

Eligibility Verification and Priority Selection for Title I-B Dislocated Worker

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POLICY AND PROCEDURE DIRECTIVE

Introduction

The Workforce Innovation and Opportunity Act passed by Congress in 2014 establishes a local one-stop system for those seeking assistance in obtaining or preparing for employment. Services provided through the one-stop system include career and training services.

Eligibility Determination is the process of application completion and information collection that verifies eligibility. Priority selection is the determination of which applicants will receive priority for enrollment.

This policy establishes Northwest Workforce Council (NWC) eligibility verification and registration standards for dislocated worker eligibility and priority selection for WIOA Title I-B funded Career and Training Services.

Eligibility Requirements

Individuals must meet the following eligibility criteria for the dislocated program:

- U.S. citizen or otherwise legally entitled to work in the United States; and
- Registered for Selective Service (males who are 18 or older and born on or after January 1, 1960), unless an exception is justified).

Being determine eligible for career and training services funded under WIOA Title I-B does not automatically entitle an individual to receive WIOA Title I-B career and training services. Below are the priority requirements for registration and the required criteria for training services.

Adults who receive services beyond self-service or informational activities, that require significant staff involvement with the individual in terms of resources or time, must be determined eligible, registered, and enrolled in WIOA Title I-B.

WIOA Registration occurs at the point where there is significant staff evolvement. Significant staff involvement occurs at the point where a planned intervention of WIOA services occurs, and an IEP is implemented using WIOA dollars.

Adults who receive services funded under WIOA other than self-service or informational services must be determined eligible and registered. EEO data must be collected on individuals prior to the registration process.

Category

- 1. General Dislocation
- 2. Dislocation from Facility Closure/Substantial Layoff
- 3. Self -employed Dislocation
- 4. Displaced Homemaker
- 5. Dislocated/Separating Military Service Members
- 6. Spouses of Military Service Members

In addition to the requirements established by WIOA, the NWC has established the following local definitions for specific conditions referenced in WIOA Law (See Attachment A, Conditions column, Categories 1-6.)

Definitions:

Job of dislocation: The economic dislocation of an individual as described in the WIOA dislocated worker program implies the existence of a job of dislocation. The job of dislocation is the job that qualifies the individual under one of the eligibility categories.

The general guideline for classifying the job of dislocation is the loss of the job within five (5) years of the application date for the Dislocated Worker program and having held that job for a consecutive period of at least six (6) months, provided that any interim jobs are considered to be Stop-gap.

If they have not held that job for a consecutive period of at least six (6) months, exceptions to the six (6) month duration may be based on factors that include, but are not limited to, whether: a) it is the latest job; longest job; only job; b) there is a history of vocational training for job; and, c) the current position was an upgrade from prior job in that industry.

The record of the applicant's work and educational history must be in sufficient detail to support the determination.

Considering the recent recessions, exceptions to the loss of the job within five (5) years can be made for individuals who lost their principal job since December 1, 2007 and had only stop-gap employment in the following period prior to the date of application.

For a self-employed individual, evidence that the business has been lost verifies a job of dislocation.

Long Term Unemployed: Individuals who have been unemployed for 27 weeks or longer in aggregate and have exhausted or nearly exhausted unemployment benefits; include in the definition are individuals who lost their jobs during or after the recent recession but have obtained only stop-gap employment (episodic, short term or part time employment) and have not obtained a full time job commensurate with their previous occupation.

Stop Gap Employment: Stop-gap employment is temporary work an individual accepts only because they have been laid off from the customary work for which their training, experience or work history qualifies them. Stop-gap employment must be temporary in nature with the intent to end employment upon completion of training, obtaining self-sufficient employment or as specified in the individual employment plan (IEP).

Typically, stop-gap employment will pay less than the individual's wage of self-sufficiency, however, there may be specific circumstances where stop-gap employment does provide a sufficient wage temporarily but is not considered permanent employment that leads to self-sufficiency. This stop-gap employment would not change the individual's dislocated worker status if it meets these criteria.

An otherwise eligible dislocated worker remains eligible if either prior to or during DW participation, stopgap employment is obtained for the purpose of income maintenance. If dislocation from a stop-gap position occurs, the job of dislocation remains the original job that established the self-sufficient income. If, at any time, an individual obtains employment that meets the definition of self-sufficiency, then that position would be considered the self- sufficient job of dislocation in the event of a future dislocation.

Category 1 and 5: General Dislocation and Dislocated/Separating Military Service Members.

Unlikely to return to a previous industry or occupation: a status of an unemployed worker as having limited opportunities for employment or reemployment in the same or similar occupation or industry in the area in which the individual resides as confirmed by local labor market information, (including a lack of open job orders), no job offers received (job search logs), local labor market events, announcements, and/or other related information released by economic, business, or labor statistic units.

Category 2: Dislocation from Facility Closure/Substantial Layoff

- Substantial layoff: Layoff under WIOA Section 101(9)(B)(i): any reduction in force of a least 33% of a company's workforce that is not the result of a plant closing and at a single site of employment during any 30-day period.
- General announcement of a plant closing under WIOA Section 101(9)(B)(ii) or (iii): an announcement of an upcoming plant or division closure as demonstrated by one of the following: (a) plant status as confirmed by written notice from employer of layoff or termination, (b) WARN notice, (c) newspaper article, (d) documentation that disaster necessitated business closure or layoff, (e) foreclosure notice, (f) self-certification in absence of other documents (self-certification must include reason why other documentation is unavailable).

Category 3: Self-Employment

• Unemployed as a result of general economic conditions in the community in which the individual resides or because of natural disasters for determining the eligibility of self-employed individuals, including family members and farm or ranch hands, under WIOA Section 101(9)(C): a status of an unemployed worker as provided below and documented in conformance to Attachment A.

General economic conditions resulting in the dislocation of a self-employed individual in the community in which they reside include, but not limited to:

- Failure of one or more businesses to which the self-employed individual supplied a substantial proportion of products or services;
- Failure of one or more businesses from which the self-employed individual obtained a substantial proportion of products or services;
- Substantial layoff(s) from, or permanent closure(s) of, one or more plants or facilities that support a significant portion of the state or local economy; and/or
- Depressed price(s) or Market(s) for articles produced by the self-employed individual.

Where self-employed farmers, ranchers, or business operations are likely to be terminated as evidenced by one or more of the following conditions:

- Foreclosure or notice of intent to foreclose
- Inability of farm/ranch or business to turn a profit during preceding 12 months
- Entry of self-employed person into bankruptcy proceedings
- Inability to make four payments on loans secured by tangible business assets resulting in a loss that directly affects closure
- Inability to obtain capital necessary to continue operations
- Debt-to-asset ratio sufficiently high to be indicative of the likely insolvency of the farm/ranch or business.
- Other events indicative of the likely insolvency of the farm, ranch or business.

Natural disasters include: any hurricane, tornado, storm, flood, high water, wind driven water, tidal wave, tsunami earthquake, volcanic eruption, landslide, mudslide, snow storm, drought, fire, explosion, or other catastrophe.

Dislocated workers who receive services beyond self-service or informational activities that require significant staff involvement with the individual in terms of resources or time must be determined eligible, registered, and enrolled in WIOA Title IB.

Being determined eligible for career and training services funded under WIOA Title IB does not entitle an individual to receive WIOA Title IB career and training services. Below is the priority requirement for registration and the established criteria for training services.

WIOA I-B Dislocated Worker Program Priority Selection for Services

The NWC has developed the following priority directing Dislocated Worker program services to veterans and other individuals in need of career and training services under the WIOA Title I-B Dislocated Worker Program:

1) Priority for career services will be given to veterans and other covered persons (as defined in Attachment A of this policy) who otherwise meet the definition of a dislocated worker

According to 20 CFR 680.120, 680.130, and 680.210, the above priority requirements do not necessarily mean that only veterans and other covered persons can receive WIOA dislocated worker funded Career and Training services. Other eligible individuals may be served after first serving eligible individuals who meet the established priority selection criteria.

Two categories of dislocated workers may receive career services:

- 1. WIOA Title I-B eligible dislocated workers who are unemployed and are determined to need career services to obtain employment that leads to self-sufficiency; and
- 2. WIOA Title I-B eligible dislocated workers who are employed/underemployed and are determined to be in need of career services to obtain or retain employment that leads to self-sufficiency. An employed worker will be determined to need career services to obtain or retain self-sufficient employment, if he/she is employed in a job making less than 80% of his/her last wage of dislocation.

Criteria for Training Services

Training Services are available to individuals who meet the criteria above and who need additional services beyond career services to obtain or retain employment. Following an interview, evaluation or assessment and career planning, individuals must meet additional criteria for training services to obtain or retain employment that leads to self-sufficiency as defined above.

Training services availability is based on the ability of workforce system resources to address the individual needs of the interested job seeker. Enrollment decisions in the process of selecting individuals for career and training services will be based on the coordination of resources available with the Northwest workforce system partners.

Requirements for training include:

1. There is no suitable employment available to match the skills, experience, or ability of the jobseeker to obtain self-sufficiency. Suitable employment is defined as work of an equal or higher skill level than the adversely affected employment and the wage or wage progression opportunities are not less than 80% of the average weekly wage at the time of the qualifying separation.

- 2. The individual will benefit from appropriate training: The training program will provide the necessary skills to obtain employment in a demand occupation. Priority for training services will be given to those individuals seeking training in the Region's Key Industry Sectors (Health, Manufacturing and Construction), or as identified in the NWC Strategic Plan.
- 3. There is a reasonable expectation of employment following the completion of training: the training must be for a demand occupation in the labor market where the participant resides or is planning to relocate.
- 4. Training is reasonably available to the individual from either public or private sources: the training site must be within the commuting area of the participant. Training at institutions outside of the commuting area may be approved if similar training programs are not offered within the local commuting area.
- 5. The individual is qualified to undertake and complete the training program. The following factors will be considered:
 - physical and mental capabilities
 - educational background
 - previous work experience
 - financial resources for duration of training program (e.g., Unemployment Insurance, Worker Retraining, Pell Grant, State Needs Grant, WIOA and Training Benefits)
 - Personal or family financial resources available if the above mentioned resources exhaust prior to completion of the training program
- 6. Training is suitable (suitability in this case means the participant satisfies all criteria from #5) for the worker and is available at a reasonable cost: The service provider shall not approve training when the cost of the training is unreasonably high in comparison with the average cost of training in similar occupation at other providers. The service provider shall not approve training:
 - In an occupational area, that requires an extraordinarily high skill level relative to the participant's current skill level.
 - When the cost of training is substantially higher than the costs of other training that is suitable for the participant.
- 7. The applicant is unable to obtain grant assistance from other sources to pay the full cost of training.
- 8. Classroom training meets the applicable requirements of the NWC's Individual Training Account Policy, WIOA 01-10, Revision 4.

Eligibility and Priority of Services Process and Assurances

NWC policy ensures that adequate and correct determinations of dislocated worker eligibility and priority selection are made within WIOA law and regulations as well as State and NWC policies.

Each file must include a completed MIS registration for each applicant and documents that confirm eligibility for program or priority of services. All questions on the MIS Registration must be answered, and both the applicant and the intake coordinator must sign the completed registration form. The participant must be advised that all information is subject to verification, and that false registration is grounds for immediate termination, and prosecution under the law. Examples of acceptable documentation are included in "Acceptable Documentation for Determining Dislocated Worker Eligibility and Priority Selection", Attachment A.

The first requirement for verifying eligibility is for the applicant to provide the NWC the required Documentary evidence identified in attached Acceptable Documentation for Determining Dislocated Worker Eligibility and Priority Selection, (Attachment A and B).

The NWC may accept for WIOA eligibility determinations collateral contacts or documented statements from individuals who are not part of the application's immediate family or self-attestation if the method is designated in Attachment A.

For priority of services category, veteran, any one of the three methods may be used (documentary evidence, collateral contacts, or self-attestation). If collateral contacts or self-attestation is used, the reason why the individual is using this method must be documented in case notes.

All eligibility issues that arise because of file reviews or additional information received after completing the MIS registration must be referred to the NWC's Deputy Director or designee for investigation and resolution.

All documents supporting eligibility must be included in the applicant's file and available for review by the administrative entity.

Use of Self-Attestation

The NWC is committed to conducting quality eligibility determinations. Whenever possible and within a reasonable effort, the NWC's preferred method for verifying eligibility is to secure copies of original or verifying documents that establish that the individual meets required eligibility criteria.

The NWC recognizes under certain circumstances that original or verifying documents may not be available or cannot be accessed within a reasonable time period. The NWC has identified in Attachment A (Acceptable Documents for Eligibility Determination) of this eligibility determination policy those circumstances where self-attestation may be used locally to verify eligibility. In some situations, the NWC may require an additional step when using self-attestation. An example of this is requiring in addition to the self-attestation statement from the applicant a corroborating statement from an individual that has direct knowledge of the applicant's circumstances.

Based on Federal and State laws and regulations and local policy, there are specific criteria that must be verified through identified documentation. These include selective service registration, and citizen/legally entitled to work in the U.S.

Attachment A:	Acceptable Documentation for Determining Dislocated Worker Eligibility	
Eligibility Minimum Requirements Dislocated Worker	Conditions	Acceptable Documentation
Citizenship or Eligible non-citizen	Legally entitled to employment within the U.S. and territories	 Social Security Card Birth certificate Any form of documentation as defined by Immigration and Naturalization Service (INS) for work eligibility. See Attachment B.
Selective Service Registration	Almost all male U.S. citizens, and male aliens living in the U.S., who are 18 through 25, are required to register with Selective Service. When a participant has his 18 th birthday while enrolled in WIOA, registration for selective service must occur within 30 days of their 18 th birthday. All males may register up to 120 days prior to their 18 th birthday. (NWC Policy 01-12)	 Selective Service Registration Card Receipt of registration On-line confirmation or Telephonic verification with Selective Service DD-214 Form (Report of Transfer or Discharge) May be waived in accordance with NWC Policy 01-12.

Attachment A:	Acceptable Documentation for Determining Dislocated Worker Eligibility (Cont.)		
Eligibility Minimum Requirements Dislocated Worker	Conditions	Acceptable Documentation	
Category 1. General Dislocated Worker	Terminated or Laid off, or who has received notice of termination or layoff, from employment; (For the purposes of serving still-active transitioning service members, a service member can receive Dislocated Worker service if they are within ninety (90) days of planned separation) and is unlikely to return to previous industry or occupation;	 Lay-off notice or termination notice from employer or pay stubs Contact with last employer WIOA001 REPORT Certification of expected Separation (Federal Civilian Employees) Self-attestation in absence of other documents Labor market information Labor analysis Open job orders Evidence of unsuccessful job search, such as job search log Comparison of current job listing wages to previous wage Local demand list Statement with ratio of openings to job seekers <i>Skills need to be updated, lack of required education, experience, or</i> 	

		 credential Has limiting physical/mental restriction Available wages below 80% of wage at separation
	and is eligible for or has exhausted entitlement to unemployment compensation; or	WIOA001 REPORT
	Has been employed for a duration sufficient to demonstrate to the appropriate entity at a one-stop center referred to in WIOA section 134 (c), attachment to the workforce, but is not eligible for UI due to insufficient earnings or having performed services for an employer that were not covered under a State unemployment compensation law.	 WIOA001 REPORT Pay stubs Other documents or procedures as established by WDC policy
Category 2. Facility Closure/ Substantial Layoff	Has been terminated or laid off, or has received a notice of termination or layoff, from employment as a result of any permanent closure of, or any substantial layoff as defined in local WDC policy at, a plant, facility or enterprise;	 Lay-off or termination notice from employer WARN Letter from employer Newspaper article Tax returns
		 Business license Document that disaster caused going out of business

Attachment A:	Acceptable Documentation for Determining Dislocated Worker Eligibility (Cont.)		
Eligibility Category Dislocated Worker	Criteria	Acceptable Documentation	
180 Days Prior Notice Public Notice	Is employed at a facility at which the employer has made a general announcement that such facility will close within 180 days; or For the purposes of eligibility to receive services other than training services in WIOA section 134(d)(4), intensive services described in section 134(d)(3), or support services, is employed at a facility at which the employer has made a general announcement that the facility will close.	 Newspaper articles, employer notifications/announcements or similar documentation Foreclosure notice Labor market information Income & Expense Statement Bankruptcy proceedings Insufficient debt-to-asset ratio Depressed prices or markets WIOA Self-Attestation in absence of other documents Other documents or procedures as established by WDC policy 	
Category 3 Self Employed	Was self-employed (including employment as a farmer, a rancher, or a fisherman) but is unemployed as a result of general economic conditions in the community in which the individual resides or because of natural disasters.	 For net business receipts: copy of books, or a statement from the accountant for the business; family or business financial records. Business records, marketing tools, and other appropriate documents that 	

		 verify self-employment Federal Income Tax Return Labor market information. Newspaper economic related articles and business journals. Foreclosure Notice Bankruptcy documents. Inactive Business License Documentation Cancelling bonds or insurance. WIOA Self-attestation statement in absence of other documentation.
Category 4 Displaced Homemaker	 An individual who has been providing unpaid services to family members in the home and was dependent on the income of another family member and is no longer supported by the income of the family member; OR Is the dependent spouse of a member of the armed forces on active duty and whose family income is significantly reduced because of a deployment, a call or order to active duty, or a service connected death or disability of the member And Is unemployed or underemployed and is experiencing difficulty in obtaining or upgrading employment. 	 Separation or divorce decree Divorce Papers Certificate of State Registered Domestic Partnership (RCW 26.60 and State Policy 1019) Tax Returns WIOA Self-attestation

Attachment A:	Acceptable Documentation for Determining Dislocated Worker Eligibility (Cont.)	
Eligibility Criteria Dislocated Worker	Conditions	Acceptable Documentation
Displaced Homemaker (Continued)		 Self-Certification in absence of other documents Documents affirming spouse's notification of layoff or UI claim Other documents or procedures as established by WDC policy Evidence of unsuccessful job search or wage progression activities. Assessment documents such as, but not limited to, Services Justification, Job Search Log, Career Kit, or etc.
Category 5 Dislocated/Separating Military Service Member	A non-retiree military service member who was discharged or released from service under other than dishonorable, or has received a notice of military separation. Per proposed 20 CFR 680.660, separating military service members	 DD 214 (Report of Transfer or Discharge) WIOA001 REPORT See documents required for Category 1, Unlikely to return to industry or occupation.

		1	
	automatically qualify as unlikely to return		
	to a previous industry or occupation and		
	as eligible for or exhausted entitlement to		
	Unemployment Insurance.		
	A Separating Military Service Member may		
	be enrolled up to twelve (12) months prior		
	to the individual's planned discharge date.		
	to the manual s planned discharge date.		
	Note: Dislocated military service		
	members, veterans and other covered		
	persons are eligible for Priority of Service		
Category 6	The spouse of a member of the armed	•	Marriage Records
Spouses of Military	forces on active duty, and who has	-	DD 214 (Report of Transfer or Discharge)
Services Members	experienced a loss of employment as a		Employment Records or verification of
	direct result of relocation to		employment.
	accommodate a permanent change in		Self-attestation of employment lost due
	duty station of such member;		to member's change of military station if
	OR		records not available.
	The spouse of a member of the armed		Copy of Orders to New Station.
	forces on active duty and who is		
	unemployed or underemployed and is		
	experiencing difficulty in obtaining or		
	upgrading employment.		
	Note: a military spouse may also qualify as		
	a displaced homemaker (Category 4).		
	a displaced nomemaker (category 4).		

Acceptable Criteria for Determining Priority Selection

Attachment A:	Acceptable Documentation for Determining Dislocated Worker Eligibility (Cont.)	
Group	Definitions	Commonly Used Documentation
Veteran and Other Covered Persons	A "covered person" is one of the following: <u>A veteran</u> who is an individual who served in the active military, and who was discharged or released from such service under conditions other than dishonorable (WIOA definition);	 DD 214 (Report of Transfer or Discharge)
	<u>A recently separated veteran</u> is any veteran who applies for participation under this title within 48 months after the discharge or release from active military (WIOA definition); or	 DD 214 (Report of Transfer or Discharge) WIOA001 REPORT
	 <u>The spouse of</u>: A veteran who died of a service connected disability; a member on active duty who (at time of spouse's application) is listed as missing in action, captured in the line of duty, or forcibly detained; or A veteran with a total disability from a service connected disability or one who died while being evaluated for it. 	 Marriage Records Military Records Certificate of State Registered Domestic Partnership (RCW 26.60 and State Policy 1019) Self-attestation can be used as an alternative means to determine eligibility. Self-Attesters must be informed that knowingly providing false information will be grounds for immediate exit.
Other unemployed or underemployed dislocated workers in need of career services to gain employment.	Must meet at least one of the eligibility categories listed in this policy and attachment Including General Dislocation; Dislocation from Facility closure or a substantial layoff; self- employed dislocation; dislocated Military Service Members; or Spouses of Military Service Members.	See specific documentation required for selected criteria detailed above.

Attachment B: Lists of Acceptable Documents for Employment Eligibility Verification Dislocated Worker Services

Department of Homeland Security - U.S. Citizenship and Immigration Services Employment Eligibility Verification LISTS OF ACCEPTABLE DOCUMENTS

LIST A	LIST B	LIST C
Documents that establish both identity and employment eligibility	Documents that establish identity	Documents that establish employment eligibility
1. U.S. Passport or U.S. Passport Card.	 Driver's license or ID card issued by a state or outlying possession of the United States provided it contains a photograph or information such as name, date of birth, gender, height, eye color and address 	1. U.S. Social Security Account Number card issued by the Social Security Administration (other than a card stating it is not valid for employment or only with INS or DHS authorization)
2. Permanent Resident Card or Alien Registration Receipt Card (Form I-551)	 ID card issued by federal, state or local government agencies or entities, provided it contains a photograph or information such as name, date of birth, gender, height, eye color and address 	 Certification of Birth Abroad issued by the Department of State (Form FS-545 or Form DS-1350)
3. An unexpired foreign passport with a temporary I-551 stamp or temporary I-551 printed notation on a machine- readable immigrant visa.	 School ID card with a photograph 	 Original or certified copy of a birth certificate issued by a state, county, municipal authority or outlying possession of the United States bearing an official seal
4. An unexpired Employment Authorization Document that	4. Voter's registration card	 Native American tribal document
contains a photograph (Form I- 766,)	5. U.S. Military card or draft record	 U.S. Citizen ID Card (Form I- 197)
5. For nonimmigrant alien authorized to work for specific employer: An unexpired foreign passport with an unexpired	 6. Military dependent's ID card 7. U.S. Coast Guard Merchant Mariner Card 	6. ID Card for use of Resident Citizen in the United States (Form I-179)
Arrival-Departure Record, Form I-94, bearing the same name as the passport and containing an endorsement of the alien's nonimmigrant status, as long as it has not yet expired and the proposed employment is not in conflict with any restrictions or limitations identified on the form.	 8. Native American tribal document 9. Driver's license issued by a Canadian government authority 	7. Unexpired employment authorization document issued by DHS (other than those listed under List A)

Attachment B: Lists of Acceptable Documents for Employment Eligibility Verification Dislocated Worker Services Continued

LIST A	LIST B	LIST C
Documents that establish both identity and employment eligibility	Documents that establish identity	Documents that establish employment eligibility
6. Passport from the Federated States of Micronesia (FSM) or the Republic of the Marshall Islands (RMI) with Form I-94 or Form I-94A indicating non- immigrant admission under the Compact of Free Association between the U.S. and the FSM or RMI.	For persons under age 18 who are unable to present a document listed above: 10. School record or report card	8. Employment authorization document issued by the Department of Homeland Security
	11. Clinic, doctor or hospital record	
	 Day-care or nursery school record 	

Illustrations of many of these documents appear in Part 8 of the Handbook for Employers (M-274)