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INFORMATION RELATING TO FEDERAL-STATE UNEMPLOYMENT COMPENSATION LAWS

Including Material Relating to the Administration's Proposed Amendments to the Unemployment Compensation Laws Submitted by the U.S. Department of Labor

APRIL 22, 1974

PREPARED BY THE STAFF OF THE

COMMITTEE ON WAYS AND MEANS

FOR THE USE OF THE COMMITTEE

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INFORMATION RELATING TO FEDERAL-STATE UNEMPLOYMENT COMPENSATION LAWS

I. Description of the Present Unemployment Insurance Program

Unemployment insurance is a Federal-State system designed to provide temporary wage loss compensation to workers as protection against the economic hazards of unemployment. Funds accumulated from taxes on wages during periods of employment permit payment of benefits to covered workers during periods of unemployment. At the same time that the unemployed worker is assisted financially while he is looking for work, the benefit payments help maintain purchasing power and cushion the shock of unemployment. The term "State" includes the District of Columbia, and Puerto Rico.

THE STATUTES

The unemployment insurance system in this country is the product of Federal and State legislation. Approximately 86 percent of all nonfarm workers are covered by the Federal-State system established by the Social Security Act in 1935, with subsequent amendments, and consequent State legislation in all States, including the District of Columbia and Puerto Rico. The Federal taxing provisions are in the Federal Unemployment Tax Act, chapter 23 of the Internal Revenue Code (FUTA). Railroad workers are covered by a separate Federal program. Veterans with recent service in the Armed Forces and civilian Federal employees are covered by a Federal program, Chapter 85, Title 5, U.S.C., administered by the States.

The Federal provisions in the Social Security Act and the Federal Unemployment Tax Act establish the framework of the system. If a State has a law which meets certain minimum Federal requirements, employers may credit against their Federal tax the amounts they have paid to the State for benefits to the unemployed, and tax savings with which they have been credited under experience rating (up to 2.7 percent), and the State is entitled to Federal grants to cover all the necessary costs of administering the program.

Federal law requirements are separately stated for the administrative grants to States and for Federal tax credits to a State's employers. The administrative grant requirements are designed to ensure the use of State unemployment funds solely for unemployment benefits, to safeguard the investment of the fund, to guarantee an opportunity for fair hearing to all individuals whose benefit claims are denied, to ensure full and prompt payment of benefits, and to limit grant expenditures to amounts and purposes required for proper and efficient administration of the State law.

The Federal tax credit requirements add provisions that are designed to prevent adverse effects on labor standards, protect individuals from benefit denials solely because they are engaged in approved training or because they are living in or filing claims in another State (or Canada) assure participation of all States in an arrangement for combining the wages and employment of workers who have worked in more than one State, protect workers from total loss of

their benefit rights for reasons other than fraud, work-connected misconduct or receipt of disqualifying income, ensure State coverage of employees of certain nonprofit organizations and State hospitals, colleges, and universities and require States to pay extended benefits during periods of high unemployment in the State or Nation.

FINANCING THE PROGRAM

All employers covered by the Federal Unemployment Tax Act are charged a tax of 3.2 percent on the first $4,200 of each worker's wages. Employers who are also subject to an approved State law may offset 90 percent of this Federal tax by taxes and experience rating credits under the State law. Since all States have approved laws, the remainder of the tax, or 0.5 percent of taxable wages, is paid to the Federal Government.[1] This tax is used to pay the administrative expenses of Federal and State unemployment insurance and employment service agencies, the Federal share of the Federal-State extended unemployment compensation program, and to maintain the Reed Act loan fund.

All States levy taxes on employers within the State. Three States also collect contributions from employees.[2] These taxes are deposited by the State ot its account in an unemployment trust fund in the Federal Treasury, and withdrawn as needed to pay benefits. On December 31, 1973, the total reserve of all States was $10.9 million.

Standard rates

The standard rate of contributions under all but seven State laws is 2.7 percent. In New Jersey, the standard rate is 2.8 percent; Hawaii, Ohio, and Nevada, 3.0; Montana, 3.1; and North Dakota, 4.2. In Nevada the 3.0 percent rate applies only to unrated employers. In Idaho the standard rate is 2.7 percent if the ratio of the unemployment fund, as of the computation date, to the total payroll for the fiscal year is 4.25 percent or more; when the ratio falls below this point, the standard rate is 2.9 percent and, at specified lower ratios, 3.1 or 3.3 percent.

Variable rates

All State laws, except Puerto Rico, have in effect some system of experience rating by which individual employers' contribution rates are varied from the standard rate on the basis of their experience with the amount of unemployment encountered by their employees.

Federal requirements for experience rating

The Federal law allows employers additional credit [3] for a lowered rate of contribution if the rates were based on not less than 3 years of "experience with respect to unemployment or other factors bearing a direct relation to unemployment risk." Since 1970, States may grant reduced rates (but not less than one percent) for newly covered employers with shorter experience.

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[1] For taxable year 1972 the tax was increased to 3.28 percent making the net payable 0.58 percent. Revenues from the .08 percent increase were used to pay the cost of extending the Emergency Unemployment Compensation Act of 1971.

[2] Alabama, Alaska, and New Jersey.

[3] Tax credit for the difference between the actual State rate paid by the employer and the lower of the State's highest rate or 2.7 percent.

State requirements for experience rating

In most States 3 years of experience with unemployment means more than 3 years of coverage and contribution experience. Factors affecting the time required to become a "qualified" employer include (1) the coverage provisions of the State law ("at any time" vs. 20 weeks); (2) in States using benefits or benefit derivatives in the experience-rating formula, the type of base period and benefit year and the lag between these two periods, which determine how soon a new employer may be charged for benefits; (3) the type of formula used for rate determinations; and (4) the length of the period between the date as of which rate computations are made and the effective date for rates.

Taxable wage base

Only a few States have adopted a higher tax base than that provided in the Federal Unemployment Tax Act. In these States an employer pays a tax on wages paid to (or earned by) each worker within a calendar year up to the amount specified in State law. In addition, most of the States provide an automatic adjustment of the wage base if the Federal law is amended to apply to a higher wage base than that specified under State law.

As a result of the many variables in State taxable wage base and tax rates, benefit formulas and economic conditions, actual tax rates vary greatly among the States. In 1972 the average tax rate for all the States was 1.70% of taxable wages, ranging from a high of 3.24% in Massachusetts to a low of .41% in Virginia, both on a taxable wage base of $4,200. Tax rates as a percentage of total wages ranged from a high of 2.08% in Puerto Rico to .23% in Virginia.

COVERAGE

The Federal Unemployment Tax Act is applicable to employers who employ one or more covered employees in at least 20 weeks in the current or preceding calendar year or who pay wages of $1,500 or more during any calendar quarter of the current or preceding calendar year. State legislatures tend to cover employers or employment subject to the Federal tax because, while there is no compulsion to do so, failure to do so is of no advantage to the State or to the employers involved.

States frequently cover employees or employment which is exempt from the Federal tax but exempt employers and employment subject to the Federal tax in only a few isolated instances.

Although State adoption of unemployment insurance laws has therefore been greatly influenced by the Federal statute, with a single exception, the State is free to determine the employers who are liable for contributions and the workers who accrue rights under the laws. The sole exception is the Federal requirement that States provide coverage for employees of nonprofit organizations and of State hospitals and institutions of higher learning even though such employment is exempt from FUTA. Except for nonprofit organizations, coverage is defined in terms of (a) the size of the employing unit's payroll or the number of days or weeks worked during a calendar year, (b) the employment relationship between the workers and the employer, and (c) the place where the worker is employed. Coverage under the laws is limited by exclusion of certain types of employment. In most States, however, coverage can be extended to excluded workers under provisions which permit voluntary election of coverage by employers.

The Federal and State definitions of employment exclude certain types of service from coverage. Since 1939 railroad workers have been excluded from coverage under the Federal-State system and covered by a special Federal unemployment insurance program administered by the Railroad Retirement Board.

The coverage provisions of most State laws utilize definitions of employing unit and employer. The employer covered is determined by the number of days or weeks a worker is employed or the amount of the employer's quarterly or yearly payroll. Originally, most State laws covered only those employers who, within a year, had eight or more workers in each of 20 weeks. This was due largely to the coverage provisions of the FUTA. As the States gained experience in administering unemployment insurance and as a result of the 1954 and 1970 amendments to the FUTA smaller firms have been brought under the Acts in all States.

Thirty States had adopted the Federal definition of employer; i.e., a quarterly payroll of $1,500 in the calendar year or preceding calendar year or one worker in 20 weeks. Eight States provide the broadest possible coverage by including all employers who have any covered service in their employ. The other States have requirements of less than 20 weeks or payrolls other than $1,500 in a calendar quarter.

EXCLUSIONS FROM COVERAGE

The following types of employment are generally exempt from coverage under FUTA, although certain States have provided coverage for some of the excluded services.

(*1*). *Agriculture labor.*—State laws generally exclude agricultural labor from coverage, except in four States.

(*2*). *Domestic service.*—Four States cover personal or domestic service in private homes, college clubs or fraternities. The remaining States exclude domestic service in private homes and most of them exclude college clubs, fraternities and sororities.

(*3*). *Service for relatives.*—All States exclude service for an employer by his spouse or minor child and, except in New York, service of an individual in the employ of his son or daughter.

(*4*). *Exempt nonprofit organizations, State hospitals and institutions of higher education.*—Although the 1970 amendments provided for coverage of certain services performed for nonprofit organizations and for State hospitals and institutions of higher education, the amendments permit the States to exclude from State coverage certain services. Services performed for a church, convention or association of churches, or an organization operated primarily for religious purposes are exempt. Also exempt are services performed by a duly ordained, commissioned, or licensed minister or a member of a religious order; in the employ of a school which is not an institution of higher education; in a facility conducting a program of rehabilitation for persons whose earning capacity is impaired; in a government sponsored work-relief or work-training program; or by inmates of correctional institutions employed in a hospital connected with the institution.

(*5*). *Service of students and spouses of students.*—Prior to the 1970 amendments, service in the employ of a school, college or university by a student enrolled and regularly attending classes at such school was excluded from the

definition of employment. The 1970 amendments retained this exclusion and also excluded service performed after December 31, 1969, by a student's spouse for the school, college or university at which the student is enrolled and regularly attending classes, provided the spouse's employment is under a program designed to give financial assistance to the student, and the spouse is advised that the employment is under such student-assistance program and is not covered by any program for unemployment insurance. Also excluded after December 31, 1969, is service performed for an employer other than a school, college, or university by a full-time student under the age of 22 in a work-study program provided that the service is an integral part of an educational program.

(*6*). *Service of patients for hospitals.*—The 1970 amendments excluded service performed for a hospital after December 31, 1969, by patients of the hospital. Such service may be excluded from coverage under the State law whether it is performed for a hospital which is operated for profit or for a nonprofit or State hospital which must be covered under the State law.

(*7*). *Service for Federal instrumentalities.*—An amendment to the FUTA, effective with respect to services performed after 1961, permits States to cover Federal instrumentalities which are neither wholly nor partially owned by the United States, nor exempt from the tax imposed under section 3301 of the Internal Revenue Code by virtue of any other provision of law which specifically refers to such section of the Code in granting such exemptions. All States except New Jersey have provisions in their laws that permit the coverage of service performed for such wholly privately owned Federal instrumentalities.

(*8*). *Service for State and local governments.*—Although the Federal act requires that certain service for State hospitals and State institutions of higher education be covered under the State law, it continues to exclude from coverage under the act service performed for State and local governments or their instrumentalities.

All States cover at least those categories of workers required to be covered under the Federal law and most States provide some form of coverage for other State and local government workers. About one-half of the States provide mandatory coverage for all State employees, and permit election of coverage by municipal corporations or other local government subdivisions. Several States, in addition to covering their own government workers, also provide mandatory coverage for special groups of workers employed by their instrumentalities or political subdivisions.

(*9*). *Maritime workers.*—The FUTA and most State laws initially excluded maritime workers, principally because it was thought that the Constitution prevented the States from covering such workers. Supreme Court decisions in *Standard Dredging Corporation* v. *Murphy* and *International Elevator Company* v. *Murphy*, 319 U.S. 306 (1943), were interpreted to the effect that there is no such bar. In 1946 the FUTA was amended to permit any State from which the operations of an American vessel operating on navigable waters within or within and without the United States are ordinarily regularly supervised, managed, directed, and controlled, to require contributions to its unemployment fund under its State unemployment compensation law. Most States now have such coverage.

(*10*). *Coverage of service by reason of Federal coverage.*—Most States have a provision that any service covered by the FUTA is employment under the State law. This provision would permit immediate coverage of excluded

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workers if the Federal act were amended to include them. Many States have added another provision that automatically covers any service which the Federal law requires to be covered even though it is service which is not covered under the Federal law.

(*11*). *Voluntary coverage of excluded employments.*—In all States except Alabama, Massachusetts, and New York, employers, with the approval of the State agency, may elect to cover most types of employment which are exempt under their laws. The Massachusetts law, however, does permit services for nonprofit organizations to be covered on an elective basis and the New York law permits employers to elect coverage of agricultural workers under certain conditions.

(*12*). *Self-employment.*—Employment, for purposes of unemployment insurance coverage, is employment of workers who work for others for wages; it does not include self-employment. One small exception has been incorporated in the California law. A subject employer may apply for coverage of his own services: if his election is approved, his wages for purposes of contributions and benefits are deemed to be $2,148 a quarter, and his contribution rate is fixed at 1.25 percent of wages.

BENEFIT RIGHTS

There are no Federal standards for benefits, as to qualifying requirements, benefit amounts, or regular benefit duration. Hence there is no common pattern of benefit provisions comparable to that in coverage and financing. The States have developed quite diverse and complex formulas for determining workers' benefit rights.

The interrelationship between the various factors on which these benefits rights depend is so close that it is important to take into consideration all the interdependent factors—the amount of employment and wages required to qualify an individual for benefits, the period for earning such wages, the method of computing the weekly benefit amount, and the method of determining the length of time for which benefits may be paid—in comparing the benefit formulas of different State laws.

Under all State unemployment insurance laws, a worker's benefit rights depend on his experience in covered employment in a past period of time, called the *base period*. The period during which the weekly rate and the duration of benefits determined for a given worker apply to him is called his *benefit year*.

The qualifying wage or employment provisions attempt to measure the worker's attachment to the labor force. To qualify for benefits as an insured worker, a claimant must have earned a specified amount of wages or must have worked a certain number of weeks or calendar quarters in covered employment within the base period, or must have met some combination of wage and employment requirements. He must also be free from disqualification for causes which vary among the States. All but a few States require a claimant to serve a waiting period before his unemployment may be compensable.

All States determine an amount payable for a week for total unemployment as defined in the State law. Usually a week of total unemployment is a week in which the claimant performs no work and with respect to which no remuneration is payable. In a few States, specified small amounts of odd-job earnings are disregarded in determining a week of unemployment. In most States a worker is partially unemployed in a week of less than full-time work when he earns

less than his weekly benefit amount. He receives as benefits for such a week the difference between his weekly benefit amount and his earnings, usually with a small allowance as a financial inducement to take short-time work.

The maximum amount of benefits which a claimant may receive in a benefit year is expressed in terms of dollar amounts, usually equal to a specified number of weeks of benefits for total unemployment. A partially unemployed worker may thus draw benefits for a greater number of weeks. In several States all eligible claimants have the same potential weeks of benefits; in the other States, potential duration of benefits varies with the claimant's wages or employment in the base period, up to a specified number of weeks of benefits for total unemployment.

Qualifying wages and employment

All States require that an individual must have earned a specified amount of wages or must have worked for a certain period of time within his base period, or both, to qualify for benefits. The purpose of such qualifying requirements is to admit to participation in the benefits of the system only such workers as are genuinely attached to the labor force of covered workers.

(*1*). *Multiple of the weekly benefit or high quarter wages.*—Some States express their earnings requirement in terms of a specified multiple of the weekly benefit amount. Such States have a weekly benefit formula based on high-quarter wages. The multiple used in the qualifying wage formula (21+ to 40 but typically 30) is greater than the denominator in the fraction used in computing the weekly benefit. In these States the formula automatically requires wages in at least two quarters of the base period except for those claimants who qualify for the maximum weekly benefit. Most of the States with this type of qualifying requirement add a specific requirement of wages in at least two quarters which applies especially to workers with large high-quarter earnings and maximum weekly benefits. Many of the States with a high-quarter formula have an additional requirement of a specified minimum amount of earnings in the high quarter. Such provisions tend to eliminate from benefits part-time and low-paid workers whose average weekly earnings might be less than the State's minimum benefit.

(*2*). *Flat qualifying amount.*—States with a flat minimum qualifying amount include most States with an annual-wage formula for determining the weekly benefit and some States with a high-quarter wage benefit formula.

In all these States any worker earning the specified amount or more within the base period is entitled to some benefits, but the flat qualifying amount entitles a worker to only limited amounts of benefits. The qualifying amounts for higher weekly benefits are included in the quarterly or annual amounts which entitle a claimant to higher weekly benefits and more weeks of benefits, according to the details of the formulas. Of the States with a flat qualifying amount and a high-quarter formula, about half require wages in more than one quarter to qualify for any benefits. Others do not require any wages in a quarter other than the high quarter to qualify for benefits.

(*3*). *Weeks of employment.*—More than one-fourth of the States require that an individual must have worked a specified number of weeks with at least a specified weekly wage. Nine States count only weeks in which the claimant earned the required amount of wages. Some other States have minor variations to this basic approach.

(4). *Requalifying requirements.*—All States that have a lag between the base period and benefit year place limitations on the use of lag-period wages for the purpose of qualifying for benefits in the second benefit year. The purpose of these special provisions is to prevent benefit entitlement in 2 successive benefit years following a single separation from work; the provisions generally require wages more recent than the lag period, either in addition to or as part of the usual base-period wages requisite to establishing a benefit year. In many States the amount an individual must earn in order to qualify for benefits in a second benefit year is expressed as an amount (from 3 to 10) times the weekly benefit amount. A few States require an individual to earn wages subsequent to the beginning of the individual's preceding benefit year sufficient to meet the minimum qualifying requirement. In addition, some States specify that the wages needed to requalify must be earned in insured work.

Waiting period

The waiting period is a noncompensable period of unemployment in which the worker must have been otherwise eligible for benefits. All except seven States require a waiting period of 1 week of total unemployment before benefits are payable. The waiting period may be waived in Georgia if the claimant is unemployed through no fault of his own and may become compensable in several other States under specific conditions. The waiting-period requirement may be suspended in New York, Pennsylvania and Rhode Island when unemployment results directly from a disaster and the Governor declares the existence of a state of emergency.

Benefit eligibility and disqualification

All State laws provide that, to receive benefits, a claimant must be able to work and must be available for work; i.e., he must be in the labor force, and his unemployment must be caused by lack of work. Also he must be free from disqualification for such acts as voluntary leaving without good cause, discharge for misconduct connected with the work, and refusal of suitable work. These eligibility and disqualification provisions delineate the risk which the laws cover: the able-and-available tests as positive conditions for the receipt of benefits week by week, and the disqualifications as a negative expression of conditions under which benefits are denied. The purpose of these provisions is to limit payments to workers unemployed primarily as a result of economic causes. The eligibility and disqualification provisions apply only to claimants who meet the qualifying wage and employment requirements.

In all States, claimants who are held ineligible for benefits because of inability to work, unavailability for work, or disqualification are entitled to a notice of determination and an appeal from the determination.

Benefit computation

(1). *Weekly benefit amount.*—All States except New York measure unemployment in terms of weeks. The majority of States determine eligibility for unemployment benefits on the basis of the calendar week (Sunday through the following Saturday); the rest pay benefits on the basis of a flexible week, which is a period of 7 consecutive days beginning with the first day for which the claimant becomes eligible for the payment of unemployment benefits. In many States the claims week is adjusted to coincide with the employer's payroll week when a worker files a benefit claim for partial unemployment. The claims week

in New York runs from Monday through the following Sunday. All of the States have agreed, via the Interstate Arrangement for Combining Employment and Wages, to use the type of week used by the agent State in combined-wage claims. In New York, unemployment is measured in days and benefits are paid for each accumulation of "effective days" within a week.

(*2*). *Formulas for computing weekly benefits.*—Under all State laws a weekly benefit amount, that is, the amount payable for a week of total unemployment, varies with the worker's past wages within certain minimum and maximum limits. The period of past wages used and the formulas for computing benefits from these past wages vary greatly among the States. In most of the States the formula is designed to compensate for a fraction of the full-time weekly wage; i.e., for a fraction of wage loss, within the limits of minimum and maximum benefit amounts. Several States provide additional allowances for certain types of dependents. Most of the States use a formula which bases benefits on wages in that quarter of the base period in which wages were highest. This calendar quarter has been selected as the period which most nearly reflects full-time work. A worker's weekly benefit rate, intended to represent a certain proportion of average weekly wages in the higher quarter, is computed directly from these wages. In 11 States the fraction of high-quarter wages is 1/26. Between the minimum and maximum benefit amounts, this fraction gives workers with 13 full weeks of employment in the high quarter 50 percent of their full-time wages. Since it has been found that, for many workers, even the quarter of highest earnings includes some unemployment, 17 States have compensated for this by using a fraction greater than 1/26, ranging from 1/25 in 12 States to 1/20 in one.

An additional two States compute the weekly benefit as a percentage of the average weekly wage in the high quarter, i.e., 1/13 of high-quarter wages. Other States use a weighted schedule, which gives a greater proportion of the high-quarter wages to lower-paid workers than to those earning more. In these States the minimum fraction varies from 1/23 to 1/27; the maximum, from 1/15 to 1/24. Several States compute the weekly benefit as a percentage of annual wages. All but one of these use a weighted schedule which gives as weekly benefits a larger proportion of annual wages to the lower-paid workers. Ten States compute the weekly benefit as a percentage of the claimant's average weekly wages in the base period or in a part of the base period.

Duration of benefits

(*1*). *Uniform duration of benefits.*—Nine State laws have uniform duration and allow potential benefits equal to the same multiple of the weekly benefit amount (20 weeks in Puerto Rico, 30 weeks in Pennsylvania, and 26 weeks in the other seven States) to all claimants who meet the qualifying-wage requirement. Some of these States have an annual-wage formula with comparatively high requirements of base-period wages at all but the lower benefit levels. Two States have average-weekly-wage formulas. The other States have a high-quarter formula for determining the weekly benefit amount; they all directly or indirectly require employment in more than one quarter for all—or most—claimants to qualify.

(*2*). *Formulas for variable duration.*—The other State laws provide a maximum potential duration of benefits in a benefit year equal to a multiple of the weekly benefit (20 to 36 weeks of benefits for total unemployment), but have another limitation on annual benefits. In 28 of these States a claimant's bene-

fits are limited to a fraction or percent of base-period wages, if it produces a lesser amount than the specified multiple of the claimant's weekly benefit amount. In several States with an average-weekly-wage formula, maximum potential benefits depend on a fraction of weeks worked. In all but one State in the group, which makes no payments for less than the weekly benefit amount, the maximum potential benefits may be used in weeks of total or partial benefits.

(*3*). *Minimum weeks of benefits.*—In three States with variable duration and a high-quarter benefit formula, a minimum number of weeks duration (10 to 15) is specified in the law. In other States the minimum potential annual benefits result from the minimum qualifying wages and the duration fraction or from a schedule. For any claimant this minimum amount may be transplanted into weeks of total unemployment by dividing the potential annual benefit by the weekly benefit. If the weekly benefit amount for a claimant who barely qualifies for benefits is higher than the statutory minimum weekly benefit (because the qualifying wages are concentrated largely or wholly in the high quarter), the weeks of duration are correspondingly reduced.

(*4*). *Maximum weeks of benefits.*—Maximum weeks of benefits vary from 20 to 36 weeks, most frequently 26 weeks.

In two States, duration may be extended for those claimants who are taking training to increase their employment opportunities, in each case for up to an additional 18 weeks. In another State, benefits under the State's extended benefits program may be paid to claimants during periods of retraining.

(*5*). *Other limits on duration.*—In most States with variable duration, claimants at all benefit levels are subject to the same minimum and maximum weeks of duration. In one State, with an annual-wage formula and variable duration, both weekly benefits and weeks of benefits increase with increments of annual wages; claimants at or near the bottom of the benefit schedule are not eligible for maximum weeks of benefits. Three other States include a limitation on wage credits in computing duration. In one only wages up to 26 times the current maximum weekly benefit amount per quarter count; in another, wages up to $1,950, and in a third, wage credits are limited to 26 times the claimant's weekly benefit amount. This type of provision tends to reduce weeks of benefits for claimants at the higher benefit levels.

(*6*). *Federal-State extended benefits.*—The Federal-State extended benefit program, established by Public Law 91–373 pays up to 13 weeks of extended benefits to workers who have exhausted their regular benefits during periods of high unemployment. This program is described in the following section.

UNITED STATES DEPARTMENT OF LABOR

MANPOWER ADMINISTRATION
UNEMPLOYMENT INSURANCE SERVICE

SIGNIFICANT PROVISIONS OF STATE UNEMPLOYMENT INSURANCE LAWS, JANUARY 6, 1974

PREPARED FOR READY REFERENCE. CONSULT THE STATE LAW AND STATE EMPLOYMENT SECURITY AGENCY FOR AUTHORITATIVE INFORMATION

	BENEFITS									COVERAGE	TAXES	
State	Qualifying wage or employment (number x wba or as indicated)[1]	Waiting week[2]	Computation of wba (fraction of hqw or as indicated)[1,3]	Wba for total unemployment[4]		Earnings disregarded[5]	Duration in 52-week period			Size of firm (1 worker in specified time and/or size of payroll[17])	Employer contribution rates for 1973 (percentage of wages[9])	
				Minimum	Maximum		Proportion of wages in base period[6]	Benefit weeks for total unemployment[7] Minimum[8]	Benefit weeks for total unemployment[7] Maximum		Minimum	Maximum
Alabama	1-1/2 x hqw; not less than $525	[2] 0	1/26	$15	[14] $68	$6	1/3	11+	26	20 weeks	[9] 0.5	[9] 2.7
Alaska	$750 with $100 outside HQ	1	2.3-1.1% of annual wages, plus $10 per dep. up to $30	[4] 18-23	[4] 90-120	Greater of $10 or 1/2 basic wba	[6] 34-31%	14	28	Any time	[9] 1.5	[9] 4.0
Arizona	1-1/2 x hqw and $250 in HQ	1	1/25	10	60	$10	1/3	12+	26	20 weeks	0.2	2.9
Arkansas	30; and wages in 2 quarters	1	1/26 up to 66-2/3% of State aww	15	79	2/5	1/3	10	26	10 days	0.3	4.2
California	$750	1	1/24-1/27	25	90	$12	1/2	[7] 12+-15	[7] 26	Over $100 in any quarter	1.7	4.1
Colorado	30	1	60% of 1/13 of claimant's hqw up to 60% of State aww	25	93	1/4 wba	1/3	7+-10	26	20 weeks	0	3.6
Connecticut	40	0	1/26, up to 60% of State aww plus $5 per dep. up to 1/2 wba	15-20	98-147	1/3 wages	3/4	[7] 26	[7] 26	20 weeks	2.7	2.7
Delaware	36	0	1/25	10	85	Greater of $10 or 30% of wba	47%	17	26	20 weeks	1.6	4.5
District of Columbia	1-1/2 x hqw; not less than $450 with $300 in 1 quarter	1	1/23 up to 66-2/3% of State aww plus $1 per dep. up to $3	13-14	[4] 117	2/5 wba	1/2	17+	34	Any time	0.1	2.7
Florida	20 weeks employment at average of $20 or more	1	1/2 of claimant's aww	10	64	$5	1/2 weeks of employment	10	26	20 weeks	0.01	4.5
Georgia	36; with $175 in 1 quarter and wages in 2 quarters	[2] 1	1/25	12	65	$8	1/4	9	26	20 weeks	0.08	3.36

State	Qualifying wage or employment (number x wba or as indicated)[1]	Waiting week[2]	Computation of wba (fraction of hqw or as indicated)[1,3]	BENEFITS: Wba for total unemployment[4] Minimum	Wba for total unemployment[4] Maximum	BENEFITS: Earnings disregarded[5]	BENEFITS: Duration in 52-week period: Proportion of wages in base period[6]	BENEFITS: Duration in 52-week period: Benefit weeks for total unemployment[7] Minimum[8]	BENEFITS: Duration in 52-week period: Benefit weeks for total unemployment[7] Maximum	COVERAGE: Size of firm (1 worker in specified time and/or size of payroll[17])	TAXES: Employer contribution rates for 1973 (percentage of wages[9]) Minimum	TAXES: Employer contribution rates for 1973 (percentage of wages[9]) Maximum
Hawaii	30; and 14 weeks employment	[10] 1	1/25 up to 66-2/3% of State aww	$5	$98	$2	Uniform	[7] 26	[7] 26	Any time [18]	[9] 0.8	[9] 3.0
Idaho	1-1/4 x hqw; not less than $520.01; $416.01 in 1 quarter and wages in 2 quarters	1	1/26 up to 60% of State aww.	17	78	1/2 wba	Weighted schedule of bpw in relation to hqw	10	26	20 weeks or $300 in any quarter	0.9	4.5
Illinois	$800; $225 outside HQ	1	1/20-1/25 up to $60; up to $82-$105 for claimants with 1-4 dep.[3]	10	60-105	$7	[6] 33-52%	10-26	26	20 weeks	0.1	4.0
Indiana	$500; $300 in last 2 quarters	1	1/25 up to $50; up to $75 for claimants with 1-4 dep.[3]	20	50-75	Greater of $3 or 20% of wba from other than base-period employer	1/4	12+-6+	26	20 weeks	0.08	3.1
Iowa	$300; $200 in 1 quarter and $100 in another quarter	[2,10] 1	1/20 up to 55% of State aww	10	75	$6	1/3	10	26	20 weeks	0	4.0
Kansas	30; and wages in 2 quarters	1	1/25 up to 55% of State aww	18	73	$8	1/3	10	26	20 weeks	0.1	3.6
Kentucky	1-3/8 x hqw; with 8 x wba in last 2 quarters and $250 in 1 quarter	0	1/23 up to 50% of State aww	12	70	1/5 wages	1/3	15	26	20 weeks	0.2	3.5
Louisiana	30	[10] 1	1/20-1/25	10	70	1/2 wba	2/5	12	28	20 weeks	0.4	2.7
Maine	$600	[10] 1	1/22 up to 52% of State aww	12	65	$10	1/2-1/3	11+-25	26	20 weeks	1.9	4.5
Maryland	1-1/2 x hqw; $192.01 in 1 quarter and wages in 2 quarters	0	1/24 plus $3 per dep. up to $12	10-13	[4] 78	$10	Uniform	26	26	Any time	0.7	3.6
Massachusetts	$1,200	1	1/2 aww up to 57.5% of State aww, plus $6 per dep. up to 1/2 claimant's wba[3]	19-25	90-135	$10	36%	4+-22+	30	13 weeks	2.1	4.9
Michigan	14 weeks employment at $25.01 or more	[10] 1	63-55% of claimant's aww up to $56 with variable maximum for claimants with dep. up to $92[3]	[4] 16-18	56-92	Up to 1/2 wba[5]	3/4 weeks of employment	11	26	20 weeks or $1,000 in CY	0.8	6.6
Minnesota	18 weeks employment at $30 or more	[10] 1	50% of claimant's aww	15	85	$25	7/10 weeks of employment	13	26	20 weeks[18]	[9] 0.7	[9] 4.5
Mississippi	36; with $160 in 1 quarter and wages in 2 quarters	1	1/26	10	49	$5	1/3	12	26	20 weeks	0.5	2.7
Missouri	40 x wba and $300 in 1 quarter; wages in 2 quarters	[10] 1	1/25	12	67	$10	1/3	8-13+	26	20 weeks	0	3.6

State	BENEFITS: Qualifying wage or employment (number x wba or as indicated)[1]	BENEFITS: Waiting week[2]	BENEFITS: Computation of wba (fraction of hqw or as indicated)[1,3]	BENEFITS: Wba for total unemployment[4] Minimum	BENEFITS: Wba for total unemployment[4] Maximum	BENEFITS: Earnings disregarded[5]	BENEFITS: Duration in 52-week period: Proportion of wages in base period[6]	BENEFITS: Duration in 52-week period: Benefit weeks for total unemployment[7] Minimum[8]	BENEFITS: Duration in 52-week period: Benefit weeks for total unemployment[7] Maximum	COVERAGE: Size of firm (1 worker in specified time and/or size of payroll[17])	TAXES: Employer contribution rates for 1973 (percentage of wages[9]) Minimum	TAXES: Employer contribution rates for 1973 (percentage of wages[9]) Maximum
Montana	13 x wba outside HQ	[2] 1	1/26 up to 50% of State aww	12	65	(2)	(6)	13	26	Over $500 in current or preceding year	0.5	3.1
Nebraska	$600; with $200 in each of 2 quarters	1	1/19-1/23	12	68	Up to 1/2 wba[5]	1/3	17	26	20 weeks	0.1	2.7
Nevada	33	0	1/25, up to 50% of State aww	16	80	1/4 wages	1/3	11	26	$225 in any quarter	2.7	2.7
New Hampshire	$600; with $100 in each of 2 quarters	0	2.3-1.2% of annual wages	14	80	1/5 wba	Uniform	26	26	20 weeks	0.075	4.0
New Jersey	17 weeks employment at $15 or more; or $1,350	[10] 1	66-2/3% of claimant's aww up to 50% of State aww	10	85	Greater of $5 or 1/5 wba	Higher of 1/3 bpw or 3/4 weeks of employment	12+	26	$1,000 in any year	[9] 1.2	[9] 5.5
New Mexico	1-1/4 x hqw	1	1/26; not less than 10% nor more than 50% of State aww	14	67	1/5 wba	3/5	18+	30	20 weeks or $450 in current or preceding quarter	0.3	3.3
New York	20 weeks employment at average of $30 or more[11]	[2,12] 1	67-50% of claimant's aww	20	75	(12)	Uniform	26	26	$300 in any quarter	1.2	4.9
North Carolina	$550; wages outside HQ at least 30% of min. of wage bracket that includes claimant's bpw	1	2.0-1.1% of annual wages up to 50% of State aww	12	64	1/2 wba	Uniform	26	26	20 weeks	0.1	4.7
North Dakota	40; and wages in 2 quarters	1	1/26 up to 55% of State aww	15	68	1/2 wba	(6)	18	26	20 weeks	[9] 1.1	[9,13] 4.2
Ohio	20 weeks employment at $20 or more	1	1/2 of claimant's aww plus d.a of $1-$37 based on claimant's aww and number of dep.[3,15]	10-16	77-114	1/5 wba	20 x wba + wba for each credit week in excess of 20	20	26	20 weeks	0.4	4.1
Oklahoma	1-1/2 x hqw; not less than $500 in BP; $4,200	1	1/26 up to greater of 47.5% of 1970 State aww or $60	16	60	$7	1/3	10+	26	20 weeks	0.4	2.7
Oregon	18 weeks employment at average of $20 or more but not less than $700	1	1.25% of bpw up to 50%[15] of State aww	23	76	1/3 wba	1/3	10+	26	18 weeks or $225 in any quarter	1.2	2.7
Pennsylvania	32 + -36; with $120 in HQ & at least 20% of bpw outside HQ	[2,10] 1	1/21-1/25 up to 60% of State aww plus $5 for 1 dep. and $3 for 2d	12-17	96-104	Greater of $6 or 40% wba	Uniform	30	30	Any time	0.7	4.0

State	BENEFITS: Qualifying wage or employment (number x wba or as indicated)[1]	Waiting week[2]	Computation of wba (fraction of hqw or as indicated)[1,3]	Wba for total unemployment[4]		Earnings disregarded[5]	Duration in 52-week period			COVERAGE: Size of firm (1 worker in specified time and/or size of payroll[17])	TAXES: Employer contribution rates for 1973 (percentage of wages[9])	
				Minimum	Maximum		Proportion of wages in base period[6]	Benefit weeks for total unemployment[7] Minimum[8]	Benefit weeks for total unemployment[7] Maximum		Minimum	Maximum
Puerto Rico	21 + -30 but not less than $150; with $50 in 1 quarter and wages in 2 quarters	1	1/15-1/26; up to 60% of State aww	7	50	wba	Uniform	[7] 20	[7] 20	Any time	2.7	3.2
Rhode Island	20 weeks employment at $20 or more; or $1200	[2] 1	55% of claimant's aww up to 60% of State aww, plus $5 per dep. up to $20	12-17	82-102	$5	3/5 weeks of employment	12	26	Any time	2.2	4.0
South Carolina	1-1/2 x hqw; not less than $300 with $180 in 1 quarter	1	1/26 up to 66-2/3% of State aww	10	83	1/4 wba	1/3	10	26	20 weeks	0.25	4.1
South Dakota	$400 in HQ and 10 x wba outside HQ	1	1/22 up to 52%[15] of State aww.	19	59	1/2 wages up to 1/2 wba	1/3	10+	26	20 weeks	0	2.7
Tennessee	36; with $338.01 in 1 quarter	1	1/26	14	62	$5	1/3	12	26	20 weeks	0.3	4.0
Texas	1-1/2 x hqw; not less than $500 or 2/3 FICA tax base.	[10] 1	1/25	15	63	Greater of $5 or 1/4 wba	27%	9	26	20 weeks	0.1	4.0
Utah	19 weeks employment at $20 or more but not less than $700	1	1/26 up to 65% of State aww	10	87	Lesser of $12 or 1/2 wba from other than regular employer	Weighted schedule of bpw in relation to hqw	10-22	36	$140 in CQ in current or preceding CY	1.4	2.7
Vermont	20 weeks employment at $30 or more	1	1/2 of claimant's aww for highest 20 weeks up to 50% of State aww + $9	15	77	$15 plus $3 for each dep. up to $15	Uniform	26	26	20 weeks	0.9	5.0
Virginia	36; and wages in 2 quarters	1	1/25	20	70	Greater of 1/3 wba or $10	1/3	12	26	20 weeks	0.05	2.7
Washington	[16] $1,250	1	1/25 of hqw up to 50% of State aww	17	81	$12	1/3	8+-23+	30	Any time	[9] 3.0	[9] 3.0
West Virginia	$700	[2] 1	1.6-0.8% of annual wages up to 55% of State aww	12	84	$15	Uniform	26	26	20 weeks	0	3.3
Wisconsin	18 weeks employment at average of $44.01 or more[11]	[10] 1	50% of claimant's aww up to 60% of State aww	33	92	Up to 1/2 wba[5]	8/10 weeks of employment	14+	34	20 weeks	0	5.0
Wyoming	20 weeks employment with 20 hours in each week plus $800 in bpw	1	1/25 up to 50% of State aww	10	67	$10	3/10	11-24	26	$500 in current or preceding CY	0.28	2.98

[1] Weekly benefit amount abbreviated in columns and footnotes as wba; base period, BP; base-period wages, bpw; high quarter, HQ; high-quarter wages, hqw; average weekly wage, aww; benefit year, BY; calendar quarter, CQ; calendar year, CY; dependent, dep.; dependents allowances, da.; minimum, min.; maximum, max.

[2] Unless otherwise noted, waiting period is the same for total or partial unemployment. In Ala. waiting period for partial benefits is 1 week; in Iowa 2 weeks; in N.Y. 2-4 weeks; and in W.Va. no waiting period is required for partial unemployment. No partial benefits are paid in Mont. but earnings not exceeding twice the wba and work in excess of 12 hours in any 1 week are disregarded for total unemployment. Waiting period may be suspended if Governor declares State of emergency following disaster, N.Y., Pa., R.I. In Ga. no waiting week if claimant is unemployed through no fault of his own.

[3] When States use a weighted high-quarter, annual-wage, or average weekly-wage formula, approximate fractions or percentages are figured at midpoint of lowest and highest normal wage brackets. When da.'s are provided, the fraction applies to the basic benefit amount. In States noted variable amounts above max. basic benefits limited to claimants with specified number of dep. and earnings in excess of amounts applicable to max. basic benefit. In Ill. and Ind. no da.'s paid to claimants qualified only for basic max. benefit or less. In Mich. and Ohio claimants may be eligible for augmented amount at all benefit levels but benefit amounts above basic max. available only to claimants in family or dependency classes whose aww are higher than that required for max. basic benefit amount. In Mass. for claimant with an aww of $66 or less, computation based on weighted schedule (approximately 1/21-1/26) of hqw.

[4] When 2 amounts are given, higher includes da. Higher for min. wba includes max. allowance for one dep.; Mich. for 1 dep. child or 2 dep. other than a child. In D.C. and Md., same max. with or without dep.

[5] In computing wba for partial unemployment, in States noted full wba is paid if earnings are less than ½ wba; ½ wba if earnings are ½ wba but less than wba.

[6] With the exception of Mont. and N. Dak., States noted have a weighted schedule, with percent of benefits based on bottom of lowest and highest wage brackets. In Mont., duration is 13, 20, and 26 weeks, depending on quarters of employment. In N. Dak., 18, 22, and 26 weeks, depending on amount of BP earnings.

[7] Benefits are extended under State program when unemployment in State reaches specified levels: Calif., Hawaii, by 50%; in Conn. by 13 weeks. In P.R. benefits are extended by 32 weeks in certain industries, occupations or establishments when a special unemployment situation exists. Benefits also may be extended during periods of high unemployment by 50%, up to 13 weeks, under Federal-State Extended Compensation Program.

[8] For claimants with min. qualifying wages and min. wba. When two amounts are shown, range of duration applies to claimants with min. qualifying wages in BP; longer duration applies with the min. wba; the shorter duration applies with max. possible concentration of wages in the HQ, and therefore the highest wba possible for such BP earnings.

[9] Rate represents min. and max. rates assigned to employers during CY 1973. Ala., Alaska, and N.J. also require employee taxes. Contributions required on wages up to $4,200 in all States except Minn.($4,800); Oreg. ($5,000); Wash. ($6,000); Hawaii ($6,800); and Alaska ($10,000). Wage base in Hawaii and N. Dak. computed annually as percentage of State average annual wage-90% (Hawaii) and 70% (N. Dak.).

[10] Waiting period becomes compensable if claimant is entitled to 12 consecutive weeks of benefits immediately following, Hawaii; 5 consecutive weeks, Iowa; is unemployed for at least 6 weeks and is not disqualified, La.; after 9 consecutive weeks of benefits paid, Mo.; when benefits become payable for third consecutive week following waiting period, N.J. and for fourth consecutive week following waiting period, Maine; after individual has been paid benefits equal to 4 × wba, Pa.; after benefits are paid for 4 weeks, Tex.; if reemployed full fime after 4 weeks benefits paid, Minn. Claimant laid off more than 3 calendar weeks but reemployed in 13 weeks entitled in BY to 1 additional payment at full weekly rate for last week of unemployment in which he is eligible for benefits (at full or one-half weekly benefit rate) or waiting week credit immediately preceding first acceptance of full-time employment, Mich.; if employed with other than BP employer for at least 4 of first 10 weeks of BY and earns wages of 4 × his wba, Wis.

[11] Or 15 weeks in last year and 40 weeks in last 2 years at aww of $30 or more, N.Y.; or 14 weeks in BP and 55 weeks in those 52 weeks plus any BP which ended not more than 10 weeks before the start of those 52 weeks, Wis.

[12] For N.Y., waiting period is 4 "effective days" accumulated in 1 - 4 weeks; partial benefits are ¼ of wba for each 1 to 3 effective days. "Effective days": the fourth and each subsequent day of total unemployment in a week for which not more than $75 is paid.

[13] 7 percent applicable to employers who elect coverage.

[14] Effective July 1, 1974, $75.

[15] Effective July 1, 1974, 56%, So. Dak.; Sept. 30, 1974, 55%, Oreg.; January 1, 1975, max. wba increased by any percentage increase in State aww, Ohio.

[16] In addition to total wages of $1,250, claimant also must have either (1) 16 weeks of employment with wages of 15% of average wage or (2) 600 hours of employment.

[17] $1,500 in any CQ in current or preceding CY unless otherwise specified.

[18] Also covers employers of 20 or more agricultural workers in 20 weeks, Hawaii; covers 4 agricultural workers in 20 weeks, Minn.

GPO 871-397

II. Federal-State Extended Benefits

The Federal-State extended benefit program, established by Public Law 91–373, is designed to pay extended benefits to workers during periods of high unemployment. The program is financed equally from Federal and State funds and may become operative either in an individual State or in the entire country. An extended benefits period becomes effective in a State in the third week following the week in which a State or a national "on" indicator is reached and stays effective until the third week following the first week in which both State and national indicators are off, but for not less than 13 weeks.

A national "on" indicator is reached in the calendar week immediately following a 3-consecutive-calendar-month period if in each of the 3 months the rate of insured unemployment (seasonally adjusted) for all States equals or exceeds 4.5 percent. A national "off" indicator is reached in the calendar week immediately following a 3-consecutive-calendar-month period if in each of the 3 months the rate of insured unemployment (seasonally adjusted) for all States is less than 4.5 percent.

A State "on" indicator is reached in the last week of a 13-week period when the rate of insured unemployment (seasonally adjusted) in the State for such period (a) equals or exceeds 120 percent of the average of such rates for the corresponding periods in each of the preceding 2 calendar years, and (b) is not less than 4 percent. However, no extended benefit period may begin by reason of a State "on" indicator (unless there is also a national "on" indicator) before the fourteenth week after the close of a prior extended benefit period in that State. A State "off" indicator is reached in the last week of the specified 13-week period when the rate of insured unemployment (not seasonally adjusted) in the State for such period either (a) falls below 120 percent of the average of such rates for the corresponding period in each of the preceding 2 calendar years, or (b) is less than 4 percent.

Within certain requirements, extended benefits are payable at the same rate as the claimant's weekly benefit amount under the State law, and eligibility for extended benefits is determined in accordance with State law. A claimant may receive extended benefits for up to one-half of the number of weeks of entitlement to regular benefits, but for not more than 13 weeks. There is an overall limitation of 39 weeks on regular and extended benefits combined.

Under Federal law, States were required to adopt legislation, effective no later than January 1972, providing for payment of extended benefits. The national indicators were also effective January 1972, at the earliest. However, States were permitted to enact laws with earlier effective dates for State "on" and "off" indicators.

As a result, five States began payment of extended benefits during October 1970, and by March 1971, 20 States were paying benefits. During the months of 1971, from 13 to 20 States were in extended benefit status.

The insured unemployment rates (IUR) for September, October, and November 1971 were 4.85 percent, 4.85 percent, and 4.74 percent, respectively, and accordingly the national "on" indicator was effective on January 1, 1972, and all States paid extended benefits during the first three months of the year.[4] A large number of States continued to pay extended compensation for several months as a result of State "on" indicators, but by mid-year several States

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[4] There was a delay in the enactment of the Kentucky legislation, so that 52 States paid benefits only in the month of March 1972.

with continuing high levels of unemployment no longer met the requirement of, 120 percent of past experience and payments in these States ceased.

On October 27, 1972, the Federal act was amended by Public Law 92–599, suspeding the requirement of 120 percent for the first time by permitting States to ignore the 120 percent "off" indicators if authorized by State law. This measure expired July 1, 1973.

On July 1, 1973, by Public Law 93–53, the Act was again amended. States were permitted to ignore the 120 percent factor, if State law permits, and to use a 4.5 percent "on" and a 4.0 percent "off" indicator. This amendment, which expired on December 31, 1973, provided that claimants in compensable status might continue to receive benefits for the number of weeks for which they were still eligible until the thirteenth week thereafter.

A similar amendment (Public Law 93–233) was adopted December 31, 1973, effective until April 1, 1974. This legislation permits, if State law allows, States to ignore the 120 percent factor for both "on" and "off" indicators. On March 28, 1974, under Public Law 93–256, the terminal date for the amendment was extended to July 1, 1974.

EMERGENCY UNEMPLOYMENT COMPENSATION ACT OF 1971

The Emergency Unemployment Compensation Act of 1971, title II of Public Law 92–224, provided for a temporary program of compensation, paid as a third tier of protection for workers in States with higher unemployment rates than required under the extended benefit program, provided the State entered into an agreement with the Secretary to participate in the program.

Compensation under the Act was payable, in a State having an agreement with the Secretary of Labor and experiencing the required unemployment levels, for weeks of unemployment beginning after January 29, 1972, or after the week in which the agreement was entered into, if later. Once triggered, the emergency benefit period (the period during which emergency compensation could be paid in the State) remained in effect for at least 26 weeks. After those 26 weeks had ended, no benefits were payable for any week unless the State had the required "rate of unemployment."

Compensation was payable in a State, when the "rate of unemployment" for a 13-consecutive-week period was at least 6.5 percent. The rate was derived by adding the State's insured unemployment rate computed under the Federal-State Extended Unemployment Compensation Program and an exhaustion rate equal to one-quarter of the exhaustions of regular benefits in the most recent 12 completed calendar months.

To be eligible for compensation under the Emergency Unemployment Compensation Act, an individual was required to have exhausted all rights to regular unemployment insurance benefits and to extended benefits if they were payable. Eligible individuals were entitled potentially to benefits for up to one-half of the number of weeks of their total regular benefit entitlement, but not more than 13 weeks. The weekly benefit amount was the same as for State regular and Federal-State extended compensation.

Benefits for individuals entitled to emergency compensation for at least one week ending before July 1, 1972, could continue until he had exhausted his rights to benefits. As a result, no benefits were payable for weeks ending after September 30, 1972.

Public Law 92–329 extended both of those dates by six months. As a result, no new beneficiaries could come into the program after December 30, 1972, and no benefits were payable for weeks ending after March 31, 1973.

III. Legislation Providing Special Unemployment Assistance for Special Groups

Two programs of special unemployment assistance outside the Federal-State unemployment insurance system are or have been in operation since 1962 under legislation enacted by the Congress. These programs are trade readjustment allowances, under the Trade Expansion Act of 1962, and disaster unemployment assistance, authorized by the Disaster Unemployment Act of 1970. Both these programs have been administered by the Federal-State unemployment insurance system and coordinated, to the degree possible, with the Federal-State unemployment insurance program.

Within the last two years or so, legislation providing special assistance for special groups has been approved by one or more Houses of Congress in at least three instances. The first of these was a 1972 amendment to the Public Works and Economic Development Act of 1965, providing adjustment assistance to workers unemployed as a result of anti-pollution legislation. The second was the Surface Mining Reclamation Act of 1973, providing unemployment assistance to unemployed workers whose unemployment is caused by administration and enforcement of the Act. The third bill was the National Energy Emergency Act of 1973, which would provide unemployment assistance to workers who are unemployed because of the administration and enforcement of this measure to deal with the national energy crisis.

There have been, in addition, a number of bills introduced into the Congress and presently pending. Some of these are updated versions of legislation already mentioned.

Summarized briefly below are the provisions of statutes and bills, which have passed either House, providing special benefits to special groups.

PROGRAMS WHICH HAVE BEEN OR ARE BEING ADMINISTERED UNDER STATUTORY AUTHORIZATION

1. Trade legislation

a. *Trade Expansion Act of 1962*, which originated in the Ways and Means Committee, provided adjustment assistance to workers adversely affected by national trade policies. A qualified worker could receive the lesser of 65 percent of his own average weekly wage, or 65 percent of the average manufacturing wage, for a maximum duration of 52 weeks, or more if he was in approved training or was age 60 years or older. Placement, testing, counseling, and relocation assistance was provided. The program was administered by the State agencies under agreements with the Secretary of Labor and coordinated as closely as possible with the State programs, taking care to protect the rights of individual workers to unemployment compensation.

b. *Trade Reform Act of 1973* (H.R. 10710) originated in the Ways and Means Committee. It developed from extensive hearings on an Administration proposal for adjustment assistance to workers adversely affected by trade policies. It changes weekly amounts of worker adjustment assistance from those

now available as described in (a) above. The worker would receive the lesser of 70 percent of his own average weekly wage or the national average manufacturing wage for the first 26 weeks. He would receive the lesser of 65 percent of his own average weekly wage, or the average weekly manufacturing wage, for the second 26 weeks. There would be a maximum duration of 52 weeks, but additional weeks would be allowed if the qualified worker is in approved training or is age 60 years or older. Training, job search and relocation assistance are provided.

2. The Disaster Relief Act of 1970

(P.L. 91–606, approved December 31, 1970) which originated in the Senate was considered by the Committees on Public Works in both Houses of the Congress. Sec. 240 of the act is a two-sentence paragraph which provides very general language authorizing the President to provide to any individual unemployed as a result of a major disaster, such assistance as he deems appropriate while such individual is unemployed. Sec. 240 limits amount and duration of payments to that of the unemployment compensation program in the State in which the disaster occurred. Sec. 240 further provides for reduction of such assistance by any amount of unemployment compensation or of "private income protection insurance compensation [sic] available to such individual for such period of unemployment."

The Disaster Unemployment Assistance program has been administered by the Federal-State unemployment insurance system under a delegation from the Office of Emergency Preparedness in the past and now from the Department of Housing and Urban Development. The State agencies pay benefits during major disasters, as designated by the President, under agreements with the Secretary of Labor and in accordance with regulations of the Secretary of Labor.

LEGISLATION WHICH PASSED ONE OR MORE HOUSES OF CONGRESS

1. *The Public Works and Economic Development Act Amendments of 1972* (H.R. 16071) which added a new *Title VIII Environmental Effects* to the 1965 law, was approved in October 1972 by both Houses of the Congress after consideration by the Public Works Committee in each House. The bill was vetoed by the President because of the Title VIII provisions.

Section 801 of the bill provided, for a worker with 26 weeks of employment in the 78 weeks preceding his unemployment in the affected plant or industry, unemployment compensation until the worker was (1) no longer unemployed, (2) retired from the labor force, or (3) used up 78 weeks of unemployment compensation. The weekly amount would be the greater of 60 percent of his former weekly wage or the highest weekly amount payable under the unemployment compensation law of the State in which his employment loss occurred, subject to an overall maximum which is the highest amount payable under any State or Federal unemployment compensation law (other than sec. 801 of the Public Works and Economic Development Act). H.R. 16071 thus would have created another special unemployment compensation system for workers displaced by an Environmental Protection Agency order or standard.

2. *Surface Mining Reclamation Act of 1973* (S. 425) providing for regulation of surface mining operations, was approved by the Senate October 9, 1973, after consideration by the Senate Committee on Interior and Insular Affairs. Sec. 617(a) authorizes and directs the President to make grants to provide

unemployment assistance to any unemployed individual whose "unemployment resulted from the administration and enforcement of this act and was in no way due to the fault of such individual." The provision is patterned in a general way on sec. 240 of the Disaster Relief Act. Sec. 617(a) provides that such assistance shall be available to individuals not otherwise eligible for unemployment compensation or who have exhausted their eligibility.

Availability of such assistance is to continue "as long as unemployment in the area caused by such administration and enforcement continues (but not less than six months) or until the individual is reemployed in a suitable position, but not longer than two years after the individual becomes eligible for such assistance." Subsection (a) provides finally that "such assistance shall not exceed the maximum weekly amount under the unemployment compensation program of the State in which employment loss occurred and shall be reduced by an amount of private income protection insurance compensation available to such individual for such period of unemployment."

Subsection (d) authorizes the Secretary of Labor to provide reemployment assistance services under other laws of the United States to any such individual so unemployed, including relocation assistance to individuals unable to find reemployment in a suitable position within a reasonable distance from home.

3. *The Energy Emergency Act* (S. 2589) as passed by the Senate contained a section (added by amendment on the Senate floor) which provided for a program of unemployment assistance for workers whose unemployment was attributable to anticipated energy shortages. The language (Sec. 501(a) of S. 2589) was virtually identical with that of Sec. 617(a) of S. 425, the Surface Mining Reclamation Act of 1973. The House-passed version of the Energy Emergency Act included provisions (Sec. 122) very similar to those adopted in the Senate. Section 116 of the Conference substitute S. 2589 was the same as the House version, except that the House authorization of appropriations was deleted and a more limited authorization substituted.

The Conference version of S. 2589 was passed by both Houses of Congress but was vetoed by President Nixon March 6, 1974.

Subsequently, new legislation (S. 3267 and H.R. 13834) was introduced containing revised provisions which would provide benefits generally similar to those which would have been provided under the vetoed bill.

The revised legislation would provide benefits to persons unemployed as a result of energy shortages and not otherwise eligible for unemployment benefits during the period after enactment and up to July 1, 1975. Eligibility would be provided to individuals who had either exhausted all their rights to regular or extended unemployment benefits or who did not qualify for such benefits (including persons whose employment is not covered under the unemployment insurance program) if their unemployment was clearly attributable to "disruptions, dislocation or shortages [of energy supplies], fuel allocations, fuel pricing, consumer buying decisions influenced by such disruptions, dislocations or shortages, and governmental action associated with the disruptions, dislocations or shortages." In making determinations of eligibility, States would use industry, business, or employer certification procedures as the Secretary of Labor directs for the purpose of minimizing costs and administrative problems which might otherwise cause delays in making payments. The disqualification rules of the State unemployment insurance program would apply to benefits under this bill. By regulation, the Secretary of Labor could limit eligibility to persons with at least one month of employment in the prior year.

The amount of benefits payable to an individual would be equal to the amount of weekly unemployment compensation for which he was most recently eligible. If the individual was not previously eligible for unemployment compensation, the amount of the benefit would be set by the State taking into account the benefit amounts provided under its unemployment program and would, in any case, have to be within the minimum and maximum levels applicable under the State program.

Benefits under this bill would be payable without limitation as to the number of weeks with respect to which an individual could be paid but the program would end on July 1, 1975. All of the cost of benefits under this bill would be paid from Federal general revenues.

IV. Letter of the Secretary of Labor Transmitting Draft Legislation Entitled "Job Security Assistance Act," With Enclosures

U.S. Department of Labor,
Office of the Secretary,
Washington, D.C., February 13, 1974.

Hon. Carl Albert,
Speaker of the House of Representatives,
Washington, D.C.

Dear Mr. Speaker: On May 7, 1973, I transmitted to the Congress draft legislation entitled the "Job Security Assistance Act," which the President first proposed in his April 12, 1973, message on unemployment insurance. Since submission of the bill, the Administration has urged that prompt action be taken looking towards the enactment of needed improvements in the Federal-State unemployment insurance system.

Today I am resubmitting the Administration's 1973 proposal, with an additional title providing a temporary program of supplementary unemployment compensation protection for workers adversely affected by economic conditions over the near term. The Administration's 1973 proposal, which is Title I of the new bill, has been revised to postpone the effective dates of the provisions extending coverage to farm workers and establishing Federal minimum benefit amount standards from 1975 to 1976. The earlier dates had anticipated the possibility of enactment during 1973. The Department of Labor estimates that, with an insured unemployment rate of 2.6 percent, a level that may reasonably be anticipated in the period when these provisions in Title I would become fully effective, the benefit amount standard would result in added annual outlays from State accounts in the Federal Unemployment Trust Fund of $730 million, and the extension of coverage to farm workers would add outlays of $100 million annually.

The proposed new title, the "Special Unemployment Compensation Act of 1974", would be a far more effective means of meeting the problems of workers harmed by the energy shortage than the special legislation that the Congress is now considering. It is intended as an alternative to such legislation. The Department of Labor estimates that the temporary program provided for in Title II would result in a total benefit outlay from general revenue of from six-hundred million to one-billion dollars.

I urge your prompt and favorable consideration of this important measure.

The Office of Management and Budget advises that there is no objection to the submission of this draft legislation and that its enactment would be in accord with the program of the President.

Sincerely,

Peter J. Brennan,
Secretary of Labor.

Enclosures.

EXPLANATION AND JUSTIFICATION OF "JOB SECURITY ASSISTANCE ACT OF 1974"

Introduction

The Federal-State unemployment insurance program is designed to protect workers during periods of unemployment between jobs. The bill would strengthen the program by --

* extending its protection to farm workers

* assuring that the program's weekly benefit amounts are a sufficient percentage of lost weekly wages to sustain the individual worker

* maintaining neutrality in industrial disputes.

The program is also designed to protect the economy by maintaining spendable income. It automatically pays out more money as unemployment increases, thus sustaining purchasing power when it is most important to do so. It thereby acts as a stabilizing force in the economy, helping to prevent an economic downturn from gathering momentum and forcing further declines in consumer purchasing power. The benefits were counter-cyclical in effect and helped to prevent unemployment from spreading and lasting longer. In Fiscal Year 1973, $4.9 billion was paid out in unemployment benefits to 5.8 million workers.

The system has been an outstanding example of Federal and State cooperation. Federal tax incentives are relied upon to encourage the States to inaugurate unemployment insurance systems. Each State administers its own program with State employees. The bill would not change the character of the program or the basic relationship between the Federal Government and the States. Like the original requirements, and those which were added in 1970, the new requirements would permit States wide latitude in shaping and administering their programs.

In addition to making important improvements in the Federal-State unemployment insurance system, the bill would establish a temporary Federally financed program to provide supplementary unemployment compensation protection for workers adversely affected by near-term economic conditions.

Coverage of Employment in Agriculture

The bill would extend coverage to a substantial group of workers -- those employed in agricultural businesses. Farm workers were excluded from the definition of employment in the original Federal law in 1935 on the ground that it was not administratively feasible to apply the Federal tax to many thousands of family-operated, subsistence farms which kept no payroll records. The extension to agricultural enterprises of income and Social Security taxes, and the extension to farm workers of OASDHI and income tax withholding, on an even broader basis than would be the case under the recommended proposal, have removed lack of administrative feasibility as a valid objection to discontinuing the original exclusion.

The bill would apply the Federal unemployment tax to farm employers who, during the current or preceding calendar year, (a) employed four or more workers in each of 20 weeks or (b) paid $5,000 in wages in a calendar quarter. This would affect only about 7 percent of all farm employers when the bill becomes effective in 1976 but would achieve coverage for about two-thirds of all farm workers. That is, it would cover about 66,000 farms and about 635,000 farm workers.

The proposal to cover employment on farms employing four or more workers in 20 weeks in a year, or paying wages of $5,000 in a calendar quarter, places emphasis on large scale, industrial-type farm operations. This "four or more" size-of-farm criterion would achieve coverage of a substantial majority of farm workers while adding to the State's volume of contributing employers only a relatively small percentage of farm employers -- those operating large-scale, agricultural businesses.

For a large number of businesses engaged in agriculture, the proposed extension of coverage to that industry will not be their first experience with unemployment insurance. Many of these firms are already covered under the Federal Unemployment Tax Act, and under State unemployment insurance laws because of their substantial nonfarm employment. For them, payrolls and workers attributable to the agricultural activities of the firm, now segregated to take advantage of the present exclusion of such activities, would no longer be segregated; these payrolls would be subject to the Federal tax and State contributions, the workers would receive the same "credit" for their employment as other workers for the firm receive, and the unemployment experience of all its workers (farm and nonfarm) would be reflected in the firm's experience rating.

A recently completed study sponsored by the Department of Labor's Manpower Administration transmitted to the Congress as required by the 1970 Amendments, indicates that the proposed extension of coverage is feasible at this time.

The study indicates that providing unemployment insurance benefits to eligible farm workers who become involuntarily unemployed would have little or no impact on overall unemployment insurance cost rates in the 18 States surveyed. In two States -- California and Florida -- the inclusion of farm workers in the unemployment insurance program would increase the overall benefit cost rates of the program to a small degree.

The bill also continues the exclusion from coverage of foreign workers imported to work in agriculture in peak periods under the provisions of section 214(c) and 101(a)(15)(H) of the Immigration and Nationality Act. There are approximately 10,000 - 13,000 of them each year, most of them employed in Florida. The workers are returned to their country of origin as soon as their work has been completed, and they rarely, if ever, would qualify for or receive unemployment benefits. Taxing their wages would substantially increase the wage costs of employers who utilize this type of short-term help without contributing anything to the welfare of farm workers or the economy of the area in which they are employed.

The bill also provides that farm operators who employ workers through "crew leaders" or other types of labor contractors will be responsible for recordkeeping and tax payments for unemployment insurance purposes. The crew leader himself would not be considered an employee of the farm operator for these purposes unless he was also an employee under the usual common law rules applicable in determining employer-employee relationships. An exception to the "crew leader provision" would be provided in the case of individuals furnished to a farm operator pursuant to a contract to perform "custom work" such as in the case of crop dusting or grain harvesting or threshing.

The extension of the Federal unemployment tax under the bill would be effective with respect to remuneration paid after December 31, 1975, for services performed after that date. The effective date affords time for State legislatures to provide for coverage of agriculture in their State laws.

Benefit Amount Standard

To the several requirements for approval of State laws (and for the continued receipt of full tax credit by a State's employers), the bill would add an adequacy requirement with respect to the weekly benefit amounts furnished under State law.

The purpose of the benefit amount requirements is to assure that the unemployment insurance system provides adequate benefits to the workers whom it insures and provides the Nation with reasonably full protection against reduction in consumer purchasing power resulting from wage losses attributable to unemployment.

The Federal-State unemployment insurance system has not been as effective as it could be, either as a device for restoring individual wage losses or for restoring lost purchasing power to the economy, in large part because its benefit levels have lagged behind wage levels. More than half of all beneficiaries in 1970 and 1971 received the State maximum rather than a benefit equal to 50 percent of their average weekly wage. Even in Fiscal Year 1973, when the "claimant mix" included fewer high-paid and more low-paid workers, almost two-fifths (38.7%) of them found themselves cut off by and and prevented from receiving "half-pay by State maximums.

Benefit adequacy was heretofore left entirely to State initiative. In his July 8, 1969, message to Congress, President Nixon said:

> "Up to now, the responsibility for determining benefit amounts has been the responsibility of the States. There are advantages in States having that freedom. However, the overriding consideration is that the objective of adequate benefits be achieved. I call upon the States to act within the next two years to meet this goal, thereby averting the need for Federal action."

The goal referred to by the President was a guarantee that at least 80 percent of insured workers would receive at least 50 percent of their average weekly wages when they are unemployed. To reach this goal, the President pointed out, would require that the ceiling on benefits, or maximum weekly benefit amount, in State laws would have to be at least two-thirds of the average weekly wage of covered workers in the State.

The principle that wage loss restoration for an individual worker should be at least 50 percent of his average weekly wage has been generally observed by State laws. All State laws have maximums, or ceilings, on individual weekly benefit amounts, however, which are intended to prevent and which do prevent certain workers from receiving the full "half-pay" guarantee.

Since the President's July 8, 1969 message, an intensive campaign was conducted to persuade States to increase maximum weekly benefit amounts to meet the President's goal.

In the more than 4 years subsequent to July 8, 1969, these efforts have had some effect. While all States provided for some increase in the State benefit maximum. It is clear that the standards set forth by the President have not yet been substantially met. Since July 8, 1969:

> . . . The number of States with benefit maximums of 60 percent or more of the statewide average weekly wage increased from three to twelve States (including the District of Columbia and Puerto Rico). However, only 16.7 percent of total employment covered under State UI laws is in these twelve States.
>
> . . . The number of States with basic maximums of 50 to 59 percent of the State's average wage in covered employment increased from 18 to 25 States. The 25 States account, however, for only 36 percent of 1971 covered employment.
>
> . . . The number of States with benefit maximums of less than 50 percent of the statewide average wage of covered workers was reduced from 31 to 15. Such States now represent 47.3 percent of 1971 covered employment, as compared to 78.9 percent in 1969. Thus, almost half the Nation's covered work force is in States where no individual earning average wages or higher, or even significantly less than average wages, can receive a weekly benefit equal to 50 percent of his average weekly wage.
>
> . . . The number of States which adopted the President's recommended maximum increased from one in 1969 to four in 1973, with a fifth State adopting a close approximation of it (65 percent of the State's average wage of covered workers). However, these five States together account for only 3.7 percent of the Nation's covered work force.

It has become evident that the goal for State maximums can only be achieved if the States adopt it simultaneously as the result of a Federal requirement for the approval of State unemployment insurance laws and for the continued receipt by a State's employers of credit against the Federal unemployment tax.

The present bill would add a new requirement that State laws provide an eligible individual with a weekly benefit amount equal to at least 50 percent of his average weekly wage up to a State maximum which is at least 66-2/3 percent of the average wage of covered workers in the State.

Enactment of the bill's requirements as to individual and maximum weekly benefit amounts would leave the States wide latitude in other features of their State laws, and, with respect to benefit formulas, to adopt whatever improvements they wished above the basic minimums.

The deficiencies in the benefit amounts provided under State laws have led to proposals in Congress to provide new and special programs, with higher benefit amounts, to meet conditions which arise when certain groups of workers become unemployed. A better approach is improvement of the present system.

Labor Disputes

It is fundamental to unemployment insurance that benefits should be payable for unemployment that is involuntary and not payable for unemployment that is voluntary and unjustified. It is equally essential that unemployment insurance preserve its neutrality in labor disputes.

The bill builds upon these principles. It provides that unemployment benefits not be paid to any person who the State finds is a striker under the law of that State. It further provides that unemployment benefits must be paid to otherwise eligible individuals who are unemployed as a result of a labor dispute and who the State finds are innocent bystanders under the law of that State.

The bill would thus establish sound and fair principles governing the payment of benefits to those unemployed as a result of a labor dispute and affords the State wide latitude in the interpretation and application of these principles.

Revenue to Repay Advances for Emergency Unemployment Compensation

The Emergency Unemployment Compensation Act of 1971 (P.L. 92-224, Title II) authorized additional unemployment benefits for up to 13 weeks for individuals who exhausted their rights to both regular and extended unemployment benefits. Eligibility under this program was to expire on June 30, 1972.

The Act provided that the additional compensation was to be paid out of the extended unemployment compensation account. Since that account did not have sufficient funds, the Act also provided for repayable advances from the Treasury, to be repaid when funds in the account are adequate.

In June of 1972, the Congress extended eligibility under the emergency unemployment compensation program for six months through December 31, 1972 (P.L. 92-329).

At that time, the Federal unemployment tax was increased from 3.2 percent of wages to 3.28 percent to pay the cost of the extension of the program. Sections 905(b)(1) of the Social Security Act and 6157 of the Internal Revenue Code were also amended. Section 6157 of the Internal Revenue Code provides for the payment of the Federal unemployment tax on a quarterly or other time period basis. The net rate in section 6157 was increased from 0.5 percent to 0.58 percent. The employment security administration account is the initial repository of Federal unemployment tax receipts. Section 905(b)(1) provides for the transfer of a specified fraction of those receipts to the extended unemployment compensation account. Funds in that account were used for both the extended and emergency unemployment compensation programs. P.L. 92-329 increased that fraction (from 1/10 to 13/58) to reflect the increased tax and provide additional funds for the extended unemployment compensation account.

However, as noted above, the revenue from the increased tax was only sufficient to pay the costs of the 6-month extension of the emergency program. The cost of the program before

extended account will be adequate to repay advances and the special method of repayment is not necessary. Section 105(b) of the bill changes the reference to the Emergency Unemployment Compensation Act from section 903(b)(3) to section 905(d) of the Social Security Act. Advances which have been made out of general revenue for the emergency program will therefore be paid back in the same manner as advances for the extended compensation program. If any excess results from continuing the increased tax, it will remain in the extended unemployment compensation account.

Change in Method of Allocating UCFE-UCX Benefit Costs

The bill proposes a revision in section 8505(a) of Title 5 of the United States Code which now specifies that Federal reimbursements to State funds for benefits paid to the ex-servicemen and former Federal employees be determined by the "additional cost" method of computation. The bill would substitute the "pro rata" method of computing reimbursement amounts.

Most ex-servicemen and former Federal employees claim unemployment insurance benefits solely on the basis of their Federal service and Federal wages; they have no other base period employment. In such cases, the Federal Government must reimburse the States for 100 percent of the benefits paid under any method of computation. A study indicates that in fiscal year 1971, of the total Federal expenditure of $401,289,201 for UCFE-UCX benefits, $394,912,887, or 98.37 percent, was expended for this type of case.

The proposed change from the "additional cost" method to the "pro rata" method of computation, therefore, would apply only to the small minority of cases in which the base period of individuals included both Federal wages and service and wages and employment subject to the State laws. The study revealed that the Federal Government's "share" of the benefit costs for this type of case in the fiscal year 1971, computed on the "additional cost" method, was $6,529,215, or 1.63 percent of total Federal expenditures.

The "additional cost" method of computing Federal reimbursements is cumbersome, difficult to apply, complicated to operate, and expensive to administer. While only a small number of cases is involved, so long as the Federal Government was virtually the only "reimbursing" employer, the complications arising from the use of the "added cost" method could nevertheless be overcome. With the addition to the unemployment insurance system (as the result of the enactment of P.L. 91-373, August 10, 1970) of large numbers of other reimbursing employers (nonprofit organizations, State government agencies,

etc.), and with the introduction of a mandatory wage combining arrangement among States (also as a result of the enactment of P.L. 91-373), the use of the "added cost" method of computation has become increasingly complicated and difficult to apply. For the most part, States found it necessary to use the "pro rata" method for reimbursing employers other than the Federal Government, and Federal regulations require that the "pro rata" method be used in cases of wage combining among States. For UCFE-UCX cases, the proration of costs, on a percentage basis, is administratively preferable, equally equitable for both the Federal Government and State unemployment insurance funds, and its use would make little difference in the ultimate distribution of benefit costs.

A survey and analysis of UCFE-UCX cases with benefit years ending in fiscal 1971, and a comparison of the application of both methods of computation to each case, indicated a difference of only 65/100 of one percent.

Inasmuch as the complications and administrative expenses attributable to the use of the "added cost" method are out of proportion to any advantage derived therefrom, the bill proposes to revise section 8505(a) of Title 5 of the United States Code to provide for prorating the costs of benefits paid to ex-servicemen and ex-Federal employees. The Federal Government would reimburse the States with respect to each UCFE-UCX claimant an amount which shall bear the same ratio to the total amount of benefits paid as the amount of his Federal wages in the base period bears to the total amount of his base period wages, computed to the nearest percentage point.

Special Unemployment Compensation Program

Title II of the bill, the "Special Unemployment Compensation Act of 1974," would augment existing unemployment compensation programs by providing up to 13 additional weeks of Federally financed benefits to those who worked in areas experiencing high unemployment and who exhausted benefits under the unemployment compensation laws, including the present Federal-State Extended Benefits program. Workers in these areas would receive the additional benefits because it is likely that they would encounter problems in finding another suitable job. The legislation would also provide up to 26 weeks of benefits to workers in such areas who were ineligible for normal benefits because they worked in industries not now covered by unemployment compensation laws.

The proposal is based on the reasonable assumption that if insured unemployment in an area is as at high level, 4.5 percent, or is at a somewhat lower level, 4.0 percent, but has risen significantly (20 percent or more) over the comparable period during the year October 1972 through September 1973, unemployed persons in that area will have special difficulties in locating new jobs.

Key aspects of the program would be governed by the provisions of the applicable State unemployment compensation law.

Payments would be made to workers who exhausted their normal benefits after October 1, 1973, and to workers ineligible for normal benefits who lost their jobs after that date. An individual would receive benefits if his last place of employment was in an area that triggered "on"

Once the special program triggered "on", it would continue for a minimum period of 13 weeks, and persons who qualified for special benefits in that period would continue to be eligible for benefits for up to 26 weeks after the end of the period, or until they exhausted their special benefits. The program would be effective 30 days after enactment and would terminate June 30, 1975.

A B I L L

To extend and improve the Nation's unemployment compensation programs, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Job Security Assistance Act of 1974."

TITLE I--UNEMPLOYMENT COMPENSATION AMENDMENTS

Benefit Amount Standard

SEC. 101. Section 3304(a) of the Internal Revenue Code of 1954 is amended by redesignating paragraph (13) as paragraph (15) and by inserting after paragraph (12) the following new paragraph:

"(13) With respect to benefit years beginning on or after July 1, 1976 --

"(A) the weekly benefit amount of any eligible individual for a week of total unemployment shall be:

(i) an amount equal to at least one-half of such individual's average weekly wage as determined by the State agency; or

(ii) the maximum weekly benefit amount payable under such State law, whichever is the lesser.

Any weekly benefit amount payable under such State law may be rounded to an even dollar amount in accordance with the provisions of such State law;

"(B) the State maximum weekly benefit amount shall be no less than 66-2/3 percent of the Statewide average weekly wage most recently computed before the beginning of the individual's benefit year;

"(C) For the purposes of this paragraph --

(i) 'benefit year' means a period as defined in State law except that it shall not exceed one year beginning subsequent to the end of an individual's base period.

(ii) 'base period' means a period as defined in State law except that it shall be fifty-two consecutive weeks, one year, or four calendar quarters ending not earlier than six months prior to the beginning of an individual's benefit year.

(iii) 'individual's average weekly wage' means: (I) in a State which computes individual weekly benefit amounts on the basis of high quarter wages, an amount equal to one-thirteenth of an individual's high quarter wages; or (II) in any other State, an amount computed by dividing the total amount of wages (irrespective of the limitation on the amount of wages subject to contribution under the State law) paid to such individual during his base period by the number of weeks in which he performs services in employment

covered under such law during such period.

"(iv) 'high quarter wages' means the amount of wages for services performed in employment covered under the State law paid to an individual in that quarter of his base period in which such wages were highest, irrespective of the limitation on the amount of wages subject to contributions under such State law.

"(v) 'Statewide average weekly wage' means the amount computed by the State agency at least once each year on the basis of the aggregate amount of wages, irrespective of the limitation on the amount of wages subject to contributions under such State law, reported by employers as paid for services covered under such State law during the first four of the last six completed calendar quarters prior to the effective date of the computation, divided by a figure representing fifty-two times the twelve-month average of the number of employees in the pay period containing the twelfth day of each month during the same four calendar quarters, as reported by such employers."

Payment Of Benefits in Labor Disputes

SEC. 102(a) Section 3304(a) of the Internal Revenue Code of 1954 is further amended by adding after the paragraph added by section 2 of this Act the following paragraph (14).

"(14) Compensation shall not be paid to any person who the State finds is a striker under the law of that State. Compensation shall not be denied to any other person otherwise eligible who is unemployed as a result of a labor dispute and who the State finds is an innocent bystander under the law of that State."

(b) The amendments made by subsection (a) shall be effective July 1, 1976.

Coverage of Agricultural Employment

SEC. 103. (a) Section 3306(b) of the Internal Revenue Code of 1954, as amended, is further amended by deleting the period at the end of paragraph (10) and substituting therefor "; or" and by adding the following new paragraph (11):

"(11) remuneration paid in any medium other than cash for agricultural labor."

(b) Section 3306(c)(1) of the Internal Revenue Code of 1954 is amended to read as follows:

"(c)(1) agricultural labor (as defined in subsection (k) unless performed for an employer who --

(A) during any calendar quarter in the calendar year or the preceding calendar year paid remuneration in cash of $5,000 or more to individuals employed in agricultural labor, or

(B) on each of some 20 days during the calendar year or preceding calendar year, each day being in a different calendar week, employed in agricultural labor for some portion of the day (whether or not at the same moment of time) four or more individuals; excluding, however, for the purpose of subparagraphs (A) and (B) agricultural labor performed by any individual who is an alien admitted to the United States to perform agricultural labor pursuant to sections 214(c) and 101(a)(15)(H) of the Immigration and Nationality Act;"

(c) The amendment made by this section shall apply with respect to remuneration paid after December 31, 1975, for services performed after such date.

Labor Contractors

SEC. 104. (a) The Internal Revenue Code of 1954 is amended by redesignating section 3311 as 3312 and by inserting a new section 3311 as follows:

"SEC. 3311. (a) Notwithstanding any other provision of this chapter, any person to whom individuals are furnished by a crew leader or other labor contractor to perform agricultural labor shall keep all records required for the purpose of this chapter with respect to the agricultural labor performed for him by such individuals and the remuneration paid therefor and shall pay the taxes required by this chapter as if he employed such individuals, except that he shall not be required to keep such records or pay such taxes for individuals furnished to him pursuant to a contract to perform "custom work" which includes the furnishing of equipment as well as labor as, for example, in the case of crop dusting or grain harvesting and threshing.

(b) Whether a crew leader or labor contractor, who furnishes individuals to perform agricultural labor for another person or who performs services for such other person as a member of a crew, shall be deemed to be an employee of such person for the purposes of this chapter depends on whether the crew leader or the labor contractor is an employee of such other person under section 3306(i)."

(c) The amendments made by subsection (a) shall apply with respect to services performed after December 31, 1975.

Revenue For Emergency Unemployment
Compensation Advances

SEC.105. (a) Section 3301 of the Internal Revenue Code of 1954 (relating to rate of Federal unemployment tax) is amended by substituting "1973, 1974 and 1975" for "1973", in the last sentence thereof.

(b) Section 6157(b) of the Internal Revenue Code of 1954 (relating to payment of Federal unemployment tax on quarterly or other time period basis) is amended by striking out the second sentence thereof and substituting the following:

"In the case of wages paid in any calendar quarter or other period during 1973, 1974 and 1975, the amount of such wages shall be multiplied by 0.58 percent in lieu of 0.5 percent."

(c) Section 903(b) of the Social Security Act is amended by striking out paragraph (3) thereof.

(d) Section 204(b) of the Emergency Unemployment Compensation Act of 1971 (85 Stat. 811) is amended by substituting "905(d)" for "903(b)(3)."

(e) Section 905(b)(1) of the Social Security Act is amended by substituting for the last sentence thereof the following:

"In the case of any month after March 1973 and before April 1976 the first sentence of this paragraph shall be applied by substituting 'thirteen fifty-eighths' for 'one tenth'."

Payment To States

SEC. 106. (a) Section 8505(a) of Title 5, United States Code is hereby amended to read as follows:

"Each State is entitled to be paid by the United States with respect to each individual whose base period wages included Federal wages an amount which shall bear the same ratio to the total amount of benefits paid to such individual as the amount of his Federal wages in his base period bears to the total amount of his base period wages, computed to the nearest percentage point."

(b) The amendments provided in subsection (a) shall apply with regard to all new claims for compensation filed on or after July 1, 1975.

TITLE II--SPECIAL UNEMPLOYMENT COMPENSATION PROGRAM

Short Title

Sec. 201. This title may be cited as the "Special Unemployment Compensation Act of 1974."

Grants to States; Agreements with States

Sec. 202. Each State which enters into an agreement with the Secretary of Labor, pursuant to which it makes payments of special unemployment compensation in accordance with the provisions of this Act and the rules and regulations prescribed by the Secretary of Labor hereunder, shall be paid by the United States from time to time such amounts as are deemed necessary by the Secretary of Labor to carry out the provisions of this Act in the State. Special unemployment compensation may be paid to individuals only pursuant to such an agreement.

Eligible Individuals

Sec. 203. An individual shall be eligible to receive a payment of special unemployment compensation or waiting period credit with respect to a week of unemployment occurring during and subsequent to a special unemployment compensation period in accordance withthe provisions of this Act if --

(a) The individual --

(1) Has exhausted all rights to regular, additional, and extended compensation under all State unemployment compensation laws and Chapter 85 of Title 5, United States Code, and has no further rights to regular, additional, or extended compensation under any State or Federal unemployment compensation law (including the Railroad Unemployment Insurance Act (45 U.S.C. 351 et seq.)) with respect to such week of unemployment, and is not receiving compensation with respect to such week of unemployment under the unemployment compensation law of Canada; provided, that such rights to compensation were exhausted in or subsequent to the first week beginning on or after October 1, 1973, or, such rights to compensation having been exhausted prior to that date, the benefit year in which such rights to compensation were exhausted did not end until on or after October 1, 1973, and the individual was last employed on or after such date; or

(2) is not otherwise eligible for compensation under any State or Federal unemployment compensation law (including the Railroad Unemployment Insurance Act (45 U.S.C. 351 et seq.)) with respect to such week of unemployment, and is not receiving compensation with respect to such week of unemployment under the unemployment compensation law of Canada; provided, that the individual meets the qualifying employment and wage requirements of the applicable State unemployment compensation law in a base year which, notwithstanding the State law, shall be the 52-week period preceding the first week with respect to which the individual: (a) files a claim for compensation or waiting period credit under this Act; (b) is totally or partially unemployed; and (c) meets such qualifying employment and wage requirements; and for the purpose of this proviso employment and wages which are not covered by the State law shall be treated as though they were covered, except that employment and wages covered by the Railroad Unemployment Insurance Act (45 U.S.C. 351 et seq.) shall be excluded to the extent that the individual is or was entitled to compensation for

unemployment thereunder on the basis of such employment and wages; provided, further, that the individual became totally or partially unemployed on or after October 1, 1973, and has met any waiting period requirement of the applicable State unemployment compensation law; and

(b) The individual is totally or partially unemployed, and is able to work, and is available for work, within the meaning of the applicable State unemployment compensation law, and is not subject to disqualification under that law; and

(c) The individual has filed a claim for compensation or waiting period credit under this Act; and

(d) In the area in which the individual was last employed for at least one week prior to filing a claim under this Act for compensation or waiting period credit with respect to such week of unemployment, a special unemployment compensation period is in effect with respect to such week of unemployment; provided, that if the individual, except for the imposition of a disqualification in accordance with subsection (b), was otherwise eligible for a payment of compensation or waiting period credit under this Act with respect to a week of unemployment which began during a special unemployment compensation period, but did not exhaust entitlement to

special unemployment compensation during the special unemployment compensation period, entitlement shall continue after the end of the special unemployment compensation period but no compensation shall be paid under this Act for any week of unemployment that begins more than 26 weeks after the end of such period; and

(e) The State in which the individual was last employed for at least a week prior to filing a claim under this Act for compensation or waiting period credit with respect to such week of unemployment, has an agreement with the Secretary of Labor under section 202 which is in effect with respect to such week of unemployment.

Special Unemployment Compensation Period

Sec. 204.(a) A special unemployment compensation period shall commence in an area designated by the Secretary with the third week after the first week for which there is an "on" indicator for such area, and shall terminate with the third week after the first week for which there is an "off" indicator for such area; provided, that no special unemployment compensation period shall have a duration of less than 13 weeks.

(b) The Secretary shall designate as an area under this section:

(1) Each area within or among the States which he determines to be a "labor area" and which has a population of at least 250,000 persons. For the purposes of this section a "labor area" shall consist of an economically integrated geographical unit within which workers may readily change jobs without changing their places of residence; and

(2) All parts of a State which are not within a "labor area" designated under paragraph (1).

(c) There is an "on" indicator in an area for a week if for the period consisting of such week and the immediately preceding 12 weeks:

(1) The rate of insured unemployment in the area equaled or exceeded 4 per centum, and equaled

or exceeded 120 per centum of the average of such rates for the corresponding 13 weeks in the period October 1, 1972, through September 29, 1973; or

(2) The rate of insured unemployment in the area equaled or exceeded 4.5 per centum.

(d) There is an "off" indicator for a week if, for the period consisting of such week and the immediately preceding twelve weeks, neither subsection (c)(1) nor (c)(2) is satisfied.

(e) For the purposes of this section, the term "rate of insured unemployment" shall mean the percentage arrived at by dividing:

(1) The average weekly number of individuals who filed claims in the area, under State unemployment compensation laws, for unemployment compensation with respect to weeks of unemployment in the 13-week period specified in subsections (c) and (d), as determined on the basis of the reports made by the appropriate State agencies to the Secretary, by

(2) The average monthly employment in the area, which is covered by State unemployment compensation laws applicable to the area, for the last four

consecutive calendar quarters ending before the close of such period for which data is available. In determining, pursuant to paragraph (1), the average weekly number of individuals who filed claims in the area, individuals who filed claims under this Act shall be excluded.

Weekly Benefit Amount

Sec. 205. The amount of special unemployment compensation to which an eligible individual shall be entitled for a week of total unemployment shall be --

(a) For an individual referred to in paragraph (1) of subsection (a) of section 203, the average weekly benefit amount of regular compensation which was payable to the individual for a week of total unemployment in the individual's most recent benefit year;

(b) For an individual referred to in paragraph (2) of subsection (a) of section 203, the average weekly benefit amount for a week of total unemployment that would be payable to the individual as regular compensation under the applicable State unemployment compensation law; Provided, that in computing the weekly benefit amount under this subsection the individual's base year, notwithstanding the State law, shall be the 52-week period preceding the first week with respect to which the individual: (1) files a claim for compensation or waiting period credit under this Act; (2) is totally or partially unemployed; and (3) meets such qualifying employment and wage requirements; and for the purpose of this proviso

employment and wages which are not covered by the State law shall be treated as though they were covered, except that employment and wages covered by the Railroad Unemployment Insurance Act (45 U.S.C. 351 et seq.) shall be excluded to the extent that the individual is or was entitled to compensation for unemployment thereunder on the basis of such employment and wages.

Maximum Benefit Amount

Sec. 206. The maximum amount of special unemployment compensation which an eligible individual shall be entitled to receive shall be --

(a) For an individual referred to in paragraph (1) of subsection (a) of section 203, one-half the maximum amount of regular compensation payable to the individual in the individual's most recent benefit year, but not exceeding the lesser of: (1) 13 times the average weekly benefit amount which was payable to the individual for a week of total unemployment as determined under subsection (a) of section 205; and (2) 52 times such weekly benefit amount reduced by the regular, additional, and extended compensation payable to the individual with respect to such benefit year.

(b) For an individual referred to in paragraph (2) of subsection (a) of section 203, the maximum amount of regular compensation that would be payable to such individual as computed under the provisions of the applicable State unemployment compensation law, but not exceeding 26 times the weekly benefit amount payable to the individual for a week of total unemployment as

determined under subsection (b) of section 205; Provided, that in computing duration under this subsection the individual's base year, notwithstanding the State law, shall be the 52-week period preceding the first week with respect to which the individual: (1) files a claim for compensation or waiting period credit under this Act; (2) is totally or partially unemployed; and (3) meets such qualifying employment and wage requirements; and for the purpose of this proviso employment and wages which are not covered by the State law shall be treated as though they were covered, except that employment and wages covered by the Railroad Unemployment Insurance Act (45 U.S.C. 351 et seq.) shall be excluded to the extent that the individual is or was entitled to compensation for unemployment thereunder on the basis of such employment and wages.

Applicable State Law Provisions

Sec. 207. Except where inconsistent with the provisions of this Act, the terms and conditions of the applicable State unemployment compensation law which apply to claims thereunder for regular compensation and the payment thereof shall apply to claims for special unemployment compensation and the payment thereof.

Termination Date

Sec. 208. Notwithstanding any other provisions of this Act, no payment of special unemployment compensation shall be made to any individual with respect to any week of unemployment ending after June 30, 1975.

Rules and Regulations

Sec. 209. The Secretary of Labor is empowered to promulgate such rules and regulations as he shall deem necessary and appropriate to carry out the provisions of this Act, including regulations governing the payment of grants to the States under this Act and prescribing the form and content of agreements with the States entered into under this Act.

Definitions

Section 210. As used in this Act:

(a) The term "applicable State unemployment compensation law" means the law of the State in which the individual was last employed for at least one week prior to filing a claim for compensation or waiting period credit under this Act.

(b) The terms "regular compensation", "additional compensation", and "extended compensation" shall not include special unemployment compensation provided for in this Act, but shall have the meanings assigned to those terms by section 205 of the Federal-State Extended Unemployment Compensation Act of 1970, as amended (Public Law 91-373; 84 Stat. 708 et seq.).

(c) The term "State" means the States of the United States, the District of Columbia, Puerto Rico, and the Virgin Islands.

(d) The term "week" means a calendar week.

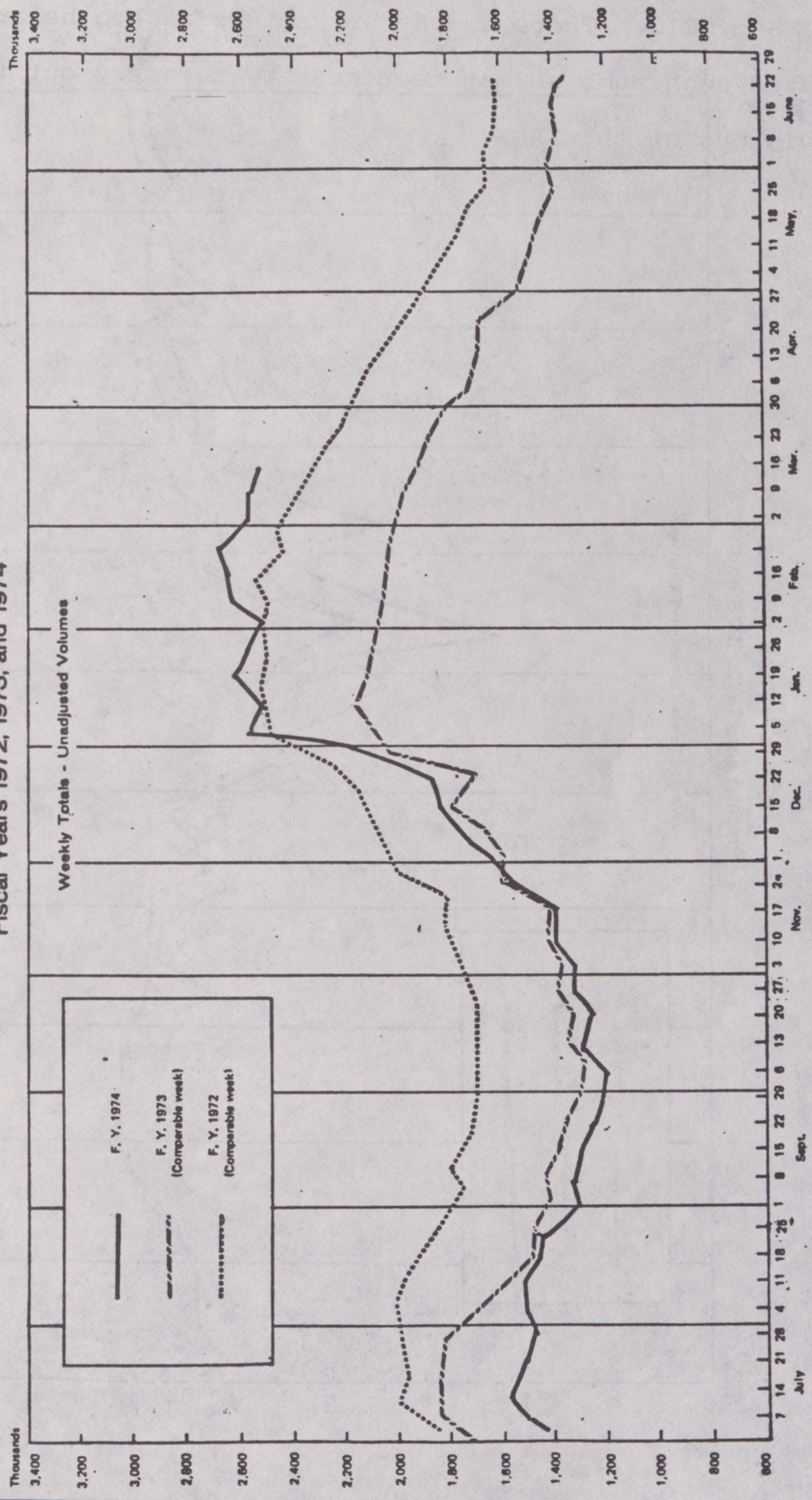
Effective Date

Sec. 211. This Act shall take effect on the thirtieth day after the date it is enacted and special unemployment compensation may be paid with respect to weeks of unemployment beginning on and after the effective date only in accordance with the provisions of this Act.

Appropriations Authorization

Sec. 212. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

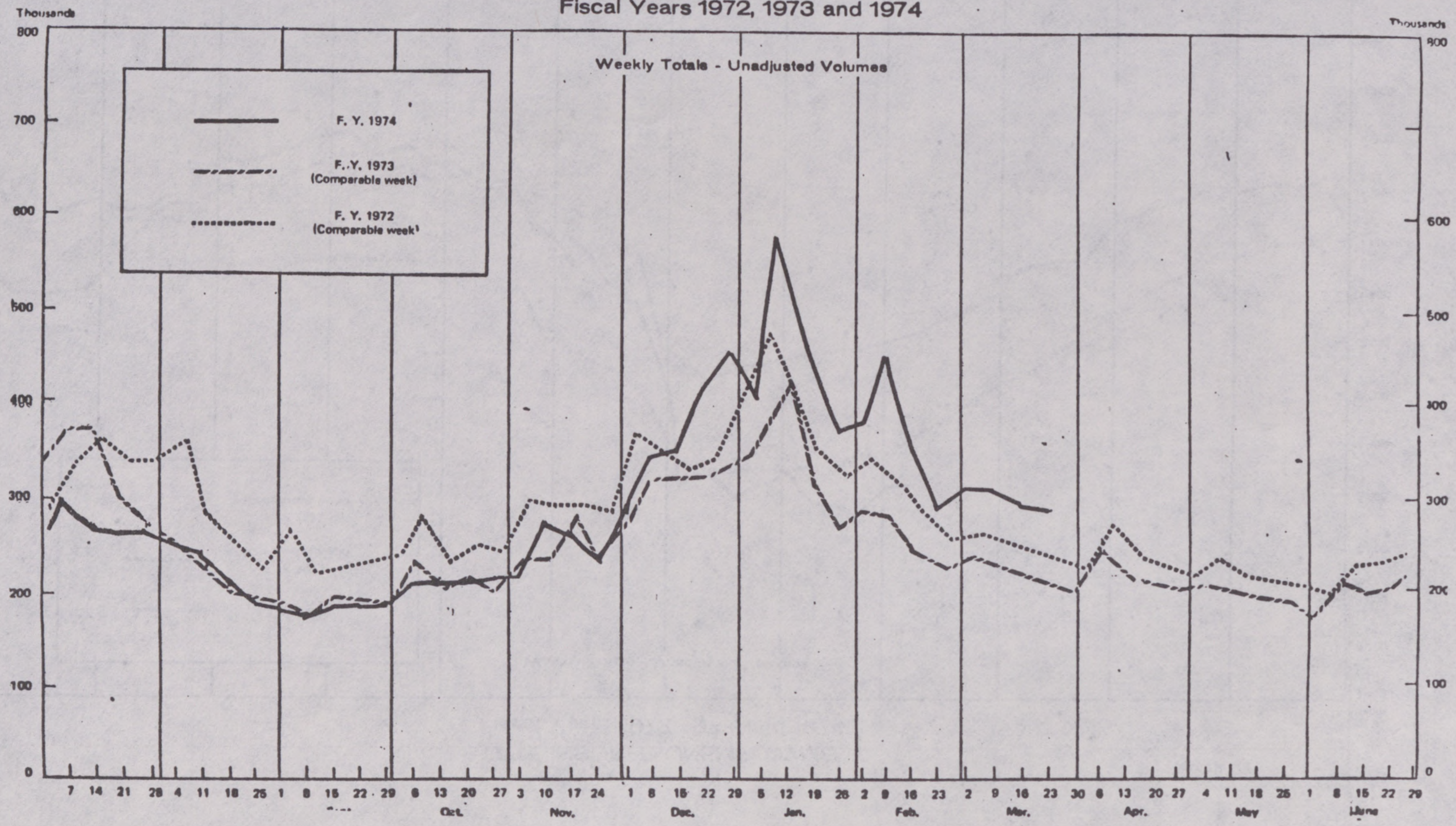
V. Statistical Materials



March 23, 1[illegible]

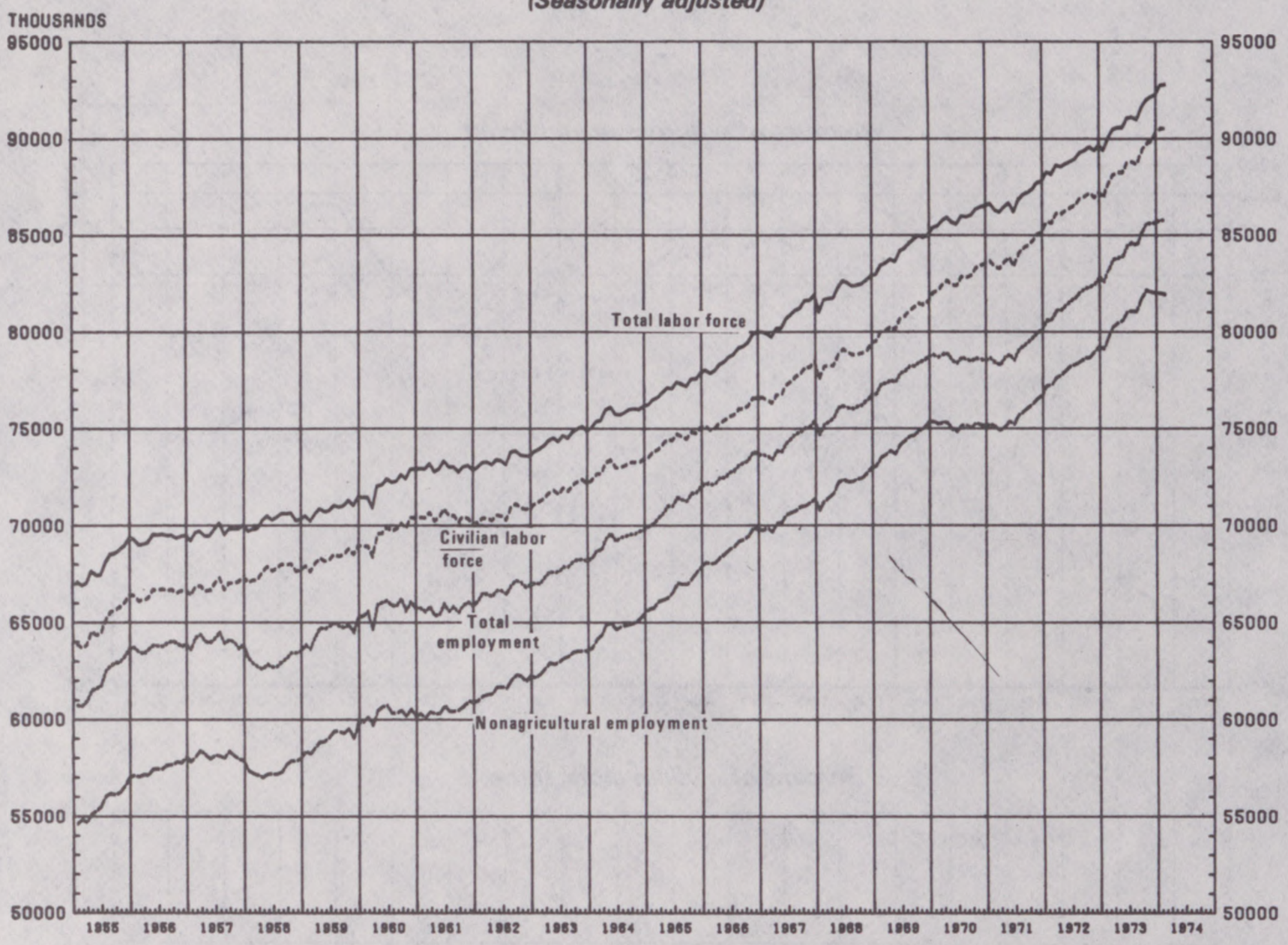
STATE INITIAL CLAIMS
Fiscal Years 1972, 1973 and 1974

Weekly Totals - Unadjusted Volumes



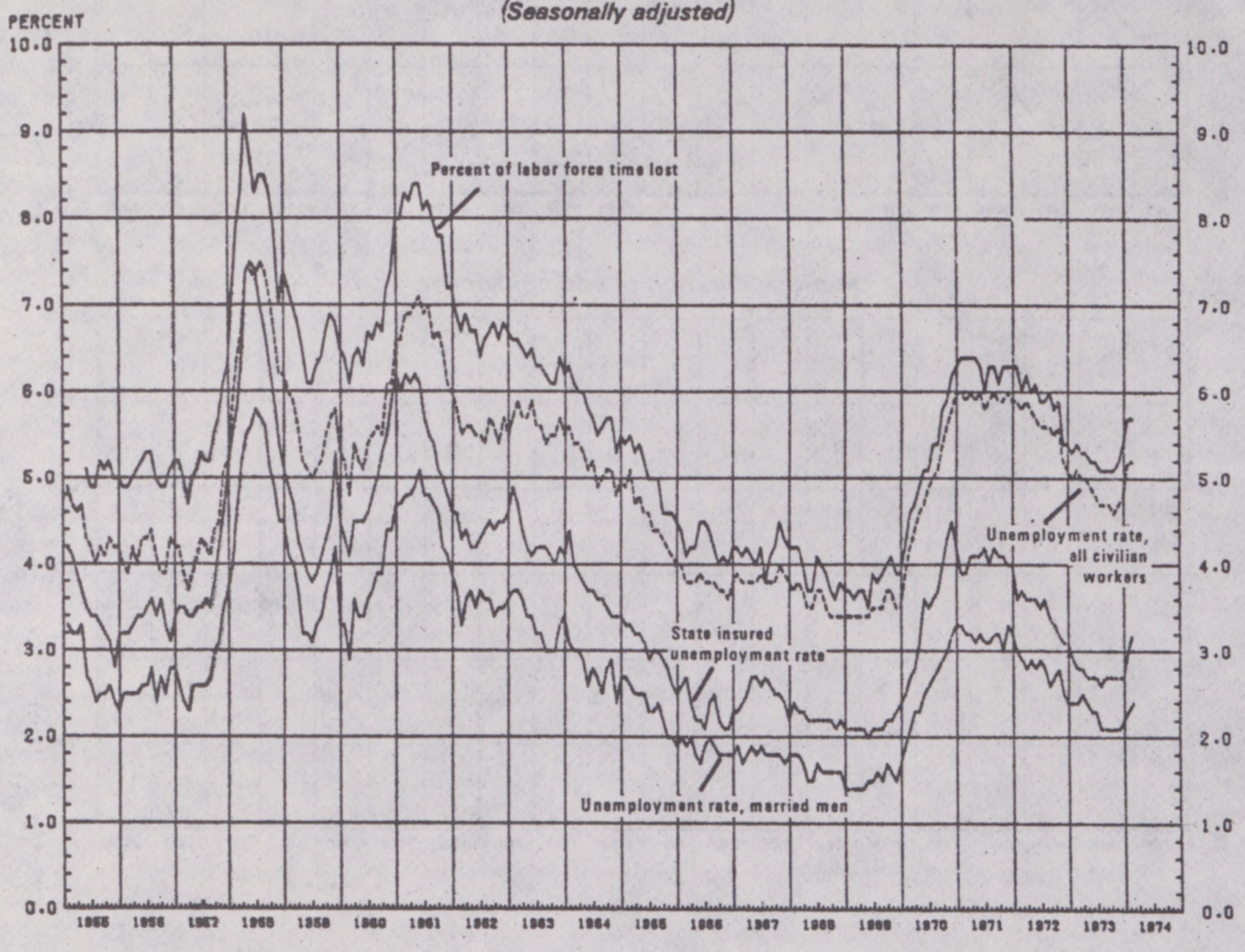
Labor force and employment

(Seasonally adjusted)



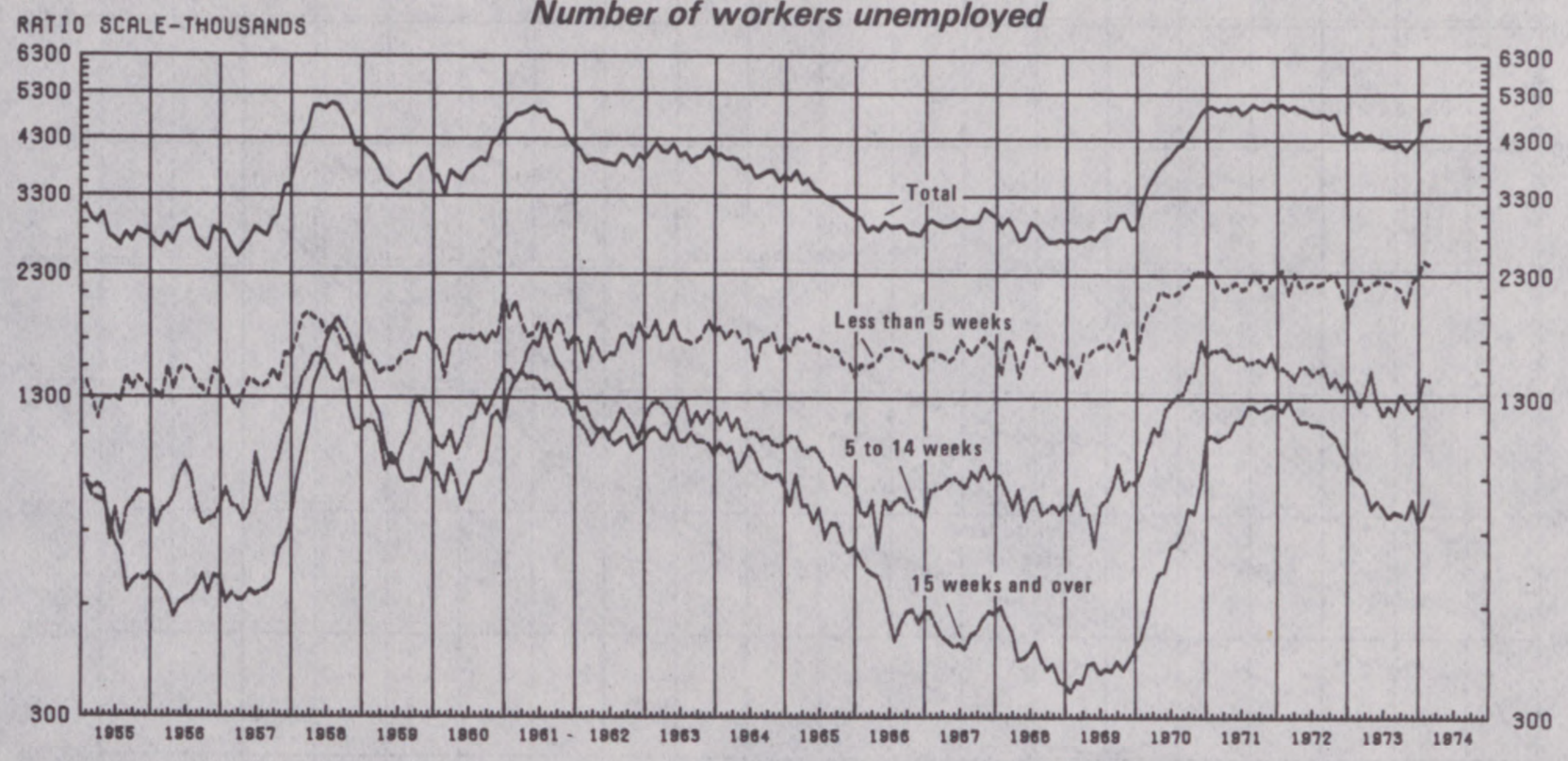
Major unemployment indicators

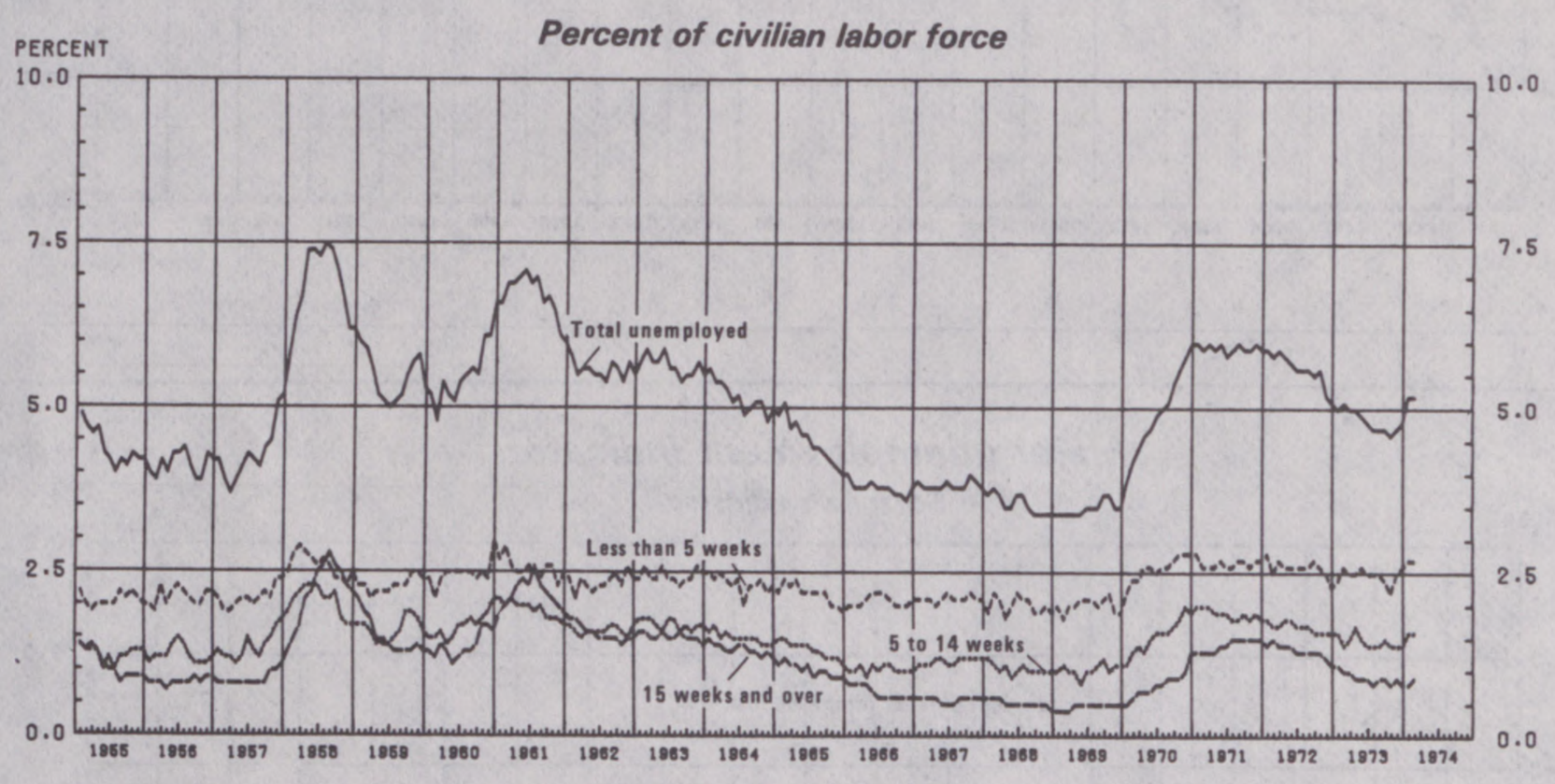
(Seasonally adjusted)

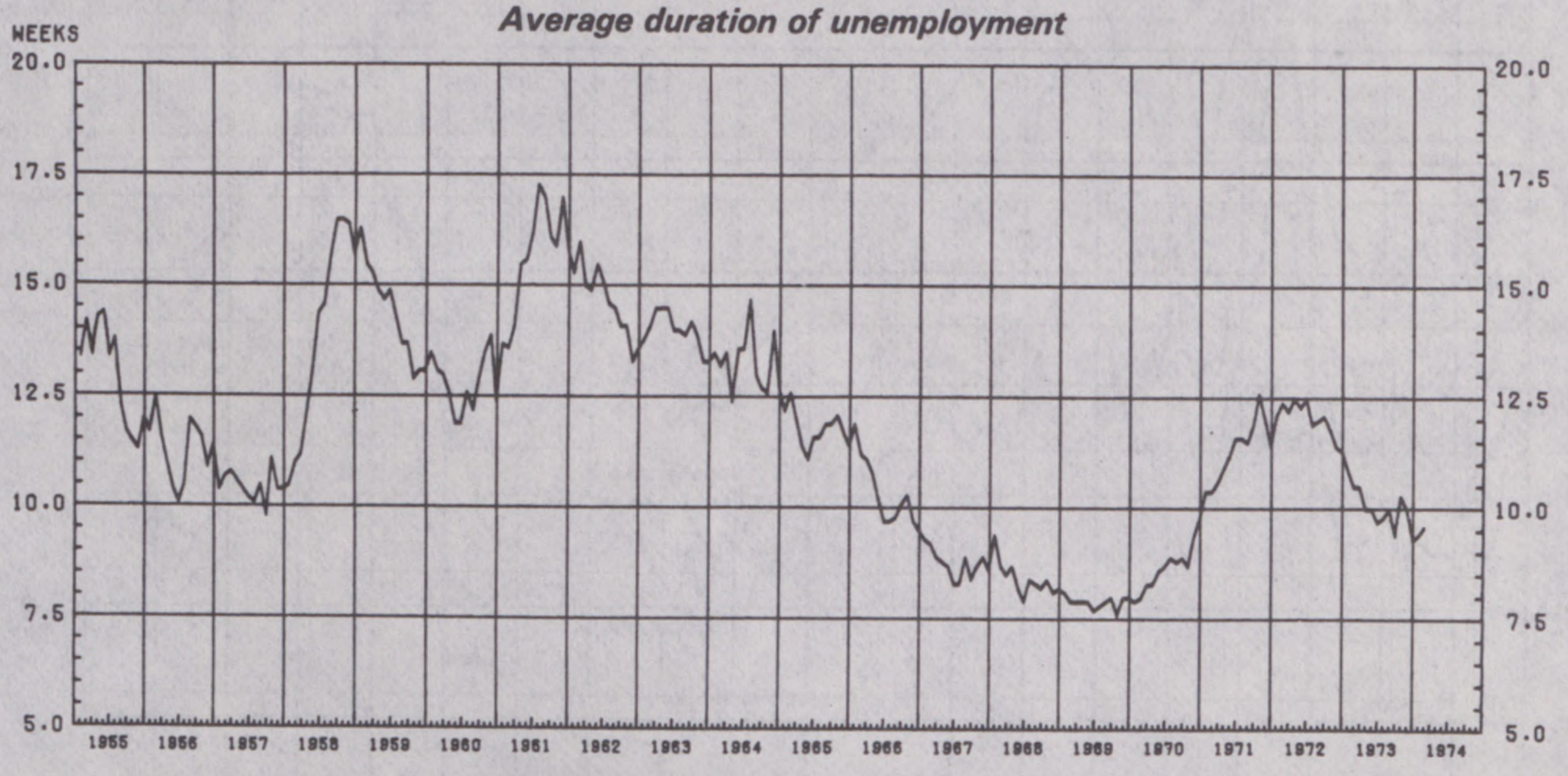


Duration of unemployment

(Seasonally adjusted)







Unemployment rates by major occupational groups

(Seasonally adjusted)

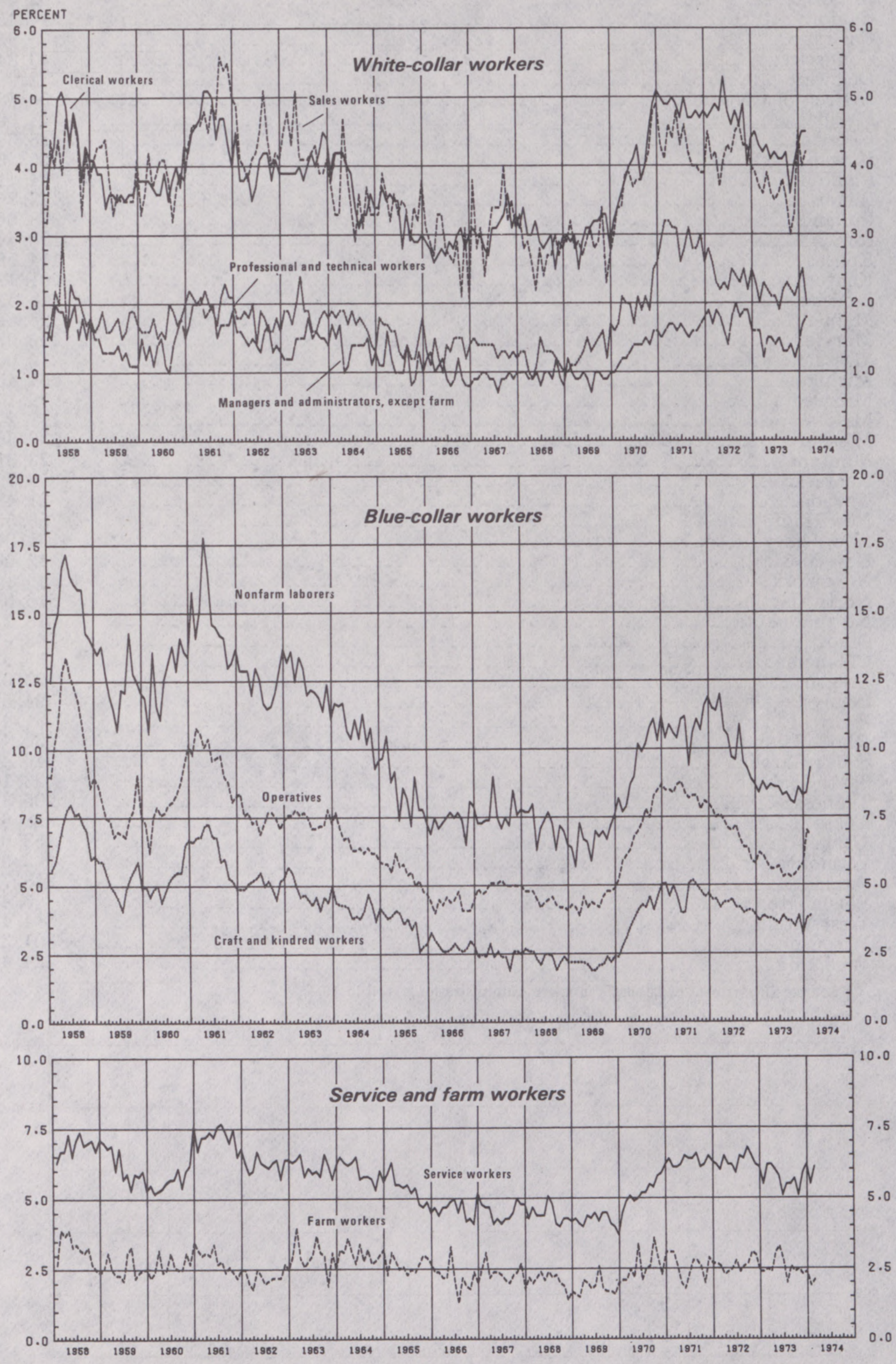


TABLE 1.—*Unemployment insurance trust funds: reserves as of Dec. 31, 1973*

[In thousands]

United States	$10, 933, 937
Alabama	122, 888
Alaska	42, 067
Arizona	153, 965
Arkansas	63, 468
California	1, 214, 457
Colorado	115, 636
Connecticut	40, 846
Delaware	38, 901
District of Columbia	50, 087
Florida	344, 008
Georgia	448, 591
Hawaii	25, 307
Idaho	54, 118
Illinois	423, 769
Indiana	378, 667
Iowa	120, 490
Kansas	114, 984
Kentucky	201, 179
Louisiana	118, 515
Maine	28, 895
Maryland	146, 929
Massachusetts	212, 001
Michigan	564, 450
Minnesota	92, 153
Mississippi	111, 217
Missouri	236, 366
Montana	23, 313
Nebraska	59, 295
Nevada	31, 420
New Hampshire	58, 552
New Jersey	154, 844
New Mexico	42, 661
New York	1, 346, 142
North Carolina	516, 039
North Dakota	18, 236
Ohio	768, 055
Oklahoma	55, 934
Oregon	122, 949
Pennyslvania	594, 570
Puerto Rico	31, 420
Rhode Island	33, 427
South Carolina	216, 407
South Dakota	23, 103
Tennessee	296, 396
Texas	328, 613
Utah	53, 055
Vermont	3, 099
Virginia	245, 739
Washington	6, 482
West Virginia	114, 411
Wisonsin	301, 366
Wyoming	24, 454

Source: Department of Labor, Manpower Administration, April 15, 1974.

TABLE 2.—*State coverage of major types of employment exempt under FUTA*

	Total	Agricultural labor	Domestic service	State government	Local government
Alabama					(1)
Alaska					
Arizona					
Arkansas			X	X	
California				(1)	(1)
Colorado					
Connecticut				X	X
Delaware				X	
District of Columbia		X	X		
Florida				X	
Georgia					
Guam					
Hawaii		X	X	X	X
Idaho				X	(1)
Illinois				X	
Indiana					(1)
Iowa				X	
Kansas					
Kentucky					
Louisiana				X	
Maine					
Maryland				(1)	
Massachusetts					
Michigan				X	
Minnesota		X		X	X
Mississippi					
Missouri					
Montana				X	
Nebraska				X	
Nevada					
New Hampshire				X	
New Jersey				(1)	
New Mexico					
New York			X	X	(1)
North Carolina					
North Dakota					
Ohio				X	X
Oklahoma				X	
Oregon				X	X
Pennsylvania				X	
Puerto Rico		X		(1)	(1)
Rhode Island				X	
South Carolina					
South Dakota				X	
Tennessee					
Texas				X	
Utah				X	
Vermont					
Virginia					
Virgin Islands					
Washington				X	(1)
West Virginia					
Wisconsin				X	(1)
Wyoming					

[1] Limited to service for Walker County, Ala., and its agencies or instrumentalities; this provision has not been implemented. Limited to service for public housing authorities and to services performed for the State by blind and physically handicapped workers in noncivil service positions; mandatory coverage applicable only to employees with civil service status who receive notice of layoff on or after Mar. 1, 1971, due to reduction in the budget, reduction in staff due to economy or from organization changes or a reduced workload, California; irrigation and soil conservation districts, Idaho; municipally owned public utilities, Indiana; services for the Maryland Workshop for the Blind, Maryland; services for South Jersey Port Commission, New Jersey; custodial service for boards of education of cities of 400,000 or more, New York; agencies or instrumentalities of Puerto Rico or of its municipalities, operating as private enterprises, Puerto Rico: public utility districts and public power authorities, Washington; and 1st-class cities, Wisconsin.

Source: U.S. Department of Labor, Manpower Administration.

TABLE 3.—*Estimated percentage increase in regular State and benefit costs resulting from a benefit standard requiring a maximum weekly benefit amount equal to 66⅔ percent of the average weekly wage in covered employment*

Percentage increase interval/State	Number of States	Estimated percentage increase in benefit costs
Less than 5 percent	13	
Arkansas		0
District of Columbia		0
Hawaii		0
South Carolina		0
Utah		1.1
West Virginia		1.5
New Hampshire		2.1
Colorado		3.0
North Carolina		3.3
Pennsylvania		3.7
Rhode Island		4.3
Wisconsin		4.3
Connecticut		4.7
5 percent but less than 10 percent	13	
Minnesota		5.3
Idaho		6.0
Vermont		6.1
Nebraska		6.2
Virginia		6.2
Maine		7.7
Massachusetts		7.8
Delaware		7.9
Maryland		8.9
Tennessee		9.0
California		9.5
New Mexico		9.9
Oklahoma		9.9
U.S. average	52	12.1
10 percent but less than 15 percent	12	
Oregon		10.2
Iowa		10.5
Kansas		11.0
Puerto Rico		11.1
North Dakota		12.4
Washington		13.0
Alabama		13.1
Florida		13.1
Nevada		13.9
Louisiana		14.1
Illinois		14.8
South Dakota		14.8
15 percent but less than 20 percent	7	
Georgia		15.3
Kentucky		15.5
New York		16.5
Montana		17.1
New Jersey		17.4
Ohio		18.0
Mississippi		19.2
20 percent but less than 25 percent	5	
Alaska		20.0
Texas		20.7
Wyoming		20.7
Missouri		21.2
Indiana		23.3

TABLE 3.—*Estimated percentage increase in regular State and benefit costs resulting from a benefit standard requiring a maximum weekly benefit amount equal to 66⅔ percent of the average weekly wage in covered employment*—Continued

Percentage increase interval/State	Number of States	Estimated percentage increase in benefit costs
25 percent and over	2	
Michigan		25.3
Arizona		29.1

NOTE.—Estimates were developed by the respective State employment security agencies and relate to benefit costs which would have been incurred in fiscal year 1973. The percentage increase in benefit costs assumes that all pertinent elements of the benefit formula in the State's law as of mid-September 1973 (regardless of their legal effective date) were fully effective throughout the 12-mo. study period. The maximum weekly benefit amount for an individual State was determined from the State's average weekly wage in covered employment in calendar year 1971.

Source: U.S. Department of Labor, Manpower Administration.

TABLE 4.—*Maximum weekly benefit amount (MWBA) payable July 1, 1973, and amount required to yield 66⅔ percent of the statewide average weekly wage (AWW) in covered employment*

	Average weekly wage (AWW)[1]	MWBA as percent of AWW in column 2 (percent)	MWBA July 1, 1973[2]	Amount required to yield 66 percent of calendar year 1972 AWW in covered employment[3]
(1)	(2)	(3)	(4)	(5)
Part I Flexible maximum States:[4]				
Arkansas	$117.69	66	$79	$78
Colorado	[5] 151.20	60	90	98
Connecticut	[5] 152.75	60–90	92–138	110
District of Columbia	[5] 164.41	66⅔	110	135
Hawaii	[5] 139.04	66⅔	93	102
Idaho	130.36	60	78	87
Iowa	136.26	55	75	91
Kansas	132.18	55	73	88
Kentucky	139.49	50	70	93
Maine	124.50	52	65	83
Massachusetts	[5] 149.65	55–84	83–125	103
Montana	130.94	50	65	87
Nevada	159.03	50	80	106
New Jersey	161.34	50	81	112
New Mexico	[5] 126.20	50	64	86
North Carolina	120.36	50	60	85
North Dakota	123.29	55	68	82
Pennsylvania	150.33	60–66	91–99	102
Puerto Rico	95.40	60	50	64
Rhode Island	135.92	60–75	82–102	91
South Carolina	123.45	66⅔	83	82
South Dakota	112.06	[6] 52	[6] 59	75
Utah	134.00	65	87	89
Vermont	134.23	[7] 50	77	89
Washington	161.69	50	81	108
West Virginia	153.00	55	84	102
Wisconsin	[5] 148.81	60	89	99
Wyoming	134.14	50	67	89

Footnotes at end of table.

TABLE 4.—*Maximum weekly benefit amount (MWBA) payable July 1, 1973, and amount required to yield 66⅔ percent of the statewide average weekly wage (AWW. in covered employment*—Continued

(1)	Average weekly wage (AWW)[1] (2)	MWBA as percent of AWW in column 2 (percent) (3)	MWBA July 1, 1973[2] (4)	Amount required to yield 66 percent of calendar year 1972 AWW in covered employment[3] (5)
Part II Fixed maximum States:				
Alabama	130. 85	46	60	87
Alaska	224. 56	40–53	90–120	150
Arizona	152. 19	39	60	101
California	171. 93	44	75	115
Delaware	163. 94	40	65	109
Florida	142. 19	45	64	95
Georgia	137. 45	44	60	92
Illinois	169. 22	30–57	51–97	113
Indiana	157. 64	32–48	50–75	105
Louisiana	144. 24	49	70	96
Maryland	148. 78	52	78	99
Michigan	186. 99	30–49	56–92	125
Minnesota	152. 29	56	85	102
Mississippi	116. 60	42	49	78
Missouri	152. 34	41	63	102
Nebraska	129. 51	[6] 46	[6] 60	86
New Hampshire	135. 00	56	75	90
New York	178. 00	42	75	119
Ohio	164. 44	36–55	60–91	110
Oklahoma	132. 92	45	60	89
Oregon	151. 11	41	62	101
Tennessee	130. 00	48	62	87
Texas	139. 58	45	63	93
Virginia	135. 00	52	70	90

[1] For the "flexible maximum" States, the AWW shown is for the 12-mo period specified in the State law for determining the MWBA. Not more than 1 6-mo lag exists between the end of the period and the effective date of the MWBA in any flexible maximum State except New Jersey where there is a 12-mo lag. For "fixed dollar amount maximum" States, the AWW shown is that for the 12-mo period ending Dec. 31, 1972.

[2] For States providing dependents allowances as part of the WBA, 2 entries are shown: the lower figure is the basic MWBA payable to a worker without dependents, the higher figure, the MWBA with the maximum allowance for dependents. Illinois, Indiana, Michigan, and Ohio vary the MWBA according to "family class," "dependency class," etc., as well as base period wages. In Ohio, since July 1, 1972, the MWBA for each family class has been determined on the basis of changes in the Consumer Price Index between April of the preceding year and April of the current year. In the remaining 7 States with dependents allowance provisions, fixed amounts for each dependent up to a statutory ceiling are specified. These States are Alaska, Connecticut, District of Columbia, Maryland, Massachusetts, Pennsylvania, and Rhode Island.

[3] For all States, figures in col. 5 are computed on the basis of AWW in calendar year 1972. Similar amounts effective July 1, 1975 would be based upon AWW in 1974 (not yet available). Since data shown in col. 2 for States with flexible maximums are the amounts used by these States for computation purposes, data for these States in col. 5 cannot be related directly to col. 2. Data used as a basis for MWBA computation in Colorado and Connecticut, as noted in footnote 4 below, are specified groups of workers, not all covered employment. Since calendar year 1972 AWW in covered employment is used in col. 2 for States with fixed maximums, data for these States in col. 5 can be related directly to data in col 2.

[4] In flexible maximum States, the MWBA is determined periodically at a specified percent of the AWW in covered employment: Colorado, in selected industries; and Connecticut, based on AWW of production and related workers. MWBA may not be increased by more than $6 in any year in Connecticut.

[5] In these States, the State law specifies that the AWW used in determining the MWBA is for a 12-mo period other than a calendar year.

[6] State legislative enactments will make the following changes in present MWBA's effective on the dates indicated. Effective Sept. 2, 1973, Nebraska, $68. Effective July 1, 1974, South Dakota, 56 percent of AWW.

[7] Plus $9.

TABLE 5.—*Percent of new insured claimants eligible for the maximum weekly benefit amount (MWBA) (States arrayed by percent eligible for MWBA, 1972, in descending order* [1])

State	Percent eligible for MWBA 1972	MWBA payable July 1, 1973 as percent of State's average weekly wage in 1972 [2]	State UI covered employment as percent of U.S. total covered employment	
			1972	1972 cumulative
(1)	(2)	(3)		(4)
United States			100. 0	100. 0
Michigan	73	30–49	4. 2	4. 2
Indiana	72	32–48	2. 6	6. 8
Ohio	68	36–55	5. 5	12. 3
Arizona	66	39	. 9	13. 2
Wyoming [3]	65	50	. 1	13. 3
Iowa [3]	64	55	1. 2	14. 5
Louisiana	62	49	1. 5	16. 0
Delaware	61	40	. 3	16. 3
Montana [3]	59	50	. 2	16. 5
Nebraska [4]	59	46	. 7	17. 2
North Dakota [3]	58	55	. 2	17. 4
Illinois	57	30–57	5. 8	23. 2
South Dakota [3, 4]	57	52	. 2	23. 4
Missouri	55	41	2. 3	25. 7
Kansas [3]	54	55	. 9	26. 6
Minnesota	54	56	1. 9	28. 5
Georgia	51	44	2. 2	30. 7
Kentucky [3]	51	50	1. 2	31. 9
New Jersey [3]	50	50	3. 6	35. 5
Washington [3]	49	50	. 2	35. 7
Texas	46	45	5. 3	41. 0
Idaho [3]	44	60	. 3	41. 3
Nevada [3]	44	50	. 3	41. 6
Mississippi	43	42	. 8	42. 4
Florida	42	45	3. 5	45. 9
New York	42	42	9. 8	55. 7
Alabama	41	46	1. 4	57. 1
Maine [3]	40	52	. 5	57. 6
Maryland	40	52	1. 7	59. 3
Wisconsin [3]	40	60	2. 1	61. 4
Massachusetts [3]	39	55–84	3. 0	64. 4
New Mexico [3]	39	50	. 4	64. 8
Colorado [3]	38	60	1. 1	65. 9
Tennessee	38	48	2. 0	67. 9
Vermont [3]	37	50+$9	. 2	68. 1
Oklahoma	35	45	1. 1	69. 2
Hawaii [3]	34	66⅔	. 5	69. 7
California	33	44	10. 3	80. 0

See footnotes at end of table.

TABLE 5.—*Percent of new insured claimants eligible for the maximum weekly benefit amount (MWBA) (States arrayed by percent eligible for MWBA, 1972, in descending order* [1])—Continued

State	Percent eligible for MWBA 1972	MWBA payable July 1, 1973 as percent of State's average weekly wage in 1972 [2]	State UI covered employment as percent of U.S. total covered employment	
			1972	1972 cumulative
(1)	(2)	(3)		(4)
Pennsylvania [3]	33	60–66	6. 2	86. 2
Virginia	32	52	2. 1	88. 3
Utah [3]	31	65	. 5	88. 8
Connecticut [3]	30	60–90	1. 9	90. 7
District of Columbia [3]	30	66⅔	1. 0	91. 7
Rhode Island [3]	30	60–75	. 5	92. 2
South Carolina [3]	29	66⅔	1. 2	93. 4
Arkansas [3]	20	66⅔	. 8	94. 2
Puerto Rico [3]	17	60	. 8	95. 0

[1] Includes 47 States and 95 percent of U.S. total covered employment in calendar year 1972. The five States omitted are annual wage formula States. In these States (in which the individual's WBA is unrelated to his AWW) the MWBA's stated as a percent of the statewide AWW, and their percent of the U.S. covered employment in calendar year 1971 are, respectively:

	Percent
Alaska	40–53; 0.1
New Hampshire	56; 0.4
North Carolina	50; 2.7
Oregon	41; 1.1
West Virginia	55; 0.7

North Carolina and West Virginia have flexible maximums.

Since annual wage formula States do not gear the benefit amount to the individual's average weekly wage, the percentage of their claimants who are eligible for the MWBA does not indicate what percentage of their claimants do or do not receive weekly benefits equal to half their weekly wage. Accordingly, these States were omitted from the table.

[2] For States providing dependents allowances as part of the WBA, two entries are shown: the lower figure is the basic MWBA payable to a worker without dependents, the higher figure, the MWBA with the maximum allowance for dependents. Illinois, Indiana, Michigan, and Ohio vary the MWBA according to family class, dependency class, and so forth, as well as base period wages. In Ohio, since July 1, 1972, the MWBA for each family class has been determined on the basis of changes in the Consumer Price Index between April of the preceding year and April of the current year. In the remaining seven States with dependents allowance provisions, fixed amounts for each dependent up to a statutory ceiling are specified. These States are Alaska, Connecticut, District of Columbia, Maryland, Massachusetts, Pennsylvania, and Rhode Island.

[3] Flexible maximum States, for which the maximum listed is that specified (as a percentage) by State law. In the flexible maximum States, new dollar amount maximums are automatically computed annually (or semiannually) on the basis of the average wage of covered workers in a 12-month period ending 6 months earlier than the computation date. All other States are fixed dollar maximum States where the dollar maximum is changed only when the State legislature enacts a new one.

[4] State legislative enactments will make the following changes in present MWBA's effective on the dates indicated. Effective Sept. 2, 1973, Nebraska, $68. Effective July 1, 1974, South Dakota, 56 percent of AWW.

TABLE 6.—*Unemployment insurance: selected data on benefit duration of claimants and exhaustees*

	Statutory provisions: maximum number of weeks of duration, January 1972	Percent insured claimants eligible for 26 or more weeks, 1972	Percent of beneficiaries who exhausted their benefit rights, 1972	Percent of exhaustees who received 26 or more weeks of benefits, 1972 [1]	Percent of exhaustees who received less than 20 weeks of benefits, 1972 [1]
Alabama	26	65	28	49	32
Alaska	28	91	27	83	5
Arizona	26	62	28	35	38
Arkansas	26	50	22	33	48
California	[1] 26	69	33	61	26
Colorado	26	51	21	32	50
Connecticut	[2] 26	93	27	94	1
Delaware	26	59	17	64	14
District of Columbia	34	80	31	70	12
Florida	26	16	37	12	65
Georgia	26	30	31	19	52
Hawaii	[2 3] 26	100	40	100	0
Idaho	26	24	24	13	70
Illinois	26	78	27	35	30
Indiana	26	37	30	17	67
Iowa	26	43	26	22	61
Kansas	26	59	28	48	36
Kentucky	26	56	29	43	39
Louisiana	28	62	34	47	35
Maine	26	35	33	20	62
Maryland	[3] 26	100	24	100	0
Massachusetts	30	75	37	63	20
Michigan	26	66	34	33	45
Minnesota	26	56	36	23	44
Mississippi	26	57	21	47	34
Missouri	26	61	26	47	34
Montana	26	60	30	43	23
Nebraska	26	54	32	18	52
Nevada	26	48	37	45	37
New Hampshire	[3] 26	100	5	97	3
New Jersey	26	67	28	56	30
New Mexico	30	90	28	82	2
New York	[3] 26	100	27	100	0
North Carolina	[3] 26	100	17	74	9
North Dakota	26	61	24	42	37
Ohio	26	76	20	69	0
Oklahoma	26	27	46	21	51
Oregon	26	94	25	91	4
Pennsylvania	[3] 30	100	19	94	1
Puerto Rico	[2 3] 20–52	0	56	0	0
Rhode Island	26	49	33	39	44
South Carolina	26	62	29	47	29
South Dakota	26	39	24	17	59
Tennessee	26	61	26	47	31
Texas	26	36	35	24	51
Utah	36	42	23	27	55
Vermont	[3] 26	100	25	100	0
Virginia	26	37	25	19	55
Washington	30	56	39	42	38
West Virginia	[3] 26	100	16	74	0
Wisconsin	34	61	26	44	34
Wyoming	26	55	18	28	49

[1] Data in some States reflect reduction in weeks allowed due to disqualification.

[2] States where additional weeks of benefits may be paid when special unemployment conditions exist as specified by State law.

[3] States that have uniform duration of regular benefits for all claimants.

Source: U.S. Department of Labor, Manpower Administration, April 1974.

TABLE 7.—*Experience under the Federal-State Extended Unemployment Compensation Act (State UI)*

	IUR [1] (percent)	Beneficiaries [2] (thousands)	Benefits [3] (millions)
1970:			
August	3.74	----------	----------
September	4.07	----------	----------
October	4.44	24.7	$3.3
November	4.58	40.1	12.2
December	4.22	33.3	18.8
1971:			
January	4.12	160.4	32.8
February	4.29	116.3	55.1
March	4.49	149.5	76.5
April	4.54	136.9	72.5
May	4.77	109.5	58.7
June	4.86	118.1	68.0
July	4.50	109.5	60.3
August	4.63	108.8	57.7
September	4.85	104.3	58.7
October	4.85	98.4	53.8
November	4.64	104.9	53.0
December	4.30	103.2	54.9
1972:			
January	4.09	178.2	64.8
February	4.25	194.6	81.4
March	4.32	193.0	97.1
April	3.98	146.0	67.1
May	4.00	97.0	49.3
June	3.92	76.0	38.5
July	3.91	54.0	27.1
August	3.52	26.9	14.2
September	3.54	13.7	6.5
October	3.37	10.9	6.0
November	3.34	54.0	12.6
December	3.23	44.8	21.2
1973:			
January	2.87	27.9	18.5
February	2.91	23.0	12.8
March	2.94	22.9	13.6
April	2.78	22.2	12.3
May	2.81	22.8	13.0
June	2.80	20.6	11.6
July	2.70	13.0	11.6
August	2.80	13.2	11.9
September	2.80	19.1	11.6
October	2.74	19.5	12.9
November	2.83	20.5	13.8
December	2.95	19.9	13.6
Total benefits paid through 1973			1,379.7
1974:			
January	3.05	(4)	(4)
February	3.33	(4)	(4)

[1] National insured unemployment rates (seasonally adjusted).
[2] Beneficiaries (first checks paid).
[3] Gross amount benefits paid.
[4] Not available.

Source: U.S. Department of Labor, Manpower Administration.

TABLE 8.—*Federal-State extended unemployment compensation, national insured unemployment rates (seasonally adjusted)*

[In percent]

Month	1970	1971	1972	1973	1974
January		4. 12	4. 09	2. 87	3. 05
February		4. 29	4. 25	2. 91	3. 33
March		4. 49	4. 32	2. 94	----------
April		4. 54	3. 98	2. 78	----------
May		4. 77	4. 00	2. 81	----------
June		4. 86	3. 92	2. 80	----------
July		4. 50	3. 91	2. 70	----------
August	3. 74	4. 63	3. 52	2. 80	----------
September	4. 07	4. 85	3. 54	2. 80	----------
October	4. 44	4. 85	3. 37	2. 74	----------
November	4. 58	4. 64	3. 34	2. 83	----------
December	4. 22	4. 30	3. 23	2. 95	----------

TABLE 9.—*Trigger status of States and rate needed to trigger "on" and fulfill 120 percent criterion*

[In percent]

Total	Public Law 93–373 Extended Benefit Indicators,[1] week ending Mar. 9, 1974, actual data		Rate needed to trigger "on" and fulfill 120 percent criterion for week ending Mar. 9, 1974
	13-week insured rate	Percent of 2 prior years [2]	
Alabama	2. 92	81	4. 25
Alaska *	12. 94	100	14. 94
Arizona	3. 02	103	4. 00
Arkansas	3. 99	77	5. 27
California	4. 85	84	6. 81
Colorado	INA	----------	4. 00
Connecticut	4. 42	69	7. 52
Delaware	4. 18	126	4. 00
District of Columbia	2. 15	104	4. 00
Florida	1. 73	77	4. 00
Georgia	1. 74	116	4. 00
Hawaii	4. 62	98	5. 64
Idaho	5. 83	98	6. 99
Illinois	INA	----------	4. 11
Indiana	2. 83	92	4. 00
Iowa	2. 46	75	4. 00
Kansas	3. 10	89	4. 09
Kentucky	3. 49	87	4. 75
Louisiana	3. 39	81	4. 86
Maine	5. 89	77	9. 02
Maryland	3. 01	76	4. 67
Massachusetts *	(6. 57)	(91)	8. 61
Michigan	6. 48	121	6. 27
Minnesota	4. 52	95	5. 49
Mississippi	2. 08	84	4. 00
Missouri	3. 77	87	5. 06
Montana	6. 11	89	8. 04
Nebraska	2. 86	97	4. 00
Nevada	6. 38	92	8. 19
New Hampshire	3. 08	99	4. 00
New Jersey*	7. 46	108	8. 20
New Mexico	4. 30	99	5. 13
New York*	4. 89	90	6. 43
North Carolina	1. 80	83	4. 00
North Dakota	5. 06	75	7. 80
Ohio [3]	(2. 52)	(81)	4. 00
Oklahoma	2. 53	65	4. 54

See footnotes at end of table.

TABLE 9.—*Trigger status of States and rate needed to trigger "on" and fulfill 120 percent criterion*—Continued

[In percent]

	Public Law 93–373 Extended Benefit Indicators,[1] week ending Mar. 9, 1974, actual data		Rate needed to trigger "on" and fulfill 120 percent criterion for week ending Mar. 9, 1974
Total	13-week insured rate	Percent of 2 prior years [2]	
Oregon	6. 65	104	7. 62
Pennsylvania	4. 54	90	5. 98
Puerto Rico	11. 90	88	16. 29
Rhode Island*	7. 17	101	8. 33
South Carolina	1. 88	86	4. 00
South Dakota	2. 75	76	4. 30
Tennessee	3. 06	93	4. 00
Texas	1. 25	75	4. 00
Utah	4. 62	93	5. 83
Vermont	6. 28	86	8. 58
Virginia	1. 07	86	4. 00
Washington*	9. 26	84	13. 15
West Virginia	4. 60	81	6. 65
Wisconsin	3. 86	86	5. 20
Wyoming	1. 99	70	4. 04

[1] States currently paying benefits indicated by asterisk (*). Massachusetts, New Jersey, Rhode Island, and Washington are paying benefits under both Public Law 93–53 and Public Law 93–233. Alaska and New York currently paying benefits under Public Law 93–233.

[2] Under Public Law 92–233 the percent of prior 2 yrs does not apply to triggering "on" or "off." However, any State which has not passed conforming legislation would be governed by the Public Law 91–373 requirement of 120 percent of the average of such rates for preceding 2 yrs.

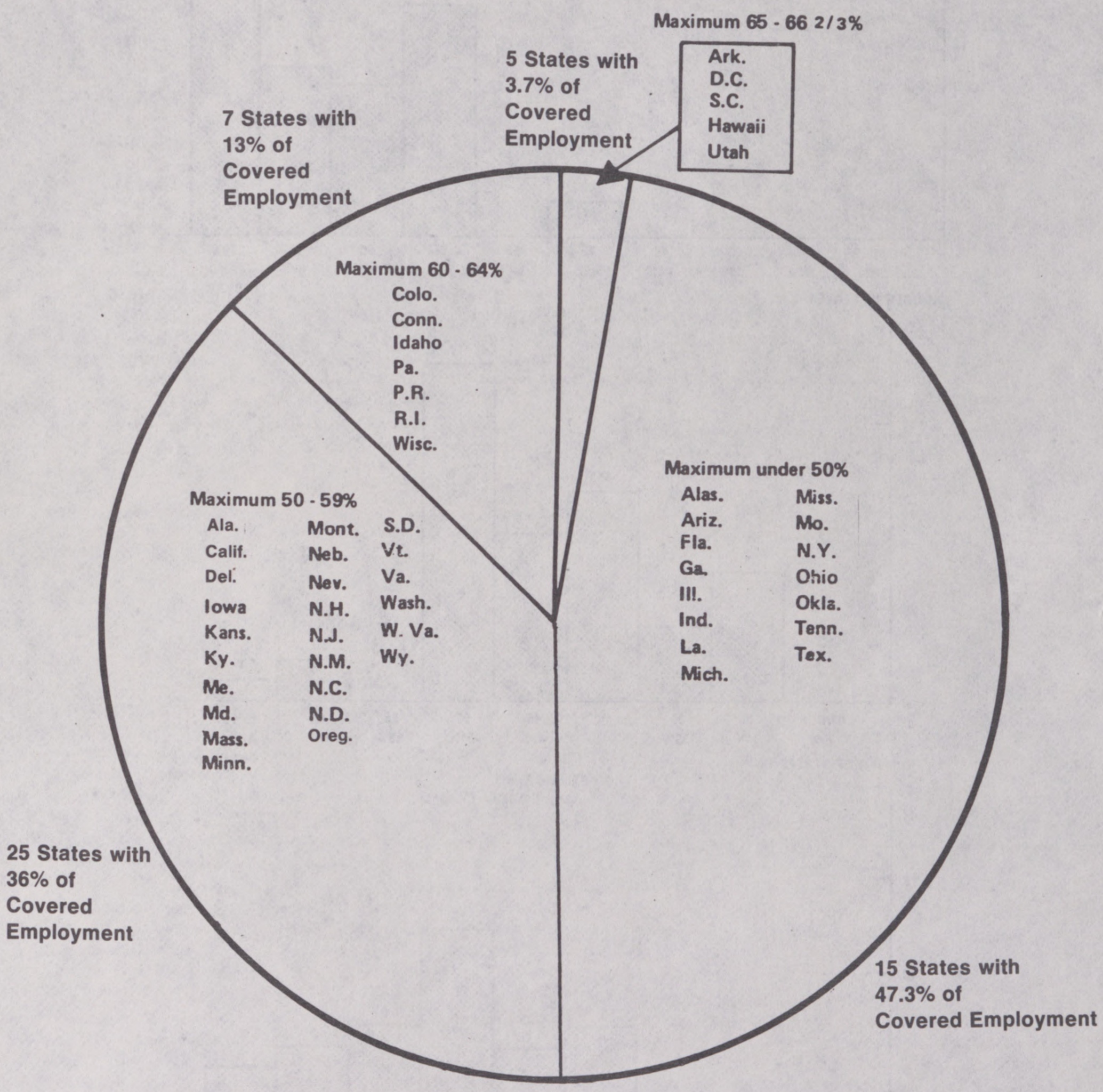
[3] Trigger indicators as of Mar. 2, 1974.

Source: U.S. Department of Labor, Manpower Administration.

VI. DATA RELATING TO THE PROPOSED "JOB SECURITY ASSISTANCE ACT"

Maximum Weekly Benefit Amounts as Percents of States' Average Weekly Wages

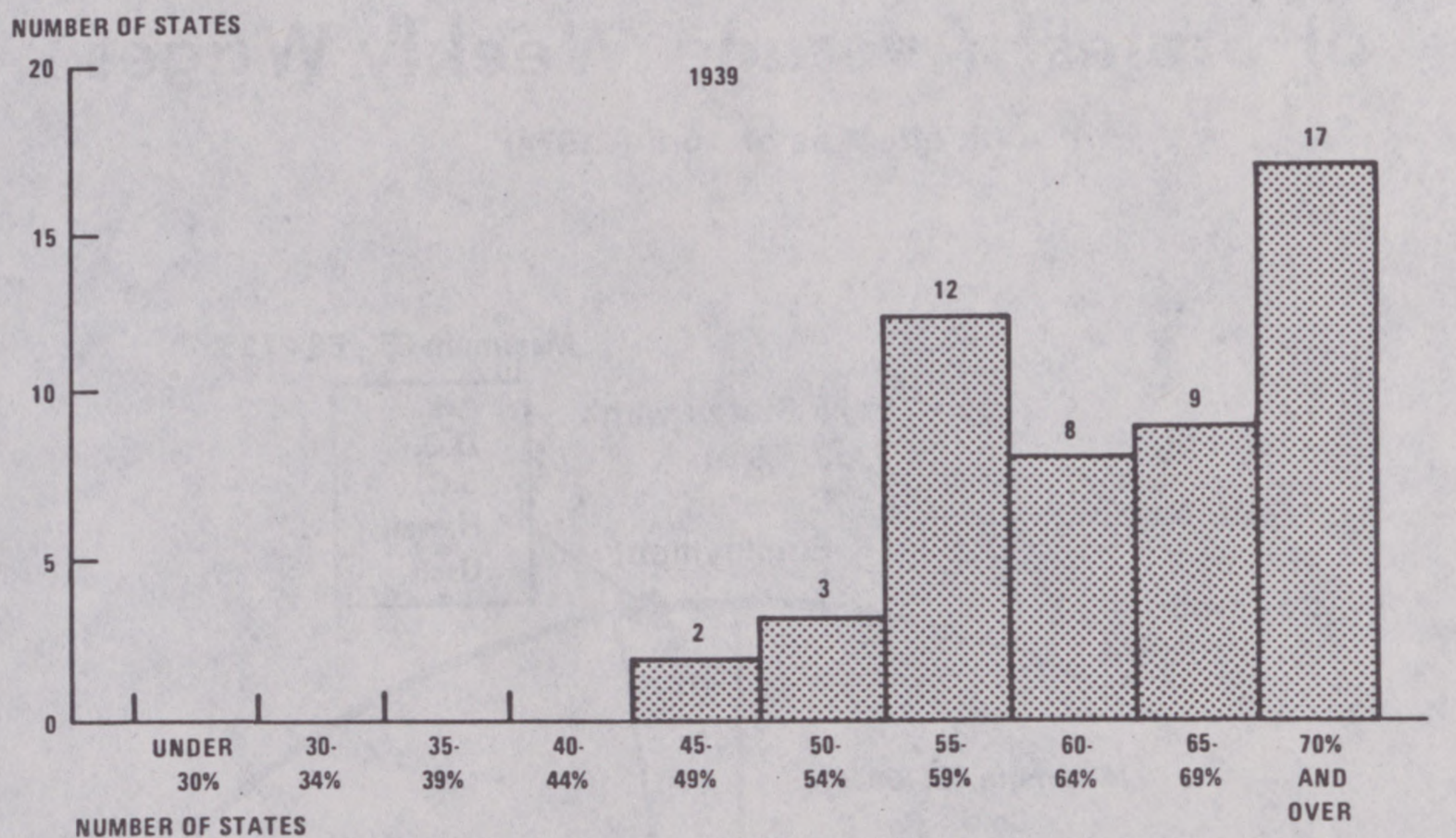
(In effect as of April 1, 1974)

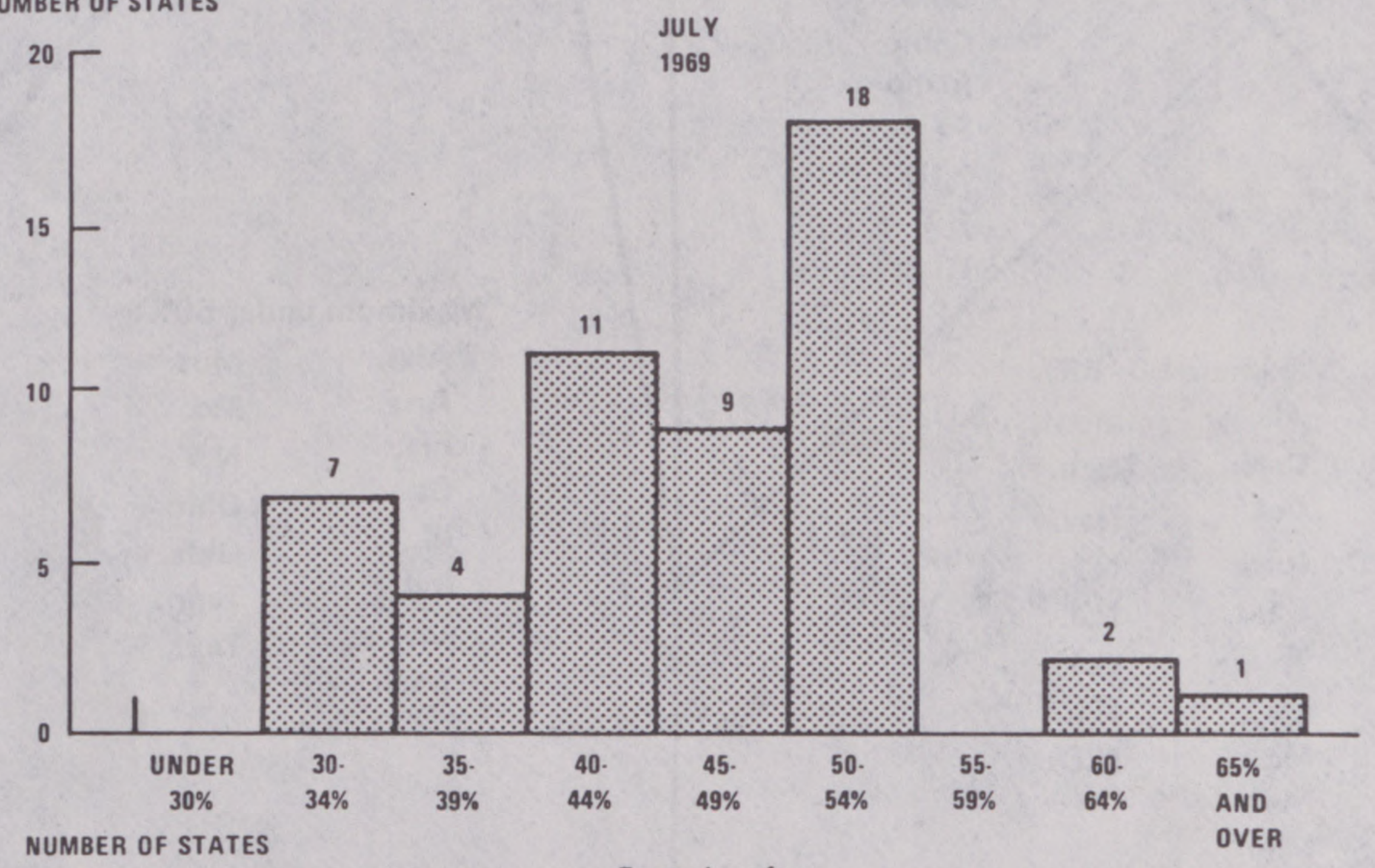


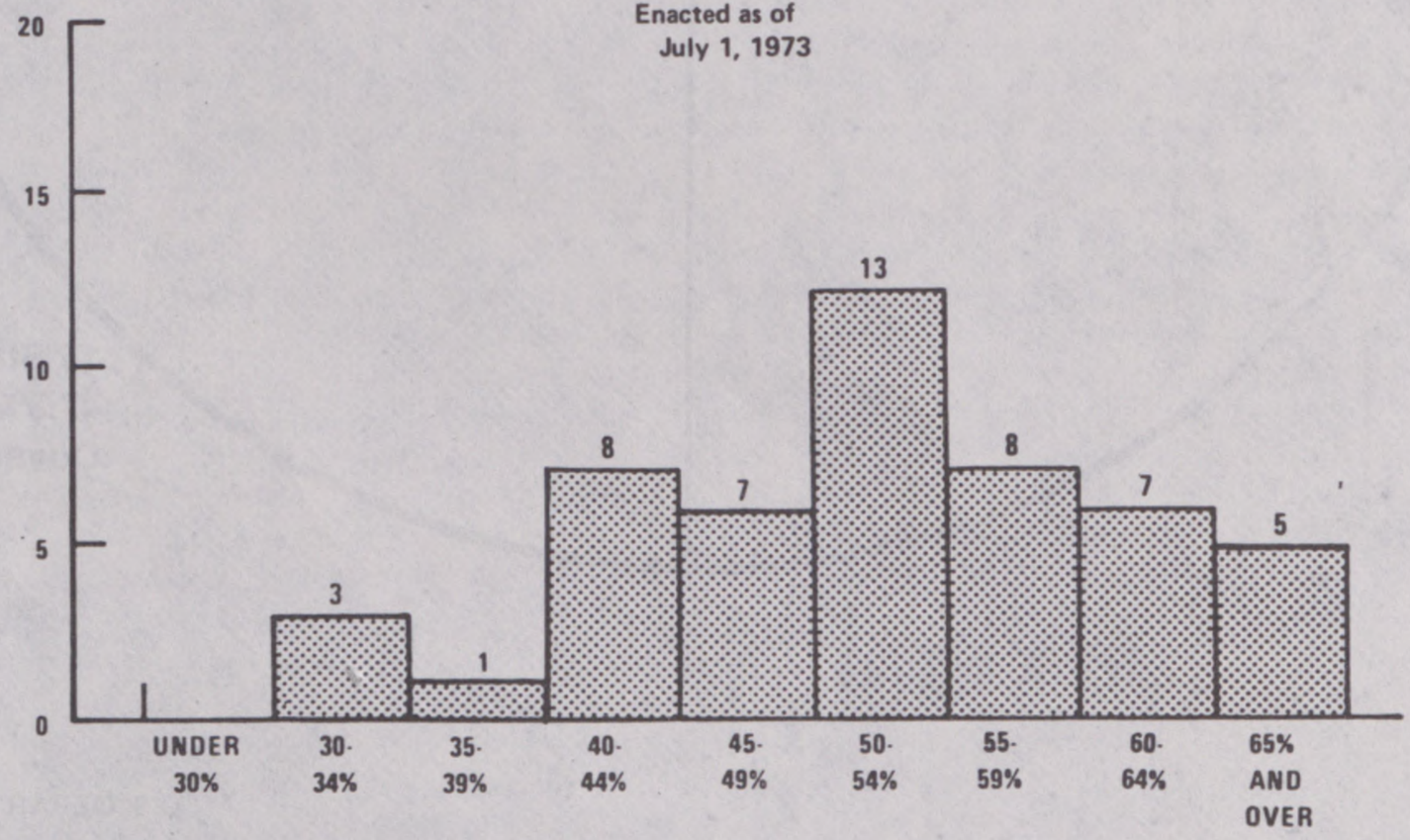
U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

Apr. 1, 1974

Maximum Weekly Benefit Amounts as a Percentage of Average Weekly Wages, 1939, 1969, 1973



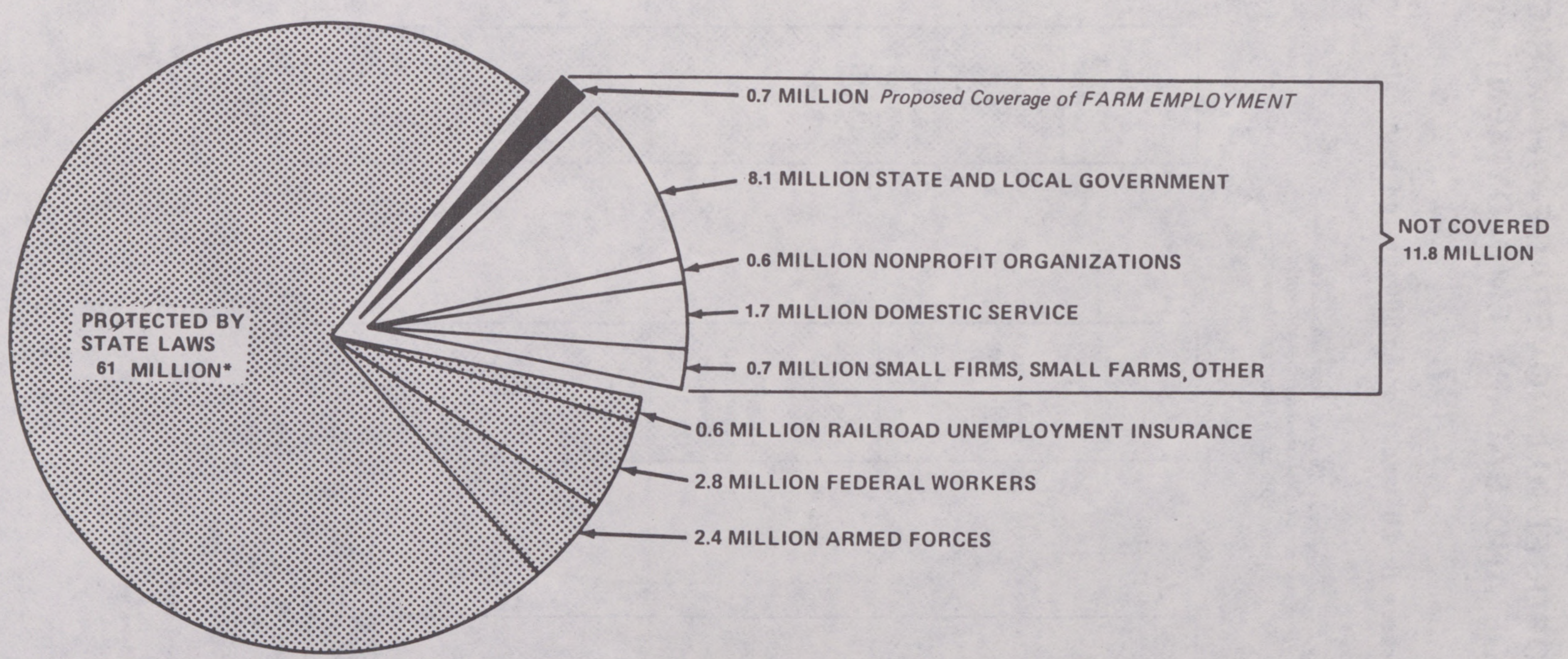




U. S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION
July 1, 1973

PRESENT AND PROPOSED UNEMPLOYMENT INSURANCE COVERAGE OF WAGE AND SALARY EMPLOYMENT

Preliminary estimates for 1972



*INCLUDES 6.4 MILLION ADDED AS A RESULT OF 1970 EMPLOYMENT SECURITY AMENDMENTS (P.L. 91-373)

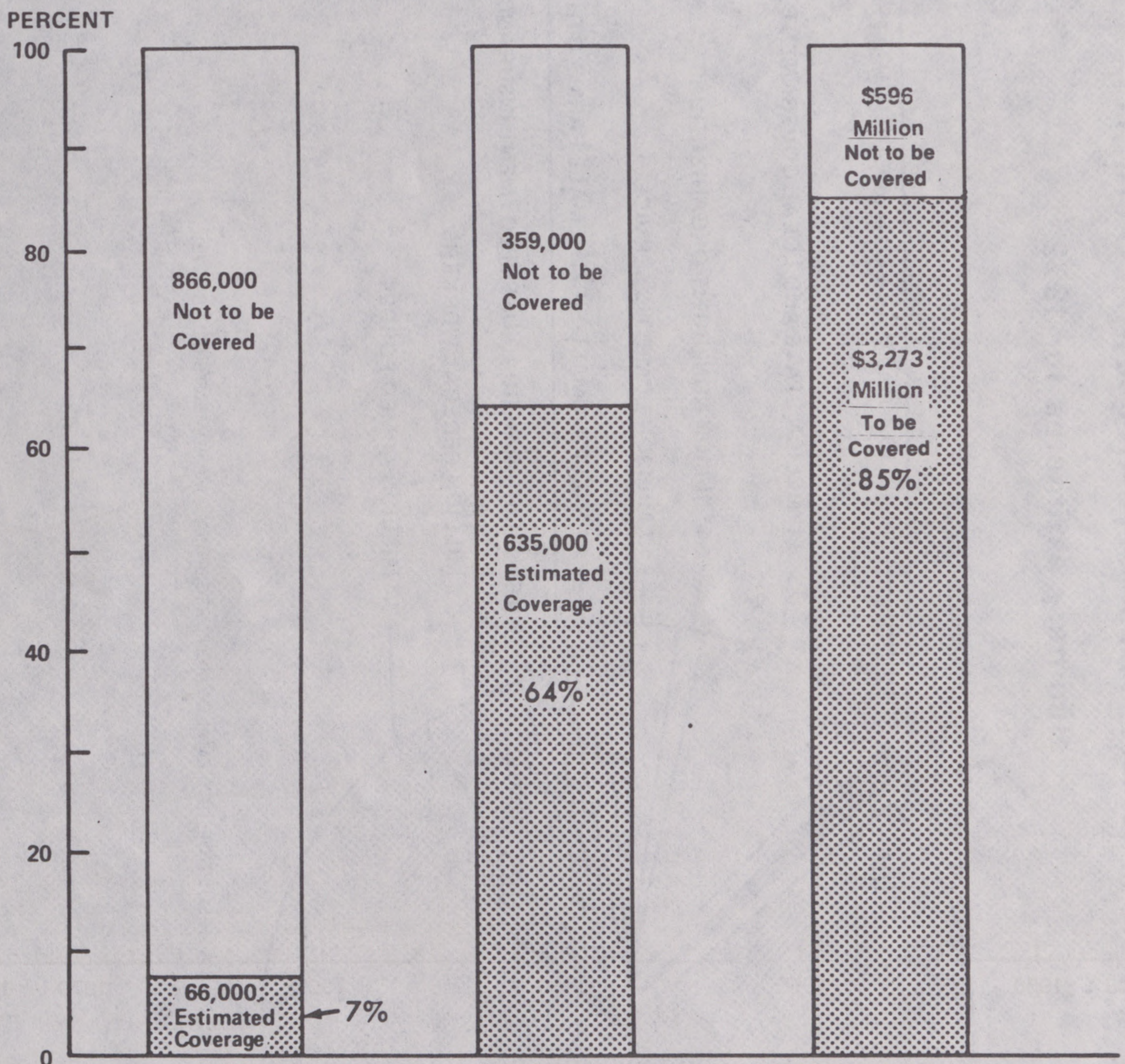
U.S. DEPARTMENT OF LABOR
Manpower Administration
April 1, 1974

EFFECT OF PROPOSED U.I. COVERAGE OF AGRICULTURAL WAGE AND SALARY EMPLOYMENT

1975

Four or more workers in 20 weeks or $5,000 payroll in a calendar quarter

--About 7% of all farm employers,
about 64% of all farm employment,
and 85% of all farm taxable wages



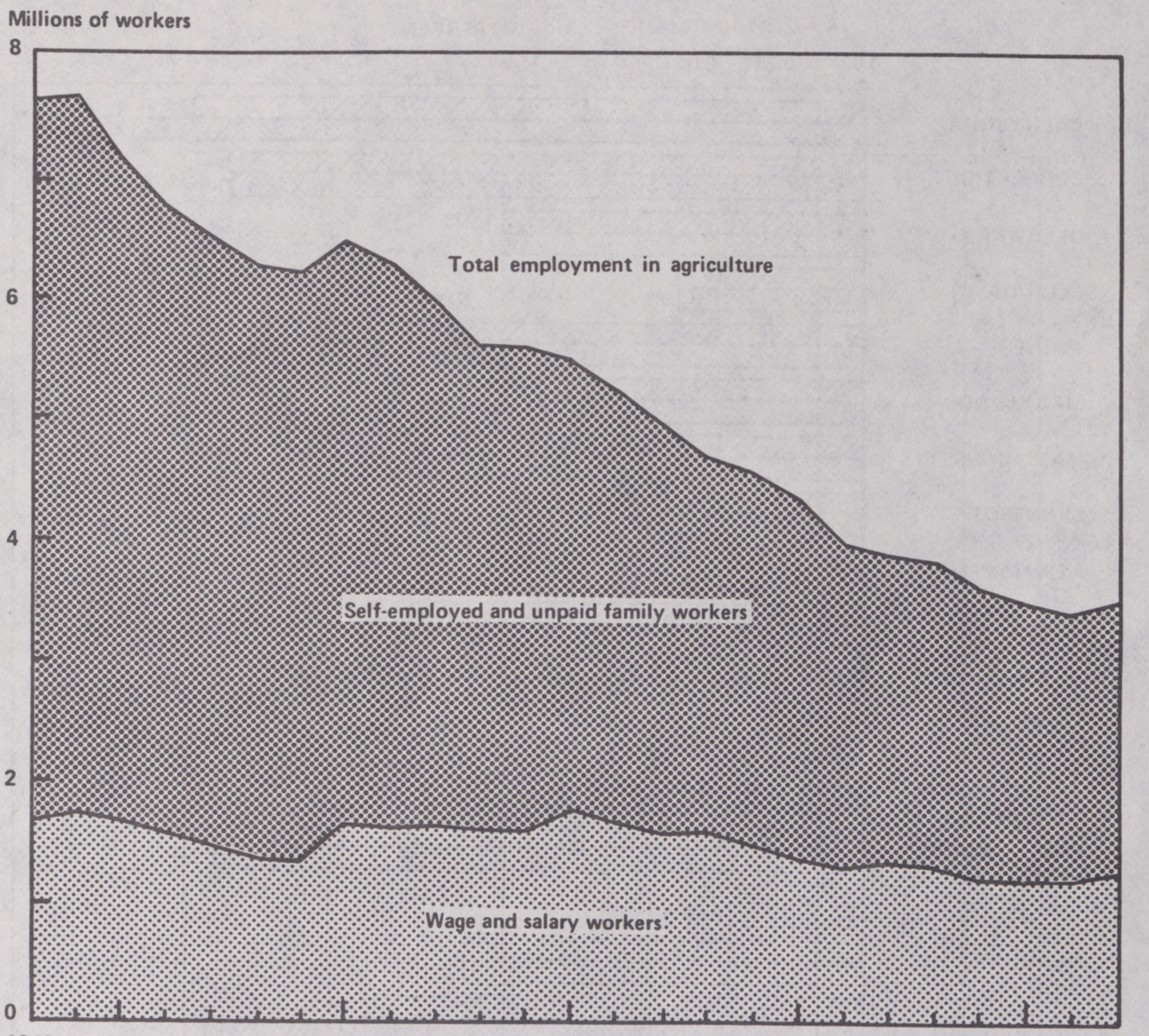
Source: Special studies by the U.S. Department of Labor, Manpower Administration, in collaboration with 18 states, including 12 land-grant universities

U.S. DEPARTMENT OF LABOR
Manpower Administration
July 1, 1973

EMPLOYMENT IN AGRICULTURE, 1948-72

(Annual averages)

The increasing dependence of the farm economy on hired farm labor emphasizes the need to afford such workers the same protection against unemployment available to workers in nonfarm industries.

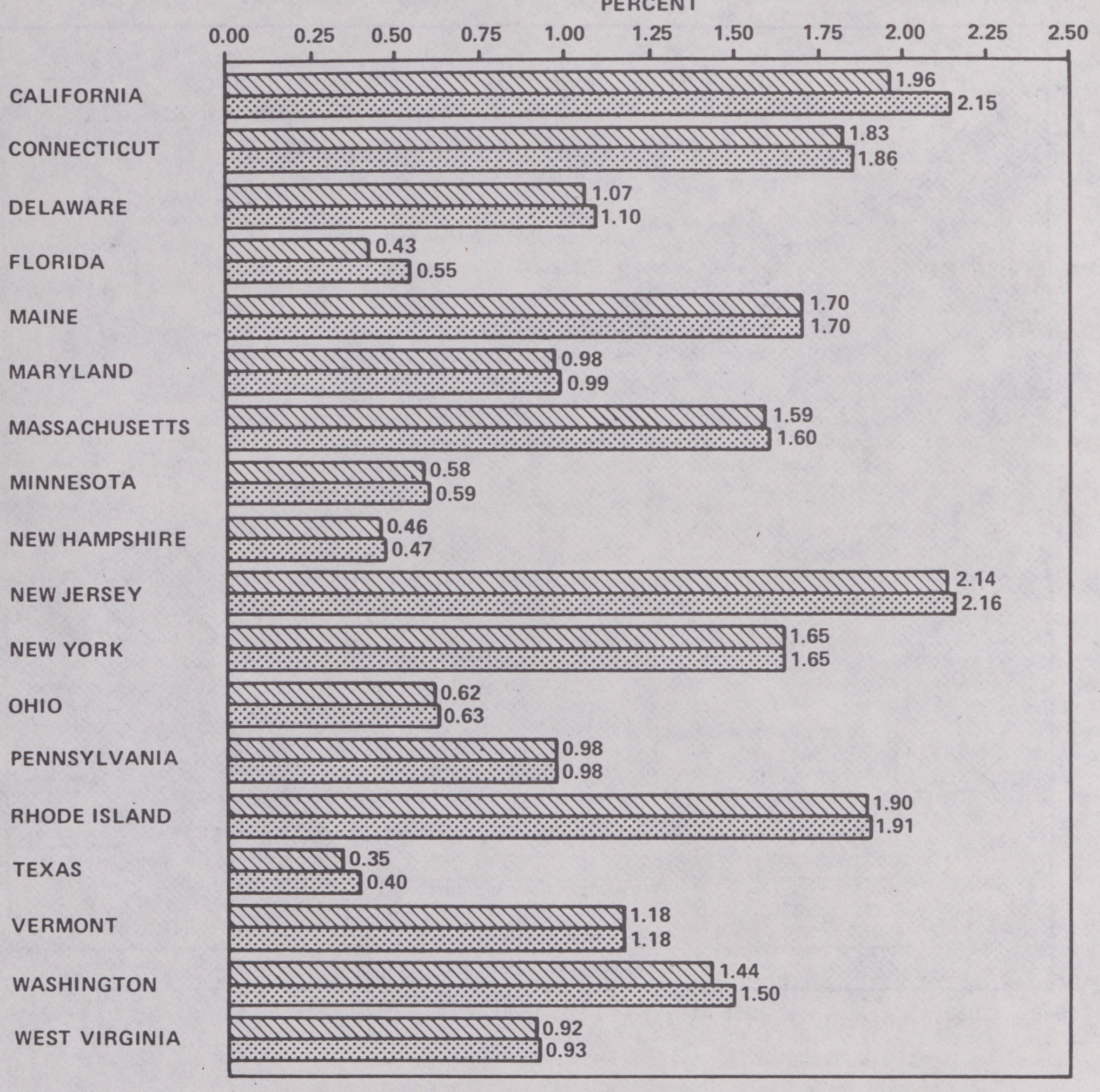


Source: U.S. Department of Labor,
Bureau of Labor Statistics

U.S. DEPARTMENT OF LABOR
Manpower Administration
July 1, 1973

IMPACT ON THE BENEFIT COST RATE IN SELECTED STATES RESULTING FROM EXTENSION OF U.I. COVERAGE TO FARM EMPLOYMENT

Benefits paid as a percent of taxable wages, 1969[1/], with and without coverage of farm employment[2/]
(18 Study States)



1969 BENEFIT COST RATE EXCLUDING FARM ESTIMATED 1969 BENEFIT COST RATE INCLUDING FARM

1/ 1968 FOR WASHINGTON

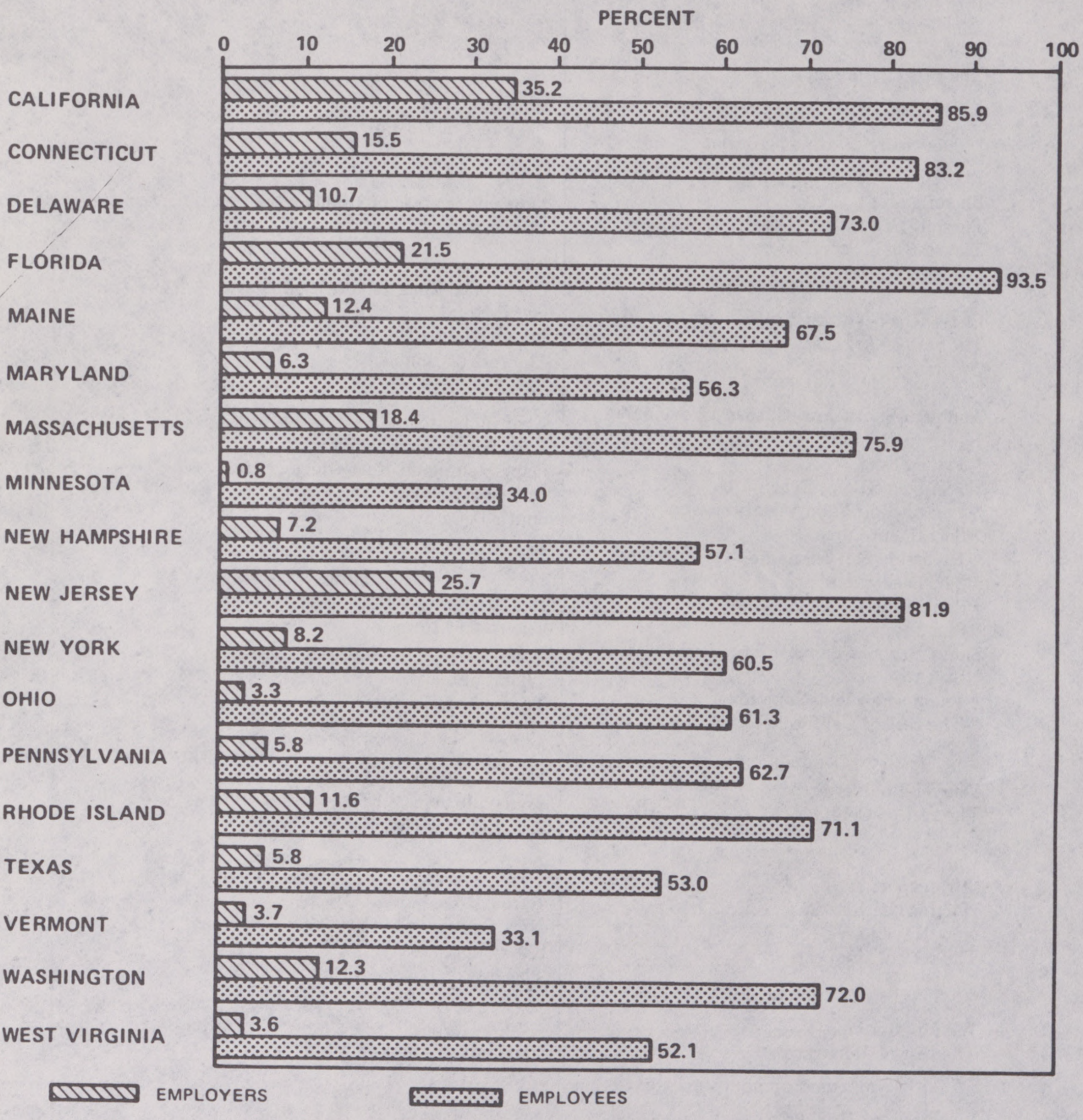
2/ COVERAGE PROVISION: FARM EMPLOYERS WITH 4 OR MORE WORKERS IN 20 WEEKS OR WAGES OF $5,000 IN A QUARTER

Sources: (1) Handbook of UI Financial Data
(2) Special studies by the U.S. Department of Labor, Manpower Administration, in collaboration with 18 states, including 12 land-grant universities

U.S. DEPARTMENT OF LABOR
Manpower Administration

July 1, 1973

Percent of farm employers and workers included by covering employers with 4 or more workers in 20 weeks or wages of $5,000 in a quarter. 1969[1/]



[1/] 1968 FOR WASHINGTON

Source: (1) 1969 Census of Agriculture
(2) Special studies by the U.S. Department of Labor, Manpower Administration, in collaboration with 18 states, including 12 land-grant universities

U.S. DEPARTMENT OF LABOR
Manpower Administration
July 1, 1973

DESIGNATED AREAS UNDER THE ADMINISTRATION'S SPECIAL UNEMPLOYMENT COMPENSATION PROGRAM

ALABAMA

Birmingham area
Huntsville area
Mobile area
The rest of Alabama

ALASKA

* The entire State of Alaska

ARIZONA

Phoenix area
Tucson
The rest of Arizona

ARKANSAS

Little Rock-No. Little Rock area
The rest of Arkansas

CALIFORNIA

Anaheim-Santa Ana-Garden Grove area
Bakersfield area
* Fresno area
Los Angeles-Long Beach area
*Oxnard-Simi Valley-Ventura area
* Sacramento area
* Riverside-San Bernadino-Ontario area
* San Diego area
* San Francisco-Oakland area
* San Jose area
Santa Barbara-Santa Maria-Lomboc area
* Stockton area
* Vallejo-Fairfield-Napa area
* The rest of California

COLORADO

Denver-Boulder area
The rest of Colorado

CONNECTICUT

*Bridgeport area
Hartford area
New Haven area
The rest of Connecticut

DELAWARE

Wilmington area
The rest of Delaware

DISTRICT OF COLUMBIA

Washington, D.C. area

FLORIDA

Fort Lauderdale-Hollywood area
Jacksonville area
Miami area
Orlando area
Tampa-St. Petersburg area
West Palm Beach-Boca Raton area
The rest of Florida

See footnote at p. 84.

GEORGIA

Alanta area
Augusta area
The rest of Georgia

HAWAII

Honolulu area
*The rest of Hawaii

IDAHO

*The entire state of Idaho

ILLINOIS

Chicago area
Davenport-Rock Island-Moline area
Peoria area
Rockford area
The rest of Illinois

INDIANA

Evansville area
Fort Wayne area
Gary-Hammond-East Chicago area
Indianapolis area
South Bend area
The rest of Indiana

IOWA

Des Moines area
The rest of Iowa

KANSAS

Wichita area
The rest of Kansas

KENTUCKY

Lexington area
Louisville area
The rest of Kentucky

LOUISIANA

Baton Rouge area
New Orleans area
Shreveport area
The rest of Lousiana

MAINE

*The entire State of Maine

MARYLAND

Baltimore area
The rest of Maryland

MASSACHUSETTS

* Boston area
* Lawrence Haverhill area
* Springfield-Chicopee-Holyoke area
Worcester area
* The rest of Massachusetts

DESIGNATED AREAS UNDER THE ADMINISTRATION'S SPECIAL UNEMPLOYMENT COMPENSATION PROGRAM—continued

MICHIGAN

Detroit area
* Flint area
Grand Rapids area
Kalamazoo-Portage area
Lansing-East Lansing area
* The rest of Michigan

MINNESOTA

* Duluth-Superior area
Minneapolis-St. Paul area
* The rest of Minnesota

MISSISSIPPI

Jackson area
The rest of Mississippi

MISSOURI

Kansas City area
St. Louis area
The rest of Missouri

MONTANA

* The entire State of Montana

NEBRASKA

Omaha area
The rest of Nebraska

NEVADA

* Las Vegas area
* The rest of Nevada

NEW HAMPSHIRE

The entire State of New Hampshire

NEW JERSEY

*Hackensack area
*Jersey City area
*Long Branch-Asbury Park area
*Newark area
*New Brunswick-Perth Amboy-Sayresville area
*Patterson-Clifton-Passaic area
Trenton area
*The rest of New Jersey

NEW MEXICO

Albuquerque
The rest of New Mexico

NEW YORK

Albany-Schenectady-Troy area
Binghamton area
Buffalo area
*Nassau-Suffolk area
New York City area
Rochester area
Syracuse area
*Utica-Rome area
Hackensack area
*The rest of New York

See footnote at p. 84.

NORTH CAROLINA

Charlotte-Gastonia area
Greensboro-Winston-Salem-High Point area
Raleigh-Durham area
The rest of North Carolina

NORTH DAKOTA

The entire State of North Dakota

OHIO

Akron area
Canton area
Cincinnati area
Cleveland area
Columbus area
Dayton area
Lorain-Elyria area
Toledo area
Youngstown-Warren area
The rest of Ohio

OKLAHOMA

Oklahoma City area
Tulsa area
The rest of Oklahoma

OREGON

Portland area
*The rest of Oregon

PENNSYLVANIA

Allentown-Bethlehem-Easton area
Erie area
Harrisburg area
*Johnstown area
Lancaster area
Philadelphia area
Pittsburg area
Reading area
*Scranton-Wilkes-Barre-Hazleton area
York area
*The rest of Pennsylvania

PUERTO RICO

San Juan area
*The rest of Puerto Rico

RHODE ISLAND

*Providence-Warwick-Pawtucket area
*The rest of Rhode Island

SOUTH CAROLINA

Columbia area
Charleston area
Greenville-Spartansburg area
The rest of South Carolina

SOUTH DAKOTA

The entire State of South Dakota

DESIGNATED AREAS UNDER THE ADMINISTRATION'S SPECIAL UNEMPLOYMENT COMPENSATION PROGRAM—continued

TENNESSEE

Chattanooga area
Knoxville area
Memphis area
Nashville-Davidson area
The rest of Tennessee

TEXAS

Austin area
Beaumont-Port Arthur-Orange area
Corpus Christi area
Dallas-Fort Worth area
El Paso area
Houston area
San Antonio area
The rest of Texas

UTAH

Salt Lake City-Ogden area
*The rest of Utah

VERMONT

*The entire State of Vermont

VIRGINIA

Newport News-Hampton area
Norfolk-Portsmouth-Virginia Beach area
Richmond area
The rest of Virginia

WASHINGTON

*Seattle area
*Spokane area
*Tacoma area
*The rest of Washington

WEST VIRGINIA

Charleston area
Huntington-Ashland area
The rest of West Virginia

WISCONSIN

Appleton-Oshkosh area
Madison area
Milwaukee area
The rest of Wisconsin

WYOMING

The entire State of Wyoming

*States and areas potentially qualified for special benefits under tite II of the administration's proposal on the basis of average insured unemployment rates of 4.5 percent or more for the 13-week period ending Feb. 2, 1974. None of the other areas would qualify under the 4-percent and 120-percent eligibility provision.

○

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