

# MAINE STATE LEGISLATURE

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**Maine Department of Labor  
Bureau of Unemployment Compensation**

**Dislocated Worker Benefits Program  
2016 Annual Report**

to the  
Joint Standing Committee on  
Labor, Commerce, Research and Economic Development

March 2017

Authorized by 26 MRSA, §1196, sub-§2

## Dislocated Worker Benefits Program

The Dislocated Worker Benefits Program is a state unemployment benefit for individuals who have been separated from their employment through no fault of their own and are expected to be out of work for an extended period. The individuals must also be in an “approved training program” deemed so by the Unemployment Insurance Commission or in a pre-approved training program under 26 MRSA, §1192 §6, §6-A, §6-C, §6-D, or §6-E. In addition, individuals cannot be eligible for unemployment benefits under any other program.

The program was established in March 20, 1986. It provides up to 26 additional weeks of unemployment benefits for eligible individuals after exhausting regular State Unemployment Insurance (UI) benefits. The individual must meet one of the following categories:

- A. Has been laid off as a result of a reduction of operations at the individual’s place of employment or has received a notice of termination or layoff from employment.
- B. Has been terminated or who has received a notice of termination of employment as a result of any permanent closure of a plant or facility.
- C. Is long-term unemployed and has limited opportunities for employment or reemployment in the same or a similar occupation in the area in which he/she resides, including any older individual who may have substantial barriers to employment because of his/her age.

The unemployment benefits paid for this program come from the Maine Unemployment Compensation Trust Fund and are not charged to any individual employer account.

**DISLOCATED WORKER BENEFITS PROGRAM**  
**ANNUAL REPORT FOR 2016 TO THE JOINT STANDING COMMITTEE ON LABOR, COMMERCE,**  
**RESEARCH AND ECONOMIC DEVELOPMENT OF THE 128TH MAINE LEGISLATURE**

In accordance with 26 MRSA §1196, sub-§2, there is respectfully submitted herewith an annual report of activities under the dislocated worker benefits (DWB) program for 2016.

- A. The number of persons who receive benefits under those provisions: 429
- B. The average length of time in training for persons who receive benefits under those provisions: 14.1 weeks
- C. The average weekly benefit and average total amount of benefits paid to persons under those provisions:

Average Weekly Benefit.....	<u>\$304.11</u>
Average Total Benefits Paid to Each Person....	<u>\$4,274.15</u>

- D. The success rate in placing trainees who receive benefits under those provisions for 2010–2016:

[Data available only for trainees enrolled in Job Training System (JTS) programs.]

	Total
Total Eligible for DWB Program .....	4,512
Referred to Other Programs .....	303
Total Referred to Jobs Training System (JTS) Programs .....	4,209
Unenrolled Applicants.....	236
Total Enrolled Applicants.....	3,973
Active Enrollees.....	244
Total Inactive Entrants to JTS.....	3,729
Exited due to Global Exclusions*.....	78
Total Completions or Self-Exiters.....	3,651
Positive Completions:	
Full/Part-Time Unsubsidized Employment.....	2,765
Self-Employment.....	1
Called Back/Remained with Layoff Employer.....	0
Entered Other Training.....	0
Completed Major Level Training .....	385
Competency Certificate .....	412
Completed Individual Service Strategy .....	0
Retirement.....	<u>9</u>
Total Positive Completions .....	3,572
Total Positive Completions as a Percent of	
Total Completions or Self-Exiters .....	<u>97.8%</u>

\*Global exclusions include issues, which are expected to last more than 90 days of institutionalization, health/medical, family care, deceased, reservists called to active duty, and youth relocated to mandated residential programs.

E. The total cost of benefits paid under those provisions and the effect on the Unemployment Trust Fund:

Total Cost of DWB for 2016.....	<u>\$1,833,611</u>
As a Percent of Total Benefits Paid for 2016.....	1.9%
As a Percent of Dec. 31, 2016, Trust Fund Balance .....	0.5%
Total Benefit Costs (Reg State UI & DWB) for 2016 from Trust Fund .....	\$97,794,543
Unemployment Trust Fund Balance as of Dec. 31, 2016.....	394,343,749
Estimated 2016 State Reserve Multiple:	
With DWB Program.....	1.55
Without DWB Program .....	1.56

F. The number of persons participating in training while receiving dislocated worker unemployment benefits under 26 MRSA §1196 during 2016 who had previously completed a training program while receiving dislocated worker unemployment benefits during a prior benefit year, including the length of time between those enrollments:

(Data since 1995)

Total Number of Previously Completed Training.....	21	Average Length of Time between Enrollment .....	10.1 years
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## DISLOCATED WORKER BENEFITS (DWB) PROGRAM

### DEFINITIONS OF SELECTED TERMS

**Unenrolled Applicants** – Individuals who applied for Job Training System (JTS) services but were not enrolled.

**Total Inactive Entrants to JTS** – Individuals who were enrolled and subsequently exited from a JTS program.

**Total Completions or Self-Exiters** – Individuals who were served by and completed or left a JTS program.

**Full/Part-Time Unsubsidized Employment** – Participants who entered full/part-time employment not subsidized by federal or state funds.

**Self-Employment** – A gainfully occupied participant who works for himself/herself as opposed to salaried or commissioned workers who are the employees of others.

**Competency Certificate** – Participants who have completed a Private Industry Council (PIC) approved competency area.

**Completed Employment Development Plan (EDP)** – Individuals who have completed the goals listed on their EDPs but who did not have a job at termination.

Due to the following reasons data under item D is only for the time period 2010-2016:

- o Maine moved from the One Stop Operating System (OSOS) to the Maine JobLink (MJL) in 2016. In the conversion, seven years of data was imported into the Maine JobLink. The DWB report has been adjusted to start the crossmatch between DWB recipients and Jobs Training participants from January 1, 1995 to January 1, 2010.

- o Due to the conversion, some of the data and codes that existed under OSOS and other prior management information systems and, requirements of prior federal legislation such as the Jobs Training Partnership Act (JTPA), do not exist on the MJL. Thus the category 'Project and Program Exiters' was removed and for some categories the numbers were adjusted accordingly.

- o Unsubsidized employments were previously tracked by staff reported data. We calculated entered employments on this report by the presence of Unemployment Insurance wages in the quarter after exit. Although this method introduces a quarter or two lag needed to collect the wage data from employers, this lag is not as important in a multi-year report of entered employment.

**Reserve Multiple** – Trust funds are usually analyzed in terms of their ability to meet future benefit costs.

The reserve multiple provides a means of statistically gauging this ability by comparing a trust fund's capacity to meet its future benefit costs against some measure of past liabilities.

In making this comparison, the reserve multiple utilizes two measures: (1) the reserve ratio and (2) the average benefit cost rate for a prior period.

The reserve ratio is determined by dividing the year-end Unemployment Compensation Trust Fund reserves by total wages of contributing employers for that year.

The average benefit cost rate for a prior period is defined by averaging the 3 highest cost rates (regular, dislocated worker benefits and state share of extended benefits, excluding direct reimbursable) for the last 20 completed calendar years as defined in 26 MRSA §1221, sub-§6, ¶J.

Expressed mathematically, the reserve multiple takes the following form:

$$\text{Reserve Multiple} = \frac{\text{Reserve Ratio}}{\text{Average Benefit Cost Rate}}$$

A severe spell of unemployment usually is not confined to a single 12-month period but typically extends 18 months or more. Therefore, Unemployment Compensation Trust Fund reserves, expressed as a percentage of total wages, are considered inadequate generally if they are less than 1.0 times the average benefit cost rate experienced over the last 20 years. The Federal definition of the average high cost multiple looks at the 3 highest benefit cost rates over last 20 years or the last 3 recessions whichever is longer.

$$\text{2016 State Reserve Multiple} = \frac{(\text{December 31, 2016 Trust Fund})/(\text{Total Wages for 2016})}{(\text{Average Benefit Cost Rate})^*} =$$

With DWB	$\frac{(\$394,343,749)}{(\$18,177,192,000)**} = \underline{2.17}$	= 1.55	Federal definition	$\underline{2.17} = 1.14$
	1.4	1.4		1.90

Without DWB	$\frac{(\$396,177,360)}{(\$18,177,192,000)**} = \underline{2.18}$	= 1.56	Federal definition	$\underline{2.17} = 1.15$
	1.4	1.4		1.90

\*(State - 3 Highest Benefit Cost Rate for last 20 years [2009 - 1.69, 2010 - 1.35, 2011 - 1.16], regular, dislocated worker benefits and state share of extended benefits, excluding direct reimbursable)

(Federal - 20 years or last 3 recessions [1991 - 2.34, 1992 - 1.70, 2009 - 1.67], regular only)

\*\*Total Wages for 2015 are estimated.

Report burden: The total number of hours to produce this report is 8 hours costing a total of \$480.

March 3, 2017