

**PRESENTED AT**  
**33RD ANNUAL**  
**SCHOOL LAW CONFERENCE**

February 22, 2018  
Austin, Texas

## **Difficult Issues with Unemployment Claims and Appeals**

**William T. (Tommy) Simmons**

Author Contact Information:  
William T. (Tommy) Simmons  
Texas Workforce Commission  
Austin, TX

tommy.simmons@twc.state.tx.us  
512.463.2967

# Difficult Issues with Unemployment Claims and Appeals

## Table of Contents

Introduction	1
Before An Unemployment Claim Arises – Work Separations	1
Last Employing Unit	2
Be Careful With What You Submit	3
Do Not Obtain Releases Involving Unemployment Claims	4
Take Care When Filing: A Valid Unemployment Claim Cannot Be Withdrawn	4
Claimants Must Report All Work and Earnings While Filing UI Claims	4
Warnings	6
Appeal Deadlines: Faxes Have A Hidden Pitfall	9
Always Keep a Lookout For TWC Correspondence	10
Address of Record	11
Best Evidence Only, Please	11
Regard the Appeal Tribunal Hearing As the Only Opportunity to Present Witnesses	12
No Secrets	12
Misconduct – What TWC Looks For In Any Misconduct Case	13
Poor Work Performance Does Not Equal Misconduct	16
Pitfall for a Claimant Not Participating in an Appeal Hearing	16
Finality of Appeal Hearings	17
Reimbursing Employer Liability	17
Litigation – Appealing an Unemployment or Wage Claim Decision to Court	19
Appendix A: Types of Work Separations	20
Voluntary or Involuntary?	20
Voluntary Work Separations	20
Focus: Job Abandonment	21
Involuntary Work Separations	22

Focus: PRN Status / On-Call, As-Needed Employees	23
Effect of Voluntary or Involuntary Work Separations	23
Quit or Discharge - Close Cases	24
Two-Week Notice Rule	26
Ambiguous Notice	27
Resignation Without Notice	28

# **Difficult Issues with Unemployment Claims and Appeals**

## **Introduction**

This paper presents a survey of some of the hidden traps and pitfalls for attorneys representing clients in unemployment claims before the Texas Workforce Commission. The items covered are traps and pitfalls because they might be unanticipated by anyone other than long-time agency professionals. It includes some entry-level hazards of the sort that might catch non-employment law attorneys off guard, covers areas that can catch attorneys unaware who have some experience with general employment law, and finally offers some little-known puzzlers that leave even seasoned employment law professionals scratching their heads and calling TWC for assistance. The author hopes that every reader will find at least one new thing to put into his or her TWC toolkit.

Keep in mind that with a program as large and complex as the unemployment compensation system, enforced by a large state agency with hundreds of different individuals who make decisions on claims, no particular outcome is guaranteed. Each case is different, and the decisions are highly fact-specific. Outcomes can hinge not only on the facts, but also on less-tangible factors such as who the investigator or hearing officer is, how well the claimant and employer explain their respective positions and come across in terms of relative credibility, the egregiousness of the specific final incident, small differences in number, types, content, and timing of warnings, and even plain and simple luck.

## **Before An Unemployment Claim Arises – Work Separations**

Since the burden of proof on the issue of whether a claimant qualifies for unemployment benefits depends upon the nature of the work separation, it is very important to understand how TWC determines whether a work separation is voluntary or involuntary. In general, a work separation is voluntary if initiated by the claimant, while a work separation initiated by the employer is involuntary. The main traps that catch many parties to claims off guard are the following:

1. **Resignation in lieu of discharge:** if an employee has no choice but to resign, the work separation will be considered involuntary.<sup>1</sup>
2. **Mutual agreement:** in most cases, TWC will decide that a work separation by “mutual agreement” is involuntary, especially if the evidence shows that the employer initiated the discussion and guided it toward the employee leaving the company.<sup>2</sup>
3. **Suspension without pay:** under a Commission precedent case, a suspension without pay for three days or less is not a discharge, and if the employee files an unemployment claim, the work separation will be analyzed as voluntary. If the unpaid suspension lasts four days or longer, and the employee files an unemployment claim rather than return to work, TWC will handle the case as an involuntary work separation.<sup>3</sup>
4. **Quit with two weeks’ notice or less:** TWC follows a standard two-week notice rule, under which a resignation with notice of intent to resign by a definite date that is two weeks or less in the future may be accepted by the employer at any time within the two-week notice period without the nature of the work separation changing from voluntary to involuntary.<sup>4</sup>

This area of unemployment law is extremely complex. For a much more in-depth discussion of the issues involved in determining the nature of a work separation, see Appendix A.

### **Last Employing Unit**

The law requires a claimant to name the last employing unit (LEU) on the initial claim. The LEU is in an important position, since that entity is the one to receive the notice of application for unemployment insurance (notice of initial claim) and is the entity whose explanation of the

---

<sup>1</sup> TWC Appeals Policy and Precedent Manual (AP&P), VL 440.00, Appeal No. 1689-CA-77, online at <http://www.twc.state.tx.us/files/jobseekers/appeals-policy-precedent-manual-voluntary-leaving-twc.pdf>.

<sup>2</sup> *Id.*

<sup>3</sup> AP&P, MC 135.45(2), Appeal No. 96-012206-10-102596, online at <http://www.twc.state.tx.us/files/jobseekers/appeals-policy-precedent-manual-misconduct-twc.pdf>.

<sup>4</sup> AP&P, VL 135.25 (2), online at <http://www.twc.state.tx.us/files/jobseekers/appeals-policy-precedent-manual-voluntary-leaving-twc.pdf>.

Find the full text of this and thousands of other resources from leading experts in dozens of legal practice areas in the [UT Law CLE eLibrary \(utcle.org/elibrary\)](http://utcle.org/elibrary)

## Title search: Difficult Issues with Unemployment Claims and Appeals

Also available as part of the eCourse

[An Overview of Unemployment Claims and Appeals](#)

First appeared as part of the conference materials for the 33<sup>rd</sup> Annual School Law Conference session

"An Overview of Unemployment Claims and Appeals"