

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

**ABDELRAHMAN H ABDELRAHMAN**  
Claimant

**EXPRESS SERVICES INC**  
Employer

**APPEAL 23A-UI-08193-DZ-T  
ADMINISTRATIVE LAW JUDGE  
DECISION**

**OC: 03/19/23  
Claimant: Appellant (2)**

Iowa Code § 96.6(2) – Timely Appeal  
Iowa Code § 96.4(3) – Able to and Available for Work

**STATEMENT OF THE CASE:**

Abdelrahman H. Abdelrahman, the claimant/appellant,<sup>1</sup> appealed the Iowa Workforce Development (IWD) June 6, 2023 (reference 04) unemployment insurance (UI) decision. The decision denied Mr. Abdelrahman REGULAR (state) UI benefits from March 19, 2023 through April 22, 2023 because IWD concluded he had worked enough hours to be considered employed, and he was effectively removed from the labor market and not available for other work. On August 28, 2023 the Iowa Department of Inspections, Appeals, and Licensing, UI Appeals Bureau mailed a notice of hearing to Mr. Abdelrahman and the employer for a telephone hearing scheduled for September 11, 2023.

The undersigned administrative law judge held a telephone hearing on September 11, 2023. Mr. Abdelrahman participated personally. The employer did not participate in the hearing. The undersigned took official notice of the administrative record.

**ISSUES:**

Did Mr. Abdelrahman file his appeal on time?

Did Mr. Abdelrahman work enough hours from March 19, 2023 through April 22, 2023 to have considered employment and not available for other work?

**FINDINGS OF FACT:**

Having reviewed the evidence in the record, the undersigned finds: IWD mailed the June 6, 2023 (reference 04) UI decision to Mr. Abdelrahman at his correct address. The UI decision states that it becomes final unless an appeal is postmarked or received by the IWD Appeals Section by Friday, June 16, 2023.

Mr. Abdelrahman moved in April 2023. He updated his address with the United States Postal Service (USPS) soon after he moved. Mr. Abdelrahman attempted to update his address with IWD online, but he was not able to input his street address and post office (PO) box number. Mr. Abdelrahman called IWD on May 4, 2023 and gave IWD his address, including his PO box. IWD listed only Mr. Abdelrahman's street address.

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<sup>1</sup> Claimant is the person who filed the UI claim with IWD. Appellant is the person or employer who filed the appeal.

Sometime in June 2023, Mr. Abdelrahman went to his local post office because he had not been receiving mail. The USPS representative told Mr. Abdelrahman that USPS would put mail sent to his street address in his PO box.

On June 29, 2023, IWD mailed Mr. Abdelrahman another UI decision. This decision, a reference 05 UI decision, concluded that IWD overpaid Mr. Abdelrahman REGULAR (state) UI benefits in the total gross amount of \$624.00 between April 2, 2023 and April 22, 2023 because the June 6, 2023 (reference 04) UI decision denied him UI benefits for these weeks. The appeal deadline in this decision was Sunday, July 9, 2023. If the appeal deadline falls on a Saturday, Sunday, or legal holiday, the appeal period is extended to the next working day. So, the appeal deadline was extended to Monday, July 10, 2023.

Mr. Abdelrahman received the decision in the mail sometime in July. Mr. Abdelrahman appealed online on August 24, 2023. The DIAL UI Appeals Bureau received the appeal the same day.

The undersigned further finds: Mr. Abdelrahman began work for the employer, a temporary staffing agency, in 2020. The employer assigned him to work at PDM as a full-time production worker. Mr. Abdelrahman worked at PDM until early March 2023 when PDM terminated his assignment. The same day PDM terminated his assignment, Mr. Abdelrahman contacted the employer and asked for a new assignment. Mr. Abdelrahman continued to ask for a new assignment weekly. The employer did not have work available for Mr. Abdelrahman.

#### **REASONING AND CONCLUSIONS OF LAW:**

For the reasons that follow, the undersigned concludes Mr. Abdelrahman appealed the June 6, 2023 (reference 04) UI decision on time.

Iowa Code § 96.6(2) provides, in relevant part: “[u]nless the claimant or other interested party, after notification or within ten calendar days after notification was mailed to the claimant's last known address, files an appeal from the decision, the decision is final and benefits shall be paid or denied in accordance with the decision.”

Iowa Admin. Code r. 871-24.35(1) provides:

2. Except as otherwise provided by statute or by division rule, any payment, appeal, application, request, notice, objection, petition, report or other information or document submitted to the division shall be considered received by and filed with the division:
  - (2) If transmitted via the United States Postal Service on the date it is mailed as shown by the postmark, or in the absence of a postmark the postage meter mark of the envelope in which it is received; or if not postmarked or postage meter marked or if the mark is illegible, on the date entered on the document as the date of completion.
    - (b) If transmitted via the State Identification Date Exchange System (SIDES), maintained by the United States Department of Labor, on the date it was submitted to SIDES.

(c) If transmitted by any means other than [United States Postal Service or the State Identification Data Exchange System (SIDES)], on the date it is received by the division.

Iowa Admin. Code r. 871-24.35(2) provides:

2. The submission of any payment, appeal, application, request, notice, objection, petition, report or other information or document not within the specified statutory or regulatory period shall be considered timely if it is established to the satisfaction of the division that the delay in submission was due to division error or misinformation or to delay or other action of the United States postal service.

The Iowa Supreme Court has declared that there is a mandatory duty to file appeals from representatives' decisions within the time allotted by statute, and that the administrative law judge has no authority to change the decision of a representative if a timely appeal is not filed.<sup>2</sup> Compliance with appeal notice provisions is jurisdictional unless the facts of a case show that the notice was invalid.<sup>3</sup>

Mr. Abdelrahman never received the June 6, 2023 (reference 04) UI decision so he could not have filed an appeal by the deadline. The notice provision of the decision was invalid. Mr. Abdelrahman updated his address with the USPS soon after he moved and with IWD in May 2023. Still IWD mailed the June 6, 2023 (reference 04) UI decision to Mr. Abdelrahman's street address only. The fact that Mr. Abdelrahman received a different decision – the overpayment decision – does not change the fact that he did not receive the reference 04 decision. Mr. Abdelrahman has established that the delay in filing his appeal was due to an error or misinformation from IWD or delay or other action of the USPS. Mr. Abdelrahman appealed on time.

The undersigned further concludes Mr. Abdelrahman was partially unemployed from March 19, 2023 through April 22, 2023.

Iowa Code § 96.4(3) provides:

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

3. 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", unnumbered paragraph (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 Code § 96.1A(37) provides:

"Total and partial unemployment".

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<sup>2</sup> *Franklin v. IDJS*, 277 N.W.2d 877, 881 (Iowa 1979).

<sup>3</sup> *Beardslee v. IDJS*, 276 N.W.2d 373, 377 (Iowa 1979); see also *In re Appeal of Elliott* 319 N.W.2d 244, 247 (Iowa 1982).

a. An individual shall be deemed "totally unemployed" in any week with respect to which no wages are payable to the individual and during which the individual performs no services.

b. An individual shall be deemed partially unemployed in any week in which either of the following apply:

(1) While employed at the individual's then regular job, the individual works less than the regular full-time week and in which the individual earns less than the individual's weekly benefit amount plus fifteen dollars.

(2) The individual, having been separated from the individual's regular job, earns at odd jobs less than the individual's weekly benefit amount plus fifteen dollars.

c. An individual shall be deemed temporarily unemployed if for a period, verified by the department, not to exceed four consecutive weeks, the individual is unemployed due to a plant shutdown, vacation, inventory, lack of work or emergency from the individual's regular job or trade in which the individual worked full-time and will again work full-time, if the individual's employment, although temporarily suspended, has not been terminated.

Iowa Code section 96.7(2)a(2)(a) provides:

2. Contribution rates based on benefit experience.

a. (2) The amount of regular benefits plus fifty percent of the amount of extended benefits paid to an eligible individual shall be charged against the account of the employers in the base period in the inverse chronological order in which the employment of the individual occurred.

(a) However, if the individual to whom the benefits are paid is in the employ of a base period employer at the time the individual is receiving the benefits, and the individual is receiving the same employment from the employer that the individual received during the individual's base period, benefits paid to the individual shall not be charged against the account of the employer. This provision applies to both contributory and reimbursable employers, notwithstanding subparagraph (3) and section 96.8, subsection 5.

A person claiming benefits has the burden of proof that she is be able to work, available for work, and earnestly and actively seeking work.<sup>4</sup> To be able to work, "[a]n 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."<sup>5</sup> "An evaluation of an individual's ability to work for the purposes of determining that individual's eligibility for unemployment benefits must necessarily take into consideration the economic and legal forces at work in the general labor market in which the individual resides."<sup>6</sup>

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<sup>4</sup> Iowa Admin. Code r. 871-24.22.

<sup>5</sup> *Sierra v. Employment Appeal Board*, 508 N.W.2d 719, 721 (Iowa 1993); *Geiken v. Lutheran Home for the Aged*, 468 N.W.2d 223 (Iowa 1991); Iowa Admin. Code r. 871-24.22(1).

<sup>6</sup> *Sierra* at 723.

In this case, Mr. Abdelrahman remains employed with the employer, but he worked less than full-time from March 19, 2023 through April 22, 2023 because the employer did not have work available for him. Mr. Abdelrahman was partially unemployed from March 19, 2023 through April 22, 2023 and he is eligible for UI benefits for these weeks.

**DECISION:**

Mr. Abdelrahman appealed the June 6, 2023 (reference 04) UI decision on time. The June 6, 2023 (reference 04) UI decision is REVERSED. Mr. Abdelrahman was partially unemployed from March 19, 2023 through April 22, 2023 and he is eligible for UI benefits from March 19, 2023 through April 22, 2023.



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Daniel Zeno  
Administrative Law Judge

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September 12, 2023  
Decision Dated and Mailed

DZ/jkb

**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  
4<sup>th</sup> Floor – Lucas Building  
Des Moines, Iowa 50319  
Fax: (515)281-7191  
Online: 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  
4th Floor – Lucas Building  
Des Moines, Iowa 50319  
Fax: (515)281-7191  
En línea: 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 adquiera 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 una de las partes enumeradas.