## UWC National UI Issues Conference

### FUTA & SUTA Status & Projections June 28, 2018

Stephen Carter

Steve.carter@Equifax.com

314-684-2280

Ron Wilus Wilus.ronald@dol.gov 202-693-2931

### **Overview**

- Key Factors and Tools
- Solvency Status
- Cycles, Benefits, and Taxes
- Looking Ahead
- Relevant Information Sources

### Solvency Target

### **AVERAGE HIGH COST MULTIPLE**

AHCM =

Average of 3 highest yrs over the last 20 yrs, or last 3 recessions, whichever is longer TF Balance (as of 12/31)

Total Wages (calendar year)

Benefits Paid for a calendar year

Total Wages for the same calendar year

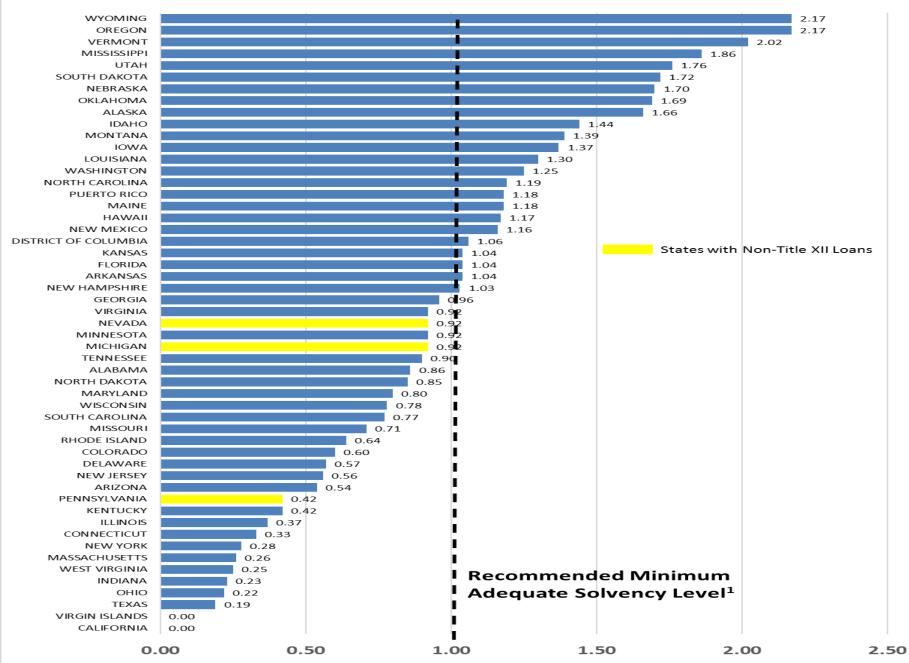
The AHCM represents the number of years a State can pay out benefits if it paid at the rate it paid for the average of the three highest years over the previous 20 (or over the last 3 recessions, whichever is longer) without receiving any additional revenue.

#### **AVERAGE HIGH COST MULTIPLE VS. BORROWING**

Average	•	1974-76	<b>;</b>	,	1980-84	,		1990-92			2001-06	;		2008-10	
High Cost	# of	# of	Pct.												
<u>Multiple</u>	<u>States</u>	<u>Loans</u>	<u>Loans</u>												
>=2.00	12	0	0%	3	0	0%	3	0	0%	5	0	0%	0	0	0%
1.75-1.99	7	2	29%	0	0	0%	4	0	0%	2	0	0%	2	1	50%
1.50-1.74	5	2	40%	5	1	20%	7	0	0%	5	0	0%	4	0	0%
1.25-1.49	6	2	33%	8	2	25%	9	0	0%	8	0	0%	3	0	0%
1.00-1.24	5	3	60%	10	6	60%	10	0	0%	10	1	10%	10	5	50%
0.75-0.99	6	6	100%	5	3	60%	8	1	13%	12	2	17%	8	5	63%
0.50-0.74	6	6	100%	6	6	100%	7	2	29%	7	2	29%	5	5	100%
<0.50	4	4	100%	16	15	94%	5	3	60%	4	3	75%	21	20	95%
1.1+	36	9	26%	24	9	36%	32	0	0%	30	1	3%	19	6	32%
<1.0	16	16	100%	27	24	89%	20	6	30%	23	7	30%	34	30	88%
TOTAL	51	25	49%	53	33	62%	53	6	11%	53	8	15%	53	36	70%

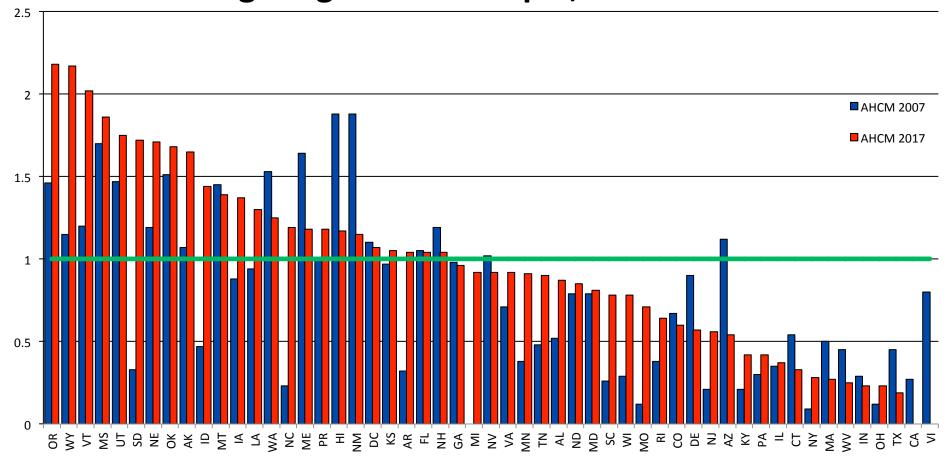
Note: Pre-recession average high cost multiples are calculated for December 1973, December 1979, December 1989, December 2000, and December 2007

#### State Trust Fund Solvency Average High Cost Multiple as of 1/1/2018



1. Advisory Council on Unemployment Insurance (1996) recommendation 95-2.

### Average High Cost Multiple, 2007 & 2017\*



\* 2017 AHCM is

### Does Anyone Know What's Coming?

Signals To Look For

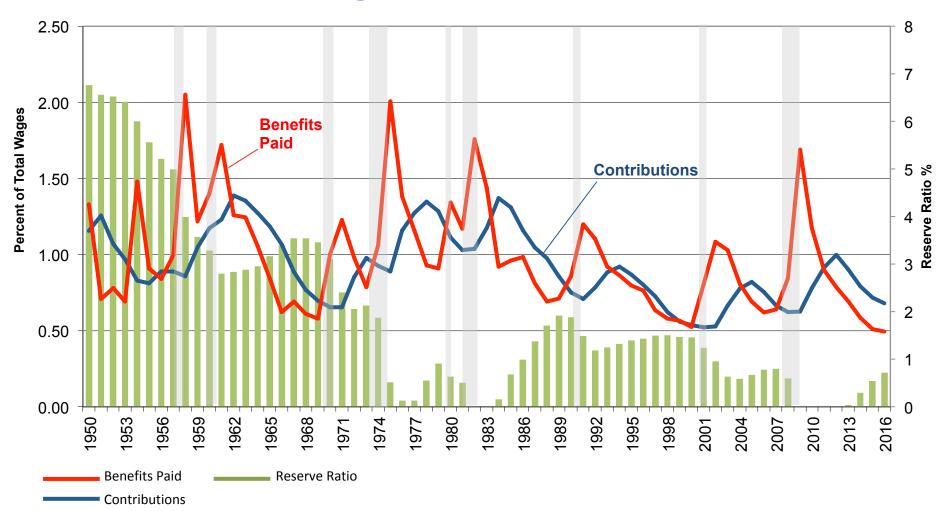
Tax Rate Responses to Economic Contractions

### Trust Fund Reserve Ratio

Reserve Ratio = Net State Deposits
CY Total Wages

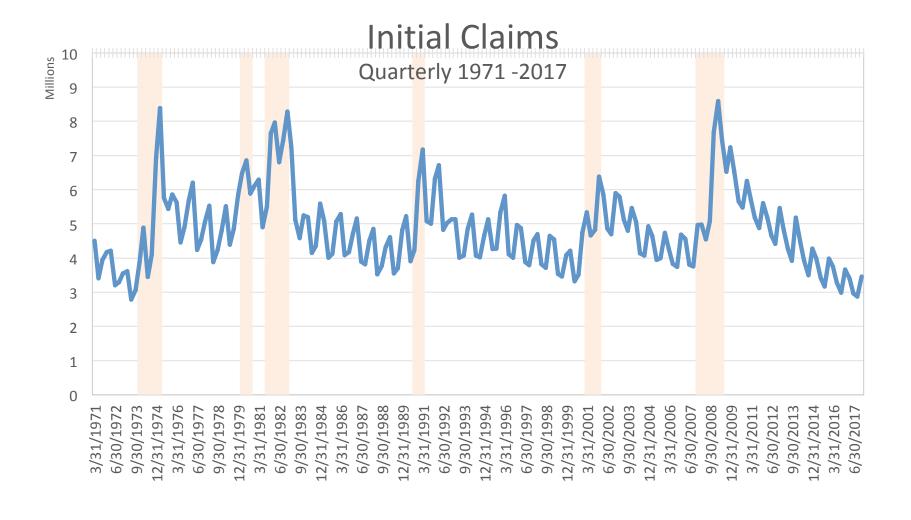
As of December 31st

### Contributions & Benefits Paid as % of Total Wages, and Reserve Ratio

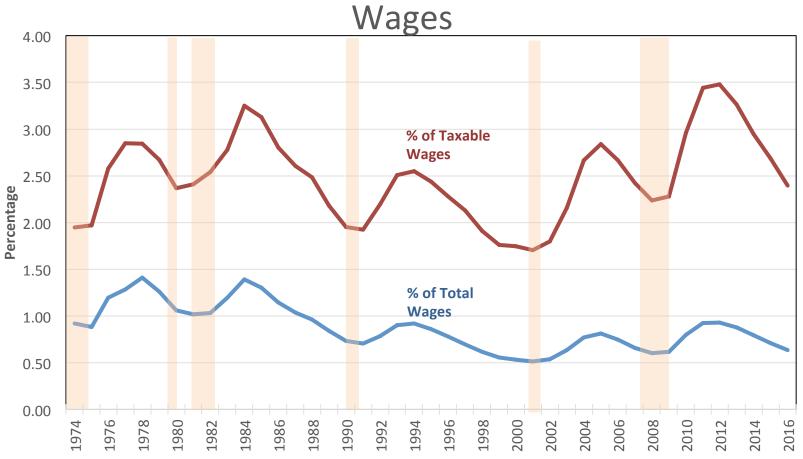


### Factors Impacting Tax Rates

- Solvency status at the beginning of recession.
- Point at which downturn strikes how long before or after computation date is cash drain significant enough for a rate increase?
- Depth of recession.
- Sensitivity of tax schedule triggers.
- Extended Benefits.
- Sensitivity of industrial mix to factors driving economy

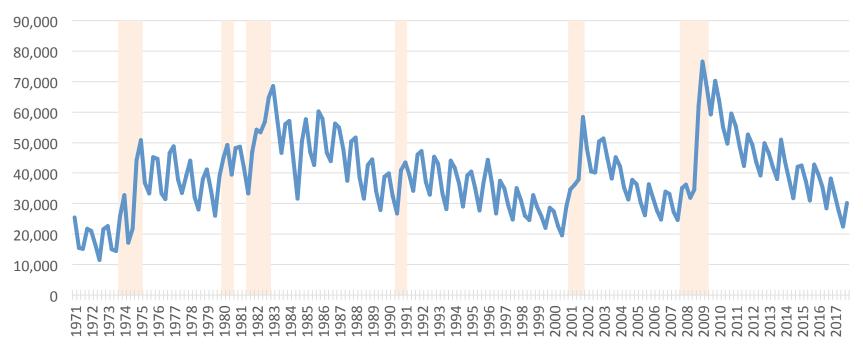


### Average Tax Rates Total Wages & Taxable



#### Colorado Initial Claims

Quarterly 1971 - 2017

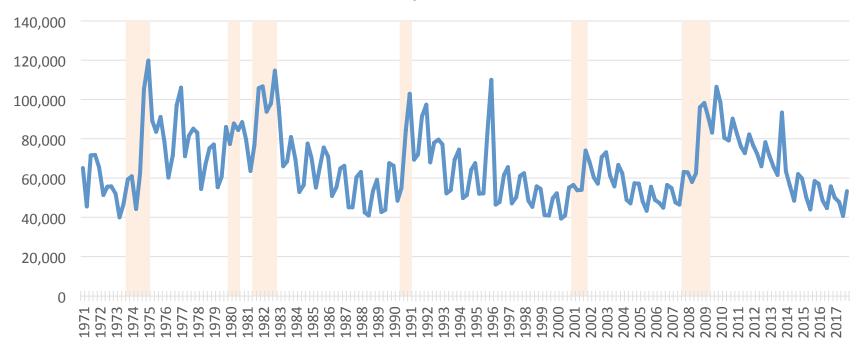


### Colorado Average Tax Rates on Total Wages & Taxable Wages

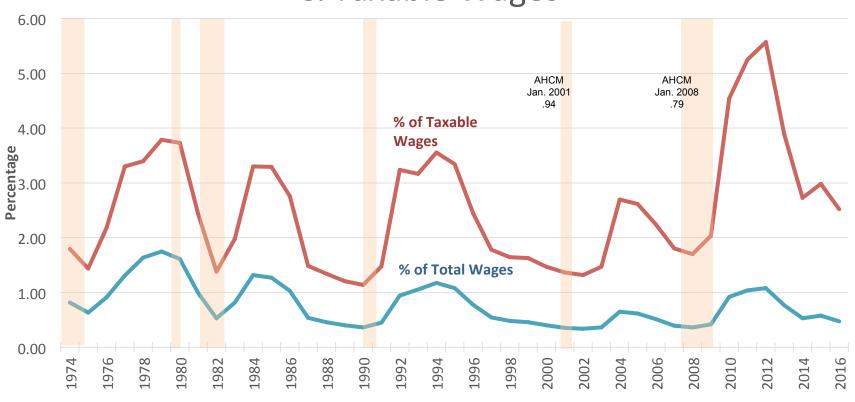


#### Maryland Initial Claims

Quarterly 1971 - 2017

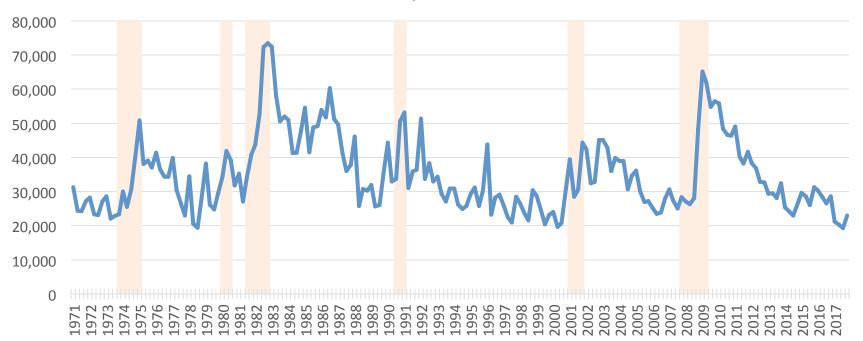


### Maryland Average Tax Rates on Total Wages & Taxable Wages

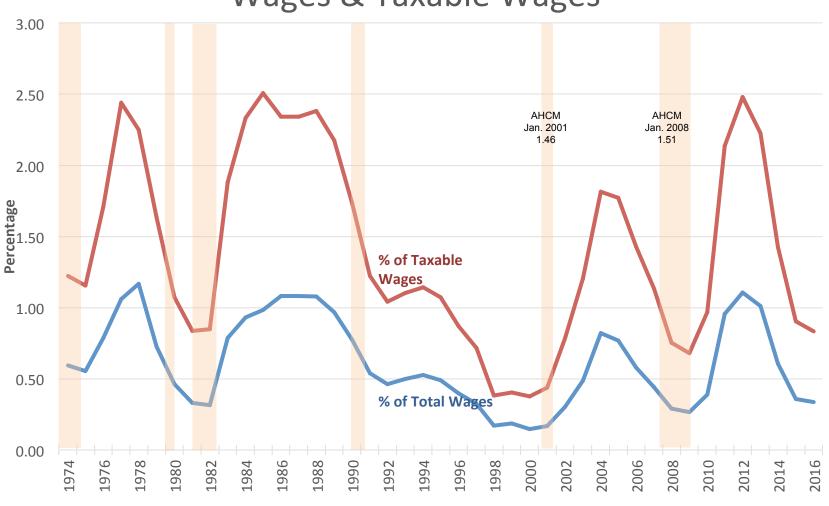


#### Oklahoma Initial Claims

Quarterly 1971 - 2017

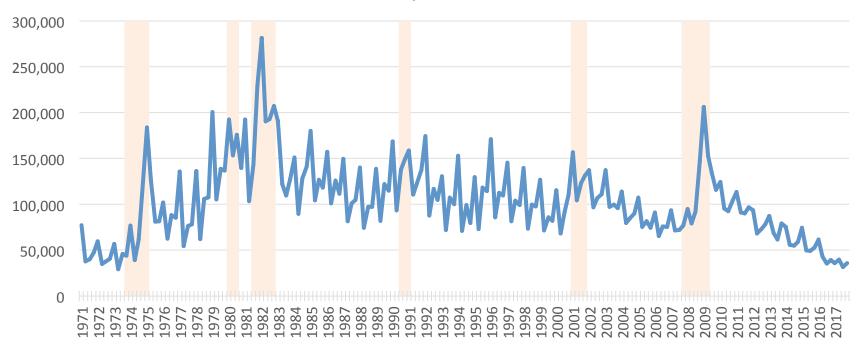


### Oklahoma Average Tax Rates on Total Wages & Taxable Wages

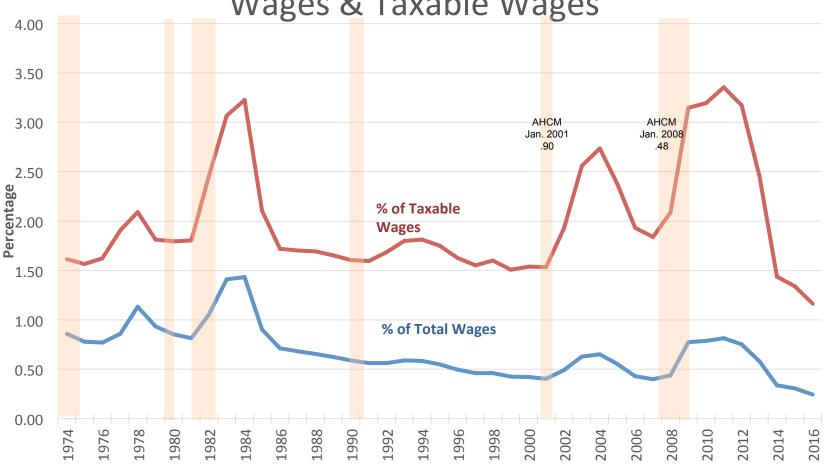


#### **Tennessee Initial Claims**

Quarterly 1971 - 2017

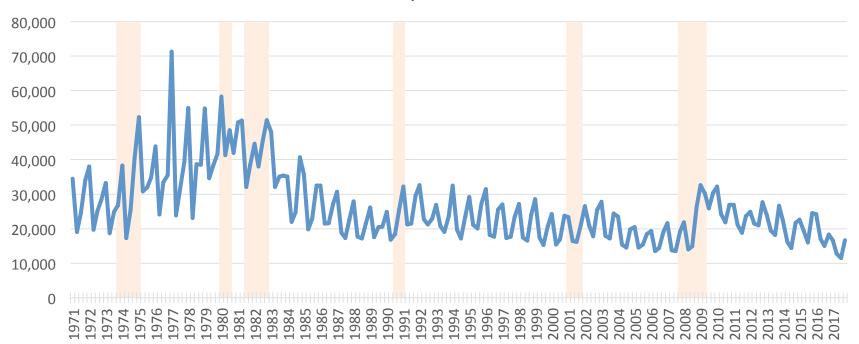


Tennessee Average Tax Rates on Total Wages & Taxable Wages

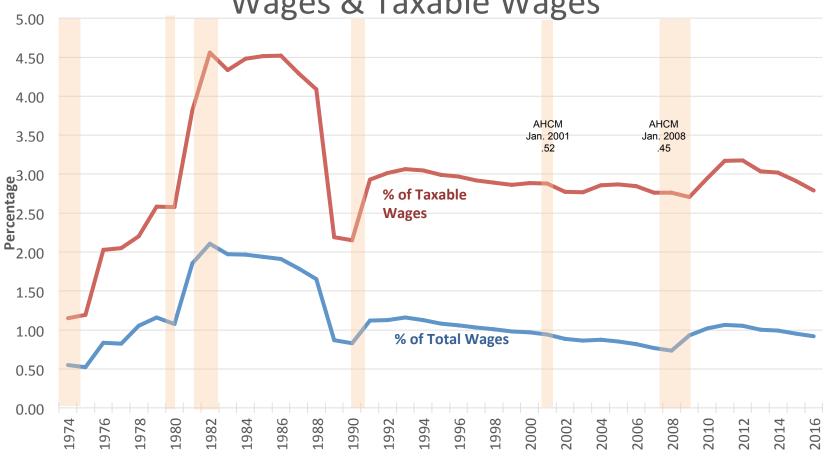


#### West Virginia Initial Claims

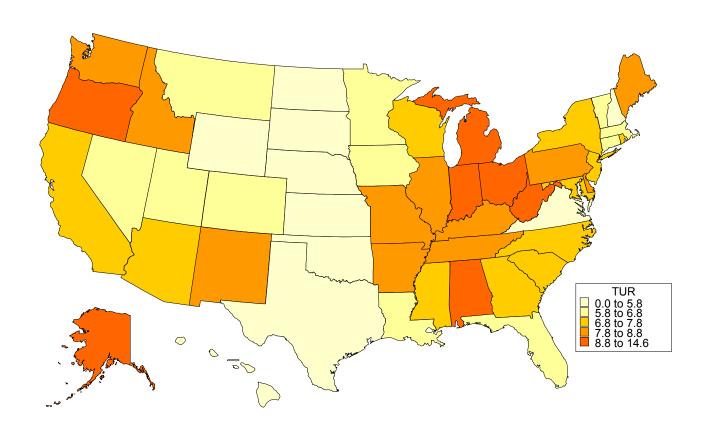
Quarterly 1971 - 2017



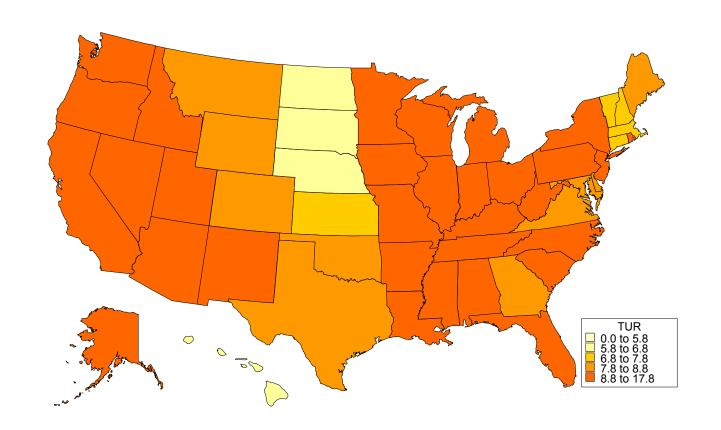
West Virginia Average Tax Rates on Total Wages & Taxable Wages



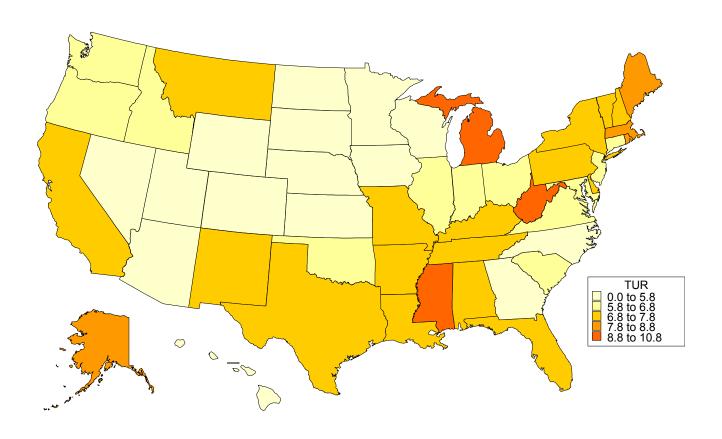
### Total Unemployment Rates July 1980



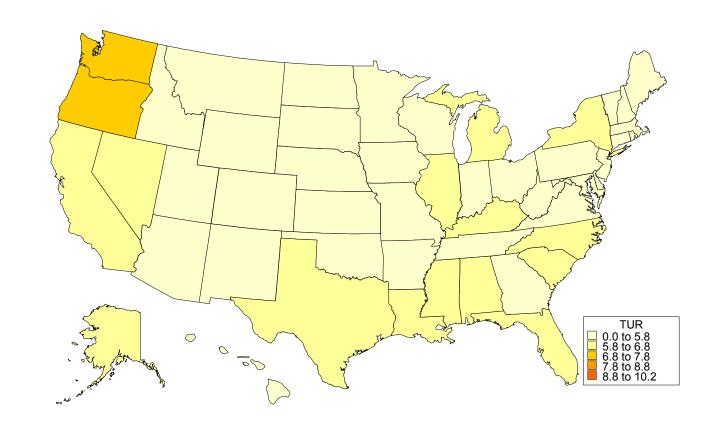
### Total Unemployment Rates November 1982



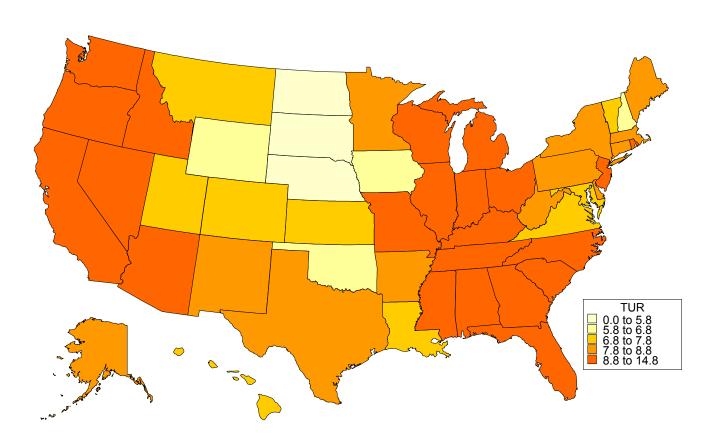
### Total Unemployment Rates March 1991



### **Total Unemployment Rates November 2001**



### Total Unemployment Rates June 2009



### Potential For Additional Taxes

Interest on Title XII advances

FUTA credit reductions

Tax for administration

### **FUTA Credit Reductions**

	Basic	Additional	FUTA
<u>Year</u>	Reduction	<u>Reduction</u>	R <u>ate</u>
1	0.0%	0.0%	0.6%
2	0.3	0.0	0.9
3	0.6	2.7 Add-on	1.2 or more
4	0.9	2.7 Add-on	1.5 or more
5	1.2	BCR Add-on	1.8 or more
	•		•
•			
19	5.4	BCR Add-on	6.0

2.7 Add-on = [2.7% \*7000] US AAW  $-STATR \downarrow$  tot ] \* [ST AAW] / 7000 ]

BCR Add-on = (higher of:BCR ltax and 2.7%) - ATR ltax

where AAW = estimated average annual wage (current year)

 $ATR \downarrow tot$  = average tax rate on total wages (prior year)

ATRItax = average tax rate on taxable wages (prior)

year)

BCRItax = 5-year average benefit cost (ending year) as a percent of taxable wages

29

### Potential 2018 Federal Unemployment Tax Act (FUTA) Credit Reductions

Updated: April 2018

These states had Title XII advance balances on January 1, 2018 and taxable employers in these states are potentially subject to a reduction in FUTA credit on their IRS Form 940 for 2018, if the outstanding advance is not repaid by November 10, 2018:

State <sup>(1)</sup>	2018 Potential Credit Reduction Due to Outstanding	2018 Potential "2.7 add-on" (3)	2018 Potential "BCR add-on"(4)	2018 Potential  Total Credit  Reduction <sup>(5)</sup>	Applied For FUTA Credit Reduction	
	Advance <sup>(2)</sup>				Relief (6)	
California	2.1%	0.0%	0.0%	2.1%	BCR Waiver	
Virgin Islands	2.4%	0.0%	1.1%	3.5%	BCR Waiver	

- (1) These states have passed at least two consecutive January 1's with an outstanding Federal advance and are therefore subject to a FUTA credit reduction.
- (2) For each consecutive January 1 a state passes with an outstanding advance, following the second one, employers in the state are subject to an additional 0.3% reduction in their FUTA credit.
- (3) Following their third consecutive January 1 with an outstanding advance states are subject to an additional FUTA credit reduction called the 2.7 add-on. A description of this add-on is in FUTA 3302(c)(2)(B).
- (4) These states are also potentially subject to the Benefit Cost Rate (BCR) additional credit reduction formula for having passed five consecutive January 1's with an outstanding Federal advance FUTA section 3302 (c) (2).
- (5) The potential FUTA credit reduction for 2017 is calculated by adding the credit reduction due to having an outstanding advance plus the reduction from the 2.7% add-on or the BCR add-on, which can be waived and replaced by the 2.7 add-on, FUTA section 3302(c)(2)(C).
- (6) A state may apply for relief from a reduction in its FUTA credit under section FUTA 3302. The deadline for application of relief for all types was July 1, 2018. Final determination of the FUTA credit reduction will not be made until following the Nov. 10, 2018 repayment deadline.

### Regulations Related to FUTA Credit Reduction Relief

➤ Avoidance of Credit Reduction (see 20 CFR 606.24)

> Cap on Credit Reduction (see 20 CFR 606.22)

> Fifth Year Waiver (see 20 CFR 606.25)

### Regulations Related to Interest Relief

- Interest Free Loans (see 20 CFR 606.32)
- ➤ May/September Delay (see 20 CFR 606.40)

- High Unemployment Deferral (see 20 CFR 606.41)
- ➤ High Unemployment Delay (see 20 CFR 606.42)

### Links

- Data Page/ Technical Assistance
  - https://oui.doleta.gov/unemploy/DataDashboard.asp

**UI** Outlook

**Data Summary** 

Trust Fund Solvency Report

Significant Measures of State UI Tax Systems

Financing Technical Guide

# UWC ANNUAL CONFERENCE FUTA & SUTA Projections

AUSTIN, TEXAS JUNE 28, 2018

### Summary of Presentation

- Basics of Projections
- Current Situation
- Projections During a Recession

Equifax has the experience and expertise to reduce unemployment costs through a variety of solutions

\$282,000,000

Voluntary contribution and joint account recommendations

\$380,000,000

Benefit charge errors recovered

120

Number of hearing representatives and consultants

\$14,300,000,000

Employer unemployment liability removed

5,000

Merger – Acquisition state transactions handled Average Per Year

6,000

Clients representing all industries and employer sizes

10

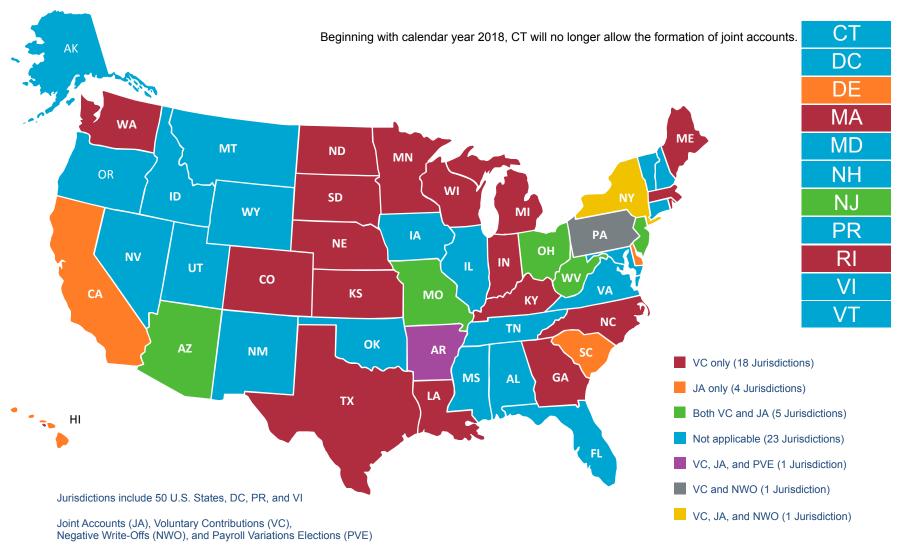
Average years of experience

250,312

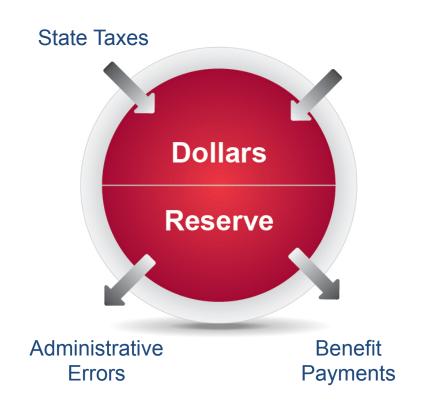
State unemployment accounts managed

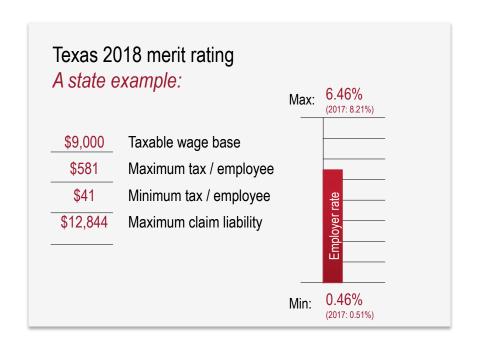
Source: Equifax Workforce Solutions

## Equifax utilizes tax savings opportunities within each taxing jurisdiction to reduce your UI tax burden

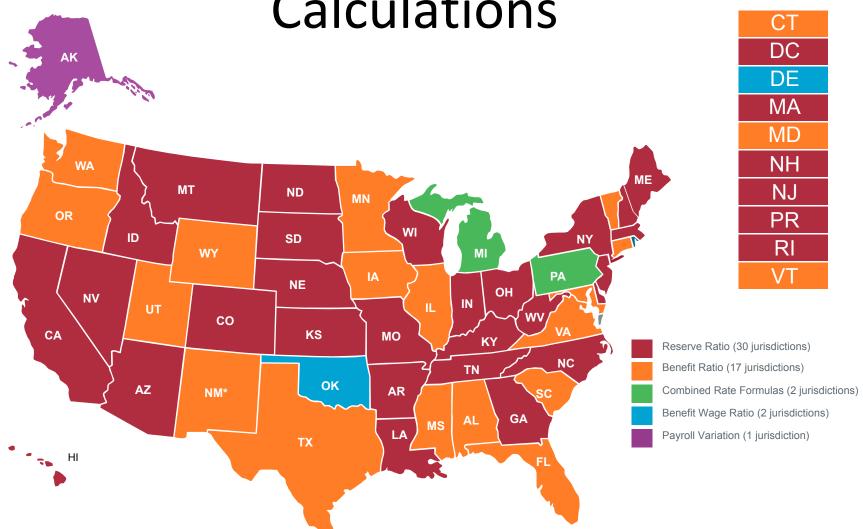


# Unemployment costs are impacted by several UI related activities





Unemployment Tax Rate Calculations

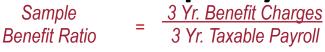


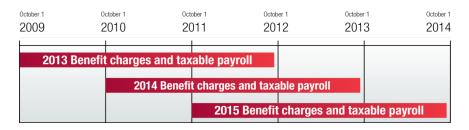
Jurisdictions include 50 U.S. States, DC and PR \*2015 – Switch to three year benefit ratio calculation

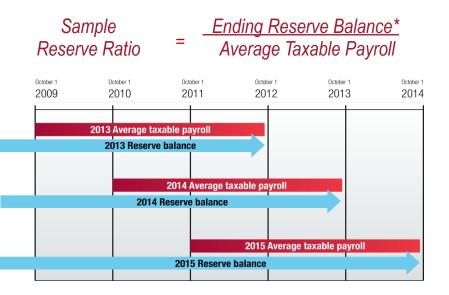
# Computation Factors Impact on SUI Rates

Factor	Reserve Ratio State	Benefit Ratio State
Charges Increase	Increase	Increase
Charges Decrease	Decrease	Decrease
Taxable Payroll Increase	Increase	Decrease
Taxable Payroll Decrease	Decrease	Increase
Reserve Balance Increase	Decrease	N/A
Reserve Balance Decrease	Increase	N/A

### Unemployment Tax Rate Forecast Variables Impacting UI Tax Rates







### **Employer Variables**

- Current and projected payrolls (gross and taxable)
- UI claim and benefit charges activity
- Contributions paid during rating period
- Current and contemplated M&A activity
- Reserve account balances

#### **State Variables**

- Updates to UI rating formulas and tables
- Imposition of interest assessments
- Anticipated changes to taxable wage bases
- Impacts of recent/pending legislation

#### **Economic Variables**

- Broad economic trends
- National and state unemployment trends
- Title XII loans and FUTA credit reductions
- Legislative responses to UI trust fund solvency

<sup>\*</sup> Cumulative total of all contributions/taxes paid in less all benefits paid out.

### Unemployment Tax Management

### Unemployment Tax Rate Projections

- Tax rate based on:
  - Benefit charges
  - Taxable Project payroll
  - State factors
- Modify tax projection based on passed unemployment tax legislation
- Economic Circumstances

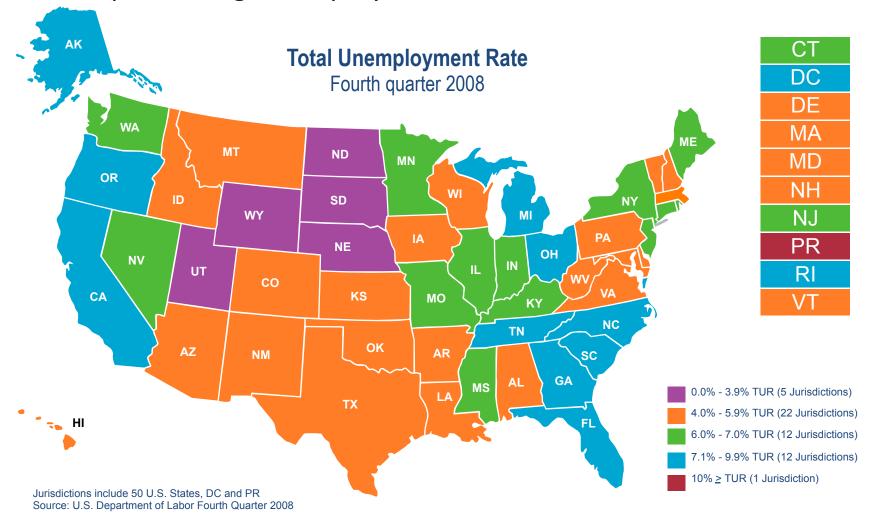
### Joint and Common Rating Analysis

- Analyze all possible tax rate combinations based on legal entity structure
- Review tax election, duration, termination process and projected tax savings

### Special Rating Strategies

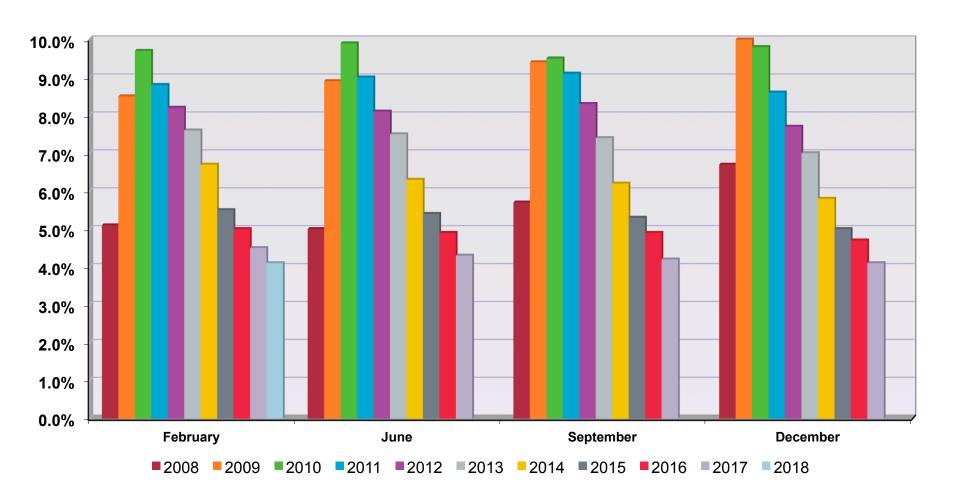
- Negative write-offs
- Payroll variation elections

Prior to the recent economic downturn, most states were experiencing unemployment rates between 4.0 and 7.0%



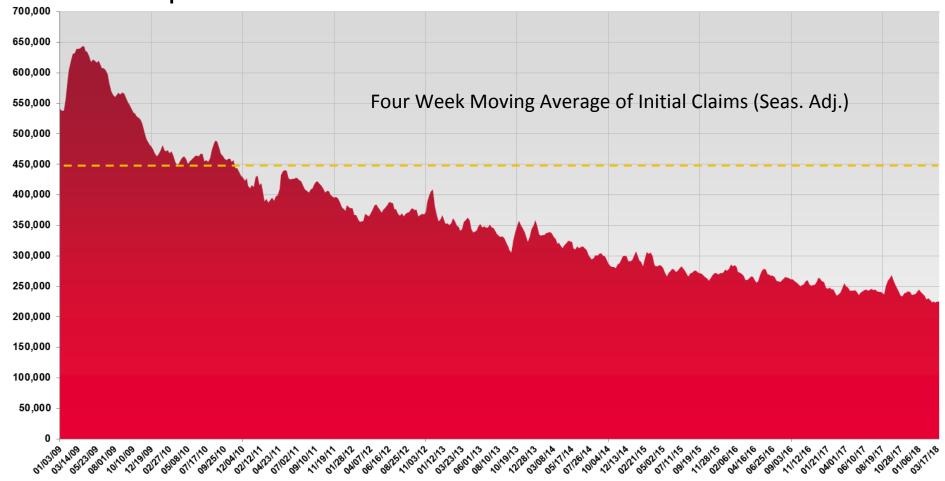
The Total Unemployment Rate (TUR) is the rate computed by dividing Total Unemployed by the Civilian Labor Force. Source: Bureau of Labor Statistics

The U.S. Unemployment (jobless) Rates is at a 17-year low



Source: U.S. Department of Labor

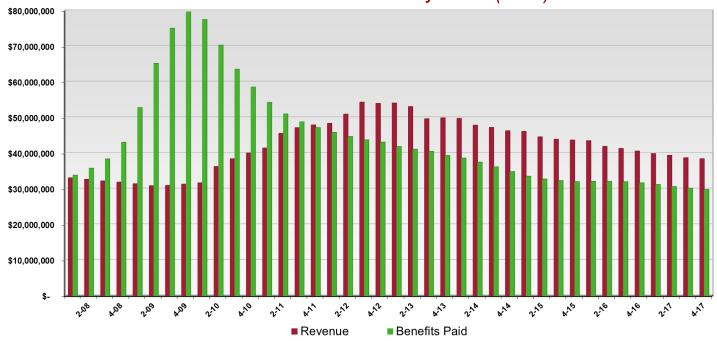
## Initial unemployment claims activity has steadily declined since its peak in 2009



The four week moving average needs to drop below 450,000 and start moving towards 400,000 (or less) for the U.S. to start experiencing employment recovery

# States are replenishing unemployment reserves after deficits during the recession

U.S. Tax Revenues vs. Benefit Payments (000s)



- Unemployment benefits spiked during recession
- Unemployment tax rates continue to be higher than prerecessionary rates

Source: Compiled from U.S. Department of Labor UI Data Summary, 12 month rolling period (in thousands)

# Employer Unemployment Costs are Stabilizing

\$5,191

Average cost of an unemployment claim 2Q 2013

10.67%

National annual benefit charge overpayment rate 2011

\$20,129,509,304

Title XII loans outstanding as of 8/29/2013

19

States facing FUTA tax increases in 2013 (As of 8/29/2013)

7.4%

National total
Unemployment rate
July 2013

16.8

Average weeks a person draws unemployment 2Q 2013

\$609,667,071

Title XII loan interest – 2013 accrued as of 8/29/2013

18

Insolvent state trust funds (As of 8/29/2013)

\$534.85

Average tax cost per employee 2013

Source: U.S. Department of Labor and Equifax Workforce Solutions, as of 8/9/13

# The costs of unemployment remain escalated despite an improved economic environment

\$5,249

Average benefit paid per unemployment claim (4Q 2017)<sup>1</sup>

\$70,573,150

Title XII Loans Outstanding (06/21/2018)<sup>4</sup>

\$316

Average Tax Cost Per Employee (2017)<sup>2</sup>

11.07%

National Annual Benefit Charge Overpayment Rate (2016)<sup>5</sup> 2

States Facing FUTA Tax Increases in 2018 (as of 01/01/18)<sup>4</sup>

3.8%

National Total Unemployment Rate (May 2018)<sup>3</sup> 15.4

Average Weeks a
Claimant Draws Unemployment
(4Q 2017)<sup>1</sup>

\$11,688,453

Title XII Loan Interest (accrued/billed as of 06/21/2018)<sup>4</sup>

29

Underfunded state trust funds (01/01/18)<sup>1</sup>

129%

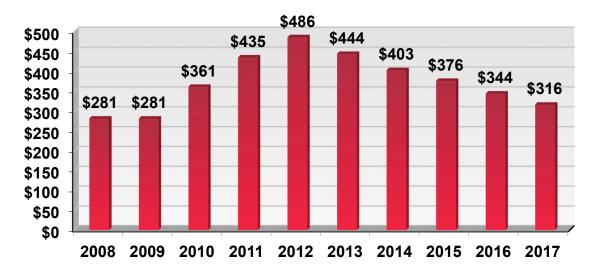
Amount of each benefit paid that employers must contribute to their state trust fund (3Q 2017) 1

#### Source: As of 03/23/2018

- 1. U.S. DOL Data Summary
- 2. Simple average of SUI wage bases x Est. Average Tax Rate
- 3. Bureau of Labor Statistics Monthly Current Population Survey
- 4. Treasury Direct Title XII Advance Activities Schedule
- 5. U.S. DOL Benefit Accuracy Measurement Report

# Average annual SUI tax cost per employee has decreased by 35% since the height of the Great Recession

Unemployment Cost Per Employee



Source: U.S. DOL, Employment & Training Administration

- States compensated for increased claims through higher taxes
- Annual unemployment cost per employee has decreased to \$316
- Unemployment tax cost rose 12.46% since 2008
- Increases in unemployment tax rate magnified by rise in state wage bases

Unemployment costs have decreased approximately \$170,000 per 1,000 employees over the past 5 years.

## Even when tax rates remain unchanged, employers may be subject to additional taxes due to increases in state wage bases

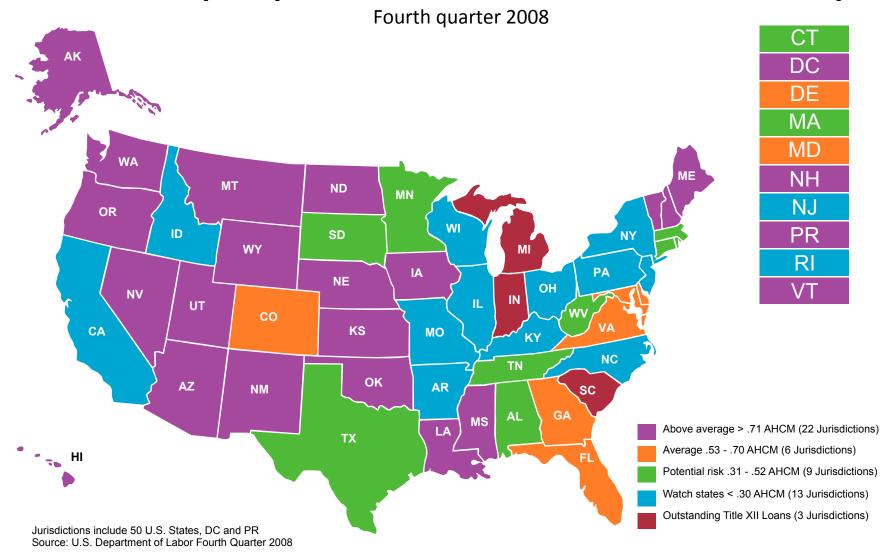
State	2017 Wage Base	2018 Wage Base	e	% of Increase or Decrease
ND	\$35,100	\$35,500	Α	1.1%
NE	\$9,000	\$9,000	Α	0.0%
NH	\$14,000	\$14,000	Α	0.0%
NJ	\$33,500	\$33,700	Α	0.6%
NM	\$24,300	\$24,200	Α	-0.4%
NV	\$29,500	\$30,500	Α	3.4%
NY	\$10,900	\$11,100	Α	1.8%
OH	\$9,000	\$9,500	Α	5.6%
OK	\$17,700	\$17,600	Α	-0.6%
OR	\$38,400	\$39,300	Α	2.3%
PA	\$9,750	\$10,000	Α	2.6%
PR	\$7,000	\$7,000	Α	0.0%
RI <sup>(2)</sup>	\$22,400 \$23,900	\$23,000 \$24,500	Α	1.8%

State	2017 Wage Base	2018 Wage Base	<b>)</b>	% of Increase or Decrease
SC	\$14,000	\$14,000	Α	0.0%
SD	\$15,000	\$15,000	Α	0.0%
TN	\$8,000	\$7,000	Α	-12.5%
TX	\$9,000	\$9,000	Α	0.0%
UT	\$33,100	\$34,300	Α	3.6%
VA	\$8,000	\$8,000	Α	0.0%
VI	\$23,500	\$24,200	Α	3.0%
VT	\$17,300	\$17,600	Α	1.7%
WA	\$45,000	\$47,300	Α	5.1%
WI	\$14,000	\$14,000	Α	0.0%
WV	\$12,000	\$12,000	Α	0.0%
WY	\$25,400	\$24,700	Α	-2.8%
FUTA	\$7,000	\$7,000	Α	0.0%

A – Actual wage base, assuming no law change.

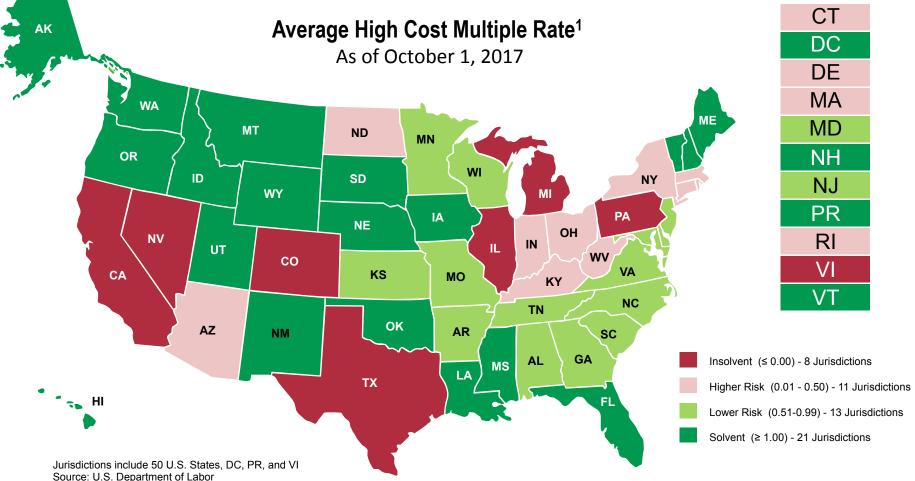
E – Estimated wage base, assuming no law change.

### **Unemployment Trust Fund Solvency**



The Total Unemployment Rate (TUR) is the rate computed by dividing Total Unemployed by the Civilian Labor Force. Source: Bureau of Labor Statistics

# Despite improving trust fund balances, 32 states are not considered adequately funded



Average High Cost Multiple (AHCM) - a standard measure of trust fund solvency used by the U.S. Department of Labor. A multiple of 1.00 indicates the state trust fund is sufficiently solvent.

# State repayment of Title XII loans can significantly impact an employer's FUTA tax rates

**FUTA Tax Review: Effective 7/1/2011** 

FUTA tax rate	FUTA taxable wage base	FUTA tax
6.0%	\$7,000	\$420 Per Employee

If employer pays state SUI taxes timely and in full, a 5.4% credit is granted

FUTA tax rate	FUTA tax credit	FUTA tax rate (less credit)	FUTA tax
6.0%	5.4%	0.6%	\$42 Per Employee

- If Federal Title XII loan remains outstanding for two years (as of January 1st), employers in the affected state lose 0.3% of the 5.4% credit (or \$21 per employee)
- 0.3% FUTA credit loss continues for every year the Federal Title XII loan remains unpaid (Example: Year 1 = 0.3%; Year 2 = 0.6%, etc.)

### Final 2015 FUTA Tax Rates

State	FUTA Credit - Reduction	BCR Add-On	Total FUTA Credit Reduction	Effective Base FUTA Rate	2015 Effective FUTA Tax Rate
	Loai	n Paid Off Prior	to November 10,	2015 	
Indiana	0.0%	0.0%	0.0%	0.6%	0.6%
Kentucky	0.0%	0.0%	0.0%	0.6%	0.6%
New York	0.0%	0.0%	0.0%	0.6%	0.6%
North Carolina	0.0%	0.0%	0.0%	0.6%	0.6%
South Carolina	0.0%	0.0%	0.0%	0.6%	0.6%
	Loan	Outstanding as	of November 10,	, 2015	
California	1.5%	0.0%	1.5%	0.6%	2.1%
Connecticut	1.5%	0.6%	2.1%	0.6%	2.7%
Ohio	1.5%	0.0%	1.5%	0.6%	2.1%
Virgin Islands	1.5%	0.0%	1.5%	0.6%	2.1%

Source: U.S. Department of Labor (U.S. DOL)

FUTA Credit Reduction: Applicable in states following their second consecutive January 1 with an outstanding Title XII loan. Employers in an impacted state lose 0.3% of the 5.4% standard credit for each year the Federal Title XII loan remains outstanding (i.e., 0.3%, 0.6%, 0.9%, 1.2%, 1.5%, etc.).

Benefit Cost Rate/Ratio ("BCR") Add-On: Applicable in states following their fifth consecutive January 1 with an outstanding Title XII loan. States can request a waiver by submitting a request to the U.S. DOL by July 1 of each respective year. The U.S. DOL granted waivers to all states that applied in 2014.

### Final 2016 FUTA Tax Rates

State	FUTA Credit Reduction	BCR Add-On	Total FUTA Credit Reduction	Effective Base FUTA Rate	2016 Effective FUTA Tax Rate	
Loan Paid Off Prior to November 10, 2016						
Ohio	0.0%	0.0%	0.0%	0.6%	0.6%	
	Loan Outstanding as of November 10, 2016					
California	1.8%	0.0%	1.8%	0.6%	2.4%	
Virgin Islands	1.8%	0.0%	1.8%	0.6%	2.4%	

Source: U.S. Department of Labor (U.S. DOL)

FUTA Credit Reduction: Applicable in states following their second consecutive January 1 with an outstanding Title XII loan. Employers in an impacted state lose 0.3% of the 5.4% standard credit for each year the Federal Title XII loan remains outstanding (i.e., 0.3%, 0.6%, 0.9%, 1.2%, 1.5%, etc.).

Benefit Cost Rate/Ratio ("BCR") Add-On: Applicable in states following their fifth consecutive January 1 with an outstanding Title XII loan. States can request a waiver by submitting a request to the U.S. DOL by July 1 of each respective year. The U.S. DOL granted waivers to all states that applied in 2014.

### Final 2017 FUTA Tax Rates

State	FUTA Credit Reduction	BCR Add-On	Total FUTA Credit Reduction	Effective Base FUTA Rate	2017 Effective FUTA Tax Rate
California*	2.1%	0.0%	2.1%	0.6%	2.7%
Virgin Islands	2.1%	0.0%	2.1%	0.6%	2.7%

Source: U.S. Department of Labor (U.S. DOL)

FUTA Credit Reduction: Applicable in states following their second consecutive January 1 with an outstanding Title XII loan. Employers in an impacted state lose 0.3% of the 5.4% standard credit for each year the Federal Title XII loan remains outstanding (i.e., 0.3%, 0.6%, 0.9%, 1.2%, 1.5%, etc.).

Benefit Cost Rate/Ratio ("BCR") Add-On: Applicable in states following their fifth consecutive January 1 with an outstanding Title XII loan. States can request a waiver by submitting a request to the U.S. DOL by July 1 of each respective year. The U.S. DOL granted waivers to all states that applied in 2017.

<sup>\*</sup> In early May of 2017, the state of California paid off its Title XII loan, then immediately took another advance. If California had repay its Title XII loan by November 10, 2017, its 2017 Effective FUTA Tax Rate would return to 0.6%. This would have translated into a per employee maximum FUTA tax cost of \$42 versus the actual \$189.

### Preliminary 2018 FUTA Tax Rates

State	FUTA Credit Reduction	BCR Add-On	Total FUTA Credit Reduction	Effective Base FUTA Rate	2017 Effective FUTA Tax Rate
California*	2.4%	0.0%	2.4%	0.6%	3.0%
Virgin Islands	2.4%	1.1%	3.5%	0.6%	4.1%

Source: U.S. Department of Labor (U.S. DOL)

\* If California repays its Title XII loan by November 10, 2018, its 2018 Effective FUTA Tax Rate will return to 0.6%. This would translate into a per employee maximum FUTA tax cost of \$42 versus a potential \$210 (excluding any "BCR" or "2.70% Add-Ons).

FUTA Credit Reduction: Applicable in states following their second consecutive January 1 with an outstanding Title XII loan. Employers in an impacted state lose 0.3% of the 5.4% standard credit for each year the Federal Title XII loan remains outstanding (i.e., 0.3%, 0.6%, 0.9%, 1.2%, 1.5%, etc.).

Benefit Cost Rate/Ratio ("BCR") Add-On: Applicable in states following their fifth consecutive January 1 with an outstanding Title XII loan. States can request a waiver by submitting a request to the U.S. DOL by July 1 of each respective year. The U.S. DOL granted waivers to all states that applied in 2017.

## Many states are still accruing interest on outstanding Title XII loans due to trust fund insolvency

State	Loan Amount As Of 06/21/2018	Advance Authorization Current Month	Interest Billed for FY18
California	\$0	\$500,000,000	\$10 <del>,528,206</del>
Virgin Islands	\$70,573,150	\$1,000,000	\$1,140,247
Iotal	\$ \$70,573,150	\$660,000,000	\$11,668,453