

**IN THE IOWA ADMINISTRATIVE HEARINGS DIVISION  
UNEMPLOYMENT INSURANCE APPEALS BUREAU**

---

**ALLEN J YOUNG**  
Claimant

**IOWA WORKFORCE  
DEVELOPMENT DEPARTMENT**

**APPEAL 24A-UI-05599-SN-T  
  
ADMINISTRATIVE LAW JUDGE  
DECISION**

**OC: 03/17/24  
Claimant: Appellant (2)**

---

Iowa Code § 96.4(3) – Able and Available for Work

**STATEMENT OF THE CASE:**

The claimant/appellant, Allen J. Young, filed an appeal from the June 5, 2024 (reference 01) Iowa Workforce Development (“IWD”) unemployment insurance decision which issued a work search warning for the week ending June 1, 2024. It did not deny benefits. The parties were properly notified of the hearing. A telephone hearing was held on June 28, 2024, at 11:00 a.m.

The claimant participated personally. Exhibits A and B were received into the record. The administrative law judge took official notice of administrative records displaying the claimant’s continuing claim reports and his IowaWORKS webpage.

**ISSUE:**

Did the claimant make an adequate work search for the week ending June 1, 2024, and was the warning appropriate?

**FINDINGS OF FACT:**

Having reviewed all of the evidence in the record, the administrative law judge finds:

The claimant filed an original claim for benefits on March 17, 2024. He filed his claim due to a permanent separation from Morneau Shepell Limited. The claimant worked as a human resources manager there for 16 years. His work experience specifically related to the employer’s benefit programs. He previously worked at ADP in a similar human resources position. He was a restaurant manager prior to that. He had a salary of \$70,000 in this role.

The claimant has been looking for work in the Des Moines metropolitan area. He has found the job market is tough now. Few human resources positions are listed online. With that in mind, the claimant will accept a salary range from \$55,000 to \$80,000.

The claimant filed a continuing claim for the week ending June 1, 2024. The claimant applied to three human resources positions at three different employers that week. He also attended a workshop to help his interviewing skills conducted by Iowa Workforce Development Department.

## REASONING AND CONCLUSIONS OF LAW:

The administrative law judge concludes that the claimant has made an active and earnest search for work for the week ending June 1, 2024. Accordingly, the work search warning should be removed from the claimant's record.

Iowa Code section 96.4(3)a provides:

An unemployed individual shall be eligible to receive benefits with respect to any week only if the department finds that:

3. a. The individual is able to work, is available for work, and is earnestly and actively seeking work. This subsection is waived if the individual is deemed partially unemployed, while employed at the individual's regular job, as defined in section 96.1A, subsection 37, paragraph "b", subparagraph (1), or temporarily unemployed as defined in section 96.1A, subsection 37, paragraph "c". The work search requirements of this subsection and the disqualification requirement for failure to apply for, or to accept suitable work of section 96.5, subsection 3 are waived if the individual is not disqualified for benefits under section 96.5, subsection 1, paragraph "h".

Iowa Admin. Code r. 871-24.22 provides, in relevant part:

Benefits eligibility conditions. For an individual to be eligible to receive benefits the department must find that the individual is able to work, available for work, and earnestly and actively seeking work. The individual bears the burden of establishing that the individual is able to work, available for work, and earnestly and actively seeking work.

(1) Able to work. An individual must be physically and mentally able to work in some gainful employment, not necessarily in the individual's customary occupation, but which is engaged in by others as a means of livelihood.

...

(2) Available for work. The availability requirement is satisfied when an individual is willing, able, and ready to accept suitable work which the individual does not have good cause to refuse, that is, the individual is genuinely attached to the labor market. Since, under unemployment insurance laws, it is the availability of an individual that is required to be tested, the labor market must be described in terms of the individual. A labor market for an individual means a market for the type of service which the individual offers in the geographical area in which the individual offers the service. Market in that sense does not mean that job vacancies must exist; the purpose of unemployment insurance is to compensate for lack of job vacancies. It means only that the type of services which an individual is offering is generally performed in the geographical area in which the individual is offering the services.

...

(3) Earnestly and actively seeking work. Mere registration at a workforce development center does not establish that the individual is earnestly and

actively seeking work. It is essential that the individual personally and diligently search for work. It is difficult to establish definite criteria for defining the words earnestly and actively. Much depends on the estimate of the employment opportunities in the area. The number of employer contacts which might be appropriate in an area of limited opportunity might be totally unacceptable in other areas. When employment opportunities are high an individual may be expected to make more than the usual number of contacts. Unreasonable limitations by an individual as to salary, hours or conditions of work can indicate that the individual is not earnestly seeking work. The department expects each individual claiming benefits to conduct themselves as would any normal, prudent individual who is out of work.

a. Basic requirements. An individual shall be ineligible for benefits for any period for which the department finds that the individual has failed to make an earnest and active search for work. The circumstances in each case are considered in determining whether an earnest and active search for work has been made. Subject to the foregoing, applicable actions of the following kind are considered an earnest and active search for work if found by the department to constitute a reasonable means of securing work by the individual, under the facts and circumstances of the individual's particular situation:

**(1) Making application with employers as may reasonably be expected to have openings suitable to the individual.**

(2) Registering with a placement facility of a school, college, or university if one is available in the individual's occupation or profession.

(3) Making application or taking examination for openings in the civil service of a governmental entity with reasonable prospects of suitable work for the individual.

(4) Responding to appropriate "want ads" for work which appears suitable to the individual if the response is made in writing or in person or electronically.

(5) Any other action which the department finds to constitute an effective means of securing work suitable to the individual.

(6) No individual, however, is denied benefits solely on the ground that the individual has failed or refused to register with a private employment agency or at any other placement facility which charges the job-seeker a fee for its services. However, an individual may count as one of the work contacts required for the week an in-person contact with a private employment agency.

(7) An individual is considered to have failed to make an effort to secure work if the department finds that the individual has followed a course of action designed to discourage prospective employers from hiring the individual in suitable work.

Iowa Admin. Code r. 871-24.23(28) provides:

Availability disqualifications. The following are reasons for a claimant being disqualified for being unavailable for work.

(28) A claimant will be ineligible for benefits because of failure to make an adequate work search after having been previously warned and instructed to expand the search for work effort.

The relevant laws are Iowa Code section 96.4(3)a, Iowa Admin. Code r. 871-24.22, and Iowa Admin. Code r. 871-24.23(28). Nowhere in those laws does it state that three of the claimant's work searches must be applications. The Iowa Workforce Development Department's own rules clearly state differently. Iowa Admin. Code r. 871-24.22(3)(b) states first a general description:

*b. Number of employer contacts*

It is difficult to establish definite criteria for defining the words earnestly and actively. Much depends on the estimate of the employment opportunities in the area. **The number of employer contacts which might be appropriate in an area of limited opportunity might be totally unacceptable in other areas.** When employment opportunities are high an individual may be expected to make more than the usual number of contacts. **The number of contacts that an individual must make is dependent upon the condition of the local labor market, the duration of the benefit payments, a change in the individual's characteristics, job prospects in the community, and other factors as the department deems necessary. [Emphasis added.]**

The standard work search warning decision says the claimant must make four work searches per week, three of which must be job applications. The general description in Iowa Admin. Code r. 871-24.22(3)(b) is not consistent at all with that statement. The law asks for a multi-factored approach and an appreciation for the circumstances the claimant is facing. It lists the various ways that someone can do a work search. See Iowa Admin. Code r. 871-24.22(a)(1) – (7). There is absolutely no basis for categorically ranking applications as higher than other work search activities in that law or other laws relevant to this case.

Iowa Admin. Code r. 871-24.22(3) continues by describing the basic requirements. The highlighted portion also contradicts Iowa Workforce Development Department's position that it is a fixed number of searches for week. Quite the contrary, Iowa Admin. Code r. 871-24.22(3) restates the approach given above that looks at the individual's circumstances.

1. Basic requirements. An individual shall be ineligible for benefits for any period for which the department finds that the individual has failed to make an earnest and active search for work. **The circumstances in each case are considered in determining whether an earnest and active search for work has been made.** Subject to the foregoing, applicable actions of the following kind are considered an earnest and active search for work if found by the department to constitute a reasonable means of securing work by the individual, **under the facts and circumstances of the individual's particular situation. [Emphasis added.]**

Assigning a fixed minimum number of work searches has no basis in law. This is important because most claimants naturally rely on Iowa Workforce Development Department to accurately state the legal requirements for work searches. Iowa Workforce Development Department argues that the claimant handbook gives these requirements. The Iowa Supreme Court has noted that relying on an agency manual as authority regarding the substantive rights of citizens is not permitted. See *Anderson v. Iowa Dept. of Human Services*, 368 N.W.2d 104, 108 (Iowa 1985). The author of the Iowa Administrative Procedures Act gave the following rationale for agencies:

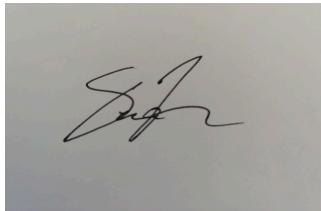
The only caveat is that any final product they adopt which will substantially affect the public or any segment thereof, must be promulgated with all the procedural niceties required for the rules. This is so whether that final product defining law or policy of general applicability is denominated a "memorandum, directive, manual or [any] other communication."<sup>1</sup>

The evaluation is not whether someone has met an arbitrary number Iowa Workforce Development Department has set statewide. The evaluation is whether this individual is sincerely looking for work, as a reasonable unemployed person would, given their individual circumstances. The Iowa Legislature attempted to pass a law to give Iowa Workforce Development Department the ability to maintain these minimum thresholds. See Senate File 2106 (stating minimum requirements consistent with the language on work search warning decisions.) It did not pass.

The claimant submitted three separate applications to three different employers. The claimant applied to positions that tracked his existing work experience to give himself a greater chance of securing work. He also attended a workshop on how to interview well.

**DECISION:**

The June 5, 2024 (reference 01), unemployment insurance decision is REVERSED. The claimant made an adequate search for work for the week ending June 1, 2024. Accordingly, the work search warning is not appropriate and should be removed from his record.



---

Sean M. Nelson  
Administrative Law Judge II

July 2, 2024  
Decision Dated and Mailed

smn/scn

---

<sup>1</sup> Bonfield, *Administrative Procedures Act*, 60 Iowa L.Rev. 731, 835 (1975) (citing 17A.2(7)(c)).

**APPEAL RIGHTS.** If you disagree with the decision, you or any interested party may:

1. Appeal to the Employment Appeal Board within fifteen (15) days of the date under the judge's signature by submitting a written appeal via mail, fax, or online to:

**Employment Appeal Board  
6200 Park Avenue Suite 100  
Des Moines, Iowa 50321  
Fax: (515)281-7191  
Online: [eab.iowa.gov](http://eab.iowa.gov)**

The appeal period will be extended to the next business day if the last day to appeal falls on a weekend or a legal holiday.

**AN APPEAL TO THE BOARD SHALL STATE CLEARLY:**

- 1) The name, address, and social security number of the claimant.
- 2) A reference to the decision from which the appeal is taken.
- 3) That an appeal from such decision is being made and such appeal is signed.
- 4) The grounds upon which such appeal is based.

An Employment Appeal Board decision is final agency action. If a party disagrees with the Employment Appeal Board decision, they may then file a petition for judicial review in district court.

2. If no one files an appeal of the judge's decision with the Employment Appeal Board within fifteen (15) days, the decision becomes final agency action, and you have the option to file a petition for judicial review in District Court within thirty (30) days after the decision becomes final. Additional information on how to file a petition can be found at Iowa Code §17A.19, which is online at <https://www.legis.iowa.gov/docs/code/17A.19.pdf> or by contacting the District Court Clerk of Court <https://www.iowacourts.gov/iowa-courts/court-directory/>.

**Note to Parties:** YOU MAY REPRESENT yourself in the appeal or obtain a lawyer or other interested party to do so provided there is no expense to Workforce Development. If you wish to be represented by a lawyer, you may obtain the services of either a private attorney or one whose services are paid for with public funds.

**Note to Claimant:** It is important that you file your weekly claim as directed, while this appeal is pending, to protect your continuing right to benefits.

**SERVICE INFORMATION:**

A true and correct copy of this decision was mailed to each of the parties listed.

**DERECHOS DE APELACIÓN.** Si no está de acuerdo con la decisión, usted o cualquier parte interesada puede:

1. Apelar a la Junta de Apelaciones de Empleo dentro de los quince (15) días de la fecha bajo la firma del juez presentando una apelación por escrito por correo, fax o en línea a:

**Employment Appeal Board  
6200 Park Avenue Suite 100  
Des Moines, Iowa 50321  
Fax: (515)281-7191  
Online: [eab.iowa.gov](http://eab.iowa.gov)**

El período de apelación se extenderá hasta el siguiente día hábil si el último día para apelar cae en fin de semana o día feriado legal.

**UNA APELACIÓN A LA JUNTA DEBE ESTABLECER CLARAMENTE:**

- 1) El nombre, dirección y número de seguro social del reclamante.
- 2) Una referencia a la decisión de la que se toma la apelación.
- 3) Que se interponga recurso de apelación contra tal decisión y se firme dicho recurso.
- 4) Los fundamentos en que se funda dicho recurso.

Una decisión de la Junta de Apelaciones de Empleo es una acción final de la agencia. Si una de las partes no está de acuerdo con la decisión de la Junta de Apelación de Empleo, puede presentar una petición de revisión judicial en el tribunal de distrito.

2. Si nadie presenta una apelación de la decisión del juez ante la Junta de Apelaciones Laborales dentro de los quince (15) días, la decisión se convierte en acción final de la agencia y usted tiene la opción de presentar una petición de revisión judicial en el Tribunal de Distrito dentro de los treinta (30) días después de que la decisión adquiriera firmeza. Puede encontrar información adicional sobre cómo presentar una petición en el Código de Iowa §17A.19, que se encuentra en línea en <https://www.legis.iowa.gov/docs/code/17A.19.pdf> o comunicándose con el Tribunal de Distrito Secretario del tribunal <https://www.iowacourts.gov/iowa-courts/court-directory/>.

**Nota para las partes:** USTED PUEDE REPRESENTARSE en la apelación u obtener un abogado u otra parte interesada para que lo haga, siempre que no haya gastos para Workforce Development. Si desea ser representado por un abogado, puede obtener los servicios de un abogado privado o uno cuyos servicios se paguen con fondos públicos.

**Nota para el reclamante:** es importante que presente su reclamo semanal según las instrucciones, mientras esta apelación está pendiente, para proteger su derecho continuo a los beneficios.

**SERVICIO DE INFORMACIÓN:**

Se envió por correo una copia fiel y correcta de esta decisión a cada