SUBJECT: PROGRAM YEAR 2017 WEATHERIZATION GRANT GUIDANCE

This guidance includes the following sections:

1.0 Purpose
2.0 Program Priorities and Initiatives
3.0 Funding
4.0 Applications for WAP Annual Formula Grants
5.0 Weatherization Program Policy Notices
6.0 Website Information

1.0 PURPOSE

To issue grant guidance and management information for the Weatherization Assistance Program (Weatherization or WAP) for Program Year (PY) 2017 based on the following documents:

- Attachment 1: Administrative and Legal Requirements Document (ALRD)
- Attachment 2: Application Instructions, to be used by all States, Territories, and Native American Tribes (and locals, if applicable) as supplemental information when applying for direct grants under the Weatherization Assistance Program for Low-Income Persons.

Congress is deliberating a Continuing Resolution for Fiscal Year (FY) 2017. For planning purposes, until a final full year FY 2017 budget is passed and signed by the President, Grantees should develop their State Plans using the same funding level as the Department of Energy (DOE or Department) 2016 Appropriated Funds outlined in WPN 16-2a.

While WPN 16-2a allocations will suffice for FY 2017 planning purposes, DOE will adjust the allocations to Grantees based on final FY 2017 appropriations. Therefore, all Grantees are advised to include language in their draft plans and in public hearing notices that clearly explain that final allocations will include adjustments from the planning numbers reflected in WPN 16-2a and the draft state plan necessary to align with final DOE appropriations for WAP.
Also note, while Grantees may plan to the full 16-2a allocation, DOE will determine the amount of funds that will be available for obligation based on available appropriations.

Once a FY17 budget is passed and signed by the President, DOE will issue a Program Notice, *Program Year 2017 Grantee Allocations.* At that time, all Grantees that have approved plans for Program Year (PY) 2017 will then begin a budget modification process.

### 1.1 SCOPE

The provisions of this Guidance apply to Grantees or other entities named in the Notification of Grant Award as the recipient(s) of financial assistance under the Department of WAP.

### 1.2 LEGAL AUTHORITY

Title IV, Energy Conservation and Production Act, as amended, authorizes the Department to administer the WAP (42 U.S.C. § 6861, *et. seq.*). All grant awards made under this program shall comply with applicable law and regulations including, but not limited to, the WAP regulations contained in the Code of Federal Regulations (CFR) at 10 CFR 440 and DOE Financial Assistance Rules at 2 CFR 200.

A table has been updated in Section 5.0, which lists active WPNs. This table provides references to relevant issues to assist Grantees in the development of their Grantee WAP plans, policies and procedures. This section also includes memoranda that have been issued by the Program Office updating Grantees on current activities and issues that are of general interest to the network.

### 2.0 PROGRAM PRIORITIES AND INITIATIVES

From time to time, DOE undertakes initiatives to improve the WAP operations and effectiveness. This Section informs Grantees of these priorities. They are not considered program policy until provided in a related WPN. The following are currently under consideration by DOE:

#### 2.1 WAP NATIONAL EVALUATION

DOE released the results of the National Evaluation of the Weatherization Assistance Program on September 16, 2015. Led by the Oak Ridge National Laboratory, the purpose of the peer-reviewed evaluation was to conduct detailed analysis of the WAP Program Year 2008 (Retrospective Evaluation) and operations during the 2010 year of the American Recovery and Reinvestment Act of 2009 (Recovery Act Evaluation). The statistically robust results demonstrate that weatherization provides cost-effective energy savings and health and safety benefits to American families.

Extensive information on these studies, including a Summary Fact Sheet, Executive Summaries of both studies, and study reports can be found at:

2.2 PARTICIPATION IN ADDITIONAL EVALUATIONS/STUDIES
DOE encourages WAP Grantees and Subgrantees to participate in studies related to weatherization programs. Particularly, Grantees are urged to conduct regular program evaluations. While national-level studies allow us to see macro elements, by participating in well-designed state-level or regional-level studies, more clarity can be attained on the impact specific protocols have on the energy savings and other benefits garnered through WAP. Grantees are urged to establish a protocol for Subgrantees to follow when asked to participate in a study. This policy should include what the study is about and ensure that WPN 10-08 Weatherization Guidance on Maintaining the Privacy of Recipients of Services is followed. If Grantees need assistance in establishing or reviewing these protocols, please contact your respective DOE Project Officer.

2.3 HEALTH AND SAFETY
Health and safety for both workers and occupants continues to be a top priority for DOE. Over the years, a number of new standards and concerns have been addressed to ensure that weatherization activities do not cause or exacerbate health and safety problems. As new standards and concerns arise, DOE strives to address them accordingly. As such, DOE periodically updates Program Guidance to reflect implementation – one example being ASHRAE 62.2. Required implementation of ASHRAE 62.2 began in PY 2012 and is republished every three years in the spring. Grantees should plan for necessary training and the requirement of full implementation in 2017.

2.4 MULTIFAMILY RETROFIT TOOLS AND WORKFORCE RESOURCES
DOE continues to support the development of multifamily tools to advance the WAP’s ability to address this building type. In recent years, DOE sponsored the development of Standard Work Specifications (SWS) for multifamily home energy upgrades to ensure that energy efficiency upgrades are effective, durable, and safe. Multifamily Job Task Analyses (JTAs) were developed, cataloguing the knowledge, skills, and abilities (KSAs) that multifamily practitioners use to perform jobs effectively and safely. The JTAs provide a foundation for developing high-quality training and credentialing programs.

Oak Ridge National Laboratory (ORNL) recently completed the Multifamily Tool for Energy Audits (MulTEA), which produces an investment grade energy audit to provide auditors with an improved energy simulation and weatherization measure selection tool for multifamily buildings. The tool calibrates building energy use using historical weather data that prevailed during that utility billing period. To gain access to MulTEA, please contact Mark Ternes at ORNL via email ternesmp@ornl.gov.

2.5 QUALITY WORK PLAN IMPLEMENTATION
DOE continues working with Grantees and Subgrantees to ensure that independent, third-party inspections are conducted and results are shared with relevant parties. The third-party inspections must be conducted by certified Quality Control Inspectors. As of September 30, 2016, more than 1600 Quality Control Inspectors (QCI) have received certification. To maintain certification, retesting on a 3-year cycle is required. The written exam can be skipped and only the field test re-taken if the certificate has acquired sufficient Continuing Education Units (CEUs) according to BPI’s policy. Current policy requires at least 24 qualifying CEUs to maintain certification.
without re-taking the written exam. View BPI’s QCI Certification Scheme Handbook for more details about maintaining certification:


Training within the network will continue; however, DOE continues working with Grantees and Subgrantees to ensure that independent, third-party inspections are conducted and results are shared with relevant parties. Contractors who repeatedly fail to perform to Program expectations must be disqualified from performing work in the future. Grantees must establish protocols to remove poor performers in their network.

### 2.6 National Environmental Policy Act Information (NEPA)

DOE has determined the following activities included in the WAP ALRD 2016 are categorically excluded from further NEPA review, absent extraordinary circumstances, cumulative impacts, or connected actions that may lead to significant impacts on the environment, or any inconsistency with “integral elements” (as contained in 10 CFR Part 1021, Appendix B) as they relate to a particular project, and adhere to the applicable State’s programmatic agreement with the cognizant State Historic Preservation Office (SHPO).

1. Administrative activities associated with management of the designated Weatherization Office and management of programs and strategies in support of weatherization activities.

2. Development and implementation of training programs and strategies for weatherization effort, including initial home audits, final inspections and client education.

3. Purchase of vehicles and equipment needed for weatherization audits.

4. Weatherization activities provided that projects apply the restrictions of each state’s programmatic agreement with SHPO, and are limited to:
   - Installation of many types of insulation;
   - Air sealing (caulk, door sweeps, weather-stripping, etc.)
   - Heating and cooling system safety checks (clean & tunes)
   - Efficiency Modifications (burner retrofits, replacement of controls – thermostats, valves and adjustments, and replacement of heating and cooling systems)
   - Energy Efficiency retrofits (replacement of heating and cooling systems including domestic hot water heaters)
   - Duct modifications and sealing (duct repairs and additions)
   - Multi-family building controls & efficiency improvement (Ranging from time clocks to heat recovery)
   - Clean, repair &/or replace electric baseload appliances/fixtures (such as refrigerators, water heaters, and lighting)
Conversion to Solar thermal installations, repairs and replacements

Energy-related health and safety measures including:
- Carbon monoxide and smoke alarms
- Lead-safe (DOE WAP guidance) weatherization procedures and EPA Certified Renovator requirements
- Blower door testing – ventilation and exhaust
- Combustion appliance safety inspections

Incidental and necessary energy-related repairs and replacements
- Repair and replacement of damaged windows and doors
- Minor electrical and plumbing repairs

Activities/projects not listed above are subject to additional NEPA review and approval by DOE, whether the intention is to use WAP formula or Petroleum Violation (PVE) funds to fund the project. Recipients are restricted from taking any action using WAP formula funds or Petroleum Violation Escrow (PVE) funds for activities/projects not listed above, which would have an adverse effect on the environment or limit the choice of reasonable alternatives prior to DOE providing a final NEPA determination. If a recipient moves forward with activities that are not authorized for WAP Formula or PVE funding by the DOE Contracting Officer in advance of the NEPA determination, the recipient is doing so at risk of not receiving Federal funding and such costs may not be allowable.

For activities/projects requiring additional NEPA review, States must complete the environmental questionnaire [https://www.eere-pmc.energy.gov/NEPA.aspx](https://www.eere-pmc.energy.gov/NEPA.aspx) and receive notification from DOE that the NEPA review has been completed and that the Contracting Officer has approved the activities prior to initiating the project or activities. Due to recent security updates, all NEPA users must create an Applicant-Recipient sign-in account for the above web site. **It is important that the new account be created using the same email address for all EQ-1 NEPA Environmental submissions submitted for review.** If another email address is used, previous submissions will not be accessible.

### 3.0 FUNDING

WAP funding listed in the application and requiring DOE approval prior to expenditure may derive from several sources:
- Appropriated Weatherization Funding
- Low-Income Home Energy Assistance Program (LIHEAP) funds designated for expenditure under DOE regulations
- Leveraged Resources designated for expenditure under DOE regulations (e.g., utility funds, state trust funds, other)
• Petroleum Violation Escrow (PVE) Funds
  ▪ Warner and EXXON oil overcharge funds
  ▪ Stripper Well and other oil overcharge funds (including Texaco) which are subject to Stripper Well settlement rules
• Program Income

3.1 FY 2017 APPROPRIATED WEATHERIZATION FUNDING
As referenced, Grantees should create PY17 plans using WPN 16-2a funding amounts while the government is under a Continuing Resolution. Once a budget is passed and the President signs, DOE will issue WPN 17-2 providing the final allocations of Weatherization funds appropriated this year.

3.1.1 ADJUSTED AVERAGE COST PER DWELLING UNIT
The average cost per dwelling expenditure of financial assistance provided under WAP for labor, weatherization materials, and related matters cannot exceed $6,500, as adjusted (see, 10 CFR §440.18(a) and (c)). The adjusted annual average for PY 2017 is determined by using the percentage increase in the Consumer Price Index (CPI) (all items, United States city average) for FY 2016 or 3 percent, whichever is less. The percentage increase in the CPI for the previous 12-month period (October 2015 – September 2016) was 1.5%, so no increase was applied to the PY 2016 adjusted average of $7,105. Therefore, the adjusted average expenditure limit for PY 2017 is $7,212. This average includes units computed in a multifamily building of 5 units or greater.

In accordance with 10 CFR Part 440.18(b) and (c), the expenditure of financial assistance provided under WAP for labor, weatherization materials, and related matters for a renewable energy system, shall not exceed an average of $3,000 per dwelling unit, as adjusted. The percentage increase in the CPI for the previous 12-month period (October 2015 – September 2016) was 1.5%, so no increase was applied to the PY 2016 adjusted average of $3,545. Therefore, the PY 2017 adjusted average for renewable energy system measures is $3,598 for renewable energy system measures with a SIR greater than 1.

Note: The adjusted average for renewable energy measures is not a separate average, but part of the overall adjusted average expenditure limit of $7,212. Currently Appendix A allows for use of solar (thermal) water heating systems. Some states have been granted approval for use of photovoltaics when they have submitted it as part of their state plan, received approval from the DOE Contracting Officer after a NEPA determination was made, (which required the state to submit an EQ-1), and amended their 5-year DOE-approved energy audit process.

3.1.2 LIMITATIONS ON CERTAIN BUDGET CATEGORIES
Certain budget categories have limitations set by law, regulation, or Program policy and identify the percentage of grant funding that is allowed to be used for
specific purposes other than Program Operations. Please review the Application Instructions for additional information.

3.2 LOW-INCOME HOME ENERGY ASSISTANCE PROGRAM (LIHEAP)

LIHEAP was first established in 1981 and is funded annually through federal appropriations. The mission of LIHEAP is to minimize the energy burden on low-income families. As such, if the Grantee elects, a percentage of the LIHEAP assistance funds may be transferred to the WAP and used for the purpose of weatherizing homes. Grantees have the option of administering the LIHEAP funds in addition to the DOE award or including these resources in the DOE budget. The budget section of the grant application instructions provides a chart outlining some considerations for the Grantee in making this decision. Further questions or points of clarification should be directed to your DOE Project Officer.

3.3 LEVERAGED RESOURCES

Leveraged funds included in the budget of the DOE award must meet all WAP rules, regulations and guidelines. Grantees should carefully consider the advantages and challenges related to including leveraged funds in the DOE award. Landlord contributions are not considered leveraged resources. Grantees who require further clarification or guidance on leveraged resources should contact their DOE Project Officer.

3.4 PETROLEUM VIOLATION ESCROW (PVE) FUNDS

WAP can be funded by a number of sources, including PVE funds. PVE funds can be divided into two general categories based on the source of the funds. The first category of PVE funds is comprised of those funds appropriated by Congress, or treated as if appropriated (generically referred to as Exxon funds, and also includes funds provided under the Warner Act). The second category of PVE funds is comprised of those funds that were not appropriated (generically referred to as Stripper Well Settlement funds, and includes Diamond Shamrock funds).

- PVE funds are subject to applicable requirements of the funding source.
- PVE funds included in a Grantee Plan are subject to the same Grantee Plan approval, Program oversight, and reporting requirements as the annually appropriated funds; and are subject to the same statutory and regulatory constraints as annually appropriated funds.
- Generally, if Exxon funds are used for weatherization projects, they must be included in the Grantee Plan. Exxon funds cannot be used for administrative expenses.
- A Grantee may elect to use Stripper Well funds for projects either separate from or included within the WAP. If used for activities separate from WAP, Stripper Well Settlement funds are encouraged to be included, for informational purposes only, in the Grantee Plan; they are not subject to WAP rules, oversight, or reporting requirements.
- There is no requirement that Exxon or Stripper Well Settlement funds be expended during a particular period of time. A Grantee is permitted to reallocate these funds from one eligible program to another provided that their Plan has been amended and is reviewed by DOE. If PVE funds designated for expenditure in the prior program year are not expended, the amount of funding that may be used for administrative expenses in the following program year must be adjusted accordingly.
- No more than 5 percent of the combined total of Exxon and Stripper Well Settlement funds budgeted in a Grantee Plan may be used for Training and Technical Assistance
(T&TA). Up to an additional 5 percent of these funds may be used for evaluation of a Grantee’s WAP and for innovative efforts for leveraging program funds, provided these activities are approved by the DOE Project Officer.

3.5 PROGRAM INCOME
Program income is defined in 2 CFR 200.80 and subject to the specific requirements provided in 2 CFR 200.307. DOE considers program income as funds earned by Grantees and/or Subgrantees from non-Federal sources during the course of performing DOE WAP activities. The income from these activities must be used for additional weatherization activities in accordance with DOE rules. It must be treated as an addition to program funds and is subject to the same rules as appropriated funds. Property owner (i.e. landlord) contributions and leveraged resources (i.e., or Grantee funds) are NOT considered to be “program income” for the purposes of the WAP. Grantees requiring further clarification on program income, as it applies to their specific program, should contact their DOE Project Officer.

3.6 ALLOWABLE COSTS

3.6.1 Average Cost per Dwelling Unit (ACPU): Field audits of Subgrantee fiscal operations identified inconsistencies in the way ACPU calculations are performed. It is imperative that the Grantee define what costs are allowable in each Budget Category and how the Subgrantee should account for these costs when determining the ACPU. Consistent application of allowable cost by category ensures greater reliability in the ACPU calculation.

DOE has included detail for this calculation and cost categories within the Application Package (III.2 Budget Categories – Section B) and is requesting that Grantees closely monitor the way Subgrantees define costs within a Budget Category and ensure consistency in defining allowable costs within Budget Categories. This is necessary to better understand how Subgrantees are managing their WAP grants and controlling expenditures.

3.6.2 Training and Technical Assistance (T&TA): Grantees are aware of projects and activities that would be helpful in supporting the mission of WAP. As a result of the funding limitations for Training and Technical Assistance to support national initiatives, very few projects can be funded through the DOE set-aside. Grantees are encouraged to collaborate with their peers to pool their T&TA funds to perform projects or activities which were historically funded through the DOE T&TA set-aside. More information on allowable activities can be found in the Application Package (III.2 Budget Categories – Section B) and any additional questions can be directed to your DOE Project Officer.

4.0 APPLICATIONS FOR WAP ANNUAL FORMULA GRANTS

To increase public involvement and obtain timely suggestions in developing their Application, DOE strongly urges Grantees to hold two meetings: a meeting at the beginning of the planning
process, as well as the formal and required public hearing on the completed Plan. DOE may request additional information to what is expressly identified by the Program rule on a case-by-case basis when warranted.

4.1 MULTI-YEAR GRANT AWARDS
When new awards are issued (i.e. new grant is issued, new grant number/instrument), they cannot include carryover funding from any previous project period. Funds remaining from previous project periods will be de-obligated and reapportioned by the Office of Management and Budget. They will then be re-obligated using the formula to all Grantees.

4.2 INTERGOVERNMENTAL REVIEW
In the development, submission, and review of grant applications, the provisions of Executive Order 12372 (Intergovernmental Review of Federal Programs) and the DOE Implementing Order (10 CFR 1005) remain unchanged.

4.3 APPLICATION PACKAGE
The application process is fully electronic and applications must be submitted on the Performance and Accountability for Grants in Energy (PAGE) website at https://www.page.energy.gov/default.aspx. The PAGE system contains all Federal forms required for the application. Please follow instructions in the Administrative and Legal Requirements Document (ALRD), Weatherization Program Notices, and the Application Instructions attached to this Program Notice (Attachment 2).

4.4 APPLICATION REFINEMENTS THIS YEAR
DOE updated the Application Instructions for 2017, but did not make changes to the PAGE application system this year. All sections of the application in PAGE must be completed in their entirety.

4.5 REPORTING REQUIREMENTS
The reporting requirements are set forth in the Federal Assistance Reporting Checklist, DOE F 4600.2, attached to the award agreement.

5.0 WEATHERIZATION PROGRAM NOTICES (WPN):

All DOE-developed documents will be available through the DOE Website. These WPNs, as well as other relevant policy documents, can be referenced at http://energy.gov/eere/wipo/weatherization-assistance-program.

The following list of Weatherization Program Notices address the specific policy areas that must be adhered to by all Grantees and Subgrantees operating weatherization programs using DOE funds.

This list reflects active WPNs applicable to formula grants in effect at the time of WPN 17-1 issuance. Grantees are reminded additional WPNs may be issued that are “in effect as of the date stated in the WPN.” DOE will continue to send notices electronically and post them to DOE’s Website to ensure all Grantees have access. The table is organized in date order with the major
topic headings at the top to allow for easy reference.

In addition, the WAP memorandum process established a uniform communication mechanism to notify Grantees of upcoming events, clarify elements of existing WPNs, and also provide opportunity for comment by the Network on administrative direction and impact of future policies. Active Memoranda are listed following the WPNs.

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The following WPNs are in process, anticipated to be issued in PY17

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Memorandums issued to provide timely information on Program issues of interest to the WAP network
6.0 WEBSITE INFORMATION

To assist the Network in obtaining the most up-to-date information related to governing documents, program information, communication information, client eligibility, and technical and management resources, please reference the following websites:

Energy Efficiency and Renewable Energy (EERE)

DOE posts all official documents developed by DOE to the EERE WAP website. This includes, but is not limited to:

- WAP Regulations and Legislation, Weatherization Program Notices and Memoranda, Appendix A, and the Allocation Formula
- National Evaluation, Briefing Book, Fact Sheets, Additional Resources
- DOE Contacts, Grantee Award Contacts, DOE Events, Additional Resources
- Client Eligibility Requirements, Where to Apply for Assistance, Additional Resources
- National Curriculum, Procurement Toolkit, Guidelines for Home Energy Professionals, Energy Audits, Additional Resources

http://energy.gov/eere/wipo/weatherization-assistance-program

Partner Websites:

Weatherization Assistance Program Technical Assistance Center (WAPTAC)

Managed by the National Association for State Community Services Programs (NASCSP), this site augments the DOE materials housed on the EERE WAP site with implementation materials to support Grantees in carrying out the mission of WAP.
http://www.waptac.org

**Economic Opportunity Studies (EOS)**

This site, operated by Economic Opportunity Studies, focuses on leveraging projects throughout the Network. DOE highly supports Grantee and Subgrantees in the exchange of ideas and development of expanded partnerships.

http://www.opportunitystudies.org/

**Oak Ridge National Laboratory (ORNL)**

This site contains source documents related to the DOE-developed Weatherization Assistant audit software tools and the WAP National Evaluations.

http://weatherization.ornl.gov

Grantees are strongly encouraged to visit these websites often to keep abreast of the latest information and new techniques in the WAP. Grantees should continue to work with their respective DOE Project Officers when technical assistance is needed.

**CONCLUSION:** This next year is full of tremendous opportunities for our Program. Weatherization has a 40-year track record of reviewing its process, refining its operations, and setting expectations to deliver high quality services. We have made great strides in the last few years, working together to move our national Program toward more consistent delivery. Our success in this effort can often be reflected in the confidence of those making funding decisions at Congressional and DOE levels. These are often based on Grantee and Subgrantee performance, and working together we can continue with our motto that “Weatherization Works!”

AnnaMaria Garcia  
Director  
Weatherization and Intergovernmental Programs Office  
Energy Efficiency and Renewable Energy

Attachment 1: Administrative and Legal Requirements Document (ALRD)  
Attachment 2: Application Instructions (December 2016)