

**Governor’s Guidelines to State and Local Program Partners  
Negotiating Costs and Services under the Workforce Innovation  
and Opportunity Act of 2014 (WIOA)**

**Supplemental Guidance for Program Year 2022 (State FY 2023)**

<b>Background</b>	<p>The Governor’s Guidelines to State and local WIOA program partners for negotiating cost sharing, service access, service delivery and other matters was originally issued in December 2015. The Governor’s Guidelines have since been revised four times, with the latest revision (“<a href="#">Governor’s Guidelines – Revision 4</a>”) issued in November 2019. Per the Governor’s Guidelines, Section 8, page 33, additional guidance may be issued each program year in the form of Supplemental Guidance specific to negotiations for an upcoming program year.</p> <p>Additional Supplemental Guidance to the Governor’s Guidelines is needed now to guide annual budget negotiations specific to Program Year 2022 (State Fiscal Year 2023), which starts July 1, 2022. This Supplemental Guidance is specific to (1) implications of the COVID-19 public health emergency, and (2) DOL corrective actions related to the local infrastructure funding mechanism for shared costs using FTEs as the preferred cost allocation methodology.</p> <p>Since the U.S. Department of Labor (DOL) issued <a href="#">Training and Employment Guidance Letter 17-16</a> in January 2017, the State of Illinois established the full-time equivalent (FTE) as the preferred cost allocation methodology for required program partners to share in the cost of operating a local American Job Center to the proportionate benefit received as required under WIOA<sup>1</sup>.</p> <p>In Illinois, based on consultation with required program partners at state and local levels since 2015, the Governor’s Guidelines for local service delivery and shared costs have required program partners to commit a minimum of .25 FTE staff to make services accessible through a local American Job Center unless all required program partners and the local workforce board agree to request a waiver from the State of Illinois to allow a program to commit less than a .25 FTE. Despite the availability of a waiver request to ensure local discretion, DOL has directed Illinois to avoid requiring a minimum FTE commitment for each required program as part of the Governor’s Guidelines for negotiating local service delivery and shared costs.</p>
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<sup>1</sup> Federal Cost Principles are expounded on in TEGL 17-16.

	<p>To be responsive to DOL’s request, the State of Illinois issues this Supplemental Guidance for Program Year (PY) 2022 to modify language around the minimum FTE commitment in support of local flexibility in MOU negotiations.</p>
<p><b>Scope</b></p>	<p>The scope of this Supplemental Guidance includes the following topics:</p> <ol style="list-style-type: none"> <li><b>1. Cost allocation methodology:</b> This Supplemental Guidance offers information to support negotiations of shared costs and local discretion for how required program partners allocate costs proportionately to the benefit received by participating in the local service delivery system.</li> <li><b>2. Continued Requirement for updating Reopening Plans for American Job Centers:</b> This Supplemental Guidance offers reminders about the requirement to continuously review and adjust Reopening Plans as required partners negotiate PY 2022 MOU amendments and budgets.</li> <li><b>3. Signature Guidance:</b> This Supplemental Guidance offers information on a recent Accounting Bulletin that has been released by the Illinois Office of the Comptroller, modifying procedures to allow for electronic signatures.</li> <li><b>4. MOU Amendment submittal guidance:</b> This Supplemental Guidance also provides direction for submittal of the amended MOU with the PY 2022 budget using the “Cover Page for Submittal of MOU Amendments and Annual One-Stop Operating Budgets.”</li> </ol> <p>The Supplemental Guidance for each topic is issued as follows.</p>
<p><b>PY 2022 Guidance for Cost Allocation Methodology and Shared Costs</b></p>	<ol style="list-style-type: none"> <li>1. Early in the annual MOU budget negotiations for PY 2022, required partners should jointly discuss whether and how partners in each American Job Center will share in planned or unplanned costs specific to the program year negotiated.</li> <li>2. <b>Cost allocation methodology:</b> WIOA mandates that all required program partners share costs to operate one-stop centers in proportion to the benefit each partner receives by participating in the local workforce delivery system. The proportion of each required partner’s FTE staffing dedicated to support the operation of each one-stop center in the local area will be used as the basis for determining each required partner’s allocation of the agreed-upon shared costs. The <a href="#">Governor’s Guidelines</a>, Section 2, item 13, pages 14 - 15 defines FTE staffing. Partners have flexibility in how they</li> </ol>

	<p>meet the .25 FTE minimum through onsite staff, onsite contractors, cross-training of other required partner staff or offsite staff using direct linkage technology.</p> <p>a. The Governor’s Guidelines—Revision 4, Section 2, item 13(b), page 14, are revised as follows:</p> <p>i. Required program partners in a local workforce area must commit a minimum of .25 FTE staff to provide services at the one-stop center or unanimously agree to request a waiver from the State to allow a required program to commit less than a .25 FTE through either onsite program staff or contractor staff, onsite program staff or contractor staff who are cross-trained to deliver services on behalf of another required partner, or through onsite staff available via on-demand technology meeting the requirements of “direct linkage” as defined in Appendix I of these guidelines and 20 CFR Part § 678.305(d).</p>
<p><b>Reopening Plans – Continuous Review and Updates</b></p>	<p>3. The <a href="#">WIOA Notice 20-NOT-09 – General Reopening Guidance for American Job Centers</a>, issued in June 2021, was distributed to offer guidance for a safe return-to-work and reopening plan for American Job Centers. This Notice aligns with the <a href="#">Checklist for Reopening American Job Centers in Illinois</a> in accordance with the Governor’s “Restore Illinois” Plan and contains a required form for all centers listed in the notice to complete and submit to the Illinois WIOA Interagency Technical Assistance (TA) Team prior to offering in-person services.</p> <p>4. This <a href="#">Reopening Plan Form</a> is intended to be updated as circumstances change in a local area. LWIBs are required to review, update and submit new forms as substantive changes to reopening efforts occur. Consultation among partners during the PY 2022 MOU and Budget negotiations should include discussion on and review of this required form and any substantive changes must be incorporated, and updated forms must be submitted to the TA Team at <a href="mailto:wioaplan@illinoisworknet.com">wioaplan@illinoisworknet.com</a>.</p>
<p><b>Signature Guidance</b></p>	<p>5. The Illinois Office of Comptroller (IOC) has modified its procedures to allow for the submission of contract and grant obligation related documents containing electronic signatures as defined by the <a href="#">Electronic Commerce Security Act (5 ILCS 175)</a>. The Interagency Technical Assistance Team, which review and approve MOUs, recommend that local workforce areas and required</p>

program partners continue to provide physical wet signatures in PY 2022. The submission of physical wet signatures ensures that processes and payments will not be delayed.

**Requirements for using electronic signatures:**

1. Complete and submit a new [SCO-470 Contract Signature Authorization Form](#) which has been updated to include an electronic signature sample on the Specimen Signature (field #5).
  - a. The Agency Head approval signature on the Contract Signature Authorization Form (line 8), must be in wet ink, regardless of the type of signature supplied on the specimen signature line (line 5).
2. Check the box next to “Specimen signature is electronic.”
3. Designees must also submit a new [Contract Signature authorization Form](#) to use for the documents.
  - a. The electronic designee signature must incorporate both the Agency Head signature and his/her authorized designee signature
6. The IOC does not require a specific electronic signature format. The selection and format of electronic signatures is the agency’s decision but must comply with the requirements of the [Electronic Commerce Security Act](#). By submitting an agency-approved Contract Signature Authorization Form, the agency is certifying that it has adequate processes and written procedures governing its use of electronic signatures, ensuring compliance with the Act.
7. This guidance is effective on April 1, 2021, for documents executed on or after April 1, 2021, provided the agency’s new Contract Authorization Form is on file with the IOC. Documents electronically signed prior to April 1 will require email approval in accordance with [Accounting Bulletin 235](#) and [Accounting Bulletin 236](#).
8. The IOC encourages agencies to utilize electronic submission for contracts, grants, and obligations-related documents signed electronically. Prior to electronic submission of documents, agencies must sign a Memorandum of Understanding with IOC and submit test documents to IOC to verify that the documents submitted are in an acceptable format. Electronic document requirements include the following:
  - a. Optical character recognition (OCR)
  - b. Maximum file size of 25 MB
  - c. 200 dpi minimum

<p><b>REMINDER: PY 2022 Guidance for MOU Amendment Submittal</b></p>	<p>9. Consistent with Governor’s Guidelines – Revision 4, Section 2, Page 20, No. 19(k), the final, approved, one-stop operating budget is incorporated annually into the <a href="#">MOU</a> through amendment procedures, as defined in the MOU.</p> <ul style="list-style-type: none"> <li>a. The amended MOU with the associated budget must be submitted using the “<a href="#">Cover Page for Submittal of MOU Amendments and Annual One-Stop Operating Budgets</a>” (provided as Appendix H to the <a href="#">Governor’s Guidelines – Revision 4</a>).</li> <li>b. The following timeline and links are offered as a reminder for Program Year 2022: <ul style="list-style-type: none"> <li>i. <a href="#">Pre-program Year Planning Form</a> – Due by December 31, 2021</li> <li>ii. <a href="#">Report of Outcomes</a> – Due by April 15, 2022 <ul style="list-style-type: none"> <li>1. Draft <a href="#">one-stop operating budget spreadsheet</a></li> <li>2. Waiver request(s) (if applicable)</li> <li>3. <a href="#">Direct Linkage Checklist</a></li> </ul> </li> <li>iii. Final signed MOU with one-stop operating budget – Due by June 30, 2022 <ul style="list-style-type: none"> <li>1. <a href="#">Signature Pages</a></li> </ul> </li> </ul> </li> <li>c. All required documents must be submitted to the State on or before the established due date via electronic submission to <a href="mailto:wioaplan@illinoisworknet.com">wioaplan@illinoisworknet.com</a>.</li> </ul>
<p><b>Effective Date</b></p>	<p>This supplemental guidance is effective as the date of issuance. This guidance will be updated and revised as needed.</p>
<p><b>Contact Information</b></p>	<p>Any questions about this Supplemental Guidance should be directed to the WIOA Interagency Technical Assistance Team or the primary contact for each required program partner.</p>
<p><b>Attachments</b></p>	<p><i>In conjunction with this Supplemental Guidance, the following documents are available for download at the <a href="#">WIOA Implementation portal</a> and the <a href="#">WIOA ePolicy Manual</a>:</i></p> <ol style="list-style-type: none"> <li>1. <a href="#">Appendix H - Cover Page for Submittal of MOU Amendments and Annual One-Stop Operating Budget Spreadsheet</a></li> <li>2. <a href="#">Appendix J – MOU Template</a></li> <li>3. <a href="#">Appendix K – One-Stop Operating Budget Spreadsheet</a></li> <li>4. <a href="#">WIOA Notice 20-NOT-09 – General Reopening Guidance for American Job Centers</a></li> <li>5. <a href="#">Required Form to Document a Local Reopening Plan for American Job Centers</a></li> </ol>

	<ol style="list-style-type: none"><li data-bbox="558 197 1328 264">6. <a href="#"><u>Safe Reopening of American Job Centers Frequently Asked Questions</u></a></li><li data-bbox="558 268 1390 302">7. <a href="#"><u>Checklist for Reopening American Job Centers in Illinois</u></a></li></ol>
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