

DEPARTMENT OF LABOR**ASSISTANCE LISTING 17.207 EMPLOYMENT SERVICE/WAGNER-PEYSER
FUNDED ACTIVITIES****ASSISTANCE LISTING 17.801 JOBS FOR VETERANS STATE GRANT****I. PROGRAM OBJECTIVES***Wagner-Peyser Act Funded Workforce Employment Services – General*

The Wagner-Peyser Act Employment Service (ES) is an integrated component of the nation's public workforce system. The public workforce system provides services to job seekers and employers through nearly 2,400 American Job Centers (AJC) (also known as One-Stop Centers) nationwide. They are coordinated and co-located with other programs under the Workforce Innovation and Opportunity Act (WIOA) to ensure that job seekers, workers, and employers have convenient and comprehensive access to a full continuum of workforce-related services.

The main purpose of the ES program is to improve the functioning of the nation's labor markets by bringing together individuals who are seeking employment and employers who are seeking workers. Under the Wagner-Peyser Act, unemployed individuals and other job seekers obtain career services, including job search, assessment, and career guidance services, to support them in obtaining and retaining employment. In addition, the ES assists employers with building skilled, competitive workforces through recruitment assistance, employment referrals, and other workforce solutions. The ES provides labor exchange services through an array of electronic tools, to both job seekers and employers, allowing comprehensive and accessible economic and industry data to inform workforce and economic development activities.

State Workforce Agencies (SWAs) must use Wagner-Peyser Act ES funding to provide employment services to migrant and seasonal farmworkers (MSFW), as described at 20 CFR § 651, 653, 654, and 658. These services include, but are not limited to, outreach MSFWs, State Monitor Advocate (SMA) responsibilities, clearance of job orders through the Agricultural Recruitment System (ARS), and operation of the Employment Service and Employment-Related Law Complaint System.

Jobs for Veterans State Grants

Non-competitively awarded grant funds are provided to states in amounts determined by a formula. Jobs for Veterans State Grant (JVSG) funds are provided to states for employing Disabled Veterans' Outreach Program (DVOP) specialists and Local Veterans' Employment Representative (LVER) staff and deploying them, as practicable, among AJCs. In addition, consolidated DVOP/LVER staff may be requested if the position promotes a more efficient administration of services to veterans. DVOP specialists carry out individualized career services and facilitate placements to meet the needs of eligible veterans and eligible persons who are experiencing employment barriers, as well as certain additional populations. LVER staff assist businesses with their workforce needs, facilitating employment and placement services to assist

veterans in gaining employment, including conducting seminars for employers and, in conjunction with employers, conducting job search workshops and establishing job search groups. DVOP specialists and LVER staff must successfully complete training through the National Veterans' Training Institute (NVTI) authorized under 38 USC 4109, in accordance with 38 USC 4102A(c)(8)(A).

The Veterans' Employment and Training Service (VETS) approves grant recipients' four-year state plans that describe how their JVSG program will be carried out across their state and integrated into their workforce delivery system. States must ensure JVSG funded staff coordinate and cooperate with the staff who are funded through other WIOA/One Stop partner programs.

Title 38, U.S. Code, §§ 4103A and 4104, define the roles and responsibilities of JVSG staff and prohibit them from performing duties that detract from their ability to meet the employment needs of eligible populations. AJC program staff must continue to provide priority of service to veteran populations who are not eligible for DVOP services, or where a DVOP is not available, as described in Veterans Program Letter (VPL) 07-09 and TEGl 10-09.

States should establish minimum qualifications and position descriptions for JVSG staff to ensure selected applicants are able to carry out the roles and responsibilities as described in statute and VPL 05-24.

II. PROGRAM PROCEDURES

A. Overview

The ES is a core program identified in WIOA and must be included as part of each state's Unified or Combined State Plan (20 CFR section 652.211).

Federal funds are granted to the states for the delivery of employment and workforce information services through a national network of AJC Career Centers. The governor of the state submits to the secretary of labor a Unified or Combined State Plan, which outlines a four-year strategy. The governor retains responsibility for all funds authorized under the Wagner-Peyser Act, specifically those funds authorized under Section 7(a) for providing the services and activities delivered through the one-stop delivery system. The governor has discretion to choose various approaches to planning for the utilization of funds reserved by Section 7(b) of the Wagner-Peyser Act.

B. Subprograms/Program Elements

Disabled Veterans' Outreach Program (DVOP)

In accordance with 38 USC 4103A(a), the primary objective of the DVOP specialist is to provide career services to meet the employment needs of eligible veterans with the following priority in the provision of services: (1) special disabled veterans; (2) other disabled veterans; and (3) other eligible veterans in accordance with priorities determined by the Secretary. Placing maximum emphasis on assisting eligible populations who are economically or educationally disadvantaged.

Local Veterans' Employment Representative (LVER)

Per 38 U.S.C. § 4104(b), LVERs conduct outreach to the employer community and facilitate employment, training, and placement services furnished to veterans under the state's employment service delivery system. States must assign LVERs duties that inform employers, employer associations, and business groups of the advantages of hiring veterans. States must also integrate LVERs into their employment service delivery systems (see 38 U.S.C. § 4102A(c)(2)(A)(i)(II)). When employer outreach is primarily accomplished by business services teams or similar entities, states satisfy the LVER integration requirement by including LVERs as active members of these teams.

LVERs should advocate for all veterans and the additional populations described in VPL 05-24 with business, industry, and other community-based organizations by participating in appropriate activities.

In addition to their work with employers, LVERs play an important role in developing the veteran service delivery strategies in the state workforce system, educating all AJC staff with current veterans' employment initiatives and programs, and providing regular updates on veteran services and programs.

Source of Governing Requirements

These programs are authorized by the Wagner-Peyser Act, as amended by the WIOA of 2014 (the Act) (Pub. L. No. 113-128) (29 USC 49 et seq.), and the Jobs for Veterans Act (Pub. L. nos. 107-288 and 109-461), as amended by the VOW to Hire Heroes Act (Pub. L. No. 112-56); and 38 USC chapters 41 and 42 (employment and training programs for veterans). Implementing regulations are found at 20 CFR parts 652, 1001, and 1010.

Availability of Other Program Information

Other program information is available <https://www.dol.gov/agencies/eta> and <https://www.dol.gov/agencies/vets>

III. COMPLIANCE REQUIREMENTS

In developing the audit procedures to test compliance with the requirements for this federal program, the auditor must determine, from the following summary (also included in Part 2, "Matrix of Compliance Requirements"), which of the 12 types of compliance requirements have been identified as subject to the audit (noted with a "Y" in the summary matrix below), and then determine which of the compliance requirements that are subject to the audit are likely to have a direct and material effect on the federal program at the auditee. For each such compliance requirement subject to the audit, the auditor must use Part 3 (which includes generic details about each compliance requirement other than Special Tests and Provisions) and this program supplement (which includes any program-specific requirements) to perform the audit. When a compliance requirement is shown in the summary below as "N," it has been identified as not

being subject to the audit. Auditors are not expected to test requirements that have been noted with an “N.” See the Safe Harbor Status discussion in Part 1 for additional information.

A	B	C	E	F	G	H	I	J	L	M	N
Activities Allowed or Unallowed	Allowable Costs/Cost Principles	Cash Management	Eligibility	Equipment and Real Property Management	Matching, Level of Effort, Earmarking	Period Of Performance	Procurement and Suspension and Debarment	Program Income	Reporting	Subrecipient Monitoring	Special Tests and Provisions
Y	Y	N	Y	N	Y	N	N	N	Y	N	N

A. Activities Allowed or Unallowed

1. Activities Allowed

a. Labor Exchange

Funds allotted to each state may be utilized by the State Workforce Agency (SWA) for a variety of activities, consistent with an approved plan pursuant to the Act and implementing regulations (20 CFR sections 652.5 and 652.8(d)). At a minimum, each SWA shall provide the basic labor exchange elements defined in 20 CFR section 652.3. Career services are also made available within the one-stop system (20 CFR section 678.430).

b. Wagner-Peyser Act, Section 7(a)

Services and activities provided for under Section 7(a) of the Wagner-Peyser Act (relevant sections) can be found at:

<https://www.govinfo.gov/content/pkg/USCODE-2021-title29/html/USCODE-2021-title29-chap4B.htm>) are:

- (1) To unemployed individuals and other job seekers: job search and job placement and job information services, including counseling, testing, occupational and labor market information, assessment, and referral to employers;
- (2) To employers: a source for recruitment of qualified job applicants and technical assistance in resolving workforce problems; and
- (3) The following employment-related activities:
 - Evaluating programs;

- Developing linkages between services funded under this Act and related federal or state legislation, including the provision of labor exchange services at education sites;
- Providing employment-related services for workers who have received notice of permanent or impending layoff, and reemployment services for workers in occupations that are experiencing limited demand due to changes in technology, impact of imports, or plant closures;
- Developing and providing state and local labor market and occupational information;
- Developing a management information system and compiling and analyzing reports; and
- Administering the work test for the state unemployment compensation system and providing job finding and placement services for unemployment insurance claimants (29 USC 49f(a); 20 CFR section 652.210).

c. Wagner-Peyser Act, *Section 7(b)*

Services and activities provided for under Section 7(b) of the Wagner-Peyser Act are:

- (1) Performance incentives for public employment service offices and programs, consistent with performance standards established by the secretary;
- (2) Services for groups with special needs carried out pursuant to joint agreements between the Employment Service and the local workforce investment board and chief elected official(s), or other public agencies or private nonprofit organizations; and
- (3) Models for delivering Employment Service Program services which incorporate activities listed in Section 7(a) of the Act, including but not limited to: reemployment services; program evaluations; developing partnerships with related programs and entities; developing and distributing labor market and workforce information; compiling and analyzing reports; and administering the UI work test (services of the types described in Section 7(a) of the Act (29 USC 49f(b))).

- (4) In coordination with the state agencies, plan activities that will allow staff to enhance their professional development and career advancement opportunities (Title III, WIOA section 303(b)(2)).

d. Wagner-Peyser Act, *Section 7(d)*

In addition to the activities described under paragraphs two and three, above, Section 7(d) of the Wagner-Peyser Act authorizes SWAs to perform other activities as specified in cost-reimbursement agreements with the secretary of labor or with any federal, state, or local public agency, or WIOA administrative entity, or private nonprofit organization (29 USC 49f(d)).

e. Wagner-Peyser Act, *Section 7(e)*

Section 7(e) of the Wagner-Peyser Act provides that all services authorized under 7(a) shall be provided as part of an AJC delivery system established by the state (29 USC 49f(e)).

f. *DVOP*

DVOP includes a wide variety of services directly related to meeting the employment needs of eligible veterans as defined at 38 U.S.C. 4103A(a) and agency directives (based on Pub. L. No. 107-288). These services include:

- (1) Providing individualized career services to meet the employment needs of eligible veterans with employment barriers (see III.E.1, “Eligibility - Eligibility for Individuals,” regarding employment barriers).
- (2) Placing maximum emphasis in meeting the employment needs of eligible veterans who are economically and educationally disadvantaged.
- (3) Providing individualized career services using a case management approach.
- (4) Coordinating and cooperating with Local Veterans’ Employment Representative and other agency partners collocated in the AJCs.
- (5) Develop linkages in the community who may fill their participants’ supportive service needs.

g. *LVER*

LVER staff conduct outreach to employers and facilitate the provision of employment services to veterans. These services include, but are not limited to, the following (38 USC 4104):

- (1) Maintain regular contact with community leaders, employers, labor unions, training programs, and veterans' organizations to apprise them of the benefits of hiring veterans.
- (2) Assist, through automated data processing, in securing and maintaining current information regarding available employment and training opportunities.
- (3) Conduct or facilitate job search workshops for job-seeking veterans.

h. *Consolidated DVOP/LVER*

Consolidated staff perform both DVOP specialist and LVER duties in any combination of their time. They may only perform DVOP specialist and LVER duties as specified in VPL 05-24, and they are subject to all requirements (including National Veterans' Training Institute (NVTI) training) for both positions. Any reference to either DVOP specialist or LVER duties in any statute, regulation, or policy applies equally to these consolidated positions unless otherwise specified or clearly not applicable.

E. Eligibility

1. Eligibility for Individuals

- a. DVOP specialists may serve an eligible veteran (defined in 38 USC 4211(4)) or eligible person (defined in 38 USC 4101(5)) who is experiencing any of the following employment barriers as defined in VPL 05-24:
 - a. *Has a disability, which may include any of the following:*
 - i. *Special disabled veteran, defined in 38 U.S.C. § 4211(1) as a veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) under laws administered by the Secretary of Veterans Affairs for a disability rated at 30 percent or more, or rated at 10 or 20 percent in the case of a veteran who has been determined to have a serious employment handicap; or person who was discharged or released from active duty because of a service-connected disability.*
 - ii. *Disabled veteran, defined in 38 U.S.C. § 4211(3) as a veteran who is entitled to compensation (or who but for the receipt of military*

retired pay would be entitled to compensation) under laws administered by the Secretary of Veterans Affairs ; or a person who was discharged or released from active duty because of a service-connected disability.

- iii. Other disability. Eligible veterans and eligible persons who self-identify as having a disability, as defined by the Americans with Disabilities Act, 42 U.S.C. § 12102.*
- b. Is a Vietnam-era veteran, as defined by 38 U.S.C. § 4211(2) as an eligible veteran any part of whose active military, naval, or air service was during the Vietnam era, as defined by 38 U.S.C. § 101(29).*
- c. Is a recently separated veteran, defined in 38 U.S.C. § 4211(6) as a veteran who was discharged or released from active duty within the last three years.*
- d. Has been referred for employment services by a representative of the Department of Veterans Affairs.*
- e. Is experiencing homelessness, as defined in Sections 103(a) and (b) of the McKinney Vento Homeless Assistance Act (42 U.S.C. § 11302(a) and (b)).*
- f. Is justice-involved, as defined in WIOA Section 3(38), 29 U.S.C. § 3102(38) (definition of “offender”).*
- g. Is between the ages of 18–24 years of age at the time of enrollment.*
- h. Is educationally disadvantaged, meaning that the individual lacks a high school diploma or equivalent certificate.*
- i. Is economically disadvantaged, which means any of the following:*
 - i. Meets the definition of a low-income individual in WIOA Section 3(36), 29 U.S.C. § 3102(36).*
 - ii. Unemployed.*
 - iii. Heads of single-parent households containing at least one dependent child.*
- b. A member of an additional population as designated by annual appropriation language may also receive services from a DVOP specialist. For the past five years, each [annual appropriation](#) has included the following sentence:*

Provided, That, in addition, such funds may be used to support such specialists and representatives in the provision of services to transitioning members of the Armed Forces who have participated in the Transition

Assistance Program and have been identified as in need of intensive services, to members of the Armed Forces who are wounded, ill, or injured and receiving treatment in military treatment facilities or warrior transition units, and to the spouses or other family caregivers of such wounded, ill, or injured members;

In VPL 05-24, VETS clarified that the authorizing language is interpreted as follows:

- a. Transitioning Service Members (TSM) who, at the time of enrollment have participated in any part of the Transition Assistance Program, including self-paced online modules and Individualized Initial Counseling.*
- b. Wounded, ill, or injured members of the Armed Forces who are receiving treatment in military treatment facilities or warrior transition units.*
- c. Spouses or other **family caregivers** of those **wounded, ill, or injured** service members described in subparagraph b.*

2. Eligibility for Group of Individuals or Area of Service Delivery

Not Applicable

3. Eligibility for Subrecipients

Not Applicable

G. Matching, Level of Effort, Earmarking

1. Matching

Not Applicable

2. Level of Effort

Not Applicable

3. Earmarking

Ten percent of each state's Wagner-Peyser Act allotment shall be reserved by the SWA to provide services and activities authorized by Section 7(b) of the Act ([29 USC 49f\(b\)](#)).

L. Reporting**1. Financial Reporting**

- a. *SF-270, Request for Advance or Reimbursement* – Not Applicable
- b. *SF-271, Outlay Report and Request for Reimbursement for Construction Programs* – Not Applicable
- c. *SF-425, Federal Financial Report* – Applicable (Assistance Listing numbers 17.801).
- d. Employment and Training Administration (ETA) form 9130, *Financial Report (OMB No. 1205-0461)* – All ETA grantees are required to submit quarterly financial reports for each grant award they receive. Reports are required to be prepared using the specific format and instructions for the applicable program(s); in this case, *Employment Service and Unemployment Insurance Programs*. Reports are due 45 days after the end of the reporting quarter. Financial data is required to be reported cumulatively from grant inception through the end of each reporting period. Additional information on managing DOL grants can be accessed at <https://www.dol.gov/agencies/eta/grants>, or go directly to the ETA 9130 Financial Reporting webpage at: <https://www.dol.gov/agencies/eta/grants/management/reporting>.
- e. *VETS-402, Expenditure Detail Report* – This expenditure and funded staff position report separately identifies JVSG expenditures each quarter and year-to-date as a supplement to SF-425, *Federal Financial Report*. This and other JVSG forms and instructions may be found at [Forms | U.S. Department of Labor](#).

2. Performance Reporting

Not Applicable.

3. Special Reporting

Not Applicable

4. Special Reporting for Federal Funding Accountability and Transparency Act

See Part 3.L for audit guidance.

DEPARTMENT OF LABOR**ASSISTANCE LISTING 17.225 UNEMPLOYMENT INSURANCE (UI)****I. PROGRAM OBJECTIVES**

The Unemployment Insurance (UI) program, created by the [Social Security Act \(SSA\)](#), provides benefits, also known as Unemployment Compensation (UC), to unemployed workers for periods of involuntary unemployment and helps stabilize the economy by maintaining the spending power of workers while they are between jobs. The UI program initially consisted of the regular state programs ([20 CFR part 601](#)). However, UC coverage was extended to federal civilian employees in 1954 and to ex-members of the Armed Forces in 1958. UC programs now cover almost all wage and salaried workers.

The [Federal-State Extended Unemployment Compensation Act \(EUCA\) of 1970](#) (Pub. L. 91-373; 26 USC 3304 note) provides for the Extended Benefits (EB) program ([20 CFR part 615](#)). During periods of high unemployment, that program pays extended benefits for an additional (or extended) period of time to eligible unemployed workers who have exhausted their entitlement to UC, UC for Federal Employees (UCFE), or UC for Ex-Service Members (UCX).

II. PROGRAM PROCEDURES**A. Overview**

The structure of the federal-state UI program partnership is based on federal statute; however, it is implemented through state law. State UI program operations are conducted by the State Workforce Agency (SWA)—the generic name for the agency that has responsibility for the state’s Employment Security function. SWAs were previously referred to as State Employment Security Agencies (SESAs).

State responsibilities include: (1) establishing specific, detailed policies and operating procedures which comply with the requirements of federal laws and regulations; (2) determining the state UI tax structure; (3) collecting state UI contributions from employers (commonly called “unemployment taxes”); (4) determining claimant eligibility and disqualification provisions; (5) making payment of UI benefits to claimants; (6) managing the program’s revenue and benefit administrative functions; (7) administering the programs in accordance with established policies and procedures; (8) enacting state UC law that conforms with federal UC law; and (9) ensuring that state law and operations substantially comply with federal law.

Unless otherwise noted, responsibilities of the US Department of Labor (DOL) include: (1) allocating available administrative funds among states; (2) administering the Unemployment Trust Fund (UTF) through the US Department of the Treasury and monitoring activities of the UTF; (3) establishing program performance measures; (4) monitoring state performance; (5) ensuring conformity and substantial compliance of

state law and operations with federal law; and (6) setting broad overall policy for program administration.

Benefits payable under several additional programs also are administered by the SWAs, as agents for DOL; however, they are distinct programs with separate compliance requirements—the Trade Adjustment Assistance/Alternative Trade Adjustment Assistance/Reemployment Trade Adjustment Assistance (TAA/ATAA/RTAA) programs to workers adversely affected by foreign trade and the Disaster Unemployment Assistance (DUA) program to workers and self-employed individuals who are unemployed as a direct result of a presidentially declared major disaster and are not eligible for regular UI benefits paid by states (Assistance Listings 17.245 and 97.034, respectively).

For example, SWAs provide weekly Trade Readjustment Allowances (TRA) /ATAA/RTAA payments for eligible program participants consistent with the eligibility requirements as noted in Assistance Listing 17.245.

Under the DUA program, the SWA is accountable to DOL and, through DOL, to the Federal Emergency Management Agency (FEMA). The SWA works in coordination with both agencies in preparing prompt announcements regarding the availability of DUA, submitting initial and supplemental funding requests, and accurately reporting funding and workload information on DUA monthly and quarterly reports.

In 2020, in response to the Coronavirus Disease 2019 (COVID-19), new UC programs were created via legislation. [Title II, Subtitle A of the Coronavirus Aid, Relief, and Economic Security \(CARES\) Act of 2020](#) (Pub. L. 116-136), created the Pandemic Unemployment Assistance (PUA), Federal Pandemic Unemployment Compensation (FPUC), and Pandemic Emergency Unemployment Compensation (PEUC) programs. [Division N, Title II, Subtitle A of the Consolidated Appropriations Act, 2021, The Continued Assistance for Unemployed Workers Act of 2020 \(Continued Assistance Act\)](#) (Pub. L. 116-260) created the Mixed Earners Unemployment Compensation (MEUC) program and provided for additional changes to the CARES Act programs. Additionally, the [American Rescue Plan Act of 2021 \(ARPA\)](#), Subtitle A of Title IX (Pub. L. 117-2), further extended and modified the programs provided under the CARES Act and Continued Assistance Act.

For each program administered under the UI program umbrella (UC, UCFE, UCX, TRA/ATAA/RTAA, EB, and DUA, FPUC, PUA, PEUC, and MEUC), states must ensure full payment of applicable benefits “when due” (and states must deny payments when not due).

Note: Informal references are frequently made to eligibility for “weeks” of UC. The auditor is cautioned that, with the exception of PUA, eligibility is generally for a maximum dollar amount of UC, which is often inaccurately referred to as receipt of UC for a given number of weeks. PUA is limited to a specific number of weeks, as discussed further below.

B. Subprograms/Program Elements

We note that federal legislation created four new temporary extension programs in response to the spread of COVID-19, as described below. Because these were temporary programs and subject to changes from subsequent legislation, we provide a high-level summary in this section and refer to Departmental guidance for additional details on the latest iteration. Auditors may refer to Attachment I of [Unemployment Insurance Program Letter \(UIPL\) No. 14-21](#) for the latest summary of coordination across UI programs. Auditors may refer to Attachment II of [UIPL No. 14-21](#) for the latest table describing effective start and end dates for each of the programs.

These temporary programs—PUA, PEUC, FPUC, and MEUC—expired on September 6, 2021. Despite the expiration of the programs, states must process and pay benefits to eligible individuals under the PUA, PEUC, FPUC, and MEUC programs for all weeks of unemployment ending on or before the date of termination or expiration (whichever comes first).

In March 2020, SWAs entered into an agreement with the Secretary of Labor to administer and operate these programs. Though voluntary, states that participated signed the “Agreement Implementing the Relief for Workers Affected by Coronavirus Act (Agreement).” In January 2021, SWAs signed an addendum to the Agreement which incorporated the MEUC program. Accordingly, the Agreement remains in effect with respect to the PUA, PEUC, FPUC, and MEUC programs for weeks of unemployment ending on or before the date of termination or expiration (whichever comes first) until all issues relating to those weeks are resolved. The state must also comply with all responsibilities with respect to claims filed under these programs for those weeks, including, without limitation, the requirements under the Agreement and in guidance. See [section 4.a. of UIPL No. 14-21, Change 1](#). See [UIPL No. 16-20, Change 8](#), for additional information regarding the period of performance for these programs.

1. *Regular UI Program*

The regular UI program provides UI coverage to most wage and salary workers in each state, the District of Columbia, Puerto Rico, and the Virgin Islands. Except for provisions necessary to comply with federal law, the provisions of state UI laws vary greatly, including their qualifying requirements and methods used to compute UC amounts.

The period during which a claimant may receive UC is referred to as the “benefit year.” In all but two states, Arkansas and New York, a benefit year lasts one year from the effective date of the claim. The total regular UC that a claimant may receive in a benefit year is computed by the SWA in a dollar amount. A claimant may collect UC up to the maximum benefit amount allowable for the benefit year during periods of unemployment that occur during the benefit year. Under state UI laws, the total (maximum) UC a claimant is entitled to varies within certain limits according to the worker’s wages in the base period (see III.E, “Eligibility – Eligibility for Individuals”). Reduced benefits may be paid for weeks of partial

unemployment. In some states, the weekly UI benefit payment is augmented by a dependent's allowance if provided under state UI law, which may be paid for each dependent up to a maximum number of dependents.

2. *Extended Benefits (EB) Program*

When certain measures of unemployment exceed thresholds established in law, the EB program will “trigger on” a period of not less than 13 consecutive weeks during which the state will make EB payments to eligible unemployed workers who have exhausted their entitlement to regular compensation ([20 CFR section 615.11](#)). With certain exceptions, EB is payable at the same rate as the claimant's regular benefits ([20 CFR section 615.6](#)). Eligibility for EB and the period for which the claimant is eligible is determined by the state in which the original claim was established ([Section 202\(a\)\(2\), EUCA](#); [20 CFR section 615.4](#)). When all measures of unemployment fall below the established thresholds, the EB program will “trigger off” the period of EB, ending benefit payments. An alternate trigger is available in some states. In addition to a mandatory trigger mechanism required in all states, federal law provides for optional triggers which some states have adopted. For information on the triggers, see [Section 203, EUCA](#), and [20 CFR sections 615.11 through 615.13](#).

Section 266 of the Continued Assistance Act provided states with the option to disregard the 13-week mandatory “off” period described in [Section 203\(b\)\(1\)\(B\), EUCA](#) for weeks between November 1, 2020, and December 31, 2021, if permitted under state law.

Additionally, Section 206(c) of the Continued Assistance Act provided that, if permitted under state law, an individual would be eligible for EB after exhausting PEUC as long as the state was in an EB period after the date the individual exhausted PEUC, even if the individual's benefit year had expired. A claimant could receive EB equal to the lesser of the following amounts: (1) one-half the total amount of regular compensation, including dependent's allowances; (2) thirteen times the weekly amount of regular compensation; or (3) thirty-nine times the weekly amount of regular compensation reduced by the amount of regular compensation paid to the claimant ([Section 202\(a\)\(2\), EUCA](#); [20 CFR section 615.7\(b\)](#)). However, the amount of EB payable increases if the unemployment measure reaches a benchmark rate established in EUCA. While EB is payable under the terms and conditions of state law, the Federal Unemployment Tax Act (FUTA) requires that state UC law conform to certain provisions of EUCA ([26 USC 3304\(a\)\(11\)](#)). The [Middle Class Tax Relief and Job Creation Act of 2012](#), Subtitle E of Title II (Pub. L. 112-96) amended the law to allow states to offer self-employment assistance (SEA) to eligible individuals in lieu of EB if state law is amended to provide it.

States are reimbursed with federal funds for one-half the cost of EB paid to claimants by the SWAs, with the following exceptions: (1) EB paid to former UCFE and UCX claimants are 100 percent reimbursable from federal funds; and

(2) EB paid to former employees of the state government, and political subdivisions and instrumentalities of the state, and federally recognized Indian tribes are not reimbursable from federal funds.

Reimbursements are prorated for claimants who had employment in both the private and public sectors during their “base periods.” The first week of EB is reimbursable to the state only if the state requires the first week in an individual’s benefit year be an unpaid “waiting week” ([Section 204, EUCA](#); [20 CFR section 615.14](#)).

The auditor should refer to [20 CFR section 615.14](#) for a complete explanation of when EB is not reimbursed to the state.

The [Families First Coronavirus Response Act](#) (Pub. L. 116-127), specifically Division D, the Emergency Unemployment Insurance Stabilization and Access Act of 2020 (EUISAA), made emergency supplemental appropriations in response to the economic impacts of COVID-19. Section 4105 of EUISAA provided full federal funding, under certain circumstances, of 1) sharable regular compensation and sharable extended compensation; and 2) temporary federal matching for the first week of EB for states with no waiting week. Under EUISAA, these provisions were set to expire on December 31, 2020 ([Section 6 of UIPL No. 13-20](#)). The Continued Assistance Act extended the availability of these reimbursements as described above to March 14, 2021 ([Section 4.a.iii. of UIPL No. 09-21](#)). ARPA further extended the availability of these reimbursements to weeks beginning before September 6, 2021 ([Section 4.a.ii. of UIPL No. 14-21](#)).

On March 27, 2020, the president signed the CARES Act (Pub. L. 113-136), which included the Relief for Workers Affected by Coronavirus Act set out in Title II, Subtitle A. Section 2107 of the CARES Act created the PEUC program, which provided additional weeks of benefits to individuals who exhausted regular UC—while an individual generally must exhaust PEUC before becoming eligible for EB, many individuals were receiving EB at the time that additional weeks of PEUC were authorized under the Continued Assistance Act and again under ARPA. Individuals who were receiving EB at the time these additional weeks were made available must exhaust EB before resuming collection of the PEUC claim ([Section 4.f. of UIPL No. 17-20, Change 2](#), and [Section 4.f. of UIPL No. 17-20, Change 3](#)).

Additionally, the Continued Assistance Act provided optional, time-limited, and temporary waiver authority regarding the 13-week “off” period in Section 203(b)(1)(B) of EUCA, if permitted by state law ([Section 4.c. of UIPL No. 24-20, Change 1](#)).

On March 11, 2021, the president signed ARPA into law. This Act amended certain provisions of the EUISAA, set out in Division D of the [Families First Coronavirus Response Act](#) (Pub. L. 116-127) and the CARES Act as amended by

both the [Protecting Nonprofits from Catastrophic Cash Flow Strain Act of 2020](#), Section 2 ([Protecting Nonprofits Act](#)) (Pub. L. 116-151) and the Continued Assistance Act (Division N, Title II, Subtitle A of the [Consolidated Appropriations Act, 2021](#) (Pub. L. 116-260)).

ARPA provided temporary federal matching for the first week of EB for states with no waiting week and was extended to weeks of unemployment beginning before September 6, 2021. In states where the week of unemployment ends on a Saturday, the last week of unemployment for which this funding is available is the week ending on September 11, 2021. In states where the week of unemployment ends on a Sunday, the last week of unemployment for which this funding is available is the week ending on September 5, 2021.

The auditor should also refer to [UIPL No. 28-20, Change 1-5](#), for more specific guidance to code payment to the correct source and ensure overpayments are returned to the proper source.

3. *UCFE and UCX Programs*

For UCFE, the qualifying requirements, determination of the benefit amounts, and duration of UC are generally determined under the applicable state law, which is generally the state in which the official duty station was located ([5 USC 8501 - 8508](#); [20 CFR part 609](#)).

The UCX program combines elements of the applicable state law and factors unique to the UCX program, such as “schedules of remuneration” ([20 CFR section 614.12](#)), which must be considered by the SWA in making its determinations of eligibility, UI benefit amounts and duration ([20 CFR part 614](#)).

States are reimbursed from the UTF for UC paid to UCFE and UCX claimants. On a quarterly basis, states report the amount of UCFE and UCX paid to the DOL, which is responsible for obtaining reimbursement to the UTF from the appropriate federal agencies ([20 CFR sections 609.14 and 614.15](#)).

4. *TRA/RTAA Benefit Payments/Wage Subsidies*

Effective July 1, 2021, the TAA program reverted to a modified version of the 2002 program known as Reversion 2021. Individuals receive benefits and services based on the version of the program under which their petition was certified. For fiscal year (FY) 2023, more than 85 percent of program participants were eligible under the 2015 version. DOL’s Office of Trade Adjustment Assistance administers the concurrent programs and oversees TAA program operations in the states in cooperation with the Regional Offices of ETA.

TRA is available as a weekly income support to eligible workers under the TAA program who have exhausted UI benefits. The federal regulations for the TAA program were published in August of 2020 and are found at [20 CFR part 618](#). There are various TEGs and UIPLs that also apply to TRA. The most recent

version of the TAA Program operates under the amendments enacted by [Title IV of the Trade Adjustment Assistance Reauthorization Act of 2015](#) (Pub. L. 114-27) (2015 program). The 2015 program includes up to 130 weeks of income support (including regular UI). Reversion 2021 provides the same number of weeks of income support, but with more limited flexibility around other TRA-related issues. Guidance on Reversion 2021 is contained in [TEGL No. 24-20](#) and [TEN No. 01-21](#).

In addition to TRA, the 2015 program includes the RTAA benefit, originally established under the Trade and Globalization Adjustment Assistance Act of 2009 (TGAAA). RTAA is a wage subsidy available to certain eligible workers who are 50 years of age and older and elect to receive this benefit upon obtaining qualifying reemployment. The maximum benefit is \$10,000. Under Reversion 2021, RTAA reverts to the rules for ATAA which limit receipt of other TAA Program benefits.

On July 1, 2022, the termination provision under Section 285(a) of the Trade Act of 1974, as amended, took effect. Until further notice, the Department may not issue any determinations and may not accept any new petitions or requests for reconsideration. Requests to amend current certifications may still be filed. Workers who were certified and separated from their job on or before June 30, 2022, may still be eligible for benefits. See [TEGL No. 13-21](#), for more details.

5. *DUA Benefit Payments*

DUA is authorized by the [Robert T. Stafford Disaster Relief and Emergency Assistance Act, Section 410 \(Pub. L. 93-288\)](#), (Stafford Act), PDF page 63. DOL oversees the DUA program and coordinates with FEMA, which provides the funds for payment of DUA and for state administration. SWA's administer the DUA program on behalf of the federal government.

Based on a request by the governor of a state or the chief executive of a federally recognized Indian tribal government, the president declares a major disaster and authorizes the type(s) of federal assistance to be made available and the geographic areas that have been adversely affected by the disaster. The presidential declaration may authorize Individual Assistance (IA), which includes the provisions for DUA ([20 CFR part 625](#)).

6. *PUA Benefit Payments*

The PUA program was created under the CARES Act to provide benefits to covered individuals. A "covered individual" is someone who meets each of the following three conditions:

- a. The individual is not eligible for regular UC, EB, or PEUC. This also includes those who have exhausted all rights to such benefits, self-

employed, those seeking part-time employment, individuals lacking sufficient work history. Self-employed individuals include independent contractors and gig economy workers.

- b. Such individual must self-certify that they are unemployed, partially unemployed, or unable or unavailable to work due to one of the COVID-19 related reasons identified in [Section 2102\(a\)\(3\)\(A\)\(ii\)\(I\) of the CARES Act](#) and in Departmental guidance (see [UIPL No. 16-20](#) and [Attachment I, Section C.1. of UIPL No. 16-20, Change 4](#)). Because this eligibility is based on self-certification, states may only request supporting documentation if they have reasonable suspicions of fraud (see question 23 of [Attachment I to UIPL No. 16-20, Change 2](#)).
- c. Additionally, individuals who are paid on or after December 27, 2020, must submit proof of documentation substantiating employment, self-employment, or the planned commencement of employment or self-employment (see [Attachment I, Section C.2. of UIPL No. 16-20, Change 4](#)). This includes individuals requesting retroactive payments that are not received until after December 27, 2020.

PUA was payable for weeks of unemployment, partial unemployment, or inability to work caused by the COVID-19 related reasons listed above beginning on or after January 27, 2020. For states where the week of unemployment ends on a Saturday, the first week for which PUA may be paid was the week ending February 8, 2020. In states where the week of unemployment ends on a Sunday, the first week for which PUA may be paid was the week ending February 9, 2020.

Identity Verification. For states to have an adequate system for administering the PUA program, states must include procedures for “identity verification or validation and for timely payment, to the extent reasonable and practicable” by January 26, 2021, which is 30 days after December 27, 2020 ([Section 242 of the Continued Assistance Act](#)), PDF page 780). States that previously verified an individual’s identity on a UC, EB, or PEUC claim within the last 12 months were not required to re-verify identity on the PUA claim, though the Department encouraged the state to take additional measures if the identity was questioned. Individuals filing new PUA initial claims that had not been through the state’s identity verification process must have had their identities verified to be eligible.

Claim Effective Dates and Backdating Limitations. Individuals filing for PUA must have had their claim backdated to the first week during the Pandemic Assistance Period in which the individual was unemployed, partially unemployed, or unable or unavailable to work because of COVID-19 related reason(s) identified in [Attachment I to UIPL No. 16-20, Change 6. Section 201\(f\) of the Continued Assistance Act](#), PDF page 772, provides a limitation on backdating for claims filed after December 27, 2020 (the enactment date of the Continued Assistance Act).

- *PUA initial claims filed on or before December 27, 2020.* Initial PUA claims filed on or before this date may be backdated no earlier than the week that begins on or after February 2, 2020, the first week of the Pandemic Assistance Period (PAP).
- *PUA initial claims filed after December 27, 2020.* Initial PUA claims filed after this date may be backdated no earlier than December 1, 2020 (a claim effective date of December 6, 2020, for states with a Saturday week ending date and a claim effective date of December 7, 2020, for states with a Sunday week ending date).

To comply with the requirements in Section 263 of the Continued Assistance Act, all states must have ensured, with respect to weeks of unemployment beginning on or after January 26, 2021 (30 days after the enactment date of the Continued Assistance Act), continued claim forms contained a self-certification process for PUA claimants to identify the specific COVID-19 related reason, under Section 2102(a)(3)(A)(ii)(I)(aa) through (kk) of the CARES Act, for which they were unemployed, partially unemployed, or unable or unavailable to work. For states with a Saturday week ending date, this began with ending February 6, 2021. For states with a Sunday week ending date, this began with week ending February 7, 2021.

For continued claims filed with respect to weeks ending before January 26, 2021 (January 30, 2021, for states with a Saturday week ending date and January 31, 2021, for states with a Sunday week ending date), if a state made a good faith effort to implement the PUA program, an individual was not denied benefits solely for failing to submit a weekly recertification. The determination of whether a state made a “good faith effort” to implement the PUA program will be performed by the Employment and Training Administration and it will determine what, if any, retroactive action is required to obtain self-certifications ([Attachment III to UIPL No. 16-20, Change 6](#)).

Calculating Weekly Benefit Amounts (WBA). The PUA WBA is equal to the WBA authorized under state UC law where the individual was employed. For individuals without reported wages sufficient to establish a WBA, the WBA was calculated according to processes for Disaster Unemployment Assistance (see [Attachment II of UIPL No. 16-20, Change 1](#)). As set out in [20 CFR section 625.6\(b\)](#), the minimum PUA WBA was “50 percent of the average weekly payment of regular compensation in the state, as provided quarterly by the Department.” The minimum WBA for all PUA claims is identified by state in [UIPL No. 03-20](#).

Duration of PUA Claims. The maximum number of weeks of PUA benefits was 79 weeks. The number of weeks available continued to be reduced by any weeks of regular UC and EB that the individual received with respect to the PAP ([Section 4.c.i. of UIPL No. 14-21](#)).

States are reminded, as described in [Section C.17. of Attachment I to UIPL No. 16-20, Change 4](#), the additional 11 weeks provided under the Continued Assistance Act (increasing the duration from 39 weeks to 50 weeks) may only be paid with respect to weeks of unemployment beginning on or after December 27, 2020. In states where the week of unemployment ends on a Saturday, the first week for which the additional 11 weeks may be paid is the week ending January 2, 2021. In states where the week of unemployment ends on a Sunday, the first week for which these additional 11 weeks of benefits may be paid is the week ending January 3, 2021.

The additional 29 weeks of benefits provided under ARPA (increasing the duration from 50 to 79 weeks) may only be paid with respect to weeks of unemployment ending after March 14, 2021. We note that there are 25 weeks between the week ending March 13, 2021, and the last payable week of September 4, 2021. As such, individuals could not exhaust their full PUA entitlement before the program expired.

In states where the week of unemployment ends on a Saturday, the first week for which the additional 29 weeks of benefits may be paid was the week ending on March 20, 2021. In states where the week of unemployment ends on a Sunday, the first week for which the additional 29 weeks of benefits may be paid was the week ending on March 21, 2021.

Program End Date. The state must process and pay benefits to eligible individuals under the PUA program for all weeks of unemployment ending on or before the date of termination or expiration (whichever comes first) ([Attachment II of UIPL No. 16-20, Change 6](#) and [UIPL No. 14-21, Change 1](#)).

The state must also comply with all responsibilities with respect to claims filed under the PUA program for those weeks, including, without limitation, the requirements under the Agreement and in guidance. Accordingly, the Agreement remains in effect with respect to the PUA program for weeks of unemployment ending on or before the date of termination or expiration (whichever comes first) until all issues relating to those weeks are resolved.

In all states, under current federal law, no PUA payment may be made with respect to weeks of unemployment ending after September 6, 2021. In states where the week of unemployment ends on a Saturday, the last payable week for PUA was the week ending September 4, 2021. In states where the week of unemployment ends on a Sunday, the last payable week for PUA was the week ending September 5, 2021. For states that terminated the Agreement to operate the PUA program before September 6, 2021, no payments for the PUA program may be made with respect to weeks of unemployment ending after the date the state terminated participation in the Agreement.

Hold Harmless for Proper Administration ([Section 9011\(c\), ARPA](#), PDF page 116). Generally, an individual must have exhausted all entitlement to regular UC, PEUC, and EB before being eligible for PUA. However, ARPA provides a “hold harmless” provision for an individual who previously exhausted PEUC and is now receiving PUA, but, because of Section 9016(b), ARPA, becomes eligible for additional amounts of PEUC beginning on or after March 11, 2021. States could have temporarily continued paying PUA to an individual receiving PUA who was newly eligible to receive PEUC due to the additional weeks of PEUC. The hold harmless flexibility was allowed for an appropriate period of time [UIPL No. 14-21](#) as determined by the secretary.

Additional information on the PUA program can be found in [UIPL No. 16-20](#); [UIPL No. 16-20, Change 1](#); [UIPL No. 16-20, Change 2](#); [UIPL No. 16-20, Change 3](#); [UIPL No. 16-20, Change 4](#); [UIPL No. 16-20, Change 5](#); [UIPL No. 16-20 Change 6](#); [UIPL No. 14-21](#); and [UIPL No. 14-21, Change 1](#).

7. *PEUC Benefit Payments*

Eligible Individuals. PEUC was a temporary program that provided additional weeks of benefits to individuals who:

- a. had exhausted all rights to regular compensation under state law or federal law with respect to a benefit year that ended on or after July 1, 2019;
- b. had no rights to regular compensation with respect to a week under any other state UC law or federal UC law, or to compensation under any other federal law;
- c. were not receiving compensation with respect to a week under the UC law of Canada; and
- d. were able to work, available to work, and actively seeking work, while recognizing that states must provide flexibility in meeting the “actively seeking work” requirement if individuals were unable to search for work because of COVID-19, including because of illness, quarantine, or movement restriction.

Duration of PEUC Claims. The maximum amount of PEUC compensation that could be established in an individual’s account for the benefit year was 53 times the individual’s average WBA ([Section 4.c.v. of IPL No. 14-21](#)).

States are reminded, as described in [Section 4.d. of IPL No. 17-20, Change 2](#), the additional amount provided under the Continued Assistance Act (increasing entitlement from 13 times the individual’s average WBA to 24 times the individual’s average WBA) may only be paid with respect to weeks of unemployment beginning on or after December 27, 2020. In states where the week of unemployment ends on a Saturday, the first week for which this

additional amount may be paid was the week ending January 2, 2021. In states where the week of unemployment ends on a Sunday, the first week for which this additional amount may be paid was the week ending January 3, 2021.

The additional amount provided under ARPA (increasing entitlement from 24 times the individual's average WBA to 53 times the individual's average WBA) may only be paid with respect to weeks of unemployment ending after March 14, 2021. In states where the week of unemployment ends on a Saturday, the first week for which this additional amount may be paid was week ending on March 20, 2021. We note that there are 25 weeks between the week ending March 13, 2021, and the last payable week of September 4, 2021. As such, individuals may not exhaust their full PEUC entitlement before the program expires.

In states where the week of unemployment ends on a Sunday, the first week for which this additional amount may be paid was week ending on March 21, 2021.

Program End Date. The state must process and pay benefits to eligible individuals under the PEUC program for all weeks of unemployment ending on or before the date of termination or expiration (whichever comes first) ([UIPL No. 14-21, Change 1](#)).

The state must also comply with all responsibilities with respect to claims filed under the PEUC program for those weeks, including, without limitation, the requirements under the Agreement and in guidance. Accordingly, the Agreement remains in effect with respect to the PEUC program for weeks of unemployment ending on or before the date of termination or expiration (whichever comes first) until all issues relating to those weeks are resolved.

In all states, under current federal law, no PEUC payment may be made with respect to weeks of unemployment ending after September 6, 2021. In states where the week of unemployment ends on a Saturday, the last payable week for PEUC was the week ending September 4, 2021. In states where the week of unemployment ends on a Sunday, the last payable week for PEUC was the week ending September 5, 2021. For states that terminated the Agreement to operate the PEUC program before September 6, 2021, no payments for the PEUC program may be made with respect to weeks of unemployment ending after the date the state terminates participation in the Agreement.

Additional information on the PEUC program can be found in [UIPL No. 17-20; UIPL No. 17-20, Change 1](#); and [UIPL No. 17-20, Change 2; UIPL No. 17-20, Change 3](#); [UIPL No. 14-21](#); and [UIPL No. 14-21, Change 1](#).

8. *FPUC Benefit Payments*

The FPUC program was created under Section 2104 of the CARES Act. This program provided an additional \$600 per week to individuals who were collecting

regular UC (including UCFE and UCX), as well as the following unemployment compensation programs:

- a. Pandemic Emergency Unemployment Compensation (PEUC);
- b. Pandemic Unemployment Assistance (PUA);
- c. Extended Benefits (EB);
- d. Short Time Compensation (STC);
- e. Trade Readjustment Allowances (TRA);
- f. Disaster Unemployment Assistance (DUA); and
- g. Payments under the Self-Employment Assistance (SEA) program.

If an individual was eligible to receive at least \$1 of underlying benefit for the week in question, then they must also receive the \$600 FPUC supplemental payment. This applied to all weeks of unemployment beginning with week ending April 4, 2020, through week ending July 25, 2020.

The FPUC program was reauthorized under the Continued Assistance Act to provide \$300 per week in supplemental benefits for weeks of unemployment starting with week ending January 2, 2021, through week ending March 13, 2021. FPUC was not payable with respect to any week during the gap in applicability, that is, weeks of unemployment ending after July 31, 2020, through weeks of unemployment ending on or before December 26, 2020.

ARPA further extended the FPUC program at \$300 per week through the week ending on or before September 6, 2021 ([Section 4.c.iii. of UIPL No. 14-21](#)).

Program End Date. The state must process and pay benefits to eligible individuals under the FPUC program for all weeks of unemployment ending on or before the date of termination or expiration (whichever comes first) ([UIPL No. 14-21, Change 1](#)).

The state must also comply with all responsibilities with respect to claims filed under the FPUC program for those weeks, including, without limitation, the requirements under the Agreement and in guidance. Accordingly, the Agreement remains in effect with respect to the FPUC program for weeks of unemployment ending on or before the date of termination or expiration (whichever comes first) until all issues relating to those weeks are resolved.

In all states, under current federal law, no FPUC payment may be made with respect to weeks of unemployment ending after September 6, 2021. In states where the week of unemployment ends on a Saturday, the last payable week for FPUC was the week ending September 4, 2021. In states where the week of unemployment ends on a Sunday, the last payable week for FPUC was the week ending September 5, 2021. For states that terminated the Agreement to operate the FPUC program before September 6, 2021, no payments for the FPUC program may be made with respect to weeks of unemployment ending after the date the state terminates participation in the Agreement.

Additional information on the FPUC program can be found in [UIPL No. 15-20](#); [UIPL No. 15-20, Change 1](#); [UIPL No. 15-20, Change 2](#); [UIPL No. 15-20, Change 3](#); [UIPL No. 15-20, Change 4](#); [UIPL No. 14-21](#); and [UIPL No 14-21, Change 1](#).

9. *MEUC Benefit Payments*

The MEUC program was created under the Continued Assistance Act. State participation in the MEUC program was optional and required the state to enter into an agreement with DOL to operate the program. This program provided \$100 each week, in addition to FPUC, to individuals with \$5,000 or more in self-employment income in the previous tax year who received unemployment benefits from a program other than PUA.

Eligible individuals must: (i) have received at least \$5,000 of self-employment income in the most recent taxable year prior to the individual's application for regular UC, (ii) be receiving a UI benefit (other than PUA) for which FPUC is payable, and (iii) submit documentation substantiating their self-employment income. This supplemental payment did not apply to individuals collecting PUA.

States were required to determine an individual's eligibility for MEUC prior to releasing MEUC payments. Once verified the state must make the MEUC supplemental payment for each week during the program dates in which the individual qualified for at least \$1 of underlying benefit (except PUA).

MEUC was payable beginning with weeks of unemployment no earlier than week ending January 2, 2021 (January 3, 2021, for states with a Sunday week ending date) through the week ending March 13, 2021. ARPA further extended the MEUC program at \$100 per week through the week ending on or before September 6, 2021 ([Section 4.c.iii. of UIPL No. 14-21](#)).

Program End Date. The state must process and pay benefits to eligible individuals under the MEUC program for all weeks of unemployment ending on or before the date of termination or expiration (whichever comes first) ([UIPL No. 14-21, Change 1](#)).

The state must also comply with all responsibilities with respect to claims filed under the MEUC program for those weeks, including, without limitation, the

requirements under the Agreement and in guidance. Accordingly, the Agreement remains in effect with respect to the MEUC program for weeks of unemployment ending on or before the date of termination or expiration (whichever comes first) until all issues relating to those weeks are resolved.

In all states, under current federal law, no MECU payment may be made with respect to weeks of unemployment ending after September 6, 2021. In states where the week of unemployment ends on a Saturday, the last payable week for MEUC was the week ending September 4, 2021. In states where the week of unemployment ends on a Sunday, the last payable week for MEUC was the week ending September 5, 2021. For states that terminate the Agreement to operate the MEUC program before September 6, 2021, no payments for the MEUC program may be made with respect to weeks of unemployment ending after the date the state terminates participation in the Agreement.

Additional information on the MEUC program can be found in [UIPL No.15-20, Change 3](#); [UIPL No. 15-20, Change 4](#); [UIPL No. 14-21](#); and [UIPL No. 14-21, Change 1](#).

C. Program Funding

UI payments to claimants are funded primarily by state UI taxes on covered employers (three states, Alaska, New Jersey, and Pennsylvania, also have provisions for employee taxes). Some employers make direct reimbursements to the state for UI payments made on their behalf rather than paying UI taxes. State governments, political subdivisions, and instrumentalities of the states; federally recognized Indian tribes; and qualified nonprofit organizations may reimburse the state for UI benefits paid by the SWA; however, they may elect to be contributory employers (i.e., remit state UI taxes) in lieu of reimbursing the state. Also, states are reimbursed from the UTF for UCFE and UCX paid by the SWA on behalf of various federal entities. Program administration is funded by a federal UI tax on covered employers (see below). Generally, the employment covered by state UI taxes and federal UI taxes is the same; however, there are specific differences.

State UI taxes and reimbursements are used exclusively for the payment of regular UC and the state share of EB to eligible claimants. UI taxes and reimbursements remitted by employers to the states are deposited in state accounts in the UTF. SWAs periodically draw funds from their UTF accounts for the purpose of making UI payments.

FUTA imposes a federal tax on covered employers. Effective July 1, 2011, the FUTA tax is 6 percent of the first \$7,000 of covered employee wages. The law, however, provides a credit against federal tax liability of up to 5.4 percent to employers who pay state UI taxes timely under an approved state UI program. This credit is allowed regardless of the amount of the UI tax paid to the state by the employer. Employers may receive these credits only when the state UI law, and its application, conform and substantially comply with FUTA requirements.

The Secretary certifies which state UI laws meet these requirements each year on October 31. The certifications are then published in the [Federal Register](#). Currently, all states meet the FUTA requirements.

Another aspect of the FUTA tax is the FUTA credit reduction, which could occur when a state with an insolvent UI trust fund borrows from the US Treasury and those loans remain unpaid for a certain period. When a state has an outstanding UC trust fund loan on January 1 for two consecutive years and there is an outstanding balance on November 10 following the second January 1, the FUTA tax rate for employers in that state will be increased by 0.3 percent. Each additional year the loans remain unpaid will cause additional and incremental increases to the FUTA tax rate until the loans are repaid. Revenue derived from the FUTA credit reduction is used solely to reduce outstanding UI trust fund loans.

FUTA revenues are collected by the Internal Revenue Service (IRS) and deposited into the general fund of the US Treasury, which by statute are appropriated to the UTF. FUTA revenues are used primarily to finance federal and SWA administrative expenses, the federal share of EB, and advances to states whose UTF account balances are exhausted. DOL allocates available administrative grant funds (as appropriated by Congress) to states based on forecasted workload and costs and is adjusted for increases or decreases in workload during the current year.

[Section 903 of the Social Security Act](#) requires FUTA taxes to be refunded to states when amounts in the individual federal account in the UTF meet statutory caps. Title IX funds are credited to the state accounts in the UTF and may be used to pay benefit payments under state law and, subject to certain requirements, may be used for administering the UI programs.

States annually compute an “experience rate” for contributing, or tax-remitting, employers. The experience rate is the dominant factor in the computation of an employer’s state UI tax rate. While methods of computation differ, the key factor in most methodologies is the amount of UI benefits paid by the SWA, within a time period specified by state UI law, to claimants who are former employees of the employer. Also, various methods are used by the SWAs to identify which one or more of the claimant’s former employers will be “charged” with the UI benefits paid to the claimant. Since FEMA has delegated to the secretary of labor the responsibility for administering the DUA program, FEMA transfers resources to DOL’s Employment and Training Administration (ETA) to provide funding to states impacted by the disaster after a major disaster declaration has been made. Funding for each disaster is provided separately. States are expected to report the DUA costs for each disaster separately by administrative and benefits costs. The funding period (known as the disaster assistance period) generally covers a 26-week period after the declaration.

See III.E.1. Eligibility for Individuals, for additional information on temporary emergency flexibilities related to employer experience rating.

Source of Governing Requirements

The federal-state UI program partnership is provided for by [Titles III, IX, and XII of the Social Security Act of 1935 \(SSA\) \(42 USC 501, 1101, 1321, et seq.\)](#), [FUTA \(26 USC 3301 et seq.\)](#), [UCFE \(5 USC 8501 et seq.\)](#), and [UCX \(5 USC 8521 et seq.\)](#). Program regulations are found in [20 CFR parts 601 through 616](#).

The TAA/ATAA program is authorized by the [Trade Act of 1974, as amended by the TAA Reform Act of 2002 \(Pub. L. 107-210 \(19 USC 2271 et seq.\)\)](#). Implementing regulations are [29 CFR part 90, subpart B](#) and [20 CFR part 618](#). Operating instructions for the TAA program are found in [TEGL No. 11-02](#), and operating instructions for the ATAA program are found in [TEGL No. 2-03](#). The RTAA program is authorized by the [Trade Act of 2009 \(Division B, Title I, Subtitle I of ARRA\)](#), which further amended the Trade Act of 1974. Operating instructions for the TAA/RTAA program are found in [TEGL No. 22-08](#), , and.

The DUA program can be found at [42 USC 5177](#) and the implementing regulations for the DUA program are found at [44 CFR sections 206.8 and 206.141](#) for FEMA, and [20 CFR part 625](#) for DOL.

Availability of Other Program Information

Other information on the UI programs can be found at these links:

- [About Unemployment Insurance](#)
- [Unemployment Insurance Performance Management](#)
- [DUA](#)
- [TAA and ATAA](#)

Additional information on programs created in response to COVID-19 can be found at [COVID-19 Information for State Unemployment Insurance Agencies](#).

III. COMPLIANCE REQUIREMENTS

In developing the audit procedures to test compliance with the requirements for this federal program, the auditor must determine, from the following summary (also included in Part 2, “Matrix of Compliance Requirements”), which of the 12 types of compliance requirements have been identified as subject to the audit (noted with a “Y” in the summary matrix below), and then determine which of the compliance requirements that are subject to the audit are likely to have a direct and material effect on the federal program at the auditee. For each such compliance requirement subject to the audit, the auditor must use Part 3 (which includes generic details about each compliance requirement other than Special Tests and Provisions) and this program supplement (which includes any program-specific requirements) to perform the audit. When a compliance requirement is shown in the summary below as “N,” it has been identified as not

being subject to the audit. Auditors are not expected to test requirements that have been noted with an “N.” See the Safe Harbor Status Discussion in Part 1 for additional information.

A	B	C	E	F	G	H	I	J	L	M	N
Activities Allowed or Unallowed	Allowable Costs/Cost Principles	Cash Management	Eligibility	Equipment and Real Property Management	Matching, Level of Effort, Earmarking	Period Of Performance	Procurement and Suspension and Debarment	Program Income	Reporting	Subrecipient Monitoring	Special Tests and Provisions
Y	Y	N	Y	N	Y	Y	N	N	Y	N	Y

A. Activities Allowed or Unallowed

1. Activities Allowed

Administrative grant funds may be used only for the purposes and in the amounts necessary for proper and efficient administration of the UI program ([20 CFR part 601](#); [20 CFR sections 609.14\(d\)](#), and [614.15\(d\)](#); [20 CFR section 618.800](#) (TRA/ATAA); and [44 CFR section 206.8](#) (DUA)).

a. TRA and ATAA/RTAA

- (1) TRA – Allowable activities include payment of weekly TRA benefits to eligible participants ([20 CFR sections 618.700 through 618.780](#)).
- (2) ATAA/RTAA – Allowable activities include payment of ATAA wage subsidies to eligible participants ([Section 113 of Pub. L. 107-210](#), [Pub. L. 111-5](#), and Section 211 of [Pub. L. 112-40](#)).

- b. DUA- Funds may be used only for the payment of DUA benefits and for DUA-related state administrative costs.
- c. FPUC- Payments may be payable either as (1) as an increase of the weekly benefit payment to the individual, or (2) as a separate supplemental payment made, on the same schedule as regular UC, to the individual ([Section 2104\(b\)\(2\), CARES Act](#), PDF page 38).

2. Activities Unallowed

- (a) FPUC is not payable to individuals receiving state additional compensation.

E. Eligibility

1. Eligibility for Individuals

A note on temporary emergency flexibilities. [Section 4102\(b\), EUISAA](#) (PDF page 15), provided states with the ability to modify or waive certain aspects of their UC law, as needed, to respond to the spread of COVID-19. These provisions included work search, waiting week, good cause, and employer experience rating. If exercised, the state's regular eligibility requirements described below regarding work search, waiting week, good cause, and employer experience rating may be modified or waived for a temporary period of time in response to the spread of COVID-19. A state should have supporting documentation (e.g., statutory changes, emergency rules, or executive orders) if these temporary flexibilities were exercised for the time period in question (see [Section 5 of UIPL No. 13-20](#) for emergency flexibilities).

- a. *Regular Unemployment Compensation Program* – Under state UC laws, a worker's benefit rights depend on the amount of the worker's wages and/or weeks of work in covered employment in a "base period." While most states define the base period as the first four of the last five completed calendar quarters prior to the filing of the claim, other base periods may be used. To qualify for benefits, a claimant must have earned a certain number of wages or have worked a certain number of weeks or calendar quarters within the base period or meet some combination of wage and employment requirements. Some states require a waiting period of one week of total or partial unemployment before UC is payable. A "waiting period" is a non-compensable period of unemployment in which the worker is otherwise eligible for benefits.

To be eligible to receive UC, all states provide that a claimant must have been separated from suitable work for non-disqualifying reasons under state law (i.e., leaving voluntarily without good cause or discharged for misconduct connected with work). After separation, they must be able and available for work, actively seeking work, legally authorized to work in the United States and must not have refused an offer of suitable work.

- b. *EB Program* – To qualify for EB, a claimant must have exhausted regular UI benefits ([20 CFR section 615.4\(a\)](#)). To be eligible for a week of EB, a claimant must apply for and be able and available to accept suitable work, if offered. What constitutes suitable work is dependent on a required SWA's evaluation of the claimant's employment prospects. EB claimants must make a "systematic and sustained effort", as defined by the SWA, to seek work and must provide "tangible evidence" of their work search to the SWA ([20 CFR section 615.8](#)).

Section 206(c)(2)(B) of the Continued Assistance Act, PDF page 774-776 amended Section 2107(a) of the CARES Act regarding the application of

Section 203(c) of EUCA to PEUC exhaustees. First, [Section 206\(c\)\(2\)\(A\) of the Continued Assistance Act](#), PDF page 775, provides that any individual who received EB for the week of unemployment that includes December 27, 2020 (the date of enactment of the Continued Assistance Act) shall not be eligible for PEUC until the individual has exhausted all rights to EB.

Second, at a state's option, for weeks of unemployment beginning after December 27, 2020, and before April 12, 2021, an individual's eligibility for EB shall be considered to include any week that begins after the individual exhausts all rights to PEUC and that falls during an EB period that began after the date the individual exhausted all rights to PEUC. This applies even if the individual's benefit year had expired, provided the state was in an EB period as of the date the individual exhausts PEUC.

- c. *UCFE and UCX Programs* – For UCFE, the claimant's eligibility and benefit amount will generally be determined in accordance with the UI law of the state of the claimant's last duty station ([20 CFR section 609.8](#)). For UCX, a claimant's initial eligibility for UCX benefits is determined in accordance with [20 CFR section 614.3](#). Continued eligibility for UCX benefits, after the UCX claim has been established is determined in accordance with the UI law of the state in which the claimant files a first claim after separation from active military service ([20 CFR section 614.8](#)).
- d. *TRA* – For weekly TRA payments, the worker must (a) have been employed at wages of \$30 or more per week in adversely-affected employment with a single firm or subdivision of a firm for at least 26 of the previous 52 weeks ending with the week of the individual's qualifying separation (up to seven weeks of employer-authorized leave, up to seven weeks as a full-time representative of a labor organization, or up to 26 weeks of disability compensation may be counted as qualifying weeks of employment); (b) have been entitled and have exhausted all UC to which the individual is entitled; and (c) be enrolled in or have completed an approved job training program, unless a waiver from the training requirement has been issued after a determination is made that training is not feasible or appropriate ([20 CFR section 618.735](#)).

TRA is payable to eligible claimants after exhaustion of UI benefits, which include and are defined as (1) regular compensation under state law; (2) EB; and (3) any federal supplemental compensation program that may be authorized by Congress from time-to-time.

TRA may consist of (1) basic, (2) additional, (3) remedial, (4) remedial and/or pre-requisite, and (5) completion. The distinction depends on whether the benefits accrue under the 2002, 2009, 2011, Reversion 2014, or 2015 program amendments, and is determined by the petition number.

The maximum basic TRA amount payable is the product of 52 times the WBA of the first benefit period. This maximum amount is reduced by the entire UI entitlement of the first benefit period including EB, and/or any federal supplemental compensation, such as EUC08. This maximum amount is the same under the 2002, 2009, and Reversion 2014, as well as 2015 program amendments. If the combination of all UI entitlement in the first benefit period exceeds the maximum basic TRA amount payable, no basic TRA is payable.

Additional TRA requires that the individual participate in TAA training for each week claimed. Under the 2002 program amendments, additional TRA may be payable for up to 52 weeks in a 52 consecutive-weeks period. Under the 2009 program amendments, additional TRA may be payable for up to 78 weeks in a 91 consecutive-weeks period. Under the 2011 program amendments, Reversion 2014, and 2015 program amendments, additional TRA may be payable for up to 65 weeks in a 78 consecutive-weeks period. Please note that, under all additional TRA payable (including completion TRA discussed below), each week paid counts towards the maximum weeks payable regardless of the amount paid each week.

Under the 2002 program amendments, up to an additional 26 weeks may be payable as TRA if the individual engaged in remedial education. Under the 2009 program amendments, up to an additional 26-week total may be payable as TRA if the individual engaged in either remedial education, and/or pre-requisite education. Under the 2011 program amendments, Reversion 2014, and 2015 program amendments, up to an additional 13 weeks may be payable as completion TRA if the individual is pursuing a degree or industry-recognized credential, continues to make satisfactory progress in meeting the training benchmarks, and will complete the training within the period of eligibility.

For TRA eligibility derived from petitions filed before May 18, 2009, or between February 15, 2011, and October 21, 2011 (2002 program amendments), as well as those filed on or after January 1, 2014, under Reversion 2014, the enrollment in TAA training must have occurred by the end of the 8th week after the certification or the end of the 16th week of the most recent qualifying separation, unless the requirement is waived. For TRA eligibility derived from petitions filed on or after May 18, 2009, and before February 15, 2011 (2009 program amendments), or on and after October 21, 2011, and before January 1, 2014 (2011 program amendments), the enrollment in TAA training must have occurred by the end of the 26th week after the certification or the end of the 26th week of the most recent qualifying separation, unless the requirement is waived. For TRA eligibility derived from petitions filed on or after June 29, 2015, the enrollment in TAA training must have occurred by the end of the 26th

week after the certification or the end of the 26th week of the most recent qualifying separation, unless the requirement is waived.

- e. *ATAA* – For ATAA payments, an individual must be an adversely affected worker covered under a DOL TAA certification of eligibility and meet the following conditions at the time of reemployment as provided in [TEGL No. 11-02](#):
 - (1) Be at least age 50 at the time of reemployment.
 - (2) Obtain reemployment by the last day of the 26th week after the worker’s qualifying separation from the TRA/ATAA certified employment.
 - (3) Must not be expected to earn more than \$50,000 annually in gross wages (excluding overtime pay) from the reemployment.
 - (4) Be reemployed full-time as defined by the state law where the worker is employed.
 - (5) Cannot return to work to the employment from which the worker was separated.
- f. *RTAA* – To be eligible to receive RTAA payments, an individual must be an adversely affected worker covered under a DOL TAA certification of eligibility if at the time of reemployment, the following conditions are met ([TEGL No. 22-08](#)):
 - (1) Is at least 50 years of age.
 - (2) Earns not more than \$55,000 each year in wages from reemployment (2009 program amendments) or \$50,000 each year in wages from reemployment (2011, 2015 program amendments).
 - (3) Is employed on a full-time basis as defined by the law of the state in which the worker is employed and is not enrolled in a training program or is employed at least 20 hours per week and is enrolled in a TAA-approved training program.
 - (4) Is not employed at the firm from which the worker was separated.
- g. *DUA* – To be eligible for DUA, the individual’s employment or self-employment was lost or interrupted as a direct result of a major disaster or the individual was prevented from commencing employment or self-employment due to the major disaster. This includes individuals who reside in the major disaster area but are unable to reach their place of employment or self-employment outside of the major disaster area, and individuals who must travel through a major disaster area to their

employment or self-employment, but who are unable to do so as a direct result of the major disaster ([20 CFR sections 625.4 and 625.5](#)).

DUA weekly benefits and reemployment assistance services are provided to individuals who are unemployed as a direct result of a presidentially declared major disaster and who are not eligible for regular unemployment compensation but meet the DUA qualifying requirements.

Generally, an individual is eligible for DUA for a week of unemployment if the following conditions are met ([20 CFR section 625.4](#)):

- (1) Each week of unemployment claimed begins during the disaster assistance period.
- (2) The individual is an unemployed worker or an unemployed, self-employed individual whose unemployment (total or partial) has been found to be the direct result of a major disaster in the major disaster area.
- (3) The individual is able to work and available for work, within the meaning of the applicable state law, except an individual will be deemed to meet this requirement if any injury directly caused by the major disaster is the reason for inability to work.
- (4) The individual is not eligible for compensation (as defined in [20 CFR section 625.2\(d\)](#)) or for waiting-period credit for such week under any other federal or state law; except that an individual determined ineligible because of the receipt of disqualifying income shall be considered eligible for such compensation or waiting period credit.
- (5) Claimants eligible for UC are *not* eligible for DUA. DUA may not be paid as a supplement to UC for the same week of unemployment. DUA also is not payable for any unemployment compensation waiting period required under state UC law ([20 CFR section 625.4\(i\)](#)).
- (6) The individual files an initial application for DUA within 30 days after the announcement date of the major disaster. An initial application filed later than 30 days after the announcement date shall be considered timely filed if the state finds that there is good cause for the late filing. At the request of the state, the administrator of DOL's Office of Unemployment Insurance may authorize extension of the 30-day filing requirement for all DUA applicants. In no case will initial applications be accepted if filed after the expiration of the disaster assistance period ([20 CFR section 625.8](#)).

- h. Aliens must show proof that they are authorized to work by the US Citizenship and Immigration Services (USCIS) in order to be eligible to receive a federal public benefit ([42 USC 1320b-7\(d\) and \(e\)](#)).
- i. *PUA* – PUA provided benefits to covered individuals, who were those individuals not eligible for regular unemployment compensation (UC or extended benefits under state or federal law or PEUC, including those who had exhausted all rights to such benefits). Covered individuals also included self-employed, those seeking part-time employment, individuals lacking sufficient work history, and those who otherwise did not qualify for regular unemployment compensation or extended benefits under state or federal law or PEUC.

PUA was payable to individuals who were ineligible for regular UC, EB, or PEUC and were unemployed, partially unemployed, or unable or unavailable to work due to one of the COVID-19 related reasons identified in [Attachment I to UIPL No. 16-20, Change 6](#). [Section 2102\(a\)\(3\)\(A\)\(ii\)\(I\) of the CARES Act](#) included 10 specific COVID-19 related reasons. The Department, under the authority provided by Section 2102(a) (3) (A) (ii) (I) (kk) of the CARES Act, added additional COVID-19 related reasons three new COVID-19 related reasons with the publication of [UIPL No. 16-20, Change 5](#) on February 25, 2021. All COVID-19 related reasons applied retroactively to the beginning of the PUA program. Additionally, individuals who were paid on or after December 27, 2020, were required to submit proof of documentation substantiating employment, self-employment, or the planned commencement of employment or self-employment (see [Attachment I, Section C.2. of UIPL No. 16-20, Change 4](#)). This included individuals requesting retroactive payments that were not received until after December 27, 2020.

Further, as described in [Section 4.b.i. of UIPL No. 16-20, Change 5](#), paraphrasing of the COVID-19 related reasons was not permissible; individuals were permitted to select more than one COVID-19 related reason; individuals were permitted to select different COVID-19 related reasons each week; and individuals were permitted to file and select no COVID-19 related reasons. Below is a list of acceptable COVID-19 related reasons:

- (1) The individual was diagnosed with COVID-19 or was experiencing symptoms of COVID-19 and was seeking a medical diagnosis;
- (2) A member of the individual's household had been diagnosed with COVID-19;

- (3) The individual was providing care for a family member or a member of the individual's household who had been diagnosed with COVID-19;
- (4) A child or other person in the household for which the individual had primary caregiving responsibility was unable to attend school or another facility that was closed as a direct result of the COVID-19 public health emergency and such school or facility care was required for the individual to work;
- (5) The individual was unable to reach the place of employment because of a quarantine imposed as a direct result of the COVID-19 public health emergency;
- (6) The individual was unable to reach the place of employment because the individual had been advised by a health care provider to self-quarantine due to concerns related to COVID-19;
- (7) The individual was scheduled to commence employment and did not have a job or was unable to reach the job as a direct result of the COVID-19 public health emergency;
- (8) The individual had become the breadwinner or major support for a household because the head of the household had died as a direct result of COVID-19;
- (9) The individual had to quit their job as a direct result of COVID-19;
- (10) The individual's place of employment was closed as a direct result of the COVID-19 public health emergency; or
- (11) The individual met additional criteria established by the Department for unemployment assistance under this section.
 - (a) An individual who worked as an independent contractor with reportable income also qualified for PUA benefits if the individual was unemployed, partially employed, or unable or unavailable to work because the COVID-19 public health emergency had severely limited their ability to continue perform their customary work activities, and thereby, forced the individual to suspend such activities;
 - (b) The individual had been denied continued unemployment benefits because the individual refused to return to work or accept an offer of work at a worksite that, in either instance, was not in compliance with local, state, or

- national health and safety standards directly related to COVID-19. This included, but was not limited to, those related to facial mask wearing, physical distancing measures, or the provision of personal protective equipment consistent with public health guidelines;
- (c) An individual provided services to an educational institution or educational service agency and the individual was unemployed or partially unemployed because of volatility in the work schedule that was directly caused by the COVID-19 public health emergency. This included, but was not limited to, changes in schedules and partial closures; or
 - (d) An individual was an employee and their hours had been reduced or the individual was laid off as a direct result of the COVID-19 public health emergency.
- j. *PEUC* – To be eligible for PEUC, a claimant must have exhausted all rights to regular compensation under state law or federal law with respect to a benefit year that ended on or after July 1, 2019; had no rights to regular compensation with respect to a week under any other state UC law or federal UC law, or to compensation under any other federal law; did not receive compensation with respect to a week under the UC law of Canada; and was able to work, available to work, and were actively seeking work, while recognizing that states must provide flexibility in meeting the “actively seeking work” requirement if individuals were unable to search for work because of COVID-19, including because of illness, quarantine, or movement restriction.
- k. *FPUC* – To be eligible for FPUC during the program dates described in Section 8 above, individuals had to be eligible to receive at least \$1 of underlying benefits for the week in question (including regular UC, UCFE, UCX, PEUC, PUA, EB, STC, TRA, DUA, and SEA). FPUC did not require the individual to submit a separate initial application or continued claim.
- l. *MEUC* – Eligible individuals must: (i) have received at least \$5,000 of self-employment income in the most recent taxable year prior to the individual’s application for regular UC, (ii) to receive a UI benefit (other than PUA) for which FPUC was payable, and (iii) submit documentation substantiating their self-employment income. This additional payment did not apply to individuals collecting PUA. States had to determine an individual’s eligibility for MEUC prior to releasing MEUC payments. Once verified, the state was required to make the MEUC supplemental

payment for each week during the program dates in which the individual qualified for at least \$1 of underlying benefit (except PUA).

2. Eligibility for Group of Individuals or Area of Service Delivery

Not Applicable

3. Eligibility for Subrecipients

Not Applicable

G. Matching, Level of Effort, Earmarking

1. Matching

a. *Shareable Compensation Program (EB)*

From its UI tax revenues, the state is required to pay zero percent (UCFE, UCX), 50 percent (EB), or 100 percent (regular compensation) of the UC paid by the SWA to eligible claimants.

The state is required to provide 50 percent of the amounts paid to the majority of eligible EB claimants (those not covered by federal law or special provisions of state law) ([20 CFR sections 615.2 and 615.14\(a\)](#)). Those EB amounts paid by the SWA, and that are not the responsibility of the state, are reimbursable to the state from the UTF ([20 CFR section 615.14](#)). The first week of EB is reimbursable to the state only if, in addition to other requirements, the state requires the first week of an individual's benefit year to be an "unpaid waiting week" ([EUCA section 204](#); [20 CFR section 615.14](#)).

The 50 percent share of EB for which the state is responsible is prorated for those claimants whose base period includes wages from both public and private sector employment.

The federal government will reimburse the state at 100 percent of eligible costs for EB starting with weeks of unemployment beginning after March 18, 2020, (starting with weeks of unemployment ending March 28, 2020, for states with a Saturday week ending date). This reimbursement continues through weeks of unemployment beginning before September 6, 2021. For states with a Saturday week ending date, the last reimbursable week is week ending September 11, 2021. For states with a Sunday week ending date, the last reimbursable week is week ending September 5, 2021. Any overpayment recoveries made during the period of 100 percent federal funding must be returned to the Extended Unemployment Compensation Account (EUCA) in the UTF. In addition, all payments made for the EB program, PEUC, and PUA are 100 percent federally funded and must be returned to EUCA in the UTF.

b. *Federal Pandemic Unemployment Compensation*

The state is required to pay zero of the FPUC paid by the SWA to eligible claimants (i.e., FPUC funds are not required to be matched).

2. **Level of Effort**

Not Applicable

3. **Earmarking**

Not Applicable

H. Period of Performance

1. *TRA/ATAA/RTAA* – Funds allotted to a state for any fiscal year are available for expenditure by the state during the year of award and the two succeeding fiscal years ([Section 130 of the Trade Act of 2002](#) (Pub. L. 107-210)).
2. *DUA* – Funding for each disaster is provided separately for administrative costs and benefits. States must report the cost of each disaster separately by administrative cost and benefits. The funding period for disasters generally covers a 26-week period after the declaration has been declared. Within 60 days after all payment activity has been concluded for a particular disaster, which may be less than 26 weeks after declaration, the DUA program should be closed out by the state.
3. *Extended Benefits* – The start and end date of extended benefits are paid based on statutory triggers.
4. *Temporary Federal Extensions and Supplemental Payments* – For the period of performance for PUA, PEUC, FPUC, and MEUC, refer to [Attachment II of UIPL No. 14-21](#) for the most recent start and end dates for these temporary federal extensions. States may continue to report non-zero activity on these programs beyond the expiration of the program. The original period of performance for these programs varied by state. . Currently, under [UIPL No. 17-24](#), there are new grant opportunities with specific performance periods available to SWAs.

L. Reporting

1. **Financial Reporting**

- a. *SF-270, Request for Advance or Reimbursement* – Not Applicable
- b. *SF-271, Outlay Report and Request for Reimbursement for Construction Programs* – Not Applicable
- c. *SF-425, Federal Financial Report* – Not Applicable

- d. *ETA 9130, Financial Status Report, UI Programs (OMB No. 1205-0461)* – This report is used to report program and administrative expenditures. All ETA grantees are required to submit quarterly financial reports for each grant award which they operate, including standard program and pilot, demonstration, and evaluation projects. Financial data is required to be reported cumulatively from grant inception through the end of each reporting period. Additional information on the ETA 9130 (OMB No. 1205-0461) can be accessed at [Department of Labor's grant Financial Reporting webpage](#). A separate ETA 9130 is submitted for each of the following: UI, PEUC, and PUA Administration, DUA, TRA/RTAA, and UI Projects (administration and benefits).
- e. *ETA 2112, UI Financial Transaction Summary (OMB No. 1205-0154)* – A monthly summary of transactions, which account for all funds received in, passed through, or paid out of the state unemployment fund ([ET Handbook 401, 5th Edition. See page 112 of handbook](#)).
- f. *ETA 191, Financial Status of UCFE/UCX (OMB No. 1205-0162)* – Quarterly report on UCFE and UCX expenditures and the total amount of benefits paid to claimants of specific federal agencies ([ET Handbook 401, 5th Edition. See page 69 of handbook](#)).

2. Performance Reporting

States are required to submit periodic reporting to evaluate the performance of the states' UI programs. It is recommended the auditor test the information included in the key reports included below that ensure the timeliness of benefits paid. Detailed information on these reports can be accessed under: [ET Handbook 401, 5th Edition](#).

- a. *Title of Report: ETA 9050-Time Lapse of All First Payments except Workshare*
PRA Number: 1205-0359
Reporting Cycle: Monthly.
Authoritative Requirement: SSA 303(a)6
Blank Copy and Report Instructions of the Report: See page 224 of handbook.

Key Line Item(s)-
 - 1. *Section A, (excluding Workshare):* First Payment Time Lapse 14/21 days, Interstate and Intrastate UI, UCFE, and UCX, full and partial weeks.
- b. *Title of Report: ETA 9052 – Nonmonetary Determination Time Lapse Detection*
PRA Number: 1205-0359
Reporting Cycle: Monthly.

Authoritative Requirement: SSA 303(a)6
Blank Copy and Report Instructions of the Report: See page 241 of handbook.

Key Line Item(s)-

1. *Section A, B, and C: Nonmonetary Determinations 21-Day Timeliness.*

c. *Title of Report: ETA 9055 – Appeals Case Aging – Lower and Higher Authority Appeals*

PRA Number: 1205-0359

Reporting Cycle: Monthly.

Authoritative Requirement: SSA 303(a)6

Blank Copy and Report Instructions of the Report: See page 255 of handbook.

Key Line Item(s)-

1. *Section A. Exclude the test for states that do not have Higher Authority Appeals: Average Age of Pending Lower and Higher Authority Appeals.*

3. **Special Reporting**

ETA 2208A, Quarterly UI Above-Base Report (OMB No. 1205-0132) – Quarterly report of staff years worked and paid by program category.

Key line items are one through seven of Section A. The auditor is not expected to test sections B through E.

Detailed information on this report can be found at: [Appendix III of ET Handbook 336, 18th Edition, Change 4.](#)

4. **Special Reporting for Federal Funding Accountability and Transparency Act**

See Part 3.L for audit guidance.

N. **Special Tests and Provisions**

1. **Employer Experience Rating**

Compliance Requirements Certain benefits accrue to states and employers as a result of the state having a federally approved experience-rated UI tax system. All states currently have an approved system. For the purpose of proper administration of the system, the SWA maintains accounts, or subsidiary ledgers, on state UI taxes received or due from individual employers, and the UI benefits charged to the employer.

The employer's "experience" with the unemployment of former employees is the dominant factor in the SWA computation of the employer's annual state UI tax rate. The computation of the employer's annual tax rate is based on state UI law ([26 USC 3303](#)).

Note that states were provided with temporary emergency flexibility regarding experience rating as needed in response to the spread of COVID-19. As such, a state should have supporting documentation (e.g., statutory changes, emergency rules, or executive orders) if this temporary flexibility was exercised for the time period in question.

Audit Objectives To verify the accuracy of the employer's annual state UI tax rate and determine if the tax rate was properly applied by the state.

Suggested Audit Procedures

- a. Experience rating systems are generally highly automated systems. These systems could contain errors that are material in the aggregate, but which are not susceptible to detection solely by sampling. If errors are detected, sampling may not be the most effective and efficient means to quantify the extent of such errors. For this reason, the auditor should have a thorough understanding of the operation of these systems and is strongly encouraged to consider the use of computer-assisted auditing techniques (CAATs) to test these systems.
- b. On a test basis, reconcile the subsidiary employer accounts with the state's UI general ledger control accounts.
- c. Trace a sample of taxes received and benefits paid to postings to the applicable employer accounts. Verify the propriety of any non-charging of benefits paid to an employer account.
- d. Trace a sample of postings to employer accounts to documentation of taxes received and benefits paid.
- e. On a test basis, recompute employer experience-related tax rates.

2. UI Benefit Payments

Compliance Requirements Due to the complexity of the UI benefit payment operations, it is unlikely the auditor will be able to support an opinion that UI benefit payments are in compliance with applicable laws and regulations without relying on the SWA's systems and internal controls.

The [Payments Integrity Information Act \(PIIA\) of 2019](#) (Pub. L. 116-117) codified the requirement for valid statistical estimates of improper payments. SWAs are required by [20 CFR section 602.11\(d\)](#) to operate and maintain a quality control system. The Benefits Accuracy Measurement (BAM) program is DOL's quality control system designed to assess the accuracy of UI benefit payments and denied claims, unless the SWA is excepted from such requirement ([20 CFR section 602.22](#)). The program estimates error

rates, that is, numbers of claims improperly paid or denied and dollar amounts of benefits improperly paid or denied, by projecting the results from investigations of statistically sound random samples to the universe of all claims paid and denied in a state. Specifically, the SWA's BAM unit is required to draw a weekly sample of paid and denied claims, complete prompt, and in-depth investigations to determine if the administration of the UC program is consistent with state and federal law ([20 CFR section 602.21\(d\)](#)). DOL has promulgated investigational requirements and instructions in [ET Handbook No. 395, 5th Edition](#) (see below), pursuant to [20 CFR section 602.30\(a\)](#). As presented in the handbook, the investigation involves a review of state agency records, as well as contacting the claimant, employers, and third parties (either in-person, by telephone, or by fax) to conduct new and original fact-finding related to all of the information pertinent to the paid or denied claim that was sampled. BAM investigators review cases for adherence to federal and state law as well as official policy. For claims that were overpaid or underpaid, the BAM investigator determines the amount of payment error, the cause of and the responsibility for any payment error. For erroneously denied, BAM investigators also determine the potential eligibility of the claimant and the point in the UI claims process at which the error was detected. Investigators record the actions taken by the agency and employer prior to the payment or denial decision that is in error. BAM covers state UC, UCFE, and UCX.

Additional information on BAM procedures, historical data, and a state contacts list can be obtained at [Unemployment Insurance Performance Management](#).

The auditor should review the requirements relating to the investigative process and data collection in [ET Handbook No. 395, 5th Edition](#), Benefit Accuracy Measurement State Operations Handbook, Chapters IV, V, VI, VII, and Appendix C (Investigative Guide Source, Action, and Documentation); pertinent UIPLs, including [UIPL Nos. 25-20](#) and [18-21](#); [TEN No. 2-22](#); and the [BAM Question and Answer series](#) on the WorkforceGPS website (see TEN 2-22 for WorkforceGPS registration instructions).

Audit Objectives To verify that states operate a BAM program in accordance with federal requirements to assess the accuracy of UI benefit payments and denied claims.

Suggested Audit Procedures

- a. Review state BAM case investigative procedures and methodology to assess the SWA's adherence to BAM requirements.
- b. Determine whether BAM samples of UI weeks paid and disqualifying eligibility determinations (monetary, separation, and non-separation) are selected for investigation and verification once a week by the state agency's BAM unit. Please note that due to the COVID-19 pandemic, on a case-by-case basis, some states were provided operational flexibilities to temporarily suspend BAM sampling and investigations.
- c. Determine whether BAM case sampling and case assignment for paid and denied claims were reviewed for compliance with state law and policy.

- d. Determine whether the state agency is meeting its completion and timeliness requirements and identify any impediments to the state BAM unit's performance in this area.
- e. Conduct reviews of a representative sub-sample of completed cases to ensure that established BAM procedures were followed (e.g., cases selected for supervisory review) and information is accurately recorded. The auditor should not attempt to conduct a new investigation, or new fact finding.

3. Match with IRS 940 FUTA Tax Form

Compliance Requirements States are required to annually certify for each taxpayer the total amount of contributions required to be paid under the state law for the calendar year and the amounts and dates of such payments in order for the taxpayer to be allowed the credit against the FUTA tax ([26 CFR sections 31.3302\(a\)-3\(a\)](#)). In order to accomplish this certification, states annually perform a match of employer tax payments with credit claimed for these payments on the employer's IRS 940 FUTA tax form.

Audit Objectives Determine whether the state properly performed the match to support its certification of state FUTA tax credits.

Suggested Audit Procedures

- a. Ascertain the state's procedures for conducting the annual match.
- b. Obtain and examine documentation supporting the annual match process from the group of employers' state unemployment tax payments used by the state in its match process.
- c. For a sample of employer payments:
 - (1) Verify that the tax payments met the stated criteria for FUTA tax credits allowance (e.g., timely state unemployment tax filings and payments).
 - (2) Compare the audit results to the states' reported annual match results.

4. UI Program Integrity – Overpayments

Compliance Requirements. [Title II of the Trade Adjustment Assistance Extension Action of 2011](#) (Pub. L. 112-40), enacted on October 21, 2011, and effective October 21, 2013, amended sections 303(a) and 453A of the Social Security Act and sections 3303, 3304, and 3309 of FUTA to improve program integrity and reduce overpayments (see [UIPL No. 02-12, Change 1](#) and [UIPL No. 02-12, Change 2](#)). States are (1) required to impose a monetary penalty (not less than 15 percent) on claimants whose fraudulent acts resulted in overpayments, and (2) states are prohibited from providing relief from charges to an employer's UI account when overpayments are the result of the employer's failure to respond timely or adequately to a request for information. States may continue to waive recovery of overpayments in certain situations and must continue to offer the

individual a fair hearing prior to recovery. In addition, states may approve “blanket waivers” where individuals are eligible for payment under an unemployment benefit program for a given week, but through no fault of the individual, they were paid incorrectly under either the PUA or PEUC program at a higher WBA, or specific to PUA, when, through no fault of the individual, the state paid the individual a minimum WBA based on DUA guidance other than [UIPL No. 03-20](#) ([UIPL No. 20-21, section 4.d.ii](#)).

[Section 2103 of the Middle Class Tax Relief and Job Creation Act of 2012](#) (Pub. L. 112-96) amended FUTA and the Social Security Act to require states to recover overpayments through an offset against UC payments. States must enter into two agreements prior to commencing the recoveries: Cross Program Offset and Recovery Agreement (see [UIPL No. 05-13](#)), which allows states to offset state UI from federal UI overpayments; and Interstate Reciprocal Overpayment Recovery Agreement, which allows states to recover overpayments from benefits being administered by another state.

States that recover PEUC and EB overpayments must ensure that the recovered payments are returned to EUCA in chronological order from the date the overpayment was established, identifying the program source (PEUC or EB) when the funds are returned to the UTF. In addition, any FPUC that is recovered must be returned to the UTF.

Additionally, states that recover FPUC, PUA, PEUC, and MEUC overpayments must ensure that the recovered payments are returned to the source of such funds. Program Integrity-related requirements and guidance for each of the programs above are described in more detail in various UIPLs listed below:

- FPUC/MEUC: [UIPL No. 15-20](#) and any changes.
- PUA: [UIPL No. 16-20](#) and any changes.
- PEUC: [UIPL No. 17-20](#) and any changes.

The [Bipartisan Budget Act of 2013, Section 201](#) (Pub. L. 113-67) amended Section 303 of the Social Security Act to require states to utilize the Treasury Offset Program (TOP), authorized by [Section 6402\(f\)\(4\) of the Internal Revenue Code \(IRC\)](#), to recover covered unemployment compensation debts that remain uncollected one year after the debt was determined to be due. Covered unemployment compensation debts include benefit overpayments due to fraud and benefit overpayments due to a claimant’s failure to report earnings. Some states may need to amend their UI law in order to have the authority to collect overpayments through TOP. In addition, states will also need to enter into an agreement with Treasury. See [UIPL No. 02-19](#), and [UIPL No. 12-14](#), for guidance on the implementation of the TOP requirement. Please note that [Section 6103\(l\)\(10\), IRC](#), restricts access to TOP federal tax information (FTI). The access limitation extends to contractors employed by the state, including those managing state technology systems that process and store TOP FTI, and to auditors engaged to conduct the Single Audit process, whether they are contractors or employees of the state. DOL recognizes that this restriction to accessing TOP FTI used for benefit administration prevents state auditors from meeting the audit objectives concerning a state’s use of TOP for the recovery of UI

improper payments. Because of this legal restriction auditors should not create an audit issue or finding based on their lack of access to TOP FTI.

Audit Objectives To determine if states are (a) properly identifying and handling overpayments, including, as applicable, assessment and deposit of penalties and not relieving employers of charges when their untimely or inaccurate responses cause improper payments; and (b) offsetting all debts resulting from an overpayment of the individual's UC payments. Please note that the suggested audit procedures mentioned below are not applicable to offsets through TOP.

Suggested Audit Procedures

- a. Determine if the state has a written procedure for identifying overpayments and classifying them in a manner that allows the state to take appropriate follow-up action (e.g., as resulting from individual fraud or employer fault).
- b. Determine if the state entered into a Cross Program Offset and Recovery Agreement and an Interstate Reciprocal Overpayment Recovery Agreement.
- c. Determine if the state law prohibits the state from providing relief from charges to an employer's UI account when a UI overpayment results from an employer failing to respond timely or adequately to a request for information by the state agency.
- d. Based on a sample of overpayment cases:
 - (1) Determine if the state identified the basis for the overpayment consistent with its written procedures.
 - (2) If the overpayment was based on fraud, determine if the claimant was notified of the 15 percent penalty, and if there was no appeal or the claimant was unsuccessful in appeal, there was follow-up to collect the penalty, and the state deposited the penalty into the state's account in the Unemployment Trust Fund.
 - (3) If the overpayment was a result of the employer's untimely or inaccurate response, determine if the state enforced the requirement in state law that the employer not be relieved of charges.
 - (4) Verify that states are offsetting against UI payments.

Program	Offsets limited to no more than 50 percent	Offsets limited to three years	Subject to Cross-Program Offsets (CPORA)	Subject to Interstate Offsets (IRORA)	Reference
Regular UC	State law	State law	Yes	Yes	State law
EB	State law	State law	Yes	Yes	State law
PEUC	Yes	Yes	Yes	Yes	Section E of Attachment I to UIPL No. 17-20 Section F of Attachment I to UIPL No. 17-20, Change 1
PUA	Yes	No	Yes	Yes	Section C.13.h. of Attachment I to UIPL No. 16-20 Section H of Attachment I to UIPL No. 16-20, Change 1 Questions 20-23 of Attachment I to UIPL No. 16-20, Change 2 Section C.21. of Attachment I to UIPL No. 16-20, Change 4
FPUC	Yes	Yes	Yes	Yes	Section F of Attachment I to UIPL No. 15-20 Section B of Attachment I to UIPL No. 15-20, Change 1
MEUC	Yes	Yes	Yes	Yes	Same as FPUC

5. UI Reemployment Programs: Worker Profiling and Reemployment Services (WPRS) and Reemployment Services and Eligibility Assessments (RESEA)

Compliance Requirements: The UI program serves as one of the principal “gateways” to the workforce system. It is often the first workforce program accessed by individuals who need workforce services. The WPRS and RESEA programs serve as UI’s primary programs that facilitate the reemployment needs of UI claimants.

WPRS, which is mandated by [Section 303\(j\) of the Social Security Act](#), is designed to identify UI claimants who are most likely to exhaust their benefits and need reemployment assistance to return to work, and refer them to appropriate reemployment services, such as: job search and job placement assistance; counseling; testing; provision of occupational and labor market information; and assessments. WPRS provides

reemployment services to selected claimants through an early intervention process. The number of individuals served under WPRS is determined by the state (and/or local areas) based on its capacity to serve these individuals. [UIPL No. 41-94](#), provides guidance on WPRS requirements.

RESEA is authorized by [Section 306 of the Social Security Act](#) and builds on the success of RESEA's predecessor, the former UI Reemployment and Eligibility Assessment (REA) program. RESEA uses an evidence-based integrated approach that combines an eligibility assessment for continuing UI eligibility and the provision of reemployment services. State administration of the RESEA is voluntary and under certain circumstances may be designed to also satisfy WPRS requirements. Operating guidance for the RESEA program is updated annually. [UIPL No. 08-24](#) provides RESEA operating Guidance for FY 2024.

Audit Objectives To verify that states operate a WPRS or RESEA program that satisfies the WPRS mandate in accordance with federal requirements.

Suggested Audit Procedures

- a. Verify that the state is operating a WPRS and/or RESEA program.
- b. If the state operates a WPRS, determine if the state's WPRS program components satisfy the following program components:
 - (1) Verify that the UI agency profiles all claimants to identify those likely to exhaust regular UI and in need of reemployment services.
 - (2) Verify that to the extent that reemployment services are available, the "identified" claimants will either be immediately referred to these services or placed in a selection pool from which a referral may later be made.
 - (3) Verify that services begin with an orientation session advising claimants of the availability and benefit of reemployment services, and, if appropriate, an individual assessment of each claimant's needs including referral to reemployment services tailored to the individual's needs.
 - (4) Verify that procedures and agreements are in place between UI and the reemployment service provider regarding: (1) the number of claimants to be referred to the provider and (2) the information the provider must forward to the UI agency.
- c. If the state operates a RESEA program, to comply with WPRS, determine if the state's RESEA program components satisfy WPRS requirements:
 - (1) Verify that the state's procedure for selecting RESEA participants includes the profiling of all claimants to identify those likely to exhaust regular UI and in need of reemployment services.

- (2) Verify that the state is providing RESEA services statewide. (A state is considered to be operating RESEA statewide if RESEA services are available in each Workforce Innovation and Opportunity Act designated local workforce development area.)
 - (3) Verify that the state operates a WPRS program in addition to the RESEA program if item one and/or two fails verification.
- d. For RESEA programs, determine if UI staff is engaged in the planning, administration, oversight, and training of eligibility issues.
 - (1) Select a sub-sample of RESEA cases and perform the following:
 - (a) Verify that the state notice to claimant includes the RESEA's eligibility condition, requirements, benefits, and clear warnings regarding the consequences of failing to complete required elements and reasonable scheduling accommodations are provided.
 - (b) Verify that the UI staff have received feedback that the claimant reported as directed and participated in required RESEA activities.
 - (c) Verify that if UI eligibility issues are identified in the eligibility review, then they have been referred to UI for adjudication.
 - (2) Verify that UI staff provided training to RESEA service provider staff on UC eligibility requirements.
 - (3) Review state procedures and verify that UI staff review quarterly RESEA performance reports prior to submission.

IV. OTHER INFORMATION

State unemployment tax revenues and the governmental, tribal, and nonprofit reimbursements in lieu of state taxes (state UI funds) must be deposited to the UTF in the US Treasury, primarily to be used to pay benefits under the federally approved state unemployment law. This program supplement includes several compliance requirements that must be tested with regard to these state UI funds. Consequently, state UI funds, as well as federal funds for benefit payments under UCFE, UCX, EB, TRA /ATAA/RTAA, DUA, and special administrative funding, (e.g., EUISAA, PUA, PEUC, FPUC, and MEUC) must be included in the total expenditures of Assistance Listing 17.225 when determining Type, A programs. Therefore, state UI funds must be included with federal funds on the Schedule of Expenditures of Federal Awards. A footnote to the Schedule to indicate the individual state and federal portions of the total expenditures for Assistance Listing 17.225 is encouraged.

DEPARTMENT OF LABOR**ASSISTANCE LISTING 17.235 SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM****I. PROGRAM OBJECTIVES**

The Senior Community Service Employment Program (SCSEP) is the only federally funded workforce development program that targets low-income older individuals (55 years and older) who want to enter or reenter the workforce. SCSEP provides part-time subsidized work experience through community service assignments before transitioning program participants into unsubsidized employment. Program participants work an average of 20 hours per week, are paid the highest of the federal, state or local minimum wage, and are employed in a wide variety of community service activities at non-profit and public agencies, including schools, hospitals, day-care centers, and senior centers. The program supports civic engagement of older Americans, and provides a significant source of work experience, skilled training, supportive services, and job placement and employment opportunities to program participants, coordinated through the American Job Center network. Typically, between 40,000 and 50,000 older individuals participate in the SCSEP program annually, and the program provides over 40 million community service hours to public and non-profit agencies.

II. PROGRAM PROCEDURES**Overview**

To allot program funds for use in each state, the Department of Labor (DOL) utilizes a statutory formula based on fiscal year (FY) 2000 level of activities, the number of persons aged 55 and over, per capita income, and hold-harmless considerations. Program grants are awarded to eligible applicants, which include states, US territories, and national grantees (public and private nonprofit entities other than political parties (see Sec. 506 of the Older Americans Act)). SCSEP predominantly operates through relationships with local partner organizations. Local partners are drawn from aging services, workforce development, and other non-profit or government agencies who work closely with local employers, social services, and community organizations. The relative amount of funding for each type of eligible applicant is 22 percent allotted to state and territorial agencies, and 78 percent allotted to national grantees. As a result of a national grantee competition conducted in 2024, there are now 20 national grantees. The program year period of performance is July 1 to June 30.

Source of Governing Requirements

SCSEP is authorized by the Older Americans Act of 1965 (OAA), as reauthorized by Pub. L. 114-144, the Older Americans Act Reauthorization Act of 2016 (OAA-2016). The OAA implementing regulations are published at 20 CFR Part 641. The OAA-2016 amendments require SCSEP to adopt several of the Workforce Innovation and Opportunity Act (WIOA) primary indicators of performance, and these new indicators were implemented through the 2018

Final Rule (20 CFR 641). [Federal Register: Senior Community Service Employment Program; Performance Accountability](#) (2018 Final Rule). The Final Rule updated outdated terminology and references to the Workforce Investment Act of 1998 (WIA), which WIOA superseded. The implemented regulations, referred to as an IFR, took effect on January 2, 2018. SCSEP is a required partner in the workforce development system (per WIOA sec. 121(b)(1)(B)(v)), and SCSEP is required to coordinate with the WIOA One-Stop delivery system (OAA sec. 511, 42 U.S.C. 3056i), now commonly referred to as the American Job Center (AJC) system. The underlying notion of the AJC (formerly known as One-Stop) delivery system is the coordination of programs, services, and governance structures, to ensure customer access to a seamless system of workforce development services.

Availability of Other Program Information

For more information on SCSEP, visit <https://www.dol.gov/agencies/eta/seniors> or <https://www.benefits.gov/benefit/89>.

III. COMPLIANCE REQUIREMENTS

In developing the audit procedures to test compliance with the requirements for this federal program, the auditor must determine, from the following summary (also included in Part 2, “Matrix of Compliance Requirements”), which of the 12 types of compliance requirements have been identified as subject to the audit (noted with a “Y” in the summary matrix below), and then determine which of the compliance requirements that are subject to the audit are likely to have a direct and material effect on the federal program at the auditee. For each such compliance requirement subject to the audit, the auditor must use Part 3 (which includes generic details about each compliance requirement other than Special Tests and Provisions) and this program supplement (which includes any program-specific requirements) to perform the audit. When a compliance requirement is shown in the summary below as “N,” it has been identified as not being subject to the audit. Auditors are not expected to test requirements that have been noted with an “N.” See the Safe Harbor Status discussion in Part 1 for additional information.

A	B	C	E	F	G	H	I	J	L	M	N
Activities Allowed or Unallowed	Allowable Costs/Cost Principles	Cash Management	Eligibility	Equipment and Real Property Management	Matching, Level of Effort, Earmarking	Period Of Performance	Procurement and Suspension and Debarment	Program Income	Reporting	Subrecipient Monitoring	Special Tests and Provisions
Y	Y	N	Y	N	Y	Y	N	N	Y	Y	N

A. Activities Allowed or Unallowed**1. Activities Allowed.**

- a. Allowable activities include but are not limited to: (1) outreach, (2) orientation, (3) assessment, (4) counseling, (5) classroom training, (6) job development, (7) community service assignments, (8) payment of wages and fringe benefits, (9) training, (10) supportive services, and (11) placement in unsubsidized employment.
- b. Costs of participating as a required partner in the American Job Centers (AJC) Delivery System, established in accordance with section 134(c) 121(b) of the Workforce Innovation and Opportunity Act (WIOA) of 2014 (Pub. L. 113-128) are allowable, as long as SCSEP services and funding provided in accordance with the Memorandum of Understanding required by WIOA and section 502(b)(1)(O) of the OAA (20 CFR section 641.850(d)).
- c. SCSEP funds may be used to meet a recipient's or subgrantee's obligations under section 504 of the Rehabilitation Act of 1973, as amended, the Americans with Disabilities Act of 1990, and any other applicable federal disability nondiscrimination laws to provide accessibility for individuals with disabilities (20 CFR section 641.850(f)).

2. Activities Unallowed

- a. Legal expenses for the prosecution of claims against the federal government, including appeals to an administrative law judge, are unallowable (20 CFR section 641.850(b)).
- b. In addition to the prohibition contained in 29 CFR Part 93 and 2 CFR section 200.450, SCSEP funds cannot be used to pay any salaries or expenses related to any activity designed to influence legislation or appropriations pending before the US Congress or any state legislature (29 CFR section 641.850(c)) and 2 CFR section 200.450.
- c. SCSEP funds may not be used for the purchase, construction, or renovation of any building except for the labor involved in minor remodeling of a public building to make it suitable for use for project purposes; minor repair and rehabilitation of publicly used facilities for the general benefit of the community; and minor repair and rehabilitation by participants of housing occupied by persons with low incomes who are declared eligible for such services by authorized local agencies (20 CFR section 641.850(e)).

E. Eligibility**1. Eligibility for Individuals**

Persons 55 years or older whose family is low-income (income does not exceed the low-income standards defined in 20 CFR section 641.507) are eligible for enrollment (20 CFR section 641.500). Low-income means an income of the family which, during the preceding six months on an annualized basis or the actual income during the preceding 12 months (whichever method is more favorable to the individual), is not more than 125 percent of the poverty levels established and periodically updated by the U.S. Department of Health and Human Services (42 U.S.C. § 3056p). The poverty guidelines are issued each year in the *Federal Register* and the Department of Health and Human Services maintains the poverty guidelines at <https://aspe.hhs.gov/poverty-guidelines>. Enrollee eligibility is redetermined on an annual basis (20 CFR section 641.505).

2. Eligibility for Group of Individuals or Area of Service Delivery

Not Applicable

3. Eligibility for Subrecipients

Not Applicable

G. Matching, Level of Effort, Earmarking**1. Matching**

The grantee must contribute matching, in cash or in-kind, of not less than 10 percent of the total cost of the project, except that the federal government may pay all costs of any project that is:

- a. an emergency or disaster project; or
- b. a project located in an economically depressed area as determined by the secretary of Labor in consultation with the secretary of Commerce and the director of the Office of Community Services of the Department of Health and Human Services; or
- c. a project which is exempt by law (42 U.S.C. § 3056(c)).

2. Level of Effort**2.1 Level of Effort – Maintenance of Effort**

Not Applicable

2.2 Level of Effort – Supplement Not Supplant

Employment of an enrollee shall be only in addition to budgeted employment which would otherwise be funded by the grantee, subgrantee(s), or host agency(ies) without assistance from the Act and shall not result in employee displacement (including persons in lay-off status) or substitute project jobs for contracted work or other federal jobs (20 CFR section 641.844).

3. Earmarking

The amount of federal funds expended for enrollee wages and fringe benefits shall be no less than 75 percent of the grant (20 CFR section 641.873) except in those instances in which a grantee has requested, and DOL has approved, such request to use not less than 65 percent of the grant funds to pay for participant wages and fringe benefits so as to use up to an additional 10 percent of grant funds for participant training and supportive services (42 U.S.C. § 3056(c)(6)(C)(i)).

The amount of federal funds expended for the costs of administration during the program year shall be no more than 13.5 percent of the grant (20 CFR section 641.867(a)). A waiver of this requirement to increase administrative expenditures to 15 percent may be granted by the Secretary of Labor (20 CFR section 641.867(b)).

Grantees are required to negotiate their share in the infrastructure cost with required local partners in accordance with the Workforce Innovation and Opportunity Act (Final Rule 20 CFR 679.370(k)).

L. Reporting

1. Financial Reporting

- a. *SF-270, Request for Advance or Reimbursement* – Not Applicable
- b. *SF-271, Outlay Report and Request for Reimbursement for Construction Programs* – Not Applicable
- c. *SF-425, Federal Financial Report* – Not Applicable
- d. *ETA 9130, Financial Report (OMB No. 1205-0461)* – All ETA grantees are required to submit quarterly financial reports for each grant award they receive. Reports are required to be prepared using the specific format and instructions for the applicable program(s); in this case, *Older Worker Program*. Reports are due 45 days after the end of the reporting quarter. Financial data is required to be reported cumulatively from grant inception through the end of each reporting period. Additional information on ETA-9130 and financial reporting can be accessed at <https://www.dol.gov/agencies/eta/grants/management/reporting>. See TEGL 16-22 Change 1 for specific and clarifying instructions about the

ETA-9130 at <https://www.dol.gov/agencies/eta/advisories/tegl-16-22-change-1>.

2. Performance Reporting

Not Applicable.

3. Special Reporting

Not Applicable.

4. Special Reporting for Federal Funding Accountability and Transparency Act

See Part 3.L for audit guidance.

DEPARTMENT OF LABOR**ASSISTANCE LISTING 17.245 TRADE ADJUSTMENT ASSISTANCE****I. PROGRAM OBJECTIVES**

The Trade Act of 1974 (Pub. L. No. 93-618), as amended (the Trade Act) (codified at 19 U.S.C. §§ 2271 et seq.), Title II, Chapter 2, established the Trade Adjustment Assistance (TAA) Program, Alternative Trade Adjustment Assistance (ATAA), and Reemployment Trade Adjustment Assistance (RTAA) programs. These programs, collectively referred to as the TAA Program, assist workers who have been adversely affected by foreign trade. The TAA Program provides adversely affected workers and adversely affected incumbent workers with opportunities to obtain skills, credentials, resources, and support to help them become reemployed.

The TAA Program provides federal assistance to workers who are adversely affected by foreign trade. TAA includes resources and opportunities to obtain the skills, credentials, and support necessary for successful reemployment. TAA Program benefits and services include employment and case management services, training, income support in the form of Trade Readjustment Allowances (TRA), job search allowances, and relocation allowances. ATAA and RTAA are wage supplements available under the TAA Program to eligible reemployed workers, age 50 and over, whose reemployment resulted in lower wages than those earned in their trade-affected employment. Any member of a worker group certified by the Department of Labor (Department) as trade-affected is potentially eligible to receive TAA Program benefits and services through a local American Job Center (AJC).

II. PROGRAM PROCEDURES

The Trade Act amendments provide workers covered by certifications of petitions the benefits and services that were available under the provisions of the Trade Act that were in effect on the date the petitions were filed. Therefore, the Department of Labor (DOL) administers four versions of the TAA Program to provide benefits to all workers covered by certifications of petitions: the 2002, 2009, 2011/2015, and Reversion 2021 programs, as the 2011 and 2015 programs have the same worker group eligibility and benefits provisions. The majority of TAA participants (85%) currently in the TAA Program were certified under the 2015 Program. (See FY 2023 TAA Program Annual Report to Congress <https://www.dol.gov/sites/dolgov/files/ETA/tradeact/pdfs/AnnualReport23.pdf>)

State Workforce Agencies (SWAs) serve as agents of DOL and are responsible for administering TAA through the American Job Center Network (AJCs). Each FY, through the Office of Trade Adjustment Assistance (OTAA), DOL allocates funds appropriated by Congress to the states for Training and Other Activities (TaOA) and states contact the Office of Unemployment Insurance (UI) as needed for TRA and A/RTAA benefit funding. Through AJCs and other local workforce offices, case managers arrange for eligible program participants to receive TAA benefits and

services needed to return to employment that pays sustainable wages. (See Assistance Listing 17.225 in this Supplement for information on TRA and A/RTAA).

Source of Governing Requirements

The Trade Act of 1974 has been amended multiple times—most recently by the Trade Adjustment Assistance Reform Act of 2002 (Pub. L. No. 107-210) (TAARA or Trade Act of 2002); the Trade and Globalization Adjustment Assistance Act of 2009 (TGAAA or Trade Act of 2009) (Division B, Title I, Subtitle I of the American Recovery and Reinvestment Act of 2009, Pub. L. No. 111-5); the Trade Adjustment Assistance Extension Act of 2011 (TAAEA or Trade Act of 2011) (Title II of Pub. L. No. 112-40); and the Trade Adjustment Assistance Reauthorization Act of 2015 (TAARA 2015 or Trade Act of 2015) (Title IV of the Trade Preferences Extension Act of 2015, Pub. L. No. 114-27). On July 1, 2022, section 285(a) of the Trade Act (relating to termination and phase-out) took effect, and TAA entered a phase-out termination. In addition, section 246(b) of the Trade Act also took effect on that date providing for the phase-out termination of ATAA and RTAA. As of this writing, the TAA Program is operating under a phase-out termination status. Under termination, the Department may not conduct new investigations or issue certifications of eligibility for new groups of workers. In addition, benefits and services may not be provided to workers who were certified prior to July 1, 2022, but who were not separated before that date. Restoration or reauthorization of the TAA, ATAA, and RTAA programs requires Congressional action.

Current Regulations: On August 21, 2020, the TAA Final Rule was published in the Federal Register and became effective on September 21, 2020. In this rule, the Department streamlined and consolidated three separate parts of the CFR that contain TAA Program regulations (20 CFR parts 617 and 618, 29 CFR Part 90) into a single part (20 CFR Part 618) with nine subparts. In addition, the rule codified into regulation elements of the most recent TAA Program amendments, the Trade Adjustment Assistance Reauthorization Act of 2015 (Pub. L. No. 114-27, title IV) (TAARA 2015). This final rule also incorporates operating instructions issued via administrative guidance into the TAA Program regulations, with some refinements. Further, the revisions align the TAA Program regulations with the Workforce Innovation and Opportunity Act (WIOA) (Pub. L. No. 113-128), the 2014 comprehensive legislation that reauthorized the public workforce system. See <https://www.dol.gov/agencies/eta/tradeact/law/regulations>.

Guidance Governing Current TAA Program Operation [Trainign and Employment Guidance Letter \(TEGL\) No. 13-21](#), *TAA for Workers and ATAA and RTAA Program Operations after June 30, 2022*, <https://www.dol.gov/agencies/eta/advisories/training-and-employment-guidance-letter-no-13-21>, explains on July 1, 2022, the termination provision under Section 285(a) of the Trade Act of 1974, as amended, took effect. This guidance provides instructions to states to serve workers certified as eligible for TAA benefits according to the version of the program in effect when the petition covering the worker was filed. The Department later published TEGL 07-23, *Ongoing Operations of the Trade Adjustment Assistance (TAA) for Workers Program During Phase-Out Termination*, <https://www.dol.gov/agencies/training-and-employment-guidance-letter-no-07-23>, to further advise and provide clarity to states on the ongoing required activities while TAA is pending reauthorization. The most recent guidance is contained in TEGL 01-24, Fiscal Year (FY) 2024 Trade Adjustment Assistance (TAA) Program Training and Other Activities

(TaOA) Funds Distribution, SF-424 Instructions, and Grants Management Requirements for Accessing TaOA Funds, <https://www.dol.gov/agencies/eta/advisories/tegl-01-24>.

These TEGLs remind states of the continuing phase-out termination status of the TAA Program and instructs them to continue to provide eligible workers access to TAA benefits and services. The guidance also acknowledges that while reauthorization has taken longer than anticipated, the Department continues to support the Administration and Congress in their efforts to reauthorize the TAA Program.

The Trade Act of 2002 applies to petitions with TA-W numbers less than 69,999 with a petition institution date prior to May 17, 2009, and most petitions with TA-W numbers greater than 80,000 and less than 81,000, with a petition institution date of February 15, 2011, through October 20, 2011. The Trade Act of 2009 applies to petitions with TA-W numbers greater than 70,000 and less than 80,000 with a petition institution date of May 18, 2009 through February 14, 2011, the Trade Act of 2011 applies to petitions with TA-W numbers greater than 81,000 and less than 85,000, with a petition institution date of October 21, 2011 through December 31, 2013, and the Trade Act of 2015 applies to petitions with TA-W numbers greater than 90,000, with a petition institution date of June 29, 2015. Reversion 2014 applied to petitions with TA-W numbers greater than 85,000 and less than 90,000, with a petition institution date of January 1, 2014, through June 28, 2015, but these worker groups transitioned to the Trade Act of 2015 on September 28, 2015. Reversion 2021 applies to petitions filed on and after July 1, 2021, with TA-W numbers greater than 98,000.

Availability of Other Program Information

Other information on TAA Program procedures may be obtained through the agency website at <https://www.dol.gov/agencies/eta/tradeact>.

III. COMPLIANCE REQUIREMENTS

In developing the audit procedures to test compliance with the requirements for this federal program, the auditor must determine, from the following summary (also included in Part 2, “Matrix of Compliance Requirements”), which of the 12 types of compliance requirements have been identified as subject to the audit (noted with a “Y” in the summary matrix below), and then determine which of the compliance requirements that are subject to the audit are likely to have a direct and material effect on the federal program at the auditee. For each such compliance requirement subject to the audit, the auditor must use Part 3 (which includes generic details about each compliance requirement other than Special Tests and Provisions) and this program supplement (which includes any program-specific requirements) to perform the audit. When a compliance requirement is shown in the summary below as “N,” it has been identified as not being subject to the audit. Auditors are not expected to test requirements that have been noted with an “N.” See the Safe Harbor Status discussion in Part 1 for additional information.

A	B	C	E	F	G	H	I	J	L	M	N
Activities Allowed or Unallowed	Allowable Costs/Cost Principles	Cash Management	Eligibility	Equipment and Real Property Management	Matching, Level of Effort, Earmarking	Period Of Performance	Procurement and Suspension and Debarment	Program Income	Reporting	Subrecipient Monitoring	Special Tests and Provisions
Y	Y	Y	Y	N	N	N	N	N	Y	Y	N

A. Activities Allowed or Unallowed

1. Activities Allowed

The following requirements apply to TAA benefits.

a. *Trade Act of 2002, the Trade Acts of 2009, 2011, 2015, and Reversion 2021.*

Allowable activities include payments in the form of income support, i.e., TRA, job search allowances, relocation allowances, and training, employment and case management services, and wage supplements payable to workers 50 and older who find new employment in the form of Alternative/Reemployment Trade Adjustment Assistance (A/RTAA) to eligible participants (Trade Act sections 231–238, and 246, under the Trade Act of 2002, the Trade Act of 2009, the Trade Act of 2011, Reversion provisions of the amendments to the Trade Act of 1974 enacted by the Trade Adjustment Assistance Reauthorization Act of 2015, known as Reversion 2021.

b. *Trade Acts of 2009, 2011, 2015, and Reversion 2021*

Allowable activities for workers covered under certifications of petitions filed under the Trade Acts of 2009, 2011, 2015 and Reversion 2021 include employment and case management activities such as vocational testing, counseling, and job placement services; however, all TAA participants may receive these services and other employment services through other programs such as the Workforce Innovation and Opportunity Act (WIOA) (20 CFR Part 618).

c. *Trade Act Termination Provisions (effective July 1, 2022)*

Workers covered under a certification and separated on or before June 30, 2022, remain otherwise eligible for the benefits and services of the TAA Program. Allowable benefits and services are governed by the version of

the TAA Program under which they were certified. The termination provision is found in Section 406 of the Trade Adjustment Assistance Reauthorization Act of 2015 (Pub. L. 114-27).

E. Eligibility

1. Eligibility for Individuals

a. Department of Labor Certification and Qualifying Separations

TAA – In order to be eligible for training and other reemployment services under the TAA program, an individual must be an adversely affected worker covered under a DOL certification, and have a qualifying separation which occurred: (1) on or after the impact date specified in the certification as the beginning of the import caused unemployment or underemployment; and (2) before the expiration of the period specified in the certification (generally two years after the date of the certification), or before the termination date, if one is issued (19 USC 2272; 20 CFR sections 618).

b. Training

Under the Trade Act of 2002 and Reversion 2021, workers must be enrolled in their approved training within 8 weeks of the issuance of the certification or within 16 weeks of their most recent qualifying separation, whichever is later, unless this requirement is waived prior to reaching those deadlines (19 USC 2291(a)(5)(A) and (c)).

Under the Trade Act of 2009, 2011, or 2015, workers must be enrolled in their approved training within 26 weeks of the issuance of the certification or their most recent qualifying separation, whichever is later, unless this requirement is waived prior to reaching those deadlines (19 USC 2291(a)(5)(A)(II) and (c)), as amended by Section 231, TAARA 2015).

c. Maximum Number of Weeks for Receipt of Approved Training

Under the Trade Act of 2002 and Reversion 2021, the maximum duration for any approvable training program is 130 weeks, and no individual shall be entitled to more than one training program under a single certification (20 CFR section 618.22(f)(2)).

Under the Trade Act of 2009, the maximum duration for any approvable training program is 156 weeks and no individual shall be entitled to more than one training program under a single certification (20 CFR section 618.22(f)(2)).

Under the Trade Act of 2011 or 2015, the maximum duration for any approvable training program is 130 weeks and no individual shall be

entitled to more than one training program under a single certification (20 CFR section 618.22(f)(2)).

2. Eligibility for Group of Individuals or Area of Service Delivery

Not Applicable

3. Eligibility for Subrecipients

Not Applicable

L. Reporting

1. Financial Reporting

- a. *SF-270, Request for Advance or Reimbursement* – Not Applicable
- b. *SF-271, Outlay Report and Request for Reimbursement for Construction Programs* – Not Applicable
- c. *SF-425, Federal Financial Report* – Not Applicable
- d. *ETA-9130 (M), Financial Report (OMB No. 1205-0461)* – All Employment and Training Administration (ETA) grantees are required to submit quarterly financial reports for each grant award they receive. Reports are due 45 days-after the end of the reporting quarter. Financial data is required to be reported cumulatively from grant inception through the end of each reporting period. See TEGL 01-19 for specific and clarifying instructions about the ETA 9130 at <https://www.dol.gov/agencies/eta/advisories/tegl-01-19-change-1> and https://www.doleta.gov/grants/financial_reporting/pdf/ETA_9130_M_Instructions_i.pdf for the form.

TEGL No. 18-20 provides guidance on the alignment of reporting requirements in the Participant Individual Record Layout (PIRL) and the ETA-9130, while further providing information on how to document specific scenarios within the submitted data. (See: <https://www.dol.gov/agencies/eta/advisories/training-and-employment-guidance-letter-no-18-20>).

TEGL 16-22 and its Change 1: Revised ETA-9130 Financial Report Instructions and Additional Guidance provides clarification/updates to the ETA-9130 financial reporting guidance contained in Training and Employment Guidance Letter (TEGL) No. 18-20.

Note to auditors: Auditors will not have access to the individual records due to the likelihood of being able to identify individual workers based on the demographic and other information contained in the PIRL records.

- e. *ETA-9117, Trade Adjustment Assistance (TAA) Program Reserve Funding Request Form (OMB No. 1205-0275)* – SWAs are required to furnish this form to ETA, in conjunction with the SF-424, with each request for TAA Program reserve funds (20 CFR section 618.930).
- f. *SF-424 Standard Form (SF) 424, Application for Federal Assistance, through www.grants.gov*. SWAs are requested to ensure that the SF-424 for TaOA grant funding for their state is submitted to ETA via www.grants.gov (see TEGL No. 13-20 for additional information).

2. Performance Reporting-

Not Applicable.

3. Special Reporting

Not Applicable

4. Special Reporting for Federal Funding Accountability and Transparency Act

See Part 3.L for audit guidance.

DEPARTMENT OF LABOR**ASSISTANCE LISTING 17.258 WIOA ADULT PROGRAM****ASSISTANCE LISTING 17.259 WIOA YOUTH ACTIVITIES****ASSISTANCE LISTING 17.278 WIOA DISLOCATED WORKER FORMULA GRANTS****I. PROGRAM OBJECTIVES**

The Workforce Innovation and Opportunity Act (WIOA) authorizes formula grant programs to states to help job seekers access employment, education, training, and support services to succeed in the labor market. Using a variety of methods, states provide employment and training services through a network of American Job Centers (AJC), also known as One-Stop Centers. The WIOA programs provide employment and training programs for adults, dislocated workers, and youth, together with the Wagner-Peyser Act Employment Service, all administered by the Department of Labor (DOL). Youth employment and educational services are available to eligible out-of-school youth, ages 16 to 24, and low-income in-school youth, ages 14 to 21, who face barriers to employment. These same objectives apply to each ALNs: 17.258, 17.259, and 17.278.

II. PROGRAM PROCEDURES*Subtitle B Statewide and Local Workforce Development Programs*

For each ALN listed above, these programs provide the framework for delivery of workforce activities at the state and local levels to individuals who need those services, with an emphasis on serving individuals with barriers to employment, including job seekers, dislocated workers, youth, incumbent workers, new entrants to the workforce, veterans, persons with disabilities, and employers. Each state's governor is required to establish a state Workforce Development Board and develop a Unified State Plan or a Combined State Plan.

A Local Workforce Development Board (local board) is appointed by the chief elected official in each local area in accordance with state criteria established under WIOA Section 107(b) and must be certified by the governor every two years. Each local board, in partnership with the appropriate chief elected officials, develops, and submits a comprehensive four-year plan to the governor, which identifies and describes certain policies, procedures, and local activities that are consistent with the Unified State Plan or the Combined State Plan. The plan must include a description of the AJC delivery system to be established or designated in the local area, including a copy of the local Memorandum of Understanding (MOU) between the local board and each of the AJC partners (1) describing the operation of the local AJC delivery system; (2) identifying the AJC operator or entity responsible for the disbursement of grant funds; and (3) describing the competitive process to be used to award grants and contracts for activities carried out under Subtitle I of WIOA.

The agreement between the local board and the AJC operator specifies the operator's role. That role may range from simply coordinating service providers within the center, to being the primary provider of services within the center to coordinating activities throughout the local AJC system. The AJC operator may be a single entity or consortium of entities and may operate one or more AJC centers. In addition, there may be more than one AJC operator in a local area. The types of entities that may be selected to be the AJC operator include: (1) an institution of higher education; (2) an employment service state agency established under the Wagner-Peyser Act on behalf of the local office of the agency; (3) a community-based organization, nonprofit organization, or intermediary; (4) a private for-profit entity; (5) a government agency; and (6) another interested organization or entity, which may include a local Chamber of Commerce or other business organization, or a labor organization.

The following federal programs are required to be partners in the local AJC system: (1) programs authorized under Title I of WIOA; (2) programs authorized under the Wagner-Peyser Act (29 USC 49 et seq.); (3) adult education and literacy activities authorized under Title II of WIOA; (4) programs authorized under Title I of the Rehabilitation Act of 1973 (29 USC 720 et seq.), other than Section 112, WIOA, or Part C of that title; (5) senior community service employment activities authorized under Title V of the Older Americans Act of 1965 (42 USC 3056 et seq.); (6) career and technical education programs at the postsecondary level authorized under the Carl D. Perkins Career and Technical Education Act of 2006 (20 USC 2301 et seq.); (7) activities authorized under chapter 2 of Title II of the Trade Act of 1974 (19 USC 2271 et seq.); (8) activities authorized under chapter 41 of Title 38, USC; (9) employment and training activities carried out under the Community Services Block Grant (42 USC 9901 et seq.); (10) employment and training activities carried out by the Department of Housing and Urban Development; (11) programs authorized under state unemployment compensation laws (in accordance with applicable federal law); (12) programs authorized under Section 212 of the Second Chance Act of 2007 (42 USC 17532); and (13) programs authorized under Part A of Title IV of the Social Security Act (42 USC 601 et seq.).

WIOA also provides that other entities delivering workforce development programs may serve as additional partners in the AJC system with the approval of the local board and chief elected official. For a complete list of additional partners, please refer to 29 USC 3151(b)(2)(B).

Each entity in a local area must (1) provide access through the AJC delivery system to the one-stop career services; (2) use a portion of funds made available for the program and activities to maintain the AJC delivery system, including payment of infrastructure costs; (3) enter into a local MOU with the local board relating to the operation of the AJC system; (4) participate in the operation of the AJC system consistent with the terms of the MOU and requirements of authorizing laws; and (5) provide representation on the state Workforce Development Board.

Career services are available at any comprehensive AJC center. Well-trained staff are co-located at each center, and cross-trained. Cost-reimbursement or other agreements between service providers at the comprehensive AJC center and the partner programs are available and are described in the Unified State Plan and the local MOU.

A local board may not itself provide training services to adults and dislocated workers unless it receives a waiver from the governor and meets the requirements of 29 USC 3121(b)(1)(B).

Instead, local boards, in partnership with the state, identify training providers and programs whose performance qualifies them to receive WIOA funds to train adults and dislocated workers. After receiving career services, and in consultation with case managers, eligible participants who need training use the eligible training provider list, which contains performance and cost information on training eligible providers, to make an informed choice.

Individual Training Accounts (ITAs) are established for eligible individuals to finance training through these eligible training providers. Payments from ITAs may be made in a variety of ways, including the electronic transfer of funds through financial institutions, vouchers, or other appropriate methods. Payments also may be made through payment of a portion of the costs at different points in the training course. Exceptions to the use of ITAs are permissible only where the services provided are for on-the-job or customized training; and where the local board determines that there is an insufficient number of eligible providers available locally.

Source of Governing Requirements

The WIOA program is authorized by Title I of the Workforce Innovation and Opportunity Act of 2014 (Pub. L. No. 113-128). The regulations for the Title I WIOA adult, dislocated worker, and youth programs are at 20 CFR parts 680, 681, 682, and 683, as well as the joint DOL and Department of Education regulations found at 20 CFR parts 676 through 678. Beginning in Fiscal Year (FY) 2023, the Consolidated Appropriations Act, 2023 Pub. L. 117-328 authorized the WIOA Adult, Dislocated Worker, and Youth funds to be consolidated into a single grant for Outlying Areas.

Availability of Other Program Information

Other information on programs authorized under the WIOA can be found at <http://www.doleta.gov/wioa>.

III. COMPLIANCE REQUIREMENTS

In developing the audit procedures to test compliance with the requirements for this federal program, the auditor must determine, from the following summary (also included in Part 2, “Matrix of Compliance Requirements”), which of the 12 types of compliance requirements have been identified as subject to the audit (noted with a “Y” in the summary matrix below), and then determine which of the compliance requirements that are subject to the audit are likely to have a direct and material effect on the federal program at the auditee. For each such compliance requirement subject to the audit, the auditor must use Part 3 (which includes generic details about each compliance requirement other than Special Tests and Provisions) and this program supplement (which includes any program-specific requirements) to perform the audit. When a compliance requirement is shown in the summary below as “N,” it has been identified as not being subject to the audit. Auditors are not expected to test requirements that have been noted with an “N.” See the Safe Harbor Status discussion in Part 1 for additional information.

A	B	C	E	F	G	H	I	J	L	M	N
Activities Allowed or Unallowed	Allowable Costs/Cost Principles	Cash Management	Eligibility	Equipment and Real Property Management	Matching, Level of Effort, Earmarking	Period Of Performance	Procurement and Suspension and Debarment	Program Income	Reporting	Subrecipient Monitoring	Special Tests and Provisions
Y	Y	N	Y	N	Y	Y	N	N	Y	Y	N

A. Activities Allowed or Unallowed

1. Activities Allowed

a. Statewide- Administrative

- (1) Preparing the annual performance progress report and submitting it to the secretary of labor (20 CFR sections 677.160 and 683.300(d) and 29 USC 3141(d)(1), 29 USC 3161, 128 Stat. 1476).
- (2) Operating a fiscal and management accountability information system (20 CFR sections 652.8(b) and 682.200(l); Section 116(i), 29 USC 3163, Stat. 1481).
- (3) Carrying out monitoring and oversight activities (20 CFR sections 682.200(j) and 683.410; sections 129(b)(1)(E), 134(a)(2)(B)(iv), and 184(a)(4), 29 USC 3163, Stat. 1507, 1521, and 1591).

b. Statewide- Programmatic

- (1) Conducting statewide workforce development activities:
 - (a) Required statewide youth activities. Administration of youth workforce development activities (Section 129(b)(1), 29 USC 3163, Stat. 1506 et seq.).
 - (b) Other allowable statewide youth activities. Providing technical assistance and career services to local areas, including local boards, AJC operators, AJC partners, and eligible training providers (29 USC 3164(b)(2), 128 Stat. 1507).

- (c) Required statewide adult dislocated worker services. Providing employment and training activities, such as rapid response activities, and additional assistance to local areas (29 USC 3174(a)(2), 128 Stat. 1520).
 - (d) Other allowable statewide adult dislocated worker services. Establishing and implementing innovative incumbent worker training programs (29 USC 3174(a)(3), 128 Stat. 1522 et seq.).
- (2) Providing support to local areas for the identification of eligible training providers (29 USC 3152(a)(2), 128 Stat. 1493).
- (3) Implementing innovative programs for displaced homemakers and programs to increase the number of individuals trained for and placed in nontraditional employment (29 USC 3174(c)(3), 128 Stat. 1528).
- (4) Carrying out adult and dislocated worker employment and training activities as the state determines are necessary to assist local areas in carrying out local employment and training activities (29 USC 3174(a)(2), 128 Stat. 1520).
- (5) Disseminating the following:
 - (a) The state list of eligible training providers for adults and dislocated workers.
 - (b) Information identifying eligible training providers of on-the-job training (OJT) and customized training.
 - (c) Performance and program cost information about these providers.
 - (d) A list of eligible providers of youth activities (29 USC 3152, 128 Stat. 1492 et seq.).
- (6) Conducting evaluations of workforce activities for adults, dislocated workers, and youth, in order to promote, establish, implement, and utilize methods for continuously improving core program activities to achieve high-level performance within, and high-level outcomes from, the workforce development system (29 USC 3141(e), 128 Stat. 1479).
- (7) Providing incentive grants (29 USC 3174(a)(3)(A)(xi), 128 Stat. 1524).

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- (8) Providing technical assistance to local areas that fail to meet local performance measures (29 USC 3164(b)(2)(E), 128 Stat. 1508).
 - (9) Assisting in the establishment and operation of AJC delivery systems, in accordance with the strategy described in the Unified State Plan. (29 USC 3112), 128 Stat. 1444)
 - (10) Providing additional assistance to local areas that have high concentrations of eligible youth (29 USC 3164(b)(1)(F), 128 Stat. 1507).
- c. Local Activities- Subtitle B, Chapter 3 Adult and Dislocated Worker Employment and Training Activities – Required Activities
- (1) Funds must be used at the local level to pay for career and training services through the AJC system for program participants.
 - (2) Basic Career Services – The following are basic career services (29 USC 3174(c)(2)(A)(i) through (xi), 128 Stat. 1525 et seq., and [TEGL 19-16](#).
 - (a) Eligibility determination for WIOA services.
 - (b) Outreach, intake, and orientation to available information and services.
 - (c) Initial assessment of skill levels, including literacy, numeracy, and English language proficiency, as well as aptitudes, abilities (including skills gaps), and supportive service needs.
 - (d) Provision of labor exchange services, including job search and placement assistance, as well as career counseling and appropriate recruitment and other business services provided by employers.
 - (e) Provision of referrals to and coordination of activities with other programs and services within the AJC system.
 - (f) Provision of workforce and labor market employment statistics and job information.
 - (g) Provision of performance information and program cost information on eligible training providers by program and type of provider.
 - (h) Providing information on local area performance.

- (i) Provision of information on availability of supportive services and assistance.
 - (j) Provision of information and meaningful assistance to individuals seeking assistance in filing a claim for unemployment compensation.
 - (k) Providing assistance on financial aid eligibility for training and education programs that are not funded under the WIOA.
- d. Individualized Career Services – The following are individualized career services (29 USC 3174(c)(2)(A)(xii), 128 Stat. 1527). These services must be provided to participants after AJC staff determine that such services are required to retain or obtain employment, consistent with statutory priorities:
 - (1) Comprehensive and specialized assessments of skill levels and service needs, including diagnostic testing, in-depth interviewing, and evaluation.
 - (2) Development of an individual employment plan.
 - (3) Group and/or individual counseling and mentoring.
 - (4) Career planning.
 - (5) Short-term pre-vocational services, including development of learning skills, communication skills, interviewing skills, punctuality, personal maintenance skills, and workplace behavior skills training.
 - (6) Internships and work experiences linked to careers.
 - (7) Workforce preparation activities, including basic academic skills, critical thinking skills, digital literacy skills, and self-management skills.
 - (8) Financial literacy services.
 - (9) Out-of-area job search assistance and relocation assistance.
 - (10) English-language acquisition and integrated education and training programs.
- e. Training Services – When determined appropriate, the following training services are allowable (29 USC 3174(c)(3)(D), 128 Stat. 1529):

- (1) Occupational skills training, including training for nontraditional employment.
- (2) On-the-job-training (OJT). Employers may be reimbursed up to 50 percent, and, in some instances, 75 percent, of the wage rate of an OJT participant for the extraordinary costs of providing the training and additional supervision related to the OJT. The employer is not required to document its extraordinary costs (29 USC 3174(c)(3)(H), 128 Stat. 1531). Instances in which the reimbursement level may be up to 75 percent are based on the following criteria:
 - (a) Participant characteristics (e.g., length of unemployment, current skill level, and barriers to employment);
 - (b) Size of the employer;
 - (c) Quality of employer-provided training and advancement opportunities, and
 - (d) Other factors the state or local board may determine appropriate, such as number of employees participating in the training, wage and benefit levels of employees, and relation of the training to the competitiveness of the participant.
- (3) Incumbent worker training (20 CFR section 680.800; 29 USC 3174(d)(4), 128 Stat. 1535) (see III.G.3.b.(2), “Matching, Level of Effort, Earmarking – Earmarking,” for a limitation).
- (4) Programs that combine workplace training with related instruction, including cooperative education programs.
- (5) Training programs operated by the private sector.
- (6) Skill upgrading and retraining.
- (7) Entrepreneurial training.
- (8) Transitional jobs, as long as they do not exceed 10 percent of the funds allocated to the local area and are consistent with the requirements of 29 USC 3174(d)(5), 128 Stat. 1537.
- (9) Job readiness training in combination with other training programs.
- (10) Adult education and literacy training.

- (11) Customized training (customized training is designed to meet the specific requirements of an employer. Such employers are required to pay a significant portion of the cost of the training (29 USC 3102(14), 128 Stat. 1431)).
- f. Follow-up services – Follow-up services must be provided, as appropriate, for participants who are placed in unsubsidized employment, for up to 12 months after the first day of employment. Follow-up services may include counseling about the work place (29 USC 3174(c)(2)(A)(xiii), 128 Stat. 1527; [TEGL 19-16](#), 4. *Follow-up Services*, p. 5).
- g. Pay for Performance (PFP) – Pay for Performance (PFP) is a type of performance-based contract allowed under the WIOA that maximizes the likelihood that the government pays only for demonstrably effective services and may secure performance outcomes at a lower cost than might otherwise occur. Local WIOA funds set aside for PFP contract strategies remain available over an extended period, compared to the usual two-year limit for such funds, and are only paid to a service provider upon meeting certain performance outcome thresholds. If a local area opts to implement a PFP contract strategy, the contract must provide Adult and Dislocated Worker training services in 29 USC 3174(c)(3)(D) and/or Youth activities in 29 USC 3164(c)(2), as applicable. For the Adult and Dislocated Worker contract strategies, such services are the “allowable training” listed in 29 USC 3174(c)(3)(D), which includes occupational skills training, OJT, incumbent worker training, cooperative education, private sector training, skill upgrading and retraining, entrepreneurial training, transitional jobs, job readiness training, adult education and literacy activities, and customized training.
- h. Subtitle B, Chapter 3 Adult and Dislocated Worker Employment and Training Activities – *Other Activities*. At the discretion of the state and local boards, the following services may be provided (29 USC 3174(d), 128 Stat. 1532 et seq.):
 - (1) Job seeker services, including:
 - (a) Customer support to enable individuals with barriers to employment to navigate among multiple services,
 - (b) Training programs for displaced homemakers and for individuals training for nontraditional occupations, and
 - (c) Work support activities for low-wage workers.

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- (2) Employer services, including:
 - (a) Customized screening and referral of individuals in career and training services to employers; and
 - (b) Customized employment-related services to employers, employer associations, or other organization on a fee-for-service basis, in addition to labor exchange services available to employers under the Wagner-Peyser Act; and
 - (c) Activities to provide business services and strategies.
 - (3) Coordination activities, including:
 - (a) Employment and training activities in coordination with child support enforcement and child support services;
 - (b) Employment and training activities in coordination with cooperative extension programs carried out by the US Department of Agriculture;
 - (c) Employment and training activities to facilitate remote access to services provided through a one-stop delivery system, including facilitating access through the use of technology;
 - (d) Improving coordination with economic development activities to promote entrepreneurial skills training and microenterprise services;
 - (e) Improving linkages with small employers;
 - (f) Strengthening linkages with unemployment insurance programs;
 - (g) Improving coordination of activities for individuals with disabilities; and
 - (h) Improving coordination with other federal agency supported workforce development initiatives.
 - (4) Implementing PFP contract strategies for training services. PFP contract strategies include only the activities listed in the definition of PFP contracting strategies at 29 USC 3102(47), such as payments for performance outcomes and independent validation of results.
 - (5) Technical assistance for AJCs, partners, and eligible training providers on the provision of services to individuals with disabilities.

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- (6) Activities for setting self-sufficiency standards for the provision of career and training services.
 - (7) Implementing promising services to workers and businesses.
 - (8) Supportive services, including needs related payments.
 - (9) Locating transitional jobs, which are time-limited work experiences that are subsidized and are in the public, private, or nonprofit sectors. They are for individuals with barriers to employment who are chronically unemployed or who have an inconsistent work history and are combined with comprehensive career and supportive services (29 USC 3174(d)(5)(A), 128 Stat. 1537).
- i. Subtitle B, Youth Activities- Youth activities can provide a wide array of activities relating to employment, education, and youth development. The activities identified in 29 USC 3164(c)(2), (128 Stat. 1509 and 1510) include the following:
- (1) Tutoring, study skills training, instruction and evidence-based dropout prevention and recovery strategies that lead to completion of the requirements for a secondary school diploma or its recognized equivalent (including a recognized certificate of attendance or similar document for individuals with disabilities) or for a recognized post-secondary credential;
 - (2) Alternative secondary school services or dropout recovery services, as appropriate;
 - (3) Paid and unpaid work experiences that have academic and occupational education as a component of the work experience, which may include the following types of work experiences:
 - (a) summer employment opportunities and other employment opportunities available throughout the school year;
 - (b) pre-apprenticeship programs;
 - (c) internships and job shadowing; and
 - (d) OJT opportunities;
 - (4) Occupational skill training, which includes priority consideration for training programs that lead to recognized post-secondary credentials that align with in-demand industry sectors or occupations in the local area involved, if the local board determines that the programs meet the quality criteria described in 29 USC 3153, (128 Stat. 1498);
 - (5) Education offered concurrently with and in the same context as workforce preparation activities and training for a specific occupation or occupational cluster;

- (6) Leadership development opportunities, including community service and peer-centered activities encouraging responsibility and other positive social and civil behaviors;
 - (7) Supportive services;
 - (8) Adult mentoring for a duration of at least 12 months that may occur both during and after program participation;
 - (9) Follow-up services for not less than 12 months after the completion of participation;
 - (10) Comprehensive guidance and counseling, which may include drug and alcohol abuse counseling and referral, as appropriate;
 - (11) Financial literacy education;
 - (12) Entrepreneurial skills training;
 - (13) Services that provide labor market and employment information about in-demand industry sectors or occupations available in the local area, such as career awareness, career counseling, and career exploration services; and
 - (14) Activities that help youth prepare for and transition to post-secondary education and training;
- j. PFP contracting is an optional strategy that may be used to provide Adult and Dislocated Worker training services in 29 USC 4174(c)(3) and/or Youth activities in 29 USC 3164(c)(2), as applicable. The Youth services include training and also tutoring, work experience, supportive services, counseling, entrepreneurship, labor market information, financial literacy, and other services listed in 29 USC 3164(c)(2).
- (1) A local area conducts a feasibility study or determination to identify the problem the project will address, the population that will be targeted, the services that will be provided, and the performance outcomes that will be used as criteria; and to estimate the acceptable cost to the government associated with achieving the projected performance outcomes. The state modifies its WIOA grant to set aside the funds that will be used for PFP and thus will have a longer obligation period and establishes financial controls to track this fund use at the local level. The local area begins its PFP project, including negotiating and awarding a PFP contract. The local PFP project recruits participants and provides services. An independent validator determines if the project has achieved its outcomes. The local area pays for any outcomes as named in its

PFP contract. If outcomes have not been achieved, the local area does not pay for outcomes.

- k. Funds allocated to a local area for eligible youth shall be used for programs that:
 - (1) Objectively assess academic levels, occupational skills levels, service needs (e.g., occupational, prior work experience, employability, interests, aptitudes), supportive service needs of each participant, and developmental needs of each participant, for the purpose of identifying appropriate services and career pathways;
 - (2) Develop service strategies that are directly linked to one or more indicators of performance of the youth program described in 29 USC 3141(b)(2)(A)(ii), 128 Stat. 1472, and identify career pathways that include education and employment goals, appropriate achievement objectives, and the appropriate services needed to achieve the goals and objectives for each participant taking into account the assessment conducted; and
 - (3) Provide activities leading to the attainment of a secondary school diploma or its recognized equivalent, postsecondary education preparation, strong linkages between academic instruction and occupational education that lead to the attainment of recognized postsecondary credentials, preparation for unsubsidized employment opportunities, and effective connections to employers in in-demand industry sectors and occupations of the local and regional labor markets (29 USC 3164(c)(1)(A)(B)(C), 128 Stat. 1508).
- l. Waivers and Workforce-Flexibility
 - (1) Under the secretary of labor's general waiver authority (Adult, Dislocated Worker, and Youth Waivers), the secretary may waive statutory or regulatory requirements of the adult and youth provisions of the WIOA and sections 8 through 10 of the Wagner-Peyser Act) (29 USC 49g through 49i) (29 USC 3249(i)(3), 128 Stat. 1601).
 - (2) Under an approved Workforce Flexibility plan, a governor may be granted authority to approve requests for waivers of statutory or regulatory provisions of Title I submitted by local workforce areas (29 USC 2942; 29 USC 3250(a)-(d), 128 Stat.1602 et seq.).

- m. WIOA, Activities Unallowed- WIOA Title I funds may not be used for the following activities, except as indicated:
- (1) Construction, purchase of facilities or buildings, or other capital expenditures for improvements to land or buildings except with the prior approval of the secretary of labor. WIOA Title I funds can be used for construction only in limited situations, including meeting obligations to provide physical and programmatic accessibility and reasonable accommodations, certain repairs, renovations, alterations, and capital improvements of property, and for disaster relief projects under 29 USC 3225(d), 128 Stat.1575, Youth Build programs under Section 29 USC 3226(c)(2)(A)(i), 128 Stat. 1578, and for other projects that the secretary determines necessary to carry out the WIOA, as described under 29 USC 3249(c), 128 Stat. 1599.
 - (2) Employment-generating activities, economic development activities, investment in revolving loan funds, capitalization of businesses, investment in contract bidding resource centers, and similar activities not directly related to training for eligible individuals, with the exception of employer outreach and job development activities, which are considered directly related to training for eligible individuals (29 USC 3241(e), 128 Stat. 1588).
 - (3) The employment or training of participants in sectarian activities. Participants shall not be employed in the construction, operation, or maintenance of a facility that is or will be used for sectarian instruction or as a place for religious worship. However, WIOA funds may be used for the maintenance of a facility that is not primarily or inherently devoted to sectarian instruction or religious worship if the organization operating the facility is part of a program or activity providing services to WIOA participants (29 USC 3248(a)(3), 128 Stat. 1598).
 - (4) Encouraging or inducing the relocation of a business or part of a business from any location in the United States if the relocation results in any employee losing his or her job at the original location (29 USC 3241(d)(1)), 128 Stat. 1588).
 - (5) Providing customized training, skill training, or OJT or company specific assessments of job applicants or employees of a business or a part of a business that has relocated from any location in the United States, until the company has operated at that location for 120 days, if the relocation resulted in any employee losing his or her job at the original location (29 USC 3241(d)(2), 128 Stat. 1588).

- (6) Paying the wages of incumbent employees during their participation in economic development activities provided through a statewide workforce investment system (29 USC 3241(b)(1), 128 Stat. 1586).
- (7) Public service employment, except to provide disaster relief employment, as specifically authorized in 29 USC 3254(10), (128 Stat.1606).

2. *Activities Unallowed*

- a. Funds available to states and local areas under Subtitle B may not be used for foreign travel (29 USC 2931(e), WIOA, 128 Stat. 1588).

E. Eligibility

1. Eligibility for Individuals

- a. All Programs -

Selective Service – Participants between the ages of 18 and 26 need to register with the Military Selective Service, Section 3 (50 USC App. 453)) Such registration is also required by Section 189 (h), WIOA 113-128.

- b. All Subtitle B Statewide and Local Programs

- (1) An adult must be 18 years of age or older (29 USC 3102(2), 128 Stat. 1429).
- (2) A dislocated worker means an individual who meets the definition in 29 USC 3102(15), 128 Stat. 1431).
- (3) A dislocated homemaker means an individual who meets the definition in 29 USC 3102(16), 128 Stat. 1432).
- (4) An in-school youth and an out-of-school youth are eligible to participate in workforce investment activities if they meet the definition in 29 USC 3164(a)(1)(B) and (C), 128 Stat. 1504 et seq.

- c. Subtitle B Youth Activities

A person is eligible to receive services under Youth Activities if they are an out-of-school youth or an in-school youth (29 USC 3164(a)(1), 128 Stat. 1504).

- (1) An “out-of-school youth” is an individual who is:
 - (a) Not attending any school (as defined under state law);

- (b) Not younger than 16 or older than age 24 at time of enrollment. (Because age eligibility is based on age at enrollment, participants may continue to receive services beyond the age of 24 once they are enrolled in the program); and
- (c) One or more of the following:
 - (i) A school dropout;
 - (ii) A youth who is within the age of compulsory school attendance, but has not attended school for at least the most recent complete school year calendar quarter (school year calendar quarter is based on how a local school district defines its school year quarters); in cases where schools do not use school year quarters, local programs must use calendar year quarters);
 - (iii) A recipient of a secondary school diploma or its recognized equivalent who is a low-income individual and is either basic skills deficient or an English language learner;
- (d) An offender;
- (e) A homeless individual, aged 16 to 24 who meets the criteria defined in Section 41403(6) of the Violence Against Women Act of 1994 (42 USC 14043e–2(6)), a homeless child or youth aged 16 to 24 who meets the criteria defined in Section 725(2) of the McKinney-Vento Homeless Assistance Act (42 USC 11434a(2)) or a runaway;
- (f) An individual in foster care or who has aged out of the foster care system or who has attained 16 years of age and left foster care for kinship guardianship or adoption, a child eligible for assistance under Section 477 of the Social Security Act (42 USC 677), or in an out-of-home placement;
- (g) An individual who is pregnant or parenting;
- (h) An individual with a disability;
- (i) A low-income individual who requires additional assistance to enter or complete an educational program or to secure or

hold employment (29 USC 3102(46) and 29 USC 3164(a)(1)(B), 128 Stat. 1437 and 1504).

- (2) An “in-school youth” is an individual who is:
- (a) Attending school (as defined by state law);
 - (b) Not younger than age 14 or (unless an individual with a disability who is attending school under state law) older than age 21;
 - (c) A low-income individual; and
 - (d) One or more of the following:
 - (i) Basic skills deficient;
 - (ii) An English language learner;
 - (iii) An offender;
 - (iv) A homeless individual, aged 14 to 21 who meets the criteria in Section 41403(6) of the Violence Against Women Act of 1994 (42 USC 14043e–2(6)), a homeless child or youth aged 14 to 21 who meets the criteria in Section 725(2) of the McKinney-Vento Homeless Assistance Act (42 USC 11434a(2)), or a runaway;
 - (v) An individual in foster care or who has aged out of the foster care system or who has attained 16 years of age and left foster care for kinship guardianship or adoption, a child eligible for assistance under Section 477 of the Social Security Act (42 USC 677), or in an out-of-home placement;
 - (vi) An individual who is pregnant or parenting;
 - (vii) An individual with a disability;
 - (viii) An individual who requires additional assistance to complete an educational program or to secure or hold employment (29 USC 3102(27) and 29 USC 3164(a)(1)(C), 128 Stat. 1435 and 1505).

2. Eligibility for Group of Individuals or Area of Service Delivery

Not Applicable

3. Eligibility for Subrecipients

Not Applicable

G. Matching, Level of Effort, Earmarking**1. Matching**

Not Applicable

2. Level of Effort

Not Applicable

3. Earmarking**a. Statewide Activities**

- (1) The governor shall reserve not more than 15 percent of each of the amounts allotted to the state Adult, Dislocated Worker, and Youth Activities for a fiscal year to carry out statewide activities under 29 USC 3164(b) or statewide employment and training activities for adults or dislocated workers under 29 USC 3174(a) (29 USC 3163(a), 128 Stat. 1502).
- (2) Not more than 5 percent of the funds allotted to a state under 29 USC 3162(b)(1)(C) shall be used by the state for administrative activities related to youth workforce investment and employment and training activities (29 USC 3174(b)(3), 128 Stat 1508).
- (3) The state must reserve for rapid response activities a portion of funds, up to 25 percent, allotted for dislocated workers. The funds are used to plan and deliver services to enable dislocated workers to transition to new employment as quickly as possible, following either a permanent closure or mass layoff, or a natural or other disaster resulting in a mass job relocation (20 CFR section 682.350; 29 USC 3173(a)(2) and 29 USC 3174(a)(2)(A), 128 Stat. 1516 and 1520).

b. Local Areas

- (1) A local area may expend no more than 10 percent of the Adult, Dislocated Worker, and Youth Activities funds allocated to the local area under 29 USC 3163(b), (128 Stat. 1502) and 29 USC

3173(b) (128 Stat. 1516) for within state allocations. The funds provided for administrative costs by one of the three fund sources (Adult, Dislocated Worker, Youth Activities) can be used for administrative costs of the other two sources. (29 USC 3174(a) and 29 USC 3164(b), 128 Stat. 1504).

- (2) The amount that may be spent on incumbent worker training may not exceed 20 percent of the amount of the combined total of federal funds allocated to local areas to carry out the Adult and Dislocated Worker programs for a program year (20 CFR section 680.800; 29 USC 3174(d)(4), 128 Stat. 1535).
- (3) WIOA authorizes workforce investment areas, with the approval of the governor, to transfer up to 100 percent of the Adult Activities funds to Dislocated Workers Activities, and up to 100 percent of Dislocated Workers Activities funds to Adult Activities (29 USC 3173(b)(4), 128 Stat. 1518).
- (4) At the discretion of the local board, not more than 10 percent of the total funds allocated to the local area under 29 USC 3163(b) and under 29 USC 3173(b)(2)-(3) may be used to implement a pay-for-performance contract strategy as defined in 29 USC 3102(47) (29 USC 3164(c)(1)(D) and 29 USC 3174(d)(1)(A)(iii)).

c. *Youth Activities*

- (1) A minimum of 75 percent of the Youth Activity funds allocated to states and local areas, except for the local area expenditures for administration, must be used to provide services to out-of-school youth (29 USC 3164(a)(4)(A), 128 Stat. 1506).
- (2) Not less than 20 percent of Youth Activity funds allocated to the local area, except for the local area expenditures for administration, must be used to provide paid and unpaid work experiences (29 USC 3164(c)(4)), 128 Stat. 1510).

H. Period of Performance

1. *Statewide Activities*

Funds allotted to a state for any program year are available for expenditure by the state during that program year and the two succeeding program years (29 USC 3249(g)(2)).

2. *Local Areas*

Funds allocated by a state to a local area for any program year are available for expenditure only during that program year and the succeeding program year.

Funds which are not expended by a local area in two-year period must be returned to the state, which can use the funds for statewide projects during the third program year of availability. The state may also distribute the funds to local areas, which may have expended their original allocation and may need additional funds to complete their projects within the two-year period (29 USC 3249(g)(2)).

Funds used to carry out PFP contract strategies by local areas shall remain available until expended through procedures outlined in Attachment III of [TEGL 8-20](#) : 29 USC 3249(g)(2)(D)).

L. Reporting

1. Financial Reporting

- a. *SF-270, Request for Advance or Reimbursement* – Not Applicable
- b. *SF-271, Outlay Report and Request for Reimbursement for Construction Programs* – Not Applicable
- c. *SF-425, Federal Financial Report* – Not Applicable
- d. *ETA-9130, Financial Report (OMB No. 1205-0461)* – All ETA grantees are required to submit quarterly financial reports for each grant award they receive. Reports are required to be prepared using the specific format and instructions for the applicable program(s); in this case, *Workforce Innovation and Opportunity Act* instructions for the following: *Statewide Adult; Workforce Statewide Youth; Statewide Dislocated Worker; Local Adult; Local Youth; and Local Dislocated Worker*. A separate ETA 9130 is submitted for each of these categories. Funds reserved and set aside for PFP contract strategies are required to be reported on ETA 9130 basic reports for each WIOA fund source utilized. Reports are due 45 calendar days after the end of the reporting quarter. Financial data is required to be reported cumulatively from grant inception through the end of each reporting period. Also, beginning with reporting period ending in 9/30/23, outlying areas who have requested and been approved to use a consolidated grant application for WIOA funding should use the ETA-9130 basic report. Additional information can be accessed at [Financial Reporting | U.S. Department of Labor](#) scroll down to the section on Financial Reporting.

2. Performance Reporting

Not Applicable.

3. Special Reporting

Not Applicable

4. Special Reporting for Federal Funding Accountability and Transparency Act

See Part 3.L for audit guidance.

M. Subrecipient Monitoring

1. Each state must have a monitoring system which:
 - a. Provides for annual on-site monitoring reviews of local areas' compliance with OMB and DOL's uniform administrative requirements, including the appropriate administrative requirements and cost principles for subrecipients and other entities receiving WIOA funds, as required by 29 USC 3244(a)(4), (128 Stat. 1591), 2 CFR Part 200, and 2 CFR Part 2900 ;
 - b. Ensures that established policies to achieve program quality and outcomes meet the Act's objectives, including policies relating to the provision of services by AJC centers, eligible providers of training services, and eligible providers of youth activities;
 - c. Enables the governor to determine if subrecipients and contractors are in substantial compliance with WIOA requirements;
 - d. Enables the governor to determine whether a local plan will be disapproved for failure to make acceptable progress in addressing deficiencies; and
 - e. Enables the governor to ensure compliance with WIOA nondiscrimination and equal opportunity requirements (29 USC 3248) (20 CFR sections 683.410(b)(1) through (3)).
2. The state must require that prompt corrective action be taken if any substantial violations are identified as result of annual on-site monitoring and must impose the sanctions provided in 29 USC 3244(b) and (c), if a subrecipient fails to take required corrective action. The state may issue additional requirements and instructions to subrecipients on monitoring activities (20 CFR sections 683.410(b)(4) and (5)).

DEPARTMENT OF LABOR**ASSISTANCE LISTING 17.264 NATIONAL FARMWORKER JOBS PROGRAM****I. PROGRAM OBJECTIVES**

The National Farmworker Jobs Program (NFJP) is a nationally directed, locally administered program of services for eligible migrant and seasonal farmworkers (MSFW), including youth MSFW, and their dependents, who encounter chronic unemployment and underemployment. The program partners with community organizations, state agencies, and state monitor advocates to provide services, including career services, training services, housing assistance services, youth services, and related assistance services, to farmworkers who depend primarily on jobs in agricultural labor performed across the country. NFJP helps farmworkers and their dependents achieve better economic outcomes by supporting farmworkers in acquiring necessary skills to obtain, retain, or stabilize their unsubsidized employment, including upgraded employment in agriculture or employment in new industries.

II. PROGRAM PROCEDURES**A. Overview**

The NFJP is a required American Job Center (One-stop) partner under the Workforce Innovation and Opportunity Act of 2014 (WIOA, Pub. L. 113-128)). WIOA is designed to help job seekers access employment, education, training, and support services to succeed in the labor market and to match employers with the skilled workers they need to compete in the global economy. In the areas of the state where an NFJP operates, local workforce development boards must negotiate Memorandums of Understanding (MOU) with NFJP grantees. Additionally, State Monitor Advocates are required to negotiate MOUs with NFJP grantees. The Monitor Advocate System is a federal/state monitoring system that ensures migrant and seasonal farmworkers receive career services, skill development, and workforce protections that are qualitatively equivalent and quantitatively proportionate to the services provided to all other job seekers by American Job Centers.

The Department of Labor (DOL) awards NFJP grants competitively to eligible applicants that submit four-year program plans for operating the NFJP in state, substate, and multi-state service areas. Grantees provide career services, training services, youth services, housing assistance and other related assistance to eligible program participants. Funds for employment and training grants are allocated through an administrative formula to state service areas. A percentage of program funding is designated for Housing Assistance grants and is allocated based on the services described and the service areas specified in grantee program plans. Grants are awarded for a four-year period of performance.

Source of Governing Requirements

The NFJP program is authorized by Title I, Subtitle D, Section 167, of the WIOA. The NFJP implementing regulations are located at 20 CFR part 685. Some governing statutory provisions are included in the annual appropriation for the program, with the most recent appropriation being the Further Consolidated Appropriations Act, 2024 (Pub. L. 118-47).

Availability of Other Program Information

Additional information on programs authorized under the WIOA can be found at <http://www.doleta.gov/wioa>. Information on NFJP program can be found at <https://www.dol.gov/agencies/eta/agriculture> or <https://farmworker.workforcegps.org/>.

III. COMPLIANCE REQUIREMENTS

In developing the audit procedures to test compliance with the requirements for this federal program, the auditor must determine, from the following summary (also included in Part 2, “Matrix of Compliance Requirements”), which of the 12 types of compliance requirements have been identified as subject to the audit (noted with a “Y” in the summary matrix below), and then determine which of the compliance requirements that are subject to the audit are likely to have a direct and material effect on the federal program at the auditee. For each such compliance requirement subject to the audit, the auditor must use Part 3 (which includes generic details about each compliance requirement other than Special Tests and Provisions) and this program supplement (which includes any program-specific requirements) to perform the audit. When a compliance requirement is shown in the summary below as “N,” it has been identified as not being subject to the audit. Auditors are not expected to test requirements that have been noted with an “N.” See the Safe Harbor Status discussion in Part 1 for additional information.

A	B	C	E	F	G	H	I	J	L	M	N
Activities Allowed or Unallowed	Allowable Costs/Cost Principles	Cash Management	Eligibility	Equipment and Real Property Management	Matching, Level of Effort, Earmarking	Period Of Performance	Procurement and Suspension and	Program Income	Reporting	Subrecipient Monitoring	Special Tests and Provisions
Y	Y	N	Y	N	N	N	N	Y	Y	N	N

A. Activities Allowed or Unallowed**1. Activities Allowed**

Activities allowed are in accordance with a service delivery strategy described in the grantee's approved four-year program plan.

- a. Career services.
- b. Training services, including, but are not limited to, occupational-skills training and on-the-job training.
- c. Related assistance services that support farmworkers and their families to obtain or retain unsubsidized employment, or stabilize their unsubsidized employment, including upgraded employment in agriculture.
- d. Housing Assistance grantees may provide permanent and temporary housing services depending on their grant award.
- e. Youth services that include but are not limited to (1) career services and training; (2) youth workforce investment activities specified in WIOA, (Section 129, WIOA, 128 Stat. 1504 et seq.); (3) life skills activities, which may include self- and interpersonal skills development; (4) community service projects; and (5) other activities and services that conform to the use of funds for youth activities described in Section 129, WIOA).

2. Activities Unallowed

WIOA Title I funds may not be used for the following activities, except as indicated:

- a. Construction, purchase of facilities or buildings, or other capital expenditures for improvements to land or buildings except with the prior approval of the secretary of labor. WIOA Title I funds can be used for construction only in limited situations as described under 20 CFR 685.360 and Funding Opportunity Announcement, [FOA-ETA-24-18](#),(e), including meeting obligations to provide physical and programmatic accessibility and reasonable accommodations, certain repairs, renovations, alterations, and capital improvements of property, and for disaster relief projects under Section 170(d), WIOA, 128 Stat. 1575, YouthBuild programs under Section 171(c)(2)(A)(i), WIOA, 128 Stat. 1578, and for other projects that the Secretary determines necessary to carry out the WIOA, as described under Section 189(c) of WIOA, 128 Stat. 1599.
- b. Employment-generating activities, economic development activities, investment in revolving loan funds, capitalization of businesses, investment in contract bidding resource centers, and similar activities not

directly related to training for eligible individuals, with the exception of employer outreach and job development activities, which are considered directly related to training for eligible individuals (Section 181(e), WIOA, 128 Stat. 1588).

- c. The employment or training of participants in sectarian activities. Participants shall not be employed in the construction, operation, or maintenance of a facility that is or will be used for sectarian instruction or as a place for religious worship. However, WIOA funds may be used for the maintenance of a facility that is not primarily or inherently devoted to sectarian instruction or religious worship if the organization operating the facility is part of a program or activity providing services to WIOA participants (Section 188(a)(3), WIOA, 128 Stat. 1598).
- d. Encouraging or inducing the relocation of a business or part of a business from any location in the United States if the relocation results in any employee losing his or her job at the original location (Section 181(d)(1)), WIOA, 128 Stat. 1588).
- e. Providing customized training, skill training, or on-the-job training or company specific assessments of job applicants or employees of a business or a part of a business that has relocated from any location in the United States, until the company has operated at that location for 120 days, if the relocation resulted in any employee losing his or her job at the original location (Section 181(d)(2), WIOA, 128 Stat. 1588).
- f. Paying the wages of incumbent employees during their participation in economic development activities provided through a statewide workforce investment system (Section 181(b)(1), WIOA, 128 Stat. 1586).
- g. Public service employment, except to provide disaster relief employment, as specifically authorized in Section 194(10), WIOA, 128 Stat. 1606.

E. Eligibility

1. Eligibility for Individuals

- a. *Selective Service* – No participant may be in violation of Section 3 of the Military Selective Service Act (50 USC App. 453) by not presenting and submitting to registration under that Act (29 USC 2939(h)).
- b. For participation in the NFJP, an individual must be an "eligible migrant and seasonal farmworker" as defined in Section 167(i), WIOA, 128 Stat. 1566, as follows:
 - (1) Eligible migrant farmworker, as defined in WIOA Section 167(i)(2), means an eligible seasonal farmworker, as defined in WIOA Section 167(i)(3), whose agricultural labor requires travel

to a job site such that the farmworker is unable to return to a permanent place of residence within the same day. Dependents of migrant farmworkers also are eligible.

- (2) Eligible seasonal farmworker, as defined in WIOA Section 167(i)(3), means a low-income individual who for 12 consecutive months out of the 24 months prior to application for the program involved, has been primarily employed in agricultural or fish farming labor that is characterized by chronic unemployment or underemployment, and faces multiple barriers to economic self-sufficiency. Dependents of seasonal farmworkers also are eligible.
- (3) Eligible migrant and seasonal farmworker youth means an eligible MSFW aged 14–24 who is individually eligible or a dependent of an eligible MSFW (described in 20 CFR section 685.110). Grantees may enroll participants aged 18–24 as either a MSFW adult or a MSFW youth participant (described in 20 CFR section 685.320) but not in both categories.

Additional information on program eligibility is available in TEGL 18-16, Change 1 or in successive guidance, available at <https://www.dol.gov/agencies/eta/advisories/training-and-employment-guidance-letter-no-18-16-change-1>.

2. Eligibility for Group of Individuals or Area of Service Delivery

Not Applicable

3. Eligibility for Subrecipients

Not Applicable

J. Program Income

1. There is no requirement that a fee-for-service be charged to employers. However, if a fee is charged for services provided under 20 CFR sections 678.435(b) or (c), the fees are considered program income (20 CFR section 678.440).
2. The addition method is required for use on all program income earned under Title I WIOA grants. When the cost of generating program income has been charged to the program, the gross amount earned must be added to the program in which it was earned. However, the cost of generating program income must be subtracted from the amount earned to establish the net amount of program income available for use under the grants when these costs have not been charged to the program (Section 194(7), WIOA, 128 Stat. 1606; 20 CFR section 683.200(c)(6)).

3. WIOA specifically includes the following as program income: (a) receipts from goods and services, including conferences; (b) funds provided to a service provider in excess of the costs associated with the services provided; and (c) interest income earned on funds received under Title I WIOA. Any excess of revenue over costs incurred for services provided by a governmental or nonprofit entity must be included in program income earned (Section 194(7), WIOA, 128 Stat. 1606; 20 CFR sections 683.200(c)(7) and (c)(8)).

L. Reporting

1. Financial Reporting

- a. *SF-270, Request for Advance or Reimbursement* – Not Applicable
- b. *SF-271, Outlay Report and Request for Reimbursement for Construction Programs* – Not Applicable
- c. *SF-425, Federal Financial Report* – Not Applicable
- d. *ETA 9130(J), Financial Report (OMB Control Number 1205-0461)* – DOL requires financial reports to be cumulative by fiscal year of appropriation. All ETA grantees are required to submit quarterly financial reports for each grant award which they receive. Reports are required to be prepared using the specific instructions for the applicable program(s); in this case, *National Farmworkers Jobs Program*. Reports are due 45 days after the end of the reporting quarter. Financial data is required to be reported cumulatively from grant inception through the end of each reporting period. Additional information on ETA-9130 and financial reporting can be accessed at <https://www.dol.gov/agencies/eta/grants/management/reporting>. See Training and Employment Guidance Letter (TEGL) 16-22 Change 1 for specific and clarifying instructions about the ETA-9130 at <https://www.dol.gov/agencies/eta/advisories/tegl-16-22-change-1>.

2. Performance Reporting

Not Applicable.

3. Special Reporting

Not Applicable

4. Special Reporting for Federal Funding Accountability and Transparency Act

See Part 3.L for audit guidance.

DEPARTMENT OF LABOR**ASSISTANCE LISTING 17.265 NATIVE AMERICAN EMPLOYMENT AND TRAINING****I. PROGRAM OBJECTIVES**

Section 166 of the Workforce Innovation and Opportunity Act (WIOA) authorizes funding to Indian tribes, tribal organizations, Alaska Native entities, Indian-controlled organizations serving Indians, and Native Hawaiian organizations to provide employment and training services to unemployed and low-income Native Americans, Alaska Natives, and Native Hawaiians. The stated purpose of Section 166 of WIOA is to support employment and training activities in order to (1) develop more fully the academic, occupational, and literacy skills of such individuals; (2) make individuals more competitive in the workforce and equip them with the entrepreneurial skills necessary for successful self-employment; and (3) promote economic and social development in accordance with the goals and values of such communities.

II. PROGRAM PROCEDURES

The Department of Labor's (DOL) Division of Indian and Native American Programs (DINAP) makes grant funds available for comprehensive workforce investment activities for Indians, Alaskan Natives, and Native Hawaiians. In addition, supplemental funding is made available to entities serving Native American youth "on or near Indian reservations and in Oklahoma, Alaska, or Hawaii". Supplemental youth funding is a separate funding award and entities that receive supplemental youth funds must track the funds separately in their financial system. Funding is made available through a competitive grants process and award amounts are determined by use of a funding formula.

Grantees are required to submit a Comprehensive Services Plan for DOL approval. The Plan must (1) identify program emphasis areas, (2) designate a specific target population to be served by the grant, (3) establish specific plans for serving youth (if they receive supplemental funding), (4) develop a budget and identify the level of administrative costs needed for the four-year plan, and (5) identify appropriate program linkages with other agencies. Section 166 grantees are required to negotiate Memorandums of Understanding (MOUs) with the Local Workforce Development Board(s) (LWDBs), which operate in whole or in part within the grantee's service area. The LWDBs receive grant funds from the DOL, which come through the state, to provide employment and training services that are similar to the Native American Section 166 program.

Source of Governing Requirements

This program is authorized by Title I of the WIOA (Pub. L. No. 113-128). The WIOA superseded the Workforce Investment Act of 1998. WIOA regulations are located at 20 CFR parts 678, 683, and 684.

Availability of Other Program Information

Additional information on programs authorized under the WIOA can be found at <http://www.doleta.gov/dinap/> and <http://www.doleta.gov/>.

III. COMPLIANCE REQUIREMENTS

In developing the audit procedures to test compliance with the requirements for this federal program, the auditor must determine, from the following summary (also included in Part 2, “Matrix of Compliance Requirements”), which of the 12 types of compliance requirements have been identified as subject to the audit (noted with a “Y” in the summary matrix below), and then determine which of the compliance requirements that are subject to the audit are likely to have a direct and material effect on the federal program at the auditee. For each such compliance requirement subject to the audit, the auditor must use Part 3 (which includes generic details about each compliance requirement other than Special Tests and Provisions) and this program supplement (which includes any program-specific requirements) to perform the audit. When a compliance requirement is shown in the summary below as “N,” it has been identified as not being subject to the audit. Auditors are not expected to test requirements that have been noted with an “N.” See the Safe Harbor Status discussion in Part 1 for additional information.

A	B	C	E	F	G	H	I	J	L	M	N
Activities Allowed or Unallowed	Allowable Costs/Cost Principles	Cash Management	Eligibility	Equipment and Real Property Management	Matching, Level of Effort, Earmarking	Period Of Performance	Procurement and Suspension and Debarment	Program Income	Reporting	Subrecipient Monitoring	Special Tests and Provisions
Y	Y	N	Y	N	N	Y	N	N	Y	N	N

A. Activities Allowed or Unallowed

1. *Activities Allowed*

Funds must be used for the following types of activities that are necessary to meet the needs of Indians, Alaska Natives, or Native Hawaiians preparing to enter, reenter, or retain unsubsidized employment leading to self-sufficiency:

- a. Comprehensive workforce development activities for Indians, Alaska Natives, or Native Hawaiians, including training on entrepreneurial skills; or

- b. Supplemental services for Indian, Alaska Native, or Native Hawaiian youth on or near Indian reservations and in Oklahoma, Alaska, or Hawaii (29 USC 3221(d), Section 166(d), WIOA, 128 Stat. 1560 and 1561).

2. *Activities Unallowed*

Funds may not be used for the following activities, except as indicated:

- a. Construction, purchase of facilities or buildings, or other capital expenditures for improvements to land or buildings except with the prior approval of the secretary of labor. WIOA Title I funds can be used for construction only in limited situations, including meeting obligations to provide physical and programmatic accessibility and reasonable accommodations, certain repairs, renovations, alterations, and capital improvements of property, and for other projects that the secretary determines necessary to carry out the WIOA, as described under Section 189(c), WIOA, 128 Stat. 1599.
- b. Rental costs under “less-than arm’s- length” leases where one party to the lease agreement can control or substantially influence the actions of the other are allowable only up to the amount described in 2 CFR 200.465 (b). These amounts include expenses such as depreciation, maintenance, taxes, and insurance.
- c. Employment-generating activities, economic development activities, investment in revolving loan funds, capitalization of businesses, investment in contract bidding resource centers, and similar activities not directly related to training for eligible individuals, with the exception of employer outreach and job development activities, which are considered directly related to training for eligible individuals (Section 181(e), WIOA, 128 Stat. 1588; 20 CFR section 683.245).
- d. The employment or training of participants in sectarian activities. Participants shall not be employed in the construction, operation, or maintenance of a facility that is or will be used for sectarian instruction or as a place for religious worship. However, WIOA funds may be used for the maintenance of a facility that is not primarily or inherently devoted to sectarian instruction or religious worship if the organization operating the facility is part of a program or activity providing services to WIOA participants (Section 188(a)(3), WIOA, 128 Stat. 1598; 20 CFR section 683.255).
- e. Encouraging or inducing the relocation of a business or part of a business from any location in the United States if the relocation results in any employee losing his or her job at the original location (Section 181(d)(1)), WIOA, 128 Stat. 1588; 20 CFR section 683.260(a)(1)).

- f. Providing customized training, skill training, or on-the-job training or company-specific assessments of job applicants or employees of a business or a part of a business that has relocated from any location in the United States, until the company has operated at that location for 120 days, if the relocation resulted in any employee losing his or her job at the original location (Section 181(d)(2), WIOA, 128 Stat. 1588; 20 CFR section 683.260(a)(2)).
- g. Paying the wages of incumbent employees during their participation in economic development activities provided through a statewide workforce investment system (Section 181(b)(1), WIOA, 128 Stat. 1586; 20 CFR section 683.250(a)(1)).
- h. Public service employment, except to provide disaster relief employment, as specifically authorized in Section 194(10), WIOA, 128 Stat. 1606; 20 CFR section 683.250(a)(2)).

E. Eligibility

1. Eligibility for Individuals

- a. *Selective Service* – No participant may be in violation of Section 3 of the Military Selective Service Act (50 USC App. 453) by not presenting and submitting to registration under that Act (29 USC 2939(h)).
- b. *Adults* – An individual is eligible to receive services under the Indian and Native American adult program if they meet the definition of an Indian, as defined in Section 4(d) of the Indian Self-Determination and Education Assistance Act (25 USC 450b), and also is one of the following:
 - (1) Unemployed (Section 3(61), WIOA, 128 Stat. 1439); or
 - (2) Underemployed; or
 - (3) A low-income individual as defined in Section (3)(36), WIOA (128 Stat. 1435); or
 - (4) The recipient of a bona fide lay-off notice which has taken effect in the last 6 months or will take effect in the following 6-month period, who is unlikely to return to a previous industry retraining for either employment with another employer or for job retention with the current employer; or
 - (5) An individual who is employed but is determined by the grantee to be in need of employment and training services to obtain or retain employment that allows for self-sufficiency.

- c. *Youth* – Funds available to serve Indian, Alaska Native, and Native Hawaiian youth on or near Indian reservations and in Oklahoma, Alaska, and Hawaii are available as a supplement to the adult funds. To be eligible to receive supplemental youth services, an individual must be:
- (1) American Indian, Alaska Native, or Native Hawaiian;
 - (2) Between the ages of 14 and 24; and
 - (3) A low-income individual, as defined at WIOA Section 3(36). However, 20 CFR section 684.430(a)(3) allows up to 5 percent of individuals who do not meet the minimum income criteria to be eligible to receive supplemental youth services if such individuals meet the eligibility requirements of paragraphs (1) and (2) above. The term low-income also includes a youth living in a high-poverty area (sections 129(a)(1)(B)(ii), (a)(1)(C)(ii), (a)(2), and (a)(3), WIOA, 128 Stat. 1505 and 1506; 20 CFR section 684.430(b)). “High-poverty area” is defined at 20 CFR section 684.130.

2. Eligibility for Group of Individuals or Area of Service Delivery

Not Applicable

3. Eligibility for Subrecipients

Not Applicable

H. Period of Performance

Each Indian and Native American (INA) entity will receive a separate grant number for each allotment with a 36-month period of performance. The anticipated start date for each of the four program year allotments is July 1 of that program year; however, all awarded supplemental youth funds will have an effective date of April 1 of that program year. The period of performance includes all necessary implementation and start-up activities.

The statutory period of availability for expenditure for WIOA title I grants will be established as the period of performance for such grants unless otherwise provided in the grant agreement or cooperative agreement. All funds must be fully expended by the expiration of the period of performance, or they risk losing their availability. Unless otherwise authorized in a grant or cooperative agreement or subsequent modification, recipients must expend funds with the shortest period of availability first. (20 CFR 683.110)

The grant recipient must liquidate all financial obligations incurred under the Federal award no later than 120 calendar days after the conclusion of the period of performance.

A subrecipient must liquidate all financial obligations incurred under a subaward no later than 90 calendar days after the conclusion of the period of performance of the subaward (or an earlier date as agreed upon by the pass-through entity and subrecipient). When justified, the Federal agency or pass-through entity may approve extensions for the recipient or subrecipient. (See 2 CFR 200.344 (a) prior to October 1, 2024, 2 CFR 200.344 (c) after October 1, 2024). For Employment and Training Administration (ETA), TEGL 12-22, entities must liquidate all obligations incurred under the award not later than 120 days after the end of the funding period.

L. Reporting

1. Financial Reporting

- a. *SF-270, Request for Advance or Reimbursement* – Not Applicable
- b. *SF-271, Outlay Report and Request for Reimbursement for Construction Programs* – Not Applicable
- c. *SF-425, Federal Financial Report* – Not Applicable
- d. *ETA-9130(L), Indian and Native American Programs-Workforce Investment Act-Grantee Activities (OMB No.1205-0461)* – This electronic reporting format, based on the Employment and Training Administration (ETA) 9130, Financial Report, is used to report accrued income, cash on hand, and program and administrative expenditures funded by grants under WIOA Section 166. Tribes participating in the “477” program authorized by the Indian Employment, Training, and Related Services Demonstration Act of 1992 (Pub. L. No. 102-477) are required to submit a single financial report covering all Federal formula programs that are part of their 477 plan to the Bureau of Indian Affairs. Financial data is required to be reported cumulatively from grant inception through the end of each reporting period. See TEGL 16-22 for specific and clarifying instructions about the ETA 9130 at <https://www.dol.gov/agencies/eta/advisories/tegl-16-22>, and TEGL 16-22 Change 1 at <https://www.dol.gov/agencies/eta/advisories/tegl-16-22-change-1>.

2. Performance Reporting

- a. *ETA-9173, DINAP specific, Quarterly Performance Report (QPR) (OMB No. 1205-0521)* is the required report from the Indian and Native American (INA) Comprehensive Services Program. *ETA-9172, WIOA Participant Individual Record Layout (PIRL) (OMB No. 1205-0521)* is the required report form where individual data is reported on participation, including services, employment and education performance outcomes, and the socio-economic characteristics. The data is used to generate the ETA-9173, DINAP specific, Quarterly Performance Report to determine the levels of program service and accomplishments for the Program Year at an aggregate level. Grantees receiving these funds are required to submit

these reports on a quarterly basis, within 45 days after the end of the quarter, except for federally recognized Indian tribes participating in the Public Law 102-477 are not required to submit quarterly reports.

See ETA Form 9172 located at:

<https://www.dol.gov/sites/dolgov/files/ETA/Performance/pdfs/ICR/ETA%209172%20DOL%20only%20PIRL%20CLEAN%202.15.2022.pdf>

ETA Form 9173, DINAP specific, Quarterly Performance Report is located at [ETA-9173-DINAP: Quarterly Performance Report for Indian and Native American Program \(dol.gov\)](#).

Grantees collect and upload the data file from an ETA case management system, known as Grantee Management Performance System (GPMS), into the Workforce Integrated Performance System (WIPS). Additional reporting information is available in TEGL 14-18 located at <https://www.dol.gov/agencies/eta/advisories/training-and-employment-guidance-letter-no-14-18> and TEN 8-16 at <https://www.dol.gov/agencies/eta/advisories/training-and-employment-notice-no-08-16>.

ETA Form 9173 key line items referenced on performance page. Link: <https://www.dol.gov/agencies/eta/dinap/performance>. See under DINAP Forms and Reporting Instructions.

Key Line Items – The following line items contain critical information:

1. Line A.1. – *Total Exitters- A WIOA exit is the point at which a program participant is no longer expected to return to the program and/or receive services. Exit occurs when a participant has not received a qualifying service for at least 90 days, and no future services are planned. The exit date is applied retroactively to the last date of service. Reference 20 CFR 677.150*
2. Line A.2. – *Total Participants Served- A participant is an individual who has satisfied all applicable WIOA program requirements for the provision of services, this includes eligibility determination and a qualifying service. Reference 20 CFR 677.150*
3. Line D.1. – *Entered Employment Rate Q2- The percentage of participants who are in unsubsidized employment during the second quarter after exit from the program.*
6. Line D.4. – *Credential Rate- The percentage of those participants who enrolled in an education or training program (excluding those in on-the-job training (OJT) and customized training) who attain a recognized postsecondary credential or a secondary school*

diploma, or its recognized equivalent, during participation in or within one year after exit from the program.

- b. *ETA-9173, DINAP specific, Performance Report for INAP Youth (OMB No. 1205-0521) – Reports cumulative data on participation, termination, performance outcomes, and socioeconomic characteristics of participants. Grantees receiving these funds are required to submit quarterly reports except federally recognized Indian tribes participating in the demonstration under Pub. L. No. 102-477 (as is the case for ETA-9130(L) and ETA-9173, Quarterly Performance Report).*

See ETA Performance Report for INAP Youth located at https://www.dol.gov/sites/dolgov/files/ETA/dinap/ETA_9173_INAP%20Interim%20Youth_Program_Performance_Report.pdf

Key Line Items – The following line items contain critical information:

1. *Line A.1. – Total Exiters- A WIOA exit is the point at which a program participant is no longer expected to return to the program and/or receive services. Exit occurs when a participant has not received a qualifying service for at least 90 days, and no future services are planned. The exit date is applied retroactively to the last date of service. Reference 20 CFR 677.150*
2. *Line A.2. – Total Participants Served- A participant is an individual who has satisfied all applicable WIOA program requirements for the provision of services, this includes eligibility determination and a qualifying service. Reference 20 CFR 677.150*
3. *Line D.1. – 2nd Quarter after exit Employment, Education, or Training Placement- The percentage of youth who are in school, training and/or unsubsidized employment during the second quarter after exit from the program.*
6. *Line D.4. – Credential Rate-The percentage of those participants who are enrolled in an education or training program at the time of enrollment or during participation and who attain a recognized postsecondary credential or a secondary school diploma, or its recognized equivalent, during participation in or within one year after exit from the program.*

3. Special Reporting

Not Applicable

4. Special Reporting for Federal Funding Accountability and Transparency Act

See Part 3.L for audit guidance.

IV. OTHER INFORMATION

Audits of Indian tribal governments whose WIOA funding has been transferred from the DOL to the Department of Interior, Bureau of Indian Affairs, Division of Workforce Development must follow the guidance in the 477 Cluster found in the Department of the Interior's section of Part 4 of this Supplement. See the "Note" at the beginning of the 477 Cluster for additional information.

Audits of Indian tribal governments with the Native American Employment and Training program in their approved 477 Plan with reporting under Version 1 forms must follow this program supplement for Assistance Listing 17.265.

1. The auditor should use the approved Pub. L. No. 102-477 plan in determining compliance requirements to be tested when auditing tribes that receive their WIOA funding through the Department of Interior, Bureau of Indian Affairs;
2. The auditor is permitted to audit the Pub. L. No. 102-477 projects as a cluster of programs; and
3. The Native American Employment and Training program grantee must present expenditures in its Schedule of Expenditures of Federal Awards (SEFA). The expenditures and financial statements on the ETA-9130 should match the audited financial statement expenditures on the SEFA.
 - a. Through DOL oversight efforts, auditors should be aware that DOL has noted instances where the expenditures reported on the SEFA by grantees do not match the expenditures reported to the DOL on the ETA-9130 quarterly financial reports.