



**POLICY SCOPE**

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

**EMPLOY MILWAUKEE POLICY:** WIOA POLICY 17-02, CHANGE 2

**SUBJECT:** ADULT AND DISLOCATED WORKER SUPPORTIVE SERVICES

**PRIOR ISSUANCE & EFFECTIVE DATE:** 7/01/20

**NEW ISSUANCE & EFFECTIVE DATE:** 8/26/21

**REFERENCES:**

- 29 USC 3101, Workforce Innovation and Opportunity Act (WIOA), § 3(59), 129(c), and 134(d)
- 2 CFR Part 200, Uniform Administrative Guidance
- 20 CFR 680
- United States Department of Labor Training and Employment Guidance Letter (TEGL) WIOA 19-16
- Wisconsin WIOA Titles I-A and I-B Policy and Procedure Manual, Section 8.6

**I. BACKGROUND**

WIOA requires that local Workforce Development Boards (WDBs) develop policies and procedures for the provision of supportive services to individuals participating in WIOA Title I activities. These policies and procedures must ensure coordination with other entities to ensure non-duplication of resources and services, establish limits on the amount and duration of such services, and comply with state guidance on supportive services.

**II. PURPOSE**

Employ Milwaukee WIOA Policy 17-02, Change 2: Adult and Dislocated Worker Supportive Services describes the process through which the WDB ensures coordination of resources and services and establishes local limits and procedures for the provision of adult supportive services in Workforce Development Area (WDA) 2.

**III. POLICY**

The provision of accurate information about the availability of supportive services in the local areas and referral to such activities is a career service that must be provided through the local One-Stop Delivery System. American Job Center partners in WDA 2 are required through the WDA’s Memorandums of Understanding to share information about available services “to support effective delivery of services to workers, job seekers, and employers,” WIOA § 101(d)(3)(F). Staff must make fair, consistent, and equitable supportive service determinations and ensure that similarly situated participants have similar supportive services made available to them.

**A. REQUIRED PREDECESSORS**

An individual must receive an assessment that evaluates barriers to success in the WIOA program and potential resources and support systems available to the participant for barrier alleviation. The Comprehensive Assessment tool in ASSET Manage Assessments is an acceptable assessment for these purposes. This assessment must be used in the development of the Individual Employment Plan (IEP) developed between a WIOA Career Planner and a participant. The IEP must identify how barriers would be addressed through supportive services, per Wisconsin WIOA Titles I-A

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and I-B Policy and Procedure Manual, Section 8.6. The IEP that identifies the need for supportive services must have been developed, signed and dated by both the participant and the Career Planner prior to the provision of supportive services.

EMI can provide **program-funded** supportive services through the Adult and Dislocated Worker Programs when:

- participants are or will be engaged in career or training services;<sup>2</sup>
- they need the supportive services to participate in career or training services;<sup>3</sup>
- AND
- it can be demonstrated that they cannot access the supportive services, within the time frame needed, through other WIOA titles, federal or state public assistance programs, or job center partners in the local WDA.<sup>4</sup>

Career planners can provide a program-funded supportive service for a career or training service that has not yet started, if the participant needs the supportive service in order to start the career or training service.

A participant may receive supportive services to support career or training services funded by WIOA or by non-WIOA sources, if the service 1) **can** be funded by WIOA, 2) is included in the participant's employment plan, and 3) is added to the ASSET Manage Services screen.

Examples of providing supportive services funded by WIOA to support career or training services NON-WIOA funded:

- A participant in a registered apprenticeship may receive supportive services,<sup>2</sup> even if the sponsor is paying the full costs of the apprenticeship, when the following conditions are met:
  - the participant meets WIOA's eligibility requirements for training; and
  - the training being supported is eligible for WIOA Title I-B funding. (That is, the classroom training must be on the ETPL; the OJT employer must be eligible to receive OJT funding).
- The career planner must include the training in the participant's employment plan and add it as a service in ASSET.
- A participant receiving résumé and job search assistance through an outplacement agency funded by a former employer may receive supportive services such as transportation or childcare assistance to help him/her participate in the services provided by the outplacement agency.

In instances when denial documentation is not available, the Career Planner may enter a case note into the participant file and ASSET outlining attempts made to locate and acquire assistance from other sources.

Career Planners of WIOA Title I-B participants who are participants of other Job Center partner programs, such as TAA or DVR, must confer with the appropriate Case Manager or Career Planner of that program to determine what supportive services may be available through that program's funding. This cross-program discussion must be documented in the participant's record, through a minimum of an ASSET case note.

### **B. ALLOWABLE SUPPORTIVE SERVICES CATEGORIES**

#### **1. Employment or Training-Related Items**

A participant who is receiving training services or who has entered employment may receive supportive

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services that are necessary to continue those activities. The following may be covered in this category, per 20 CFR §680:

- a. Payments and fees for employment and training-related applications, tests, and certifications. Fees for exam retakes will be reimbursed a maximum of two (2) times. The first exam retake will be allowed no sooner than 14 days after first exam and must be preceded by additional academic/remedial instruction by a trainer or instructor;
- b. Assistance with educational testing;
- c. Assistance with uniforms or other appropriate work attire and work-related tools, including such items as eyeglasses and protective eye gear;
- d. Assistance with books, fees, school supplies, and other necessary items for students enrolled in postsecondary education classes; and
- e. Reasonable accommodations for individuals with disabilities.

A letter or documentation from the training provider or employer confirming the items required and their approximate cost must be obtained prior to the request for supportive services. A participant in employment must sign an agreement that s/he may be required to return or repay the cost of employment-related items if s/he leaves the job within the first 30 days of employment.

### **2. Transportation Assistance**

Transportation assistance may include parking reimbursements, mileage reimbursements, or public transportation assistance for costs associated with employment, training or allowable WIOA activities.

Mileage may be reimbursed for round trips greater than 25 miles and may only include travel to and from the training, service or employment location. Mileage is reimbursed at half of the IRS standard

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mileage rate for business. Beginning January 1, 2020, this is 28.75 cents per mile<sup>1</sup>. The participant must provide the Career Planner with documentation of the participant's valid driver's license, automobile liability insurance, and current automobile registration. Public transportation assistance for participation in employment, training or allowable WIOA activities may be requested for one week's worth at a time.

### **3. Child and Dependent Care Assistance**

Child and dependent care assistance may be provided for participants participating in employment, training or allowable WIOA activities who are not eligible for child or dependent care assistance through other sources. Child or dependent care payments will only be made when there is an actual cost to the participant for the care. If a portion of the participant's child or dependent care is subsidized through another program, the uncovered portion may be covered through WIOA funds, provided all other WIOA supportive service requirements are met.

Child or dependent care reimbursement will be at a rate that is considered usual, reasonable, and customary within WDA 2, which shall be the Wisconsin Department of Children and Families Child Care Subsidy Maximum Rates<sup>2</sup>.

WIOA does not define the term dependent. Employ Milwaukee uses the following definition of dependent purposes of determining a dependent whose care may qualify for supportive services under WIOA. "Dependent youth are unmarried children who are dependent upon a parent or guardian for support (more than 50%) and live with the parent or guardian in a regular parent-child relationship. This includes unmarried dependent children for whom the parent or guardian is the legal guardian and has legal custody of, and/or claims as a dependent for income tax purposes, including stepchildren, legally adopted children, or grandchildren. Dependent adults are either related to the head(s) of the household or live with the head(s) of the household as a member of the household for whom the head(s) of the household provided more than half of the person's total support; or are adults who are claimed as a dependent by the head(s) of the household for income tax purposes."

### **4. Health-Related Services**

Participants who require a referral to health care services, medical examination and/or immunizations for training services or employment may receive assistance for such costs when documentation indicates the requirement is provided by the training provider and/or employer.

### **5. Other Supportive Services**

Other supportive services that may be requested by participants include linkages to community services, legal aid services, assistance in obtaining a driver's license, and one-time emergency assistance with housing.

### **6. Needs-Related Payments**

29 CFR §680.930 states that, "Needs-related payments provide financial assistance to participants for the purpose of enabling them to participate in training and are a supportive service authorized by WIOA sec. 134(d)(3). Unlike other supportive services, in order to qualify for needs-related payments a participant must be enrolled in training."

Employ Milwaukee allows needs-related payments to participants of the WIOA Adult, Dislocated Worker and Reentry Employment Opportunities (REO) Programs to assist in covering non-training

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<sup>1</sup> <https://www.ifebp.org/news/regulatoryupdates/Pages/2020-irs-mileage-rates.aspx>

<sup>2</sup> <https://dcf.wisconsin.gov/wishares/maxrates>

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expenses while participating in a training program. Other programs administered by Employ Milwaukee may be permitted to provide needs-related payments with the written authorization of the Chief Financial Officer, Director of Finance, or authorized fiscal designee.

### a. Eligibility Requirements

The eligibility requirements for recipients of Needs-Related Payments in WDA 2 are those outlined in Wisconsin's WIOA Titles I-A and I-B Policy and Procedures Manual, Section 8.6.5.1, as outlined below.

To receive needs-related payments, participants must, at minimum, be:

- unemployed; **AND**
- not receiving unemployment insurance (UI) benefits or trade readjustment allowances (TRA) because the individual does not qualify or is an exhaustee; **AND**
- enrolled in a training program that has already begun or will begin within 30 calendar days.

Dislocated Worker Program participants must meet the criteria above and must also be enrolled in a training program by the later of:

- the end of the 13th week after the most recent layoff that qualified them as a dislocated worker; **OR**
- the end of the 8th week after they were informed by their employer that a short-term layoff would last longer than 6 months.

### b. Acceptable Payments

The payment provided for the identified need of the participant must be for a need not covered by another allowable supportive services category and not available through other non-WIOA/Program resources. The needs-related payment must tie directly to the cost identified.

## C. LIMITATIONS

### 1. Non-Allowable Supportive Services

Employ Milwaukee does not allow business capitalization (e.g. purchasing of tools for a participant who is starting a business), deposits for rentals or leases, vehicle or mortgage payments, preventative maintenance work on vehicles, and fines and penalties, such as traffic citations or interest fees. Reimbursements for expenses incurred without approval are prohibited, per Wisconsin WIOA Titles I-A and I-B Policy and Procedure Manual, Section 8.6.6.

### 2. Dollar and Duration Limitations

There is no dollar limitation to Allowable Supportive Services Category 1: Employment or Training-Related Items. Supportive services in Allowable Supportive Services Categories 2 through 5 are limited to \$1000.00 per participant, per program year, per funding source, per category outlined in this policy. Allowable Supportive Services Category 6: Needs-Related Payments has a limit of \$1000.00 per participant, per program year, per funding source for WIOA Adult participants and for participants of other Employ Milwaukee-administered programs that have been authorized to provide needs-related payments by the Chief Financial Officer, Director of Finance, or authorized fiscal designee. WIOA Dislocated Worker participants are limited to receiving payments that do not exceed the greater of the weekly UI benefit rate resulting from the qualifying

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dislocation or the federal poverty line at the time of the qualifying dislocation, in accordance with Wisconsin WIOA Titles I-A and I-B Policy and Procedure Manual, Section 8.6.5.2.

### 3. Exceptions

An exception to Employ Milwaukee's supportive services limitations will be considered when provided with a justification statement accompanying the voucher packet. When reviewing requests for exceptions, Employ Milwaukee will consider reasonableness as defined by 2 CFR § 200.404: "A cost is reasonable if, in its nature and amount, it does not exceed that which would be incurred by a prudent person under the circumstances prevailing at the time the decision was made to incur the cost."

A request for an exception to an Employ Milwaukee supportive services limitation must be made as outlined in the Procedures section below.

## IV. PROCEDURES

### A. CAREER PLANNER ACTIVITIES

#### 1. Request Requirements

Approval for payment of supportive services is required. Requests for and authorization of supportive services can be made utilizing Employ Milwaukee's vouchering system and/or submitted as an expense in the monthly invoicing that occurs from contracted service provider to EMI to ensure proper obligation and tracking of funds.

Career Planners should ensure and complete and document all required predecessors outlined in this policy prior to submitting a voucher for supportive services to Employ Milwaukee. The voucher packet must include the following:

- Voucher
- Supportive Service Voucher Documentation Checklist
- Supportive Documentation Relevant to the Request
- Supportive Services Justification Form (For Exception Requests)

Documentation of the cost for a participant's needs-related payment must be documented in the participant's file.

A voucher packet that includes a request for an exception to an Employ Milwaukee supportive services limitation must be provided to the Employ Milwaukee Program Specialist for preliminary approval. The Employ Milwaukee Program Specialist will consider the reasonableness of the request and will submit to an Employ Milwaukee Exception Approver if it has been preliminarily approved. Once Employ Milwaukee has granted an exception to the supportive services limitation and provided signatory approval, the voucher may be completed and processed as usual.

#### 2. Post-Approval Documentation Requirements

Documentation verifying attendance at employment, training, or other allowable WIOA activity that requires supportive services is mandatory and will be tracked by the Career Planner. Career Planners will determine whether the participant has met the program's attendance requirements. Training providers receiving funds must perform timekeeping and participant activity tracking duties. Participant Expense Reimbursement Request Forms must be completed and submitted to EMI within 10 days after the end of the claim month, along with childcare logs, mileage logs and/or original receipts. Lack of timely submission may result in denial of the claim.

Documentation of the actual transaction of a needs-related payment must be documented in the

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participant's file.

Career Planners shall periodically review the need for, and the receipt of, supportive services. Individuals receiving supportive services must jointly update their IEP with their Career Planner in accordance with WDA 2 IEP procedures, at which time changes in supportive service needs must be reflected and documented.

### **B. PAYMENT METHOD**

Payment of supportive services is generally made directly to the vendor providing the services; however, Career Planners may authorize payments directly to participants on a case-by-case basis with appropriate documentation. Supportive service providers will be reimbursed for previously approved supportive service payments and invoices upon compliance with the above post-approval documentation requirements.

### **C. QUALITY ASSURANCE**

Use of supportive services is monitored by Employ Milwaukee during annual monitoring and desk reviews. Proper substantiation of need, other resources sought, how the service ties directly to participation in a WIOA activity, and documentation of the services must be maintained in the participant's electronic and paper records.

## V. ACTION REQUIRED

WIOA Title I-B Service Providers in WDA 2 must share this policy with Career Planners and other WIOA staff immediately. All supportive services requests following this policy's effective date must meet the local requirements and follow prescribed procedures described herein. All participants currently receiving supportive services must have their need for the supportive services reevaluated by their Career Planner at the time of their next IEP update.

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**REVISIONS:** [EMPLOY MILWAUKEE WIOA POLICY 17-02: SUPPORTIVE SERVICES, EFF. APRIL 1, 2018](#)  
[EMPLOY MILWAUKEE WIOA POLICY 17-02: SUPPORTIVE SERVICES, Change 1, EFF. January 1, 2019](#)  
**BOARD APPROVAL DATE:** [August 26, 2021, BOARD OF DIRECTORS EXECUTIVE COMMITTEE](#)

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