

**IOWA DEPARTMENT OF INSPECTIONS AND APPEALS
ADMINISTRATIVE HEARINGS DIVISION, UI APPEALS BUREAU**

MIGUEL GAONA
Claimant

BAYER PRODUCTION SUPPLY LLC
Employer

APPEAL 22A-UI-19705-JT-T
**ADMINISTRATIVE LAW JUDGE
DECISION**

OC: 11/28/21
Claimant: Appellant (1)

Iowa Code § 96.6(2) – Timeliness of Appeal
Iowa Code § 96.4(3) – Able & Available

STATEMENT OF THE CASE:

On December 12, 2022, Miguel Gaona (claimant) filed a late appeal from the November 15, 2022 (reference 02) unemployment insurance decision that denied benefits effective October 16, 2022, based on the deputy's conclusion the claimant was still employed under the same hours and wages as in the original contract of hire and was not partially unemployed within the meaning of the law. After due notice was issued, a hearing was held on January 10, 2023. Claimant participated and presented additional testimony through Jose Gaona. The employer did not comply with the hearing notice instructions to call the toll-free number at the time of the hearing and did not participate. Spanish-English interpreters Daniel (#15792), Gustavo (#13728) and Lena (#15404) of CTS Language Link assisted with the hearing. Exhibit A, the December 12, 2022 online appeal, and Exhibit B, the December 27, 2022 online appeal, were received into evidence. The administrative law judge took official notice of the following Iowa Workforce Development administrative records: the reference 02 decision, DBRO, KCCO, and KFFV.

ISSUE:

Whether the appeal was timely. Whether there is good cause to treat the appeal as timely.

FINDINGS OF FACT:

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

Miguel Gaona (claimant) is a Spanish-speaking person, attended school to sixth grade in Mexico, is able to read and write Spanish, but is unable to read and write in English. The claimant's permanent residence is in San Juan, Texas. Jose Gaona is the claimant's adult son, is bilingual, and is able to read, write and speak fluent English. Jose Gaona has at all relevant times resided with the claimant and has been at all relevant times been available to assist the claimant with unemployment insurance matter.

On November 15, 2022, Iowa Workforce Development mailed the November 15, 2022 (reference 02) decision to the claimant's San Juan last-known address of record. The reference 02 decision denied benefits effective October 16, 2022, based on the deputy's

conclusion the claimant was still employed with Bayer Production Supply, L.L.C. under the same hours and wages as in the original contract of hire and was not partially unemployed within the meaning of the law. The reference 02 decision stated the decision would become final unless an appeal was postmarked by November 25, 2022 or was received by the Appeals Section by that date. The decision stated that if the deadline for appeal fell on a Saturday, Sunday or legal holiday, the deadline would be extended to the next working day. November 25, 2022 was the Friday that immediately followed the Thanksgiving Day holiday. State of Iowa offices were closed on November 25, 2022 and reopened on Monday, November 28, 2022. The reference 02 decision included, in English and in Spanish, a reminder of the 10-day deadline for filing an appeal and included, in English and in Spanish, clear and concise instructions for filing an appeal. The claimant elected not to read the information and instructions provided in Spanish.

The United States Postal Service delivered the reference 02 decision to the claimant's address of record in a timely manner, prior to the deadline for appeal. The claimant did not take steps to file an appeal from the decision by the appeal deadline. On December 12, 2022, two weeks after the extended appeal deadline had passed, the claimant's son completed and submitted an online appeal on behalf of the claimant. The claimant's son misdirected the appeal to the Employment Appeal Board, rather than to the Unemployment Insurance Appeals Bureau. The claimant's son asserts the family was busy with other errands associated with the claimant resettling in San Juan as the basis for the delay in opening, reviewing and responding to the appeal. The claimant acknowledges he had the reference 02 decision for two weeks prior to filing an appeal. The weight of the evidence indicates the time between delivery of the reference 02 decision and filing the appeal was longer than two weeks. The Employment Appeal Board forwarded the claimant's appeal to the Appeals Bureau and the Appeals Bureau docketed a December 12, 2022 appeal.

On December 27, 2022, the claimant's son submitted a second online appeal as a follow up to the December 12, 2022 appeal and again misdirected the appeal to the Employment Appeal Board. Once again, the Employment Appeal Board forwarded the correspondence to the Appeals Bureau.

REASONING AND CONCLUSIONS OF LAW:

Iowa Code section 96.6(2) provides:

2. Initial determination. A representative designated by the director shall promptly notify all interested parties to the claim of its filing, and the parties have ten days from the date of mailing the notice of the filing of the claim by ordinary mail to the last known address to protest payment of benefits to the claimant. The representative shall promptly examine the claim and any protest, take the initiative to ascertain relevant information concerning the claim, and, on the basis of the facts found by the representative, shall determine whether or not the claim is valid, the week with respect to which benefits shall commence, the weekly benefit amount payable and its maximum duration, and whether any disqualification shall be imposed. The claimant has the burden of proving that the claimant meets the basic eligibility conditions of section 96.4. The employer has the burden of proving that the claimant is disqualified for benefits pursuant to section 96.5, except as provided by this subsection. The claimant has the initial burden to produce evidence showing that the claimant is not disqualified for benefits in cases involving section 96.5, subsections 10 and 11, and has the burden of proving that a voluntary quit pursuant to section 96.5, subsection 1, was for good cause attributable to the employer

and that the claimant is not disqualified for benefits in cases involving section 96.5, subsection 1, paragraphs "a" through "h". Unless 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. If an administrative law judge affirms a decision of the representative, or the appeal board affirms a decision of the administrative law judge allowing benefits, the benefits shall be paid regardless of any appeal which is thereafter taken, but if the decision is finally reversed, no employer's account shall be charged with benefits so paid and this relief from charges shall apply to both contributory and reimbursable employers, notwithstanding section 96.8, subsection 5.

The ten-day deadline for appeal begins to run on the date Workforce Development mails the decision to the parties. The "decision date" found in the upper right-hand portion of the Agency representative's decision, unless otherwise corrected immediately below that entry, is presumptive evidence of the date of mailing. *Gaskins v. Unempl. Comp. Bd. of Rev.*, 429 A.2d 138 (Pa. Comm. 1981); *Johnson v. Board of Adjustment*, 239 N.W.2d 873, 92 A.L.R.3d 304 (Iowa 1976).

An appeal submitted by mail is deemed filed 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 was 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. See Iowa Administrative Code rule 871-24.35(1)(a). See also *Messina v. IDJS*, 341 N.W.2d 52 (Iowa 1983). An appeal submitted by any other means is deemed filed on the date it is received by the Unemployment Insurance Division of Iowa Workforce Development. See Iowa Administrative Code rule 871-24.35(1)(b).

The evidence in the record establishes that more than ten calendar days elapsed between the mailing date and the date this appeal was filed. 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. *Franklin v. IDJS*, 277 N.W.2d 877, 881 (Iowa 1979). Compliance with appeal notice provisions is jurisdictional unless the facts of a case show that the notice was invalid. *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). One question in this case thus becomes whether the appellant was deprived of a reasonable opportunity to assert an appeal in a timely fashion. *Hendren v. IESC*, 217 N.W.2d 255 (Iowa 1974); *Smith v. IESC*, 212 N.W.2d 471, 472 (Iowa 1973).

No submission shall be considered timely if the delay in filing was unreasonable, as determined by the division after considering the circumstances in the case. See Iowa Administrative Code rule 871-24.35(2)(c).

The evidence in the record establishes an untimely appeal from the November 15, 2022 (reference 02) decision. The evidence establishes that the decision was delivered to the claimant's address of record in a timely manner, that the claimant had a reasonable opportunity to file an appeal by the extended appeal deadline, but that the claimant unreasonably delayed filing the appeal to December 12, 2022. The claimant's inability to read or understand English was not a factor in the late filing of the appeal. The decision included information and instructions that the claimant elected not to read. The claimant at all relevant times had access to assistance from his bilingual and computer-capable son. The claimant elected to delay action

on the matter. The late filing of the appeal was not attributable to the Iowa Workforce Development error or misinformation or delay or other action of the United States Postal Service. There is not good cause to treat the late appeal as a timely appeal. See Iowa Administrative Code rule 871-24.35(2). Because the appeal was untimely, the administrative law judge lacks jurisdiction to disturb the decision from which the appellant appeals in the present matter. See *Beardslee v. IDJS*, 276 N.W.2d 373 (Iowa 1979) and *Franklin v. IDJS*, 277 N.W.2d 877 (Iowa 1979).

DECISION:

The claimant's appeal from the November 15, 2022 (reference 02) unemployment insurance decision was untimely. The decision that denied benefits effective October 16, 2022, based on the deputy's conclusion the claimant was still employed under the same hours and wages as in the original contract of hire and was not partially unemployed within the meaning of the law, remains in effect. If and when the claimant establishes a new original claim for benefits, Iowa Workforce Development will need to address the claimant's availability for work during that new claim period.



James E. Timberland
Administrative Law Judge

January 12, 2023
Decision Dated and Mailed

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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
4th 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>.

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 adquiriera firmeza. Puede encontrar información adicional sobre cómo presentar una petición en el Código de Iowa §17A.19, que está en línea en <https://www.legis.iowa.gov/docs/code/17A.19.pdf>.

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.