



GRETCHEN WHITMER
GOVERNOR

STATE OF MICHIGAN
DEPARTMENT OF LABOR AND ECONOMIC OPPORTUNITY
LANSING

JEFF DONOFRIO
DIRECTOR

OFFICIAL
Policy Issuance (PI): 20-28

Date: October 12, 2020

To: Michigan Works! Agency (MWA) Directors

From: Krista Johnson, Division Administrator **SIGNED**
Talent Development Division
Workforce Development

Subject: Michigan Disaster Recovery National Dislocated Worker Grant (DWG) -
COVID19 Recovery Project

Programs Affected: Workforce Innovation and Opportunity Act (WIOA) Dislocated Worker

Recissions: None

References: The WIOA of 2014, Public Law (PL) 113-128 (29 United States Code Section 3101, *et seq.*)

The WIOA Final Rule 20 Code of Federal Regulation (CFR) Part 682, et al.

Training and Employment Guidance Letter (TEGL) 12-19 Operating Guidance for the WIOA National Dislocated Worker Grant Program

TEGL 19-16 Guidance on Services Provided Through the Adult and Dislocated Worker Programs under the WIOA and the Wagner-Peyser Act Employment Service (ES), as Amended by Title III of WIOA, and for Implementation of the WIOA Final Rules

Background: COVID-19 Disaster Recovery grants are awarded under the WIOA National Dislocated Worker Grant (DWG) Program.

DWGs are discretionary grants awarded by the Secretary of Labor under Section 170 of the WIOA to provide employment-related services for dislocated workers. The Department funds two types of DWGs: Disaster Recovery and Employment Recovery. Disaster Recovery DWGs provide funding to create temporary employment opportunities to assist with clean-up and recovery efforts when an area impacted by an emergency

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or major disaster is declared eligible for public assistance by the Federal Emergency Management Agency (FEMA), or is declared, or otherwise recognized, as an emergency or disaster of national significance by a Federal agency with authority or jurisdiction over Federal response to the disaster or emergency. On March 13, 2020, the President signed a nationwide emergency declaration for COVID-19 pursuant to Sec. 501(b) of the Stafford Act to include all 50 states, the District of Columbia, and 4 territories.

In April 2020, MWA directors were surveyed to determine potential need and uses for DWG funding to respond to the ongoing COVID-19 crisis. Based on those survey results, the Department of Labor and Economic Opportunity, Workforce Development (LEO-WD) submitted a \$10 million emergency funding request to the United States Department of Labor (USDOL). The Disaster Recovery application included all 83 Michigan counties and focused on three areas: Disaster-relief employment to hire contact tracers and for other jobs directly tied to the COVID-19 relief and recovery effort; additional dislocated worker funding to accommodate the expected rise in unemployment during and after the pandemic; and technology upgrades to enhance the Michigan Works! system's ability to better serve participants going forward, particularly through the provision of virtual services.

Due to the unprecedented demand for funds at the national level, states generally received 1/3 of requested funding. On May 28, 2020, the USDOL conditionally awarded Michigan \$3,330,000 in Disaster Recovery DWG funding with a period of performance of May 6, 2020 through June 30, 2022.

Policy:

The WD plans to distribute \$3,159,043 to all sixteen Michigan Works! Agencies based on criteria derived from the COVID-19 emergency funding request to the USDOL. Funding can be used to support Disaster-Relief Employment, Career and Training Services and Technology Upgrades in accordance with the final MWA COVID-19 Project Proposals submitted to WD in August 2020. Funding for Technology Upgrades cannot exceed the budgeted amount in the final proposal. Allocations can be found in Attachment A.

The WD will periodically review expenditures and work with the MWAs to determine if funding levels are appropriate and may recapture and reallocate funds. To ensure expenditure by the June 30, 2022, deadline, and to meet demand, the WD retains the right to recapture and reallocate unexpended COVID-19 Recovery Project funds at any time after May 1, 2021, based on enrollment and expenditure trends.

Eligible Participants

An individual eligible to receive services through the Michigan COVID-19 Disaster Recovery DWG must be one of the following, per 20 CFR 687.170(b):

1. Temporarily or permanently laid off as a consequence of the disaster;
2. A dislocated worker as defined at 29 U.S.C. 3102(3)(15);
3. A long-term unemployed worker; or
4. A self-employed individual who became unemployed or significantly underemployed as a result of the disaster or emergency.

Note: **LONG-TERM UNEMPLOYED INDIVIDUAL.** (TEGL 19-16, See Bureau of Labor Statistics definition). A long-term unemployed individual is a person who has been unemployed for 27 or more consecutive weeks.

Allowable Activities

Disaster-Relief Employment (DRE)

Disaster-relief employment is temporary employment of eligible individuals for the purposes described in WIOA Section 170(b)(1)(B) and (d), as well as 20 CFR 687.180(b) and (c). MWAs must demonstrate that disaster-relief employment created under the COVID-19 Recovery Project aligns with the category of humanitarian assistance.

Humanitarian assistance provided by disaster-relief DWG participants generally includes actions designed to save lives, alleviate suffering, and maintain human dignity in the immediate aftermath of disasters. Assistance includes activities such as the provision of food, clothing, and shelter. The humanitarian assistance provided by disaster-relief workers must relate directly to needs created by the COVID-19 pandemic. Disaster-relief positions that deliver humanitarian assistance to address humanitarian needs cannot be used to fund the actual humanitarian aid. For example, funding could be used to support food delivery workers at food shelters but not the food itself.

Examples of DRE for this grant include:

Contact Tracers - Workers will facilitate contact identification, contact listing, and contact follow-up.

Sanitizers - Cleaners to sanitize public facilities and small businesses.

Test Site Facilitators - Coordinators to direct individuals going for testing.

Resource Coordinators - Placed in local workforce centers or community centers to help connect individuals with proper resources.

Duration of Employment. Participants in disaster-relief positions may be employed for a maximum of 12 months or 2,080 hours, whichever is longer. If there remain humanitarian needs after participants reach the limits on employment duration, MWAs should attempt to employ new

eligible individuals to continue the work.

Participant Wages. The worksite employer that provides participants temporary disaster-relief employment is required to pay the higher of the Federal, state, or local minimum wage, or the comparable rates of pay for other individuals employed in similar occupations by the same employer. In accordance with WIOA Section 181(a)(1)(A), generally, participants must be compensated at the same rates, including periodic increases, as employees who are similarly situated in similar occupations by the same employer and who have similar training, experience, and skills. Where applicable, fringe benefits should be paid in accordance with the policies of the worksite employer.

Worksite Employer. MWAs must apportion DWG funding allocated for wages of the temporary workers to only the chosen worksite employers for the COVID-19 Recovery project. There is no limitation on what type of entity may be a worksite employer.

Career and Training Services

Career Services. Career services provide dislocated workers with a range of services, training, and job placement assistance they need to fill jobs in the identified emerging or high-demand sectors. Allowable career services are described in detail in TEGL 19-16.

Examples of allowable career services include, but are not limited to:

- Soft skills such as punctuality, personal maintenance skills, and professional conduct.
- In-depth interviewing and evaluation to identify employment barriers and development of individual employment plans.
- Career planning (that includes a career pathway approach), job coaching, and job matching services.

Training and Work-Based Training Models. Some of the allowable training and work-based training approaches include, but are not limited to:

- **Traditional classroom training** funded through Individual Training Accounts.
- **Short-Term, In-Demand Classroom Training** designed to be a year or less of in-demand classroom training that is part of an overall work-based training activity resulting in employment and meeting the demand-driven needs of employers.
- **OJT** intended to provide a participant with the knowledge and skills necessary for the full performance of the job. The term “on-the-job training” means training by an employer that is

provided to a paid participant while engaged in productive work in a job that:

- Provides knowledge or skills essential to the full and adequate performance of the job.
 - Provides reimbursement to the employer of up to 50 percent (75 percent based on approved local policy) of the wage rate of the participant for the extraordinary costs of providing the training and additional supervision related to the training.
 - Is limited in duration as appropriate to the occupation for which the participant is being trained, taking into account the content of the training, the prior work experience of the participant, and the service strategy of the participant, as appropriate.
- **Pre-Apprenticeship Training** designed to provide paid work experiences that can help participants obtain the skills needed to be placed into a registered apprenticeship. A quality pre-apprenticeship program is one that incorporates the following elements:
 - Training and curriculum based on industry standards and approved by the documented Registered Apprenticeship partner(s) that will prepare individuals with the skills and competencies needed to enter one or more Registered Apprenticeship program(s).
 - Aligns with the skill needs of employers in the economy of the state or region.
 - Strategies that increase Registered Apprenticeship opportunities for under-represented, disadvantaged, or low-skilled individuals, such that upon completion they will meet the entry requirements, gain consideration, and be prepared for success in one or more Registered Apprenticeship program(s).
 - Access to educational and career counseling and other appropriate services.
 - Access to appropriate support services.
 - The use of the Registered Apprenticeship program as a preferred means for employers to develop a skilled workforce and to create career opportunities.
 - Meaningful, hands-on learning activities that are connected to education and training activities, such as, exploring career options and how the skills acquired through course work can be applied toward a future career.

- Training that accurately simulates the industry and occupational conditions of the partnering Registered Apprenticeship sponsor(s), while observing proper supervision and safety protocols.
 - Opportunities to gain at least one recognized credential and a partnership with one or more Registered Apprenticeship programs that assist in placing individuals who complete the pre-apprenticeship program into a Registered Apprenticeship program.
 - Facilitated entry and/or articulation.
- **Registered Apprenticeships** designed to combine paid learning on-the-job and related technical and theoretical instruction in a skilled occupation. This training is an important component of the education and training services that the workforce system can provide to its participants and should be used as a strategy to train and employ job seekers. Registered Apprenticeships offer job seekers immediate employment opportunities that usually pay higher wages and offer continued career growth.
 - **Customized Training** aimed at meeting the special requirements of an employer with a commitment to employ after successful completion of the training.

Note: Training and work-based training strategies must follow the WIOA requirements as described in TEGL 19-16.

Supportive Services. Supportive services may be provided to participants as part of their Individual Service Strategy. Services must be reasonable and necessary. Grant recipients may offer supportive services to participants either directly or through partner organizations. Generally, supportive service strategies should align with those described in TEGL 19-16, and may include, but are not limited to:

- Assistance with transportation.
- Assistance with child care and dependent care.
- Linkages to community services, including services offered by partner organizations designed to support grant participants.
- Needs-Related Payments (available only to individuals enrolled in training services and must be consistent with 20 CFR 680.930, 680.940, 680.950, 680.960, and 680.970).
- Assistance with uniforms or other appropriate work attire and work-related tools, including such items as eye glasses and protective eye gear.
- Assistance with books, fees, school supplies, and other necessary items for students enrolled in post-secondary education classes.

- Payments and fees for employment and training-related applications, tests, and certifications.

Technology Upgrades

Technology upgrades to meet new demands to better serve participants going forward including supporting virtual service delivery models, electronic registrations, website upgrades, virtual talent tours, and equipment necessary to accommodate virtual learning are allowable. Funding must be spent in accordance with the MWA final COVID-19 proposal submitted to the state in August 2020. Funding in this category cannot exceed the proposed budget.

Allowable WIOA Costs and Expenditures

Expenditures for the WIOA funds awarded in this policy are allowable only for those activities permitted by the WIOA or the WIOA Final Regulations. In general, to be an allowable WIOA expenditure, a cost must meet the following principles:

- Be necessary and reasonable for the performance of the award.
- Be allocable to the grant.
- Be authorized and not prohibited under federal, state, or local laws or regulations.
- Receive consistent treatment by the sub-recipient.
- Not be used to meet federal matching requirements.
- Be adequately documented.
- Conform to federal Employment and Training Administration (ETA) grant exclusions and limitations.

Program Costs: The costs associated with the direct provision of services to program participants are program costs. Required program activities for the DWG program include career and training services as described in the WIOA Sections 134(c)(2) and (3). Permissible program activities, including supportive services, are described in the WIOA Section 134(d).

Administrative Costs: The costs associated with performing activities or functions that are not related to the direct provision of services to program participants are administrative costs. Examples include:

- Accounting, cash management, budget, procurement, personnel, payroll, property management, audit, and general legal services functions.
- Coordinating the resolution of findings arising from audits, reviews, investigations, and incident reports; and developing systems and procedures, including information systems, required

for those functions.

- Oversight and monitoring activities, depending on whether the activity being monitored is administrative or programmatic in nature.
- The costs of supplies and equipment used for administrative functions or activities and the cost of staff that perform or supervise administrative functions or activities.

Reporting Requirements

Data Entry: The WD requires that all WIOA participant information be reported in the One-Stop Management Information System (OSMIS), including eligibility, activities, status, and outcome information. DWG participants must be registered in the OSMIS under the WIOA Dislocated Worker program. All requirements for the WIOA Dislocated Worker program registration and accompanying documentation must be met.

All participants will have the “National Emergency Grant” funding source selected on the OSMIS “Funding Sources/Programs” screen.

Please follow these instructions when completing the National Emergency Grant (NEG) portion of the “Funding Sources/Programs” screen for COVID-19 Recovery Project participants:

- For “National Emergency Grant,” select “Yes.”
- For “Grant Number,” select “2627 – COVID-19.”
- For “Grant Start Date,” enter the participant’s date of NEG enrollment (when COVID-19 funds are first spent on the participant).

The MWAs must enter the date that the participant was enrolled in the DWG in the “Grant Start Date” field below each Grant Number field. The entry of a NEG grant number will not be accepted without the entry of a corresponding enrollment date. Participants with the “2627 – COVID-19” funding source selected will be included in federal PIRL reporting.

Quarterly Narrative Reports

All participating MWAs are required to submit quarterly narrative progress reports no later than 30 calendar days after the end of each calendar year quarter. Reporting quarters end March 31, June 30, September 30, and December 31.

Reports must include:

- Supportive Services.
 - A description of the type(s) of services offered for the quarter.

- ✓ How the services were delivered and how they contributed to a participant's ability to fully participate in grant funded activities.
- Challenges or concerns encountered that may have affected or slowed progress.
- Key issues and technical assistance needs.
 - Summarize significant opportunities, issues, or challenges (such as under-enrollment) encountered during the quarter and any resolution of issues and challenges identified in previous quarters.
 - Describe any technical assistance needs.
- Significant activities, accomplishments, and success stories.
 - Report any significant activities or accomplishments.
 - Provide any participant level success stories.

Fiscal Information

The local area will process all cash requests through the Management of Awards to Recipients System (MARS) in accordance with the MARS Manual. The local area must have on file appropriate documentation to support each cash draw.

The USDOL/ETA requires all grantees to report all financial transactions on a full accrual basis. Accrued expenditures mean the charges incurred by the grantee during a given period requiring the provision of funds for (1) goods and other tangible property received; (2) services performed by employees, contractors, sub-grantees, subcontractors, and other payees; and (3) other amounts becoming owed under programs for which no current services or performance is required, such as annuities, insurance claims, and other benefit amounts.

In general, total accrued expenditures are costs incurred for goods and services received regardless of whether the payment has been made.

All reporting of fiscal expenditures for the funds provided in this policy must be reported to the WD on a quarterly basis. A final close-out report is also required. All quarterly financial expenditure reports are due to the WD no later than the 20th calendar day after the end of the calendar quarter. The final close-out report is due to the WD no later than 60 days after the end of the grant period. In the event that the due date falls on a weekend or state government holiday, the report is due on the last business day prior to the due date. Local areas must submit reports in the [MARS](#). If there are any questions regarding cash requests or the submission of required expenditure reports, please call Mr. Michael LaCharite at 517-335-6051.

Action: Local areas shall prepare and submit a signed Approval Request Form

(Attachment B) and a Budget Information Summary (Attachment C) to the WD within 30 days from the issue date of this policy. These documents must be submitted electronically to LEO-TSDIV@michigan.gov.

Inquiries:

Questions regarding this policy should be directed to Mr. Rick Niedieck at niedieckr@michigan.gov.

This policy is available on the [WD's website](#).

The information contained in this policy will be made available in alternative format (large type, audio tape, etc.) upon special request to this office. Please contact Ms. Carla Burdick at 517-241-9852 or via email at BurdickC@michigan.gov for details.

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Expiration

Date:

June 30, 2022

KJ:RN:cjb
Attachments

Michigan Works! Agency	Funding Allocation
Berrien/Cass/Van Buren	\$85,500
Capital Area	\$65,340
DESC	\$350,000
Great Lakes Bay	\$74,962
GST Michigan Works!	\$311,311
Macomb/St. Clair	\$500,000
Northeast	\$25,000
Northwest	\$45,000
Oakland	\$405,000
Region 7B	\$95,000
Southeast	\$228,000
SEMCA	\$400,000
Southwest	\$152,130
UPWARD Talent Council	\$99,000
West Central	\$37,800
West Michigan Works!	\$285,000
Total	\$3,159,043

AY20 WIOA DWG – COVID19 Disaster Recovery Project
Approval Request Form Instructions

1. Michigan Works! Agency (MWA) Name and Number: Enter the name and number of the MWA.
2. Plan Title(s): Enter the appropriate plan or program title. “AY20 WIOA DWG-COVID19 Recovery Project” has been pre-printed.
3. Policy Issuance Number: Enter the appropriate Policy Issuance number. “20-28” has been pre-printed.
4. Plan Period: Identify the plan’s time period covered. “05/06/2020 – 06/30/2022” has been pre-printed.

The required signatories are designated in accordance with PI 19-38, issued December 30, 2019. Signatures are required from the Workforce Development Board Chair and the Chief Elected Official(s), or their authorized designee(s).

Note: Approval Request Forms are only required for initial grant allocations. Subsequent allocations for the same grant or deobligations of funds will not require another signed form.

Approval Request Form

1. Michigan Works! Agency (MWA) Name and Number:
2. Plan Title(s): AY20 WIOA DWG-COVID 19 Recovery Project
3. Policy Issuance Number: 20-28
4. Plan Period: 5/06/2020 through 06/30/2022

The Chief Elected Official(s) and Workforce Development Board hereby request approval of this document. Please insert the printed name for each signature provided below.

Signature of Authorized Chief Elected Official	Date:
Printed Name:	
Signature of Authorized Chief Elected Official	Date:
Printed Name:	
Signature of Authorized Chief Elected Official	Date:
Printed Name:	
Signature of Workforce Development Board Chairperson	Date:
Printed Name:	

**Budget Information Summary (BIS) Instructions
WIOA DWG-COVID-19 Disaster Recovery Project**

Section I - Identification Information

Michigan Works! Agency (MWA) Name: Enter the name of the MWA.

Policy Issuance: Enter the policy number applicable to the BIS. "20-28" has been pre-printed.

Grant Name: Enter the name of the grant associated with the funding being awarded. "AY20 WIOA DWG" has been pre-printed.

Project Name: Enter the name of the project associated with the funding being awarded. "COVID-19 Recovery Project" has been pre-printed.

Plan Period: Enter the start and end dates of the plan period. "5/06/2020 to 06/30/2022" has been pre-printed.

Catalog of Federal Domestic Assistance (CFDA) Number: Enter the CFDA number(s) associated with this grant. "17.277" has been pre-printed.

Section II - Total Funds Available

Allocation: The total amount of funding being awarded.

Section III - Planned Expenditures by Cost Category

Administration: Enter the amount of the grant to be used for Administrative costs (Maximum 10%).

Program: Enter the amount of the grant to be used for program costs.