



EMPLOY MILWAUKEE POLICY 18-02

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POLICY: 18-02

SUBJECT: DEFINITION OF YOUTH WHO NEEDS ADDITIONAL ASSISTANCE

ISSUANCE DATE: 12/13/18

EFFECTIVE DATE: 12/13/18

REVIEWED DATE: 08/27/26

REFERENCES:

- None

POLICY SCOPE

- ☐ EMPLOY MILWAUKEE AGENCY
- ☐ WIOA WDA 2 SYSTEM
- ☒ WIOA TITLE I-B PROGRAM(S)
 - ☐ ADULT PROGRAM
 - ☐ DISLOCATED WORKER PROGRAM
 - ☒ YOUTH PROGRAM
- ☒ NON-WIOA PROGRAMS
- ☐ RE ENTRY PROGRAMS

I. BACKGROUND

Local Workforce Development Boards (WDB) must include policy and procedure for applying the criterion of “Youth Who Needs Additional Assistance” in their Local WIOA Plan if they choose to use it as an eligibility criterion. This data element is recorded for participants of the following DOL-funded programs: WIOA Youth, National Farmworker Jobs Program (NFJP), Reentry Employment Opportunities (REO) Youth and YouthBuild.

II. PURPOSE

The “Youth Who Needs Additional Assistance” data element is defined as follows in the DOL-only PIRL (Participant Individual Record Layout), OMB Control Number 1205-0521:

“Participant is an out-of-school youth who requires additional assistance to enter or complete an educational program, or to secure and hold employment or an in-school youth who requires additional assistance to complete an educational program or to secure or hold employment as defined by State or local policy.”

The state workforce development board, the Governor’s Council on Workforce Investment, has declined to issue a state definition for this criterion. This policy conveys the definition of this data element for Workforce Development Area 2.

III. POLICY

A. Federal and State Requirements

Local WDBs are not required to use this criterion as part of eligibility determinations. However, as Wisconsin's Governor's Council on Workforce Investment has declined to further define this category, local WDBs must include policy and procedure for applying this criterion in their local plans if they choose to use it as an eligibility criterion. Any policies and procedures must be reasonable, quantifiable, and based on evidence that the specific characteristic of the youth identified in the policy objectively requires additional assistance.

B. Local Definition

Employ Milwaukee defines a youth or young adult “who requires additional assistance to complete an educational program, or to secure or hold employment” as an individual with at least one of the following characteristics. These characteristics may be substantiated by a participant’s self-attestation.

- Has experienced or witnessed a recent traumatic event, including domestic violence or abuse, or resides in an abusive environment.

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- Has ever been dismissed or had a non-voluntary separation from employment.

Additionally, an applicant to the WIOA In-School Youth (ISY) Program can meet this definition if the below characteristic applies. This characteristic must be substantiated by a school record, which may include a documented statement from a school official.

- Has previously dropped out, been suspended or been expelled from school.

C. Evidentiary Bases

US DOL TEGL 21-16 requires that these policies be “reasonable, quantifiable, and based on evidence that the specific characteristic of the youth identified in the policy objectively requires additional assistance.” State policy interprets the regulatory phrase “based on evidence” to mean “that credible empirical research supports the conclusion. In other words, the conclusion is not drawn from opinion, prejudice or speculation.”

Employ Milwaukee cites the following sources to support the criteria used in the local definition.

1. Criterion: Has experienced or witnessed a recent traumatic event, including domestic violence or abuse, or resides in an abusive environment.
 - Bethell, C. D., Newacheck, P., Hawes, E., & Halfon, N. (2014). “Adverse Childhood Experiences: Assessing the Impact on Health and School Engagement and the Mitigating Role of Resilience.” *Health Affairs*, 33(12), 2106-2115. Retrieved from <https://www.healthaffairs.org/doi/abs/10.1377/hlthaff.2014.0914>.
 - Peek-Asa C, Maxwell L, Stromquist A, Whitten P, Limbos MA, Merchant J. (2007). “Does Parental Physical Violence Reduce Children’s Standardized Test Score Performance?” *Annals of Epidemiology*. 17(11): 847–853. pmid:17719240. Retrieved from <https://www.sciencedirect.com/science/article/pii/S1047279707002499?via%3Dihub>.
 - Liu, Y., Croft, J.B., Chapman, D.P. et al. (2013). “Relationship between Adverse Childhood Experiences and Unemployment among Adults from Five US States.” *Social Psychiatry and Psychiatric Epidemiology*. 48: 357. <https://doi.org/10.1007/s00127-012-0554-1>
2. Criterion: Has ever been dismissed or had a non-voluntary separation from employment.
 - Brand J. E. (2015). “The Far-Reaching Impact of Job Loss and Unemployment.” *Annual Review of Sociology*, 41, 359-375. Retrieved from <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4553243/>.
 - Kletzer, L. G., & Fairlie, R. W. (2003). “The Long-Term Costs of Job Displacement for Young Adult Workers.” *ILR Review*, 56(4), 682–698. <https://doi.org/10.1177/001979390305600408>
 - Mroz, T. A., & Savage, T. H. (2006). “The long-term effects of youth unemployment.” *Journal of Human Resources*, 41(2), 259-293. Retrieved from <http://www.bris.ac.uk/media-library/sites/cmpo/migrated/documents/wp97.pdf>
3. Criterion: Has previously dropped out, been suspended or been expelled from school.
 - Rosenbaum, J. (2018). “Educational and Criminal Justice Outcomes 12 Years After School Suspension.” *Youth & Society*. <https://doi.org/10.1177/0044118X17752208>
 - Balfanz, Robert; Byrnes, Vaughan; and Fox, Joanna (2014) "Sent Home and Put Off-Track: The Antecedents, Disproportionalities, and Consequences of Being Suspended in the Ninth Grade," *Journal of Applied Research on Children: Informing Policy for Children at Risk*: Vol. 5: Iss. 2, Article 13. Retrieved from <http://digitalcommons.library.tmc.edu/childrenatrisk/vol5/iss2/13>

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- Russell J. Skiba, Mariella I. Arredondo & Natasha T. Williams (2014). "More Than a Metaphor: The Contribution of Exclusionary Discipline to a School-to-Prison Pipeline, Equity & Excellence in Education, 47:4, 546-564, DOI: 10.1080/10665684.2014.958965
- Biehl, S. (2011). "School Expulsion: A Life Sentence?" American Bar Association. Children's Rights Litigation. Retrieved from: <https://apps.americanbar.org/litigation/committees/childrights/content/articles/spring2011-expulsion-suspension-zero-tolerance.html>
- Essays, UK. (November 2018). The Severe After Effects of Dropping out of high school. Retrieved from <https://www.ukessays.com/essays/education/after-effects-of-dropping-out-of-high-school-education-essay.php?vref=1>

D. Limitations

Per federal regulations, no more than five percent of the participants enrolled into a local area's WIOA ISY Program in a given program year may be eligible based on this criterion alone. State policy states, "Even if a local area chooses to use this category as part of ISY eligibility, it is to be used sparingly...DWD-DET holds the local WDBs responsible for tracking eligibility determinations for ISY that are based **solely** on this eligibility barrier and ensuring compliance with the 5% limitation. Any costs associated with serving participants who exceed the 5% limitation will be disallowed. In cases where the local WDB exceeds the 5% limitation, participants' eligibility determination dates will be placed in chronological order and only the first 5% will be covered by the limitation."

IV. PROCEDURES

A. Inclusion of Element in Program Applications

Every applicant to a WIOA Youth, YouthBuild, and REO Youth Program must be asked if they meet the characteristics in this local definition at the time of enrollment. The question must be asked in an official Employ Milwaukee form.

The local administrator of the National Farmworker Jobs Program (NFJP) shall determine the most appropriate method of assessing whether applicants meet this definition.

B. Documentation of Characteristics

These characteristics of the local definition may be substantiated by a participant's self-attestation:

- Has experienced or witnessed a recent traumatic event, including domestic violence or abuse, or resides in an abusive environment.
- Has ever been dismissed or had a non-voluntary separation from employment.

This characteristic, applicable only for the WIOA In-School Youth (ISY) Program must be substantiated by a school record, which may include a documented statement from a school official.

- Has previously dropped out, been suspended or been expelled from school.

V. ACTION REQUIRED

- Posting of this Policy to the Employ Milwaukee website for open access to all personnel.

REVISIONS: [Employ Milwaukee WIOA Local Plan Section VI.H.16-17, PY 18 Modification](#)

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BOARD APPROVAL DATE: 12/12/2018

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