



Department of Energy
Washington, DC 20585

WEATHERIZATION PROGRAM NOTICE 14-1
EFFECTIVE DATE: February 25, 2014

SUBJECT: PROGRAM YEAR 2014 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; and,**
- 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) 2014 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 Indian tribes (and locals, if applicable) as supplemental information when applying for direct grants under the Weatherization Assistance Program for Low-Income Persons.

DOE will provide allocations as outlined in Weatherization Program Notice (WPN) 14-2 entitled *Program Year 2014 Grantee Allocations*. Grantees must consider all of these documents when submitting 2014 applications.

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 Energy (DOE or Department) 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 10 CFR 440 and DOE Financial Assistance Rules at 10 CFR 600.

1.3 GRANT GUIDANCE REORGANIZATION

In an effort to align the Grant guidance with current Program Notices, DOE will continue to reference issues covered by those Program Notices rather than re-stating information in this Guidance document. Where there were significant clarifications, relevant guidance pieces that encapsulate those changes are being re-issued so Grantees can easily reference all guidance necessary for the implementation of the WAP grant. Elements that were addressed in prior annual guidance but not referenced in other Program Notices were either incorporated into appropriate notices or eliminated.

A table has been added in Section 5.0, which lists active WAP Notices. This table provides references to relevant issues to assist Grantees in the development of their Grantee WAP plans, policies and procedures.

2.0 PROGRAM PRIORITIES

From time to time, DOE undertakes initiatives to improve the WAP's 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 NATIONAL TRAINING AND TECHNICAL ASSISTANCE TOOLS AND RESOURCES

In March 2010, DOE tasked the National Renewable Energy Laboratory (NREL) with the development of national guidelines for Weatherization work and a companion set of knowledge, skills, and abilities for the workforce involved in the residential energy efficiency retrofit industry. As a result of that work, the Guidelines for Home Energy Professionals project was developed as a collaborative effort designed to engage the home performance industry in developing resources that include work quality specifications, training program accreditation, job task analyses and certifications for workers. The goals of the project are to help demonstrate the quality of the program and serve a national need to create a robust home energy upgrade industry.

DOE now requires that these guidelines be used by grantees as a minimum to develop and/or upgrade field guides and other specification documents for the WAP. Resources available or soon to be available for use in the WAP in 2014 in implement this requirement include:

- **The Standard Work Specifications for Home Energy Upgrades (SWS):** The SWS define the desired outcomes for any weatherization or home performance task to be effective, durable and safe. <https://sws.nrel.gov>
- **The Job Task Analyses for Home Energy Professionals (JTA):** The JTAs define the proper installation protocols and what a worker needs to know and do. They were

developed through a consensus-based process with industry and are the foundation for training program accreditation. The JTAs cover the four most common Home Energy Professional job classifications:

- Retrofit Installer Technician
- Crew Leader
- Energy Auditor
- Quality Control Inspector

For more information on the JTAs:

https://www1.eere.energy.gov/wip/guidelines_accredited_training.html - jta

2.2 WAP NATIONAL EVALUATION

The Weatherization National Evaluation retrospective assessment covering the 2008 Program Year is under DOE review. This evaluation will re-establish the benchmarks developed in 1989 (and updated periodically) for energy savings and metrics resulting from Weatherization service delivery. The other major component of the evaluation will reflect activities and outcomes resulting from the Recovery Act period. These results should be provided to DOE over the next several months. Research outcomes will be provided to the Weatherization network after peer and DOE reviews are complete.

2.3 ACCREDITATION OF ENERGY EFFICIENCY TRAINING PROGRAMS

DOE contracted with the Interstate Renewable Energy Council (IREC) to develop an accreditation for energy efficiency training program based on the four Home Energy Professional JTAs. This accreditation is a third party validation that an organization is qualified to teach the knowledge, skills and abilities outlined in the JTAs. To locate WTCs with accreditation:

http://www1.eere.energy.gov/wip/retrofit_guidelines_overview.html

2.4 HOME ENERGY PROFESSIONAL CERTIFICATIONS

The Standard Work Specifications and the Job Task Analyses certifications provide continuity among work quality guidelines, training quality and an evaluation of the individual student. These are professional credentials that require applicants to demonstrate professional experience, knowledge and skill. In addition, [WPN 14-4](#) provides additional information about the upcoming requirements to support and verify quality work in the program.

2.5 THE NATIONAL WEATHERIZATION TRAINING PLATFORM (NWTP)

The NWTP is an open-source, online training resource that enhances and supplements traditional classroom, lab and in-field weatherization training. As the home energy upgrade market expands, these advanced training tools will assist workers in developing the knowledge, skills and abilities necessary to build the industry. Housing these tools in an online environment allows up-to-date building science and educational resources to be readily available to the national training network. The NWTP is a valuable supplement to the hands on classroom and in-field training provided by skilled trainers. The NWTP is available at: <https://weatherization-nwtp.nerlearning.org/nwtp/>.

2.6 WEATHERIZATION PLUS HEALTH

The Weatherization Plus Health initiative is a national effort to strategically coordinate resources to improve the energy efficiency, health, and safety of low-income homes. The National Association for State Community Services Programs (NASCS) is implementing the project on behalf of DOE. Weatherization Plus Health will help communities connect resources so that residents can access comprehensive solutions to their housing problems. To achieve these goals, Weatherization Plus Health provides a series of resources that will allow the WAP and Healthy Homes providers to establish strong partnerships, coordinate service delivery, and implement new strategies to benefit their communities. More information is available at:

<http://www.wxplushealth.org>.

2.7 MULTIFAMILY TOOL FOR ENERGY AUDITS (MulTEA)

The WAP has commissioned Oak Ridge National Laboratory (ORNL) and Lawrence Berkeley National Laboratory (LBNL) to develop the new Multifamily Tool for Energy Audits (MulTEA). The tool is being developed in direct response to needs expressed from the field. MulTEA will produce an audit that provides auditors with an improved energy simulation and weatherization measure selection tool for multifamily buildings. The tool will be included with the Weatherization Assistant suite of resources and will be rolled out in two phases in 2014.

2.8 FULL IMPLEMENTATION OF ASHRAE 62.2-2013 STANDARD

ASHRAE has issued standard 62.2-2013 Ventilation and Acceptable Indoor Air Quality in Low-Rise Residential Buildings. Grantees should be planning and training for implementation of the new standard. Full implementation should be no later than the beginning of Program Year 2014.

3.0 FUNDING

The funding for the WAP in the application, requiring DOE approval for expenditure, can come 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 2014 APPROPRIATED WEATHERIZATION FUNDING: Please see WPN 14-2 for the allocation of Weatherization funds appropriated this year.

3.1.1 ADJUSTED AVERAGE COST PER DWELLING UNIT

The average 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 2014 is determined by using the percentage increase in the Consumer Price Index (CPI) (all items, United States city average) for 2013 or 3 percent, whichever is less. The percentage increase in the CPI for the previous 12-month period (September 2012 – September 2013) was 1.2%, so a 1.2% increase was applied to the PY 2013 adjust average at \$6,904. So the adjusted average expenditure limit for PY 2014 is **\$6,987. This average includes units computed in a multi-family building of 5 units or greater.**

In accordance with 10CFR 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 (September 2012 – September 2013) of 1.2% was applied to the PY 2013 adjusted average at \$3,445. The PY 2014 adjusted average for renewable energy measures is **\$3,486 with a SIR greater than 1**. Further discussion on renewable energy measures can be found in Section 5.6, Use of WAP Funds for Renewable Energy Systems.

Note: The adjusted average for renewable energy measures is not a separate average, but part of the overall adjusted average expenditure limit of \$6,987.

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 the grant that is allowed to be used for specific purposes other than Program Operations. Please see 10 CFR 440 and the updated Application Instructions for additional information.

3.2 LOW INCOME HOME ENERGY ASSISTANCE PROGRAM (LIHEAP)

This Program 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 the respective 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. They are generally not voluntary and often come with special requirements. Grantees who require further clarifications or guidance on leveraged resources should contact their respective 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 underlying 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 remain subject to the requirements applicable to the underlying source of funds.
- 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. Moreover, 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 Headquarters. 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 more clearly defined and subject to the specific requirements provided in the DOE Financial Assistance Rule, 10 CFR part 600, subpart B section 600.124 and subpart C, section 600.225. DOE considers program income as any funds earned by Grantees and/or Subgrantees from non-Federal sources during the course of performing DOE WAP activities. The income generated must be used to complete additional dwelling units 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 respective 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 information in addition to what is expressly identified by the Program rule on a case-by-case basis when warranted.

4.1 THREE-YEAR GRANT AWARDS

All Grantees need to make an effort to entirely and effectively utilize the DOE allocation in the year it is awarded. The Grantee will need to project any prior year remaining balances of unexpended DOE funds available at the end of the program year and budget that amount as carryover in the 2014 proposed budget and state plan. DOE will review the most recent reporting to assess the proposed carryover when the application is submitted. Grantees need to make every effort to complete the grant within the identified grant period.

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 now 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 the Federal forms required for the application. Please follow detailed 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 2014, but did not make any changes to the PAGE system this year. All sections of the application are required and must be completed in their entirety. The following are specific elements that have changed from the prior year submissions that Grantees should take special note of as they begin the application process.

- As a reminder, Grantees will no longer have “standing” on-file information for each year. Applicants must submit updated plan elements every year. Multiple DOE reviewers will evaluate applications, so complete data and information should be provided to expedite the review and award process.
- The Application Instructions ask each Grantee to read the definitions for Principal Investigator and Recipient Business Official and identify both by name, phone number and email in the Miscellaneous section of the Annual File each year. Note that these are the contacts that will be identified in the Assistance Agreement.

- Grantees need to read and clearly address the aspects of WPN 14-4 Quality Work Plan Requirements in their plan submittal this year.

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.

4.6 PRIOR GUIDANCE RETRACTIONS:

In WPN 12-1, DOE stated: “Grantees that weatherize multi-family units must have a multi-family energy audit and procedures as part of their Program Year 2013 plan submittal to DOE. The use of the multifamily energy audit tool must include a training component.”

Due to reduced funding levels and the subsequent reduction in the number of multi-family buildings anticipated to be weatherized, DOE is retracting this requirement until further notice. However, Grantees serving more than 20 percent of their annual production in multi-family buildings are still required to have an updated and approved multi-family audit.

While DOE is providing relief on the formalized protocol, there is still the expectation that all eligible families will be served by the Program. DOE still requires each Grantee to explain how this housing stock will be addressed, especially in the absence of approved energy audit procedures. Specific requirements are contained within the application package. Grantees are required to submit multi-family buildings to their DOE Project Officer if they do not have an approved multi-family audit. All other requirements related to DOE-approved energy audit protocols for single and manufactured housing remain in effect.

5.0 WEATHERIZATION PROGRAM POLICY NOTICES:

The following list of Weatherization Program Notices (WPN) address the specific policy areas that must be adhered to by all Grantees and Subgrantees operating weatherization programs using DOE funds. These WPNs, as well as other relevant policy documents, can be referenced at www.waptac.org or http://www1.eere.energy.gov/wip/guidance.html#c_wap. This list only reflects WPNs in effect at the time of WPN 14-1 issuance. Grantees are reminded that throughout the year, 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 on www.waptac.org to ensure all Grantees have immediate access when they are issued. The table is organized in date order with the major topic headings at the top to allow for easy reference.

WPN	Title	Funding	Grant Application	Procurement	Monitoring	Clients	Multi-family	Material Procurement	Rental Requirements	Energy Audit Criteria	Health and Safety	Renewable Energy Systems	Disaster Relief	Eligibility Levels	Defining Income	Priority Service	Fuel Switching	Incidental Repairs	Reweathering	Vehicle Purchases	Policy Advisory Council	Electric Baseload	Davis-Bacon Act	Administrative Costs	Historic Preservation	Eligible Dwelling Units	National Evaluation	Add-Ons/Call Backs	Average Cost Calculations	Measure Skipping
8/4/88	Approval to Include Wood Stoves as a WAP Material									x	x																			
94-5	Approval to Use Fluorescent Light Sources in the WAP									x																				
00-5	Replacement Refrigerators and Electric Water Heaters									x	x										x									
02-6	WAP Activities and Federal Lead-Based Paint Regulations										x																			
08-4	Space Heater Policy										x																			
08-6	Lead Safe Weatherization Guidance										x																			
09-6	Lead Safe Weatherization Additional Materials and Information										x																			
10-3	Procurement Tool Kit			x																x										
10-7	Revised DBA Wage Determinations for WAP																					x								
10-8	WAP Guidance on Maintaining the Privacy of Recipients Services					x																								
10-10	Reprogramming T&TA Funds to Program Operations	x																												
10-11	National Evaluation																									x				
10-12	Historic Preservation Implementation																							x						

[illegible]

[illegible]

6.0 WEBSITE INFORMATION

To assist the Grantee and Subgrantee Network in obtaining the most up to date information on programmatic/policy issues, technical issues, and evaluation studies, please reference the following websites:

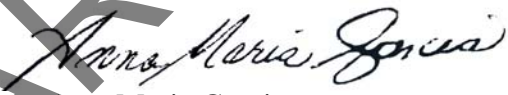
Energy Efficiency and Renewable Energy:
<http://www.eere.energy.gov/weatherization>;

Weatherization Assistance Program Technical Assistance Center:
<http://www.waptac.org>;

Oak Ridge National Laboratory:
<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: It remains critically important that WAP funds be cost-effectively expended in the year in which they were appropriated. Funding decisions at the Congressional and DOE levels are often based on Grantee and Subgrantee past performance. As we transition to providing only annually appropriated funding and using other leveraged funds for WAP activities, we must continue to deliver only the highest quality services to those households who benefit from this important Program. Together we can ensure 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 (February 2014)