGS) expenditures must be in accordance with TEGL XX-11 Program Year (PY) 2012 Workforce Information Grants to States (WIGS): Policy and Program Guidance, Application Instructions, and Formula Allocations; and the Wagner-Peyser Act Annual Funding Agreement provided in Attachment J of TEGL 19-11 (Final PY 2012 Allotments for the Wagner-Peyser Act Employment Service Program Allotments; and Workforce Information Grants to States Allotments for PY 2012). By accepting WIGS funding, a state agrees to fulfill the statement of work attached to this NOO, and described in Attachment III of the annual WIGS TEGL.*

If circumstances prevent accomplishment of a specific grant deliverable during PY 2012, the state must negotiate a deferral and a revised schedule with the appropriate ETA Regional Administrator. The regional office state grant file will contain documentation of the deferral agreement, including an explanation of the reasons for the delay and the agreed upon new completion date.

The ETA regional office will document planned grant activities and grant accomplishments in the state's grant file and those records will be made accessible, per 29 CFR 97.42(e)(1), for examination by ETA or other authorized Federal representatives.

9. **Accountability.** ETA will assess and document the effectiveness of grantee performance through the following approach.
  - a. *ETA Grant Reviews.* The ETA regional offices will conduct periodic reviews of states' progress towards meeting the PY 2012 grant deliverables and quarterly reviews of grant expenditures and obligations.
  - b. *Performance Reporting.* ETA's reporting and common performance measures include reporting on the provision of workforce information services and the impact of those services on participant outcomes. State LMI-WI and research entities and offices should be aware that ETA captures and uses state reported data on the Entered Employment Rate, Employment Retention Rate after Six Months, and Earnings for participants following receipt of workforce information services, to inform national policy and program decisions.

For PY 2012, ETA will continue to monitor workforce system outcomes for participants who received workforce information services. State LMI-WI and

research entities can help their state Wagner-Peyser and WIA program partners better identify and more rigorously report when participants received workforce information services.

- c. *Annual Performance Report.* Grant recipients are required to submit an annual performance report for WIGS in accordance with 29 CFR 97.40(b)(1) and OMB Control Number 1205-0417. The annual performance report transmittal letter must be signed by the state workforce agency (SWA) administrator and the SWIB chair. The report must summarize the state's accomplishments and the results of customer consultations about existing and needed workforce information services and products. The annual report serves as an accountability, management and outcome analysis tool for the states and ETA, and should be fully representative of the state's LMI/WI work in PY 2012. In addition, the annual reports are a source for identifying promising practices and exemplary products. The PY 2011 and 2012 annual reports should be prepared, to the degree possible, in accordance with the following outline.
- Description of program deliverables (e.g., WIDb, projections, etc.);
  - Description of the annual economic analysis or special reports produced;
  - Explanation for why a grant deliverable was not accomplished, and an explanation of what will be done to ensure completion of the deliverable;
  - Description of outcomes compared to the grant statement of work deliverables;
  - Summary of the customer consultations regarding state workforce information products and services;
  - Summary of activities to be undertaken to add customer value, where needs for improvements are indicated;
  - Description of efforts to create and support partnerships and collaborations, including
    - state activities to leverage LMI-WI funding,
    - new and established partnerships, activities, and linkages,
    - tools and resources created through or supported by state and local partnership activities or collaborations during the program year;
  - Description of new tools or resources developed in PY 2012; and
  - Recommendations for changes and improvements to the required LMI-WI grants to states deliverables.

ETA regional LMI-WI Federal Project Officers (FPOs) will review all state annual reports for acceptance and approval.

**10. Consultation and Customer Satisfaction Assessment.** Section 15 of the Wagner-Peyser Act, as amended by WIA Section 309 (Pub. L. 105-220, 29 U.S.C. 49, Sections 15(a)(1)(b) and(e)(2)(A and B)), requires states to consult with customers about the

relevance of the LMI collected and disseminated. ETA interprets these customers to include workforce and educational system stakeholders, business and regional economic development leaders within the state, and other strategic partners that foster workforce development. Consultation with the workforce investment system and other information users provides the basis for formulating continuous improvement strategies for the workforce information system. ETA does not prescribe an approach or methodology for conducting customer consultations. Methods can include focus groups, surveys, crowd-sourcing, Webinars, listening sessions, documented consultations, customer satisfaction assessments, or other methods considered appropriate by the state.

- 11. Special Grant Requirements.** WIGS provided by this award must not supplant funds obligated from other funding sources for workforce information activities. All costs incurred under the grant must support the cost objectives specified in Section 5 of this TEG and must conform to the principles for "reasonable" and "allocable" costs as specified in OMB Circular A-87.

All data collection activities must conform to the technical standards and methodologies established by the U.S. Department of Labor's Bureau of Labor Statistics, or document in the state's grant file a sound business rationale for the use of an alternative methodology. In the production of state and local industry and occupational projections, states must use the new Projection Managing Partnership consortium's software suite (available at <http://dev.projectionscentral.com/>, and then click on the "Products" folder at the top of the Web page).

In the conduct of LMI-WI information technology (IT) systems and applications, ETA recognizes that Web-based tools play an important role in service delivery. Any IT system or application developed with WIGS must adhere to industry-standard, open architecture principles with documentation and software made available for use by other organizations for Federal governmental purposes.

- 12. Publications and Other Information Products.** Grantees are required to submit accessible portable document format (.pdf) copies (not scanned) or hyperlinks to, pdf copies of the required annual report, annual economic analysis, or special workforce information studies (to meet deliverable number 3) to the appropriate regional office no later than September 30, 2013, which is 90 calendar days following the end of PY 2012. Any report, publication, or information product submitted to meet grant deliverables must meet Federal accessibility requirements stated by Section 508 of the Rehabilitation Act of 1973, as amended (29 U.S.C. 794d). See [www.section508.gov](http://www.section508.gov) for more information.

Grantees should submit copies of publications and other products produced with grant funding, of special interest to the workforce investment system, to the

appropriate regional office. Examples of products of special interest include industry-specific research and analyses; state brochures describing the availability and functionality of electronic self-service tools; documentation of innovative applications developed for database access and manipulation; or innovative workforce information services available to workforce system staff and customers. States are encouraged to review the wide range of products and formats used in the PY 2010 annual state economic analysis reports, available at [www.doleta.gov/Performance/results/AnnualReports/annual-report-10.cfm](http://www.doleta.gov/Performance/results/AnnualReports/annual-report-10.cfm).

- 13. Grant Expenditure Period.** Under the Wagner-Peyser Annual Funding Agreement, the maximum expenditure period for these funds is three years. The grant will cover, at a minimum, the 12-month period from July 1, 2012 to June 30, 2013, but may, if negotiated between the state and the ETA regional office, cover a longer period up to the maximum expenditure period ending June 30, 2015.
- 14. Grant Modifications.** The grantee and the ETA regional office may jointly adjust planned expenditures within the state allotment during the grant period of performance. The regional office has authority to recommend the reallocation of grant funds to the ETA Grant Officer when overall grant expenditures and obligations are substantially below quarterly budgeted forecasts.
- 15. Financial Management and Reporting.** States must forecast cash needs by quarter on SF 424A, Section D, for all quarters covered by the grant. State workforce agencies will report quarterly expenditures by direct data entry of the ETA 9130 Financial Cost Report, into the Web-based Enterprise Business Support System. Per 29 CFR 97.41(b)(4), quarterly financial reports are due 45 days following the end of each quarter. Address any questions regarding financial management and reporting for PY 2012, or for any existing prior year fund balances, to the appropriate ETA regional office.
- 16. Action Requested.** Applications for Federal Assistance (SF 424) must be prepared in accordance with the instructions in TEGL 19-11 ([http://wdr.doleta.gov/directives/corr\\_doc.cfm?DOCN=6655](http://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=6655)). SF 424As (Budget Information) are due to the regional offices within 45 days of the beginning of PY 2012 (August 14, 2012). ETA Regional Administrators may approve a submission date later than 45 days.
  - a. ETA requests that SWA Administrators transmit these grant application instructions to the appropriate SWA office(s) and the SWIB;
  - b. Submit the original and two copies of the PY 2012 grant application package to the appropriate ETA regional office with a transmittal letter signed by: (1) the governor; or (2) both the SWA administrator and the chairperson of the SWIB; and



- c. Include in the grant application package the following documents:
  1. Transmittal Letter
  2. SF-424A (Budget Information)

**17. Inquiries.** Direct questions on the statement of work and grant requirements to the appropriate ETA regional office. Direct grant and financial management questions to the regional office, Gwendolyn Baron-Simms at (202) 693-3309, or to Thomas Martin, Grant Officer, at (202) 693-2989.

**18. Attachments.**

- I. Workforce Information Grants to States, PY 2012 vs. PY 2011 Allotments
- II. Grant Procedures
- III. Statement of Work Deliverables