



FORWD DWG PROJECT IMPLEMENTATION PLAN



Department of Workforce Development

Division of Employment and Training

Bureau of Workforce Training

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Overview

Background and Purpose

On July 14, 2018, the United States Department of Labor issued [TEGL 04-18](#) providing guidance whereby eligible applicants can obtain National Disaster Recovery Dislocated Worker Grants (NDWGs) to create disaster-relief employment as well as to provide employment and training activities, including supportive services, to address economic and workforce impacts related to widespread opioid use, addiction, and overdose.

On November 21, 2024, DOL issued an award for \$4.3M to serve 305 eligible individuals directly impacted by the opioid crisis with reintegration into the workforce, providing them employment and training services to prepare them for self-sustaining employment critical to a stable recovery.

Period of Performance

The period of performance for the Fostering Opioid Recovery through Workforce Development (FORWD) NDWG is November 21, 2024 – November 20, 2026. Grant periods for individual subawards may vary.

Defined Roles

- Wisconsin Department of Workforce Development, Division of Employment and Training (DWD-DET) is the lead agency on the grant. DWD-DET will conduct periodic monitoring of grant subrecipients to ensure compliance and performance standards are being met. DWD-DET will also provide technical assistance, as needed, to ensure successful grant outcomes.
- Wisconsin Department of Health (DHS) will provide education and coordinate activities related to Individual Placement and Support.
- Local Workforce Development Boards (WDBs) are *project operators* of the grant and will provide employment and training services and disaster-relief employment opportunities to grant-eligible individuals.
- *Service Provider*: An entity that the local WDB (project operator) contracts with to provide FORWD DWG services.
- *Employer of Record*: The entity responsible for paying the FORWD DWG participant wages, taxes, and any applicable fringe benefits for disaster-relief employment services. The employer of record may be the project operator, a service provider, or another entity the project operator contracts with to serve in that capacity (e.g., a staffing agency). There may be more than one employer of record under one subaward.
- *Placement Site*: A physical location where temporary disaster-relief employment is performed.
- *Participant*: An individual who has been determined eligible for the FORWD DWG project and has received at least one participation-causing service funded by the FORWD DWG.

All partners will assist with outreach and recruitment activities and will make appropriate referrals to grant partners and other community resources, as needed.

Subawards

Funding Distribution

Funding will be distributed as outlined in the FORWD budget approved by the U.S. Department of Labor (DOL):

Contractual Category	Unit Cost	Quantity	Amount Funded by Program
Five Wisconsin Workforce Development Boards		2 years	\$3,939,943
TOTAL CONTRACTUAL COST			\$3,939,943

The funding allotted to five local Workforce Development is in the following award amounts:

Local WDB	Amount Funded	Participant Enrollments
2 – Employ Milwaukee, Inc.	\$1,023,598	91
4 – Fox Valley Workforce Development Board	\$1,027,748	68
7 – Northwest Wisconsin Workforce Investment Board	\$886,792.50	73
8 – West Central Wisconsin Workforce Development Board	\$575,154	27
11 – Southwest Wisconsin Workforce Development Board	\$426,645	46

Participants

Eligible Participants

Any individual interested in being considered for the FORWD DWG must be allowed to apply. All applicants must receive an eligibility determination.

Individuals who are determined eligible as a Dislocated Worker must be entered in ASSET using the Dislocated Worker program screens.

Individuals who are determined eligible under criteria #2, 3, or 4 must be entered in ASSET using the Adult program screens. The "FORWD Eligibility" criteria must be documented with a case note in ASSET that clearly identifies which eligibility criterion applies to the individual along with the applicable sub-criteria. *For example: Participants is eligible for FORWD as 3. a. an individual who is long-term unemployed and has not been employed in unsubsidized employment for 4 weeks or longer.*

Individuals are eligible for the FORWD DWG program if they:

- are authorized to work in the United States;
- are registered with Selective Service (if applicable); and
- meet the requirements for at least one of the following FORWD DWG eligibility categories:
 1. **Dislocated workers, as defined in WIOA section 3(15).**
 2. **Individuals temporarily or permanently laid off as a consequence of the opioid crisis.** For this eligibility category, DWD-DET defines "laid off" to include individuals who:
 - a. Experienced a temporary or permanent full separation from employment as a result of the opioid crisis;
 - b. Experienced a temporary or permanent reduction in work hours from full-time (32+ hours per week) to part-time (fewer than 32 hours per week) as a result of the opioid crisis; or
 - c. Left the workforce voluntarily or involuntarily, including retirees, due to familial or health-related concerns, including mental health/burnout, as a result of the opioid crisis. This may include, but is not limited to, individuals who separated from employment, such as individuals who were terminated from employment due to attendance issues resulting from opioid use disorder or a family member with opioid use disorder.

3. **Individuals who are long-term unemployed.** For the purpose of this eligibility category, DWD-DET defines "long-term unemployed" to include individuals who satisfy at least one of the following criteria:
- has not been employed in unsubsidized employment for 4 weeks or longer;
 - has not been employed for any length of time due to incarceration;
 - has not been employed for any length of time due to institutionalization;
 - has become justice-involved, and the nature of their justice-involvement resulted in a separation from employment and/or precludes them from returning to their previous employment, occupation, and/or industry;
 - is a student engaged in secondary and/or postsecondary education or other training program(s) and is not engaged in full-time unsubsidized employment;
 - has no work history and is entering the workforce for the first time; or
 - has received a full or partial Unemployment Insurance (UI) payment for 4 consecutive weeks. This includes, but is not limited to, individuals who are working part-time, but actively seeking full-time employment, and receiving partial UI payments.
4. **Self-employed individuals who became unemployed or significantly underemployed as a result of the opioid crisis.** For the purpose of this eligibility category, DWD-DET defines significantly underemployed as any individual who(se):
- is/was fully self-employed, but whose business revenue is/was reduced and/or expenses are/were increased as a result of the opioid crisis;
 - is/was fully self-employed, but whose income does not lead to economic self-sufficiency (ESS) based on a CEPT ESS calculation as a result of the opioid crisis;
 - business has closed or reduced hours of operation as a result of the opioid crisis.

FORWD Eligibility Criteria			
Participant Employment Goal	Individual wanting to reintegrate into the workforce	Worker who seeks training to provide relief to those impacted by the opioid crisis or address opioid recovery efforts in the local service area.	Disaster Relief Employment positions
Impacted by Opioid Crisis	Eligible participant who volunteers they have been impacted by the opioid crisis	Opioid impact is not required. Eligible participant may share impact, but volunteering status is not required.	Opioid impact is not required. Eligible participant may share impact, but volunteering status is not required.
Skills Training - career, training & supportive services	<ul style="list-style-type: none"> Skills training for in-demand occupations within the local area Skills training in opioid recovery and support occupations 	Skills training in opioid recovery and support occupations.	Approved DRE positions
Eligible Participants	<ol style="list-style-type: none"> Dislocated workers, as defined in WIOA section 3(15) Individuals temporarily or permanently laid off as a consequence of the opioid crisis Individuals who are long-term unemployed Self-employed individuals who became unemployed or significantly underemployed as a result of the opioid crisis. 		

* Participants cannot be required to disclose whether they have been impacted by the opioid crisis as a condition of their participation in grant-funded employment, activities, and services.

* Participants' disclosure of impact by the crisis **must be voluntary**.

Eligible participants for opioid-crisis Disaster Recovery DWGs are not required to have a history of opioid abuse or otherwise be personally affected by the opioid crisis to participate in grant-funded employment, activities, and services. However, to the extent that eligible participants are impacted by the opioid crisis, grantees must not reject or otherwise negatively treat participants who do have a history of opioid abuse or are otherwise personally affected as described below.

Disability and Medical Information Protections for Opioid Crisis Disaster Recovery DWG Participants

DWD intends the FORWD DWG to help reintegrate individuals with a history of opioid use into the workforce and create disaster-relief employment to address the economic and workforce impacts related to widespread opioid use, addiction, and overdose. Accordingly, project operators should be aware of requirements pertaining to the gathering and confidentiality of medical and disability information and the obligation under Department (DOL) civil rights regulations pertaining to protections for individuals with or without disabilities.

Eligible participants for opioid-crisis Disaster Recovery DWGs are not required to have a history of opioid abuse or otherwise be personally affected by the opioid crisis to participate in grant-funded employment, activities, and services. However, to the extent that eligible participants are impacted by the opioid crisis, grantees must not reject or otherwise negatively treat participants who do have a history of opioid abuse or are otherwise personally affected.

Participants' disclosure of impact by the crisis must be voluntary. Grantees may ask participants if they have been affected by the crisis as part of the process of determining what supportive services and other needs the participant may have, but these inquiries must comply with the requirements of this project as outlined below.

Grantees cannot require participants to disclose whether they have been impacted by the opioid crisis as a condition of their participation in grant-funded employment, activities, and services.

Inquiring about how an individual has been impacted by the opioid crisis.

Project operators/career planners may only ask the following question to determine that an applicant or eligible participant has been impacted by the opioid crisis:

- *Your answer to this question is voluntary. Do you, a friend, or any member of your family have a history of opioid use? Please answer "Yes" or "No".*

Confidentiality of medical and disability information

Under applicable law [29 CFR 38.41\(b\)\(3\)](#), grant recipients must maintain the confidentiality of medical information obtained about an individual. Medical and disability information must be kept confidential even if the individual volunteers without being asked. Information regarding an individual's disability is included in information that must be kept confidential, but any medical and disability information obtained must be kept confidential (whether or not the individual has a disability).

Example: An applicant may disclose that she previously has taken opioids legally with a prescription from her doctor (which is medical information but may or may not be disability-related). The grant recipient must keep that information in a separate file and limit which staff have access to that information, under [29 CFR 38.41\(b\)\(3\)](#) (which explains how to keep such information separately and who may have access to it).

Eligibility Documentation and ASSET Data Entry

Eligibility must be documented as outlined in the WIOA Title I-A & I-B Policy & Procedure Manual, Chapters [12.4.1](#) and [12.4.2](#).

Individuals who are determined eligible as a Dislocated Worker must be entered in ASSET using the Dislocated Worker program screens.

Individuals who are determined eligible under criteria #2, 3, or 4 must be entered in ASSET using the Adult program screens. The "FORWD Eligibility" criteria must be documented with a case note in ASSET that clearly identifies which eligibility criterion applies to the individual along with the applicable sub-criteria. *For example: Participants is eligible for FORWD as 3. a. an individual who is long-term unemployed and has not been employed in unsubsidized employment for 4 weeks or longer.*

[Policy 5.7 of the WIOA Title I- A & I-B Policy and Procedure Manual](#) based on [CFR § 38.41](#) requires all case notes and documents that reference or state FORWD or Fostering Opioid Recovery through Workforce Development are marked Confidential because there is no reasonable way to separate FORWD information that "could lead to the disclosure of a disability" from that which may not.

Participants under the age of 18, qualifying under any eligibility category, must be enrolled in the Dislocated Worker section, along with checking the NDWG Participant under 18 box in the Dislocated Worker screen. Checking of the box will allow enrollment of those under 18 years old. **DO NOT use this DW tab along with checking box for those over 18 years old.**

Selective Service registration must be documented as outlined in the WIOA Title I-A & I-B Policy & Procedure Manual, Chapter 12.3.1. Also, see the Work Authorization Verification Requirements for when work authorization is required and how to document it.

[Self-attestation](#) is allowable documentation for any eligibility criterion not specifically addressed in Chapters 12.3.1, 12.4.1, and 12.4.2.

FORWD DWG participation will be tracked via ASSET service entries by selecting an appropriate funding source (DWG Funded Grant) and Grant Identifier in each individual service. Each local WDB has an assigned Grant ID:

Local WDB	FORWD DWG Grant ID
2 – Employ Milwaukee	2402-DWG-WI-51
4 – Fox Valley	2404-DWG-WI-51
7 – Northwest Wisconsin	2407-DWG-WI-51
8 – West Central	2408-DWG-WI-51
11 – Southwest Wisconsin	2411-DWG-WI-51

For all services funded under the FORWD DWG grant staff must select "FORWD DWG" as the Qualifying Employer.

Co-enrollment in the Adult, Dislocated Worker, and/or Youth programs is encouraged, but not required. In order to be considered co-enrolled, the individual must receive a participation-causing service funded by each "co-enrolled" program.

Participant Outreach and Recruitment

All outreach materials related to the FORWD DWG must contain:

- the required "a proud partner of the American Job Center network" [branding](#) statement;
- required Equal Opportunity and Civil Rights Compliance language
"[Project operator/service provider] is an equal opportunity employer and service provider. If you have a disability and need assistance with this information, please dial 7-1-1 for Wisconsin Relay Service. Please contact [phone number] to request free-of-charge information in an alternate format, including a translation to your preferred language."; and
- the following statement
" This workforce product was funded by a grant awarded by the U.S. Department of Labor (DOL). The product was created by the recipient and does not necessarily reflect the official position of DOL. DOL makes no guarantees, warranties, or assurances of any kind, express or implied, with respect to such information, including any information on linked sites and including, but not limited to, accuracy of the information or its completeness, timeliness, usefulness, adequacy, continued availability, or ownership. This product is copyrighted by the institution that created it."
- language that states:
 - The percentage of the total costs of the program or project which will be financed with Federal money;
 - The dollar amount of Federal funds for the project or program; and
 - The percentage and dollar amount of the total costs of the project or program that non-governmental sources will finance.

The requirements of this term are separate from those in 2 CFR Part 200, and; when applicable, both must be complied with.

Allowable Services

Disaster-Relief Employment

For the purpose of Wisconsin's FORWD award, Disaster-Relief Employment may be used to place workers in positions as follows:

- **Individual Placement and Support (IPS) Employment Specialist** - these positions will help connect people with opioid use disorder to the supports they need to increase their quality of life, gain and maintain employment, and ultimately save lives.
- **Emergency Medical Technician** – these positions administer overdose-reversing drugs, address increased 911 call volume, and complete paperwork related to substance use disorder and overdoses and help save lives and provide humanitarian assistance by providing relief and suffering caused by opioid related EMT runs.
- **Social & Human Services Assistant, Social Service Aide, Student Monitor** - these positions will provide additional staff support to mental health professionals to save lives, and make treatment available and accessible and transport individuals to treatment and related services. A study about outpatient drug abuse treatment programs found that providing car, van, or contracted transportation services improved drug treatment retention and other treatment outcomes.

- **Teacher's Aide or Student Monitor** - these positions will alleviate suffering and overcome trauma and educational barriers of children removed from parental custody due to parental SUD or overdose death and coordinate with their teachers, school personnel, and social workers. Statistics gathered by the National Working Group on Foster Care and Education found that students in foster care score 16 to 20 percentile points below their peers on standardized tests, and only 54% of Wisconsin foster youth finish high school compared to 60% nationally.
- **Intake, Coordination, Housing, Employment & Social Service Navigator/ Care Coordinator** – these positions will provide one- on-one assistance to connect homeless, recently released offenders, emancipating foster youth, and others impacted by SUD with shelter, food, and services needed to reintegrate into life, parenting, and work.
- **Peer Recovery Supporter** – these positions will provide support to save lives and alleviate suffering to address the need to stay sober and reintegrate recovering individuals into life, parenting, and work. Positions including but not limited to
 - Certified Peer Specialist (CPS)
 - CCAR Recovery Coach
- **Social Service/ Children Services Case Aide, Aka Recovery Coach** - these positions will alleviate suffering of children removed or at risk of removal from their home due to parental substance by making face-to-face visits with these children, their parents, and kinship care providers. The support will assist caseworkers in Wisconsin.

Placement

Project operators will place eligible individuals in disaster-relief jobs at existing businesses operating legally within the State of Wisconsin (placement sites).

Placement sites may require individuals to complete a separate selection or screening process before they accept the individual for placement. Before accepting disaster-relief employment, each participant must receive and sign a Participant Placement Agreement (found in Appendix A). This agreement is a signed agreement between the subrecipient, the participant, and the placement site.

Hours and Duration

Participants in disaster-relief jobs may be employed for a maximum of 12 months or **2,040 hours**, whichever is longer. DWD-DET allows both part-time and full-time work schedules.

Wages and Benefits

The project operator is responsible for setting the pay rate for FORWD DWG participants. The employer of record is responsible for paying participant wages and benefits. Participant wages must be comparable to wages paid to other individuals engaged in similar occupations at the placement site who have similar training, experience, and skills.

In no case may participant wages be lower than the federal, state, or local minimum wage, whichever is higher. Hourly wage must be recorded in ASSET in the "Comments" section of the Disaster-Relief Employment service.

Fringe benefits must be provided in accordance with the benefits that the employer of record offers its employees working a similar length of time and doing the same type of work.

Overspending on Wages

DWD-DET requires project operators, through the employer of record, to pay for the wages and fringe benefits for hours worked by participants, even if there are no remaining subaward funds available to cover those expenses. Additionally, project operators, through the employer of record, are responsible for paying the wages and fringe benefits for hours worked by participants that exceed the maximum allowable hours or months worked (see Hours and Duration in this section of the PIP). Project operators cannot use funds from their WIOA Title I Adult and/or Dislocated Worker formula grants to pay for wages and/or fringe benefits that are provided under the FORWD DWG.

Disaster Related Employment is employment, and all local, state, and federal policies and employment laws apply, i.e. unemployment and worker's compensation insurance requirements apply, overtime for any time worked over 40 hours in a week, benefit eligibility, and wage payment. All hours worked by a participant working in a DRE placement must be paid for all hours worked even if the grant funds are not available. Failure to pay for hours worked is a wage and hour violation under the FLSA and could result in fines.

Placement Site Eligibility

To be eligible as a placement site under the FORWD DWG, an entity must:

1. Be located within the state of Wisconsin;
2. Be operating legally in the state of Wisconsin;
3. Receive written agreement addressing the placement of the participants from any unions that represent workers at the placement site; and
4. Not be federally debarred, suspended, or otherwise excluded from or ineligible for participation in federal programs or activities.

Placement Site Responsibilities

The following placement site responsibilities are outlined in further detail in the Placement Site Agreement (Appendix B):

1. Adhere to the description of job tasks, hours per week, and schedule established in the Participant Placement Agreement(s). The placement site must notify the project operator, as soon as is practicable, about any changes that need to be made to the terms in the Participant Placement Agreement(s).
2. Provide participants with a placement site orientation. DWD-DET requires an orientation to, at minimum, allow the participant to familiarize themselves with the placement site, learn about their job duties, and meet their supervisor. The participant's supervisor at the placement site, along with the participant, must complete and sign the Placement Site Orientation form (found in Appendix C).
3. Apply the same rules and working conditions to participants as regular employees or volunteers. The placement site must treat participants in the same manner as regular employees or volunteers, as applicable, regarding working conditions, breaks, background checks, drug testing, attendance policies, and other placement site rules and procedures.
4. Provide supervision. DWD-DET requires each participant to have an assigned supervisor at the placement site.
5. Track participants' time worked. DWD-DET requires placement sites to report participant work time to the employer of record.
6. Cooperate with monitoring activities. DWD-DET requires placement sites to agree to onsite visits by or information regarding FORWD from the subrecipient and/or DWD or DOL for monitoring activities, if applicable.

7. Designate a point of contact. DWD-DET requires placement sites to designate at least one point of contact for communications from DWD-DET, the subrecipient, and/or the employer of record.

Placement Site Involvement in Selecting Participants

Placement sites may be involved in selecting participants to fill open jobs if they desire. Placement sites may reserve the right to accept or decline participant placement based on their regular policies and procedures.

Placement Site Termination

A placement site may have its eligibility terminated by the project operator and/or an employer of record when:

1. It becomes unable to provide the participant(s) sufficient work hours as determined by the subrecipient;
2. It requests, in writing to the project operator, to end its involvement with the FORWD DWG program;
3. It is discovered that the placement site is having participants engage in activities outside the scope of FORWD DWG authorized activities;
4. It is discovered that the placement site has failed to meet any of the responsibilities outlined in "Placement Site Responsibilities" above;
5. There is a violation of any part of the Placement Site Agreement (Appendix B).

Placement Site Policies and Procedures

Participants must follow the established policies and procedures of the placement site. If there is a situation in which the participant is not following the established policies and procedures of the placement site, the placement site point of contact will notify the project operator contact, in writing, about the conduct. Placement sites reserve the right to end a participant's placement at their site. When appropriate, the project operator's point of contact should work to resolve the conflict between participants and appropriate staff at the placement site.

Project operators must document in an ASSET case note, in detail, any instances of disciplinary action and/or termination.

Placement at a Different Site After Termination

On a case-by-case basis, the project operator may opt to move a participant to a different placement site after termination at an initial site. The project operator must consider the circumstances of the situation (e.g., the participant has repetitively failed to follow work rules related to attendance, etc.). The project operator's determination must be consistent with WIOA's equal opportunity and nondiscrimination requirements.

Employer of Record Determination

The project operator is responsible for determining which entity(ies) to use as its employer(s) of record for disaster-relief employment. For the purposes of the FORWD DWG, an employer of record may be any one of the following:

1. The local WDB;
2. A service provider;
3. Another entity (e.g., staffing agency).

If the employer of record is an entity other than the local WDB, the subrecipient must have a signed Employer of Record Agreement with the entity (found in Appendix D).

Employer of Record Responsibilities

The employer of record is responsible for the following:

1. Paying participant wages;
2. Providing participants with worker's compensation insurance coverage, if applicable, OR if not applicable, providing some other form of adequate insurance for work-related activities;
3. Withholding, depositing, reporting, and paying employment taxes
4. Collecting all appropriate employment records from FORWD DWG participants, and retaining all appropriate employment records for at least three years;
5. Providing any fringe benefits as required by law and in accordance with the benefits that the employer of record offers its own employees working a similar length of time and doing the same type of work.; and
6. Cooperating with DOL, DWD-DET, and or subrecipient monitoring activities.

Depending on the employer of record, wages provided under this grant may be covered by an exclusion and, therefore, not subject to state unemployment taxes.

Employment and Training Services

All employment and training activities must take one or both of the following approaches:

- Reintegration of eligible participants who volunteer that they have been impacted by the opioid crisis. Reintegration activities include career, training, and supportive services.
- Providing career, training, and supportive services to eligible participants aimed at boosting the number of qualified professionals in fields that can have an impact on the crisis. The following are fields that can have an impact on the opioid crisis: addiction treatment, mental health treatment focused on conditions that can lead to or exacerbate opioid addiction and pain management services and practices that the applicant demonstrates could help reduce or avoid prescription painkiller addiction, with the ultimate goal of preparing medical and public health professionals to help impact the causes of the opioid crisis.

The use of DWG funds for training is subject to the limitations or requirements as applicable in 20 CFR part 680 and TEGL 19-16.

Career Services

Career services include training and job placement assistance to aid participants in finding and filling jobs in identified emerging or high-demand sectors. Allowable career services are described in detail in TEGL No. 19-16. Some examples of allowable career services include:

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

Training Services and Work-Based Training Models

Allowable activities include but are not limited to:

- Traditional classroom training is funded through Individual Training Accounts (ITAs), including apprenticeship programs on the state's Eligible Training Provider List; or

- Connecting businesses and eligible participants to on-the-job or customized training programs and apprenticeships to help facilitate reemployment.

Project operators may choose to apply their existing WIOA Title I-B training policies to FORWD DWG funds or may opt to establish training policies specific to the FORWD DWG. However, FORWD DWG grant funds spent on employment and training activities must not count towards any caps a local WDB may have for its WIOA Title I-B Dislocated Worker Program, Adult Program, or Youth Program.

In cases where training is provided using an Individual Training Account (ITA), the training program must be selected from [Wisconsin's Eligible Training Programs List \(ETPL\)](#). Training may be funded using a mechanism other than an ITA (e.g., contract) if the criteria identified at [20 CFR 680.320](#) are satisfied.

Supportive Services

Supportive services may be provided to participants who need them to enable participation in employment and training services and/or disaster-relief employment. FORWD DWG funds should be spent prior to WIOA Title I Adult, Dislocated Worker, and/or Youth program funding. As stated in [TEGL 4-18](#) (page 8), Project Operators **must not spend more than 20 percent of their DWG award on supportive services** for participants.

DWD-DET's [Supportive Services Policy](#) also applies to services provided under the FORWD DWG. Please note the list of supportive services outlined in DWD-DET's [Policy 8.6.2](#) and the related [Supportive Services – Example and Resource Guide](#) are not intended to be exhaustive or all-inclusive. Project operators can, and are encouraged to, make available other types of supportive services as determined necessary based on individual assessment(s).

These supportive services may include but are not limited to:

- Purchase and provision of items necessary for participants to perform disaster-relief employment;
- Healthcare, mental health treatment, addiction treatment, or other forms of outpatient treatment that may impact opioid addiction and related, underlying, or complicating conditions. **Note: Disaster Recovery DWG funds may not be used to pay the costs of in-patient drug treatment and rehabilitation programs;**
- Additional services needed to facilitate post-training employment of participants impacted by the opioid crisis;

Project operators may choose to apply their existing WIOA Title I-B supportive service policies to FORWD DWG funds or may opt to establish supportive service policies specific to the FORWD DWG. However, FORWD DWG grant funds spent on supportive services must not count towards any caps a local WDB may have for its WIOA Title I-B Dislocated Worker Program, Adult Program, or Youth Program.

Reimbursement for mileage must not exceed the rates established for Federal employees. Costs for grant-funded supportive services must be reasonable, as defined in DWD-DET's 8.6.2 [Supportive Services Policy](#), and align with 2 CFR Part 200 Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards.

Needs-Related Payments

Subrecipients are strongly encouraged to provide [Needs-Related Payments](#) to FORWD DWG participants when allowable and indicated as a need based on assessment.

Needs-related payments can be made to project participants to help them cover non-training expenses while participating in a training program. Without the help of needs-related payments, participants may be unable to successfully participate in training.

For the purposes of providing needs-related payments, project participants will be considered Adults and payments will be based on the Adult program needs-related payments criteria outlined in [20 CFR 680.940](#)

Needs-related payments are not taxable. Participants should not report them as income, and IRS Form 1099 does not apply.

Eligibility Criteria

To receive needs-related payments, participants must, at minimum, be:

- unemployed;
AND
- not receiving unemployment insurance (UI) benefits or **Trade Readjustment Allowances (TRA)** because the individual does not qualify or is an exhaustee;
AND
- enrolled in a training program that has already begun or will begin within 30 calendar days.

Payment Levels

Consistent with [20 CFR 680.970\(a\)](#), DWD-DET has determined that payment levels for the statewide projects cannot exceed the federal poverty level at the time of the individual's project participation date. The Federal Annual Income Poverty Level should be divided by 52 weeks to obtain the maximum weekly rate. [2024 Federal Poverty Level](#)

Communication & Technical Assistance

DWD-DET will host a monthly FORWD DWG conference call. All project operators are strongly encouraged to have at least one staff member participate in these calls. During these calls DWD-DET will answer FORWD questions, discuss progress, and facilitate discussions on challenges and successful practices.

DWD-DET reserves the right to cancel these calls on a case-by-case basis; or entirely if they are no longer needed.

Subrecipients may also request individualized technical assistance or reach out with project related questions by emailing DETWIOAnalysts@dwd.wisconsin.gov.

Co-Enrollment

Co-enrollment between the FORWD DWG and other WIOA programs is strongly encouraged but is not required.

Individuals are considered to be "co-enrolled" when they have received [participation-causing](#) services funded by the FORWD DWG and another program.

In cases where project-eligible individuals are co-enrolled in programs that participate in Wisconsin's [Common Exit](#) policy performance outcomes will count towards all co-enrolled programs.

Monitoring

General Requirements

DWD-DET and its subrecipients must provide regular oversight and monitoring of FORWD DWG subawards to ensure:

1. Compliance with WIOA and its regulations, including the nondiscrimination, disability, and equal opportunity requirements;
2. Compliance with the terms and conditions of the subaward;
3. Expenditures are appropriate and accurately reported; and
4. Performance goals are on track to be achieved.

Monitoring by DWD-DET

DWD-DET will perform monthly desk monitoring of project enrollments and expenditures to evaluate if project operators are on track to meet goals; this may be reduced to quarterly monitoring as the grant period of performance progresses. DWD-DET will also monitor to ensure that participants served under the project are eligible. Monitoring will use information from ASSET and COMET. DWD-DET will take appropriate action to address any concerns (e.g., technical assistance, training, de-obligation of funds, termination of subaward). Additionally, DWD-DET will perform compliance reviews of case files and fiscal files at least once during the grant performance period. After the review, DWD-DET will issue a written evaluation of the results and a description of any required corrective action to the project operator(s). DWD-DET may determine that additional monitoring is required and reserves the right to perform monitoring activities at any time.

Monitoring by Project Operators

Project operators must review project enrollments and expenditures to ensure that the project is on track to meet goals. Additionally, project operators are responsible for monitoring their service providers, if applicable, at least once per program year, for the duration of the subaward. Monitoring must include a review of case files and fiscal files for compliance with the terms of the subaward and with federal, state, and local requirements.

Monitoring of Disaster-Relief Employment Placement Sites

In cases where disaster-relief employment services are provided, the project operator and/or its service provider(s) must monitor each placement site at least once during the participant(s) engagement at the placement site. At a minimum, this monitoring must evaluate:

- Whether work being performed by participants falls within the scope of work of the FORWD DWG, and
- Whether the terms and conditions of the Placement Site Agreement are being fulfilled.

Reporting

DWD-DET Federal Requirements

DWD-DET is required to submit quarterly financial reports (ETA-9130), performance reports, and narrative reports (ETA-9179) to U.S. DOL no later than 45 calendar days after the end of each reporting quarter.

Quarterly performance reports are submitted via the Workforce Integrated Performance System (WIPS) using data from the Participant Individual Record Layout (PIRL). Wisconsin's PIRL report is generated using data entered in DWD-DET's Automated System Support for Employment and Training (ASSET).

Subrecipient/Project Operator Requirements

DWD-DET requires FORWD DWG subrecipients and/or project operators to submit Financial Status Reports (FSRs) monthly via its Contract Management for Employment and Training (COMET) system.

DWD-DET also requires FORWD DWG subrecipients and/or project operators to submit Quarterly Narrative Reports no later than 24 days after the end of each reporting quarter using the format provided in Appendix E of this PIP. Quarter end dates are March 31, June 30, September 30, and December 31.

Grievance Procedures

Any grievances related to the FORWD DWG will be handled by the WDBs in compliance with [DWD Admin Memo 14-04](#).

Appendix Note: Appendix documents A – D should be uploaded to the participant's file in ASSET for a DRE participant.

APPENDIX A: PARTICIPANT PLACEMENT AGREEMENT

BACKGROUND

Wisconsin's Fostering Opioid Recovery through Workforce Development (FORWD) Disaster Recovery National Dislocated Worker Grant (DWG) funds disaster-relief jobs that meet the opioid crisis-related needs in the local workforce area. These are **temporary jobs** that allow eligible individuals (participants) to be placed in approved DRE positions as stated above in the DRE section. These disaster-relief jobs are limited to 12 months or 2,040 hours, whichever is longer.

The participant identified below, will be assigned to a placement site to perform temporary work. The employer of record, listed below, is responsible for paying the participant's wages and, if applicable, fringe benefits; the employer of record is not necessarily the same as the placement site. The participant's compensation will be the same or similar to that paid to others who perform similar work for the same placement site and who have similar training and experience.

PURPOSE OF THE AGREEMENT

The purpose of this agreement is to define terms and conditions related to the participant's disaster-relief employment under the FORWD DWG. If, during the course of the temporary employment, any of the information found in this form changes, a new agreement must be completed and signed by all parties.

PARTICIPANT INFORMATION

Participant's Name	
Participant's Address	
Participant's Email	
Participant's Phone Number	

PARTICIPANT'S EMERGENCY CONTACT

In case of an emergency, the project operator or placement site staff will contact:

Contact Name	
Relationship to Participant	
Contact's Phone Number	
Contact's Address	

EMPLOYER OF RECORD

The employer of record will pay the participant's wages and, if applicable, fringe benefits. If applicable, the employer of record will provide worker's compensation coverage for the participant, or, if not applicable, provide another adequate form of insurance coverage for work-related injuries. The employer of record will also pay unemployment insurance taxes, if applicable. The employer of record will file with the Social Security Administration and furnish to the participant Form W-2, Wage and Tax Statement, showing the wages paid and taxes withheld for the year. For this disaster-relief job, the participant's employer of record is:

Employer of Record Name	
Name of Contact Person	

Contact's Email	
Contact's Phone Number	

PLACEMENT SITE RESPONSIBILITIES

As part of this agreement, and to be an eligible placement site under the FORWD DWG, the placement site will:

- Assign the participant a supervisor;
- Provide an orientation to the participant and ensure the Placement Site Orientation Checklist is completed;
- Cooperate with the employer of record's timesheet process to ensure accurate tracking of participant's work hours;
- Provide the same working conditions and apply the same policies to the participant as provided and applied to their regular employees and/or volunteers.

PARTICIPANT'S JOB TITLE: _____

JOB TASKS

Describe the **tasks** the participant will be expected to perform. (attach additional pages if needed)

WAGES, HOURS, AND WORK SCHEDULE

The information contained in this section only applies to work hours covered by the FORWD DWG.

Disaster-relief Job Rate of Pay	\$. per hour
Anticipated Start Date	
Estimated Hours per Week	
Anticipated Number of Weeks	

Monday		to	
Tuesday		to	
Wednesday		to	
Thursday		to	
Friday		to	
Saturday		to	
Sunday		to	

-OR-

Variable work schedule

BENEFITS

In some cases, the employer of record will provide benefits, such as paid time off, health insurance, etc., to the participant.

Will the participant receive benefits? Yes No

If yes, list the benefits in detail here (attach an additional sheet, if necessary):

--

PROBLEMS AT THE WORKSITE

The placement site is required to notify the employer of record in writing of any situation that could result in the termination of the participant's job placement.

The participant is encouraged to contact the project operator or service provider with any issues or concerns, including safety concerns or being asked to perform work not covered by this agreement. The project operator or its service provider will work with the participant and placement site to attempt to resolve the issues or concerns.

Name of Project Operator/Service Provider Contact	
Contact's Email	
Contact's Phone Number	

COPIES OF THE PARTICIPANT PLACEMENT AGREEMENT

The project operator must provide a copy of this agreement, including required attachments, to the participant and the placement site, and the project operator must retain a copy in the participant's case file. The placement site must ensure that the participant's placement site supervisor has access to this agreement.

ASSURANCES

FORWD DWG participants are protected from discrimination and guaranteed equal opportunity for programmatic access in accordance with the following:

- Section 188 of the Workforce Innovation and Opportunity Act (WIOA), which prohibits discrimination against all individuals in the United States on the basis of race, color, religion, sex (including pregnancy, childbirth, and related medical conditions, transgender status, and gender identity), national origin (including limited English proficiency), age, disability, or political affiliation or belief, or against beneficiaries on the basis of either citizenship status or participation in any WIOA Title I-financially assisted program or activity;
- Title VI of the Civil Rights Act of 1964, as amended, prohibits discrimination on the basis of race, color, and national origin;

- Section 504 of the Rehabilitation Act of 1973, as amended, which prohibits discrimination against qualified individuals with disabilities;
- The Age Discrimination Act of 1975, as amended, prohibits discrimination on the basis of age; and
- Title IX of the Education Amendments of 1972, as amended, prohibits discrimination on the basis of sex in educational programs.

SIGNATURES

By signing below, I agree to all of the terms, conditions, initialed acknowledgements, and responsibilities listed in this agreement, as they are applicable to me and/or my organization for the purpose of carrying out the FORWD DWG.

Participant Date

Authorized Representative with Placement Site Date

Authorized Representative with Project Operator or Service Provider Date

APPENDIX B: PLACEMENT SITE AGREEMENT

BACKGROUND

Wisconsin's Fostering Opioid Recovery through Workforce Development (FORWD) Disaster Recovery National Dislocated Worker Grant (DWG) will fund temporary disaster-relief jobs for project participants. FORWD DWG funds will be used to pay the wages and fringe benefits of participants. The **project operator** (or its **service provider**) oversees the administration of the grant, including the participant's placement at a **placement site**. The **employer of record** pays the participant wages and covers other employment-related costs. The employer of record may or may not be the same entity as the project operator.

PURPOSE OF THIS AGREEMENT

This agreement defines the terms and conditions for a placement site accepting FORWD DWG participants who will perform disaster-relief employment for and on behalf of the placement site.

PROJECT OPERATOR INFORMATION

Organization Name	
Organization Address	
Name of Contact	
Contact's Email	
Contact's Phone Number	

SERVICE PROVIDER INFORMATION (IF APPLICABLE)

Organization Name	
Organization Address	
Name of Contact	
Contact's Email	
Contact's Phone Number	

EMPLOYER OF RECORD INFORMATION

Organization Name	
Organization Address	
Name of Contact	
Contact's Email	
Contact's Phone Number	

TERMS AND CONDITIONS

The placement site accepting FORWD DWG participants agrees to the following terms and conditions:

1. The placement site will adhere to the description of job tasks, hours per week, and schedule established in the Participant Placement Agreement for each participant and will notify the project operator, as soon as is practicable, about any changes that need to be made to these terms. The placement site is responsible for compensation owed to participants who work more than 40 hours a week.
2. The placement site must assign a supervisor for all participants.
3. The placement site must provide an orientation to all participants and is responsible for having the participant and the participant's supervisor complete the Participant Orientation Form. The placement site must provide the project operator (or its service provider) with the original signed form.
4. The placement site agrees to cooperate with any FORWD DWG monitoring activities, including onsite monitoring visits by, or information requests from; the U. S. Department of Labor, Wisconsin Department of Workforce Development and/or the project operator or its service provider.
5. FORWD DWG participants will be treated the same as the placement site's regular employees or volunteers, as applicable, regarding working conditions, breaks, background checks, drug tests, attendance policies, and other placement site rules and procedures.
6. The Placement Site assures that:
 - a. It has the ability to comply with the nondiscrimination and equal opportunity provisions of the following laws and will remain in compliance for the duration of the award of federal financial assistance:
 - 1) Section 188 of the Workforce Innovation and Opportunity Act (WIOA), prohibits discrimination against all individuals in the United States on the basis of race, color, religion, sex (including pregnancy, childbirth, and related medical conditions, transgender status, and gender identity), national origin (including limited English proficiency), age, disability, or political affiliation or belief, or against beneficiaries on the basis of either citizenship status or participation in any WIOA Title I-financially assisted program or activity;
 - 2) Title VI of the Civil Rights Act of 1964, as amended, prohibits discrimination on the bases of race, color, and national origin;
 - 3) Section 504 of the Rehabilitation Act of 1973, as amended, prohibits discrimination against qualified individuals with disabilities;
 - 4) The Age Discrimination Act of 1975, as amended, prohibits discrimination on the basis of age; and
 - 5) Title IX of the Education Amendments of 1972, as amended, prohibits discrimination on the basis of sex in educational programs.
 - b. It will comply with 29 CFR Part 38 and all other regulations implementing the laws listed above.
7. The placement site agrees to notify the project operator (or its service provider) in writing of any situation that could result in disciplinary action and/or termination of the participant's job placement.

APPENDIX C: PLACEMENT SITE ORIENTATION CHECKLIST

FORWD DWG participants must receive an orientation at the placement site. This checklist identifies the items that must be addressed in the orientation. This completed form must be returned to the project operator or its service provider.

(Mark each checkbox that the participant received)

- A review of the work schedule
- Placement site policies and procedures, as applicable, including:
 - Dress Code
 - Attendance
 - Breaks during work hours
 - Interactions with co-workers and the public
 - Accident Reports
 - Other (please list)

-
- Location of supplies and tools needed for work
 - Any required safety equipment and/or other safety requirements
 - How to report any issues or concerns related to the placement
 - How to complete and submit timesheets

SUPERVISOR NAME AND TITLE _____

SUPERVISOR PHONE NUMBER _____

SUPERVISOR SIGNATURE _____ **DATE** _____

By signing this, I attest that the placement site staff reviewed the above information with me.

PARTICIPANT SIGNATURE _____ **DATE** _____

APPENDIX D: EMPLOYER OF RECORD AGREEMENT

BACKGROUND

Wisconsin's Fostering Opioid Recovery through Workforce Development (FORWD) DWG will fund temporary disaster-relief jobs for project participants. The **project operator** (or its **service provider**) oversees the administration of the grant and provides the funds for the employer of record to cover allowable expenses. The **employer of record** pays the participant wages and covers the other employment-related costs listed in this agreement.

PURPOSE OF THIS AGREEMENT

This agreement designates an organization to serve as an employer of record and establishes the terms and conditions of that designation, for the purpose of carrying out the FORWD DWG.

PROJECT OPERATOR INFORMATION

Organization Name	
Organization Address	
Name of Contact	
Contact's Email	
Contact's Phone Number	

SERVICE PROVIDER INFORMATION (IF APPLICABLE)

Organization Name	
Organization Address	
Name of Contact	
Contact's Email	
Contact's Phone Number	

EMPLOYER OF RECORD INFORMATION

Organization Name	
Organization Address	
Name of Contact	
Contact's Email	
Contact's Phone Number	

TERMS AND CONDITIONS

The employer of record for this grant agrees to the following terms and conditions:

1. The employer of record assures that:
 - a. It has the ability to comply with the nondiscrimination and equal opportunity provisions of the following laws and will remain in compliance for the duration of the award of federal financial assistance:
 - 6) Section 188 of the Workforce Innovation and Opportunity Act (WIOA), prohibits discrimination against all individuals in the United States on the basis of race, color, religion, sex (including pregnancy, childbirth, and related medical conditions, transgender status, and gender identify), national origin (including limited English proficiency), age, disability, or political affiliation or belief, or against beneficiaries on the basis of either citizenship status or participation in any WIOA Title I-financially assisted program or activity;
 - 7) Title VI of the Civil Rights Act of 1964, as amended, prohibits discrimination on the bases of race, color, and national origin;
 - 8) Section 504 of the Rehabilitation Act of 1973, as amended, prohibits discrimination against qualified individuals with disabilities;
 - 9) The Age Discrimination Act of 1975, as amended, prohibits discrimination on the basis of age; and
 - 10) Title IX of the Education Amendments of 1972, as amended, prohibits discrimination on the basis of sex in educational programs.
 - b. It will comply with 29 CFR Part 38 and all other regulations implementing the laws listed above.
2. The employer of record will collect FORWD DWG timesheets and pay participant wages based on the hours recorded on the timesheet at the rate of pay established in the Participant Placement Agreement.
3. The employer of record will pay fringe benefits to participants as required by law and in a manner that aligns with its existing policies, as applicable.
4. The employer of record will provide participants with worker's compensation insurance coverage, if applicable, or, if not applicable, will provide another adequate form of insurance coverage for work-related injuries.
5. The employer of record will pay unemployment insurance tax, if applicable, for the income earned by participants.
6. The employer of record will withhold, deposit, report, and pay employment taxes in line with the federal Internal Revenue Service and any applicable state taxation agency's guidelines. Furthermore, the employer of record will file with the Social Security Administration and furnish to the participant Form W-2, Wage and Tax Statement, showing the wages paid and taxes withheld for the year.
7. The project operator or its service provider will provide the employer of record the funds necessary to cover participant wages, fringe benefits (if applicable), worker's compensation coverage or other similar coverage, unemployment insurance taxes (if applicable), and

employment taxes (e.g., Federal Insurance Contribution Act taxes) for work participants perform under the FORWD DWG.

8. The employer of record will collect all appropriate employment-related records for participants and retain all appropriate employment records for at least three years.
9. The employer of record agrees to cooperate with any FORWD DWG monitoring activities, including onsite monitoring visits by, or information FORWDs from, the U. S. Department of Labor, Wisconsin Department of Workforce Development and/or the project operator or its service provider.
10. If the employer of record plans to temporarily close or does temporarily close for any reason, the employer of record must promptly notify the project operator or its service provider and indicate when it is anticipated that execution of this agreement will resume.
11. This agreement may be terminated by the project operator or the employer of record at any time by providing written notice to the signatories of this agreement.
12. This agreement will terminate no later than November 20, 2026, the planned end date of the FORWD DWG.

SIGNATURES

By signing below, I agree to all of the terms and conditions included in this agreement.

Authorized Representative with the Employer of Record

Date

Authorized Representative with the Project Operator

Date

APPENDIX E: FORWD DWG SUBAWARD QUARTERLY REPORT

DWD-DET will use the information from this quarterly report to monitor the progress of the subaward, help the subrecipients and/or project operators identify implementation challenges, and identify any promising practices to be shared with others. DWD-DET will also use the information to complete the ETA-9179 quarterly narrative report due to DOL.

Reports are due no later than 24 days after the last day of the calendar quarter. Submit progress reports to DETWIOAnalysts@dwd.wisconsin.gov.

[Link](#) to fillable report template

SECTION I: PROJECT OPERATOR INFORMATION

- A. Project Operator:
- B. Subaward ID:
- C. Quarter Reporting (quarter end date)

SECTION II: PROGRESS TOWARD SUBAWARD GRANT GOALS

- A. Provide an update on your project's progress for the quarter. Include a description of key accomplishments and outcomes achieved.
- B. Provide an update on outreach activities conducted this quarter. Provide a copy of any outreach documents (e.g., flyers, mailers) developed this quarter.
- C. If applicable, provide a detailed update on the number of individuals participating in disaster relief employment and the type of work they performed this quarter.
- D. Provide a detailed update on supportive services provided this quarter, and how the services contributed to a participant's ability to fully participate in project-funded activities.
- E. Describe any other key activities completed this quarter, including partnership development and coordination with other organizations involved in addressing the opioid crisis.
- F. Provide a detailed update of any performance improvement efforts conducted this quarter including monitoring activities and training and technical assistance activities.
- G. Describe next steps or additional activities planned in the next quarter.
- H. If there are no updates for this section, explain why.

SECTION III: DEVELOPMENT AND IMPLEMENTATION OF EFFECTIVE PRACTICES AND PROGRAM MODEL STRATEGIES

- A. Describe the progress of project goals, benchmarks, milestones, special events, important deadlines, and deliverables.
- B. Provide any updates on key deliverables such as educational curriculum, websites, and other resources.

- C. Summarize any challenges or concerns that may have affected or slowed grant progress and how the project intends to resolve them.
- D. Describe the next steps or key focus areas planned for the project in the next quarter.
- E. If there are no updates for this section, indicate such.

Section VI. Status Update on Strategic Partnership Activities

- A. Describe the partners that are currently involved in this project and the specific roles and contributions of each partner.
- B. Report any new partners that have been brought into the project or identify any previous partners that have left the project.
- C. Identify any challenges encountered and/or resolved in the development and management of the partnership(s).
- D. If you have no updates for this section, explain why.

SECTION V: KEY ISSUES AND TECHNICAL ASSISTANCE NEEDS

- A. Summarize any significant issues, or challenges encountered during the quarter and any resolution to issues or challenges identified in previous quarters. Describe actions taken or plans to address the identified issues or challenges.
- B. Describe any questions you have for DWD-DET and/or any technical assistance needs.

SECTION VI: SIGNIFICANT ACTIVITIES, ACCOMPLISHMENTS, AND SUCCESS STORIES

- A. Describe in detail any promising practices, innovative processes, and/or strategic partnerships your project developed or engaged in during this quarter.
- B. If available, please highlight one or two subaward- or participant-level success stories from this quarter. If providing a participant success story, ensure a release of information is on file. In documenting the success story, please describe:
 - a. background, problem, issue, or concern prior to the project involvement;
 - b. response or intervention provided by the project;
 - c. results and outcomes, including who benefited and what changed or improved; and
 - d. evidence of the success, including how the data was obtained and the methods used to measure success.

SECTION VII: EVIDENCE AND EVALUATION

- A. If applicable, describe how you are using or planning to use data, evidence, and evaluation findings to make improvements to the project. Include a discussion on accomplishments, strategies being implemented, and any barriers to success.
- B. If applicable, please include information on any studies or evaluations you are conducting related to your project, including any internal evaluations. Describe the study, data source(s), and whether a third party is managing this project.
- C. As part of the evaluation described above (if applicable), or as a separate project, are you using, or do you plan to use administrative data to better understand the FORWD DWG, your subaward, or

the population you are serving? If so, what data sources are you using, or would you like to use? What research or management questions can this data help answer?

D. If you have no updates for this section, explain why.

SECTION VIII: PROJECT DATA REPORT

Fill in the Data Report Table for the end of each reporting quarter.

Participants	Cumulative Number
Number Receiving Career Services	
Number Receiving Supportive Services	
Number Receiving Training Services	
Number Receiving Disaster-Relief Employment	
Total Number of Participants	
Exits	
Expenditures	Cumulative Amount
Career Services Amount	
Supportive Services Amount	
Training Services Amount	
Disaster-Relief Employment Amount	
Administrative Costs	
Total Expenditures	