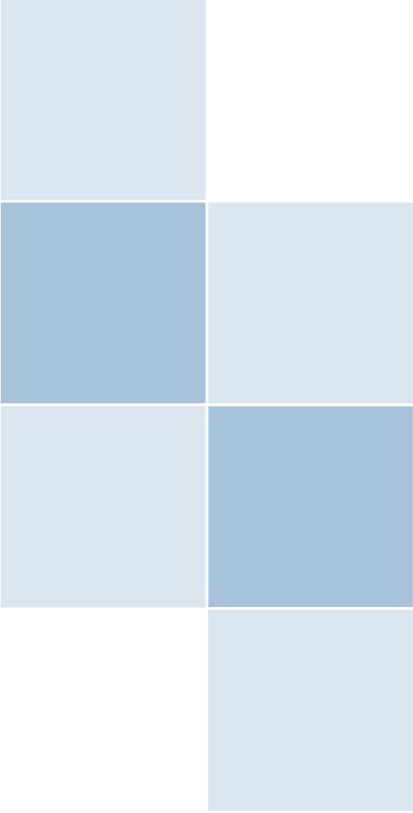


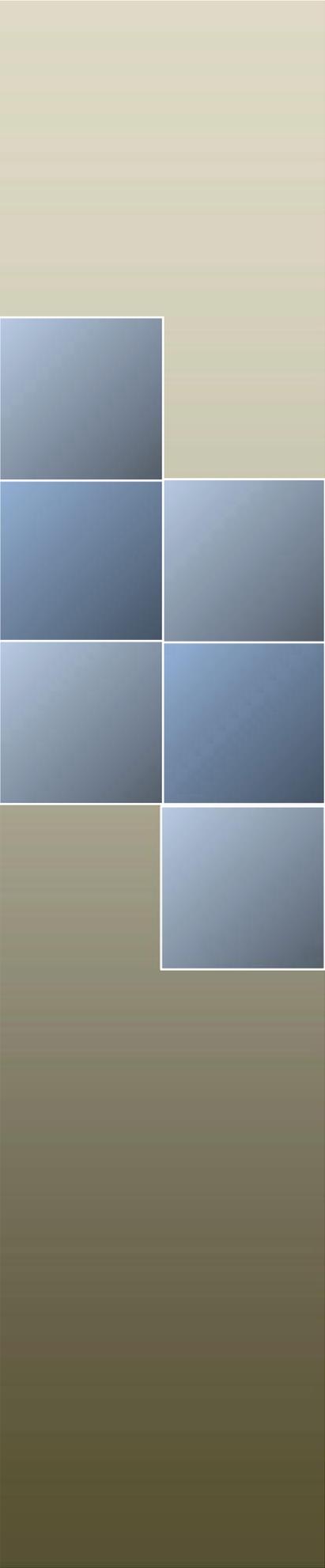


CWI WORKS
POWERING OPPORTUNITY
— FOR OLDER ADULTS

2025



Most-in-Need Measure Guidebook



Most-In-Need (MIN) Measure Guidebook: A Resource Guide for Capturing MIN

CWI Works (CWI) has created and updated this resource guide for capturing each MIN. The Guidebook is meant to offer a distinctive and consistent way of looking at the MIN measure characteristics and how they can be evaluated.

The Guidebook has been organized by the characteristics in the order in which they appear in the Center's Policy and Procedure Manual (PPM) and alphabetical order with four main breakout components for each MIN:

1. **Description** – This section provides a general description and/ or definition of the characteristic.
2. **Reminder** – This section is included to remind readers of required Data Validation criteria and/or reminders to see the Data Validation Handbook for additional details. Please note: this guidebook is a supplement and does not replace the Data Validation Handbook. When necessary, it is recommended to consult the most recent Data Validation Handbook to view all acceptable forms of documentation to satisfy the requirement.
3. **Updateable** – This section identifies whether the characteristics can be updated annually during Recertification, or if it can only be captured at enrollment.
4. **Tips** – This section provides prompts for additional questions to ask job seekers. The conversations will foster opportunities to capture characteristics that are less obvious. The Tips may suggest recruitment considerations and things to look for when identifying persons with a particular characteristic. Recommendations and reminders are also made within the section.

Tips for Identifying MIN Characteristics

CWI has created a list of Tips for capturing each MIN characteristic. The list is not meant to be an all-inclusive for capturing MIN characteristics, however, they are meant to open your awareness and guide you in identifying the less obvious MIN characteristics.

Policy:

CWI requires that all updateable MIN are updated in Department of Labor's (DOL) SCSEP database, the Grantee Performance Management System (GPMS) during Recertification. Be sure to enter MIN updates for any job seeker exiting between July 1 and the Recertification period to obtain credit.

MIN Measure Defined:

The Most-in-Need measure reports the average number of barriers to employment per job seeker. These barriers are likely to make obtaining employment more challenging for the population we serve.

There are two separate categories in the measure – **Priority of Service** and **MIN Waiver Factors**. SCSEP is required by regulations to provide enrollment priority to individuals with multiple Priorities of Service and MIN Waiver Factors.

DOL has established MIN as a core performance measure and sets the percentage of service to be provided, known as the MIN goal.

Simply stated, MIN are characteristics that determine which older adults in SCSEP are most in need of the benefits SCSEP offers based on their individual life situation. Your program is required to meet 100% of the MIN goal each Program Year. Please refer to your Workforce Inclusion Grant Agreement for your individual annual performance goals.

Priorities of Service in GPMS – can only be captured at enrollment and may not be updated.

1. Veteran Status/Eligible Veteran Status
2. Veteran, Post-9/11 Era
3. Individual with a Disability
4. Received services funded by the State Development Disabilities Agency (SDDA)
5. Homeless
6. At Risk of Homelessness
7. Urban or Rural
8. Failed to Find Employment After Using WIOA Title I
9. Low Employment Prospects (almost all job seekers will have this!)

If a job seeker's circumstances change during enrollment, you can record that fact in the comments section of the GPMS Provisional Participant Form and GPMS, but you may not update these fields unless a true error was made.

The following 8 Waiver Factors may be captured either at enrollment or later and must be updated annually:

1. Has limited English proficiency
2. Has low literacy skills
3. Have a severe disability
4. Is frail
5. Is age 75 or older
6. Old enough for Social Security retirement but not receiving it
7. Has severely limited employment prospects in an area of persistent unemployment
8. Formerly Incarcerated - formerly incarcerated or are on supervision from release from prison or jail within 5 years of date of initial eligibility determination

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AGE 75 OR OLDER

Description: *Age 75 or older* describes individuals who must receive priority in being served in a SCSEP program and is 1 of 13 core indicators of the Most-in-Need performance indicators.

Reminder: See Data Validation Handbook for details about documentation.

Updateable: Yes.

Tips

- Recruit eligible applicants age 75 or older with two or more additional barriers for enrollment as needed to meet MIN performance.
- Make sure the date and year of birth is accurate for all job seekers nearing age 75.

AT RISK OF HOMELESSNESS

- Description:** *At risk of homelessness* describes an individual who is likely to become homeless and lacks the resources and support networks needed to obtain housing. The risk must be real and imminent. In some sense, anyone living below the poverty level may be at risk of homelessness. This field requires a more specific and identifiable risk than just low income.
- Reminder:** At risk of homelessness by itself does not meet the definition of the kinds of barriers that qualify for additional MIN characteristic of Low Employment Prospects. However, the underlying facts may support another barrier for Low Employment Prospects. Two opportunities to capture MIN characteristics are at initial intake when completing the Participant Form and additional probing during Initial Assessment. See Data Validation Handbook for details about documentation.
- Updateable:** No, this MIN characteristic must be captured at enrollment.

Tips

A job seeker qualifies for 'at risk of homelessness' if any of the following apply:

- Unpaid or overdue rent/mortgage
- Often borrows to pay rent/mortgage
- Received an eviction or foreclosure notice
- Evicted from a residence in the last 12 months
- Has no fixed address
- Lived in a shelter during the past 12 months
- Frequently has unpaid or overdue electric/gas/water bills
- Cannot pay rent/mortgage most months
- Credit history or background disqualifies from most rental/lease agreements
- Involuntarily moved several times in last year
- Temporarily sharing space with a family member or friend

DISABILITY

Description: *Disability* is a condition attributable to mental or physical impairment, or a combination of mental and physical impairments that results in substantial functional limitations in one or more of the following areas of major life activity:

1. Capacity for independent living;
2. Cognitive functioning;
3. Economic self-sufficiency;
4. Emotional adjustment;
5. Learning;
6. Mobility;
7. Receptive and expressive language;
8. Self-care; and
9. Self-direction.

Reminder: See Data Validation Handbook for details about documentation.

Updateable: No, this characteristic must be captured at enrollment.

Tips

- Make sure to identify if applicant has any type of impairment at the time of enrollment. Disability condition ***must*** be current.
- Ask each applicant about any impairment or limitation they may have that impact their daily living or work. For example, ask ‘do you have any difficulty taking care of your home, fixing meals, getting to the grocery store?’ ‘Do you think you will have any trouble understanding directions at your training site?’
- Remember that applicants must be informed that this information is voluntary and that refusal to provide it will have no effect on any decision to provide services to them.
- Remember that applicants with physical or mental disabilities are part of the target population for SCSEP and are entitled to preference in enrollment.
- Documentation is required –job seekers may self-report and decline to provide documentation. However, you will not receive MIN credit on self-report.
- If this MIN characteristic is captured, Low Employment Prospects should also be documented.

Failed to Find Employment After Using Workforce Innovation and Opportunity Act (WIOA) Services

Description: The job seeker was enrolled in WIOA Title I (adult services) prior to enrolling in SCSEP and was unable to obtain employment before enrolling in SCSEP. If the job seeker reports having used the One-Stop Career Center/American Job Center system prior to enrollment, **you must contact the WIOA provider to determine whether the job seeker was actually registered.** Job seekers receiving only core services may be included or excluded based on the enrollment rules of the WIOA programs in your area.

Reminder: This is a **two-step validation** process; see the Data Validation Handbook.

Updateable: No, this MIN characteristic must be captured at enrollment.

Tips

- Do you know who to contact at the local WIOA office/s in the county/counties your agency provides service in to obtain this information? If not, your first step establish a connection with the office and maintain contact for cross-referral and partnership purposes.
- Before enrolling any job seeker and/or during the pre-screening process ask all applicants to enroll in WIOA services.
- For all applicants over income, encourage them to register and enroll in adult services at the local WIOA program.
- If this MIN characteristic is captured, Low Employment Prospects should also be documented

FORMERLY INCARCERATED

- Description: ***Formerly Incarcerated*** refers to those individuals who were formerly incarcerated or on supervision from release from prison or jail with 5 years preceding the date of first eligibility determination.
- Reminder: This characteristic went into effect March 25, 2021.
- Updateable: Yes, Formerly Incarcerated must be updated annually.
- Documentation: **Each of these documents must include the relevant date of release from incarceration (or from supervision from release of incarceration) in order to corroborate that it occurred within the five-year period.**
- Documentation from the Adult Criminal Justice System; or
 - Written Statement or referral document from a Court or Probation Officer; or
 - Referral transmittal from a Reintegration Agency; or
 - Signed intake application or enrollment form; or
 - Case notes; or
 - Needs assessment; or
 - Federal Bonding program application; or
 - Self-attestation (see the Center's Self-Attestation form)

Tips

- Check DOL database (GPMS) to determine if applicant had previously been enrolled in SCSEP to determine first eligibility determination.
- Develop relationships with representatives in Adult Criminal Justice System; Courts, Probation Officers, and other community programs serving this population.
- Ask applicants what barriers might prevent them from getting a job.
- Update annually.
- If this MIN is documented, Low Employment Prospects should also be documented.

FRAIL

Description: *Frail* means that an individual 55 years of age or older is determined to be functionally impaired because the individual:

- a) is unable to perform at least **two** activities of daily living without substantial human assistance, including verbal reminding, physical cueing, or supervision; or (ii) at the option of the grantee, is unable to perform at least three such activities without such assistance; or
- b) due to a cognitive or other mental impairment, requires substantial supervision because the individual behaves in a manner that poses a serious health or safety hazard to him or herself or to another individual.

Reminder: See Data Validation Handbook for details about documentation.

Updateable? Yes, Frail must be updated annually.

Tips

- Ask every job seeker if they have any difficulty with their Activities of Daily Living (see above for partial list) during the initial interview.
- If they say yes, then refer to the Data Validation Handbook to also capture requirements for documenting Severe Disability, Disability, and Low Employment Prospects.
- If they have a Severe Disability, then also document Frail as a MIN characteristic on the Participant Form.
-

HOMELESS

Description: *Homeless* describes an individual who lacks a fixed, regular and adequate night- time residence or who has a primary night-time residence that is either a supervised, publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters and transitional housing for the mentally ill); an institution that provides a temporary residence for individuals intended to be institutionalized; or a public or private place not designed for or ordinarily used as regular sleeping accommodation for people.

Reminder: See Data Validation Handbook for details about documentation.

Updateable: No, this MIN characteristic must be captured at enrollment.

Tips

- Ask applicants where they sleep at night.

- Ask if their living conditions are temporary.

- Ask applicants if they lack a fixed, regular, and adequate nighttime residence; or

- Is the primary nighttime residence a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill)?

- Is the primary residence an institution that provides a temporary residence for individuals intended to be institutionalized?

- Is the primary residence another public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for people?

If this MIN characteristic is captured, Low Employment Prospects should also be documented.

LIMITED ENGLISH PROFICIENCY (LEP)

Description: A *LEP* individual is one who does not speak English as his or her primary language and who has a limited ability to read, speak, write, or understand English.

Reminder: See Data Validation Handbook for details about documentation.

Updateable: No.

Tips

- You may be able to determine a job seeker's primary language through an assessment. Give the top half of the intake form to the applicant to complete (participant information); observe for difficulty reading, writing, or understanding.
- In some instances, it may require follow-up questions. If in doubt, ask the applicant his/her comfort with being in a work or training setting where only English is spoken, or ask when they last worked where only English is spoken. Language struggle could be an indication that English is not their native language but not necessarily in all cases.
- Ask the job seeker what language is primarily spoken at home or what language the job seeker primarily speaks with friends and family. Do not make assumptions about the language spoken by the job seeker.
- During the assessment, while assessing areas such as employment and education, you may be able to determine that the job seeker is an immigrant from another country.
- To address the job seeker's long-term needs, you should review the job seeker's IEP and consider whether the job seeker would benefit from English as a Second Language (ESL) classes.
- According to DOL regulations, a job seeker cannot have both Limited English Proficiency and Low Literacy; only one or the other.

LOW EMPLOYMENT PROSPECTS

Description: *Low Employment Prospects* means the likelihood that an individual will not obtain employment without the assistance of SCSEP or another workforce development program. Persons with low employment prospects have one significant barrier to employment. Significant barriers may include the following:

- No employment history outside of the household
- Spotty track record of employment; fired from more than one position
- Lacking a substantial employment history
- Ex-Offender
- No computer skills to apply to job postings
- Lack of transportation limits employment options available
- Last held employment more than several years ago
- Mental health or physical impairments not otherwise characterized as a disability.
- Low literacy
- Limited English Proficiency
- Frail
- Residing in socially and economically isolated rural or urban areas where employment opportunities are limited
- Receipt of Supplement Security Income or Social Security Disability Income
- Lack of a high school diploma or its equivalent
- Most previous work experience was in what is now a declining demand or extinct occupation in the local labor market (skill set does not match the jobs available in the current market)

Reminder: All barriers must include a case note describing how the barrier prevents the job seeker from obtaining employment. Be sure to check the Data Validation Handbook for details on the documentation needed.

Updateable? No, this characteristic must be captured at enrollment.

LOW EMPLOYMENT PROSPECTS

(continued)

Tips

- **Almost all** SCSEP job seekers should have the MIN characteristic of Low Employment Prospects, based on the definition that the job seeker should not be able to obtain employment without the help of the SCSEP.
- Utilize the Initial Assessment to identify the barriers to employment.
- Become familiar with the list of sample barriers to employment provided below in the description.

LOW LITERACY



Description: *Low Literacy* applies to a job seeker who computes or solves problems, reads, writes, or speaks at or below the 8th grade level or is unable to compute or solve problems, read, write, or speak at a level necessary to function on the job, in the individual's family, or in society. The lack of computer skills does not fit within the definition of low literacy skills.

Reminder: See Data Validation Handbook for details about documentation.

Updateable: Yes, if captured at enrollment, this MIN characteristic will not need to be updated.

Tips

- Please remember that you may use either Low Literacy skills or Limited English Proficiency (LEP) but not both.
- This is a sensitive topic! Asking about literacy directly is likely may embarrass the job seeker. Ask about the highest level of education they have completed.
- You can ask job seekers to complete the first page of the Initial Assessment where they detail their employment history. It is a good practice for job applications and it will allow you to assess their reading and writing skills. Are they struggling with spelling or understanding written instructions?
- During the assessment, take notice of the level of education completed by the job seeker. If job seeker has not completed 8th grade level or if they have a higher education but are unable to read, write or speak at a level necessary for a job then the Low Literacy MIN applies.
- Ask if the job seeker has had any basic education testing completed. You may wish to test all job seekers who have less than some college education. Standard tests include Test of Adult Basic Education (TABE), Adult Basic Learning Exam (ABLE), and Test of Applied Literacy Skills (TALS).
- Your local One-Stop center can administer any of these tests for you. You should not design your own test.

OLD ENOUGH FOR BUT NOT RECEIVING SOCIAL SECURITY TITLE II

Description: This characteristic applies to an individual 62 or over who does not have sufficient wage credits (40 quarters) to qualify for retirement benefits. This factor only applies if the participant is not monetarily eligible for Social Security. If the participant qualifies but chooses to delay receipt to increase the amount of benefits, this does not apply.

Updateable: Yes, this MIN characteristic must be updated annually.

Tips

- Are they currently receiving Social Security?
- Ask all job seekers how long they have worked in the United States. If less than 10 years, this MIN factor should be checked and documented.
- Ask all applicants who are age 62 or older how many years have they worked in the United States or how many wage credits they have.
- If a job seeker is unsure of how many wage credits they have, they must request their Social Security statement. See step-by-step instructions.

HOW TO CHECK ON THE NUMBER OF YOUR WORK CREDITS

Review Social Security's version of your work history



To obtain a statement showing your annual earnings and benefits:

- If you are younger than age 60: You must sign up online. Social Security no longer mails these statements. To get a statement, go to <http://www.socialsecurity.gov>. Click on "get your Social Security statement online." (In some instances, for example if your credit reports were frozen, you will have to go to a Social Security office to set up an account.)
- If you are age 60 or older: You will still receive statements in the mail annually. You can also go online to get a copy of your statement or view it online. Go to <http://www.ssa.gov/mystatement/> and open an account with Social Security to view your statement. If your earnings appear to be incorrect, refer to <http://www.ssa.gov/pubs/EN-05-10081.pdf> for information on how to correct your Social Security Earnings Record.

As an alternative, you can obtain a free copy by doing one of the following:

- Call Social Security toll-free at 1-800-772-1213.
- Contact your local Social Security office. You can locate your local office at: <http://www.socialsecurity.gov/locator>

You will need the following information:

- Name as shown on your Social Security Card
- Social Security Number
- Date of birth
- Place of birth
- Mother's maiden name - last name only (to help identify you)

Check your statement carefully:

- Errors are common
- Check the spelling of the name to make sure it is correct.
- If the number of work credits doesn't seem correct, check the accuracy of your work history. You can check by comparing the wage amounts listed with those on your W-2 statements. If you did not save your W-2's, check your previous tax returns and/or contact former employers.

If information is missing or is wrong, correct it by following the instructions on the form.



Urban or Rural

Description: A *Rural* area is one not designated as a metropolitan statistical area by the Census Bureau, is located within metropolitan counties identified by codes 4 through 10 in the Rural Urban Commuting Area (RUCA) system, or has RUCA codes 2 and 3 for census tracts that are larger than 400 square miles and have population density of less than 30 people per square mile.

Updateable: No, this MIN characteristic is captured at enrollment.

Tips

- The Rural Urban Codes can be found in GPMS in the Characteristics section, when you click "Edit".
- Review job seeker files and GPMS to ensure zip codes were entered accurately at enrollment.
- Recruit from rural areas as needed.

SEVERE DISABILITY

Description: *Severe disability* means a severe, chronic disability attributable to mental or physical impairment, or a combination of mental and physical impairments, that (a) is likely to continue indefinitely, and (b) results in substantial functional limitation in **three** or more of the following areas of major life activity: (i) self-care, (ii) receptive and expressive language, (iii) learning, (iv) mobility, (v) self-direction, (vi) capacity for independent living, (vii) economic self-sufficiency.

Reminder: The definition and documentation requirements for severe disability are more stringent than those for frail and encompass the definition of frail, which requires only two (2) definitions.

Documentation of frail does not constitute documentation of severe disability.

- If someone has the MIN of Severe Disability, they should automatically be considered Frail, Disabled and Low Employment Prospects. Each is counted separately for the most-in-need measure.
- Severe disability must be documented by a physician.
- “Major life activities” under severe disability are also considered “activities of daily living,”
- The job seeker cannot self-attest to severe disability.

See Data Validation Handbook for details about documentation.

Updateable: Yes, updated annually at the beginning of each Program Year.

Tips

- Ask every job seeker if they have any difficulty with their Activities of Daily Living during the pre-screening interview.
- If they say yes, then refer to the Data Validation Handbook to capture requirements for documenting Severe Disability.
- If they have a Severe Disability, Disability, Frail and Low Employment Prospects should also be documented.
- Receipt of SSDI does not necessarily mean there is a Severe Disability.

SEVERELY LIMITED EMPLOYMENT PROSPECTS IN AN AREA OF PERSISTENT UNEMPLOYMENT



Description: *Severely Limited Employment Prospects* means having a substantially higher likelihood that an individual will not obtain employment without the assistance of SCSEP or another workforce development program. Persons with severely limited employment prospects have more than one significant barrier to employment.

Examples of Significant Barriers include: Lacking a substantial employment history, basic skills, and/or English-language proficiency; lacking a high school diploma or the equivalent; having a disability; being homeless; or residing in socially economically isolated rural or urban areas where employment opportunities are limited.

Persistent Unemployment means the annual average unemployment rate for a county or city is more than 20 percent higher than the national average for two out of the last three years.

Reminder: Two-step data validation process- See the Data Validation Handbook for specific details. GPMS will automatically enter the date on which the MIN characteristic was first entered. For each program year thereafter, you must enter the date of updating to receive MIN credit.

Updateable: Yes, this MIN characteristic must be updated annually at the beginning of each Program Year.

SEVERELY LIMITED EMPLOYMENT PROSPECTS IN AN AREA OF PERSISTENT UNEMPLOYMENT (continued)



Tips

- If the county does not meet the persistent unemployment definition, you may determine whether or not the city of residence meets the definition. If you do you must use official sources like your states Labor Market Information. In this case the data for the past three years and the source of the data must be documented.
- The tables for 'persistent unemployment' are updated annually and posted on Center's partner page.
Area of persistent unemployment can be validated if either table verifies the status of the county at any time during the program year.
- To identify two additional barriers, utilize the examples listed above as well as the stating the participant lives in an area of persistent unemployment.
- If the job seeker has any other MIN characteristics, you may consider utilizing those MIN characteristics as the documented barriers to employment.
- If this MIN characteristic is documented, Low Employment Prospects should also be documented.
- Set a monthly, quarterly, annual tickler to check the labor market information for newly identified areas that meet the definition for persistent unemployment.

VETERAN

(or (Or Qualified Spouse of Veteran)

Description: *Veteran* is a person who served in the active military, army, navy or air force who was not dishonorably discharged or released. Active service includes full-time duty in the National Guard or a Reserve component, other than full-time duty for training purposes.

Qualified Spouse of Veteran is someone who is married to a veteran who has a service-related total disability or died of one, is a member of the Armed Forces on active duty who has been listed for a total of more than 90 days as missing in action, captured in line of duty by a hostile force or forcibly detained or interned by a foreign government or power.

Reminder: Following the ruling of the U.S. Supreme Court that the Defense Against Marriage Act (DOMA) was unconstitutional it is now the policy of DOL and CWI both (a) to recognize all marriages (including same-sex marriages) that are lawfully entered in the State of Celebration and (b) to recognize same-sex marriage even if the marriage is not recognized in the state where the married individual resides as long as the marriage could have been entered into in a state.

See Data Validation Handbook for details about documentation.

Updateable: No, this MIN characteristic must be captured at enrollment.

VETERAN (or Qualified Spouse of Veteran) (continued)

Tips

- Ask job seeker if they have served in an active branch of military and were discharged or released from such service under conditions other than honorable. Should be other than honorable, yes?
- Were they ever on full-time duty in the National Guard or a Reserve component, other than full-time duty for training purposes, and released from such duty with other than an honorable discharge?
- Is the applicant a spouse of a person who died on active duty or of a service-connected disability?
- Is the applicant a spouse of a member of the Armed Forces serving on active duty who at the time of application for assistance under this part, is listed as 1) missing in action; or 2) captured in line of duty by a hostile force; or 3) forcibly detained or interned in the line of duty by a foreign government or power.
- Is the applicant a spouse of a person who has a total disability permanent in nature resulting from a service-connected disability as determined by the VA?
- Must have official government documentation that verifies veteran status, such as military discharge papers; DD214; or cross match with Veteran's Database.

Develop relationships with Veteran's organizations in your area to obtain referrals.