

U.S. Department of Energy
WEATHERIZATION ASSISTANCE PROGRAM (WAP)
STATE PLAN/MASTER FILE WORKSHEET
(Grant Number: EE000XXX, State: WI, Program Year: 2022/2023)

V.1 Eligibility

V.1.1 Approach to Determining Client Eligibility

Provide a description of the definition of income used to determine eligibility

Owners and renters with income levels up to 60% of the State Median Income may receive services. Priority is given to households with children under 6, elderly or disabled members, and households with a high energy burden.

Describe what household eligibility basis will be used in the Program

Wisconsin adopted for its Weatherization Assistance Program (WAP) eligibility; the same guidelines used statewide in the Low Income Home Energy Assistance Program (LIHEAP). A household is eligible for weatherization services when the Wisconsin Department of Administration, Division of Energy, Housing and Community Resources (DEHCR or 'Division') has certified the household to be eligible for LIHEAP, based on the following criteria from 10 CFR Part 440.22:

(a) A dwelling unit shall be eligible for weatherization assistance under this part if it is occupied by a family unit:

- (1) With an income at or below 200 percent of the poverty level determined in accordance with criteria established by the Director of the Office of Management and Budget.
- (2) Which contains a member who has received cash assistance payments under Title IV or XVI of the Social Security Act or applicable State or local law at any time during the 12month period preceding the determination of eligibility for weatherization assistance; or
- (3) If the State elects, is eligible for assistance under the Low Income Home Energy Assistance Act of 1981, provided that such basis is at least 200 percent of the poverty level determined in accordance with criteria established by the Director of the Office of Management and Budget.

Income Verification

Wisconsin has a combined LIHEAP and WAP application intake process that provides all the applications for weatherization subgrantees. The Wisconsin Home Energy Assistance Program (WHEAP) income limit equaling 60% of State Median Income (SMI) is used to provide consistency of service and allow shared systems and programming for data collection, entry, and reporting. If a household is over 60% State Median Income (SMI) and ineligible for Energy Assistance but below 200% Federal Poverty Level (FPL), then they are eligible for Weatherization Services and referred to subgrantee. Since 60% SMI is very close to 200% FPL in

WI, this applies to a very small number of households. The Division has established written policies, incorporated in the Weatherization Program Manual, which set forth procedures to determine dwelling unit priority [440.16]. Written policies cover income eligibility, determination of rental property eligibility, and assurance of tenant benefit from weatherization services. An energy audit must be completed within 12 months from the certification date or the eligibility of the household needs to be reestablished by reapplying for WHEAP. Wisconsin complies with all household and building eligibility criteria outlined in 10 CFR 440.22.

Describe the process for ensuring qualified aliens are eligible for weatherization benefits

Noncitizen applicants to the LIHEAP program in Wisconsin are determined to be either eligible noncitizens or ineligible noncitizens. Eligibility for noncitizens is determined based on an individual's lawful status in the United States as defined by the United States Citizenship and Immigration Services (USCIS). Only Eligible Noncitizens are eligible for LIHEAP and the Wisconsin Weatherization Assistance Program.

In order to be defined an Eligible Noncitizen, an individual must have a valid Social Security Number (SSN) issued by the Social Security Administration, which passes the verification system in the Home Energy Plus (HE+) System. The HE+ System verifies the SSN of all household members through the Social Security Administration using the Master Customer Index database administered by the State of Wisconsin Department of Health Services. In addition to a valid SSN, the individual's lawful status must be one of the eligible statuses listed in the WHEAP Operations Manual, Section 2.2.4 Student Status and WHEAP Eligibility. Applicants are required to provide nonexpired documentation which validates their lawful status in the United States.

Individuals who do not have a valid SSN and/or immigration status are marked as Ineligible Non-citizens and are not eligible for either program.

V.1.2 Approach to Determining Building Eligibility

Procedures to determine that units weatherized have eligibility documentation

The Division has established written policies, incorporated in the Weatherization Program Manual, which set forth procedures such as verifying ownership, denying or deferring services, and using Weatherization Assistant, to determine building eligibility.

The combined LIHEAP and WAP application intake process provides all the applications for weatherization subgrantees, applying the client eligibility guidelines as described in Section V.1.1.

Describe Re-weatherization compliance

Grantees must include the specific process for tracking homes previously weatherized. This process must now be expanded to include all Federal programs providing "weatherization"

activities. The inclusion of “other Federal programs” includes all Federal funds including LIHEAP, HUD, or USDA “weatherization” activities.

Wisconsin will implement the re-weatherization rolling option of fifteen years after the previous inspection date of a closed weatherization job when DOE issues [clarifying guidance regarding the inclusion of ‘other federal programs’ and their “weatherization activities”](#). The Division will use the HE+ WisWAP data system to track weatherization completion dates by address for all federally funded units (DOE, LIHEAP) for “weatherization” activities. Units previously weatherized may receive any additional measures as determined by an assessment utilizing DOE approved energy audit protocol. A Completed Unit has received all appropriate weatherization measures required by the energy audit and meets the following criteria: the building has passed a final inspection; the property owner, or the owner’s authorized agent, has completed the owner sign-off document, or a good faith effort has been made to obtain the sign-off; and a completion date is entered on the associated HE+ System/WisWAP job. Wisconsin has been advised that additional guidance on the implementation of the new re-weatherization is forthcoming. Wisconsin will assure compliance with any additional DOE guidance utilizing the HE+ data system.

Otherwise, a unit may only be re-weatherized if such dwelling unit has been damaged by fire, flood, or an act of nature and repair of the damage to weatherization materials is not paid for by insurance, per 440(18)(2)(ii). Also see V.9 Energy Crisis and Disaster Plan.

Describe what structures are eligible for weatherization

To be considered for weatherization, a dwelling must be a structure, including a stationary mobile home, apartment, group of rooms, or a single room occupied as separate living quarters (including historic properties), and qualified shelters or other group facilities. Government institutions, halfway houses, nursing homes, recreational vehicles (RVs), cars, trucks or tents are not eligible dwellings for weatherization services. Properties having only a commercial use are not eligible for weatherization. Properties fifty years old or older must be reviewed for possible historic status or features and shall be weatherized only in such a way as complies with the State Historic Preservation Officer (SHPO) Programmatic Agreement. Weatherization of a dwelling unit which is designated for acquisition or clearance by a Federal, State, or local program within 12 months from the completion date of weatherization is not allowed.

Describe how Rental Units/Multifamily Buildings will be addressed

Wisconsin has an extensive policy regarding the weatherization of rental property, including procedures to document that the tenant receives the benefits of weatherization [440.22(b)]. Owners of rental buildings containing two or more units may be required to contribute to the cost of weatherization [440.22(d)]. Language from the Wisconsin Weatherization Program Manual addresses the DOE requirements regarding limits on rent increases and undue

enhancement. Renters are notified of the stipulations on rent increases. Compliance is monitored during the annual subgrantee administrative review.

Rental property owners must provide signature approval of work to be performed on a standardized Rental Work Agreement prior to commencement of work. Renters are provided a copy of the work agreement. The Division has established an arbitration procedure for disputes relating to violations of rental agreements. Tenants and property owners are notified of this process at the time of weatherization. As part of the rental agreement, landlords must agree to repayment of weatherization service for violations of the agreement [440.22(c)].

When DOE funds are used to weatherize multi-unit buildings, Wisconsin requires that 66 percent or more (50 percent for 2 and 4 unit buildings) of the dwelling units in the building are occupied by eligible applicants. Multi-family buildings that have 25 or more units are considered on a case-by-case basis and completion is managed by the local subgrantee with extensive oversight by the Division to ensure work completed meets all applicable federal requirements. Leveraged funds are used to weatherize multifamily buildings. Wisconsin does not plan to seek DOE approval for this housing type.

Describe the deferral Process

Wisconsin has a detailed policy and clear procedures for subgrantees to follow when deferral is necessary. Subgrantees are required to provide written notification of deferral within five working days upon decision to defer services and provide a reasonable timeframe for applicants to address the cause of the deferral. Reasons for deferral include structural or other issues that would limit the effectiveness or reduce the lifetime of measures (such as in a home needing roof replacement). There are also health and safety reasons that may warrant deferral of a unit. Additional information on deferrals is found in the Health and Safety Plan (Attachment 9).

The following is documented in the Weatherization Policy Manual Section 3.6 and 3.6.1

Weatherization services shall be deferred when:

- The customer refuses major measures that cause the proposed cumulative Savings to Investment Ratio (SIR) to drop below 1.0 for units with DOE funding.
- Occupant Pre-Existing Health Conditions: Agencies shall notify the customer that occupants with preexisting health conditions may be adversely affected by installed weatherization materials or measures. If an occupant may be sensitive to certain weatherization materials or measures. The Agency shall devise ways of installing materials to reduce exposure of the occupants so that weatherization work may be performed safely. Possible approaches may include temporary containment areas, HEPA filtered equipment, temporary removal or relocation of occupants that may be adversely affected, or alternative installation methods or materials that meet the specifications of the weatherization program.

- Repair measures cause the proposed cumulative SIR to drop below 1.0 for DOE funded units. Agencies shall then defer all services to the customer until the repair issue is addressed with other funds.
- A manager, or designee, review of health and safety costs in excess of \$1,500 per unit indicates that an excessive proportion of the work to be completed is not expected to generate energy savings,
- The building condition or occupants presents a serious crew safety concern.
- There are no energy conservation measures to complete and/or the cumulative SIR is less than 1.0.
- There are changes to household eligibility status.
- The building is listed for sale, in foreclosure proceedings, or is foreclosed.

Pictures documenting the reason for deferral shall be part of the customer file record and uploaded to the HE+ System/WisWAP. Agencies shall create a building in the Home Energy Plus System/WisWAP reporting system, document the deferral status, and select the reason(s) for deferral. As shown in Table below, most deferral reasons require a notification letter be sent to the customer unless accessing LIHEAP Repair funds to address the reason for deferral. When planning to use LIHEAP Repair funds, mark the building as deferred but do not send a deferral notification.

Special conditions apply to asbestos deferrals and corrective action taken by the customer (WPN 17-7). See the Attachment 9, Health and Safety Plan for additional information.

Deferral Reasons and Notification Letters

Building is For Sale or in Foreclosure	Yes
Chemical or Combustion Hazard	Yes
Clutter/Restricted Access to Work Areas	Yes
Lead Paint Hazard	Yes
Moisture/Mold	Yes
Possible Asbestos Containing Material	Yes
Refused/Unable to Pay Contribution	No
Remodeling	Yes
Repair	Yes
Sewage/Animal Feces	Yes
SIR < 1.0	Yes
Vermin/Pests	Yes
Other	Yes

Deferral Notification Requirements

Upon the decision to defer weatherization program services, the customer shall be notified in writing within five working days based on Table above. The notification shall be sent by mail or hand delivered. Agencies shall continue to make appropriate referrals to any programs available to assist customers in resolving the deferral issue(s).

The Deferral of Service Notification letter template is available in the HE+ System/WisWAP. Agencies are to customize the letter to the applicant. A copy of the Agency's appeal procedure is included with the notification.

The notice shall include the reason for the deferral, and the means by which the customer can rectify the situation so the weatherization measures can be performed. The requirements for rectifying the deferral shall be reasonable and appropriate to the severity of the situation being addressed. The Agency shall provide the customer a reasonable timeframe to correct the identified issue.

Any eligible customer that complies fully with these requirements shall be reinstated in the Agency's work system so weatherization work can progress as soon as reasonably possible. There is no time extension for the eligibility period due to a deferral. If the unit cannot be reported as complete within the eligibility period, the customer must reapply for WHEAP and they do not retain their priority.

Additional Information can be found in Attachment 9, Health and Safety Plan, and the Deferral Notification Template that is customized by the subgrantee and sent to the household.

V.1.3 Definition of Children

Definition of children (below age): **6**

V.1.4 Approach to Tribal Organizations

Recommend tribal organization(s) be treated as local applicant?

If YES, Recommendation. If NO, Statement that assistance to low income tribe members and other low income persons is equal.

The Division provides weatherization services to eligible Native American households both on and off reservations [440.16(f)]. Where a Tribal household is in alignment with the DOE priority definition, the Tribal referrals shall be given priority for service by weatherization subgrantees. Off reservation households of Native Americans will be served by local subgrantees in that service area according to the same prioritization as non-Native households.

V.2 Selection of Areas to Be Served

Weatherization services are provided on a statewide basis. Funding allocations among the subgrantees [440.15(b)] are made according to a population weighted degree-day formula, shown below, which complies with the requirement to allocate based on relative need. The formula is used to determine overall agency funding except for Training and Technical

Assistance (T&TA). Any additional DOE funds received during the year will be allocated to local subgrantees according to the same formula. The allocation formula is:

$CDD \times CPH \times 100 = \text{County allocation SCDDH percentage}$ where:

- CDD is the average county degree days
- CPH is the county persons eligible for Low Income Home Energy Assistance (LIHEAP)
- SCDDH is the sum of the county degree days multiplied by LIHEAP eligible household

V.3 Priorities

The State of Wisconsin requires subgrantees to prioritize weatherization services to the elderly, disabled persons, households with children under six years old and households with a high energy burden [440.16(b)]. Eligible households are assigned a priority identification number and added to a referral list maintained by the Division. The priority identification number is generated based on factors including the household energy burden, and whether the household includes members that are elderly, disabled, or under six years old. The referral list is updated weekly and available to subgrantees electronically. Subgrantees select referrals from the list based on priority identification number and actual energy use data (when available).

V.4 Climatic Conditions

The Köppen climate classifications for Wisconsin are Dfb and Dfa, denoting a humid continental climate with cold winters and warm (northern) to hot (southern) summers. Bordering Wisconsin are two Great Lakes, Superior along the north and Michigan along the east, both of which have major influences on the overall climate. Windy conditions are frequent with average speeds falling between 5-18 mph 75% of the time and are also influenced by the Great Lakes. The coldest winds come from the northwest in the winter and many homes limit the number of windows facing this direction. Seasonal temperatures range from average lows of -10°F to -30°F in winter to average highs of 75°F – 85°F in the summer. Extreme cold temperatures in the north have been measured at -40°F and colder. Extreme summer temperatures in the south can reach 100°F or hotter. Although heating dominates the energy needs for Wisconsin homes, weatherization measures have an impact on the smaller cooling loads seen in most of the state.

The wide variance of climatic conditions are addressed by the Wisconsin weatherization program through the use of heating degree days (HDD) for energy savings and weather factors for ventilation. Hourly HDD data is collected monthly from the National Oceanic and Atmospheric Administration (NOAA) for twenty-one Wisconsin weather stations and is used to normalize consumption to typical or average annual HDD for each station. Subgrantee energy auditors are instructed to use the weather station closest to the building unit address.

Wisconsin Normal Heating Degree Days Twenty Year Average by Weather Station, 2002 – 2021

<u>City</u>	<u>HDD</u>	<u>City</u>	<u>HDD</u>	<u>City</u>	<u>HDD</u>
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Antigo	8810	Lone Rock	6963	Phillips	8530
Appleton	7510	Madison	6953	Rhineland	8640
Ashland	8664	Manitowoc	7463	Rice Lake	8206
Eau Claire	7723	Marshfield	7980	Sturgeon Bay	7601
Green Bay	7412	Milwaukee	6617	Watertown	7077
Janesville	6545	Mosinee	8191	Wausau	8003
La Crosse	6929	Oshkosh	7245	Woodruff	8433

[Note: The previous 20 year average HDD data are 8-10% lower than HDD data from 21-40 years ago.](#)

V.5 Type of Weatherization Work to Be Done

V.5.1 Technical Guides and Materials

Subgrantees shall, in a satisfactory manner, perform program activities according to the "Weatherization Assistance for Low Income Persons Program" regulations pursuant to Part A, U.S.C. 6861-6872 of Title IV of the Energy Conservation and Production Act, Pub. L94-385, 90 Stat. Et. Seq: Title 10, Chapter 2, Part 440 (published in the Federal Register), Friday, December 8, 2000, Vol. 65 No. 237.

Wisconsin uses the Wisconsin Weatherization Program Manual and the Wisconsin Weatherization Field Guide to pass along to its subgrantees policies and procedures to be followed. These and more guidance documents are located on the Division's Home Energy Plus website at <http://homeenergyplus.wi.gov/category.asp?linkca d=494&linkid=122&locid=25>. The Division also issues periodic policy updates and other guidance through Informational Transmittals to subgrantees.

A balanced combination of energy conservation techniques will be utilized in compliance with DOE regulations [440.14(c)(3)]. Since July 1, 2012 major measures are selected by a computerized energy audit which has been approved by DOE. Typical work includes instrumented air sealing, attic and sidewall insulation, refrigerator replacement, electric water heater conversion, furnace replacements when necessary, and lighting replacement with Energy Star® qualified LED light bulbs (approved 6/12/2018)

Allowable expenditures are established to meet the requirements of 10 CFR Part 440.18. All work is performed according to DOE approved energy audit procedures and the Standard Work Specifications [outlined in WPN 15-4, Section 2](#). All materials and specifications are met per the standards set forth in 10 CFR 440, Appendix A. [All Subgrantee agreements and vendor contracts, will contain language which clearly documents the SWS specifications for work quality.](#)

WPN 15-4, Sec on 1: Definition of Work Quality Guidelines and Standards

All measures and incidental repairs performed on client homes must meet the specifications provided in the Weatherization Program Manual and Weatherization Field Guide. The current versions of these guidance documents are available on the Home Energy Plus website:

<http://homeenergyplus.wi.gov/category.asp?linkca d=494&linkid=122&locid=25>.

[All materials that are approved for use that are not included in Appendix A must be listed in this section.](#)

Wisconsin reviewed and revised the Weatherization Field Guide to ensure all standards meet or exceed the minimum standards in the relevant SWS requirements as required by WPN 15-4 Section 1.

The Field Guide received approval from DOE in April 2021 and was finalized in August 2021, to comply with the appropriate SWS for each procedure. Wisconsin's Request for Bid templates include a requirement that subgrantees ensure contractor agreements are tied to program requirements contained in technical guides and materials. Wisconsin's Field Guide is currently being reviewed and revised to align with the recent SWS changes and will be submitted to DOE in PY 22 (SFY 23) followed by a reapproval every five years, unless changes require earlier revision.

WPN 15-4 Sec on 2: Communication of Guidelines and Standards

All subgrantee agreements and contracts contain language which requires that work performed meets the technical specifications for field work provided in the Weatherization Program Manual and Weatherization Field Guide. The Grantee contract requires subgrantees install allowable weatherization measures per the Wisconsin Weatherization Program Manual, and federal and state regulations (Article 5. Scope of Work). All work is being performed in accordance with DOE-approved audit procedures (see V.4.2 below) and 10 CFR 440 Appendix A.

[Grantees must provide language to be included in Subgrantee contracts that outlines the expectations for work quality and instructs the Subgrantee to include these expectations in any contracts entered into with contractors and vendors.](#)

[The following statement is included in the subgrantee contract:](#)

["The Sub-grantee shall supply or provide all necessary personnel, equipment, materials and supplies, to install allowable weatherization and energy conservation measures in eligible low-income households per the Wisconsin Weatherization Assistance Program Manual, the Home Energy Plus Furnace Program Manual, and the Wisconsin Weatherization Field Guide, and in compliance with applicable federal and state regulations as identified in the SWS specifications for work quality outlined in WPN 15-4, Section 2. All work is performed in accordance to the DOE-approved energy audit procedures and 10 CFR 440 Appendix A"](#)

Wisconsin Weatherization Program Manual clarifies that subgrantees are required to identify and provide the applicable technical standards and specifications in every procurement action.

In addition, Request for Bid templates used by subgrantees to ensure that contract agreements are tied to program requirements and the related Standard Work Specifications (SWS) is incorporated into program documents. These updates are communicated each year to all subgrantees via e-mail and at our Annual Grantee Meeting planned for May 2022. Attendance at the Annual Meeting is mandatory for all subgrantees. Wisconsin will continue the process of cross-walking the Standard Work Specification updates with program documents to prepare for implementation of any necessary changes in Program Year 2022/23. The next content update to the SWS is SWS v.2020. The Weatherization Operators of Wisconsin, its subcommittee the Hudson Group, and the Division's Ad Hoc Work Groups have provided input to proposed policy changes.

Updates to the Weatherization Program Manual are made annually and the Weatherization Field Guide as required based on SWS changes. The documents are distributed electronically to all subgrantees via broadcast informational transmittal and published on the Home Energy Plus website on or before July 1. A signature on the weatherization contract will serve as proof of receipt.

The Division provides follow-up and clarification upon request through our Help Desk (via e-mail and telephone), through broadcast informational transmittal sent to all subgrantees, and at Weatherization Operators of Wisconsin organization meetings.

Field guide types approval dates

Single Family: 6/30/2021

Manufactured Housing: 6/30/2021

Multi-Family: 6/30/2021

V.5.2 Energy Audit Procedures

Audit Procedures and Dates Most Recently Approved by DOE

Audit Procedure: Single Family

Audit Name: NEAT

Approval Date: 6/30/2021

Audit Procedure: Manufactured Housing

Audit Name: Other (specify)

Leveraged funds are used to weatherize manufactured housing. Wisconsin does not plan to seek DOE approval of our audit protocol for this housing type. Wisconsin does require the use of MHEA for mobile homes heated with bulk fuels or electricity.

Approval Date:

Audit Procedure: Multifamily

Audit Name: Other (specify)

Leveraged funds are used to weatherize multifamily buildings. Wisconsin does not plan to seek DOE approval of our audit protocol for this housing type.

One to Four Unit Buildings

Wisconsin models all 1-4 unit buildings with NEAT. Each energy conservation measure must have an SIR of at least 1.00 and the total job SIR must also be at least 1.0. The Division has developed uniform, validated NEAT databases (including enabled measures and set-up libraries) for 1 to 4-unit buildings. Subgrantees are required to use this data and an approved audit protocol to evaluate units and assure that program outcomes conform to DOE requirements. Subgrantees are required to follow the policies and procedures in the Wisconsin Weatherization Program Manual and [Wisconsin Weatherization Assistant Guide](#), which includes detail on the measures that shall and shall not be included in the SIR calculation (see Weatherization Assistant Guide Chapter 4).

Manufactured Housing

Wisconsin uses MHEA (Version 8.11.0.1) to model manufactured homes if a bulk fuel or electricity is the primary space heating fuel. An SIR of at least 1.0 is required for all energy conservation measures. A cumulative (unit or building) SIR of 1.0 is required for all buildings released for production. In July 2015 Wisconsin discontinued the use of MHEA for auditing natural gas manufactured homes and began using a measures list program model. The measures list was developed based on extensive analysis of actual energy savings data from Wisconsin's Self Evaluation Savings studies, and a comparison of MHEA estimated costs to actual reported costs for the most recent program year. Only leveraged funds are used to weatherize manufactured homes.

Multifamily

Only leveraged funds are used to weatherize multifamily buildings (5-24 units) and Wisconsin does not plan to seek DOE approval of our audit protocol for this housing type. In the unexpected event DOE funds would be proposed for weatherizing multifamily buildings in the future, those building's energy audit (including data collection forms and ASHRAE calculations) will be submitted to DOE for approval on a case by case (building by building) basis.

V.5.3 Final Inspection

A final inspection is performed by subgrantee staff on every unit prior to reporting the unit as completed [440.16(g)]. Generally, the final inspection will not be performed by the person who did the initial energy audit of a property. In all cases the final inspection is performed by someone other than staff who performed the weatherization work. The Division recommends subgrantees to perform "real-time" final inspections when possible, a process improvement initiative to have the final inspector onsite on the last day of scheduled crew work. This improves responsiveness and efficiency of program operations by allowing crew workers to immediately address unsatisfactory work.

WPN 15-4 - Section 3: Inspection and Monitoring of Work Using Guidelines and Standards

All subgrantee final inspections for job completions reported in PY 2016 and beyond are performed by certified Quality Control Inspectors as outlined in WPN 15-4 Section 3. Wisconsin has implemented a Grantee Developed Quality Control Inspection Policy to ensure compliance with WPN 15-4.

Wisconsin is fortunate to have enough certified QCI professionals in the subgrantee network so that the certified QCI performing the final inspection does not perform the initial energy audit.

QCI: As of February 2022, Wisconsin has at least 52 QCI certified staff in the Weatherization Assistance Program network: 41 subgrantee staff, 3 Division Staff and 4 employees of State of Wisconsin subcontractor (Slipstream) and 4 program subcontractors that complete final inspections and monitoring visits (see Section V.8.3 Monitoring Activities). The Division's goal is to maintain at least two certified QCI on staff at each subgrantee. QCI trainings, continuing education unit (CEU) activities, and relevant exam proctoring is being provided by Slipstream (see Section V.8.4 Training and Technical Assistance Approach and Activities), an IREC accredited training provider and BPI Test Center.

The Division will be monitoring certification through the BPI website and certification dates provided by subgrantee staff to validate QCI credentials. Inadequate inspection practices will be identified by either the Division Quality Assurance or Slipstream staff during monitoring visits (see Section V.8.3 Monitoring Activities). Disciplinary actions for inadequate inspection practices will be reviewed on a case-by-case basis. When disciplinary action is warranted, the subgrantee will be required to develop and implement a corrective action plan to address and correct the finding(s).

V.6 Weatherization Analysis of Effectiveness

Quality assurance is the ongoing process of verifying that completed program work meets clear, measurable expected outcomes as established by program standards. Every weatherized unit receives a comprehensive inspection before the owner signs off on the completed work. The Division continually gathers and analyzes data on housing types, frequency of measures installed, costs of installed measures and the direct effect of the installed measures. Much of the data is provided directly by subgrantees in the individual job reports completed in the Wisconsin WAP online reporting database. At least five percent, and up to 10 percent, of completed units are inspected and reviewed in monitoring inspections completed by Division staff and contractors. Using this data, Division Quality Assurance staff select units for monitoring to ensure the onsite monitoring visits provide the best opportunities to review measures that may need improvement at a local level and to review jobs that may have higher measure costs. During the onsite visits, customers are interviewed to verify customers' understanding of completed work and assess their level of satisfaction with the work performed. The data accumulated from these evaluations are used to continually improve training curriculums and to adjust audit protocols, work standards, and procurement specifications.

The Division contracts with Slipstream for independent and objective evaluation of program processes and outcomes. The Self Evaluation Savings (SES) study, conducted at least biennially provides critical data on the projected energy and monetary savings of weatherization work performed. Utility bill information from approximately 10,000 households is analyzed in comparison with HEPLUS data regarding measures installed in thousands of weatherized units. Utility information for income qualified households not yet weatherized is utilized to control for weather and other nonprogram effects. Through this study, the Division can analyze trends in savings over multiple years and compare energy savings and measure costs among the subgrantees. The SES assists in assessing program effectiveness, directing policy decisions, identifying best practices being used at some subgrantees and targeting training and technical assistance resources.

Communication is an essential part of the quality improvement process. The Division participates with subgrantees in a variety of venues including the state association for Community Action Agencies (WISCAP), Weatherization Operators of Wisconsin (WOW), and the Hudson group (a WOW subcommittee comprised mainly of energy auditors, QCI and production managers from subgrantee weatherization programs). These groups encourage open discussion regarding ways to improve low income weatherization services and provide a setting to inform grantees of program modifications. The Division supports the formation of [monthly network call](#), [WOW meetings](#), focus groups or Ad Hoc Work Groups to support the development of policy and implementation of energy related technologies. These groups provide technical support and data to evaluate proposals and assess measure implementation.

The Division sponsors an annual Grantee Meeting for specific needs to ensure all subgrantees receive information regarding contract and policy updates. Subgrantee attendance at state sponsored Grantee Meeting is required. The Division holds monthly network calls and also participates in the WOW meetings to provide updates and engage with the network on potential policy changes, training updates, quality assurance activities, and funding levels.

Diversity, Equity, Inclusion

[The Division and the subgrantee network are committed to advancing equity for all, including people of color and others who have been historically underserved, marginalized, and adversely affected by persistent poverty and inequality. Projects include:](#)

- [Marketing and outreach materials \(poster and brochure\) are being redesigned to foster a welcoming and inclusive environment. Brochures will be translated to Spanish and Hmong.](#)
- [Braided and leveraged funding allows the flexibility to install additional repairs or measures that advance equity in historically disadvantaged communities.](#)
- [The management training plan provides workshops on diversity, equity and inclusion to support awareness among the network.](#)
- [The Field Guide will be translated to Spanish language.](#)
- [A Combustion Safety training module is being developed \(BPI 1200\) in Spanish and will include a resource document in Spanish.](#)

V.7 Health and Safety

Wisconsin's Health and Safety Plan is included in PAGE as Attachment 9.

[New requirement to cover Sump pits/wells with air-tight cover will be incorporated into the Field Guide](#)

COVID19

Communicable Diseases (COVID-19)

Communicable diseases, also known as infectious diseases or transmissible diseases, are illnesses that result from the infection, presence, and growth of pathogenic (capable of causing disease) biologic agents in an individual human or other animal host. Infections may range in severity from asymptomatic (without symptoms) to severe and fatal.

- Each Agency shall monitor the spread and transmission of COVID-19 metrics within their service territory and take appropriate actions to protect the health and safety of weatherization customers and staff. State-wide communicable disease surveillance and control activities in Wisconsin are coordinated by the Division of Public Health, Bureau of Communicable Diseases.
- The Agency shall develop an Operations Plan following [WAP Memorandum 067](#) Guidance that addresses work practices and PPE equipment necessary to reduce the risk of worker exposure in the workplace (office, shop, warehouse, customer homes, etc.).

V.8 Program Management

V.8.1 Overview and Organization

The Division contracts with Community Action Agencies and a variety of public and nonprofit entities to deliver weatherization services. Some of these subgrantees also administer housing programs such as CDBG and HOME funded programs (including rehab and first-time homebuyer). This results in a comprehensive set of services being offered to the state's low income customers. In addition to the Low Income Weatherization Assistance Program, the Division also houses the Low Income Home Energy Assistance Program and an Emergency Furnace Program. Together, these three low income assistance programs comprise the Home Energy Plus programs. The Division also maintains close working relationships with the state's utilities to ensure coordination of services between programs offered by utilities and the state's Weatherization Assistance Program.

The Division retains staff to conduct monitoring of contracts, perform field inspections of projects, and provide technical assistance and oversight to subgrantees. The Low Income Energy Advisory Committee (LIEAC) is established to meet the requirements of 440.17. As required by 440.17(a) (1,2,3), membership is selected for special qualifications and sensitivity to the problems of low income persons, including their weatherization and energy conservation needs. Membership is also broadly representative of organizations and subgrantees, including consumer groups that represent low income persons in their area – particularly the elderly,

disabled, and Native Americans. The committee has responsibility for advising the Division on the development and implementation of its Weatherization Assistance Program.

The Division Organizational Chart is attached to this application.

V.8.2 Administrative Expenditure Limits

Administrative expenditures are limited to 15% of the total DOE Grant allocation and is split 7.5% to State Administration and 7.5% to subgrantee administration.

V.8.3 Monitoring Activities

Monitoring is completed to assure that subgrantees are operating the program according to DOE rules and regulations and policies established by the Division, and to determine local training needs. The monitoring activities described in this plan apply to DOE funded activities.

The Division's Quality Assurance (QA) Section staff, or Slipstream, the Inspection Contractor, conducts monitoring of subgrantees. The in-house QA Section includes, one lead technical assistant, three technical assistance monitors, two program and policy analysts that support staff and the section chief. The Section Chief, lead technical assistant and three Quality Assurance monitors receive the following trainings and related certifications:

- Lead Safe Weatherization
- Lead Renovator
- Asbestos Operations and Maintenance
- Weatherization Assistant training
- Quality Control Inspector

Training and Technical Assistance (T&TA) funds pay for 5.45 QA Full Time Equivalent (FTE) positions. The Division uses Leveraging and Administrative Funds to pay for 2.85 QA FTE positions. The remaining Division QA FTE positions are paid with non-DOE funds from other sources.

Estimated travel costs for monitoring efforts will be funded by T&TA funds. The estimated travel costs for monitoring and technical assistance efforts for July 1, 2022 – June 30, 2023 is approximately \$37,600. The remaining portion of expenses will be paid out of non-DOE funds.

The Division is responsible for monitoring and oversight of work performed by subgrantees and will visit each subgrantee at least annually. More frequent QA monitoring will be performed if quality issues are discovered during visits.

Quality Control Inspectors (QCI) working for, or contracted by DEHCR, possess the knowledge, skills and abilities outlined in the National Renewable Energy Laboratory (NREL) Job Task Analysis (JTA) for Quality Control Inspectors. QA staff also provide onsite technical assistance. Supplemental technical assistance includes topics such as working safely on homes with lead or asbestos, forced air heating systems, boilers, procurement, process improvement, air sealing,

mobile home weatherization, ventilation, and OSHA construction safety trainings. The QA section includes individuals with extensive experience managing subgrantee weatherization programs, and with building science, construction engineering or architectural backgrounds.

All subgrantee final inspections for job completions reported in PY 2016 and beyond are performed by certified Quality Control Inspectors as outlined in WPN 15-4 Section 3. Wisconsin has implemented a Grantee Developed Quality Control Inspection Policy to ensure compliance with WPN 15-4.

Wisconsin is fortunate to have enough certified QCI professionals in the subgrantee network so that the certified QCI performing the final inspection does not perform the initial energy audit. If needed, two options are available for final inspection procedures:

- Monitoring Final Inspections are performed by a certified QCI professional who did not perform the initial energy audit and who was not a crew member who completed the weatherization work. Quality assurance reviews will be performed on at least 5 percent of these completed units.
- Monitoring Final Inspections are performed on at least 10 percent of completed units where the final inspection for the building was conducted by the same Energy Auditor or QCI Inspector but who was not a crew member who completed the weatherization work. The Subgrantees shall notify the Division if this presents a problem due to the loss of a QCI staff member. Wisconsin does not anticipate this to occur. In the event it does, other non-DOE resources will be utilized to meet this DOE monitoring requirement.

The quality assurance monitors complete extensive file reviews on inspected units, and on additional other units. If significant deficiencies are discovered concerning health and safety violations, poor quality of material installation, or major measures missed, the Division will increase the number of units monitored or increase monitoring of subgrantee contract management practices as applicable until the deficiencies are remedied. Subgrantees that have significant deficiencies will be referred to receive Production Based Training or will be required to attend training activities provided through the Standard Training Plan or other specialized technical assistance to improve performance (see Section V.8.4). Required subgrantee staff qualifications and training are tracked by Slipstream, our T&TA subcontractor, and compliance is verified during Administrative Reviews by Division staff.

Comprehensive monitoring of subgrantees is conducted as a six part set of activities designed to fulfill the requirements of WPN 20-4. The combination of these monitoring activities, in conjunction with periodic report assessments, provides an in-depth look at all program components. Monitoring checklists and tools used by both Administrative Review (AR) and field monitoring staff are attached. The Division completes all six of these activities for each subgrantee:

1. Administrative and financial reviews.
2. Dwelling unit inspections.
3. Client file reviews.
4. Agency Performance (Risk) Assessments

5. Training and technical support
6. QCI inspection process

Activity 1: Administrative and Financial Review

The Program and Financial Administrative Review (AR) covers the general operations of the subgrantee with a comprehensive examination of program, financial, and management practices and outcomes. The AR, combined with the subgrantee's own fiscal audit, gives the Division an overview of the subgrantee's administrative capacity and capability. This includes a review of:

- subgrantee financial management,
- accounting systems and operations,
- invoicing, purchasing and procurement procedures,
- inventory tracking,
- payroll and personnel,
- subcontractor management,
- vehicle and equipment list,
- health and safety policies,
- record retention,
- workflow and production
- worker trainings and certifications
- quality control procedures, and
- additional aspects of local program administration and organization.

Checks are made that financial procedure manuals exist and are followed, including a review of cost allocation plans. Desktop monitoring of HEPLUS System Weatherization reports, and reports submitted by the subgrantee in advance of the onsite administrative review, contribute to the overall information profile of the subgrantee.

Each subgrantee receives an annual monitoring evaluation by Division AR staff to review a sample of materials confirming they meet or exceed program specifications. AR staff check the subgrantee's purchasing records to confirm that appropriate documents are maintained demonstrating that the materials purchased meet or exceed specifications. For subgrantees that maintain a warehouse, a spot check of Safety Data Sheet (SDS) availability is completed.

Data on unit production and expenditures are reviewed monthly to ensure that the statewide average cost per unit does not exceed expenditure limits and is in compliance with Division requirements. This data is available as needed from the HEPLUS reporting database.

Building Job File reviews for the Administrative Review are performed by the Division's Quality Assurance staff for a more thorough review of the technical items and audit modeling.

Activity 2: Dwelling Unit Inspections

Dwelling unit inspections review the quality and appropriateness of work (using criteria that align with the specifications outlined in WPN 15-4 Section 1), conduct an assessment of the original energy audit, assess the accuracy and completeness of the pre and post work inspections, and other onsite items. Dwelling unit inspections include both in-progress and completed units, with emphasis placed on in-progress units and repair items identified in the PAR or desktop file review. The Division will make additional onsite visits of work in-progress with all subgrantees to assess compliance with safe work practices, adherence to lead safe weatherization protocols, comprehensiveness of final inspections, and other applicable criteria.

The Division's subcontracted onsite QA inspections supplement the monitoring described above. The subcontractor, Slipstream, will submit a QA Inspection Worksheet, provide an extensive photo report of all weatherization work and any findings, and complete a Quality Satisfaction Survey with the customer on each inspected home. Quality Assurance (QA) monitors also complete extensive file reviews on every inspected unit, reconciling energy audit recommendations to the actual work completed and assessing the subgrantee's project management and internal Quality Control (QC) process. Reports prepared by the subcontractor will be used to assist the Weatherization QA Section in meeting Quality Assurance goals. Both Division inspections and subcontracted inspections are entered and compiled in the QA reporting database.

Virtual inspections will be conducted in times of a public health emergency. DOE approved Wisconsin's Virtual inspection process on February 10, 2021. The Division recognizes that virtual inspections are not ideal but may be necessary due to the ongoing pandemic. The approved procedures will be refined based on learned experiences from PY21 and will be used as necessary during PY22.

When a county has been determined to be below the 5% threshold and the subgrantee internal policy allows travel, regular onsite visits will begin as described in Wisconsin's approved Department of Energy (DOE) plan.

The virtual inspection format is like an in-field inspection but limits the amount of personnel present during the onsite visit. When feasible, the Virtual Inspection will align with the Agency final inspection. It encompasses a comprehensive desktop review of all job documentation, from the intake to the final agency inspection. Anytime during the virtual or the desktop review, all identified health and safety issue(s) will be addressed immediately by the subgrantee and verified during the virtual inspection.

All required testing equipment will be calibrated and in good working order.

To keep monitoring distinctively different from training, the QCI inspection subcontractor will not offer coaching, guidance, or advice when trying to assess an agency's capabilities. The exception to this is when a unique situation is encountered, and the staff member states that the situation in question is something that would normally require outside guidance.

Follow up in person monitoring may be required if multiple items are identified that contain Health and Safety concerns or repeated items have been identified.

Virtual Quality Control Inspection (QCI) Workflow/Steps

1. State QA staff will select buildings that have been marked WX completed or in the stage of being completed in the Home Energy Plus (HE+) WisWap System
 - a. The buildings will be marked WX complete in the stage of being completed.
 - b. Buildings will contain DOE funding.
 - c. All required documents required in the previously approved in the Wisconsin Monitoring Plan will be in the document upload section including, but not limited to the: mdb. file, field data collection form, audit pictures, combustion testing, blower door testing, health and safety form, work agreement, final inspection documents and final inspection pictures. This will also include additional information reworks and call backs.
2. The group of buildings will be selected by the agency will be sent to contracted QCI or State inspector by the Agency that would have the inspection completed during Agency Final inspection.
 - a. Contracted QCI or State inspector will contact the agency with the BID (Building Identification) to set up the virtual inspection concurrently with the subgrantee QCI inspection.
 - b. Contracted QCI or State inspectors will conduct a full comprehensive file review of QA inspection forms.
 - i. Items identified during the desktop review can be clarified during the virtual inspections.
 - c. If the final inspection would happen during the time the crew was onsite, any identified
 - i. item that is corrected at that time will be marked as identified and corrected on the
 - ii. inspection form.
3. The contracted QCI or State inspectors will review the contents of the file, along with viewing the home via Google Earth or Street View if available. Notes are made in preparation.
4. Two people from the agency are present for the final inspection. The two individuals will video call the contracted QCI or State inspectors monitoring team from the vehicle once they have arrived (and are set up?).
5. If a hands-free device is used, two people will not be required for inspection.
6. One of the agency staff will be the QCI who conducts the inspection, and the other will hold the device to ensure a clear and focused video of the inspection that is being conducted.
7. The QCI must focus on the inspection and not the device so that the procedures can be accurately observed.
8. The QCI describes each activity like they would during a proctored field exam.
9. Everything that the final inspector would normally do is completed and video streamed.

10. If necessary, the contracted QCI or State inspector staff may ask the subgrantee staff to slow down, stop, explain, or show a closer shot of certain measures.
11. The diagnostic testing is highly important, and the camera must be angled to clearly see the meters, gauges, setup, location of testing, and appliance operation. It is assumed this will take the most time of the inspection.
12. The agency should have more than one device available as a backup if the battery life for the first device is not long enough to support the entire final inspection.
13. As the final inspection is ending, the contracted QCI or State inspector will provide subgrantee staff an opportunity to address anything they might have been missed.
14. If it appears the home is being left in an unsafe condition, the contracted QCI or State inspectors will alert the subgrantee staff so the issue can be immediately corrected, and notations will be made for the monitoring letter.
15. Observations will be made about how the inspectors addressed problems with the work or missed opportunities.
16. The final inspection visit will be compared to the client file, and technical client file, technical testing, and final inspection tool for consistency as the final inspection procedures are concluded.

QA inspection subcontractors that report inspections not completed, report findings clearly contradicted by their photo report or by the subgrantee's final inspection, fail to maintain required permits and insurance coverage, or deliver inspection reports that materially misrepresent the weatherization work completed may have current inspection contracts suspended. In especially egregious cases, as required by WPN 20-4, the Division reserves the right to debar a subcontractor or any successor company from providing services to Wisconsin weatherization subgrantees.

Wisconsin weatherization program standards provide clear guidance to subgrantees regarding contractor performance management, to conform with DOE requirements and State law. Included is specific information on actions or conditions that may trigger termination of a contract. The Division requires that subgrantees report every case where a contract is terminated for cause. As required by WPN 20-4, the Division may, upon review of the circumstances, debar that contractor from performing work for any subgrantee for a specific period. The Division will comply with 2 CFR 200.338 and 2 CFR 180 when proceeding with debarment.

Activity 3: Customer File Reviews

Customer file reviews verify the completeness of documentation among other items. File reviews will be completed, as noted, for every DOE funded building inspected. The AR team selects and reviews an additional sample of client files, including clients to whom service was deferred or denied. Numerous criteria are evaluated for each file including customer eligibility, accuracy of the energy audit, completeness of the work order, inspection certification forms, and compliance with health and safety requirements. Compliance with policies related to service of rental properties will be verified. Subgrantees will upload customer file information directly into the reporting system allowing for desktop monitoring by grantee staff. The desktop

monitoring will assist determination of priorities for subgrantee training needs or identify compliance issues. Attachment XX is the form used for Desktop Review

The Division's monitoring goals for this program year for each subgrantee are:

1. All 18 subgrantees will have an administrative review conducted.
2. Onsite QA inspection will occur on a minimum of 5% of the DOE funded units weatherized statewide. Inspections are distributed throughout the program year.
3. Inspection of files will occur on a minimum of 5% of the DOE funded units weatherized statewide.

In addition, each subgrantee is required to have a full financial and compliance audit conducted annually, unless total federal funding is less than \$750,000. If less than \$750,000, an audit will still be completed but not paid for with DOE funds. The Division reviews the annual audit and ensures the subgrantee takes any actions necessary to correct problems identified by the audit. The Division will resolve questioned costs or recover funds if necessary.

Upon completion of a monitoring visit, the QA staff holds an exit conference with the subgrantee staff. Discussions are held concerning the observations from the visit. Exit conference topics typically include:

1. Programmatic strengths
2. Programmatic weaknesses
3. Training needs and recommendations
4. Deficiencies requiring immediate corrective action

A copy of the Division's QA report will be provided to the subgrantee within 30 days with any requirements specified. When minor issues are identified, they will be reported as "Concerns" and the subgrantee will be responsible for making sure the issue is addressed on future jobs. When other deficiencies are identified as not meeting program standards, subgrantees will be required to take corrective action within 30 days. When recurring deficiencies are identified, the Division will determine what additional action is appropriate.

The Division's QA Technical Assistance monitors follow up on items addressed in Administrative Reviews on a regular basis throughout the year and by utilizing desk top reviews. If a subgrantee fails to resolve an issue, the Division reserves the right to take any of the following actions: withhold reimbursement until corrected, modification, suspension, or termination of the contract.

The Division may have follow-up telephone contact regarding any complaints about quality of workmanship. If additional investigation is required, an onsite visit may be completed to verify the quality of work being performed meets federal and state specifications. In the event the quality of the work was substandard, the subgrantee will be required to correct the deficiency.

Activity 4. Agency Performance (Risk) Assessments

In addition to the monitoring activities described above, the Division utilizes several tools to continuously assess each subgrantee's risk of noncompliance with state and federal regulations. These tools include, but are not limited to:

- The Contract Planning Workbook is a Division designed budgeting tool that assists in assessing prior experience with weatherization awards, personnel levels and training needs, and in determining labor rates.
- Comparison of estimated measure costs with actual reported costs analysis completed annually by Slipstream.
- Annual training plans developed by subgrantees.
- Annual financial audits completed by each subgrantee per 2 CFR 200.501.
- The State of Wisconsin Single Audit. The Weatherization Assistance Program is identified as a major program that is audited periodically. Any audit finding is identified in a summary memo from the State of Wisconsin Legislative Audit Bureau.
- Annual Subgrantee Performance Assessments are performed using a subgrantee weatherization program evaluation tool developed by the Division for this purpose. From DEHCR's perspective, a performance assessment is an evaluation of each subgrantee's ability to operate the Wx Program according to DOE rules and regulations and policies established by the Division. The results of each subgrantee's assessment will identify if there is any cause for concern and/or reasons for additional focus from the QA Monitoring and/or the AR teams, and the potential need for refresher training opportunities. A subgrantee may be required to develop a Corrective Action Plan, as necessary based on their assessment scores. Subgrantees with higher scores may receive more intensive or more frequent monitoring.
- Quarterly Contract Performance Reviews are performed based on production goals, building unit goals and fund expenditures identified in the approved annual Weatherization Monthly Contract Plan. Funding may be adjusted as a result of the reviews. If a subgrantee is not within 10 percent of planned production and expense goals, they are required to provide a plan describing how they will meet contract expectations by the end of the following quarter.

A DOE report on successes and significant problems will be completed regarding the level of subgrantee monitoring, major findings and resolutions, and training and technical assistance needs in all agency functions including programmatic, administrative, technical, and financial areas. Subgrantees that are considered by the Division to be at risk due to extensive production or quality issues, financial issues, or program management concerns may be required to create an action plan detailing an improvement strategy. The Division will report on the status and success of agency improvement strategies and training. Confirmed sensitive or significant noncompliance findings, such as waste, fraud, or abuse will be reported to DOE immediately.

Activity 5, Training and Technical Support

Training and technical assistance is provided during in-progress visits as needed. If imminent health and safety concerns are identified on the job site, the subgrantee is required to address such issues immediately. The Division will make as many visits as necessary and for which

resources are available. If additional technical support is needed, Production Based Training will be requested through Slipstream Training and Technical Support as noted in the training section.

Activity 6. QCI Inspection Process

In addition to QA Section staff, one technical inspection subcontractor is used to complete onsite QA inspections of completed jobs. The Division entered into a contract agreement for technical inspection services, with Slipstream. Slipstream has five certified QCI staff performing technical inspections for the Division. The Division verifies the subcontractor QCI certifications annually. The inspection subcontractor, under the direction of QA Section staff, evaluates completed units to determine if they were an eligible unit for weatherization and if the quality of the work meets the standards established by DOE and the Division. Although the subcontractor may conduct onsite evaluations of weatherized units, subgrantee oversight will continue to be primarily the responsibility of the Division and part of the QA Section's duties. QA Section staff may conduct follow up inspections where required. Subgrantees are not allowed to use additional DOE funds on inspected jobs that require reworks or warranty work.

[Refrigerator Shortages-QCI](#)

[To provide relief to agencies impacted by the shortage of refrigerators due to the COVID-19 Pandemic, Wisconsin received DOE approval on March 10, 2021 to allow agencies to follow the process below for DOE funded job with refrigerators:](#)

[The final QA QCI inspection will be conducted, excluding the inspect of the appliance. Once the job is complete, it will be invoiced with the applicant not being installed and marked in the HE+ System/WisWAP as “not installed”. When appliances become available, the subgrantee will add/edit measures to add the appliance and attach it to the original job by marking the new job number with an “r” \(r=rework\). When the appliance is installed the agency will request a rework and it will display on the HE+ System Dashboard for Division approval. Funding for the installed appliance will include Public Benefits or LIHEAP. DOE funding will not be an option for the invoice submission. The request to approve the rework will include notes in the System and will include documentation \(Date/Time\) of a phone call with the client regarding the installation, installer, condition of the appliance and quality. If concerns are brought up by the client, an onsite inspection will occur. The HE+ System will track open reworks, completed reworks, length of time before rework is completed, and approval date of the rework. The audit is uploaded to the HE+ System. The System will also record measures and the cumulative SIR.](#)

The monitoring schedule is included as **Attachment #**.

The Division does not provide services directly to low income families. As such, the provisions of WPN 20-4 related to “Direct Service Grantees” do not apply.

Supporting documents include Attachment **5-8**.

V.8.4 Training and Technical Assistance Approach and Activities

Standard Training Plan

In July 2017, the Division entered into a three-year contract agreement (with two optional two-year renewals) for Training and Technical Assistance (T&TA) services with Slipstream.

Administered and delivered by Slipstream, the Standard Training Plan provides specific trainings available to subgrantees each year. This training system provides courses at the basic, intermediate, and advanced levels for installers, crew leaders, energy auditors, final inspectors, data management, program support staff, and fiscal and program management staff. This allows Wisconsin to offer Comprehensive Training for all WAP personnel (as required by WPN 15-4, Section 4), as needed, based on the one-on-one check-ins with the Subgrantees. Training content addresses 1-4 unit and 5+ unit as well as site built housing and manufactured homes.

Training content is delivered through online training and skills building activities, virtual webinar, classroom, demonstration props, computer labs, and field hands-on to support effective education. Under the existing Standard Training Plan and funding level, the training system has the capacity to provide up to 1,400 in-person, virtual webinar, or online self-directed training slots per year, with more than 60 training sessions. While core trainings are delivered each year, the annual work plan varies based on training needs assessments and funding levels. Although COVID-19 concerns continue, training delivery is pivoting back from virtual webinars to in-person delivery of training – utilizing masking and other COVID-19 spread prevention protocols.

As a part of the annual planning process, the Division provides subgrantees with a list of potential training courses for the upcoming year. Subgrantees are required to complete an annual T&TA planning workbook which outlines T&TA activities for the contract period based on their allocation. The subgrantee plans include the training needs assessment survey, training not available through the training contract, local training delivery systems, the costs of sending staff to trainings, and customer education delivery. Subgrantees are asked to identify specific training needs within and in addition to the Standard Training Plan. Commonly identified training needs are added to the annual statewide training plan. Uncommon subgrantee training needs must be supported by the subgrantee's local plan. Urgent or unavoidable training needs may be supported through individual agency training requests (see the Specific Training section).

As a part of the T&TA planning process, Slipstream develops an annual work plan based on an annual subgrantee T&TA planning training needs assessment, real-time surveys, and other DOE requirements, including but not limited to DOE Project Officer feedback. The work plans are reviewed internally by Division staff. In order to be responsive to subgrantee needs, a mid-year T&TA check in meeting is held with each subgrantee to review current and upcoming training needs. Based on the summarized results of the T&TA check in meetings, the Division works with Slipstream to adjust the training work plan, if needed.

Of the statewide T&TA services (37%) and subgrantee's local T&TA budgets (31%), we anticipate approximately 32% State staffed monitoring and oversight of subgrantees. 37%

Statewide T&TA services including the training program, technical assistance and development projects, and Quality Assurance inspections.

Training Activities

Percent of overall trainings:

Comprehensive Trainings: 51%

Specific Trainings: 49%

Percent of budget allocated to Auditor/QCI trainings: 35%

Percent of budget allocated to Crew/Installer trainings: 35%

Percent of budget allocated to Management/Financial trainings: 30%

Training is provided through various delivery mechanisms. Wisconsin's Comprehensive training program includes standard trainings encompassing occupation specific training programs associated with the WAP Job Task Analyses (JTA). Wisconsin's Standard Training Plan provides a central training framework and addresses both short and long term training needs. The subgrantee T&TA plan, referenced above, provides funds to subgrantees for local training needs and initiatives, and having staff attend training sessions or online self-directed training identified as a priority and offered through Slipstream, the T&TA contractor training center. Regular JTA aligned training is offered every two to four years or as needed based on the annual need's assessment and changes to the program requirements, technologies and techniques.

The Division characterizes training activities as a specific deliverable training session or a system of training sessions, while technical assistance activities are characterized as program development projects or maintenance. Both training and technical assistance deliverables are driven by the overall objectives of saving energy and reducing the state's carbon dioxide and other greenhouse gas emissions. To reach those objectives, the provider network must deliver quality installations, at the lowest possible cost, to the greatest possible number of dwellings. Every training or technical assistance activity delivered is considered in the light of those objectives.

Wisconsin anticipates allocating approximately 17% of the new DOE funding for Training and Technical Assistance (T&TA). These funds are retained by the State, allocated to the subgrantee, or allocated to subcontractors that provide the following services, by percentage:

Comprehensive trainings:

Energy Auditor Certification

Since 2003, Wisconsin has been providing annual Energy Auditor trainings with a certification test at the end of the training. The Wisconsin Weatherization Energy Auditor Certification became mandatory for all energy auditors on July 1, 2009. Certification requires successfully completing the Energy Auditor training (classroom and field) and the Introduction to Weatherization Assistant course. The Introduction to Weatherization Assistant includes training

on the National Energy Audit Tool (NEAT). Since 2007, over 246 Energy Auditors have been trained and certified to work in Wisconsin's program.

Per the Home Energy Plus Weatherization Program Manual, all persons auditing homes with the Wisconsin Weatherization Assistance Program shall obtain a Wisconsin Weatherization Energy Auditor Certification within 12 months of beginning to audit homes for the program.

Staff working toward a Wisconsin Weatherization Energy Auditor Certification will be considered an Energy Auditor Trainee and shall have their audits reviewed and signed off on by a certified Wisconsin Weatherization Energy Auditor. Completion of the Energy Auditor Certification requirement advances the energy auditor beyond the trainee status.

Four requirements shall be completed to become a certified Energy Auditor:

1. Meet the DOE Weatherization Assistance Program Core Competencies expectations for Basic Energy Audit Competencies, which are:
 - Ability to read and write legibly;
 - Basic verbal and written communication skills;
 - Basic construction knowledge;
 - Basic math skills; and
 - Basic computer skills.
2. Complete and pass the Building Science Principles course.
3. Complete and pass the Energy Auditor course (classroom and field).
4. Complete and pass the Introduction to Weatherization Assistant course.

The BPI HEP Energy Auditor (EA) certification is not required for energy auditors working in Wisconsin's program. BPI HEP EA certification is required for individuals working toward BPI HEP Quality Control Inspector (QCI) certification.

Quality Control Inspector Certification

In 2019, the BPI HEP Quality Control Inspector (QCI) certification changed to a micro-credential under the BPI HEP Energy Auditor (EA) certification. Nearly all of Wisconsin's QCI certified individuals were due to recertify during PY21 and PY22. Due to the COVID-19 pandemic, no BPI HEP EA field exams were completed during PY21, and BPI extended the recertification deadline to March 31, 2022. The majority of Wisconsin's QCI certified individuals achieved recertification in PY22 which included acquiring a new BPI HEP EA certification. The Division and Slipstream will support the few remaining Wisconsin QCI certified staff in need of achieving QCI recertification with completion of the BPI HEP EA application and corresponding field exam during PY23.

A primary focus in PY23 will be supporting individuals to achieve initial BPI HEP QCI certification to meet the Division's per agency QCI goal. The Division and Slipstream will work with current QCI candidates to ensure they have EA prerequisites and support them through the BPI HEP EA application process as well as the BPI HEP EA written, BPI HEP EA field and BPI HEP QCI written

proctored exams. In support of individuals challenging the BPI HEP EA and QCI certifications, the following refresher courses have been developed by and are offered through Slipstream.

- BPI HEP Energy Auditor Written Exam Prep (online self-directed)
- BPI HEP Energy Auditor Field Exam Prep (online self-directed or in-person)
- BPI HEP Quality Control Inspector Written Prep (online self-directed)

Access to the online refreshers will be available to existing certified staff or to new staff seeking certification. The number of in-person field prep refresher courses will be determined based on identified subgrantee need.

The Division and Slipstream will inform QCIs regarding Continuing Education Unit (CEU) opportunities to ensure enough CEUs are attained to bypass having to challenge the EA and QCI written exams during the next recertification phase. Presently, QCI certified individuals have access to five Slipstream created online CEU activities equating to 7.5 QCI specific CEUs.

Building Science Principles

The Building Science Principles serves as the entry level training course for field staff, energy auditors and inspectors as well as any other program staff. This session focuses on the science/physics of air flow, heat flow and moisture flow, and illuminates the concept of “House as a System” thinking by providing examples, then tests application of knowledge and comprehension with a case study. The training will be offered during PY23 primarily as a self-directed online training, but in-person sessions will also be offered. This training course serves as a pre-requisite course for Retrofit Installer, Crew Leader, and Energy Auditor training programs.

Energy Auditor

The Energy Auditor training program correlates with the 2018 NREL Single-Family Energy Auditor JTA. The training program consists of three training courses: Building Science Principles, Energy Auditor (classroom and field), and Introduction to Weatherization Assistant. Each of these trainings are planned to be held at least once during PY23. Slipstream’s current IREC accreditation for the Energy Auditor training program’s expiration date was extended to 02/14/2022. Slipstream submitted a renewal application to IREC in February 2022 to retain accreditation for the Energy Auditor training program and retains accreditation through the renewal process.

Weatherization Crew Leader

The Weatherization Crew Leader training program correlates with the 2019 NREL Weatherization Crew Leader JTA. The training program consists of one course: Weatherization Crew Leader which includes content addressing transition to BPI 1200 for greatest negative pressure. This session may be offered during the program year based on subgrantee feedback in the T&TA Planning Workbook Needs Assessment Survey. Slipstream’s current IREC accreditation for Weatherization Crew Leader expiration date was extended to 02/14/2022. Slipstream submitted a renewal application to IREC in February 2022 to retain accreditation for

the Weatherization Crew Leader training program and retains accreditation through the renewal process.

Retrofit Installer

The Retrofit Installer training program correlates with the 2019 NREL Weatherization Crew Leader JTA of which Retrofit Installer is a component. The training program consists of three courses: Building Science Principles, Basic Blower Door and Air Sealing, and Retrofit Installer. The Basic Blower Door and Air Sealing and Retrofit Installer courses may be offered multiple times during the program year based on subgrantee feedback in the T&TA Planning Workbook Needs Assessment Survey. Slipstream's current IREC accreditation for the Retrofit Installer training program's expiration date was extended to 02/14/2022. Slipstream submitted a renewal application to IREC in February 2022 to retain accreditation for the Retrofit Installer training program and retains accreditation through the renewal process.

Quality Control Inspector

The Quality Control Inspector (QCI) training program correlates with the 2018 NREL Single-Family Quality Control Inspector JTA. The QCI training consists of one course: Quality Control Inspector. Depending on the identified need from the T&TA Workbook needs assessment survey this session will be offered to ensure staff have adequate training to prepare for the BPI HEP QCI credential. Wisconsin requires individuals seeking BPI HEP QCI certification to complete QCI training prior to challenging the certification exam. Slipstream's current IREC accreditation for the QCI training program expires 04/24/2024.

Multifamily Energy Auditor training – The Division is working with Slipstream to deliver an IREC accredited Multifamily Energy Auditor training program. This training is planned for advanced energy auditors. This session may be offered once during the program year based on subgrantee feedback in the T&TA Planning Workbook Needs Assessment Survey.

Additional Training - Additional training may be offered based on the annual T&TA planning workbook completed by each subgrantee, which includes a needs assessment survey. The following training courses are cross walked with relevant JTAs and include:

- Residential Thermography (Field Staff)
- Air Conditioning Basics (Field Staff)
- Air Sealing through Zone Pressure Diagnostics (Crew Leaders and Installers)
- Asbestos Weatherization Bridge (Field Staff)
- Forced Air Heating System Testing & Diagnostics (Auditors/Inspectors)
- Targeted Dense-Pack and Advanced Insulation Techniques (Crew Leader and Installer)
- Weatherization Assistant Level 2 (Auditors)
- Weatherization Assistant – MHEA (Auditors)
- Zone Pressure Diagnostics (Auditors and QCI/Final Inspectors)

Refresher Training:

- Weatherization Assistant Update for Auditors and Training Modules (Annual Refresher)

- On-line training modules
- Diagnostic Workbook

Wisconsin continues to invest in an online learning management system (LMS) for weatherization training. Existing training content will be managed and updated, as necessary. New content will be developed, and existing in-person content will be transitioned to online content where feasible and as time and funding allow.

Online self-directed training courses:

- Comprehensive Energy Audit Review (Managers, Auditors, Inspectors)
- Lead Safe Weatherization Refresher (Field Staff)
- Mold and Moisture Awareness (Field Staff)
- Spray Foam Properties and Procedures (Field Staff)

Online self-directed training courses (under development):

- Combustion Safety under development (Field Staff)
- Health and Safety – Fall Protection & Ladders

Wisconsin's biennial technical training event, **Weatherize Wisconsin: Building Science at Work**, is scheduled for September 2022. The Weatherize Wisconsin training event provides a venue for Wisconsin's weatherization professionals to showcase best practices and cost effective solutions. This event provides refresher training session reinforcing the JTA for energy auditors, inspectors, crew leaders, and installers. Sessions also highlight Health and Safety practices for lead and asbestos, OSHA, and Standard Work Specifications.

Specific Training

Production Based Training (PBT)

The PBT system, Wisconsin's Specific Training program, was developed to provide training and/or technical assistance support for subgrantee staff and subcontractors with deficiencies noted through Quality Assurance monitoring or other performance factors. Typically, the process starts with Quality Assurance staff identifying specific needs and assessing the severity of the issue. Slipstream receives a request to provide onsite training and/or technical assistance within one month of the request. Training is available for a wide variety of building science, diagnostic testing, and modeling topics in addition to administration, financial procedures, and weatherization technical requirements. Examples of PBT include advanced air sealing, new auditor mentoring, and reconciliation of direct labor rates. These visits are sometimes combined with technical assistance funds to provide onsite support in a technical area. Visits for PBT are designed to provide training and support for specific crews or contractors whose work was cited by our Quality Assurance team. The support is hands-on technical training, delivered without a classroom, during the weatherization process. The trainer works directly with the installers to improve their skills while completing a job. PBT immediately targets subgrantees with deficiencies noted through Quality Assurance reviews and other performance factors, with the goal of providing training within a month of the referral.

Additional training and technical assistance are available for subgrantees whenever our evaluations identify lower performance levels. Additional studies have been performed on high performing subgrantees to determine what helps them succeed so information can be shared with other agencies within the state.

Weatherization Assistant Technical Assistance

Subgrantees can request technical assistance in support of updates, implementation and troubleshooting related to the Weatherization Assistant modeling software.

Additional training and technical assistance are available for subgrantees whenever our evaluations identify lower performance levels. Additional studies have been performed to identify and record high performing subgrantees to determine what helps them succeed. Peer exchange is facilitated to share high performing subgrantee process and procedures with other subgrantees within the state.

Other Miscellaneous Training

The Division hosts an annual training event, **Home Energy Plus Training Event**, bringing together agency staff from the energy assistance program, the weatherization program, and utility representatives. The training event conducts concurrent sessions focusing on weatherization, energy assistance, program partnerships, and creative coordination efforts. Approximately 300 participants from all the programs can network, learn about other resources available to customers, and improve collaboration. Due to the pandemic, this event was cancelled for 2022. Instead, the Division held individual meetings with weatherization agencies and their energy assistance counterparts to discuss the referral process and communication. The next event is to be held in Green Bay February 6-8, 2023.

Additionally, Wisconsin is the host state for the **Better Buildings: Better Business Conference**. Traditionally, the conference offers 2.5 days of workshops focusing on building performance, mechanical systems, diagnostic testing, customer education and services, with sessions that provide BPI continuing education credits. Due to COVID-19, the event has been delayed with the next event tentatively planned for 2023.

Management trainings are also offered in conjunction with the Weatherization Operators of Wisconsin quarterly meetings. These training can range from a half day to one full day depending on the training content. General topics may include:

- Management & Supervisory Series: Diversity, Equity and Inclusion; Leadership; Communication; Supervisors and the Law
- Financial Management: Cost Allocation & Accounting, 2 CFR 200, Administration & Support
- Procurement and Subcontractor Management: Packaging & Awarding Bids, Quality Control, and Right-to-Cure
- Weatherization Outreach and Marketing
- Comprehensive Audit Review

- Weatherization Outreach and Marketing
- Succession Planning for Key Staff

Required Subgrantee Training Attendance

Subgrantee attendance is typically required at trainings or meetings where Division policy changes are reviewed. Specific trainings and applicable certifications are required for lead renovator, mold and moisture awareness, and asbestos disciplines to allow for the safe weatherization of buildings, and proper work procedures when mold and moisture problems are present.

Attendance for all training is tracked in a database maintained by Slipstream. The database is also used to track required trainings and Wisconsin Weatherization Energy Auditor and BPI HEP QCI certification dates.

Training Management and Tracking System

The Home Energy Plus Training Management and Tracking System (TMTS) provides training information and training staff recordkeeping as well as supporting training administrative functions. All information related to weatherization training course (in-person, online or virtual webinars), informational webinars, training events or conferences, as well as special meeting or activities such as PBT and training retention activity participation is tracked in the system. The TMTS interaction with the Home Energy Plus T&TA website includes the events calendar, online registration and posting of event specific materials. Reports detailing participation are available to individuals, agency managers, and Division staff through the Home Energy Plus T&TA website and the TMTS.

Major Home Energy Plus Technical Assistance Projects for PY2022

Broadly, technical assistance funds are used to enhance and maintain the quality of the services available to Wisconsin's Weatherization Assistance Program customers. Projects vary widely, and examples include research on specific weatherization measures or an onsite consultation for a subgrantee on quality assurance issues. Generally, a project must in some way work to further the objectives or requirements of the program. Listed below are the in-progress or planned technical assistance projects for this funding period.

Weatherization Customer Guidebook – Maintenance and updates of the Weatherization Customer Guidebook will continue. This web based consumer education tool allows subgrantees to create a customized guide noting the weatherization measures completed for each single family home weatherized. The Guidebook includes maintenance requirements for measures, as well as general energy management tips. The Guidebook went live on October 1, 2008 and is required for single family and manufactured homes. Features and measure information are modified as needed based on changes to technologies installed in the home.

Document Design Services – Document design and support for the Home Energy Plus Programs brochure, informational materials, the Wisconsin Weatherization Assistant Guide, the Wisconsin Weatherization Procurement Guide, and the Weatherization Field Guide. Wisconsin completed a major revision of the Weatherization Field Guide in PY 2021 to incorporate the relevant SWS requirements as required by WPN 15-4, Section 1.

Weatherization Measures Support – Analysis and maintenance of measures and field protocols. Currently in progress is an annual review of measure savings to investment ratios, combustion safety protocols, and new water heater technologies.

Self-Evaluation Savings Study (SES) – Starting in 2007, Wisconsin completes a Self-Evaluation Savings (SES) study analyzing the savings achieved in weatherized natural gas units, on a biennial basis. Actual pre- and post- weatherization natural gas and electric consumption is collected from regulated utilities. Data collected is utilized in an analysis of the therm and kWh savings of weatherized homes from the most recent program years. Generated results from the analysis are presented in a detailed report providing information for the full program and at a Subgrantee level.

Energy Audit Maintenance – Energy audit maintenance, coordination, and enhancement including managing the setup libraries, program upgrades, and customizing the audit, as feasible, for Wisconsin use.

WA Online Transition

Wisconsin will also continue working with ORNL to integrate a web based version of Weatherization Assistant when it is available.

Home Energy Plus Information Call Center – Provides for the operation and management of a call center. This tollfree number serves as an entry port for the public to the Home Energy Plus programs. Each year on average, the Call Center fields about 34,000 calls related to the Energy Assistance and Weatherization Programs.

Home Energy Professional Quality Control Inspector Planning – As noted in Section V.5.3, Wisconsin has implemented a Grantee Developed QCI policy to comply with WPN 15-4 Section 3.