



Missouri Division of Workforce Development  
DWD Issuance 13-2017

Issued: November 30, 2017  
Effective: November 30, 2017

**Subject:** Statewide Supportive Services Policy

1. Purpose: This Issuance provides guidance on the allowance, approval, and payment of Supportive Services authorized by the Workforce Innovation and Opportunity Act (WIOA).<sup>1</sup> It supersedes and rescinds prior guidance<sup>2</sup> on this topic to accord with newer federal workforce development law and regulations.

2. Background: WIOA defines<sup>3</sup> **Supportive Services** as services necessary to enable an individual to participate in activities authorized by WIOA, *such as* provision of:

- Transportation;
- Childcare;
- Dependent care;
- Housing; and
- Needs-related payments.<sup>4</sup>

The regulations implementing WIOA identify further Supportive Services<sup>5</sup> *including, but not limited to:*

- Linkages to community services;
- Assistance with educational testing;
- Reasonable accommodations for individuals with disabilities;
- Legal-aid services;
- Referrals to health care;
- Assistance with acquiring occupational garb or personal protection devices;
- Assistance with books, fees, school supplies, and other necessary items for postsecondary education; and
- Payments and fees for employment and training-related applications, tests, and certifications.

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<sup>1</sup> Pub. L. 113-128 [[29 U.S.C. 3101 et seq.](#)].

<sup>2</sup> DWD Issuance 12-2010, "Statewide Supportive Services Policy," May 20, 2011 [*herein rescinded*].

<sup>3</sup> WIOA Section 3(59) [[29 U.S.C. 3102\(59\)](#)].

<sup>4</sup> The nature, eligibility, payment procedures, duration, and levels for needs-related payments are described at [20 CFR 680.930](#), [20 CFR 680.940](#), [20 CFR 680.950](#), [20 CFR 680.960](#), and [20 CFR 680.970](#).

<sup>5</sup> Supportive services for adults and dislocated workers at [20 CFR 680.900](#) and for youth at [20 CFR 681.570](#). The Final Rules aligned these descriptions, which are identical.

WIOA Title I Supportive Services are basic Career Services for the purposes of WIOA.<sup>6</sup> The Local Workforce Development Board (Local WDB) must develop<sup>7</sup> a local Supportive Services policy, applicable to the entire Local Workforce Development Area (LWDA), for inclusion in its Local Plan.<sup>8</sup> All subrecipients must adhere to the local policy and plan.

*Participant Support Costs (PSC)* are defined in the Uniform Guidance<sup>9</sup> as direct costs for items such as stipends or subsistence allowances, travel allowances, and registration fees paid to or on behalf of participants or trainees (but not employees) in connection with conferences, or training projects. PSC are allowed only by prior approval of the federal awarding agency,<sup>10</sup> in this case the U.S. Department of Labor (DOL). **Supportive Services** costs *are* Participant Support Costs per the Uniform Guidance, and, therefore, revisions of budget or program plans by a recipient would normally require prior approval by the federal awarding agency.<sup>11</sup> However, it is Division of Workforce Development (DWD) policy that WIOA and the federal regulations at 20 CFR Part 680 constitute prior approval of Supportive Services expenditures. Further, the Local Plan and Local Plan Modification approval processes, observance of the procedures outlined in the [DWD Financial Manual](#), and adherence to the Statewide Supportive Services policy in the **Attachment**, satisfy the Uniform Guidance requirements.

3. Substance: The extent of Supportive Services provided will vary based on participant needs and availability of funds and resources. Individual participants must request Supportive Services payments for specific needs. Document the justification for every WIOA Supportive Service payment, for each participant, in a case note entry in the statewide electronic case management system.
4. Action: This policy is effective immediately. Each Local WDB must review its local Supportive Services Policy for compliance with the attached statewide policy. Any required or locally developed modifications must be submitted separately per DWD Local Plan modification guidance<sup>12</sup> (unless the change coincides with and can be included in the required biennial review or quadrennial resubmission of the Local Plan).
5. Contact: Please direct questions or comments regarding this Issuance to the DWD Quality Assurance Manager at (573) 522-3015, or email [steve.reznicek@ded.mo.gov](mailto:steve.reznicek@ded.mo.gov).
6. References:
- Workforce Innovation and Opportunity Act (WIOA) Public Law (113-128) [[29 U.S.C. 3101 et seq.](#)].
  - [20 CFR Part 680.](#)
  - [2 CFR Part 200.](#)

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<sup>6</sup> [20 CFR 678.430\(a\).](#)

<sup>7</sup> [20 CFR 680.900.](#)

<sup>8</sup> [DWD Issuance 14-2015](#), “Planning Policy and Guidelines for Missouri Local Workforce Development Boards,” February 16, 2016 [Section VIII(A), “Local Policies and Requirements,” and Attachment 2].

<sup>9</sup> [2 CFR 200.75.](#)

<sup>10</sup> [2 CFR 200.456.](#)

<sup>11</sup> [2 CFR 200.308\(c\)\(1\)\(v\).](#)

<sup>12</sup> [DWD Issuance 19-2015](#), “Local Plan and Regional Plan Modification Procedures,” June 22, 2016.

- [DWD Issuance 14-2015](#), “Planning Policy and Guidelines for Missouri Local Workforce Development Boards,” February 16, 2016 [Section VIII(A), “Local Policies and Requirements,” and Attachment 2].
- [DWD Issuance 19-2015](#), “Local Plan and Regional Plan Modification Procedures,” June 22, 2016.

7. Rescission: This Issuance guidance supersedes and replaces DWD Issuance 12-2010, “Statewide Supportive Services Policy,” dated May 20, 2011.

8. Attachment: **Attachment:** “Statewide Supportive Services Policy.”

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## STATEWIDE SUPPORTIVE SERVICES POLICY

### Description

The Workforce Innovation and Opportunity Act (WIOA) defines **Supportive Services** as services necessary to enable an individual to participate in activities authorized under WIOA Title I. This Policy provides guidelines for administering Supportive Services based on the requirements of WIOA and its implementing regulations. Supportive Services particularly should be used to assist an individual participant who has a barrier to employment, but they must be available to *all* eligible participants in WIOA Title I activities.

Supportive Services may include, but are not limited to:

- Transportation;
- Childcare;
- Dependent care;
- Housing;
- Needs-related payments (under WIOA, now available to eligible Youth);
- Linkages to community services;
- Assistance with educational testing;
- Legal-aid services;
- Referrals to health care;
- Assistance with acquiring occupational attire or personal protection devices;
- Assistance with books, fees, school supplies, and other necessary items for postsecondary education;
- Payments for employment and training-related applications, tests, and certifications; and
- Reasonable accommodations for individuals with disabilities.

Assistive technologies or equipment for individuals with disabilities are included *if* staff document that the participant needs the technology or equipment to participate in the WIOA Title I activity *and* is unable to obtain it from other resources. The extent of Supportive Services provided will vary based on the participant's needs and the Local Workforce Development Area's (LWDA) availability of funds and resources.

This Policy applies to all WIOA Title I programs for which WIOA funds pass through the Missouri Division of Workforce Development (DWD) through contracts with Local Workforce Development Boards (Local WDBs).

### **Subrecipients may only provide Supportive Services to participants who:**

- Are participating in career services or training services approved by WIOA Title I;
- Require those services to participate in those career service or training activities; and
- Are unable to obtain Supportive Services first through other programs providing such services.

### **Needs-based analysis**

Individuals must *request* Supportive Service payments for specific needs. WIOA programs are not an entitlement, therefore Supportive Service payments are on a case-by-case basis, and only when determined necessary and reasonable. Payments may not be made for non-WIOA activities or for items that are not necessary for participation in a WIOA activity.

WIOA Supportive Services are important to the success of many WIOA participants; however, all other alternate sources of funding must be sought first. *Every* attempt to find other Supportive Services sources, leading to the determination to use WIOA funding, must be documented in the case notes for the participant. The availability of community resources will vary by LWDA. The LWDA must keep and make available to participants an up-to-date listing of resources that referrals can be made to prior to any WIOA payment for Supportive Services. (Providing information about the availability of, and referrals to, alternate Supportive Services sources is required by 20 CFR 678.430(a)(9), “What are career services.” DWD Issuance 24-2015, “Workforce Innovation Opportunity Act Missouri Job Center Service and Referral Policy,” also requires the creation and maintenance of a WIOA required partners Resource Guide for this purpose.)

### **Community resources**

Beyond Supportive Services available through the required WIOA partners, other sources include

- Faith-based organizations;
- Non-profit organizations;
- Women’s shelters;
- Community clothing centers;
- Pro bono medical, dental, and legal services (may need to be accessed through an organization);
- Government assistance, such as: local health departments; Women, Infants and Children (WIC) program; assistive technology reimbursement programs, and MO HealthNet (Medicaid);
- Local transportation programs; and
- Statewide and nationwide organizations such as United Way, Goodwill, and the Salvation Army.

### **Transportation**

The Internal Revenue Service (IRS) mileage reimbursement includes direct and indirect vehicle expenses. Therefore, if the Local WDB is paying full IRS mileage reimbursement, no other vehicle expenses and/or mileage can be paid. If the LWDB pays less than full IRS mileage, repairs may be paid *if* staff determines them to be reasonable and necessary, and documents them in a case note.

### **Childcare/Dependent Care**

Childcare rates vary by county and can be located on the Missouri Department of Social Services website at <https://apps.dss.mo.gov/childcarerates/>

### **Needs-Related Payments**

Needs-related payments can be provided **only** to Adults, Dislocated Workers, and Youth to enable participation in training. They must be currently participating or enrolled to commence the training program within the next 30 calendar days.

#### **Eligibility requirements for Adults and Youth:**

To be eligible for needs-related payments, Adults and Youth must be unemployed; *and*

- Not qualified for, or ceased qualifying for, Unemployment Insurance (UI) compensation; *and*
- Must be enrolled in an eligible WIOA training service.

**Eligibility requirements for Dislocated Workers:**

To be eligible for needs-related payments, Dislocated Workers must be unemployed; *and*

- Not qualified for, or ceased qualifying for, Unemployment Insurance (UI) compensation or Trade Readjustment Allowance under Trade Adjustment Assistance; *and*
- Must be enrolled in an eligible WIOA training service:
  - By the end of the 13th week after the most recent layoff that resulted in a determination of the worker's eligibility as a Dislocated Worker; *or*
  - After the 13th week, or if later, by the end of the 8th week after being informed that a short-term layoff will exceed six months; *or*
- *Did not qualify* for UI compensation or Trade Readjustment Allowance, *but is enrolled* in a program for training services authorized by WIOA Sec. 134(c)(3).

*Needs-related payment levels.* Local WDB policy sets the needs-related payment level for Adults. (In the case of a statewide project, the State Workforce Board sets the Adult payment level.) For Dislocated Workers, payments may not exceed two possible levels.

- If the participant is eligible for UI compensation resulting from the qualifying dislocation, payment may not exceed the applicable weekly level of UI compensation.
- If the participant did not qualify for UI compensation resulting from the qualifying dislocation, then the payment cannot exceed the poverty level for an equivalent period (using the U.S. Health and Human Services poverty guidelines for the current calendar year). The Local WDB also must adjust that poverty level, to reflect changes in total family income, to ensure the actual amount of payment conforms to the Local WDB's LWDA Supportive Services policy.

**Emergency Aid**

Emergency Aid is a one time or rare expense paid to allow a participant to continue participating in WIOA activities such as school, work experience, or On-the-Job Training (OJT). If the participant is having extreme financial difficulty, staff should assist with needed financial information (such as development of a budget, credit counseling, or debt management). Emergency aid payments must be well documented in case notes. However, staff should avoid receiving or obtaining confidential (i.e., financial, medical, criminal, legal, domestic violence) documentation, or entering it directly into case notes, unless it is pertinent and necessary for determining employment or training opportunities or aid. If it is necessary to retain the confidential information, the case note should contain a general explanation of the information; how it is related to employment and/or training; and identify the *secure location* of the complete information (usually, the "confidential file").

**Examples include:**

- Payment of utility bills (electric, water, heating, etc.);
- A car insurance payment; and
- A rent payment.

As with all other WIOA funding, all other avenues must be sought first. Refer to the local resource guides to determine what assistance is available in the local geographic area; that is, the actual local proximity, and not just resources within the boundaries of the LWDA.

**Trade Act Funding**

When a participant is enrolled in the Trade Act Program, this funding source must be utilized prior to WIOA funding. If the participant requires resources not covered by the Trade Act Program, local policy must be followed to provide these wrap-around services.

## **National Dislocated Worker Grants (DWGs)**

DWGs provide supplemental Dislocated Worker funds to respond to the needs of dislocated workers and communities affected by major economic dislocation events that cannot be met with formula allotments. Because DWGs serve a specific layoff, or group of related layoffs, only one Supportive Services Policy is allowed per DWG. Therefore, in the case of a regional DWG involving more than one LWDA, the Local WDBs involved must submit only one Supportive Services Policy based upon the combined existing policies of the LWDAs affected. This resultant regional policy will apply only to that specific DWG, and is an attachment to other planning documents during the “Project Planning Period” of the DWG. In the case of a disaster-related DWG, grant-specific statewide Supportive Services instructions will be issued.

## **Case Notes**

All Supportive Services must be documented in the statewide electronic case management system and include at a minimum *all* of the following:

- The type of Supportive Service paid (e.g., transportation, childcare, etc.);
- The amount paid for the Supportive Service;
- The timeframe or duration for which the Supportive Service was paid;
- The justification of need for the Supportive Service; *and*
- Documentation of the lack of availability of alternatives or other community resources.

In all cases, staff must review case notes prior to making any Supportive Service payments to avoid duplicate payments.

## **Responsibilities**

It is the responsibility of staff to provide accurate information to the participant including:

- If the participant is eligible, when Supportive Services are requested;
- If the participant’s eligibility to receive the Supportive Service expires for any reason (e.g., a cap is met, no longer has a demonstrable need, etc.); and
- What the requirements are (e.g., paperwork, attending classes, etc.) to receive the Supportive Service.

## **Local Plan Supportive Services Information**

**The Local WDB’s Local Plan must include (Section VIII and Attachment 2 of the Local Plan) all of the following information:**

- Types of Supportive Services available to participants, which may include, but are not limited to, any of the services *listed on page 1*. Each Service can only be provided after it is proven necessary to the participant’s ability to participate in WIOA-funded activities.
- Documentation required of the participant when requesting a Supportive Service.
- If the LWDA chooses to limit or cap specific Supportive Services, the duration and maximum dollar amount for each Supportive Service must be listed (e.g., “Childcare is capped at \$XXX for each calendar year,” or “Transportation is capped at \$XXX for the previous XX months.”).
- The maximum duration and maximum dollar amount, collectively, which an individual may receive for all Supportive Services (e.g., “The cap for all Supportive Services per participant per calendar year is \$XXX.”).
- Procedures for paying Supportive Services beyond the capped amounts, which must include a requirement that a written justification, prepared by the staff and placed in the file, is required prior to making a payment above the cap.

- Mileage reimbursement calculation (i.e., \$0.XX a mile up to XX miles). If the reimbursement is the full IRS mileage, a statement must be included that no other expenses, such as repairs, can be paid.
- Procedures on how the LWDA will pay Supportive Services for individuals who have accessed Supportive Services from one or more other LWDA's. (That is, staff will review the participant's Supportive Service payments in the statewide electronic case management system. All Supportive Services payments will be calculated prior to authorizing additional funding, regardless of which LWDA is making the payments.)
- A statement that Supportive Services are based upon individual need, and that all other resources are considered prior to authorizing payment(s).
- Statement that all Supportive Service payments will be documented in case notes in the statewide electronic case management system.
- If the Local WDB chooses not to pay for all potential types of career services and training services, it must publish a list of WIOA Services that are eligible for Supportive Services.
- Information on how the LWDA is utilizing community resources, including community and faith-based organizations, prior to authorizing WIOA funding.
- Reference to this Policy, or incorporation of this Policy by reference within the local policy.
- If a Local WDB enters into a subcontract with a service provider for Supportive Services, the local policy must require the subcontract to stipulate that the service provider must comply with the Uniform Guidance (2 CFR Part 200).