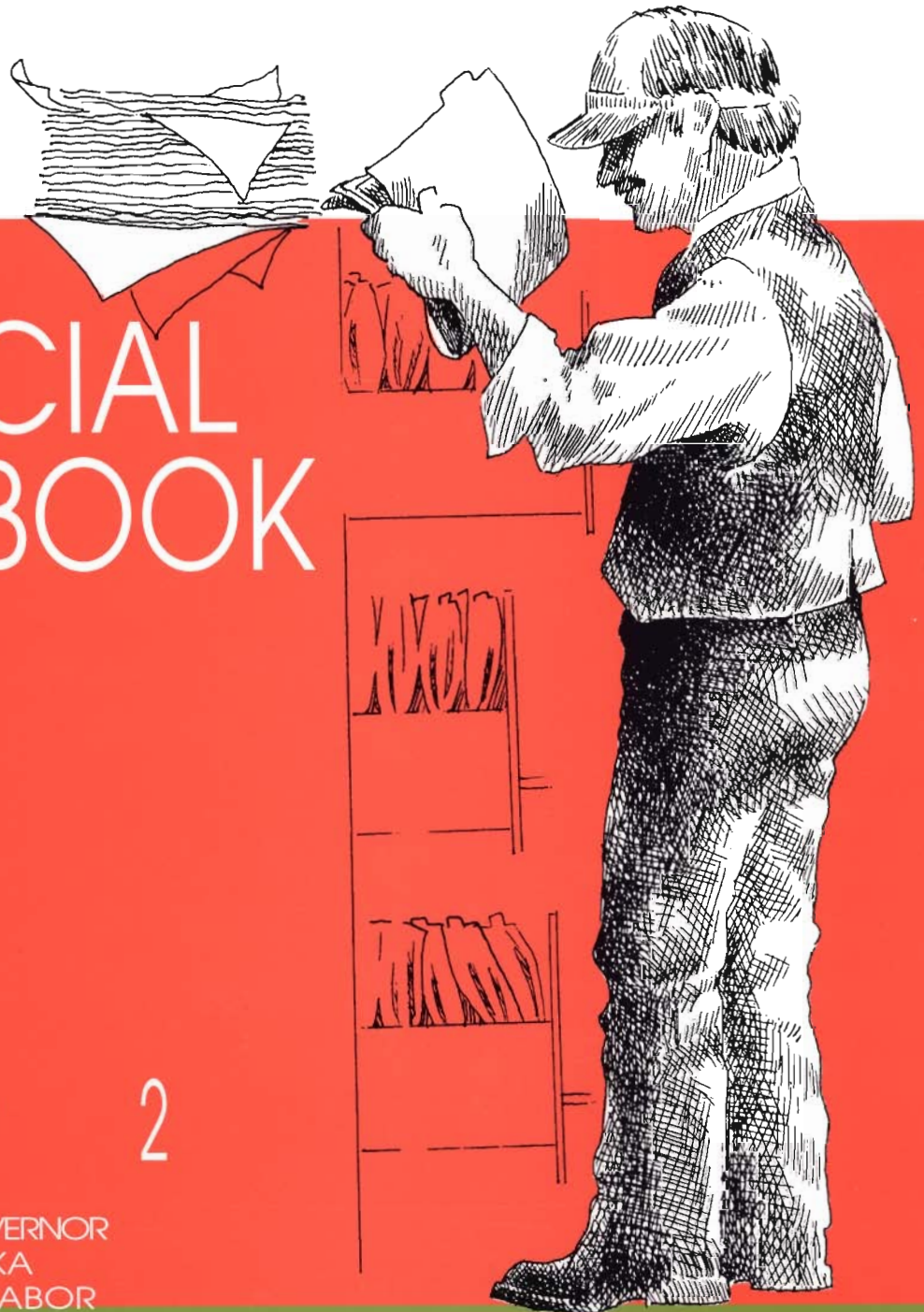


UNEMPLOYMENT INSURANCE ACTUARIAL STUDY &

FINANCIAL HANDBOOK



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WALTER J. HICKEL, GOVERNOR
STATE OF ALASKA
DEPARTMENT OF LABOR

Unemployment Insurance Actuarial Study and Financial Handbook

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Executive Summary

Extensive information about the Unemployment Insurance (UI) system in Alaska and recent trends are detailed in Chapters 1-3. These are some of the most significant findings for 1992:

- ✓ Alaska's unemployment insurance program covered an average of 241,000 workers in 1992, or 98.1% of all nonagricultural wage and salary workers in Alaska.
- ✓ Average monthly covered employment, total covered payroll, and average earnings have increased and exceeded all previous levels.
- ✓ Total covered payroll in Alaska was \$7 billion in 1992, of which \$5.1 billion was paid by employers required to pay UI tax contributions.
- ✓ Average weekly earnings for covered workers in 1992 rose to \$605, about 6% greater than in 1990 (\$571). Once more top earnings were in the oil and gas mining industry (\$1,477) while the lowest were in the trade industry (\$388).
- ✓ About \$176 million in benefits was paid to 64.5 thousand unemployed workers claiming unemployment insurance in 1992. \$128.1 million was paid in regular benefits, and \$0.6 million in state supplemental benefits. A relatively new federal program, called Emergency Unemployment Compensation (EUC), paid out more than \$47 million in 1992.
- ✓ In 1992 the average weekly benefit payment for regular benefits in Alaska was \$170, up from \$163 in 1990. On the average, those claiming regular benefits received 17 weeks of benefits, while those claiming EUC were paid 15 weeks.
- ✓ In 1992 Alaska ranked 49th in the nation in terms of benefit adequacy, or the percentage of average weekly earnings replaced by unemployment benefits. On the other hand, Alaska ranked the highest (1st) in terms of the percentage of unemployed workers who actually received UI benefits.
- ✓ With a trust fund reserve balance over \$222 million at the end of 1992, Alaska's unemployment insurance trust fund remains healthy.
- ✓ The 1993 average employer tax rate was 1.96% of taxable wages, down from the historical high of 4.14% in 1989.

Preface

In 1935 the U.S. Congress passed the Social Security Act, establishing an economic stabilization program of partial wage replacement for workers during periods of temporary and involuntary unemployment. Under the federal-state partnership created by the act, each state designs its own system within federally established guidelines. Alaska's participation in this program is governed by the Alaska Employment Security Act, AS 23.20.

One of the provisions of the act, AS 23.20.022, requires that the Department of Labor submit to the governor a biennial actuarial study of the unemployment tax and benefit structures. This is the tenth such actuarial study. It is designed to fulfill the statutory requirements, and also to provide a comprehensive published source for anyone needing information on the unemployment insurance system in Alaska.

Information in this publication generally follows a time series of ten years. Readers interested in a longer historical perspective should refer to earlier reports of this series. These publications are available upon request from the Department of Labor, Research and Analysis Section.

The *Unemployment Insurance Actuarial Study and Financial Handbook, 1992* consists of: an Executive Summary, UI Covered Employment and Wages (Chapter 1), Unemployment Insurance Benefit Payments (Chapter 2), and Alaska's UI Benefit Financing System (Chapter 3). Three appendices are also included.

Each chapter contains a narrative section, data tables with more comprehensive information, and graphs to illustrate key points of the chapter.

The Executive Summary presents some highlights of the following chapters.

Chapter 1 focuses on Alaska's payroll and employment that are covered by the unemployment insurance (UI) system in Alaska. It discusses total payroll, average monthly employment, and average earnings per worker. Each is broken out by major industry division.

Chapter 2 examines the payment of UI benefits to unemployed workers. It explains some key eligibility provisions of the system and describes the main programs. It also analyzes the distribution of payments by area and industry, the characteristics of UI claimants, and discusses some of the important issues regarding the payment of UI benefits.

Chapter 3 centers on the financing of the UI system. It discusses the UI trust fund and administration of the fund. It also includes a somewhat detailed explanation of how employer and employee taxes are calculated.

Appendix A describes the data sources used in this publication and some of the limitations of the data. Appendix B summarizes the major changes in UI law since 1937. Appendix C is a glossary of terms.

UI Covered Employment and Wages

Chapter 1

This chapter discusses the coverage provisions of the unemployment insurance (UI) program in Alaska, beginning with which workers are covered by state and federal programs. As UI is only payable to people who have worked for wages, employment and payroll information is reviewed next. Finally, average earnings are examined. The last issue of this Handbook was published with 1990 information and examined the changes occurring following the recession of 1986-87. This issue of the Handbook includes data through 1992, highlights changes since 1990, and examines some long term trends occurring since the beginning of the '86-87 recession.

Most Alaska Workers Covered by Unemployment Insurance

In 1992 state or federal unemployment insurance (UI) programs covered 241,344 workers in Alaska, 98.1% of all nonagricultural wage and salary workers. (See Table 1.1 on page 12.) Since 1983 this percentage has averaged about 98.6%. State programs covered 90.2% and federal programs covered 8% of workers. Figure 1.1 illustrates the components of nonagricultural wage and salary employment since 1983.

Prior to 1978 only about 85% of workers in Alaska were covered, as state and local government employees were not covered. Those workers who are currently not covered by UI (1.9% of Alaska workers) include full commission salespersons, elected and appointed officials, fishers, unpaid family and domestic workers, and the self-employed.

Nonprofit organizations and state and local government agencies have the option to reimburse the state for the cost of benefits paid to their employees, rather than pay unemployment insurance taxes. For the past ten years the percentage of covered employment which is reimbursable has remained fairly constant at approximately 23%. (See Table 1.2 on page 13.) In 1992 average monthly employment covered under reimbursable accounts was 51,336 (23.1%).

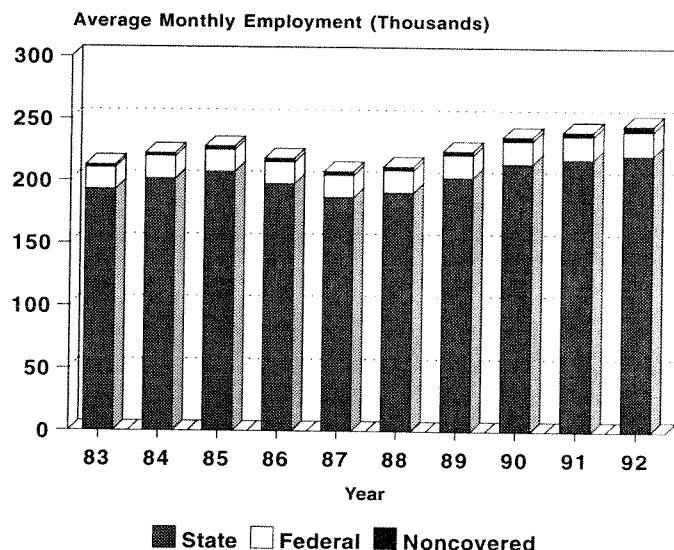
1990-1992: Moderate, Confused Growth in Employment and Payroll

During the three years following the '86-87 statewide recession, employment and payroll in Alaska grew rapidly, about 4.9% and 7.4%, respectively, in an average year. Since 1990, however, that growth has slowed, with some industries experiencing increases, and others suffering declines.

Average monthly covered employment has increased at an average annual rate of 1.7% from 214.6 thousand in 1990 to 221.8 thousand in 1992. (See Table 1.2 on page 13.) Seven industries have posted employment increases, most noticeably agriculture-forestry-fishing, food products manufacturing, and transportation-communications-utilities. Five industries have experienced decreasing employment levels from 1990 to 1992; mainly in oil and gas mining, and lumber and wood manufacturing.

Employment by Type of UI Coverage 1983-1992

Figure 1.1



Source: Alaska Department of Labor, Research & Analysis Section.

The total covered payroll paid to Alaska workers covered by the unemployment insurance system increased by an average 4.7% annually from 1990 to 1992 when it almost reached the \$7 billion mark. This puts Alaska's total covered payroll more than a billion dollars greater than the pre-recessionary, 1985 high of \$6 billion. Only two of Alaska's industries have lost ground in total covered payroll during the 1990-1992 period: construction, and lumber and wood products manufacturing. (See Table 1.3 on page 14.)

The 1992 payroll of reimbursable employers was \$1.9 billion, while taxable employers had a payroll of \$5.1 billion. Of the \$5.1 billion, only \$3.3 billion was actually subject to taxation, as taxes were only levied on the first \$22,600 paid to each employee. (See Table 1.4 on page 15.)

Alaska's Industrial Mix Begins to Change

Although most changes noted during the '90-92 period have not been remarkable, there have been some industries experiencing dramatic changes between 1985 and 1992. It has become apparent that at least four industries are not going to regain the stature they held prior to the '86-87 recession. The construction industry and finance-insurance-real estate are the hardest hit.

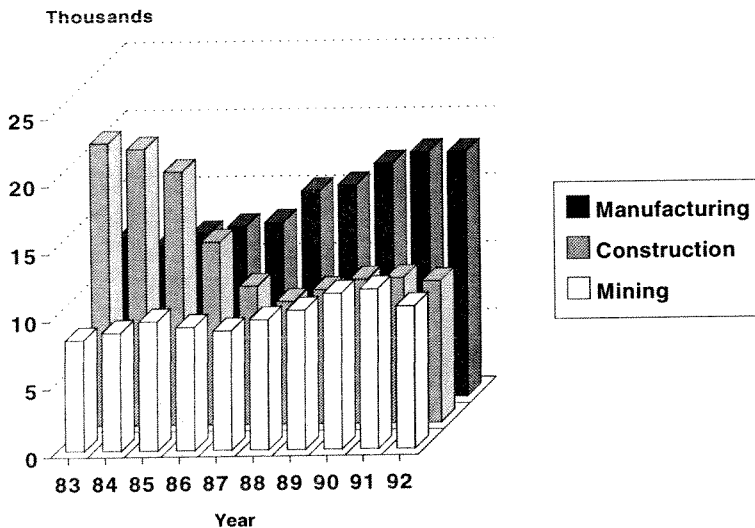
Employment and payroll in construction in 1992 are running about 44% under their 1985 levels. More than 8,262 jobs have been lost. Add to this another 2,010 jobs lost in finance-insurance-real estate (which is running 17% under its 1985 employment level), 736 jobs gone from public administration and other manufacturing, and 436 unclassified jobs lost. Among these industries 11,444 jobs have been lost since 1985.

On the other hand, these job losses have been exceeded by employment increases in the services industry alone. This is Alaska's largest industrial group. The 11,862 new jobs created in the services industry represents a 19% increase in its employment level from 1985 to 1992.

Some other major employment winners among the industries during the '85-92 period, were in the food products industry (5,184 new jobs), transportation-communications-utilities (3793 jobs created), and trade (2,108).

Although they weren't major job creators, the two fastest growing industries were agriculture-forestry-fishing, and other mining (metal, coal, mineral mining). Both of these indus-

Figure 1.2
Average Monthly Covered Employment 1983-1992



Source: Alaska Department of Labor, Research & Analysis Section.

tries averaged annual employment growth of 13.4% since 1985, and annual total payroll growth exceeding 32.5%.

Alaska's labor force has grown by 14.1 thousand jobs created since the end of 1985, and over one billion dollars added to the total covered payroll.

1991-1992 Annual Earnings Highest Ever

After five straight years (1984-1988) of decline from \$28,984 to \$27,829, the average earnings of Alaskans in covered employment have rebounded and continued growing to reach \$31,468 in 1992. (See Table 1.5 on page 16). This averages out to a 3.3% annual growth rate during the four year period beginning in 1989.

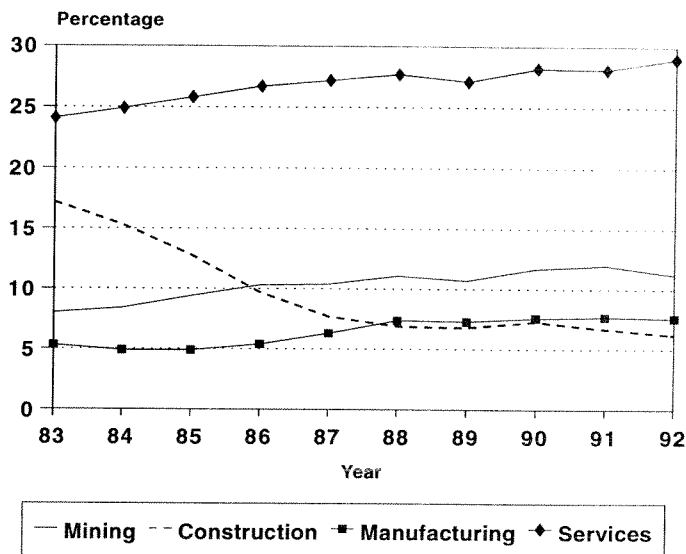
During the period from 1989 to 1992, the hot industries for wage growth have been other manufacturing, food products (seafood) manufacturing, metal-coal-mineral mining, and agriculture-forestry-fishing. All these industries have averaged annual wage increases of 5.5 to 6.0%.

The slowest performers in wage growth have been construction, finance-insurance-real estate, and lumber and wood products. These have all averaged annual wage increases less than 2.7%.

Alaska's average weekly wage for 1992 was \$605, up from \$571 in 1990, and \$587 in 1991. (See Table 1.6 on page 17). As Figure 1.4 illustrates, average weekly wages varied widely, with workers in the oil and gas industry (\$1477) earning almost four times that of workers in the wholesale and retail trades (\$388).

Percent of Total Covered Payroll 1983-1992

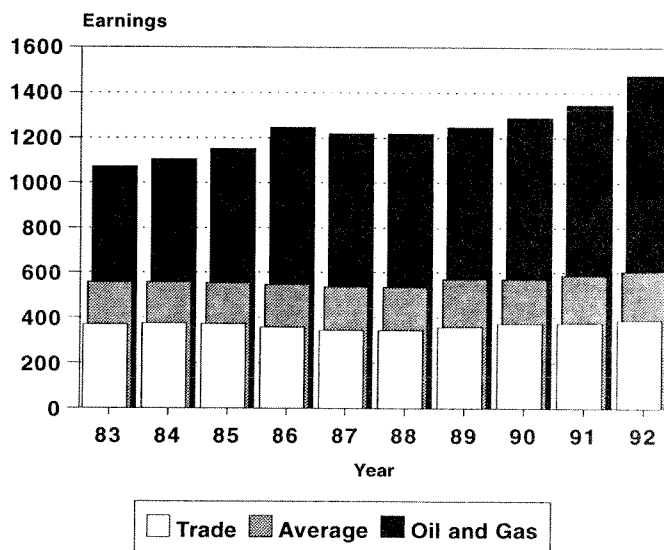
Figure 1.3



Source: Alaska Department of Labor, Research & Analysis Section.

Average Weekly Earnings in Covered Employment, 1983-1992

Figure 1.4



Source: Alaska Department of Labor, Research & Analysis Section.

Workers Covered by State or Federal UI Programs, 1983-1992

Table 1.1

Year	Total Nonagricultural Wage and Salary Employment	Insured through State UI Programs	% of Total	Insured through Federal UI Programs	% of Total	Not Insured by UI Programs	% of Total
1983	212,851	192,998	90.7	17,741	8.3	2,112	1.0
1984	222,491	201,868	90.7	18,075	8.1	2,548	1.1
1985	228,026	207,689	91.1	17,526	7.7	2,811	1.2
1986	218,474	197,806	90.5	17,592	8.1	3,076	1.4
1987	208,030	187,025	89.9	17,886	8.6	3,119	1.5
1988	212,057	191,035	90.1	17,867	8.4	3,155	1.5
1989	224,810	203,423	90.5	18,218	8.1	3,169	1.4
1990	236,543	214,644	90.7	18,729	7.9	3,170	1.3
1991	240,873	218,367	90.7	18,922	7.9	3,584	1.5
1992	245,898	221,795	90.2	19,549	8.0	4,554	1.9

Note: Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research & Analysis
Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Average Monthly Covered Employment (excluding federal) by Industry, 1983-1992

Table 1.2

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Total	192,998	201,868	207,689	197,806	187,025	191,035	203,423	214,644	218,367	221,795
Ag., For. & Fish	608	684	753	798	832	936	1,099	1,098	1,181	1,458
Mining	8,182	8,693	9,513	9,079	8,788	9,591	10,248	11,476	11,762	10,481
Oil and Gas	7,444	8,039	8,869	8,508	8,063	8,620	9,166	10,258	10,541	9,229
Other Mining	738	654	644	571	725	971	1,082	1,218	1,221	1,252
Construction	20,846	20,402	18,698	13,472	10,173	9,034	9,886	10,595	10,683	10,436
Manufacturing	11,970	11,348	12,198	12,696	13,001	15,296	15,706	17,273	18,080	18,052
Food Products	6,416	5,823	6,476	6,900	7,013	8,578	8,591	9,942	11,057	11,660
Lumber & Wood	1,842	1,701	1,689	1,834	2,170	2,670	2,895	3,060	2,605	2,340
Paper Products	755	593	629	827	885	947	978	907	910	908
Other Mfg.	2,957	3,231	3,404	3,135	2,933	3,101	3,242	3,364	3,508	3,144
Trans., Comm. & Util.	18,958	19,278	19,770	19,020	18,637	18,210	21,999	21,482	22,720	23,563
Trade	41,413	44,466	45,808	43,699	41,172	42,058	44,116	46,014	46,832	47,916
Fin., Ins. & R.E.	10,337	11,293	11,825	11,556	10,451	9,966	9,566	9,535	9,800	9,815
Services	55,467	59,138	62,254	61,052	59,377	61,398	65,327	70,821	71,485	74,116
Public Admin.	23,706	24,838	25,667	25,315	23,701	24,182	24,835	25,673	25,253	25,191
Unclassified	1,511	1,728	1,203	1,119	893	364	641	677	571	767

PERCENT DISTRIBUTION

Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Ag., For. & Fish	0.3	0.3	0.4	0.4	0.4	0.5	0.5	0.5	0.5	0.7
Mining	4.2	4.3	4.6	4.6	4.7	5.0	5.0	5.3	5.4	4.7
Oil and Gas	3.9	4.0	4.3	4.3	4.3	4.5	4.5	4.8	4.8	4.2
Other Mining	0.4	0.3	0.3	0.3	0.4	0.5	0.5	0.6	0.6	0.6
Construction	10.8	10.1	9.0	6.8	5.4	4.7	4.9	4.9	4.9	4.7
Manufacturing	6.2	5.6	5.9	6.4	7.0	8.0	7.7	8.0	8.3	8.1
Food Products	3.3	2.9	3.1	3.5	3.7	4.5	4.2	4.6	5.1	5.3
Lumber & Wood	1.0	0.8	0.8	0.9	1.2	1.4	1.4	1.4	1.2	1.1
Paper Products	0.4	0.3	0.3	0.4	0.5	0.5	0.5	0.4	0.4	0.4
Other Mfg.	1.5	1.6	1.6	1.6	1.6	1.6	1.6	1.6	1.6	1.4
Trans., Comm. & Util.	9.8	9.5	9.5	9.6	10.0	9.5	10.8	10.0	10.4	10.6
Trade	21.5	22.0	22.1	22.1	22.0	22.0	21.7	21.4	21.4	21.6
Fin., Ins. & R.E.	5.4	5.6	5.7	5.8	5.6	5.2	4.7	4.4	4.5	4.4
Services	28.7	29.3	30.0	30.9	31.7	32.1	32.1	33.0	32.7	33.4
Public Admin.	12.3	12.3	12.4	12.8	12.7	12.7	12.2	12.0	11.6	11.4
Unclassified	0.8	0.9	0.6	0.6	0.5	0.2	0.3	0.3	0.3	0.3

REIMBURSABLE ACCOUNTS

Total	42,529	44,398	46,942	46,669	44,577	45,035	47,078	50,163	50,512	51,336
Trans., Comm. & Util.	322	341	1,052	1,047	875	863	916	904	912	931
Services	21,712	22,848	23,925	24,010	23,720	23,985	25,171	27,412	28,258	29,138
Public Admin.	20,494	21,203	21,960	21,606	19,977	20,180	20,981	21,841	21,338	21,178
Other	1	6	5	6	5	7	10	6	4	(*)

Notes: Reimbursable account data is included in the uppermost portion of this table.

(*) Comparable data no longer available for this series.

Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research & Analysis

Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Total Covered Payroll (excluding federal) by Industry (\$1,000), 1983-1992

Table 1.3

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Total	5,593,905	5,846,817	5,975,942	5,631,460	5,221,450	5,316,310	6,036,041	6,378,361	6,667,085	6,979,390
Ag., For. & Fish	13,524	15,134	16,876	17,785	19,068	22,033	27,559	29,095	33,265	42,100
Mining	446,776	490,557	561,763	578,686	545,253	589,963	645,454	748,817	802,979	779,290
Oil and Gas	415,149	461,465	530,794	551,134	510,186	545,270	593,868	687,058	737,451	708,737
Other Mining	31,627	29,092	30,969	27,552	35,067	44,693	51,586	61,759	65,528	70,553
Construction	964,189	892,966	766,285	545,279	403,310	366,930	413,146	464,221	446,773	434,411
Manufacturing	296,620	288,081	295,464	304,853	330,597	392,746	439,498	483,658	511,465	529,892
Food Products	115,536	110,066	115,312	119,587	133,519	166,929	189,672	223,152	255,112	279,945
Lumber & Wood	62,455	55,704	55,590	63,114	76,744	97,614	111,218	118,792	101,504	95,294
Paper Products	29,837	25,106	22,456	28,062	32,959	37,729	41,262	37,555	38,505	41,221
Other Mfg.	88,792	97,205	102,106	94,090	87,375	90,474	97,346	104,159	116,344	113,432
Trans., Comm. & Util.	669,990	683,702	699,371	653,402	623,411	605,597	905,372	761,587	828,646	895,258
Trade	794,216	866,500	884,819	811,014	736,752	751,272	823,700	894,837	918,643	966,258
Fin., Ins. & R.E.	251,075	286,568	309,085	312,926	283,993	265,688	252,966	260,450	274,116	287,190
Services	1,350,654	1,457,845	1,543,464	1,505,625	1,421,994	1,474,786	1,633,568	1,796,913	1,872,859	2,022,028
Public Admin.	770,440	823,831	874,203	878,523	837,215	839,132	881,028	921,567	963,904	1,002,283
Unclassified	36,421	41,633	24,612	23,367	19,857	8,163	13,750	17,216	14,435	20,680

PERCENT DISTRIBUTION

Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Ag., For. & Fish	0.2	0.3	0.3	0.3	0.4	0.4	0.5	0.5	0.5	0.6
Mining	8.0	8.4	9.4	10.3	10.4	11.1	10.7	11.7	12.0	11.2
Oil and Gas	7.4	7.9	8.9	9.8	9.8	10.3	9.8	10.8	11.1	10.2
Other Mining	0.6	0.5	0.5	0.5	0.7	0.8	0.9	1.0	1.0	1.0
Construction	17.2	15.3	12.8	9.7	7.7	6.9	6.8	7.3	6.7	6.2
Manufacturing	5.3	4.9	4.9	5.4	6.3	7.4	7.3	7.6	7.7	7.6
Food Products	2.1	1.9	1.9	2.1	2.6	3.1	3.1	3.5	3.8	4.0
Lumber & Wood	1.1	1.0	0.9	1.1	1.5	1.8	1.8	1.9	1.5	1.4
Paper Products	0.5	0.4	0.4	0.5	0.6	0.7	0.7	0.6	0.6	0.6
Other Mfg.	1.6	1.7	1.7	1.7	1.7	1.7	1.6	1.6	1.7	1.6
Trans., Comm. & Util.	12.0	11.7	11.7	11.6	11.9	11.4	15.0	11.9	12.4	12.8
Trade	14.2	14.8	14.8	14.4	14.1	14.1	13.6	14.0	13.8	13.8
Fin., Ins. & R.E.	4.5	4.9	5.2	5.6	5.4	5.0	4.2	4.1	4.1	4.1
Services	24.1	24.9	25.8	26.7	27.2	27.7	27.1	28.2	28.1	29.0
Public Admin.	13.8	14.1	14.6	15.6	16.0	15.8	14.6	14.4	14.5	14.4
Unclassified	0.7	0.7	0.4	0.4	0.4	0.2	0.2	0.3	0.2	0.3

REIMBURSABLE ACCOUNTS

Total	1,298,099	1,389,152	1,537,627	1,572,297	1,497,117	1,492,671	1,584,065	1,683,745	1,784,959	1,901,857
Trans., Comm. & Util.	14,548	15,526	51,850	49,806	42,999	42,645	43,481	45,408	45,283	47,955
Services	587,548	637,263	698,297	729,627	707,041	704,274	754,198	813,463	877,043	949,488
Public Admin.	695,999	736,282	787,399	792,777	746,989	745,665	786,239	824,761	862,550	898,614
Other	4	81	81	87	88	87	147	113	83	(*)

Notes: Reimbursable account data is included in the uppermost portion of this table.

(*) Comparable data no longer available for this series.

Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research & Analysis

Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Taxable Covered Payroll by Industry (\$1,000), 1983-1992

Table 1.4

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Total	2,820,397	3,021,559	3,022,697	2,765,660	2,523,978	2,552,009	2,964,226	3,039,796	3,184,860	3,263,435
Ag., For. & Fish	10,570	11,853	13,674	14,112	14,554	16,546	20,793	21,459	25,028	31,158
Mining	191,986	217,149	244,298	250,772	234,080	248,238	266,762	290,700	313,736	291,384
Oil and Gas	171,809	198,796	225,776	234,994	213,112	221,622	236,358	257,209	280,940	258,445
Other Mining	20,177	18,353	18,522	15,778	20,968	26,616	30,404	33,491	32,796	32,939
Construction	647,202	627,835	549,512	395,150	290,775	258,146	287,621	318,541	311,875	300,607
Manufacturing	222,817	220,698	230,223	237,534	251,193	296,021	326,677	361,082	385,073	390,586
Food Products	104,101	99,870	105,411	108,207	118,908	148,155	165,300	192,683	221,522	237,345
Lumber & Wood	45,416	41,903	42,605	47,802	55,420	69,223	76,484	80,748	70,073	62,805
Paper Products	17,456	16,077	15,535	21,196	21,238	22,301	25,158	22,566	23,359	23,281
Other Mfg.	55,844	62,848	66,672	60,329	55,627	56,342	59,735	65,085	70,119	67,155
Trans., Comm. & Util.	373,621	396,934	391,763	360,171	341,128	329,462	540,177	419,187	452,979	475,279
Trade	585,548	650,390	673,666	624,953	572,419	576,584	622,869	667,273	702,260	734,172
Fin., Ins. & R.E.	177,796	206,524	219,659	217,099	195,317	181,968	174,433	175,285	186,443	188,306
Services	529,677	592,530	617,863	587,112	547,663	575,242	650,656	711,716	729,863	771,601
Public Admin.	51,242	62,322	61,801	59,798	60,982	63,240	62,988	63,243	66,197	67,380
Unclassified	29,938	35,324	20,238	18,959	15,867	6,562	11,250	11,310	11,406	12,962

PERCENT DISTRIBUTION

Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Ag., For. & Fish	0.4	0.4	0.5	0.5	0.6	0.6	0.7	0.7	0.8	1.0
Mining	6.8	7.2	8.1	9.1	9.3	9.7	9.0	9.6	9.9	8.9
Oil and Gas	6.1	6.6	7.5	8.5	8.4	8.7	8.0	8.5	8.8	7.9
Other Mining	0.7	0.6	0.6	0.6	0.8	1.0	1.0	1.1	1.0	1.0
Construction	22.9	20.8	18.2	14.3	11.5	10.1	9.7	10.5	9.8	9.2
Manufacturing	7.9	7.3	7.6	8.6	10.0	11.6	11.0	11.9	12.1	12.0
Food Products	3.7	3.3	3.5	3.9	4.7	5.8	5.6	6.3	7.0	7.3
Lumber & Wood	1.6	1.4	1.4	1.7	2.2	2.7	2.6	2.7	2.2	1.9
Paper Products	0.6	0.5	0.5	0.8	0.8	0.9	0.8	0.7	0.7	0.7
Other Mfg.	2.0	2.1	2.2	2.2	2.2	2.2	2.0	2.1	2.2	2.1
Trans., Comm. & Util.	13.2	13.1	13.0	13.0	13.5	12.9	18.2	13.8	14.2	14.6
Trade	20.8	21.5	22.3	22.6	22.7	22.6	21.0	22.0	22.0	22.5
Fin., Ins. & R.E.	6.3	6.8	7.3	7.8	7.7	7.1	5.9	5.8	5.9	5.8
Services	18.8	19.6	20.4	21.2	21.7	22.5	22.0	23.4	22.9	23.6
Public Admin.	1.8	2.1	2.0	2.2	2.4	2.5	2.1	2.1	2.1	2.1
Unclassified	1.1	1.2	0.7	0.7	0.6	0.3	0.4	0.4	0.4	0.4

Note: Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research & Analysis
Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Average Annual Earnings in Covered Employment (excluding federal) by Industry (\$), 1983-1992

Table 1.5

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Total	28,984	28,964	28,774	28,470	27,918	27,829	29,672	29,716	30,532	31,468
Ag., For. & Fish	22,243	22,126	22,412	22,287	22,918	23,540	25,076	26,498	28,167	28,875
Mining	54,605	56,431	59,052	63,739	62,045	61,512	62,983	65,251	68,269	74,353
Oil and Gas	55,770	57,403	59,848	64,778	63,275	63,256	64,790	66,978	69,960	76,795
Other Mining	42,855	44,483	48,089	48,252	48,368	46,028	47,677	50,705	53,667	56,352
Construction	46,253	43,769	40,982	40,475	39,645	40,617	41,791	43,815	41,821	41,626
Manufacturing	24,780	25,386	24,222	24,012	25,429	25,676	27,983	28,001	28,289	29,354
Food Products	18,007	18,902	17,806	17,331	19,039	19,460	22,078	22,445	23,072	24,009
Lumber & Wood	33,906	32,748	32,913	34,413	35,366	36,560	38,417	38,821	38,965	40,724
Paper Products	39,519	42,337	35,701	33,932	37,242	39,841	42,190	41,406	42,313	45,398
Other Mfg.	30,028	30,085	29,996	30,013	29,790	29,176	30,027	30,963	33,165	36,079
Trans., Comm. & Util.	35,341	35,465	35,375	34,353	33,450	33,256	41,155	35,452	36,472	37,994
Trade	19,178	19,487	19,316	18,559	17,894	17,863	18,671	19,447	19,616	20,166
Fin., Ins. & R.E.	24,289	25,376	26,138	27,079	27,174	26,659	26,444	27,315	27,971	29,260
Services	24,351	24,652	24,793	24,661	23,949	24,020	25,006	25,373	26,199	27,282
Public Admin.	32,500	33,168	34,059	34,704	35,324	34,701	35,475	35,896	38,170	39,787
Unclassified	24,104	24,093	20,459	20,882	22,236	22,426	21,451	25,430	25,280	26,962
REIMBURSABLE ACCOUNTS										
Total	30,523	31,289	32,756	33,690	33,585	33,145	33,648	33,565	35,337	37,047
Trans., Comm. & Util.	45,180	45,531	49,287	47,570	49,142	49,415	47,468	50,230	49,652	51,509
Services	27,061	27,891	29,187	30,388	29,808	29,363	29,963	29,675	31,037	32,586
Public Admin.	33,961	34,725	35,856	36,692	37,392	36,951	37,474	37,762	40,423	42,431
Other	4,000	13,500	16,200	14,500	17,600	12,429	14,700	18,833	20,750	65,169

Note: Average Annual Earnings = Total Covered Payroll (Table 1.3) divided by Average Covered Employment (Table 1.2).
Reimbursable account data is included in the uppermost portion of this table.

Source: Alaska Department of Labor, Research & Analysis
Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Average Weekly Earnings in Covered Employment (excluding federal) by Industry (\$), 1983-1992

Table 1.6

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Total	557.39	556.99	553.34	547.49	536.89	535.17	570.62	571.46	587.15	605.15
Ag., For. & Fish	427.76	425.49	430.99	428.60	440.74	452.68	482.24	509.58	541.67	555.29
Mining	1,050.09	1,085.22	1,135.62	1,225.75	1,193.18	1,182.93	1,211.22	1,254.82	1,312.86	1,429.86
Oil and Gas	1,072.49	1,103.91	1,150.93	1,245.74	1,216.83	1,216.47	1,245.97	1,288.03	1,345.39	1,476.82
Other Mining	824.13	855.45	924.78	927.93	930.16	885.15	916.86	975.10	1,032.07	1,083.70
Construction	889.48	841.70	788.12	778.37	762.41	781.09	803.67	842.60	804.25	800.50
Manufacturing	476.54	488.19	465.81	461.76	489.01	493.78	538.13	538.48	544.02	564.49
Food Products	346.30	363.50	342.42	333.30	366.13	374.23	424.58	431.64	443.70	461.71
Lumber & Wood	652.04	629.77	632.94	661.79	680.11	703.07	738.79	746.56	749.33	783.15
Paper Products	759.98	814.18	686.56	652.54	716.19	766.16	811.35	796.26	813.72	873.03
Other Mfg.	577.46	578.56	576.84	577.17	572.89	561.07	577.43	595.44	637.79	693.60
Trans., Comm. & Util.	679.63	682.03	680.30	660.64	643.27	639.54	791.45	681.78	701.39	730.66
Trade	368.81	374.75	371.46	356.91	344.12	343.51	359.06	373.98	377.23	387.80
Fin., Ins. & R.E.	467.10	487.99	502.66	520.75	522.57	512.68	508.54	525.29	537.90	562.70
Services	468.28	474.07	476.79	474.26	460.55	461.92	480.88	487.93	503.83	524.65
Public Admin.	625.00	637.85	654.99	667.38	679.31	667.32	682.22	690.31	734.04	765.14
Unclassified	463.54	463.33	393.44	401.58	427.62	431.27	412.52	489.04	486.16	518.50
REIMBURSABLE ACCOUNTS										
Total	586.97	601.70	629.92	647.89	645.86	637.40	647.07	645.49	679.56	712.45
TCU, Other	868.85	875.59	947.83	914.81	945.03	950.29	912.85	965.96	954.85	990.56
Services	520.40	536.37	561.29	584.39	573.23	564.68	576.21	570.68	596.87	626.65
Public Admin.	653.10	667.80	689.54	705.62	719.09	710.59	720.65	726.19	777.37	815.99
Other	76.92	259.62	311.54	278.85	338.46	239.01	282.69	362.18	399.04	1,253.24

Note: Average Weekly Earnings = Average Annual Earnings (Table 1.5) divided by 52.
Reimbursable account data is included in the uppermost portion of this table.

Source: Alaska Department of Labor, Research & Analysis
Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Average Monthly Covered Employment (excluding federal) by Ownership, 1983-1992

Table 1.7

OWNERSHIP	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Total	192,998	201,868	207,689	197,806	187,025	191,035	203,423	214,644	218,367	221,795
State Government	18,520	18,940	20,168	19,883	18,432	19,082	20,376	21,479	20,807	20,191
Local Government	24,619	26,031	27,330	27,223	26,401	26,425	26,781	28,140	28,660	29,470
Private Industry	149,859	156,897	160,191	150,700	142,192	145,528	156,266	165,025	168,900	172,134
Taxable	146,264	152,816	155,948	146,398	137,687	140,925	151,429	159,453	162,972	165,441
Reimbursable	3,595	4,081	4,243	4,302	4,505	4,603	4,837	5,572	5,928	6,693
PERCENT DISTRIBUTION										
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
State Government	9.6	9.4	9.7	10.1	9.9	10.0	10.0	10.0	9.5	9.1
Local Government	12.8	12.9	13.2	13.8	14.1	13.8	13.2	13.1	13.1	13.3
Private Industry	77.6	77.7	77.1	76.2	76.0	76.2	76.8	76.9	77.3	77.6
Taxable	75.8	75.7	75.1	74.0	73.6	73.8	74.4	74.3	74.6	74.6
Reimbursable	1.9	2.0	2.0	2.2	2.4	2.4	2.4	2.6	2.7	3.0

Note: Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research & Analysis
Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Total Covered Payroll (excluding federal) by Ownership (\$1,000), 1983-1992

Table 1.8

OWNERSHIP	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Total	5,593,905	5,846,817	5,975,942	5,631,460	5,221,450	5,316,310	6,036,041	6,378,361	6,667,085	6,979,390
State Government	595,583	613,418	684,386	688,559	640,157	654,330	704,401	752,768	788,394	810,009
Local Government	725,736	801,086	874,494	898,094	871,183	856,018	885,827	923,880	966,951	1,036,179
Private Industry	4,272,586	4,432,313	4,417,062	4,044,807	3,710,110	3,805,962	4,445,803	4,701,713	4,911,740	5,133,202
Taxable	4,197,514	4,344,717	4,323,450	3,945,491	3,606,244	3,701,659	4,328,979	4,565,435	4,751,787	4,945,025
Reimbursable	75,072	87,596	93,612	99,316	103,866	104,303	116,824	136,278	159,953	188,177
PERCENT DISTRIBUTION										
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
State Government	10.6	10.5	11.5	12.2	12.3	12.3	11.7	11.8	11.8	11.6
Local Government	13.0	13.7	14.6	15.9	16.7	16.1	14.7	14.5	14.5	14.8
Private Industry	76.4	75.8	73.9	71.8	71.1	71.6	73.7	73.7	73.7	73.5
Taxable	75.0	74.3	72.3	70.1	69.1	69.6	71.7	71.6	71.3	70.9
Reimbursable	1.3	1.5	1.6	1.8	2.0	2.0	1.9	2.1	2.4	2.7

Note: Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research & Analysis
Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Taxable Covered Payroll by Ownership (\$1,000), 1983-1992

Table 1.9

OWNERSHIP	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Total	2,820,397	3,021,559	3,022,697	2,765,660	2,523,978	2,552,009	2,964,226	3,039,796	3,184,860	3,263,435
State Government	3,774	3,864	4,338	4,816	5,488	6,401	8,248	9,276	8,814	8,795
Local Government	65,456	77,722	78,582	75,482	75,738	76,999	75,013	75,960	76,780	78,476
Private Industry	2,751,167	2,939,973	2,939,777	2,685,362	2,442,752	2,468,609	2,880,965	2,954,560	3,099,266	3,176,164
PERCENT DISTRIBUTION										
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
State Government	0.1	0.1	0.1	0.2	0.2	0.3	0.3	0.3	0.3	0.3
Local Government	2.3	2.6	2.6	2.7	3.0	3.0	2.5	2.5	2.4	2.4
Private Industry	97.5	97.3	97.3	97.1	96.8	96.7	97.2	97.2	97.3	97.3

Note: Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research and Analysis
Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Unemployment Insurance Benefit Payments

Chapter 2

This chapter focuses on the payment of unemployment insurance (UI) benefits - where the money goes. A general description of the regular UI benefit payment system is presented first, with discussions of eligibility provisions, the benefit schedule, dependents benefits, and duration. Next, brief summaries of extended benefits, the new emergency unemployment compensation program (EUC), and state supplemental benefits programs are provided. Finally, the distribution of payments by industry and area is covered; a comparison of the characteristics of EUC recipients with those who claimed only regular UI benefits in 1992; and some highlights from a study of claimant repeaters done on the calendar year 1992 recipients of regular benefits.

UI Benefit Payments Increase for the Third Year

In 1992, Alaska paid \$175,832,126 in unemployment compensation to 64,482 claimants covered under state and federal systems. (See Table 2.2 on page 30 and Table 2.14 on page 45.) This was 36.2% more benefit dollars paid than in 1991, and 76.3% more than was paid in 1990. The number of claimants in 1992 increased 13.6% from the prior year, and 29.0% from 1990.

Total unemployment compensation benefit payments had been steadily increasing from 1980 until 1986. But in 1987 total dollars paid (\$139.2 million) began to decline and continued to do so through 1989 (\$81.9 million). In 1990, however, the trend changed again and benefit payments increased 21.8% over the prior year, and have increased each year since then. (See Table 2.14).

The proportion of total unemployment compensation benefit payments made to out-of-state claimants declined steadily from 1987 through 1991. In 1992, the trend was halted when out of state claimants took 21.5% of all benefit payments.

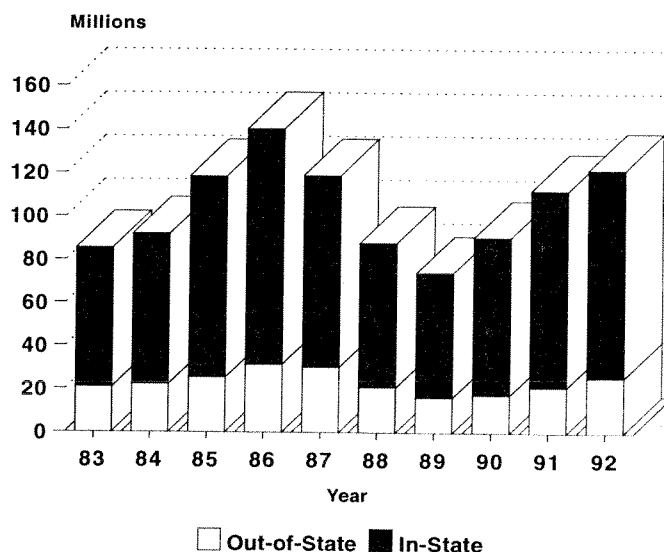
Unemployment compensation payments were distributed through four different programs in Alaska in 1991 and 1992. In 1992, the regular unemployment insurance program (regular benefits) accounted for 72.9% of all dollars paid; the Extended Benefits (EB) program was eclipsed by the EUC program which accounted for 26.8% of all dollars paid; and the State Supplemental Benefits (SSB) program accounted for about 0.3% of all dollars paid.

"Regular Benefits" is the Basic UI Program in All States

The **regular UI benefits** program—the state's largest unemployment insurance program—has been in existence since the Employment Security Act of 1937, and is the only program continuously available in all states. Eligibility for regular benefits in Alaska is established by earning at least \$1,000 in the claimant's "base period" with at least \$100 earned outside the quarter of highest earnings.

Amount of UI Payments, Regular Benefits 1983-1992

Figure 2.1



Note: Does not include benefit payments made through federal programs.
Source: Alaska Department of Labor, Research & Analysis Section.

The **base period** is defined as the first four of the five most recently completed quarters on the date of the application for unemployment insurance benefits. However, base period earnings are not always simply the claimant's earnings during the base period. In 1981, the Alaska Legislature enacted AS 23.20.350, which redefines "base period wage" to better reflect the claimant's attachment to the labor force. For the purpose of computing benefits payable, base period earnings are determined as follows:

1. If the insured worker is paid 90% or more of their earnings in one calendar quarter, the worker's base period earnings are their earnings in the three other quarters multiplied by 10; or
2. If the insured worker is paid less than 90% of their earnings in one calendar quarter, the worker's base period earnings are simply their earnings during the base period.

The amount of benefits that each claimant may receive weekly depends upon the claimant's base period earnings. The minimum weekly benefit amount currently is \$44 at \$1,000 base period earnings, and increases by \$2 increments for each \$250 in earnings. The maximum benefit amount is \$212 for any base period earnings at or above \$22,000. (See Table 2.3 on page 31.)

In 1992, more than 44,000 unemployed persons received \$128,145,404 in regular benefits. The average duration of regular benefits was 16.6 weeks. (See Table 2.5 on page 32 and Table 2.14 on page 45.)

Claimants with Dependents Receive an Additional Allowance

Alaska is one of only fourteen states to provide additional **dependent benefits** to UI claimants. In most of these states the dependent's allowance increases the maximum amount of benefits payable in a benefit year for those claiming it, because the allowance is added to the basic weekly benefit so long as it is payable. This is the case in Alaska.

There is no doubt that dependent benefits introduce the principle of need into what is fundamentally an insurance program. In fact, in Alaska the dependents allowance can exceed the base weekly benefit amount for individuals earning up to \$4,500 in base period wages. Most states have opted to base eligibility primarily on labor force attachment as shown by base period wages.

Currently a claimant receiving UI benefits with one or more dependent children is entitled to dependent benefits of \$24 per dependent to a maximum of \$72. To qualify for dependent benefits, the dependent must be less than 18 years of age, be lawfully in the individual's physical custody at the time the individual claims the allowance for dependents, or depend on the claimant for more than 50% of support. A dependent must be an unmarried child, or step-child, or a legal ward of any age dependent on the claimant for more than 50% of support and who is prevented by infirmity from engaging in a gainful occupation.

In 1992, 15,846 persons receiving regular UI were paid \$13,032,168 in dependents benefits. An additional \$4.2 million was spent on dependents allowance for claimants in other UI programs. These allowances accounted for 10.2% of all benefit costs in 1992. (See Table 2.16 on page 47.)

Duration of Benefits Depends on the Stability of Claimant's Work

How long a claimant may claim benefits varies in each state, and in Alaska it varies with each claimant. Alaska is one of five states in which **potential duration** of benefits is determined by dividing the amount of base period earnings by the amount of earnings in the highest quarter. The intent is to provide a duration of benefits which relates to the duration of employment: the higher the ratio of base period earnings to high quarter earnings, the more stable the earnings stream and therefore the higher the potential duration of benefits.

The duration of benefits is set according to a schedule in AS 23.20.350(e), and ranges from 16 weeks with a ratio of less than 1.50 to 26 weeks with a ratio of 3.50 or more. (See Table

2.4 on page 32.) Claimants with a ratio of less than 1.50 have earned more than two-thirds of their wages in one quarter.

Alaska's highly seasonal employment picture is reflected by unemployment payments. The amount paid to claimants in the late winter months are frequently double the amount disbursed in the late summer, primarily because job openings are scarce and claimants receive benefits for a longer duration. Besides helping to relieve economic pressure on claimants, these unemployment dollars act as a significant stimulus to the economy during the slow winter months.

Why Leaving or Refusing Work May Change the Duration of Benefits

All states disqualify claimants who voluntarily quit work without good cause, who are discharged for misconduct, or who unreasonably refuse an offer of suitable work. Although the disqualification provisions vary from state to state, almost every state (46 states in all) provides for a complete denial of benefits for the duration of a claimant's unemployment. To requalify for benefits claimants must obtain another job, work for a specific time period, and then become unemployed again for a nondisqualifying reason. Of the four remaining states, one state reduces benefits by a specific number of weeks. The three other states not only postpone benefits, but also reduce the claimant's benefit entitlement for several weeks. Alaska is one of these three states.

Although it is somewhat difficult to estimate, it appears that approximately 15% of all benefit payments in Alaska are made to claimants who have had work refusal, or separation issue disqualifications. These workers received about \$25 million in unemployment benefits in 1992.

In Alaska, a claimant who voluntarily quits work, or who is discharged for misconduct, suffers a six-week postponement of benefits (in addition to the one week waiting period everyone must serve), and a benefit reduction equal to three times the weekly benefit amount (WBA). This policy is the most liberal in the nation.

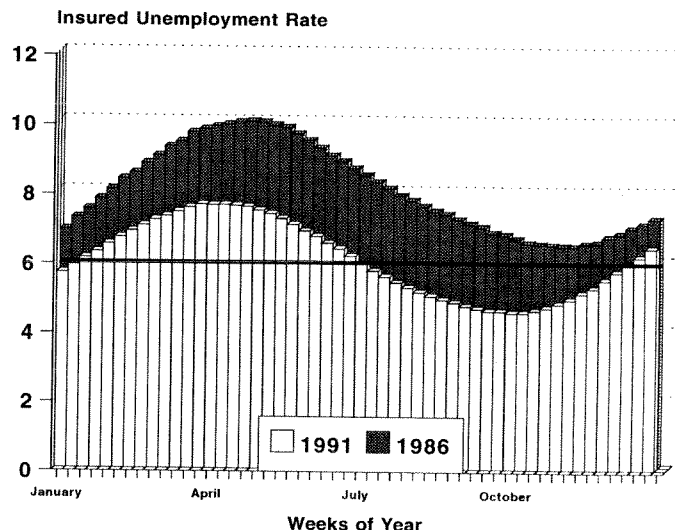
The primary argument for this short period is that the disqualification should be no longer than it takes the average person to find work. The notion is that after a six-week period the worker's continuing unemployment is not due to their reasons for leaving work, but to the unavailability of work. The main argument in favor of longer or unlimited disqualifications is that the unemployment does not become involuntary after six weeks, just because the "average" worker returns to work within that time. The worker continues to be unemployed due to a voluntary act. An additional argument is that the leniency of the disqualification is yet another disincentive to work.

Extended Benefits Helps Out in 1991, But is Eclipsed by EUC in 1992

Under normal circumstances, UI claimants no longer receive benefits once they exhaust the maximum amount to which they are entitled. However, they may collect additional payments of up to half the amount of their maximum regular benefits when certain economic conditions exist. These additional payments are called **extended benefits**.

Alaska Insured Unemployment Rate 1986 and 1991

Figure 2.2



Note: Extended benefits payable when IUR is at least 6.0%.
Source: Alaska Department of Labor, Research & Analysis Section.

In order for extended benefits to be payable, unemployment must be high enough to meet federal standards. Specifically, an extended benefits period exists as long as the insured unemployment rate (IUR) in the state is at least 6%. Prior to 1982 the "trigger" rate was 5%, and extended benefits were payable continuously beginning in 1975. With the trigger rate now at 6%, Alaska generally triggers off between July and September, and triggers back on in January. As figure 2.2 illustrates, in 1986, during the peak of the recession, the IUR never fell below 6.0% and extended benefits were payable year round.

In 1991, more than 8,951 unemployed workers received \$9,496,144 in extended benefits. The average duration of extended benefits was 6.4 weeks. (See Table 2.7 on page 34 and Table 2.14 on page 45.) By contrast, in 1986, during the recession, when extended benefits were payable throughout the year, more than 20,600 persons received \$21,946,358 in extended benefits.

Extended benefits triggered on in late January, 1991, and triggered off in August. Then, later on, in December of same year, extended benefits triggered on a second time. (See Figure 2.2). However, by then, Alaska was pre-

sented with the opportunity of making benefit payments under a new federal program, the **Emergency Unemployment Compensation (EUC) Act of 1991**.

No extended benefits payments were made on weeks of unemployment claimed in 1992, because EUC replaced extended benefits in November, 1991, and continued to be payable throughout 1992.

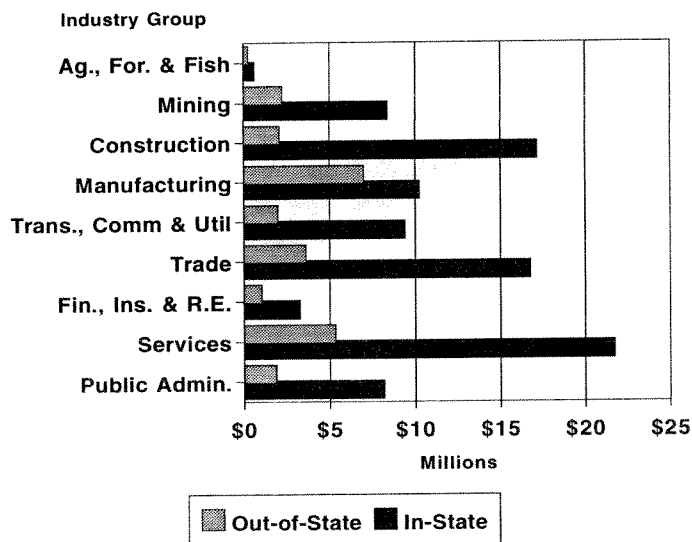
Emergency Unemployment Compensation (EUC)

The Emergency Unemployment Compensation Act of 1991 (P.L. 102-164) established a temporary emergency unemployment compensation program. Essentially, EUC supersedes the permanent EB (extended benefits) program as long as the temporary program is in operation. EUC gives additional weeks of assistance to those who run out of regular benefits, including regular benefits for former Federal employees and newly discharged veterans; state supplemental benefits, and EB.

Under the provisions of the new EUC program, the Governor of Alaska chose to exert the option of allowing claimants to receive EUC benefits instead of EB benefits. There were two good reasons this decision was made. First, the cost to the UI trust fund for benefit payments to its unemployed workers would be less under this new program because EUC benefits were to be fully federally funded, whereas more than 50% of EB payments are state paid. The second reason was that the EUC program offered claimants a maximum number of weeks payable of 20 weeks, while EB offered only eight to thirteen weeks based on the duration of their regular UI claim.

EUC first became payable for the week ending November 23, 1991. Originally, states with average total unemployment rates (TURs) of at least 9%, or adjusted insured unemployment rates (AIURs) of at least 5%, were eligible to provide 20 weeks. This was the case with Alaska when the program first began. Since then, however, the program has experienced several federal amendments which have resulted in changing the maximum weeks payable in a state to 33 weeks, and then 26 weeks payable. At the time of this writing, Alaskan workers may qualify for up to 15 weeks of EUC.

Figure 2.3
UI Regular Benefit Payments (Taxable and Reimbursable) by Industry, 1992



Source: Alaska Department of Labor, Research & Analysis Section.

Alaska paid out only \$2.8 million in EUC benefits by the end of 1991, but by the end of 1992 an additional \$47.1 million had been paid to more than 20.9 thousand claimants. The average EUC claimant received 15 weeks of EUC benefits.

EUC and Regular Program Claimant Characteristics Compared

In 1992, 64,482 Alaskan workers received one or more weeks of UI benefits. (See Figure 2.4). Of these, 20,936 persons (32.5%) received EUC benefits.

Men made up 69.8% of EUC recipients, slightly higher than those who claimed regular benefits only (62.2%). Average age for EUC claimants was 39, three years older than the regular benefits group. In both groups about 73% of those claiming were white. Alaska Natives were somewhat more highly represented in the EUC group (15.7% compared to 13.4%).

The average weekly benefit amount (including the dependents allowance) was virtually identical for both groups. On the other hand, average base period earnings, used to establish UI eligibility, was a bit lower for EUC recipients (\$19,310) than non-EUC claimants (\$20,172). Average high quarter earnings for the EUC group was notably higher (\$8,537 compared to \$7,594).

The information that high quarter earnings were greater for the EUC group than for the non-EUC group indicates that the average EUC claimant was more likely to be formerly employed in a seasonal industry. This conclusion is validated by data showing a higher proportion of EUC claimants are from industries traditionally considered seasonal: construction, and lumber and wood products. Significant is the higher proportion of construction industry workers among EUC claimants (18.9%) than those who only claimed regular benefits (10.9%). In fact, nearly one-third (31.9%) of the EUC recipients were in the structural work occupations.

Supplemental State Benefits Assist Claimants With Low Earnings

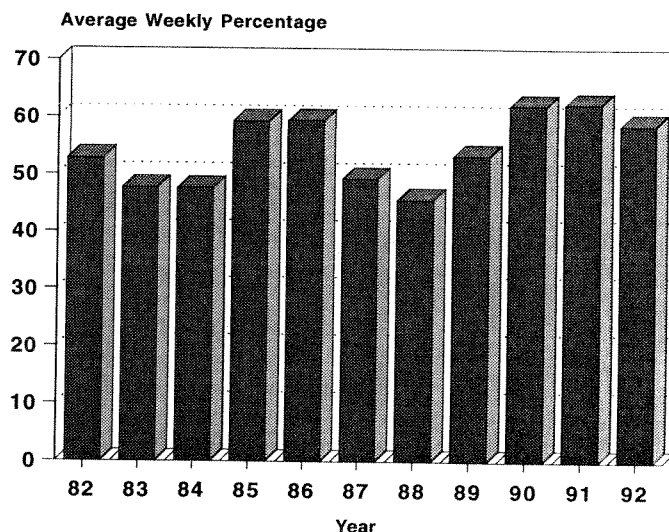
On September 26, 1982 federal law and conforming state law disallowed extended benefits to low-wage claimants who failed to earn at least forty times their weekly benefit amount during their base period. More than one thousand claimants were suddenly ineligible for extended benefits when their regular benefits had been exhausted.

The Alaska Legislature provided an alternative program of **supplemental state benefits** for these claimants. Low-wage claimants who are ineligible for extended benefits solely because of the "forty times rule" are eligible for supplemental state benefits whenever extended benefits are triggered on, or the EUC program is in effect.

In 1992 approximately 700 unemployed workers received \$613,796 in supplemental state benefits. The average duration of state supplemental benefits was 7.6 weeks. (See Table 2.8 on page 35 and Table 2.14 on page 45.)

**Percentage of Unemployed
Receiving UI in Alaska, 1983-1992**

Figure 2.4



Source: Alaska Department of Labor, Research & Analysis Section.

Amount of Benefits Varies by Industry

In 1992, 54.8% of all regular benefit payment dollars were paid to former employees of three industries: services (22.2%), trade (16.7%), and construction (15.9%). (See Table 2.11 on page 40.) Payments increased in all industries but two (paper products manufacturing and metal-coal-mineral mining). Total regular benefit payments increased over all from 1990 (\$90,477,466) to 1992 (\$121,771,578).

Within several industries regular benefit payments increased dramatically from 1990 to 1992: food products (an 82.8% increase in regular benefit dollars paid), other manufacturing (75.6%), agriculture-forestry-fishing (73.8%), and wholesale and retail trade (63.9%).

As with employment (See Chapter 1), the recession of 1986-87 changed the distribution of UI benefit payments in Alaska. Since 1985 (just prior to the recession) the change in the distribution is obvious for several industries. Claimants from the construction industry received 32.4% of regular benefits in 1985; by 1992 that percentage had fallen to 15.9%. On the other hand, the percentage for claimants

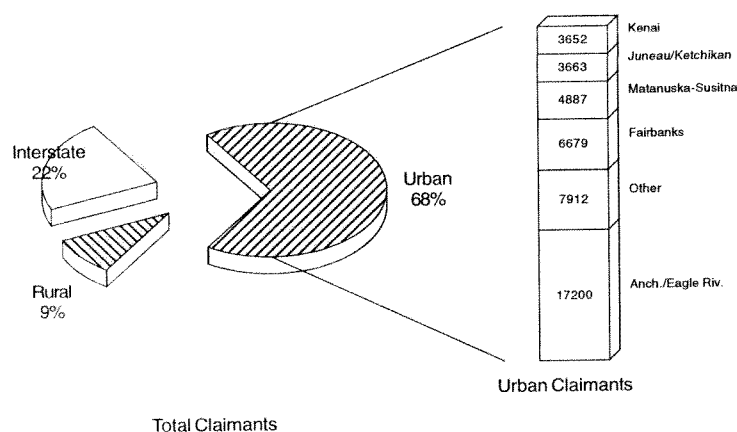
in the wholesale and retail trades increased from 14.1% in 1985 to 16.7% in 1992. Similarly, percentages increased between 1985 and 1992 for claimants in services (from 17.0% in 1985 to 22.2% in 1992), manufacturing (8.5% to 14.2%), and oil and gas mining (2.9% to 7.7%).

Proportion of Benefits Paid Out-of-State is High for Alaska

Between 1983 and 1992 the proportion of regular benefit payments sent out of state has remained between 25.4% (1987) and 19.3% (1990). (See Table 2.12 on page 42.) In 1992, Alaska paid \$25,589,312 in interstate regular benefits (excluding federal programs) to the 22% of those UI claimants filing through the Interstate claims office. These interstate claimants are those who have worked and earned wages during their base period in Alaska. (See Figures 2.3 and 2.5) Slightly less than half of all interstate regular benefits were paid to claimants in the three western states of Washington (23.9%), Oregon (10.8%), and California (13.9%). (See Table 2.15 on page 46.) Of those regular benefit payment dollars sent out of state, over 60% were for former employees of three industry groups: manufacturing (27.4%), services (20.9%), and trade (14.2%). (See Table 2.10.)

Claimants by Selected Local Offices, 1992

Figure 2.5



Since 1985, the average weekly benefit amount and average duration has been higher for those filing from out-of-state than for those filing in-state. In 1992 the average weekly benefit amount for interstate claimants was \$173.26 with average duration of 17.8 weeks. Intrastate claimants averaged weekly benefit amounts of \$161.22 with 16.0 weeks duration. (See Tables 2.9 and 2.10 on pages 36-39.)

Wage Replacement and Benefit Adequacy

Unemployment compensation is intended to replace a worker's earnings during a temporary spell of unemployment. How much of the claimant's earnings should be replaced has been an important issue since the conception of the program. A low earnings replacement implies insufficient support: an excessively high earnings replacement could result in a disincentive to return to work.

Two standards are usually employed when measuring wage replacement to determine benefit adequacy. First, does the weekly benefit amount replace half of weekly earnings for at least two thirds of the claimants. Second, how does the state rank in respect to the percentage of average weekly wages covered by the average weekly benefit amount. (See Table 2.6 on page 33).

Roughly speaking, Alaska comes very close to meeting the first standard, but fails miserably at the second. In fact, Alaska ranks 49th in the nation in the percentage of the average weekly wage covered by the average weekly benefit amount.

Even Alaska's attempt to meet the first of these two standards is loaded with compromise at both ends of the current benefit schedule. Benefit ceilings and floors have reduced the replacement percentage for high wage earners and over-replaced wages for low wage earners. Claimants whose base period earnings equaled the 1992 annual average wage received 35% wage replacement, while those with minimum base period earnings (and probably little attachment to the labor force) received a 228% wage replacement. With the addition of the dependents allowance, claimants with minimum base period earnings may qualify for up to 600% wage replacement.

In this respect, many are critical of these long standing measures of benefit adequacy for failing to clearly define proper wage replacement. While Alaska may meet the first standard, it is also clear that our current benefit schedule fails to provide adequate support for the average wage earner, while it acts as a disincentive for the minimum wage earner to return to work.

In the future Alaska may wish to examine the notion of increasing the amount of income needed to qualify for UI benefits to a level which demonstrates a stronger attachment to the labor force. We may also wish to explore a more straightforward form of wage replacement such as a benefit schedule tied to a direct 50% or 60% wage replacement up to the average annual wage.

Alaska Unemployment Insurance Repeater Study

The *Alaska Unemployment Insurance Repeater Study* is an examination of the five year filing history (1988 to 1992) of the 59.6 thousand claimants who received a payment of regular UI benefits during calendar year 1992. Profiles were developed on those who fell into this group, and into any of the following three groups:

Nonrepeaters

Those who filed in 1992, but not in any of the other four years in the study period.

Repeaters

Those 1992 claimants who also received benefit payments in at least two of the other four years in the study period. These claimants received UI in a total of three or more years of the study period.

Chronic Repeaters

Those 1992 claimants who received UI payments in all five years of the study period.

The Alaska study was an effort to duplicate a repeater study completed in New Jersey and published in late 1992. The definitions and procedures used in the New Jersey study were adapted so that Alaskan data would be directly comparable.

Some of the study highlights were:

- ✓ Over one third of 1992 UI claimants were repeaters, and more than one out of every ten file every year.
- ✓ Three out of four repeaters are males. Four out of five chronic repeaters are men.
- ✓ UI repeaters have higher average annual earnings than nonrepeaters.
- ✓ One third of chronic repeaters are male construction workers with average annual earnings greater than the state's 1992 annual average wage.
- ✓ Those who work in lumber and wood products, and in the construction industry, are three to four times more likely to be repeaters than they are to be nonrepeaters.

- ✓ More than one out of every three claimants from the North Slope are chronic UI repeaters, while only one out of fifty from the Aleutian Islands are repeaters.
- ✓ In 1992 Alaska paid more regular benefits to repeaters (47.4 million), than to nonrepeaters (\$45.4 million). Chronic repeaters received \$15.5 million in regular benefits. (See Figure 2.6).

The study reveals that the profile of claimant repeaters may vary considerably from state to state. While New Jersey's repeaters had smaller annual earnings than nonrepeaters, Alaska's repeaters had larger earnings. More women were repeaters than were men in New Jersey, while Alaska male repeaters were three times larger in number than women repeaters. Even more surprising is that while average actual claim duration falls among chronic repeaters in New Jersey, the average chronic repeater in Alaska receives UI payments for more weeks than the nonrepeater.

(Copies of the *Alaska Unemployment Insurance Repeater Study* are available upon request from the UI Actuary, Research and Analysis Section, Alaska Department of Labor.)

The fact that claimant repeaters in Alaska receive the majority of benefits paid has not escaped the attention of the Alaska Legislature. In 1989, lawmakers established the State Training and Employment Program (STEP) to help reduce future UI claims by providing increased training opportunities to Alaskan workers affected by fluctuations in the state economy.

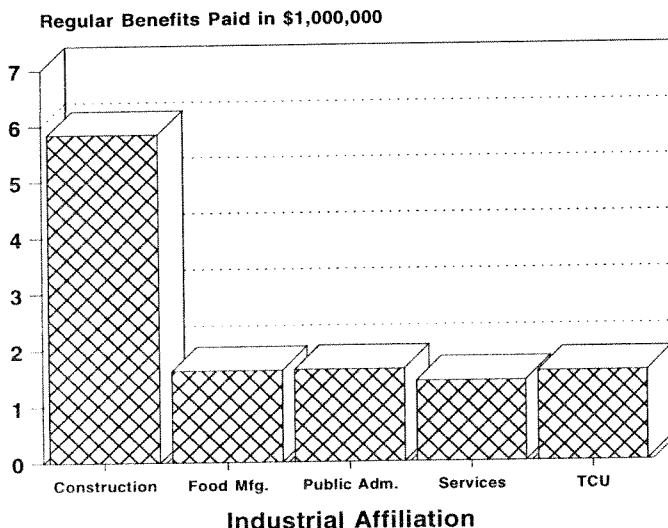
STEP on Unemployment

The State Training and Employment Program (STEP) was established in 1989 as a short pilot project, but was later extended through June, 1996. The project was funded by a .1% tax on the taxable wages of Alaskan workers. The program was established to:

- ✓ Help prevent future claims against unemployment benefits.
- ✓ Foster new jobs by encouraging businesses to locate in the state due to the availability of a skilled labor force, and by minimizing employers' unemployment costs.
- ✓ Increase training opportunities to those Alaska workers severely affected by fluctuations in the state economy or technological changes in the workplace.

Industrial Affiliation of Chronic Repeater—The Five Receiving the Most in Total Benefits

Figure 2.6



About 1,500 persons participated during the first two years of the STEP. Two major groups targeted by STEP were those who were unemployed and receiving UI benefits, and the unemployed who had exhausted benefits. Two thirds of the STEP participants were in one of these two categories, and nearly half were in the construction industry prior to training. The retraining and upgrading of construction workers was an obvious high priority.

The impact of the training participants received during the first two years is generally positive. Early data indicates that average earnings increased for nearly every group after training. There is also evidence that training reduced employment seasonality as reflected in both wages and UI claims.

Source: Alaska Department of Labor, Research & Analysis Section.

As the *UI Repeater Study* and an evaluation of STEP show, useful profiles can be developed on claimants with repetitious UI filing behavior, and those claimants can be directed into training programs that can increase their opportunities for stable, successful employment. There are many nationally recognized studies that support this conclusion. In fact, the federal Department of Labor is rapidly moving towards the day when it will be mandatory for states to practice UI profiling and training referral.

Profiling Initiative Signed into Law

On March 4, 1993, the Worker Profiling Initiative was signed into law as part of the Emergency Unemployment Compensation Amendments of 1993. It has two goals. The first is to establish a uniform UI profiling system for identifying the one to two million dislocated workers served by the UI system nationally each year. The second is to refer these workers to reemployment services by their fifth week of unemployment. Profiling identifies workers who are likely to be permanently displaced from their jobs, by using a set of characteristics, including such things as changes

in the claimant's industry and occupation, the claimant's job tenure, and the state total unemployment rate. The profiling system itself will be a federal-state partnership, with the states in the operational leadership role, which profiles at-risk claimants, selects and refers them to appropriate reemployment services, and monitors the results. The system will be offered to the first states in 1994.

Both STEP and the federally sponsored profiling initiative address the growing problem of structural unemployment—the permanent dislocation of workers by technological advances, international competition, and corporate reorganization. The challenge in Alaska, as in the rest of the country, is how best to use the UI program to get the dislocated worker back into productive employment as quickly as possible. Retraining is undoubtedly the key in most instances. Although the current training provision in AS 23.20.382 and 8AAC 85.200 already allow for payment of benefits to claimants who are temporarily out of the labor market while in training, it may be time to focus these provisions as tools for identifying retraining needs and providing appropriate retraining incentives.

Unemployment, 1983-1992

Table 2.1

Year	Total Labor Force	Total Unem- ployment	Total Unem- ployment Rate (TUR)%	Covered Employ- ment	Insured Unem- ployment	Insured Unem- ployment Rate (IUR)%	% Ratio IUR to TUR
1983	234,000	24,000	10.3	192,998	11,446	5.9	57.8
1984	247,000	25,000	10.1	201,868	11,907	5.9	58.3
1985	250,000	24,000	9.6	207,689	14,224	6.8	71.3
1986	257,000	28,000	10.9	197,806	16,620	8.4	77.1
1987	249,000	27,000	10.8	187,025	13,301	7.1	65.6
1988	250,000	23,000	9.2	191,035	10,485	5.5	59.7
1989	253,000	17,000	6.7	203,423	9,056	4.5	66.3
1990	257,000	18,000	7.0	214,644	11,170	5.2	74.3
1991	258,000	22,000	8.5	218,367	13,237	6.1	71.1
1992	262,000	24,000	9.2	221,795	13,880	6.3	68.3

Note: Insured unemployment and the insured unemployment rate are for comparison only, and are calculated as the percent of average covered employment filing claims for unemployment compensation during an average week of the year. The Total Unemployment Rate (TUR) uses labor force data, which includes unemployment with employment.

Source: Alaska Department of Labor, Research & Analysis
Employment, Wages, and Contributions/ES 202 report to the U.S. Department of Labor
Report of Claims Activities, ETA 5-39 report to the U.S. Department of Labor
Local Area Unemployment Statistics (LAUS)

Unemployment Insurance Claimant Characteristics, 1992

Table 2.2

Characteristics	All Recipients		Characteristics	All Recipients	
	Number	% of Total		Number	% of Total
Total	64,482	100.0	Average Annual Earnings (\$):		
Sex:			1,000-9,999	18,853	29.2
Male	41,698	64.7	10,000-19,999	20,230	31.4
Female	22,784	35.3	20,000-29,999	12,446	19.3
Age:			30,000-39,999	6,331	9.8
Less than 21	1,691	2.6	40,000-49,999	3,331	5.2
21-24	6,257	9.7	50,000-59,999	1,752	2.7
25-34	21,947	34.0	60,000-69,999	878	1.4
35-44	20,193	31.3	70,000-79,999	418	0.6
45-54	9,993	15.5	80,000-89,999	168	0.3
55-64	3,889	6.0	90,000+	75	0.1
65+	512	0.8	Geographic Location:		
Number of Dependents:			Alutian Islands East C A	82	0.1
0	39,262	60.9	Alutian Islands West C A	95	0.1
1	9,988	15.5	Anchorage Borough	17,254	26.8
2	8,954	13.9	Bethel Census Area	859	1.3
3+	6,278	9.7	Bristol Bay Borough	86	0.1
Ethnic Background:			Denali Borough	173	0.3
Alaska Native/American Indian	9,108	14.1	Dillingham Census Area	292	0.5
Asian and Pacific Islander	3,025	4.7	Fairbanks North Star Borough	6,699	10.4
Black	2,444	3.8	Haines Borough	324	0.5
Hispanic	2,136	3.3	Juneau Borough	2,227	3.5
White	47,256	73.3	Kenai Peninsula Borough	5,957	9.2
No Information	513	0.8	Ketchikan Gateway Borough	1,652	2.6
Industry:			Kodiak Island Borough	1,589	2.5
Agriculture, Forestry and Fishing	539	0.8	Lake & Peninsula Borough	103	0.2
Mining	4,366	6.8	Matanuska-Susitna Borough	5,108	7.9
Oil and Gas	3,796	5.9	Nome Census Area	740	1.1
Other Mining	570	0.9	North Slope Borough	266	0.4
Contract Construction	8,692	13.5	Northwest Arctic Borough	738	1.1
Manufacturing	9,525	14.8	Prince of Wales-Outer Ketchikan C.A.	873	1.4
Food Products	6,118	9.5	Sitka Borough	652	1.0
Lumber and Wood Products	1,926	3.0	Skagway-Yakutat-Angoon Census Area	607	0.9
Paper Products	438	0.7	Southeast Fairbanks Census Area	574	0.9
Other Manufacturing	1,043	1.6	Valdez-Cordova Census Area	1,120	1.7
Transport., Communications and Util.	5,672	8.8	Wade Hampton Census Area	409	0.6
Trade	11,404	17.7	Wrangell-Petersburg Census Area	841	1.3
Finance, Insurance and Real Estate	2,036	3.2	Yukon-Koyukuk Census Area	724	1.1
Services	14,591	22.6	Total In-State	50,044	77.6
Public Administration	7,326	11.4	Out-of-State	14,438	22.4
Unclassified	331	0.5	Local Office:		
Occupation:			Anchorage	15,684	24.3
Agriculture, Fishing and Forestry	2,122	3.3	Bethel	448	0.7
Benchwork	374	0.6	Central - Interstate Claims	14,438	22.4
Clerical and Sales	12,802	19.9	Central - Mail Claims	6,051	9.4
Machine Trades	3,024	4.7	Dillingham	302	0.5
Processing	4,071	6.3	Eagle River	1,516	2.4
Professional, Technical and Managerial	10,139	15.7	Fairbanks	6,679	10.4
Service	8,678	13.5	Glennallen	340	0.5
Structural Work	15,707	24.4	Homer	1,283	2.0
Miscellaneous and Unknown	7,565	11.7	Juneau	2,149	3.3
			Kenai	3,652	5.7
			Ketchikan	1,514	2.3
			Kodiak	1,508	2.3
			Kotzebue	709	1.1
			Matanuska-Susitna	4,887	7.6
			Nome	482	0.7
			Petersburg	377	0.6
			Seward	881	1.4
			Sitka	616	1.0
			Valdez	580	0.9
			Tok	386	0.6

Note: Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research and Analysis
RESP 8003, Claimant Characteristics Tape

Schedule of UI Benefits

Table 2.3

Base Period Earnings (\$)			Schedule of Benefits	Base Period Earnings (\$)			Schedule of Benefits
At Least	But Less Than		Eff. 10-1-90	At Least	But Less Than		Eff. 10-1-90
0	1,000		0	15,000	15,250		156
1,000	1,250		44	15,250	15,500		158
1,250	1,500		46	15,500	15,750		160
1,500	1,750		48	15,750	16,000		162
1,750	2,000		50	16,000	16,250		164
2,000	2,250		52	16,250	16,500		166
2,250	2,500		54	16,500	16,750		168
2,500	2,750		56	16,750	17,000		170
2,750	3,000		58	17,000	17,250		172
3,000	3,250		60	17,250	17,500		174
3,250	3,500		62	17,500	17,750		176
3,500	3,750		64	17,750	18,000		178
3,750	4,000		66	18,000	18,250		180
4,000	4,250		68	18,250	18,500		182
4,250	4,500		70	18,500	18,750		184
4,500	4,750		72	18,750	19,000		186
4,750	5,000		74	19,000	19,250		188
5,000	5,250		76	19,250	19,500		190
5,250	5,500		78	19,500	19,750		192
5,500	5,750		80	19,750	20,000		194
5,750	6,000		82	20,000	20,250		196
6,000	6,250		84	20,250	20,500		198
6,250	6,500		86	20,500	20,750		200
6,500	6,750		88	20,750	21,000		202
6,750	7,000		90	21,000	21,250		204
7,000	7,250		92	21,250	21,500		206
7,250	7,500		94	21,500	21,750		208
7,500	7,750		96	21,750	22,000		210
7,750	8,000		98	22,000	and over		212
8,000	8,250		100				
8,250	8,500		102				
8,500	8,750		104				
8,750	9,000		106				
9,000	9,250		108				
9,250	9,500		110				
9,500	9,750		112				
9,750	10,000		114				
10,000	10,250		116				
10,250	10,500		118				
10,500	10,750		120				
10,750	11,000		122				
11,000	11,250		124				
11,250	11,500		126				
11,500	11,750		128				
11,750	12,000		130				
12,000	12,250		132				
12,250	12,500		134				
12,500	12,750		136				
12,750	13,000		138				
13,000	13,250		140				
13,250	13,500		142				
13,500	13,750		144				
13,750	14,000		146				
14,000	14,250		148				
14,250	14,500		150				
14,500	14,750		152				
14,750	15,000		154				

Source: Alaska Statutes 23.20.350(d)

Duration Schedule

Table 2.4

Ratio of Base Period Earnings to High Quarter Earnings	Duration of Benefits (in Weeks)
Less than 1.50	16
1.50–1.99	18
2.00–2.49	20
2.50–2.99	22
3.00–3.49	24
3.50 or more	26

Source: Alaska Statutes 23.20.350(e)

Payment Data, UI Regular Benefits (Taxable and Reimbursable), 1983-1992

Table 2.5

Year	All Claimants		Claimants Exhausting Benefits		Average Duration (in Weeks)			Average Weekly Benefit Amount (AWBA)	Maximum Weekly Benefit Amount (\$)		
	Number of First Pay- ments 1/	Number of Weeks Paid	Number 3/	Percent of First Pay- ments 1/	Potential	Actual	Actual for Exhausts 3/	(\$) Amount 2/	Ratio of WBA to Average Weekly Earnings	Without Depon- dents Benefits	With Depon- dents Benefits
1983	42,866	640,172	20,360	47.2	20.4	14.9	19.8	134.40	0.24	156.00	228.00
1984	45,453	662,704	20,704	47.2	20.7	14.6	19.9	139.72	0.25	188.00	260.00
1985	49,348	767,652	24,291	51.3	20.6	15.6	20.1	156.30	0.28	188.00	260.00
1986	55,514	911,807	30,148	56.9	20.8	16.4	20.2	158.59	0.29	188.00	260.00
1987	45,345	770,406	26,496	51.7	21.0	17.0	20.6	159.12	0.30	188.00	260.00
1988	36,090	579,422	18,670	47.0	20.7	16.1	20.5	156.57	0.29	188.00	260.00
1989	33,093	485,552	13,972	42.2	20.7	14.7	20.4	157.17	0.28	188.00	260.00
1990	39,675	584,707	17,690	44.6	20.5	14.7	19.8	162.81	0.29	212.00	284.00
1991	44,523	682,519	20,825	46.8	20.7	15.3	20.1	169.72	0.29	212.00	284.00
1992	44,094	732,262	23,502	53.3	20.9	16.6	20.6	169.92	0.28	212.00	284.00

1/ The number of first payments relates to the calendar year indicated. The percent who exhaust their benefits relates to first payments in the 12-month period ending June 30 of the same year.

2/ Average weekly benefit amount for all claimants excluding certain part-time workers

3/ Exhausts: Persons receiving payments for the maximum number of weeks available to them in a particular program

Source: Alaska Department of Labor, Research and Analysis
ETA 5-159 report to the U.S. Department of Labor
BEPP 2565 Monthly Management Reports
ES-218 report to the U.S. Department of Labor

Average Weekly UI Regular Benefits as a Percentage of Average Weekly Earnings in Covered Employment, 1992

Table 2.6

State	Avg. Weekly Benefit Amt. (\$)	Rank	Avg. Weekly Earnings (\$)	Rank	AWBA as % of Earnings	Rank
Alabama	120.95	50	419.24	35	28.8	45
ALASKA	169.92	23	605.21	5	28.1	49
Arizona	146.75	37	439.80	28	33.4	41
Arkansas	150.63	35	381.14	47	39.5	15
California	152.07	34	553.58	7	27.5	51
Colorado	177.54	16	475.04	18	37.4	22
Connecticut	210.78	6	625.91	2	33.7	40
Delaware	181.02	12	508.91	10	35.6	30
Dist. of Columbia	227.72	2	669.74	1	34.0	38
Florida	158.01	31	439.76	29	35.9	28
Georgia	148.17	36	463.60	22	32.0	43
Hawaii	239.80	1	484.54	14	49.5	1
Idaho	156.22	32	390.37	45	40.0	12
Illinois	183.21	11	533.11	8	34.4	37
Indiana	125.98	47	448.70	24	28.1	48
Iowa	170.38	22	398.73	43	42.7	4
Kansas	179.06	15	417.36	36	42.9	3
Kentucky	144.43	40	415.94	37	34.7	35
Louisiana	118.06	51	424.61	32	27.8	50
Maine	166.73	25	411.04	39	40.6	10
Maryland	180.25	13	508.12	11	35.5	31
Massachusetts	226.31	3	568.67	6	39.8	14
Michigan	211.29	5	526.02	9	40.2	11
Minnesota	198.09	9	483.56	15	41.0	6
Mississippi	122.62	49	362.95	48	33.8	39
Missouri	146.07	39	447.73	25	32.6	42
Montana	134.62	44	362.30	49	37.2	23
Nebraska	132.95	45	386.58	46	34.4	36
Nevada	167.89	24	471.44	19	35.6	29
New Hampshire	135.55	43	475.10	17	28.5	47
New Jersey	224.88	4	617.00	4	36.4	25
New Mexico	138.28	42	391.79	44	35.3	33
New York	197.42	10	621.32	3	31.8	44
North Carolina	158.50	30	423.77	33	37.4	21
North Dakota	146.22	38	357.19	50	40.9	7
Ohio	179.87	14	468.60	20	38.4	19
Oklahoma	159.50	29	407.76	40	39.1	16
Oregon	171.81	21	446.44	26	38.5	18
Pennsylvania	200.92	8	491.47	12	40.9	8
Rhode Island	206.09	7	462.48	23	44.6	2
South Carolina	142.89	41	406.38	41	35.2	34
South Dakota	127.84	46	337.28	51	37.9	20
Tennessee	123.85	48	431.70	30	28.7	46
Texas	176.11	17	477.62	16	36.9	24
Utah	174.89	20	412.58	38	42.4	5
Vermont	155.31	33	428.79	31	36.2	26
Virginia	164.15	26	464.32	21	35.4	32
Washington	175.62	18	486.26	13	36.1	27
West Virginia	162.74	28	420.13	34	38.7	17
Wisconsin	175.46	19	440.08	27	39.9	13
Wyoming	163.42	27	400.54	42	40.8	9
United States 1/	173.64		490.82		35.4	

1/ Includes Puerto Rico and the Virgin Islands

Source: Alaska Department of Labor, Research & Analysis
ETA 5-159 report and Employment, Wages, and Contributions/ES-202 Report,
both produced by the U.S. Department of Labor

Payment Data, UI Extended Benefits, 1983-1992

Table 2.7

Year	Number of First Payments	Number of Weeks Paid	Number of Claimants Exhausting Benefits	Average Duration in Weeks	Average Weekly Benefit (\$) Amount 1/
1983	9,495	61,706	3,855	6.5	128.59
1984	9,736	52,056	2,712	5.3	136.36
1985	12,158	69,368	3,749	5.7	149.70
1986	20,678	136,180	8,486	6.6	158.87
1987	13,145	94,773	6,246	7.2	160.56
1988	8,281	51,385	2,806	6.2	155.38
1989	4,566	24,489	958	5.4	149.66
1990	5,730	32,267	1,445	5.6	161.28
1991	8,951	57,369	3,272	6.4	164.37
1992	6	32	7	5.3	136.84

1/ Excludes certain part-time workers

Source: Alaska Department of Labor, Research & Analysis
Claims and Payment Activities, ETA 5-159 report to the U.S.
Department of Labor.

Payment Data, UI State Supplemental Benefits, 1983-1992

Table 2.8

Year	Number of First Payments	Number of Weeks Paid	Number of Claimants Exhausting Benefits	Average Duration in Weeks	Average Weekly Benefit (\$) Amount 1/
1983	316	1,952	149	6.2	76.19
1984	302	2,065	159	6.8	92.36
1985	492	3,073	229	6.2	85.68
1986	919	6,251	545	6.8	96.51
1987	624	4,506	395	7.2	92.14
1988	504	3,442	259	6.8	95.84
1989	329	1,943	122	5.9	95.13
1990	345	2,155	143	6.2	104.24
1991	761	4,536	336	6.0	102.54
1992	731	5,546	458	7.6	102.42

1/ Excludes certain part-time workers

Source: Alaska Department of Labor, Research & Analysis
Claims and Payment Activities, ETA 5-159 report to the U.S.
Department of Labor

UI Regular Benefit Payments (Taxable and Reimbursable) by Industry—Intrastate, 1983-1992

Table 2.9

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
NUMBER OF WEEKS PAID										
Totals (incl. unclass.)	479,953	502,333	606,468	706,652	587,574	452,038	386,470	468,952	561,087	596,579
Ag., For. & Fish	2,608	2,738	3,061	3,824	3,456	3,207	3,014	2,681	4,061	4,383
Mining	25,153	16,793	18,318	35,604	30,062	23,324	24,119	53,201	38,071	42,856
Oil and Gas	20,604	12,912	14,660	31,156	26,712	19,986	19,380	47,231	32,442	37,617
Other Mining	4,549	3,881	3,658	4,448	3,350	3,338	4,739	5,970	5,629	5,239
Construction	132,211	158,754	179,593	193,338	135,244	98,122	69,149	73,534	94,468	92,478
Manufacturing	52,217	49,359	48,134	51,375	41,730	40,943	46,672	46,874	63,509	68,333
Food Products	29,146	22,566	24,951	24,907	21,531	24,561	27,162	25,496	35,971	41,458
Lumber & Wood	12,583	9,034	10,627	10,030	7,758	7,654	11,342	12,065	16,813	13,747
Paper Products	3,385	8,764	4,140	5,333	3,330	1,854	2,136	3,093	3,114	2,495
Other Mfg.	7,103	8,995	8,416	11,105	9,111	6,874	6,032	6,220	7,611	10,633
Trans., Comm. & Util.	41,481	41,617	60,382	60,074	50,895	37,513	31,337	57,297	54,547	57,374
Trade	67,475	74,999	100,366	126,974	109,258	80,631	65,200	74,664	102,762	116,967
Fin., Ins. & R.E.	13,758	16,543	20,862	26,632	27,103	21,831	18,050	16,117	19,654	20,033
Services	96,948	91,831	113,246	142,032	131,671	98,120	87,364	101,807	133,303	142,716
Public Admin.	40,580	46,199	57,174	61,572	53,748	44,595	40,019	40,843	47,652	48,925
Unclassified	7,522	3,500	5,332	5,227	4,207	3,752	1,546	1,934	3,060	2,514
NUMBER OF FIRST PAYMENTS										
Totals (incl. unclass.)	33,397	36,063	40,182	45,154	36,051	29,332	27,044	33,325	37,031	37,268
Ag., For. & Fish	170	191	216	270	227	210	215	211	290	296
Mining	1,430	1,170	1,271	2,230	1,742	1,671	1,980	3,667	2,546	2,602
Oil and Gas	1,149	915	1,054	1,934	1,490	1,432	1,570	3,349	2,163	2,284
Other Mining	281	255	217	296	252	239	410	318	383	318
Construction	9,606	11,376	11,740	11,748	8,248	6,015	4,854	5,184	6,275	5,927
Manufacturing	3,362	3,609	3,274	3,479	2,951	3,161	3,561	3,726	4,431	4,575
Food Products	1,803	1,565	1,574	1,667	1,560	1,814	1,927	2,023	2,495	2,555
Lumber & Wood	815	619	717	767	661	767	1,024	988	1,172	1,047
Paper Products	278	752	422	368	160	167	175	291	256	255
Other Mfg.	466	673	561	677	570	413	435	424	508	718
Trans., Comm. & Util.	2,803	3,083	3,532	3,951	3,146	2,443	2,183	4,184	3,561	3,676
Trade	4,729	5,448	6,895	8,130	6,524	5,175	4,448	5,173	6,845	7,163
Fin., Ins. & R.E.	906	1,164	1,339	1,715	1,573	1,286	1,121	1,045	1,211	1,159
Services	7,079	6,559	7,770	9,335	8,094	6,317	5,912	7,223	8,666	8,786
Public Admin.	2,818	3,170	3,795	3,962	3,272	2,832	2,666	2,754	3,042	2,932
Unclassified	494	293	350	334	274	222	104	158	164	152
AMOUNT OF PAYMENTS (\$)										
Totals (incl. unclass.)	64,574,011	69,624,286	93,159,832	108,862,547	88,612,979	66,976,459	57,799,996	73,010,065	90,968,612	96,182,266
Ag., For. & Fish	295,685	321,110	403,315	526,824	480,378	428,169	421,657	389,718	600,373	626,509
Mining	3,851,452	2,621,518	3,159,028	6,497,267	5,416,253	4,048,279	4,181,678	9,076,745	6,999,671	8,374,847
Oil and Gas	3,204,429	2,049,371	2,565,039	5,759,791	4,859,051	3,502,579	3,351,894	8,012,061	5,949,790	7,384,851
Other Mining	647,023	572,147	593,989	737,476	557,202	545,700	829,784	1,064,684	1,049,881	989,996
Construction	20,376,987	24,850,295	31,408,045	34,078,531	23,405,617	17,161,043	12,021,780	13,154,194	17,924,460	17,279,799
Manufacturing	6,205,227	6,327,281	6,455,833	6,931,941	5,487,326	5,261,260	6,473,636	6,805,843	9,869,443	10,245,401
Food Products	2,823,889	2,191,983	2,630,872	2,521,981	2,223,918	2,571,829	3,229,650	3,194,400	4,807,535	5,478,880
Lumber & Wood	1,860,041	1,354,391	1,709,089	1,640,720	1,250,865	1,254,771	1,945,855	2,075,092	3,234,287	2,518,586
Paper Products	533,924	1,465,810	769,807	987,009	553,453	296,948	343,953	542,842	582,280	450,333
Other Mfg.	987,373	1,315,097	1,346,065	1,782,231	1,459,090	1,137,712	954,178	993,509	1,245,341	1,797,602
Trans., Comm. & Util.	5,720,677	5,960,373	10,176,143	9,508,937	7,898,224	5,645,907	4,737,488	9,449,085	9,017,422	9,400,474
Trade	7,929,965	9,081,116	13,506,590	17,214,463	14,509,115	10,388,687	8,486,999	10,109,746	14,650,040	16,749,124
Fin., Ins. & R.E.	1,793,094	2,230,421	3,201,903	4,104,333	4,245,723	3,466,250	2,878,622	2,570,778	3,200,696	3,265,199
Services	12,085,904	11,566,864	15,677,921	20,107,726	18,425,047	13,404,784	12,252,386	14,799,741	20,364,936	21,716,546
Public Admin.	5,380,094	6,270,697	8,462,474	9,226,560	8,182,031	6,697,095	6,137,466	6,407,134	7,936,502	8,182,038
Unclassified	934,926	394,611	708,574	666,235	553,465	474,985	208,284	247,081	405,069	342,329

UI Regular Benefit Payments (Taxable and Reimbursable) by Industry—Intrastate, 1983-1992

Table 2.9 (cont.)

	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
PERCENT DISTRIBUTION - AMOUNT OF PAYMENTS										
Totals (incl. unclass.)	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Ag., For. & Fish	0.5	0.5	0.4	0.5	0.5	0.6	0.7	0.5	0.7	0.7
Mining	6.0	3.8	3.4	6.0	6.1	6.0	7.2	12.4	7.7	8.7
Oil and Gas	5.0	2.9	2.8	5.3	5.5	5.2	5.8	11.0	6.5	7.7
Other Mining	1.0	0.8	0.6	0.7	0.6	0.8	1.4	1.5	1.2	1.0
Construction	31.6	35.7	33.7	31.3	26.4	25.6	20.8	18.0	19.7	18.0
Manufacturing	9.6	9.1	6.9	6.4	6.2	7.9	11.2	9.3	10.8	10.7
Food Products	4.4	3.1	2.8	2.3	2.5	3.8	5.6	4.4	5.3	5.7
Lumber & Wood	2.9	1.9	1.8	1.5	1.4	1.9	3.4	2.8	3.6	2.6
Paper Products	0.8	2.1	0.8	0.9	0.6	0.4	0.6	0.7	0.6	0.5
Other Mfg.	1.5	1.9	1.4	1.6	1.6	1.7	1.7	1.4	1.4	1.9
Trans., Comm. & Util.	8.9	8.6	10.9	8.7	8.9	8.4	8.2	12.9	9.9	9.8
Trade	12.3	13.0	14.5	15.8	16.4	15.5	14.7	13.8	16.1	17.4
Fin., Ins. & R.E.	2.8	3.2	3.4	3.8	4.8	5.2	5.0	3.5	3.5	3.4
Services	18.7	16.6	16.8	18.5	20.8	20.0	21.2	20.3	22.4	22.6
Public Admin.	8.3	9.0	9.1	8.5	9.2	10.0	10.6	8.8	8.7	8.5
Unclassified	1.4	0.6	0.8	0.6	0.6	0.7	0.4	0.3	0.4	0.4

AVERAGE WEEKLY PAYMENTS (\$)

Totals (incl. unclass.)	134.54	138.60	153.61	154.05	150.81	148.17	149.56	155.69	162.13	161.22
Ag., For. & Fish	113.38	117.28	131.76	137.77	139.00	133.51	139.90	145.36	147.84	142.94
Mining	153.12	156.11	172.45	182.49	180.17	173.57	173.38	170.61	183.86	195.42
Oil and Gas	155.52	158.72	174.97	184.87	181.91	175.25	172.96	169.64	183.40	196.32
Other Mining	142.23	147.42	162.38	165.80	166.33	163.48	175.10	178.34	186.51	188.97
Construction	154.12	156.53	174.88	176.26	173.06	174.89	173.85	178.89	189.74	186.85
Manufacturing	118.84	128.19	134.12	134.93	131.50	128.50	138.70	145.19	155.40	149.93
Food Products	96.89	97.14	105.44	101.26	103.29	104.71	118.90	125.29	133.65	132.15
Lumber & Wood	147.82	149.92	160.83	163.58	161.24	163.94	171.56	171.99	192.37	183.21
Paper Products	157.73	167.25	185.94	185.08	166.20	160.17	161.03	175.51	186.99	180.49
Other Mfg.	139.01	146.20	159.94	160.49	160.15	165.51	158.19	159.73	163.62	169.06
Trans., Comm. & Util.	137.91	143.22	168.53	158.29	155.19	150.51	151.18	164.91	165.31	163.85
Trade	117.52	121.08	134.57	135.57	132.80	128.84	130.17	135.40	142.56	143.20
Fin., Ins. & R.E.	130.33	134.83	153.48	154.10	156.64	158.78	159.48	159.51	162.85	162.99
Services	124.66	125.96	138.44	141.57	139.80	136.62	140.25	145.37	152.77	152.17
Public Admin.	132.58	135.73	148.01	149.85	152.23	150.18	153.36	156.87	166.55	167.24
Unclassified	124.29	112.75	132.89	127.46	131.56	126.60	134.72	127.76	132.38	136.17

AVERAGE DURATION IN WEEKS

Totals (incl. unclass.)	14.4	13.9	15.1	15.6	16.3	15.4	14.3	14.1	15.2	16.0
Ag., For. & Fish	15.3	14.3	14.2	14.2	15.2	15.3	14.0	12.7	14.0	14.8
Mining	17.6	14.4	14.4	16.0	17.3	14.0	12.2	14.5	15.0	16.5
Oil and Gas	17.9	14.1	13.9	16.1	17.9	14.0	12.3	14.1	15.0	16.5
Other Mining	16.2	15.2	16.9	15.0	13.3	14.0	11.6	18.8	14.7	16.5
Construction	13.8	14.0	15.3	16.5	16.4	16.3	14.2	14.2	15.1	15.6
Manufacturing	15.5	13.7	14.7	14.8	14.1	13.0	13.1	12.6	14.3	14.9
Food Products	16.2	14.4	15.9	14.9	13.8	13.5	14.1	12.6	14.4	16.2
Lumber & Wood	15.4	14.6	14.8	13.1	11.7	10.0	11.1	12.2	14.3	13.1
Paper Products	12.2	11.7	9.8	14.5	20.8	11.1	12.2	10.6	12.2	9.8
Other Mfg.	15.2	13.4	15.0	16.4	16.0	16.6	13.9	14.7	15.0	14.8
Trans., Comm. & Util.	14.8	13.5	17.1	15.2	16.2	15.4	14.4	13.7	15.3	15.6
Trade	14.3	13.8	14.6	15.6	16.7	15.6	14.7	14.4	15.0	16.3
Fin., Ins. & R.E.	15.2	14.2	15.6	15.5	17.2	17.0	16.1	15.4	16.2	17.3
Services	13.7	14.0	14.6	15.2	16.3	15.5	14.8	14.1	15.4	16.2
Public Admin.	14.4	14.6	15.1	15.5	16.4	15.7	15.0	14.8	15.7	16.7
Unclassified	15.2	11.9	15.2	15.6	15.4	16.9	14.9	12.2	18.7	16.5

Source: Alaska Department of Labor, Research & Analysis

UC-217 report, Benefit Payments by Industry and Area

Note: Percentages may not add up to 100% due to rounding.

UI Regular Benefit Payments (Taxable and Reimbursable) by Industry—Interstate, 1983-1992

Table 2.10

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
NUMBER OF WEEKS PAID										
Totals (incl. unclass.)	159,862	160,336	161,653	192,510	182,787	127,178	98,740	104,638	120,970	147,692
Ag., For. & Fish	609	708	805	1,037	818	721	557	776	1,135	1,589
Mining	8,728	6,176	6,211	14,868	12,648	6,483	5,839	8,226	8,019	10,499
Oil and Gas	6,412	4,214	4,395	12,962	11,223	5,433	4,526	6,804	6,333	9,148
Other Mining	2,316	1,962	1,816	1,906	1,425	1,050	1,313	1,422	1,686	1,351
Construction	30,872	41,158	38,845	39,402	29,974	15,251	8,914	8,790	10,445	10,725
Manufacturing	42,991	34,643	28,117	27,069	22,079	21,057	22,042	25,629	35,468	44,130
Food Products	32,722	25,390	20,502	18,638	15,012	14,347	14,868	17,613	23,981	33,354
Lumber & Wood	7,910	5,370	4,798	4,812	3,612	3,624	4,742	4,985	8,373	7,009
Paper Products	535	1,171	839	1,155	943	940	1,145	1,559	1,845	1,648
Other Mfg.	1,824	2,712	1,978	2,464	2,512	2,146	1,287	1,472	1,269	2,119
Trans., Comm. & Util.	11,448	10,719	14,218	14,923	13,329	9,440	7,201	9,336	9,792	11,078
Trade	20,661	20,728	23,386	32,196	34,195	23,836	16,166	14,976	16,079	22,733
Fin., Ins. & R.E.	5,382	6,091	7,422	9,995	11,892	8,728	6,704	5,271	4,805	5,730
Services	26,989	28,278	29,246	36,323	40,579	27,303	21,287	21,672	25,293	31,017
Public Admin.	10,273	10,711	12,072	15,492	16,313	13,816	9,800	9,511	9,507	9,781
Unclassified	1,909	1,124	1,331	1,205	960	543	230	451	427	410
NUMBER OF FIRST PAYMENTS										
Totals (incl. unclass.)	9,440	9,370	9,174	10,646	9,296	6,746	5,978	6,609	7,408	8,293
Ag., For. & Fish	44	45	53	78	45	53	37	70	85	94
Mining	479	371	420	824	559	379	371	574	484	555
Oil and Gas	342	259	309	715	481	309	285	493	389	492
Other Mining	137	112	111	109	78	70	86	81	95	63
Construction	1,994	2,516	2,185	2,111	1,478	736	559	537	658	597
Manufacturing	2,640	2,102	1,716	1,754	1,466	1,456	1,639	1,955	2,454	2,938
Food Products	1,976	1,576	1,242	1,233	994	996	1,095	1,359	1,741	2,216
Lumber & Wood	526	286	326	328	286	316	375	412	533	494
Paper Products	31	63	39	64	57	59	89	118	105	118
Other Mfg.	107	177	109	129	129	85	80	66	75	110
Trans., Comm. & Util.	654	688	730	860	650	504	403	607	558	578
Trade	1,209	1,133	1,328	1,656	1,693	1,160	891	866	969	1,170
Fin., Ins. & R.E.	294	331	417	538	557	419	340	283	248	281
Services	1,464	1,541	1,612	1,915	1,953	1,381	1,182	1,208	1,433	1,598
Public Admin.	552	575	633	849	851	634	542	485	492	466
Unclassified	110	68	80	61	44	24	14	24	27	16
AMOUNT OF PAYMENTS (\$)										
Totals (incl. unclass.)	20,817,860	22,194,170	25,287,950	31,433,820	30,246,680	20,794,671	16,246,234	17,467,401	21,185,177	25,589,312
Ag., For. & Fish	70,506	91,114	113,281	158,578	115,868	104,083	89,207	130,767	201,318	278,116
Mining	1,319,368	971,871	1,122,568	2,857,868	2,397,248	1,208,894	1,083,184	1,502,092	1,646,739	2,239,553
Oil and Gas	1,004,146	686,973	812,183	2,516,124	2,142,019	1,026,508	846,074	1,238,033	1,305,399	1,961,886
Other Mining	315,222	284,898	310,385	341,744	255,229	182,386	237,110	264,059	341,340	277,667
Construction	4,766,597	6,684,742	6,936,457	7,138,806	5,436,934	2,770,951	1,637,522	1,581,608	2,055,510	2,112,133
Manufacturing	4,743,326	4,018,758	3,593,322	3,678,354	3,058,500	3,032,946	3,277,864	3,941,359	5,795,260	7,016,198
Food Products	3,271,783	2,653,525	2,359,050	2,250,979	1,850,911	1,863,221	2,000,397	2,502,347	3,557,455	4,936,152
Lumber & Wood	1,147,239	781,064	779,259	830,005	613,334	642,019	849,603	900,550	1,638,392	1,346,232
Paper Products	86,254	181,338	145,110	209,951	165,994	179,350	203,602	280,111	367,667	333,233
Other Mfg.	238,050	402,831	309,903	387,419	428,261	348,356	224,262	258,351	231,746	400,581
Trans., Comm. & Util.	1,637,756	1,585,447	2,502,430	2,560,690	2,318,888	1,622,567	1,224,692	1,658,151	1,796,869	1,980,400
Trade	2,439,574	2,533,860	3,182,257	4,754,026	5,133,440	3,582,475	2,495,538	2,323,200	2,608,235	3,626,859
Fin., Ins. & R.E.	684,579	845,002	1,215,339	1,643,807	2,038,012	1,529,736	1,153,281	932,835	844,987	1,057,621
Services	3,457,638	3,766,229	4,429,840	5,761,002	6,687,972	4,396,063	3,457,890	3,611,331	4,367,488	5,343,817
Public Admin.	1,472,624	1,562,656	2,024,912	2,702,803	2,907,538	2,456,636	1,788,158	1,713,194	1,789,958	1,871,331
Unclassified	225,892	134,491	167,444	177,886	152,280	90,320	38,898	72,864	78,813	63,284

UI Regular Benefit Payments (Taxable and Reimbursable) by Industry—Interstate, 1983-1992

Table 2.10 (cont.)

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
PERCENT DISTRIBUTION - AMOUNT OF PAYMENTS										
Totals (incl. unclass.)	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Ag., For. & Fish	0.3	0.4	0.4	0.5	0.4	0.5	0.5	0.7	1.0	1.1
Mining	6.3	4.4	4.4	9.1	7.9	5.8	6.7	8.6	7.8	8.8
Oil and Gas	4.8	3.1	3.2	8.0	7.1	4.9	5.2	7.1	6.2	7.7
Other Mining	1.5	1.3	1.2	1.1	0.8	0.9	1.5	1.5	1.6	1.1
Construction	22.9	30.1	27.4	22.7	18.0	13.3	10.1	9.1	9.7	8.3
Manufacturing	22.8	18.1	14.2	11.7	10.1	14.6	20.2	22.6	27.4	27.4
Food Products	15.7	12.0	9.3	7.2	6.1	9.0	12.3	14.3	16.8	19.3
Lumber & Wood	5.5	3.5	3.1	2.6	2.0	3.1	5.2	5.2	7.7	5.3
Paper Products	0.4	0.8	0.6	0.7	0.5	0.9	1.3	1.6	1.7	1.3
Other Mfg.	1.1	1.8	1.2	1.2	1.4	1.7	1.4	1.5	1.1	1.6
Trans., Comm. & Util.	7.9	7.1	9.9	8.1	7.7	7.8	7.5	9.5	8.5	7.7
Trade	11.7	11.4	12.6	15.1	17.0	17.2	15.4	13.3	12.3	14.2
Fin., Ins. & R.E.	3.3	3.8	4.8	5.2	6.7	7.4	7.1	5.3	4.0	4.1
Services	16.6	17.0	17.5	18.3	22.1	21.1	21.3	20.7	20.6	20.9
Public Admin.	7.1	7.0	8.0	8.8	9.6	11.8	11.0	9.8	8.4	7.3
Unclassified	1.1	0.6	0.7	0.6	0.5	0.4	0.2	0.4	0.4	0.2

AVERAGE WEEKLY PAYMENT (\$)

Totals (incl. unclass.)	130.22	138.42	156.43	163.28	165.48	163.51	164.54	166.93	175.13	173.26
Ag., For. & Fish	115.77	128.69	140.72	152.92	141.65	144.36	160.16	168.51	177.37	175.03
Mining	151.16	157.36	180.74	192.22	189.54	186.47	185.51	182.60	205.35	213.31
Oil and Gas	156.60	163.02	184.80	194.12	190.86	188.94	186.94	181.96	206.13	214.46
Other Mining	136.11	145.21	170.92	179.30	179.11	173.70	180.59	185.70	202.46	205.53
Construction	154.40	162.42	178.57	181.18	181.39	181.69	183.70	179.93	196.79	196.94
Manufacturing	110.33	116.00	127.80	135.89	138.53	144.04	148.71	153.79	163.39	158.99
Food Products	99.99	104.51	115.06	120.77	123.30	129.87	134.54	142.07	148.34	147.99
Lumber & Wood	145.04	145.45	162.41	172.49	169.80	177.16	179.17	180.65	195.68	192.07
Paper Products	161.22	154.86	172.96	181.78	176.03	190.80	177.82	179.67	199.28	202.20
Other Mfg.	130.51	148.54	156.67	157.23	170.49	162.33	174.25	175.51	182.62	189.04
Trans., Comm. & Util.	143.06	147.91	176.01	171.59	173.97	171.88	170.07	177.61	183.50	178.77
Trade	118.08	122.24	136.08	147.66	150.12	150.30	154.37	155.13	162.21	159.54
Fin., Ins. & R.E.	127.20	138.73	163.75	164.46	171.38	175.27	172.03	176.97	175.86	184.58
Services	128.11	133.19	151.47	158.60	164.81	161.01	162.44	166.64	172.68	172.29
Public Admin.	143.35	145.89	167.74	174.46	178.23	177.81	182.47	180.13	188.28	191.32
Unclassified	118.33	119.65	125.80	147.62	158.63	166.34	169.12	161.56	184.57	154.35

AVERAGE DURATION IN WEEKS

Totals (incl. unclass.)	16.9	17.1	17.6	18.1	19.7	18.9	16.5	15.8	16.3	17.8
Ag., For. & Fish	13.8	15.7	15.2	13.3	18.2	13.6	15.1	11.1	13.4	16.9
Mining	18.2	16.6	14.8	18.0	22.6	17.1	15.7	14.3	16.6	18.9
Oil and Gas	18.7	16.3	14.2	18.1	23.3	17.6	15.9	13.8	16.3	18.6
Other Mining	16.9	17.5	16.4	17.5	18.3	15.0	15.3	17.6	17.7	21.4
Construction	15.5	16.4	17.8	18.7	20.3	20.7	15.9	16.4	15.9	18.0
Manufacturing	16.3	16.5	16.4	15.4	15.1	14.5	13.4	13.1	14.5	15.0
Food Products	16.6	16.1	16.5	15.1	15.1	14.4	13.6	13.0	13.8	15.1
Lumber & Wood	15.0	18.8	14.7	14.7	12.6	11.5	12.6	12.1	15.7	14.2
Paper Products	17.3	18.6	21.5	18.0	16.5	15.9	12.9	13.2	17.6	14.0
Other Mfg.	17.0	15.3	18.1	19.1	19.5	25.2	16.1	22.3	16.9	19.3
Trans., Comm. & Util.	17.5	15.6	19.5	17.4	20.5	18.7	17.9	15.4	17.5	19.2
Trade	17.1	18.3	17.6	19.4	20.2	20.5	18.1	17.3	16.6	19.4
Fin., Ins. & R.E.	18.3	18.4	17.8	18.6	21.4	20.8	19.7	18.6	19.4	20.4
Services	18.4	18.4	18.1	19.0	20.8	19.8	18.0	17.9	17.7	19.4
Public Admin.	18.6	18.6	19.1	18.2	19.2	21.8	18.1	19.6	19.3	21.0
Unclassified	17.4	16.5	16.6	19.8	21.8	22.6	16.4	18.8	15.8	25.6

Source: Alaska Department of Labor, Research & Analysis

Note: Percentages may not add up to 100% due to rounding.

UC-217 report, Benefit Payments by Industry and Area

UI Regular Benefit Payments (Taxable and Reimbursable) by Industry—Total, 1983-1992

Table 2.11

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
NUMBER OF WEEKS PAID										
Totals (incl. unclass.)	639,815	662,669	768,121	899,162	770,361	579,216	485,210	573,590	682,057	744,271
Ag., For. & Fish	3,217	3,446	3,866	4,861	4,274	3,928	3,571	3,457	5,196	5,972
Mining	33,881	22,969	24,529	50,472	42,710	29,807	29,958	61,427	46,090	53,355
Oil and Gas	27,016	17,126	19,055	44,118	37,935	25,419	23,906	54,035	38,775	46,765
Other Mining	6,865	5,843	5,474	6,354	4,775	4,388	6,052	7,392	7,315	6,590
Construction	163,083	199,912	218,438	232,740	165,218	113,373	78,063	82,324	104,913	103,203
Manufacturing	95,208	84,002	76,251	78,444	63,809	62,000	68,714	72,503	98,977	112,463
Food Products	61,868	47,956	45,453	43,545	36,543	38,908	42,030	43,109	59,952	74,812
Lumber & Wood	20,493	14,404	15,425	14,842	11,370	11,278	16,084	17,050	25,186	20,756
Paper Products	3,920	9,935	4,979	6,488	4,273	2,794	3,281	4,652	4,959	4,143
Other Mfg.	8,927	11,707	10,394	13,569	11,623	9,020	7,319	7,692	8,880	12,752
Trans., Comm. & Util.	52,929	52,336	74,600	74,997	64,224	46,953	38,538	66,633	64,339	68,452
Trade	88,136	95,727	123,752	159,170	143,453	104,467	81,366	89,640	118,841	139,700
Fin., Ins. & R.E.	19,140	22,634	28,284	36,627	38,995	30,559	24,754	21,388	24,459	25,763
Services	123,937	120,109	142,492	178,355	172,450	125,423	108,651	123,479	158,596	173,733
Public Admin.	50,853	56,910	69,246	77,064	70,061	58,411	49,819	50,354	57,159	58,706
Unclassified	9,431	4,624	6,663	6,432	5,167	4,295	1,776	2,385	3,487	2,924
NUMBER OF FIRST PAYMENTS										
Totals (incl. unclass.)	42,837	45,433	49,356	55,800	45,347	36,078	33,022	39,934	44,439	45,561
Ag., For. & Fish	214	236	269	348	272	263	252	281	375	390
Mining	1,909	1,541	1,691	3,054	2,301	2,050	2,351	4,241	3,030	3,157
Oil and Gas	1,491	1,174	1,363	2,649	1,971	1,741	1,855	3,842	2,552	2,776
Other Mining	418	367	328	405	330	309	496	399	478	381
Construction	11,600	13,892	13,925	13,859	9,726	6,751	5,413	5,721	6,933	6,524
Manufacturing	6,002	5,711	4,990	5,233	4,417	4,617	5,200	5,681	6,885	7,513
Food Products	3,779	3,141	2,816	2,900	2,554	2,810	3,022	3,382	4,236	4,771
Lumber & Wood	1,341	905	1,043	1,095	947	1,083	1,399	1,400	1,705	1,541
Paper Products	309	815	461	432	217	226	264	409	361	373
Other Mfg.	573	850	670	806	699	498	515	490	583	828
Trans., Comm. & Util.	3,457	3,771	4,262	4,811	3,796	2,947	2,586	4,791	4,119	4,254
Trade	5,938	6,581	8,223	9,786	8,217	6,335	5,339	6,039	7,814	8,333
Fin., Ins. & R.E.	1,200	1,495	1,756	2,253	2,130	1,705	1,461	1,328	1,459	1,440
Services	8,543	8,100	9,382	11,250	10,047	7,698	7,094	8,431	10,099	10,384
Public Admin.	3,370	3,745	4,428	4,811	4,123	3,466	3,208	3,239	3,534	3,398
Unclassified	604	361	430	395	318	246	118	182	191	168
AMOUNT OF PAYMENTS (\$)										
Totals (incl. unclass.)	85,391,871	91,818,456	118,447,782	140,296,367	118,859,659	87,771,130	74,046,230	90,477,466	112,153,789	121,771,578
Ag., For. & Fish	366,191	412,224	516,596	685,402	596,246	532,252	510,864	520,485	801,691	904,625
Mining	5,170,820	3,593,389	4,281,596	9,355,135	7,813,501	5,257,173	5,264,862	10,578,837	8,646,410	10,614,400
Oil and Gas	4,208,575	2,736,344	3,377,222	8,275,915	7,001,070	4,529,087	4,197,968	9,250,094	7,255,189	9,346,737
Other Mining	962,245	857,045	904,374	1,079,220	812,431	728,086	1,066,894	1,328,743	1,391,221	1,267,663
Construction	25,143,584	31,535,037	38,344,502	41,217,337	28,842,551	19,931,994	13,659,302	14,735,802	19,979,970	19,391,932
Manufacturing	10,948,553	10,346,039	10,049,155	10,610,295	8,545,826	8,294,206	9,751,500	10,747,202	15,664,703	17,261,599
Food Products	6,095,672	4,845,508	4,989,922	4,772,960	4,074,829	4,435,050	5,230,047	5,696,747	8,364,990	10,415,032
Lumber & Wood	3,007,280	2,135,455	2,488,348	2,470,725	1,864,199	1,896,790	2,795,458	2,975,642	4,872,679	3,864,818
Paper Products	620,178	1,647,148	914,917	1,196,960	719,447	476,298	547,555	822,953	949,947	783,566
Other Mfg.	1,225,423	1,717,928	1,655,968	2,169,650	1,887,351	1,486,068	1,178,440	1,251,860	1,477,087	2,198,183
Trans., Comm. & Util.	7,358,433	7,545,820	12,678,673	12,069,627	10,217,112	7,268,474	5,962,180	11,107,236	10,814,291	11,380,874
Trade	10,369,539	11,614,976	16,688,847	21,968,489	19,642,555	13,971,162	10,982,537	12,432,946	17,258,275	20,375,983
Fin., Ins. & R.E.	2,477,673	3,075,423	4,417,248	5,747,870	6,283,535	4,995,986	4,031,903	3,503,613	4,045,683	4,322,820
Services	15,543,542	15,333,093	20,107,761	25,868,728	25,123,019	17,800,847	15,710,276	18,411,072	24,732,424	27,060,363
Public Admin.	6,852,718	7,833,353	10,487,386	11,929,363	11,089,569	9,153,731	7,925,624	8,120,328	9,726,460	10,053,369
Unclassified	1,160,818	529,102	876,018	844,121	705,745	565,305	247,182	319,945	483,882	405,613

UI Regular Benefit Payments (Taxable and Reimbursable) by Industry—Total, 1983-1992

Table 2.11 (cont.)

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
PERCENT DISTRIBUTION - AMOUNT OF PAYMENTS										
Totals (incl. unclass.)	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Ag., For. & Fish	0.4	0.4	0.4	0.5	0.5	0.6	0.5	0.6	0.7	0.7
Mining	6.1	3.9	3.6	6.7	6.6	6.0	6.1	11.7	7.7	8.7
Oil and Gas	4.9	3.0	2.9	5.9	5.9	5.2	5.4	10.2	6.5	7.7
Other Mining	1.1	0.9	0.8	0.8	0.7	0.8	0.7	1.5	1.2	1
Construction	29.4	34.3	32.4	29.4	24.3	22.7	23.9	16.3	17.8	15.9
Manufacturing	12.8	11.3	8.5	7.6	7.2	9.4	7.8	11.9	14	14.2
Food Products	7.1	5.3	4.2	3.4	3.4	5.1	3.7	6.3	7.5	8.6
Lumber & Wood	3.5	2.3	2.1	1.8	1.6	2.2	1.7	3.3	4.3	3.2
Paper Products	0.7	1.8	0.8	0.9	0.6	0.5	0.7	0.9	0.8	0.6
Other Mfg.	1.4	1.9	1.4	1.5	1.6	1.7	1.7	1.4	1.3	1.8
Trans., Comm.& Util.	8.6	8.2	10.7	8.6	8.6	8.3	8.7	12.3	9.6	9.3
Trade	12.1	12.6	14.1	15.7	16.5	15.9	16.5	13.7	15.4	16.7
Fin., Ins. & R.E.	2.9	3.3	3.7	4.1	5.3	5.7	5.3	3.9	3.6	3.5
Services	18.2	16.7	17.0	18.4	21.1	20.3	20.9	20.3	22.1	22.2
Public Admin.	8.0	8.5	8.9	8.5	9.3	10.4	9.7	9	8.7	8.3
Unclassified	1.4	0.6	0.7	0.6	0.6	0.6	0.6	0.4	0.4	0.3

AVERAGE WEEKLY PAYMENT (\$)

Totals (incl. unclass.)	133.46	138.56	154.20	156.03	154.29	151.53	153.07	157.74	164.43	163.61
Ag., For. & Fish	113.83	119.62	133.63	141.00	139.51	135.50	139.92	150.56	154.29	151.48
Mining	152.62	156.45	174.55	185.35	182.94	176.37	181.29	172.22	187.60	198.94
Oil and Gas	155.78	159.78	177.24	187.59	184.55	178.18	183.09	171.19	187.11	199.87
Other Mining	140.17	146.68	165.21	169.85	170.14	165.93	168.09	179.75	190.19	192.36
Construction	154.18	157.74	175.54	177.10	174.57	175.81	173.94	179.00	190.44	187.90
Manufacturing	115.00	123.16	131.79	135.26	133.93	133.78	135.70	148.23	158.27	153.49
Food Products	98.53	101.04	109.78	109.61	111.51	113.99	113.92	132.15	139.53	139.22
Lumber & Wood	146.75	148.25	161.32	166.47	163.96	168.18	166.31	174.52	193.47	186.20
Paper Products	158.21	165.79	183.76	184.49	168.37	170.47	171.62	176.90	191.56	189.13
Other Mfg.	137.27	146.74	159.32	159.90	162.38	164.75	160.56	162.75	166.34	172.38
Trans., Comm.& Util.	139.02	144.18	169.96	160.93	159.09	154.80	157.80	166.69	168.08	166.26
Trade	117.65	121.33	134.86	138.02	136.93	133.74	135.93	138.70	145.22	145.86
Fin., Ins. & R.E.	129.45	135.88	156.17	156.93	161.14	163.49	161.18	163.81	165.41	167.79
Services	125.41	127.66	141.12	145.04	145.68	141.93	143.43	149.10	155.95	155.76
Public Admin.	134.76	137.64	151.45	154.80	158.28	156.71	157.46	161.26	170.16	171.25
Unclassified	123.09	114.43	131.48	131.24	136.59	131.62	135.53	134.15	138.77	138.72

AVERAGE DURATION IN WEEKS

Totals (incl. unclass.)	14.9	14.6	15.6	16.1	17.0	16.1	14.7	14.4	15.3	16.3
Ag., For. & Fish	15.0	14.6	14.4	14.0	15.7	14.9	14.2	12.3	13.9	15.3
Mining	17.7	14.9	14.5	16.5	18.6	14.5	12.7	14.5	15.2	16.9
Oil and Gas	18.1	14.6	14.0	16.7	19.2	14.6	12.9	14.1	15.2	16.8
Other Mining	16.4	15.9	16.7	15.7	14.5	14.2	12.2	18.5	15.3	17.3
Construction	14.1	14.4	15.7	16.8	17.0	16.8	14.4	14.4	15.1	15.8
Manufacturing	15.9	14.7	15.3	15.0	14.4	13.4	13.2	12.8	14.4	15.0
Food Products	16.4	15.3	16.1	15.0	14.3	13.8	13.9	12.7	14.2	15.7
Lumber & Wood	15.3	15.9	14.8	13.6	12.0	10.4	11.5	12.2	14.8	13.5
Paper Products	12.7	12.2	10.8	15.0	19.7	12.4	12.4	11.4	13.7	11.1
Other Mfg.	15.6	13.8	15.5	16.8	16.6	18.1	14.2	15.7	15.2	15.4
Trans., Comm.& Util.	15.3	13.9	17.5	15.6	16.9	15.9	14.9	13.9	15.6	16.1
Trade	14.8	14.5	15.0	16.3	17.5	16.5	15.2	14.8	15.2	16.8
Fin., Ins. & R.E.	16.0	15.1	16.1	16.3	18.3	17.9	16.9	16.1	16.8	17.9
Services	14.5	14.8	15.2	15.9	17.2	16.3	15.3	14.6	15.7	16.7
Public Admin.	15.1	15.2	15.6	16.0	17.0	16.9	15.5	15.5	16.2	17.3
Unclassified	15.6	12.8	15.5	16.3	16.2	17.5	15.1	13.1	18.3	17.4

Note: Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research and Analysis
UC-217 report, Benefit Payments by Industry and Area

UI Regular Benefit Payments (Taxable and Reimbursable) by Industry—Interstate as a Percentage of Total, 1983-1992 Table 2.12

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
NUMBER OF WEEKS PAID										
Totals (incl. unclass.)	25.0	24.2	21.0	21.4	23.7	22.0	20.3	18.2	17.7	19.8
Ag., For. & Fish	18.9	20.5	20.8	21.3	19.1	18.4	15.6	22.4	21.8	26.6
Mining	25.8	26.9	25.3	29.5	29.6	21.7	19.5	13.4	17.4	19.7
Oil and Gas	23.7	24.6	23.1	29.4	29.6	21.4	18.9	12.6	16.3	19.6
Other Mining	33.7	33.6	33.2	30.0	29.8	23.9	21.7	19.2	23.0	20.5
Construction	18.9	20.6	17.8	16.9	18.1	13.5	11.4	10.7	10.0	10.4
Manufacturing	45.2	41.2	36.9	34.5	34.6	34.0	32.1	35.3	35.8	39.2
Food Products	52.9	52.9	45.1	42.8	41.1	36.9	35.4	40.9	40.0	44.6
Lumber & Wood	38.6	37.3	31.1	32.4	31.8	32.1	29.5	29.2	33.2	33.8
Paper Products	13.6	11.8	16.9	17.8	22.1	33.6	34.9	33.5	37.2	39.8
Other Mfg.	20.4	23.2	19.0	18.2	21.6	23.8	17.6	19.1	14.3	16.6
Trans., Comm. & Util.	21.6	20.5	19.1	19.9	20.8	20.1	18.7	14.0	15.2	16.2
Trade	23.4	21.7	18.9	20.2	23.8	22.8	19.9	16.7	13.5	16.3
Fin., Ins. & R.E.	28.1	26.9	26.2	27.3	30.5	28.6	27.1	24.6	19.6	22.2
Services	21.8	23.5	20.5	20.4	23.5	21.8	19.6	17.6	15.9	17.9
Public Admin.	20.2	18.8	17.4	20.1	23.3	23.7	19.7	18.9	16.6	16.7
Unclassified	20.2	24.3	20.0	18.7	18.6	12.6	13.0	18.9	12.2	14.0
NUMBER OF FIRST PAYMENTS										
Totals (incl. unclass.)	22.0	20.6	18.6	19.1	20.5	18.7	18.1	16.5	16.7	18.2
Ag., For. & Fish	20.6	19.1	19.7	22.4	16.5	20.2	14.7	24.9	22.7	24.1
Mining	25.1	24.1	24.8	27.0	24.3	18.5	15.8	13.5	16.0	17.6
Oil and Gas	22.9	22.1	22.7	27.0	24.4	17.7	15.4	12.8	15.2	17.7
Other Mining	32.8	30.5	33.8	26.9	23.6	22.7	17.3	20.3	19.9	16.5
Construction	17.2	18.1	15.7	15.2	15.2	10.9	10.3	9.4	9.5	9.2
Manufacturing	44.0	36.8	34.4	33.5	33.2	31.5	31.5	34.4	35.6	39.1
Food Products	52.3	50.2	44.1	42.5	38.9	35.4	36.2	40.2	41.1	46.4
Lumber & Wood	39.2	31.6	31.3	30.0	30.2	29.2	26.8	29.4	31.3	32.1
Paper Products	10.0	7.7	8.5	14.8	26.3	26.1	33.7	28.9	29.1	31.6
Other Mfg.	18.7	20.8	16.3	16.0	18.5	17.1	15.5	13.5	12.9	13.3
Trans., Comm. & Util.	18.9	18.2	17.1	17.9	17.1	17.1	15.6	12.7	13.5	13.6
Trade	20.4	17.2	16.1	16.9	20.6	18.3	16.7	14.3	12.4	14.0
Fin., Ins. & R.E.	24.5	22.1	23.7	23.9	26.2	24.6	23.3	21.3	17.0	19.5
Services	17.1	19.0	17.2	17.0	19.4	17.9	16.7	14.3	14.2	15.4
Public Admin.	16.4	15.4	14.3	17.6	20.6	18.3	16.9	15.0	13.9	13.7
Unclassified	18.2	18.8	18.6	15.4	13.8	9.8	11.9	13.2	14.1	9.5
AMOUNT OF PAYMENTS										
Totals (incl. unclass.)	24.4	24.2	21.3	22.4	25.4	23.7	21.9	19.3	18.9	21.0
Ag., For. & Fish	19.3	22.1	21.9	23.1	19.4	19.6	17.5	25.1	25.1	30.7
Mining	25.5	27.0	26.2	30.5	30.7	23.0	20.6	14.2	19.0	21.1
Oil and Gas	23.9	25.1	24.0	30.4	30.6	22.7	20.2	13.4	18.0	21.0
Other Mining	32.8	33.2	34.3	31.7	31.4	25.1	22.2	19.9	24.5	21.9
Construction	19.0	21.2	18.1	17.3	18.9	13.9	12.0	10.7	10.3	10.9
Manufacturing	43.3	38.8	35.8	34.7	35.8	36.6	33.6	36.7	37.0	40.6
Food Products	53.7	54.8	47.3	47.2	45.4	42.0	38.2	43.9	42.5	47.4
Lumber & Wood	38.1	36.6	31.3	33.6	32.9	33.8	30.4	30.3	33.6	34.8
Paper Products	13.9	11.0	15.9	17.5	23.1	37.7	37.2	34.0	38.7	42.5
Other Mfg.	19.4	23.4	18.7	17.9	22.7	23.4	19.0	20.6	15.7	18.2
Trans., Comm. & Util.	22.3	21.0	19.7	21.2	22.7	22.3	20.5	14.9	16.6	17.4
Trade	23.5	21.8	19.1	21.6	26.1	25.6	22.7	18.7	15.1	17.8
Fin., Ins. & R.E.	27.6	27.5	27.5	28.6	32.4	30.6	28.6	26.6	20.9	24.5
Services	22.2	24.6	22.0	22.3	26.6	24.7	22.0	19.6	17.7	19.7
Public Admin.	21.5	19.9	19.3	22.7	26.2	26.8	22.6	21.1	18.4	18.6
Unclassified	19.5	25.4	19.1	21.1	21.6	16.0	15.7	22.8	16.3	15.6

Source: Alaska Department of Labor, Research and Analysis
UC-217 report, Benefit Payments by Industry and Area

UI Regular Benefit Payments by Local Office, 1983-1992

Table 2.13

LOCAL OFFICE	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
NUMBER OF WEEKS PAID										
Total	640,172	662,704	767,652	911,807	770,406	579,422	485,552	584,707	682,519	732,262
Anchorage	153,059	165,811	213,475	246,017	197,119	146,236	111,537	138,790	174,672	185,561
Central – Interstate	159,578	160,205	162,230	190,764	183,190	126,800	98,971	105,494	121,245	146,306
Central – Mail	117,469	112,762	127,698	125,714	108,335	87,644	76,365	75,949	75,518	68,936
Eagle River				18,117	21,185	17,365	11,893	13,210	16,309	16,836
Fairbanks	78,754	80,410	91,853	115,632	91,651	68,739	57,323	69,466	79,833	75,879
Homer				9,835	11,389	9,109	8,778	13,628	15,015	14,944
Juneau	21,612	24,272	27,889	33,475	23,629	17,084	17,758	19,893	23,211	25,361
Kenai	32,245	31,253	37,452	51,702	41,171	32,233	27,078	32,605	38,187	46,566
Ketchikan	15,547	22,109	16,639	18,348	13,959	10,473	11,937	14,182	16,910	16,507
Kodiak	11,261	10,314	14,090	11,649	7,519	7,424	9,527	9,643	15,833	19,192
Matanuska–Susitna	35,815	42,510	59,364	69,937	55,968	43,235	38,348	49,174	54,872	58,219
Seward	6,561	5,536	7,539	8,939	7,221	6,304	5,273	8,719	10,130	10,124
Sitka	8,271	7,522	9,423	11,678	8,070	5,812	5,443	6,436	6,652	6,748
Valdez						964	2,124	6,181	5,055	6,173
Petersburg							1,475	3,991	4,412	4,078
Glennallen							756	4,509	3,788	4,221
Dillingham							366	1,501	1,857	3,216
Tok							600	3,984	4,099	4,299
Bethel								1,322	3,204	4,764
Nome								2,910	5,150	5,587
Kotzebue								3,120	6,567	8,745
AVERAGE DURATION IN WEEKS										
Total	15.1	14.7	15.6	16.4	17.6	16.1	14.7	14.7	15.3	16.6
Anchorage	13.8	13.4	15.2	15.6	16.3	15.8	14.3	14.5	15.2	16.7
Central – Interstate	17.1	17.2	17.7	18.4	19.7	18.8	16.0	16.4	16.5	17.5
Central – Mail	15.4	15.1	15.7	15.9	16.4	15.5	15.2	14.8	14.5	15.2
Eagle River				17.0	16.0	16.3	14.0	14.3	14.1	15.5
Fairbanks	14.3	14.1	14.7	16.1	16.6	15.6	14.5	14.2	15.8	16.1
Homer				18.3	16.2	16.0	14.3	14.9	16.4	18.6
Juneau	13.3	13.3	13.4	16.1	15.4	13.7	14.1	13.7	15.0	15.5
Kenai	15.1	14.3	15.2	16.2	16.5	15.8	14.3	14.5	14.8	17.0
Ketchikan	13.8	13.2	14.7	15.5	14.3	12.0	13.5	13.0	13.3	14.7
Kodiak	14.4	12.7	15.8	15.6	12.1	11.9	12.0	10.3	13.5	15.4
Matanuska–Susitna	15.5	14.5	15.5	17.0	17.2	16.3	15.0	15.9	15.7	17.7
Seward	17.3	15.1	15.1	16.0	16.8	15.5	13.8	14.9	15.5	18.2
Sitka	12.4	12.6	11.6	14.6	16.4	13.0	12.7	11.6	13.3	14.4
Valdez						11.0	11.4	14.0	14.4	14.8
Petersburg							11.0	15.1	13.5	16.6
Glennallen							11.3	15.9	15.2	17.0
Dillingham							13.6	15.3	13.7	15.9
Tok							12.2	15.7	18.2	16.9
Bethel								13.4	17.8	18.5
Nome								14.7	16.0	17.6
Kotzebue								15.8	16.9	17.6

UI Regular Benefit Payments by Local Office, 1983-1992

Table 2.13 (cont.)

LOCAL OFFICE	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
AMOUNT OF PAYMENTS (\$)										
Total	85,188,868	91,484,608	118,113,002	141,573,832	118,568,591	87,504,334	74,203,051	92,153,624	111,519,227	120,690,885
Anchorage	21,195,198	23,603,898	33,978,504	39,350,500	30,743,085	22,476,609	17,221,687	21,923,893	28,649,167	30,911,712
Central – Interstate	20,901,923	22,220,440	25,495,755	31,049,907	30,314,333	20,754,712	16,356,119	17,702,516	21,214,669	25,771,708
Central – Mail	14,829,403	14,554,201	17,761,296	17,220,216	14,705,475	11,858,165	10,720,521	11,184,127	11,496,539	10,330,181
Eagle River				2,922,854	3,458,430	2,813,039	1,943,293	2,192,049	2,798,431	2,948,298
Fairbanks	11,243,340	11,695,513	14,986,134	18,263,287	14,129,839	10,367,979	8,669,137	10,959,589	13,093,808	12,498,548
Homer				1,467,990	1,629,741	1,300,182	1,255,796	2,088,313	2,318,030	2,257,267
Juneau	2,785,166	3,199,935	4,166,104	4,967,576	3,570,046	2,488,775	2,715,079	3,068,971	3,790,827	4,225,598
Kenai	4,349,311	4,252,961	5,682,348	8,058,963	6,119,653	4,672,848	3,915,831	4,977,921	6,090,802	7,650,984
Ketchikan	1,925,482	3,056,857	2,340,893	2,551,928	1,896,220	1,418,655	1,729,948	2,068,920	2,698,648	2,608,955
Kodiak	1,209,590	1,181,602	1,797,436	1,420,137	951,440	885,617	1,372,636	1,413,241	2,318,047	2,796,903
Matanuska–Susitna	5,001,936	6,160,465	9,472,002	11,302,047	8,906,352	6,701,862	5,968,049	7,825,765	9,082,290	9,856,991
Seward	732,157	619,220	994,062	1,195,637	933,055	767,380	686,615	1,350,399	1,487,863	1,427,903
Sitka	1,015,362	939,516	1,438,468	1,802,790	1,210,922	861,407	815,096	977,604	992,108	1,046,710
Valdez						137,104	327,062	1,055,678	817,516	936,071
Petersburg							247,887	652,336	733,376	639,238
Glennallen							127,586	749,604	583,010	639,663
Dillingham							54,468	232,948	293,927	486,010
Tok							76,241	531,019	573,280	598,960
Bethel								200,560	496,174	711,875
Nome								494,078	887,032	880,050
Kotzebue								504,093	1,103,683	1,467,260
AVERAGE WEEKLY PAYMENT (\$)										
Total	133.07	138.05	153.86	155.27	153.90	151.02	152.82	157.61	163.39	164.82
Anchorage	138.48	142.35	159.17	159.95	155.96	153.70	154.40	157.96	164.02	166.59
Central – Interstate	130.98	138.70	157.16	162.77	165.48	163.68	165.26	167.81	174.97	176.15
Central – Mail	126.24	129.07	139.09	136.98	135.74	135.30	140.39	147.26	152.24	149.85
Eagle River				161.33	163.25	161.99	163.40	165.94	171.59	175.12
Fairbanks	142.77	145.45	163.15	157.94	154.17	150.83	151.23	157.77	164.01	164.72
Homer				149.26	143.10	142.74	143.06	153.24	154.38	151.05
Juneau	128.87	131.84	149.38	148.40	151.09	145.68	152.89	154.27	163.32	166.62
Kenai	134.88	136.08	151.72	155.87	148.64	144.97	144.61	152.67	159.50	164.30
Ketchikan	123.85	138.26	140.69	139.08	135.84	135.46	144.92	145.88	159.59	158.05
Kodiak	107.41	114.56	127.57	121.91	126.54	119.29	144.08	146.56	146.41	145.73
Matanuska–Susitna	139.66	144.92	159.56	161.60	159.13	155.01	155.63	159.14	165.52	169.31
Seward	111.59	111.85	131.86	133.76	129.21	121.73	130.21	154.88	146.88	141.04
Sitka	122.76	124.90	152.65	154.37	150.05	148.21	149.75	151.90	149.14	155.11
Valdez						142.22	153.98	170.79	161.72	151.64
Petersburg							168.06	163.45	166.22	156.75
Glennallen							168.76	166.25	153.91	151.54
Dillingham							148.82	155.20	158.28	151.12
Tok							127.07	133.29	139.86	139.33
Bethel								151.71	154.86	149.43
Nome								169.79	172.24	157.52
Kotzebue								161.57	168.07	167.78

Notes: The Anchorage office included Matanuska–Susitna prior to 1981, and Eagle River prior to 1986.
The Kenai office included Kodiak and Seward prior to 1981, and Homer prior to 1986.

The Central – Mail unit included Valdez prior to 1988;
Petersburg, Glennallen, Dillingham, and Tok prior to 1989;
and Bethel, Nome, and Kotzebue prior to 1990.

Sources: Alaska Department of Labor, Research and Analysis
BEPP 2565 Monthly Management Reports

Amount of UI Benefit Payments by Census Area, 1992

Table 2.14

Census Areas	State UI 1/		UCFE		UCX		SSB	All Programs Total
	Regular (\$)	EB (\$)	Regular (\$)	EB (\$)	Regular (\$)	EUC (\$)		
Aleutian Islands E CA	103,484	0	2,232	0	0	35,412	92	141,220
Aleutian Islands W CA	149,759	0	0	0	0	49,280	1,100	200,139
Anchorage Borough	34,002,170	1,409	665,364	0	1,086,057	12,293,686	104,797	48,153,483
Bethel CA	1,387,898	258	28,335	0	14,993	579,578	41,242	2,052,304
Bristol Bay Borough	158,509	0	0	0	0	44,719	1,220	204,448
Denali Borough	266,330	73	46,896	0	0	139,797	2,642	455,738
Dillingham CA	431,536	0	848	0	0	150,203	6,388	588,975
Fairbanks North Star Borough	12,800,186	50	635,137	0	567,972	5,524,499	57,172	19,585,016
Haines Borough	620,576	0	444	0	8,320	442,204	6,344	1,077,888
Juneau Borough	4,314,138	25	76,292	0	47,601	1,088,854	11,185	5,538,095
Kenai Peninsula Borough	11,642,369	0	74,854	0	86,802	4,668,648	97,537	16,570,210
Ketchikan Gateway Borough	2,900,732	0	44,336	0	11,015	612,710	12,936	3,581,729
Kodiak Island Borough	3,201,384	0	4,382	0	7,985	366,556	10,265	3,590,572
Lake & Peninsula Borough	176,356	0	5,640	0	0	74,180	2,251	258,427
Matanuska-Susitna Borough	10,243,877	150	138,190	0	153,283	5,119,814	70,188	15,725,502
Nome CA	1,384,425	44	9,285	0	8,022	698,803	35,602	2,136,181
North Slope Borough	512,773	0	928	0	0	160,121	0	673,822
Northwest Arctic Borough	1,478,025	106	11,609	0	18,830	635,357	18,086	2,162,013
Prince of Wales-Outer Ketchikan	1,674,356	86	6,796	0	13,060	722,877	12,217	2,429,392
Sitka Borough	1,070,355	0	11,425	0	24,234	183,375	3,096	1,292,485
Skagway - Yakutat - Angoon CA	953,697	52	25,651	0	0	371,743	15,149	1,366,292
Southeast Fairbanks CA	931,793	0	51,379	0	32,595	588,112	10,883	1,614,762
Valdez - Cordova CA	1,966,684	0	22,546	0	8,608	858,696	9,297	2,865,831
Wade Hampton CA	584,768	0	6,472	0	3,420	247,201	37,434	879,295
Wrangell - Petersburg CA	1,522,515	0	6,180	0	10,712	488,404	6,576	2,034,387
Yukon - Koyukuk CA	1,335,903	547	41,352	0	5,096	844,917	25,879	2,253,694
Area Unknown	367,668	1	36,183	0	17,280	184,319	2,628	608,079
In-State Totals	96,182,266	2,801	1,952,756	0	2,125,885	37,174,065	602,206	138,039,979
Interstate Totals	25,589,312	1,000	1,944,828	0	350,357	9,895,060	11,590	37,792,147
Totals All Areas	121,771,578	3,801	3,897,584	0	2,476,242	47,069,125	613,796	175,832,126

Historical Data Series for Census Area Totals (\$)

Year	State UI 1/		UCFE		UCX		SSB	All Programs Total
	Regular	EB	Regular	EB	Regular	EUC		
1984	92,436,942	7,169,129	3,444,415	234,201	731,605	10,920,866	200,341	116,447,452
1985	119,288,014	10,429,603	3,928,339	285,876	751,510	3,067,984	300,474	139,795,416
1986	142,795,534	21,547,118	3,722,261	399,240	841,640	2,638	613,862	172,047,305
1987	119,425,011	14,957,534	3,509,556	273,303	594,009	312	428,342	139,188,067
1988	87,771,130	7,847,768	3,984,634	237,584	517,332	0	330,381	100,688,829
1989	74,046,230	3,616,901	3,386,290	206,945	488,506	0	184,819	81,929,691
1990	90,477,466	5,126,989	3,252,227	114,624	559,369	0	222,974	99,753,649
1991	112,153,789	9,281,316	3,316,482	214,828	814,743	2,798,884	473,221	129,053,263
1992	121,771,578	3,801	3,897,584	0	2,476,242	47,069,125	613,796	175,832,126

1/ UI and UI-Combined (includes federal portion of UI-Combined)

Note: EUC program began in Nov. 1991. Prior years data represents FSC program.
For 1984 - 1986, Total All Programs includes payments of SIB program benefits.

Source: Alaska Department of Labor. 1992. UC 217 report, Benefit Payments by Industry and Area

UI Regular Benefit Payments to Interstate Claimants^{1/} by State, 1991-1992

Table 2.15

State	1991		1992	
	Regular Benefits Paid (\$)	Percent Distribution	Regular Benefits Paid (\$)	Percent Distribution
Alabama	156,082	0.7	235,635	0.9
Arizona	749,295	3.6	781,931	3.1
Arkansas	195,490	0.9	246,733	1.0
California	2,576,346	12.2	3,528,260	13.9
Colorado	475,321	2.3	536,868	2.1
Connecticut	46,676	0.2	31,172	0.1
Delaware	11,828	0.1	17,302	0.1
Dist. of Columbia	2,256	0.0	6,812	0.0
Florida	578,077	2.7	671,842	2.6
Georgia	195,576	0.9	319,897	1.3
Hawaii	285,080	1.4	270,295	1.1
Idaho	881,673	4.2	981,612	3.9
Illinois	219,126	1.0	264,638	1.0
Indiana	98,060	0.5	157,121	0.6
Iowa	63,018	0.3	104,665	0.4
Kansas	92,441	0.4	123,213	0.5
Kentucky	129,628	0.6	176,324	0.7
Louisiana	255,611	1.2	391,105	1.5
Maine	88,815	0.4	94,237	0.4
Maryland	40,527	0.2	88,835	0.3
Massachusetts	64,750	0.3	66,647	0.3
Michigan	236,869	1.1	296,827	1.2
Minnesota	518,599	2.5	565,232	2.2
Mississippi	199,809	0.9	189,900	0.7
Missouri	249,997	1.2	350,172	1.4
Montana	775,731	3.7	1,040,135	4.1
Nebraska	34,026	0.2	97,004	0.4
Nevada	275,937	1.3	417,981	1.6
New Hampshire	58,898	0.3	69,573	0.3
New Jersey	75,352	0.4	47,011	0.2
New Mexico	250,821	1.2	304,932	1.2
New York	209,630	1.0	231,211	0.9
North Carolina	208,984	1.0	311,129	1.2
North Dakota	105,988	0.5	136,220	0.5
Ohio	193,529	0.9	181,455	0.7
Oklahoma	277,966	1.3	479,527	1.9
Oregon	2,504,197	11.9	2,745,133	10.8
Pennsylvania	110,192	0.5	195,122	0.8
Puerto Rico	22,582	0.1	41,238	0.2
Rhode Island	24,245	0.1	24,746	0.1
South Carolina	119,150	0.6	125,934	0.5
South Dakota	64,593	0.3	85,375	0.3
Tennessee	138,732	0.7	164,556	0.6
Texas	879,985	4.2	1,069,846	4.2
Utah	168,388	0.8	226,416	0.9
Vermont	25,094	0.1	40,380	0.2
Virginia	212,969	1.0	303,462	1.2
Virgin Islands	5,348	0.0	1,976	0.0
Washington	5,440,012	25.8	6,080,943	23.9
West Virginia	58,597	0.3	70,624	0.3
Wisconsin	252,954	1.2	253,867	1.0
Wyoming	138,540	0.7	163,801	0.6
Canada	20,629	0.1	42,637	0.2
Total	21,064,019	100.0	25,449,509	100.0

^{1/} These are payments from Alaska to recipients in other states.

Note: Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research & Analysis
UC-217 report, Benefit Payments by Industry and Area

Payment of Dependents' Benefits, 1983-1992

Table 2.16

Year	Number of First Pays with Depen- dents	All First Pays	Percent First Pays with Depen- dents	Weeks Compen- sated with Depen- dents	All Weeks Compen- sated	Percent Weeks Compen- sated with Depen- dents	(\$) Amount of Depen- dent Benefits	Average (\$ Payment of Dependent Benefits	
								Claimants with Dependents	All Claimants
1983	12,502	42,866	29.2	198,320	640,172	31.0	8,772,336	44.23	13.70
1984	13,999	45,453	30.8	216,028	662,704	32.5	9,483,004	43.90	14.31
1985	16,024	49,348	32.5	274,411	767,652	35.7	11,940,098	43.51	15.55
1986	18,342	55,514	33.0	333,808	911,807	36.6	14,457,531	43.31	15.86
1987	15,686	45,345	34.6	289,071	770,406	37.5	12,485,461	43.19	16.21
1988	12,716	36,090	35.2	226,748	579,422	39.1	9,978,196	44.01	17.22
1989	12,410	33,093	37.5	200,664	485,552	41.3	8,864,736	44.18	18.26
1990	14,977	39,675	37.7	244,932	584,707	41.9	11,014,824	44.97	18.84
1991	16,413	44,523	36.9	278,019	682,519	40.7	12,413,232	44.65	18.19
1992	15,846	44,094	35.9	291,300	732,262	39.8	13,032,168	44.74	17.80

Notes: Dependents allowance is \$24.00 per dependent (maximum \$72.00).

State UI (Regular) program only

Source: Alaska Department of Labor, Research & Analysis
BEPP 2565 Monthly Management Report

Average Weekly Percentage of Unemployed Receiving UI Benefits, 1992

Table 2.17

State	Average Weekly Unemployed	Average Weeks Compensated	Compensated as % of Unemployed	Rank
Alabama	139,025	33,823	24.3	36
Alaska	23,975	14,082	58.7	1
Arizona	127,775	28,345	22.2	40
Arkansas	83,675	25,278	30.2	24
California	1,382,425	500,367	36.2	17
Colorado	102,900	19,720	19.2	50
Connecticut	127,925	56,423	44.1	4
Delaware	20,275	8,047	39.7	12
Dist. of Columbia	23,475	11,272	48.0	2
Florida	535,900	106,296	19.8	47
Georgia	207,650	51,220	24.7	34
Hawaii	24,100	11,224	46.6	3
Idaho	32,675	10,994	33.6	19
Illinois	460,600	141,001	30.6	23
Indiana	175,150	34,155	19.5	48
Iowa	68,625	23,084	33.6	20
Kansas	53,000	20,725	39.1	13
Kentucky	116,925	31,582	27.0	29
Louisiana	149,575	33,988	22.7	39
Maine	45,975	17,952	39.0	14
Maryland	176,500	48,912	27.7	28
Massachusetts	264,850	88,832	33.5	21
Michigan	405,050	120,254	29.7	26
Minnesota	121,175	40,955	33.8	18
Mississippi	96,200	20,693	21.5	42
Missouri	161,125	52,565	32.6	22
Montana	27,600	6,754	24.5	35
Nebraska	25,400	7,588	29.9	25
Nevada	44,100	18,066	41.0	9
New Hampshire	46,725	9,005	19.3	49
New Jersey	334,675	125,240	37.4	16
New Mexico	50,575	10,243	20.3	45
New York	723,925	273,139	37.7	15
North Carolina	206,575	49,348	23.9	37
North Dakota	14,975	3,939	26.3	32
Ohio	396,325	105,910	26.7	30
Oklahoma	91,350	18,215	19.9	46
Oregon	112,000	45,160	40.3	10
Pennsylvania	450,425	179,409	39.8	11
Puerto Rico	192,750	41,808	21.7	41
Rhode Island	45,075	18,907	41.9	7
South Carolina	114,500	30,149	26.3	31
South Dakota	11,500	1,863	16.2	52
Tennessee	156,875	45,745	29.2	27
Texas	657,150	133,904	20.4	43
Utah	40,025	9,450	23.6	38
Vermont	20,250	8,512	42.0	6
Virginia	214,850	35,139	16.4	51
Washington	187,250	77,552	41.4	8
West Virginia	89,050	18,116	20.3	44
Wisconsin	133,325	57,286	43.0	5
Wyoming	13,550	3,541	26.1	33
United States	9,384,350	2,886,641	30.8	

Source: Alaska Department of Labor, Research & Analysis
UI Data Summary, Quarters 1-4, 1992, produced by
the U.S. Department of Labor

Alaska's UI Benefit Financing System

Chapter 3

The Other Side of Unemployment Insurance

This chapter focuses on the other side of unemployment insurance (UI): where the money comes from to pay benefits. The core of the financing system is discussed first with its benefit costs and the benefit cost rate. The UI trust fund is described, along with a discussion of the general level and trends of employer and employee taxes. This is followed by an explanation of the tax calculation procedures and formulas, experience rating, and the trust fund solvency adjustment. Then the administration of the program and revenue from direct reimbursements to the fund are examined. Finally the issue of subsidies is addressed, and a short explanation of the impact of the EUC program on Alaska's tax rates.

Unemployment Insurance is a Self-Financing System

Unemployment compensation is an insurance program, not a social welfare program. As such it should be self-supporting. This means that, in the long run, employer and employee contributions and reimbursements must be roughly equal to benefits paid out to claimants. Each state has its own financing system to achieve that goal by varying employer taxes and in some cases employee taxes. Alaska is one of only two states that tax employees each year in order to pay for part of benefit costs.

Alaska's system previously was based solely upon the "reserve multiple" (a system still used in many states), which varies tax rates according to a schedule based on the ratio of UI trust fund reserves to payroll. In 1980, state law transformed the unemployment insurance tax structure into a self-adjusting financial system based less upon trust fund reserves and more upon UI benefit costs. The tax base automatically adjusts to changes in average earnings and the tax rate automatically adjusts to changes in benefit costs, payroll, and the trust fund reserve ratio.

Benefit Costs and the Benefit Cost Rate Drive the UI System

The primary purpose of any financing system is to cover **benefit costs**. The cost of benefits is expressed as the ratio of the amount of benefits paid in the current year to the total payroll during the previous year. This ratio is called the **benefit cost rate (BCR)**. It is a measure of the potential funding needed to pay unemployment benefits, and the financial impact of unemployment benefits on the economy of the state.

Alaska's benefit cost rate is high compared to other states. The benefit cost rate for taxable employment was 2.4% in 1992 and averaged 2.4% for the ten-year period from 1983 to 1992. (See Table 3.1 on page 55.) Rates for all other states are usually well below 2.0%. The high benefit cost rate in Alaska is attributable to both the greater seasonality of employment, and the fact that a larger proportion of the unemployed in Alaska receive UI benefits than in any other state.

Benefit cost rates in reimbursable employment tend to be about one third the rate in taxable employment. The benefit cost rate in reimbursable employment was 0.6% in 1992 and averaged about 0.7% over the ten-year period from 1983 to 1992. These low benefit cost rates result from the generally stable and non-seasonal employment practices of our major reimbursable employers: state and local government.

The UI Trust Fund is a Savings Account for Paying Benefits

Each state has a **trust fund** for the sole purpose of paying unemployment insurance benefits. Withdrawals are made from reserves as needed to make payments to claimants; taxes, reimbursements, interest, and other sources of contributions are deposited into the fund to build reserves.

Maintaining the solvency of the trust fund is one of the most important tasks of any UI system. Occasionally a recession may be severe enough that money drawn from the fund to pay benefits exceeds revenues and fund reserves. If a state's fund becomes insolvent, the state may borrow from the federal government.

Between 1955 and 1960, Alaska borrowed \$9 million from the federal government to keep its trust fund solvent. Annual benefit payments from 1952 through 1959 exceeded collections, breaking the fund temporarily in 1955 and then again in 1957. To replenish the fund, the amount of wages subject to taxes was increased and taxes were levied on employees beginning in 1955. Although many states borrowed to pay benefits in the early 1980's, and some are still paying on loans, Alaska has not borrowed to pay UI benefits since 1960.

The level of employment and payroll in the economy has a direct effect on the amount of benefits that will potentially need to be paid. Therefore, the ability of trust fund reserves to pay benefits during recessions cannot be measured simply by the level of reserves. A better

measure is the **reserve rate**, which is the ratio of reserves to total wages subject to contributions. A trust fund reserve rate of approximately 3.2% of wages subject to contributions is generally considered adequate in Alaska.

The recession of 1986-87 had a serious impact on Alaska's UI trust fund, but reserves were adequate to insure solvency. At the end of 1985, Alaska's trust fund reserves were \$145.4 million; the reserve rate was 3.3%. (See Table 3.3 on page 57 and Table 3.10 on page 64.) By 1987 the trust fund reserves had fallen to \$63.0 million with a reserve rate of 1.7%. The fund reserve balance bottomed out in April 1988 at \$45.9 million. By the end of 1990, the fund reserves had rebuilt to \$224.3 million, with a reserve rate of 4.8%. At the end of 1992, the reserve rate was 4.4%. (See Figure 3.1) The Department of Labor is forecasting that trust fund reserves will continue a gradual decline towards a trust fund reserve rate of 3.2%. (See Table 3.13 on page 67.)

State Employer and Employee Taxes Insure Adequate Fund Reserves

State tax revenues are the principal source of income to the unemployment insurance trust fund. In 1992 tax contributions were \$84.1 million, 45.4% of total revenues. (See Table 3.3 on page 57.) This marks the fourth year of declining state tax revenues.

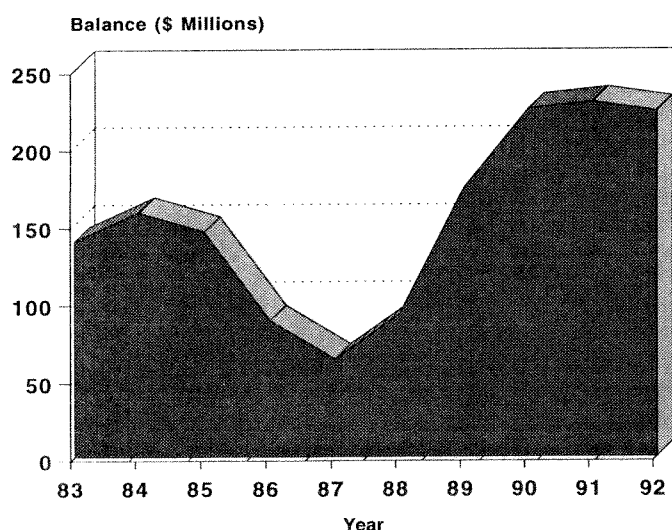
The reason tax revenues were so high in 1989, 1990, and 1991 was because of higher **tax contribution rates** combined with a fairly strong economic recovery. The average employer contribution rate for calendar year 1989 was 4.14% of taxable earnings, with rates ranging from 2.20% to 6.25%. A tax rate of 0.7% of taxable earnings was paid by all contributing employees. This 1989 rate was the highest in history.

In 1992 the average employer contribution rate, as a percent of taxable payroll, declined to 2.15%. (See Table 3.4 on page 58 and Figure 3.2) The average employer contribution rate fell again in 1993 (1.96%).

State taxes are assessed on wages up to a set **taxable wage base**. The tax base is defined

UI Trust Fund, End of Year Balance, 1983-1992

Figure 3.1



Source: Alaska Department of Labor, Research & Analysis Section.

in AS 23.20.175(c) as 75% of the average annual earnings in covered employment for the immediately preceding year ending June 30. The state taxable wage base was \$22,600 for 1992, and \$23,200 for 1993. (See Table 3.4 on page 58.)

Tax Rates Calculated on Benefit Cost Rate and Trust Fund Reserve Rate

There are three essential components of employer and employee taxes in Alaska, the **average benefit cost rate (ABCR)**, individual employer **experience factors**, and the **trust fund solvency adjustment (TFSA)**. Tax rates are calculated in November and apply to the following calendar year. The formulas for calculating tax rates are as follows:

Employer tax rate = (0.82 x average benefit cost rate x experience factor) + trust fund solvency adjustment

Employee tax rate = 0.18 x average benefit cost rate

For tax rate calculation purposes, the average benefit cost rate is defined as the cost of benefits over the most recent three-year period ending June 30 divided by the total payroll of contributing employers over the first three of the last four years ending June 30.

The average benefit cost rate (ABCR) measures benefit outlays which must be replaced by contributions. Basing the calculations on three-year periods makes the system somewhat "counter-cyclical", which means that contribution rates increase slowly or even decrease during recessions as the trust fund is drawn down, then increase more rapidly during periods of economic stability or growth to replenish the fund. When the ABCR is low, or when the trust fund reserves are high relative to payroll, contribution rates decline and act as a stimulus to the economy.

Employers pay 82% of the ABCR, and employees pay the other 18%. Employee rates are the same for each employee. Employer rates vary according to the employer's individual experience with employee turnover, and include a surtax to guarantee the solvency of the trust fund.

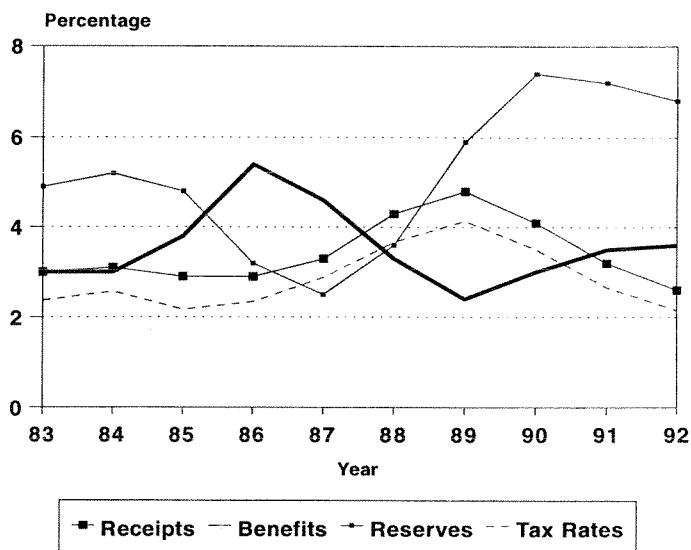
Experience Rating Varies Individual Employer Taxes According to Their Experience with Unemployment

If an individual employer has a tendency to lay off employees at a greater rate than other employers, or on a regular seasonal basis, they likely contribute more to unemployment and the payment of UI benefits. **Experience rating** systems have been established in each state in recognition that such employers should contribute more to the trust fund to cover the benefit costs of their former employees.

There are three types of tax rates assigned to employers. A-rated firms are those which have at least four quarters of wage history prior to June 30 of the year immediately preceding the tax year. A-rated firms qualify for experience rating. B-rated firms are those which have fewer than four quarters of wage history; they pay the standard industry tax rate. C-rated firms are those which fail to report on a timely basis or are delinquent in their payments; they are taxed at the maximum rate, which can be

Reserves, Receipts, Benefits, and Employer Tax Rates as a Percent of Taxable Payroll, 1983-1992

Figure 3.2



Source: Alaska Department of Labor, Research & Analysis Section.

no less than 5.4%. In 1993, 85.7% of all contributing firms were A-rated, 12.5% B-rated, and 1.9% C-rated. (See Table 3.5 on page 59.)

Alaska is the only state which uses the **payroll decline quotient** method of experience rating. The logic behind Alaska's payroll decline system is that employers with a high payroll decline are likely responsible for more compensable unemployment than are employers with a low payroll decline and, therefore, should contribute more to cover the higher benefit costs of their former employees.

Under the payroll decline system, each employer's percentage decline in payroll from one quarter to the next is averaged for the prior four to twelve quarters. The resulting **decline quotients** of all employers are then arrayed in ascending order and divided into twenty-one **rate classes**. Employers are assigned to the rate classes such that 5% of the total statewide payroll is accounted for in each class, except for the twentieth and the twenty-first rate classes which account for 4.99% and 0.01% respectively. (The twenty-first rate class was added in 1984 in response to federal legislation requiring a standard tax rate of 5.4% from which the state could reduce tax rates in accordance with experience.) Experience factors are assigned to each rate class -- the higher the rate class the greater the experience factor. Experience factors range from 0.4 to 1.65, according to a schedule in AS 23.20.290(c). (See Table 3.6 on page 60.)

Other methods of experience rating used in other states are the reserve ratio system (30 states, Washington, D. C., Puerto Rico, and the Virgin Islands), the benefit ratio system (17 states, of which two have tax formulas including the reserve ratio), and the benefit-wage ratio system (2 states). All of these systems use actual benefit payments, or approximations of benefit payments, as the basis for experience rating -- they are called "chargeback" systems. In contrast, the payroll decline quotient system considers only changes in payroll as an approximation of benefit charges, without considering actual benefit payments.

Alaska's payroll decline quotient system has worked well. The system withstood the tremendous shock of the 1985-87 recession, and

had fully recovered by the end of 1989. The ratio of benefits paid to contributions paid averages around 1.0 for most industries in Alaska, so although there may be individual employers with problems, by industry the system functions well.

There is also little doubt but that "chargeback" systems are more complex and expensive to administer than a payroll decline quotient system. This is due to the constant policy decisions about individual employer responsibility for charges, the types of benefits to exempt from charging, and the increased staffing needed for the higher level of employer contact prevalent in the administration of "chargeback" systems.

In the end, the simple fact is, employer (and employee) taxes cover benefit payments. This is true of any state's system. If benefit costs are higher in Alaska than in other states, taxes will be higher. If a state wants to reduce employer taxes, then benefits must be reduced.

The Trust Fund Solvency Adjustment is a Uniform Tax Surcharge

In order to be able to pay benefits during recessions when benefit outlays exceed revenues, the trust fund reserve balance must be maintained at a high enough level. Benefit cost rates are not always sufficient for this purpose. Therefore, a surcharge is added to employers' tax rates if the trust fund reserve rate falls below 3.0%. A credit is provided to reduce employers' tax rates if the reserve rate equals or exceeds 3.3%. The trust fund solvency adjustment (TFSA) is applied uniformly to all employers at a rate of -0.4% to 1.1% depending on the trust fund reserve rate, according to a schedule in AS 23.20.290(f). The TFSA may only be increased or decreased by 0.3%, or less, from one year to the next. The TFSA was 0.3% in 1987, 0.6% in 1988, and 0.9% in 1989. In 1990 the TFSA fell to 0.6%, to 0.3% in 1991, and 0.0% in 1992. In 1993 the TFSA fell to -0.3%.

Administration of the UI Program is Funded Through Federal Taxes

Besides state unemployment taxes, employers also pay taxes to the federal government to

cover administrative costs. In 1985 these **FUTA (Federal Unemployment Tax Act)** taxes were raised to 6.2% of payroll up to a base of \$7,000. However, as long as state law conforms to federal law, employers receive a credit of 5.4% against their FUTA taxes, making the effective tax rate 0.8%. In the 1992 federal fiscal year, employers in Alaska contributed \$15.3 million in FUTA tax revenues. (See Table 3.7 on page 61.)

The FUTA credit is a powerful incentive to keep state programs within federal limits. Conformity to federal law is frequently the reason for adopting new state provisions. Alaska's Employment Security Act currently conforms to federal law. There have been no recent changes in federal law which would require state conformity legislation.

The federal government pays for administration of the state's unemployment program through administrative grants. (See Figure 3.3) The grants are funded by a portion of FUTA collections, which are kept in a federal account and not in the state trust fund. In federal fiscal year 1992, Alaska received \$27.2 million in administrative grants (\$18.7 million for unemployment insurance administrative costs and \$8.5 million for employment services).

Employer Tax Contributions are Supplemented by Direct Reimbursements

Chapter Two described the four programs through which unemployment benefits were disbursed in 1991 and 1992. Regular benefits, extended benefits, emergency unemployment compensation (EUC) and supplemental state benefits are disbursed through the state trust fund. These programs differ in the way they are financed. As mentioned earlier, the major source of revenues deposited into the fund is employer taxes. But revenues also come from a variety of other sources.

The federal government reimburses the trust fund for 100% of regular and extended benefits paid to former federal employees (UCFE) and former military employees (UCX), 100% of all EUC payments, as well as a portion (about 50%) of all non-federal extended benefit payments. In 1992 the federal government reimbursed over \$56.4 million to Alaska's trust

fund. The majority of this was \$48.3 million in EUC funds. (See Table 3.3 on page 57.)

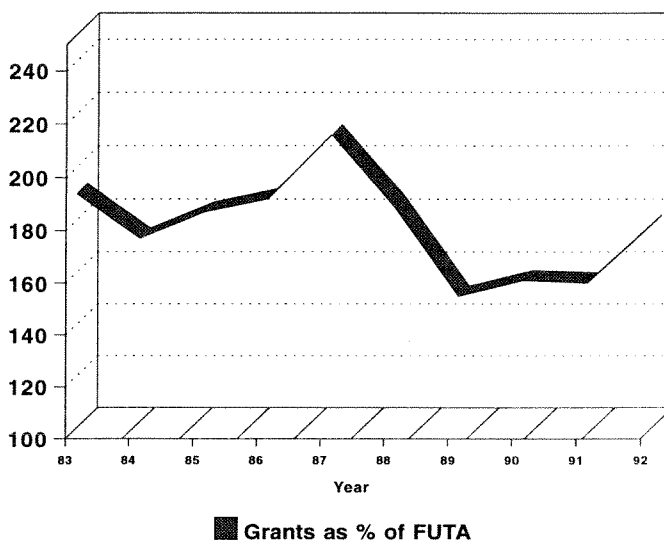
Nonprofit organizations and state and local government agencies which choose to reimburse the trust fund directly (instead of paying tax contributions) reimburse 100% of the regular UI benefits and extended benefits paid to their former employees. In 1988 and before, nonprofit agencies only reimbursed half of extended benefits; the law was changed in the 1989 legislative session. (See Appendix B on page 73.) In 1992 nonprofit agencies reimbursed \$0.8 million to the trust fund and government entities reimbursed \$10.9 million.

Some Parts of the UI System Subsidize Other Parts

It is not unusual for a UI claimant to receive more in benefits than his employer contributed in tax contributions. The benefits paid to the claimant are subsidized by other employers. The flow of funds is never perfect in any UI system, and every type of experience rating system has problems with subsidies. Some

Administrative Grants Received as a Percentage of FUTA Collections, 1983-1992

Figure 3.3



Source: U.S. Department of Labor.

categories of employers tend to be subsidized more than others.

One form of subsidy is across years. One way to measure the equity of the system is to measure the ratio of benefits paid in one year to the contributions paid in the prior year. Table 3.9 on page 63 is such a calculation, broken out by major industry grouping. In the years surrounding the recession -- 1985-87 -- the **benefit/contribution ratio** exceeded 1.0, meaning that benefits paid out in those years were more than tax revenues in the immediately preceding years. During this time the difference was being made up by trust fund reserves. Employers in prior years were subsidizing employers during the recession years. Starting in 1988, and continuing through 1991, the ratio declined to less than 1.0; employers were now subsidizing employers in future recessions. In 1992 the ratio increased to 1.1, a reflection of the fact that the trust fund is attempting to reduce its level of reserves.

One of the most important category of subsidies is **cross-industry subsidies**. Although cross-industry subsidies occur under all economic conditions, the expression of the subsidies is better seen during those years when Alaska is experiencing more stable economic conditions. Under good economic conditions (1981 to 1985, for example), some industries have historically had ratios higher than 1.0, while others were normally lower than 1.0. These industries with higher ratios also tend to have higher benefit cost rates than other industries. (See Table 3.2 on page 56.)

Over the past 10 years within taxable employment, the three most subsidized have been construction, lumber and wood products manufacturing, and taxable public administration. The construction industry, for example, received about \$79.6 million in subsidized benefits during this period. The subsidy received by taxable public administration was \$11.6 million, while the lumber and wood products industry received \$3.5 million. On the other hand, the industries which normally pay more than their fair share in contributions are transportation-communications-utilities, trade, and oil and gas mining.

Not coincidentally, the industries that are historically the most subsidized in Alaska also have some of the most seasonal employment patterns. The subsidies are partly a reflection of the highly seasonal nature of Alaska's economy. It is also no coincidence that, even after being subsidized, firms in these industries historically pay the highest tax rates in Alaska. (See Table 3.5 on page 59.) The payroll decline system attempts to recover benefit costs by taxing high-cost employers at higher rates.

Emergency Unemployment Compensation (EUC) Has Some Unexpected Benefits

During its first full year of operation in 1992, the EUC program paid out \$47.1 million, about 26.8% of all benefits paid. In 1993, it is expected that EUC payment may reach \$78.3 million, or about 40% of total projected benefit payments. This is a large percentage of total claims for an extension program to pay. The extended benefits (EB) program, which has been temporarily replaced by EUC, paid its largest share of total benefits in June of 1987, when 16.4% of total benefits paid were EB payments.

What this implies is that the EUC program, with its liberal eligibility rules and long duration (compared to extended benefits) is postponing the need for many claimants to file for benefits under regular programs. As the need to file regular benefit claims is postponed, the proportion of EUC to regular claims increases as some regular claims become displaced by EUC claims.

Paying a larger percentage of total benefits through a program like the EUC program, which is 100% federally funded, means that less state money needs to be withdrawn from the state's unemployment insurance trust fund. This should have the effect of keeping employer unemployment compensation tax rates at lower than expected levels in 1994 and 1995.

Year	Taxable Employment			Reimbursable Employment		
	Benefits Paid (\$1,000)	Total Payroll (Lagged 1 Yr) (\$1,000)	Benefit Cost Rate	Benefits Paid (\$1,000)	Total Payroll (Lagged 1 Yr) (\$1,000)	Benefit Cost Rate
1983	85,385	3,931,732	2.2	8,926	1,166,074	0.8
1984	90,955	4,295,807	2.1	7,997	1,298,099	0.6
1985	114,458	4,457,666	2.6	10,081	1,389,152	0.7
1986	148,450	4,438,314	3.3	13,868	1,537,627	0.9
1987	117,167	4,059,167	2.9	14,323	1,572,297	0.9
1988	85,229	3,724,333	2.3	10,367	1,497,117	0.7
1989	69,780	3,823,639	1.8	8,351	1,492,671	0.6
1990	90,491	4,451,976	2.0	9,081	1,584,065	0.6
1991	112,528	4,694,616	2.4	11,462	1,683,745	0.7
1992	116,833	4,882,126	2.4	11,342	1,784,959	0.6

Sources: Alaska Department of Labor, Research & Analysis

Unemployment Insurance Financial Transaction Summary, ETA 2-112 report to the U.S. Department of Labor
Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Benefit Cost Rates by Industry, 1992

Table 3.2

Industry	Benefits Paid (\$) 1992	Total Payroll (\$) 1991	Benefit Cost Rate (%) (Lagged 1 Yr)
Taxable Employers			
Total	110,405,664	4,694,617,195	2.4
Ag., For. & Fish	904,625	29,094,882	3.1
Mining	10,614,400	748,817,254	1.4
Oil and Gas	9,346,737	687,057,873	1.4
Other Mining	1,267,663	61,759,381	2.1
Construction	19,391,932	464,213,195	4.2
Manufacturing	17,261,599	483,658,827	3.6
Food Products	10,415,032	223,151,954	4.7
Lumber & Wood	3,864,818	118,792,458	3.3
Paper Products	783,566	37,554,950	2.1
Other Mfg.	2,198,183	104,159,465	2.1
Trans., Comm. & Util.	11,136,727	716,179,061	1.6
Trade	20,375,983	894,793,140	2.3
Fin., Ins. & R.E.	4,321,281	260,409,742	1.7
Services	22,270,193	983,450,069	2.3
Public Admin.	3,723,311	96,805,568	3.8
Unclassified	405,613	17,195,457	2.4
Reimbursable Employers			
Total	11,365,249	1,784,960,595	0.6
Trans., Comm. & Util.	244,147	45,283,413	0.5
Services	4,790,170	877,043,278	0.5
Public Admin.	6,330,058	862,550,429	0.7
Other	874	83,475	1.0

Source: Alaska Department of Labor, Research & Analysis
UC-217 report, Benefit Payments by Industry and Area
Employment, Wages, and Contributions/ES-202 report to the U.S. Department
of Labor

Trust Fund Deposits and Disbursements, 1983-1992

Table 3.3

Deposits (\$)									
Year	Contributions Net of Reim- bursements	Federal Share Extended Benefits	Amounts Rec'd From Reimb. Employers	Interstate Benefits Wage Combining	Federal Emerg. Comp. /1	Penalty & Interest 2/	Other 3/	Trust Fund Interest Earned	Total Revenue Deposited 4/
1983	85,003,463 *	4,145,000	10,523,939 *	2,059,995	11,664,000	667,541	5,258,355	13,252,422	132,574,715
1984	94,924,850 *	3,227,000	8,670,809 *	1,519,656	10,524,000	773,854	5,781,787	14,406,467	139,828,424
1985	86,468,713	4,581,000	9,327,437	1,720,578	3,240,000	952,111	7,151,692	16,050,404	129,491,935
1986	79,442,433	8,952,000	12,466,063	1,902,186	0	722,747	7,660,060	12,874,845	124,020,334
1987	84,272,243	6,538,682	15,391,719	1,578,486	0	682,609	7,030,214	7,113,322	122,607,275
1988	108,610,463	3,403,000	11,387,339	1,130,134	0	733,907	5,703,814	5,553,585	136,522,241
1989	142,332,580	1,474,000	8,674,228	1,103,362	0	880,127	5,905,396	9,225,750	169,595,443
1990	124,867,499	2,184,454	8,779,661	1,467,283	0	2,289,582	6,548,538	16,321,178	162,458,194
1991	102,443,803	3,926,000	10,871,942	2,102,229	0	3,634,996	9,300,240	14,834,425	147,113,635
1992	84,063,743	0	11,666,761	2,452,749	48,336,000	4,034,596	10,905,998	23,562,812	185,022,659

Disbursements (\$)									
Year	Regular Benefits + SSB	Extended Benefit Payments	Reimburs- able Benefit Payments	Interstate Benefits Wage Combining	Federal Emerg. Comp. /1	Training And Building Fund	Other 3/	Total Benefits Disbursed 4/	Reserve Fund Balance 5/
1983	76,237,809	7,393,529	8,926,146	7,542,110	11,622,936	465,789	6,628,193	118,816,511	139,120,651
1984	83,579,441	6,363,751	7,997,043	5,557,056	10,791,233	774,687	6,181,703	121,244,914	157,704,161
1985	108,006,898	9,491,254	10,081,179	3,199,479	2,964,824	921,603	7,087,116	141,752,353	145,443,744
1986	129,223,952	19,750,271	13,868,389	10,528,628	(16,953)	686,650	7,538,686	181,579,623	87,884,455
1987	106,056,744	13,294,687	14,323,118	5,834,841	(15,847)	654,690	7,363,573	147,511,805	62,979,925
1988	78,034,550	6,856,341	10,367,059	4,763,025	(4,678)	854,292	6,829,117	107,699,704	91,802,462
1989	65,597,394	3,236,702	8,351,199	3,551,443	(4,316)	853,331	6,369,043	87,954,796	173,443,109
1990	83,559,395	4,710,158	9,080,645	5,953,329	(9,169)	1,167,358	7,154,239	111,615,955	224,285,349
1991	101,455,428	8,565,970	11,461,785	8,638,807	2,822,831	3,958,611	6,017,449	142,920,880	228,478,104
1992	108,463,706	163,553	11,342,163	10,609,741	46,414,029	3,696,468	10,176,661	190,866,322	222,634,440

* Estimated from January 1981 through June 1984 because the reporting system did not distinguish between collections from contributing employers and those from reimbursable employers

1/ FSC – Federal Supplemental Compensation: October, 1982 – March, 1985

EUC – Emergency Unemployment Compensation: November 1991 – Date

2/ Net collections of penalties, interest, and fines

3/ CETA, PSE, DUA, TRA, SUA, transfer to Training and Building fund, prior year refunds, child support withholding transfers, federal UCFE and UCX benefits and receipts, federal share of regular benefits

4/ Deposits from all sources including federal and all disbursements made to claimants

5/ Amount available for benefits in trust fund on December 31

Sources: Alaska Department of Labor, Research & Analysis

Unemployment Insurance Financial Transaction Summary/ETA 2-112 report to the U.S. Department of Labor
Contribution Operations, ETA 581 report to the U.S. Department of Labor

Tax Base, Average Employer and Employee Tax Rates and Ratio of Taxable to Total Wages, 1983-1992

Table 3.4

Year	Payroll in Taxable Employment (\$1000)		Ratio of Taxable to Total Payroll (%)	Tax Base (\$)	Average Employer Tax Rate		Average Employee Tax Rate	
	Total Payroll	Taxable Payroll			% of Taxable Payroll	% of Total Payroll	% of Taxable Payroll	% of Total Payroll
1983	4,295,807	2,820,399	65.7	20,200	2.37	1.56	0.5	0.3
1984	4,457,666	3,021,560	67.8	21,400	2.57	1.74	0.6	0.4
1985	4,438,314	3,022,697	68.1	21,800	2.17	1.48	0.5	0.3
1986	4,059,167	2,765,660	68.1	21,600	2.34	1.59	0.5	0.3
1987	3,724,333	2,523,978	67.8	21,500	2.88	1.95	0.6	0.4
1988	3,823,639	2,552,009	66.7	21,100	3.67	2.45	0.7	0.5
1989	4,451,976	2,964,226	66.6	20,900	4.14	2.76	0.7	0.5
1990	4,694,616	3,039,796	64.8	21,300	3.51	2.27	0.6	0.4
1991	4,882,126	3,184,860	65.2	22,400	2.66	1.74	0.5	0.3
1992	5,077,533	3,263,435	64.3	22,600	2.15	1.38	0.5	0.3

Sources: Alaska Statutes 23.20.175

Alaska Statutes 23.20.290

Alaska Department of Labor, Research & Analysis

Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Unemployment Insurance Financial Transaction Summary, ETA 2-112 report to the U.S. Department of Labor

Employer Accounts and Average Tax Rates by Rate Type and Industry

Table 3.5

1993 Employers by Rate Type								
Industry	A-Rated		B-Rated		C-Rated		Total	
	No.	% of A-Rated	No.	% of B-Rated	No.	% of C-Rated	No.	% of Grand Total
Agriculture, For. & Fish.	170	1.5	31	1.8	3	1.2	204	1.5
Mining	158	1.4	26	1.5	1	0.4	185	1.4
Contract Construction	1,481	12.7	253	14.9	21	8.2	1,755	12.9
Manufacturing	389	3.3	64	3.8	19	7.4	472	3.5
Trans., Commun., & Util.	887	7.6	108	6.4	23	9.0	1,018	7.5
Trade	3,228	27.7	332	19.5	64	25.0	3,624	26.6
Finance, Ins., & Real Estate	752	6.4	68	4.0	11	4.3	831	6.1
Services	4,408	37.8	612	36.0	94	36.7	5,114	37.5
Public Administration	137	1.2	1	0.1	12	4.7	150	1.1
Unclassified	62	0.5	204	12.0	8	3.1	274	2.0
Total	11,672	100.0	1,699	100.0	256	100.0	13,627	100.0
Percent of Grand Total		85.7		12.5		1.9		100.0

Average Employer Tax Rates										
	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Total	2.98	2.59	2.67	3.4	4.27	4.79	4.05	3.08	2.54	2.38
Agriculture, For. & Fish.	3.66	3.13	3.31	3.88	4.69	5.21	4.57	3.53	2.88	2.72
Mining	3.31	2.92	2.88	3.71	4.79	5.38	4.46	3.31	2.73	2.71
Contract Construction	3.72	3.28	3.35	4.20	5.24	5.84	5.00	3.81	3.19	3.05
Manufacturing	3.31	2.87	2.88	3.69	4.67	5.15	4.40	3.33	2.79	2.68
Trans., Commun., & Util.	3.01	2.54	2.55	3.28	4.16	4.67	3.96	3.12	2.53	2.35
Trade	2.66	2.32	2.44	3.22	4.10	4.63	3.90	2.98	2.45	2.28
Finance, Ins., & Real Estate	2.73	2.38	2.27	2.93	3.84	4.39	3.66	2.75	2.23	2.02
Services	2.72	2.36	2.42	3.10	3.95	4.48	3.84	2.90	2.38	2.22
Public Administration	3.00	2.70	2.78	3.58	4.47	5.01	4.18	3.27	2.72	2.50
Unclassified	3.48	2.87	3.07	3.69	4.71	4.89	4.15	3.12	2.77	2.70

Notes: A-rated firms are those which have been subject to the Employment Security Act for more than four quarters and therefore qualify for a rate determination based on their quarterly payroll experience. Employers are assigned a rate class based on their payroll decline experience as compared to all other ratable employers. Employers with a low quarterly payroll decline receive more favorable rates than those employers showing more excessive declines in quarterly payroll figures.

B-rated firms are those which have been subject to the Employment Security Act for less than four quarters immediately preceding the computation date and must pay the standard industry tax rate.

C-rated firms are those which fail to pay contributions or file reports on a timely basis and must pay contributions at the highest rate.

Percentages may not add up to 100% due to rounding.

Source: Alaska Department of Labor, Research & Analysis
Taxable Wages Within Size of Payroll Code, Report No. BRT 9500 P.

UI Tax Rate Calculations and Tax Rates by Rate Class, 1993

Table 3.6

Tax Rate Calculations					
	SFY 1989	SFY 1990	SFY 1991	SFY 1992	CY 1993
(1) Benefit Cost (Ben-Reimb-Int)		\$63,632,057	\$81,221,911	99,625,037	
(2) Total Payroll (taxable employers)	4,066,357,454	4,607,171,621	4,811,076,858	4,977,771,895	
(3) Taxable Payroll				3,278,393,919	
(4) Benefit Cost for 3 Prev SFY					\$244,479,005
(5) Total Payroll, First 3 of Last 4 SFY					\$13,484,605,933
(6) 3-Yr Benefit Cost/Total Payroll (4)/(5)					0.018130
(7) Taxable/Total Payroll, Last SFY					0.658607
(8) Average Benefit Cost Rate (6)/(7)					0.027528
(9) U.I. Trust Fund Balance 9/30					\$221,858,840
(10) Total Payroll, Last SFY					\$4,977,771,895
(11) UI Trust Fund Reserve Rate (9)/(10)					0.044570
(12) Solvency Adjustment					-0.003
(13) Average Employer Tax Rate as a Percent of Taxable Payroll					
(0.82 x ABCR) + TFSA = (0.82 x #8) + #12					1.96%
(14) Average Employee Tax Rate: (0.18 x ABCR) = (0.18 x #8)					0.5%

Tax Rates for Employees and Experience Rated Employers				
Rate Class	Experience Factor	Employee Contribution Rate (%)	Employer Contribution Rate (%)	Total Contribution Rate (%)
1	0.40	0.5	1.00	1.50
2	0.45	0.5	1.00	1.50
3	0.50	0.5	1.00	1.50
4	0.55	0.5	1.00	1.50
5	0.60	0.5	1.05	1.55
6	0.65	0.5	1.17	1.67
7	0.70	0.5	1.28	1.78
8	0.80	0.5	1.51	2.01
9	0.90	0.5	1.73	2.23
10	1.00	0.5	1.96	2.46
11	1.00	0.5	1.96	2.46
12	1.10	0.5	2.18	2.68
13	1.20	0.5	2.41	2.91
14	1.30	0.5	2.63	3.13
15	1.35	0.5	2.75	3.25
16	1.40	0.5	2.86	3.36
17	1.45	0.5	2.97	3.47
18	1.50	0.5	3.09	3.59
19	1.55	0.5	3.20	3.70
20	1.60	0.5	3.31	3.81
21	1.65	0.5	5.40	5.90

Note: Total payroll, taxable payroll, and UI benefits costs are all for employees or former employees of contributing (taxable) employers only. Reimbursable employers are excluded.

Source: Alaska Statutes 23.20.290

Alaska Department of Labor, Research & Analysis

Employment, Wages, and Contributions, ES-202 report to the U.S. Department of Labor

Unemployment Insurance Financial Transaction Summary, ETA 2-112 report to the U.S. Department of Labor

Federal Fiscal Year	F.U.T.A. Collections 1/ (\$1,000,000)	UI Admin. Grants (\$1,000,000)	ES Admin. Grants (\$1,000,000)	Total Admin. Grants	
				(\$1,000,000)	% of F.U.T.A.
1983	10.2	12.2	7.2	19.4	190.2
1984	12.1	12.5	8.4	20.9	172.7
1985	12.5	14.0	8.9	22.9	183.2
1986	12.8	14.7	9.4	24.1	188.3
1987	12.1	16.1	9.5	25.6	211.6
1988	13.4	15.1	9.7	24.8	185.1
1989	14.4	13.9	7.9	21.8	151.4
1990	15.2	15.6	8.3	23.9	157.2
1991	15.3	15.6	8.3	23.9	156.2
1992	15.3	18.7	8.5	27.2	177.8

1/ Federal fiscal years are 12-month periods between October 1 of one year through September 30 of the following year.

Source: U. S. Department of Labor, Division of Actuarial Services

Collections, UI Regular Benefits Paid— Reimbursable Employment, 1983-1992

Table 3.8

Year	Collections (\$)			Benefits Paid (\$)			Total Collections less Benefits Paid (\$)
	Total	Private Nonprofit	Government (State & Local)	Total	Private Nonprofit	Government (State & Local)	
1983	10,523,939	n/a	n/a	8,926,145	593,491	8,332,654	1,597,794
1984	8,670,890	n/a	n/a	7,997,043	667,879	7,329,164	673,847
1985	9,327,436	879,529	8,447,907	10,081,179	976,848	9,104,331	(753,743)
1986	12,466,062	1,201,581	11,264,481	13,868,389	1,216,081	12,652,308	(1,402,327)
1987	15,391,719	603,028	14,788,691	14,323,118	619,722	13,703,396	1,068,601
1988	11,387,339	403,449	10,983,890	10,367,059	406,858	9,960,201	1,020,280
1989	8,674,228	379,439	8,294,789	8,351,199	377,385	7,973,814	323,029
1990	8,779,661	442,525	8,337,136	9,080,645	454,115	8,626,530	(300,984)
1991	10,871,942	906,192	9,965,750	11,461,785	784,303	10,677,482	(589,843)
1992	11,666,761	813,968	10,852,793	11,342,163	860,886	10,481,276	324,598
Ten Year Total							1,961,252

Source: Alaska Department of Labor, Research & Analysis

Unemployment Insurance Financial Transaction Summary, ETA 2-112 report to the U.S. Department of Labor

Benefits Paid, Contributions Assessed and Ratio of Benefits to Contributions Taxable Employment, 1983-1992

Table 3.9

INDUSTRY	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
BENEFITS PAID (Regular + 1/2 EB), from UC-217 report (\$1,000)										
Totals (incl. unclass.)	80,237	87,263	113,356	136,879	111,852	81,318	67,398	84,011	105,145	110,408
Ag., For. & Fish	396	427	536	734	637	550	523	533	830	905
Mining	5,536	3,772	4,457	9,958	8,506	5,530	5,407	11,036	9,199	10,614
Oil and Gas	4,525	2,868	3,504	8,797	7,651	4,774	4,318	9,644	7,742	9,347
Other Mining	1,011	904	953	1,161	855	756	1,089	1,391	1,456	1,268
Construction	26,198	32,935	40,435	45,338	31,018	21,209	14,141	15,236	20,947	19,392
Manufacturing	11,626	10,698	10,401	11,179	8,992	8,504	9,892	10,934	16,059	17,262
Food Products	6,533	5,041	5,165	5,050	4,232	4,551	5,314	5,802	8,569	10,416
Lumber & Wood	3,149	2,223	2,578	2,602	1,925	1,925	2,820	3,009	4,983	3,865
Paper Products	668	1,678	950	1,225	843	491	556	836	974	784
Other Mfg.	1,276	1,756	1,708	2,304	1,992	1,538	1,203	1,286	1,534	2,198
Trans., Comm. & Util.	7,611	7,754	13,100	12,424	10,054	7,216	5,916	11,244	11,135	11,137
Trade	10,789	11,992	17,295	23,380	20,754	14,483	11,227	12,688	17,861	20,376
Fin., Ins. & R.E.	2,572	3,168	4,568	6,071	6,601	5,196	4,121	3,595	4,193	4,321
Services	12,330	13,093	17,351	22,541	21,149	14,857	13,034	15,431	21,132	22,271
Public Admin.	1,944	2,874	4,293	4,328	3,386	3,188	2,882	2,985	3,279	3,724
TOTAL EMPLOYER AND EMPLOYEE CONTRIBUTIONS ASSESSED, from ES-202 report (\$1,000)										
Totals (incl. unclass.)	85,712	97,536	84,510	79,076	87,433	112,619	147,593	126,381	100,150	*
Ag., For. & Fish	367	471	477	522	589	821	1,165	1,061	979	
Mining	5,041	6,521	6,243	6,679	7,954	11,551	13,404	12,044	8,856	
Oil and Gas	4,268	5,774	5,629	6,134	6,974	10,106	11,686	10,430	7,898	
Other Mining	773	747	614	545	980	1,445	1,718	1,614	958	
Construction	24,900	25,914	20,474	15,234	13,390	14,802	18,194	17,178	12,883	
Manufacturing	8,037	8,478	7,720	8,390	10,765	15,360	18,208	17,105	13,892	
Food Products	4,290	4,452	4,180	4,389	5,597	8,494	10,329	10,029	8,796	
Lumber & Wood	1,661	1,670	1,520	1,859	2,537	3,740	4,268	3,880	2,562	
Paper Products	506	518	449	642	849	762	807	650	531	
Other Mfg.	1,580	1,838	1,571	1,500	1,782	2,364	2,804	2,546	2,003	
Trans., Comm. & Util.	10,155	11,713	9,891	9,496	10,855	13,403	27,368	16,628	13,528	
Trade	15,431	18,143	16,369	15,715	17,879	23,275	28,170	25,004	20,183	
Fin., Ins. & R.E.	4,007	4,892	4,546	4,623	5,246	6,403	7,058	5,979	4,857	
Services	15,199	17,906	16,258	15,857	17,846	23,989	30,396	28,068	22,146	
Public Admin.	1,467	1,972	1,736	1,798	2,151	2,642	2,909	2,690	2,344	
RATIO OF BENEFITS TO PRIOR YEAR CONTRIBUTIONS										
Totals (incl. unclass.)	0.9	1.0	1.2	1.6	1.4	0.9	0.6	0.6	0.8	1.1
Ag., For. & Fish	0.9	1.2	1.1	1.5	1.2	0.9	0.6	0.5	0.8	0.9
Mining	0.9	0.7	0.7	1.6	1.3	0.7	0.5	0.8	0.8	1.2
Oil and Gas	0.8	0.7	0.6	1.6	1.2	0.7	0.4	0.8	0.7	1.2
Other Mining	1.2	1.2	1.3	1.9	1.6	0.8	0.8	0.8	0.9	1.3
Construction	1.1	1.3	1.6	2.2	2.0	1.6	1.0	0.8	1.2	1.5
Manufacturing	1.2	1.3	1.2	1.4	1.1	0.8	0.6	0.6	0.9	1.2
Food Products	1.2	1.2	1.2	1.2	1.0	0.8	0.6	0.6	0.9	1.2
Lumber & Wood	1.7	1.3	1.5	1.7	1.0	0.8	0.8	0.7	1.3	1.5
Paper Products	1.5	3.3	1.8	2.7	1.3	0.6	0.7	1.0	1.5	1.5
Other Mfg.	0.8	1.1	0.9	1.5	1.3	0.9	0.5	0.5	0.6	1.1
Trans., Comm. & Util.	0.7	0.8	1.1	1.3	1.1	0.7	0.4	0.4	0.7	0.8
Trade	0.7	0.8	1.0	1.4	1.3	0.8	0.5	0.5	0.7	1.0
Fin., Ins. & R.E.	0.6	0.8	0.9	1.3	1.4	1.0	0.6	0.5	0.7	0.9
Services	0.8	0.9	1.0	1.4	1.3	0.8	0.5	0.5	0.8	1.0
Public Admin.	1.3	2.0	2.2	2.5	1.9	1.5	1.1	1.0	1.2	1.6

Note: Percentages may not add up to 100% due to rounding.

*Current year data are not used in calculating the ratio of benefits to contributions.

Sources: Alaska Department of Labor, Research & Analysis, UC-217 and ES-202 reports

Collections, Benefits Paid, Trust Fund Reserves and Average Employer Tax Rates as Percentages of Payroll, 1983-92 Table 3.10

Year	Percent of Total Payroll				Percent of Taxable Payroll			
	Collections	Benefits Paid	Year-End Reserve	Average Employer Tax Rate	Collections	Benefits Paid	Year-End Reserve	Average Employer Tax Rate
1983	2.0	2.0	3.2	1.56	3.0	3.0	4.9	2.37
1984	2.1	2.0	3.5	1.74	3.1	3.0	5.2	2.57
1985	1.9	2.6	3.3	1.48	2.9	3.8	4.8	2.17
1986	2.0	3.7	2.2	1.59	2.9	5.4	3.2	2.34
1987	2.3	3.1	1.7	1.95	3.3	4.6	2.5	2.88
1988	2.8	2.2	2.4	2.45	4.3	3.3	3.6	3.67
1989	3.2	1.6	3.9	2.76	4.8	2.4	5.9	4.14
1990	2.7	1.9	4.8	2.27	4.1	3.0	7.4	3.51
1991	2.1	2.3	4.7	1.74	3.2	3.5	7.2	2.66
1992	1.7	2.3	4.4	1.38	2.6	3.6	6.8	2.15

Note: Net benefits paid by taxable employers include regular unemployment benefits plus all State Supplemental Benefits payments plus Alaska's share of extended benefit payments for taxable employers plus the net of benefits paid minus receipts for interstate wage combining.

Sources: Alaska Department of Labor, Research & Analysis

Unemployment Insurance Financial Transaction Summary, ETA 2-112 report to the U.S. Department of Labor
Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

Distribution of Covered Payroll, Taxes Assessed and Benefits Paid by Industry, 1992

Table 3.11

INDUSTRY	Amount of Benefits Paid (\$)		Employer and Employee Contributions Assessed (\$)	Total Payroll (\$)	Taxable Payroll (\$)	Percent of Total Payroll Taxable
	Regular	Regular Plus 1/2 EB				
Total	110,405,664	110,407,566	86,610,780	5,077,532,738	3,263,434,723	64.3
Ag., For. & Fish	904,625	904,727	886,866	42,099,881	31,157,730	74.0
Mining	10,614,400	10,614,494	6,963,933	779,289,826	291,384,035	37.4
Oil and Gas	9,346,737	9,346,737	6,203,769	708,736,505	258,445,064	36.5
Other Mining	1,267,663	1,267,757	760,164	70,553,321	32,938,971	46.7
Construction	19,391,932	19,392,024	10,702,373	434,411,215	300,606,515	69.2
Manufacturing	17,261,599	17,262,252	12,095,855	529,892,231	390,585,544	73.7
Food Products	10,415,032	10,415,591	8,065,281	279,944,573	237,344,741	84.8
Lumber & Wood	3,864,818	3,864,818	2,015,476	95,293,939	62,805,114	65.9
Paper Products	783,566	783,566	454,896	41,221,341	23,280,406	56.5
Other Mfg.	2,198,183	2,198,277	1,560,202	113,432,378	67,155,283	59.2
Trans., Comm. & Util.	11,136,727	11,136,753	11,892,398	847,303,554	475,279,291	56.1
Trade	20,375,983	20,376,062	17,657,358	966,211,911	734,171,554	76.0
Fin., Ins. & R.E.	4,321,281	4,321,372	4,120,793	287,138,486	188,305,996	65.6
Services	22,270,193	22,270,652	19,774,074	1,072,540,448	771,601,329	71.9
Public Admin.	3,723,311	3,723,617	2,037,173	103,669,391	67,379,726	65.0
Unclassified	405,613	405,613	479,957	14,975,795	12,963,003	86.6

Note: Reimbursable account data is excluded.

Federally funded programs and federal employment are excluded.

Source: Alaska Department of Labor, Research & Analysis

Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

UC-217 report, Benefit Payments by Industry and Area

Percentage Distribution of Taxes Assessed and Benefits Paid by Industry, 1992

Table 3.12

INDUSTRY	Regular Benefits as a Percentage of:			Regular Benefits plus 1/2 Extended Benefits as a Percentage of:		
	Collections	Total Payroll	Taxable Payroll	Collections	Total Payroll	Taxable Payroll
Total	127.5	2.2	3.4	127.5	2.2	3.4
Ag., For. & Fish	102.0	2.1	2.9	102.0	2.1	2.9
Mining	152.4	1.4	3.6	152.4	1.4	3.6
Oil and Gas	150.7	1.3	3.6	150.7	1.3	3.6
Other Mining	166.8	1.8	3.8	166.8	1.8	3.8
Construction	181.2	4.5	6.5	181.2	4.5	6.5
Manufacturing	142.7	3.3	4.4	142.7	3.3	4.4
Food Products	129.1	3.7	4.4	129.1	3.7	4.4
Lumber & Wood	191.8	4.1	6.2	191.8	4.1	6.2
Paper Products	172.3	1.9	3.4	172.3	1.9	3.4
Other Mfg.	140.9	1.9	3.3	140.9	1.9	3.3
Trans., Comm.& Util.	93.6	1.3	2.3	93.6	1.3	2.3
Trade	115.4	2.1	2.8	115.4	2.1	2.8
Fin., Ins. & R.E.	104.9	1.5	2.3	104.9	1.5	2.3
Services	112.6	2.1	2.9	112.6	2.1	2.9
Public Admin.	182.8	3.6	5.5	182.8	3.6	5.5
Unclassified	84.5	2.7	3.1	84.5	2.7	3.1

Note: Reimbursable account data is excluded.

Federally funded programs and federal employment are excluded.

Source: Alaska Department of Labor, Research & Analysis

Employment, Wages, and Contributions/ES-202 report to the U.S. Department of Labor

UC-217 report, Benefit Payments by Industry and Area

Data Sources and Limitations

Appendix A

Limitations of Data

The data in this publication are derived from a number of different sources, each with their own limitations. Much of the data come from reports that are produced directly from computer files in the Alaska Department of Labor's mainframe computer. While the reports come from the same source, data that appear similar are not necessarily comparable, because the programs that produce the reports are run at different times and using different selection criteria.

Consequently, some of the tables in this publication are not directly comparable. For instance, Table 2.13 reports payment data by UI local office, while Tables 2.9-2.12 report the same data by industry grouping. The totals are not the same, however, because Table 2.13 comes from the BEP 3565 P Quarterly Management Report, which scans the file each week, while Tables 2.9-2.12 come from the UC-217 report, which scans the file once each month; supplemental payments for weeks previously paid, overpayments, and other adjustments made during the month will cause the totals to differ slightly. Similarly, Table 2.13 differs slightly from Table 2.14 for the same reasons, even though both report benefit payments by area.

There will be similar differences whenever two tables are derived from different sources. Each table includes the data source at the bottom of the page. The reader should be cautious about other limitations as well. Percentages occasionally do not sum to 100% due to rounding error when using only one or two digits. The data are reported to the full dollar amount whenever possible throughout the publication, but the dollar amounts in some tables are rounded to the nearest \$1,000 because of space limitations. Finally, industry groupings include subcategories for manufacturing and mining; these must be subtracted when summing the columns.

CHAPTER 1: UI Covered Employment and Wages

Chapter 1 provides information on employment, payroll, and earnings. The major source of data is the Employment, Wages, and Contributions report (ES-202), a report submitted to the U.S. Department of Labor, Bureau of Labor Statistics.

The information used in ES-202 is derived from quarterly payroll and employment information submitted to the Alaska Department of Labor by all employers in Alaska. The information is also derived from Alaska Department of Labor estimates for delinquent employers reports.

ES-202 includes all employers covered by Alaska's unemployment insurance system. It also includes all Alaska employers' average monthly employment, total payroll, and taxable payroll. Additionally, ES-202 includes taxable employers' contributions assessed upon them by the state and paid into the UI Trust Fund.

All data found in the chapters are broken out by industry, area, ownership, and tax status.

'Average monthly employment' is an estimate of employment based on actual employment data covering that pay period which includes the 12th of each month. It is an estimate of the number of jobs filled each month. Caution must be used when deriving annual earnings from these figures, as they represent average annual earnings per job, not per worker. Payroll is the actual total payroll during each quarter.

Throughout chapter 1, industries are broken out according to categories established in the Standard Industrial Classification (SIC) Manual. Specific industries, based on 2-digit SIC codes, were selected because of their relevance to the Alaskan economy. The same categories are used for benefit payments in chapters two and three. Employment, payroll, and earnings information is also broken out by ownership — private, state government, and local government. In all industry and ownership categories, federal government employment is excluded, as federal employees and members of the military are not covered under the state unemployment insurance program.

Noteworthy is the fact that public administration (SIC codes 91-97) is not directly comparable with state and local government ownership. While all of public administration employment is included in either state or local government, the opposite is not true; some of the operations included under state or local government ownership are listed under other industries than public administration, particularly construction, transportation, and services.

CHAPTER 2: UI Benefit Payments

Chapter 2 provides information on benefit payments. Information on unemployment claims is entered into Alaska's Benefits Unemployment Compensation System (BUC\$), and is recorded in the Department of Labor's (DOL) computer. Several reports are extracted from this file, three of which form the basis of most benefit payment data used in this publication.

Payments by industry and area, tables 2.9-2.12 and tables 2.14-2.15, are derived from the UC-217 report. The UC-217 report is a monthly compilation of data by 2-digit SIC codes and 3-digit census area codes. Payment amounts differ from the amounts shown in table 2.3 due to the omission of supplemental payments for weeks previously paid, penalties and interest, and other adjustments.

Two reports provide information for the payment data on tables 2.5-2.8 and tables 2.13, and 2.16. These data are derived from the Alaska DOL's BEP 3565 P Quarterly Management report, which scans weekly the department's active claimant file. Some of the data are also derived from the U.S. Department of Labor's ETA 5-159 Claims Activity report, which is taken from the weekly and monthly management reports.

Data in table 2.2 is derived from the 'Claimant Characteristics' computer tape. This tape is a special compilation of information on all claimants who received unemployment compensation in 1992. Occupations are listed according to classifications in the Dictionary of Occupational Titles (or DOT codes). Ethnic information is based on information voluntarily submitted at the time of initial filing.

Table 2.1 uses data from the Local Area Unemployment Statistics (LAUS), a DOL report produced for the U.S. Department of Labor. This report estimates the total number of employed and unemployed in the state each month.

Table 2.7 uses payment data from the yearly ETA 5-159 report on all states compiled by the U.S. Department of Labor, Division of Actuarial Services.

Table 2.17 is derived from the *UI Data Summary*, formerly called the *QUICC Report*, a quarterly publication of key UI information published by the U.S. Department of Labor, Division of Actuarial Services.

CHAPTER 3: Alaska's UI Benefit Financing System

Chapter 3 discusses financial transactions, Alaska's UI Trust Fund, and Alaska's benefit financing structure. Benefit costs is one of the major subjects of the chapter. Therefore, it draws heavily from the Alaska Department of Labor's Benefit Payments by Industry and Area (UC 217) report and the ES-202 quarterly reports (the DOL's Employment, Wages, and Contributions report). And, in fact, several of the tables directly reproduce data reported in chapters one and two.

The other major source of data for chapter 3 is the Financial Transactions Summary (ETA 2-112). This is a monthly accounting report produced by DOL. It is the most accurate source of information on financial transactions and cash flow. Its major limitation is that it does not break out data by industry or area. It is used to compute UI tax rates (see tables 3.4 and 3.6) and benefit costs and benefit cost rates (tables 3.1, 3.2 and 3.6). It is also the source for UI Trust Fund balances (tables 3.3, 3.6 and 3.10), deposits and disbursements for all programs (table 3.3), as well as interstate wage combining, reimbursable employers (table 3.8), and collections, benefits and trust fund balance as a percentage of wages (see table 3.4, 3.10, and 3.11).

Table 3.3 also uses data from the DOL Contributions Operations (ETA 581) report in order to estimate reimbursable contributions between 1981 and 1984.

Table 3.5 lists experience ratings by industry, which are reported on the BRTR 9500 Array, Taxable Wages Within Size of Payroll Codes -- a yearly listing of employers, their payroll experience, and their quarterly decline quotients. This information is also produced by the Alaska Department of Labor.

Table 3.13 is produced by the Department of Labor, Research and Analysis, using a variety of data sources that are used in this publication, and run through a forecasting model produced by Research and Analysis.

Summary of Major Changes in the Employment Security Act

Appendix B

Coverage Provisions of the Alaska Employment Security Act 1937-1992

April 2, 1937	Alaska Employment Security Law enacted. Employers liable for taxes are those with eight or more employees in twenty weeks of the year. The following types of employment excluded from coverage: agriculture, domestic service, officers and crews on vessels, service performed by a parent, spouse, or child under 21, government, nonprofit organizations, and those covered under a federal unemployment program. Employers not subject to the Law may elect coverage with permission of the Commission. Ch. 4, ESLA 1937
July 1, 1945	Coverage extended to employers of one or more persons at any time. Ch.7, SLA 1945
March 20, 1947	List of excluded services extended. Additional exclusions include newsboys and students. Any employment liable for a tax under the FUTA (Federal Unemployment Tax Act) automatically covered under the state U.I. law. Ch. 48, SLA 1947
March 17, 1959	Employees in finance, insurance, and real estate paid on a commission basis excluded from coverage. Ch. 46, SLA 1959
April 17, 1961	Faculty of nonprofit universities excluded. Ch. 108, SLA 1961
Jan. 1, 1972	Coverage made mandatory for employees of nonprofit organizations, state hospitals, and institutes of higher education employing four or more in twenty weeks of the year. These employers allowed to elect coverage on a reimbursable basis. Reimbursable financing also made available, by election, to any political subdivision. Ch. 94, SLA 1971
Jan. 1, 1972	Fishers covered. Ch. 94, SLA 1971
April 1, 1977	Fishers earning wages on a share-basis excluded from coverage. Ch. 122, SLA 1977
Jan. 1, 1978	Coverage made mandatory for most employees of the state and local governments. Coverage also extended to certain domestic and agricultural workers. Ch. 122, SLA 1977
July 1, 1984	Executive officers of nongovernmental corporations excluded. Ch. 106, SLA 1984

Financing Provisions of the Alaska Employment Security Act 1937-1992

April 2, 1937	All wages paid to employees covered under the law assessed a uniform tax of 1.8%. Ch. 4, ESLA 1937
Jan. 1, 1938	Uniform tax raised to 2.7% of total covered wages. Ch. 4, ESLA 1937
March 26, 1941	Taxable wages limited to first \$3,000 of wages paid to an employee. Ch. 40, SLA 1941
June 30, 1947	Credits against the tax made available to qualified employers if a fund surplus exists. Credit based on the individual employer's annual payroll decline. Ch. 74, SLA 1947
Jan. 1, 1955	Tax base increased to first \$3,600 of wages. An employee tax of 0.5% also assessed. Employer tax credit eliminated. Ch. 5, ESLA 1955
April 4, 1957	Tax base increased to first \$4,200 of wages. Ch. 169, SLA 1957
March 30, 1960	Uniform employer tax raised to 2.9%. Uniform employee tax raised to 0.6%. Tax base increased to \$7,200. Ch. 60, SLA 1960
Oct. 1, 1960	Individual employer and employee tax rates made variable depending on quarterly payroll declines of employer. Employer tax rates range from 1.5% to 4.0% with an average tax rate of 2.9%. Employee tax rates range from 0.3% to 0.9% averaging 0.65%. Ch. 60, SLA 1960
Jan. 1, 1974	Employee tax made uniform and employer tax left variable. Tax base \$10,000. There are ten alternative tax rate schedules with the appropriate schedule determined by the "reserve multiple" which measures the ability of the fund to meet potential benefit payments. Ch. 43, SLA 1973
Jan. 1, 1981	Tax base will be 60% of the average annual wage for calendar years 1981 and 1982 and will be 75% of the average annual wage for future years. Replaces the ten alternative tax rate schedules with twenty "experience factors." An employer's yearly rate calculation will be 82% of the benefit cost rate times the experience factor. A solvency tax will be added across the board if the "reserve ratio" of the fund is under 3.2%. Employee tax will be a uniform 18% of the benefit cost rate. Ch. 9, SLA 1980
Oct. 1, 1984	The amount of interest earned on the trust fund balance will be deducted from the amount of benefits in calculation of average benefit cost rate. Ch. 106, SLA 1984
Jan. 1, 1985	A new rate class 21 established and assigned an experience rating of 1.65 and a minimum employer tax rate of 5.4%. Solvency adjustments changed to provide a surcharge if the trust fund reserve rate falls below 3.0% and a credit if the reserve rate equals or exceeds 3.3%. Ch. 106, SLA 1984
Sept. 13, 1987	Interest on funds borrowed from the federal government to cover shortfalls in the trust fund may be paid out of employee contributions. Ch. 82, SLA 1987

July 1, 1989	Training programs pilot project to be funded by transfer of 0.1% of taxable wages from amount contributed by employees. Ch. 95, SLA 1989
June 30, 1993	Extension of training programs pilot project until 1996. Ch.17, SLA 1993

Benefit Provisions of the Alaska Employment Security Act 1937-1992

April 2, 1937	Benefits first made payable January 1, 1939. Minimum payment \$5; maximum \$15. WBA (Weekly Benefit Amount) set at 50% of full-time weekly wage. Total benefit payments not to exceed 16 x WBA. Ch. 4, ESLA 1937
Jan. 17, 1939	Minimum payment \$5; maximum \$16. WBA set at 1/20 of high quarter wages. Total benefit payments not to exceed either 16 x WBA or 1/3 of base year earnings. Ch. 1, SLA 1939
Oct. 1, 1946	Minimum payment \$8; maximum \$25. Maximum reduced to \$20 if the fund balance is less than \$2 million on January 1. Total benefit payments not to exceed either 25 x WBA or 1/3 of base year earnings. Ch. 32, ESLA 1946
July 1, 1949	WBA increased by 20% for each dependent of the claimant up to three. Ch. 25, SLA 1949
July 1, 1951	Minimum payment \$8; maximum \$30. Ch. 11, SLA 1951
July 1, 1953	Minimum payment \$8; maximum \$35. WBA now based on total wages in base year. Total benefit payments limited to 26 x WBA for most claimants. Ch. 99, SLA 1953
July 3, 1955	Minimum payment \$10; maximum \$45. Maximum limited to \$25 for claimants residing outside the Territory. WBA increased by \$5 for each dependent of the claimant up to five. Claimants with dependents residing outside the Territory disqualified for the dependent allowance. Ch. 5, ESLA 1955
March 30, 1960	Maximum WBA for interstate claimants reduced to \$20. Ch. 60, SLA 1960
July 1, 1966	Minimum payment \$10; maximum \$55. Total benefit payments limited to 28 x WBA for most claimants. Ch. 112, SLA 1966
July 1, 1969	Minimum payment \$18; maximum \$60 Ch. 106, SLA 1969
Jan. 29, 1971	Depending on the level of national and state unemployment rates, benefit payments may be extended. Extended benefit payments not to exceed one half of total benefits available under the regular program. Ch. 106, SLA 1971
Jan. 1, 1972	Discrimination against nonresident claimants is ended. Ch. 106, SLA 1971
July 1, 1973	Minimum payment \$18; maximum \$90. Dependent allowance set at \$10 per dependent up to three. Ch. 43, SLA 1973

Oct. 1, 1980	Minimum payment \$34; maximum payment \$150 basic WBA. Dependent allowance set at \$24 per dependent up to three. Dependent allowance increases if an additional dependent is acquired by birth or adoption. Potential duration of benefits (16 to 26 weeks) is determined by the ratio of total base period wages to high quarter wages. Ch 9, SLA 1980
Oct. 31, 1981	Weekly benefits reduced dollar for dollar upon receipt of periodic payments based on wages used to establish a benefit year. Ch. 114, SLA 1981
Sept. 26, 1982	Child support obligations may be deducted from weekly benefit checks. Ch. 115, SLA 1982
Jan. 1, 1983	Minimum payments \$34; maximum payment \$156 basic WBA. Ch. 115, SLA 1982
Oct. 1, 1984	Minimum payments \$38; maximum payment \$188 basic WBA. Ch. 106, SLA 1984
Oct. 1, 1990	Minimum payments \$44; maximum payment \$212 basic WBA. Ch. 167, SLA 1990

Qualifying Provisions of the Alaska Employment Security Act 1937-1992

April 2, 1937	To qualify for benefits, a claimant must have: 1) been unemployed in two of the last thirteen weeks preceding claim, 2) have wages in the first three of the last four calendar quarters totaling more than sixteen times the Weekly Benefit Amount (WBA), and 3) be ready and able to work. The claimant is disqualified for five additional weeks upon quitting the last employment without good cause. Ch. 4, ESLA 1937
Jan. 17, 1939	Total wages in base year must equal or exceed twenty-five times the WBA. Ch. 1, SLA 1939
March 26, 1941	Claimant must have been unemployed for two weeks in the benefit year including the week in which the claim was filed. Ch. 40, SLA 1941
July 1, 1945	Women are disqualified during the last two months of pregnancy and the month following pregnancy. Ch. 50, SLA 1945
Oct. 1, 1946	Minimum required wages in base year set at \$150. Ch. 32, SLA 1946
June 30, 1947	Waiting period reduced to one week. Ch. 74, SLA 1947
July 1, 1953	Minimum wage requirement set at \$300. Seasonal workers are disqualified for benefits for unemployment not occurring during their regular working season. Ch. 99, SLA 1953

July 3, 1955	Minimum wage requirement set at \$450 or 1.25 times high quarter wages. Women disqualified until they subsequently earn \$120 if they leave work 1) to get married; 2) to live with their husband; or 3) due to pregnancy. Any week of unemployment due to a labor dispute is disqualified. A claimant found guilty of fraud is disqualified for twenty-six weeks. Ch. 5, SLA 1955
April 4, 1957	Minimum wage requirement set at \$500 or 1.25 times high-quarter wages. Ch. 169, SLA 1957
April 7, 1962	Claimants not disqualified while attending a training course to improve their skills. Ch. 63, SLA 1962
July 1, 1969	Minimum wage requirement set at \$750, \$100 of which must have been earned outside the quarter with the highest wages. Ch. 106, SLA 1969
Jan. 1, 1972	Women no longer disqualified during pregnancy. Ch. 106, SLA 1971
Oct. 1, 1980	Minimum wage requirement set at \$1,000 with at least ten percent earned outside the quarter of highest wages. If a claimant earns more than 90% of the base period wages in one quarter, base period wages used for determining benefits will be reduced to ten times the wages paid in the base period outside the high quarter. The six-week disqualification for voluntary quit and misconduct includes a reduction of potential benefits by three times the basic WBA. The six-week disqualification is lifted if the claimant returns to work and earns eight times the WBA. Ch. 9, SLA 1980
Oct. 31, 1981	A waiting week must be served for each new benefit year. Extended benefit claimants must actively seek work and may not refuse an offer of "suitable" work. Claimants filing for extended benefits from a state not triggered on to extended benefits are eligible for no more than two weeks of benefits. Ch. 114, SLA 1981
June 26, 1982	The national "on" and "off" trigger indicators for extended benefits repealed in conformity with federal law. Ch. 115, SLA 1982
Sept. 26, 1982	In conformity with federal law, the state "on" indicator for extended benefits increased to six percent insured unemployment rate. In conformity with federal law, a claimant is not eligible for extended benefits unless total base period wages equal or exceed forty times the weekly benefit entitlement including dependent benefits. Supplemental state benefits are provided for claimants otherwise eligible for extended benefits except for the new 40 x WBA requirement. All other conditions of extended benefits apply to supplemental state benefits. Ch. 115, SLA 182
June 16, 1984	State interim benefits provided for noncertified teachers of indigenous languages and school employees in other than an instructional, research, or principal capacity. Ch. 106, SLA 1984

July 2, 1989	An insured worker ineligible for benefits for one year if discharged for commission of a felony or theft in connection with work. Ch. 100, SLA 1989
Nov. 15, 1991	An agreement with the U.S. Department of Labor allows the temporary payment of benefits under the Emergency Unemployment Compensation Act of 1991 (PL 102-162) in place of extended benefits.
July 1, 1993	<p>The implementation of the Emergency Unemployment Compensation (EUC) program, 26 U.S.C. 3304. Eligibility for supplemental state benefits (SSB) remains in effect during a period in which extended benefits (EB) are triggered "off", but during which EUC benefits are payable. The eligibility for extended benefits (Oct. 3, 1993) requires the claimant meet the existing 40 times WBA requirement, or have a total of 1.5 times the base period high quarter wage.</p> <p>The total amount of extended benefits payable is the lowest of 1) 80 percent of total regular benefits, 2) 20 times the WBA, or 3) 46 times the WBA minus total regular benefits paid.</p> <p>In addition to the existing extended benefits triggers, EB is "on" if the state three month total unemployment rate (TUR) is 6.5%, and is 110% of the same three month period in either of the prior two years. EB is "off" if there is no "on" indicator, or if the State is eligible for the EUC program. Ch. 28, SLA 1993</p>

Glossary of Terms

Appendix C

AVERAGE ANNUAL EARNINGS Total payroll in covered employment divided by average monthly covered employment.

AVERAGE MONTHLY COVERED EMPLOYMENT The sum of all reported covered employment for a 12-month period divided by 12.

AVERAGE WEEKLY BENEFIT AMOUNT (AWBA) The total benefits paid for full-time unemployment divided by the number of weeks compensated.

AVERAGE WEEKLY EARNINGS Average annual earnings in covered employment divided by 52.

AREA Geographic areas within Alaska recorded by census areas and subareas.

BASE PERIOD The first four of the last five completed calendar quarters immediately preceding the first day of an individual's benefit year.

BASE PERIOD EARNINGS (BASE PERIOD WAGE) **a)** If the worker was paid 90% or more of earnings in any single quarter of base period, BPW is defined as earnings in the other three quarters times 10; **b)** If the worker was not paid 90% or more of earnings in a single quarter of the base period, BPW is defined as earnings during the worker's base period.

BENEFITS Money payments payable to an individual under AS.23.20.

BENEFIT COST RATE The cost of benefits as determined by the ratio of regular benefits paid in the current year divided by total payroll in the previous year.

BENEFIT YEAR A one-year period beginning with the day an insured worker files a request for determination of insured status.

BENEFITS UNEMPLOYMENT COMPENSATION SYSTEM (BUC\$) A transaction driven system which automates all Employment Security Unemployment Insurance benefit functions, including on-line data collection and batch processing for database updating and report generation.

CLAIMANT An individual who has filed a request for determination of insured status, a notice of unemployment, a certification for waiting week credit, or a claim for benefits.

CONTINUED WEEK CLAIMED A claim for waiting week credit or payment of benefits for a week.

CONTINUED WEEK PAID Payment for a week of unemployment or for a waiting week.

COMBINED WAGES (INTERSTATE WAGE COMBINING) **Earnings** during a base period that were paid in more than one state, for purposes of determining the share of liability in each state.

COVERAGE The determination by the state whether an employing unit should be considered an employer subject to the state's unemployment insurance laws.

COVERED EMPLOYMENT The number of persons employed during the pay period which includes the 12th of each month, by place of work. Workers that are not covered include agricultural workers, self-employed workers, some employed students, most fishers, full-commissioned salespeople, private railroad workers, and elected and appointed officials.

DECLINE QUOTIENT An estimate of an employer's experience with unemployment, determined by dividing the decline in payroll from quarter 1 to quarter 2 by the payroll in quarter 1.

DEPENDENT BENEFITS Benefits paid to claimants with dependents, up to three dependents per claimant.

DURATION The number of weeks in which payments were received by an individual (actual), or qualified for (potential), for each program. Average duration is defined as the number of weeks paid per program in a 12-month period, divided by the number of first payments received in that program during that period.

EARNINGS REPLACEMENT The proportion of average weekly earnings replaced by UI weekly benefit amount.

EMERGENCY UNEMPLOYMENT COMPENSATION A fully, federally funded program somewhat similar to extended benefits, paying additional week of benefits, beginning November 17, 1991.

ETA Employment and Training Administration, a division of the U.S. Department of Labor.

EXHAUSTS Persons receiving payments for the maximum number of weeks available to them in a particular program.

EXPERIENCE RATING A method of measuring an employer's experience with unemployment by ranking each employer by average quarterly decline quotient, and assigning one of 21 rate classes, each with a factor between .4 and 1.65.

EXTENDED BENEFITS (EB) Additional benefits allowable after regular State UI benefits have been exhausted, only when an Extended Benefits period is in effect.

EXTENDED BENEFITS PERIOD A period during which EB payments are allowed, which is defined as a period of 13 weeks or more when the state's Insured Unemployment Rate is 6% or higher.

FEDERAL FISCAL YEAR October 1 of prior year through September 30 of current year.

FEDERAL SUPPLEMENTAL BENEFITS A federally funded program similar to FSC that was in effect between 1975 and 1978.

FEDERAL SUPPLEMENTAL COMPENSATION (FSC) A federally funded program in effect between October 1982 and April 1985, which provided additional payments after regular benefits had been exhausted and extended benefits had been exhausted or an extended benefits period was not in effect.

FINAL PAYMENT (See EXHAUSTS)

FIRST PAYMENT The first payment for a week of unemployment claimed under a specific program.

FUTA Federal Unemployment Tax Act.

HIGH QUARTER The quarter of the base period in which the greatest amount of earnings occurred.

INDUSTRY Classification of a reporting employing unit by primary economic activity according to SIC codes.

INSURED UNEMPLOYMENT The number of persons filing continued claims for full regular benefits, partial regular benefits, or in waiting week status, during a given week.

INSURED UNEMPLOYMENT RATE Ratio of insured unemployed expressed as a percentage of average covered employment; computed as average insured unemployment over a 13-week period divided by average covered employment lagged 6 months.

INTERSTATE CLAIMS, INTERSTATE PAYMENTS Claims made by, or payments made to, persons residing in other states who worked in Alaska and for which Alaska is at least partially liable for unemployment compensation.

INTRASTATE CLAIMS, PAYMENTS Claims made by, or payments made to, persons residing within Alaska, including payments from other liable states.

LAUS Local Area Unemployment Statistics.

LOCAL OFFICES Unemployment Insurance claims centers (14 offices, including the mail claims and interstate unit) which take and process UI claims.

MAIL CLAIMS Claims filed by mail to the Mail Claims unit of the Central Office, by persons residing more than 55 miles from the nearest Local Office.

NONAGRICULTURAL WAGE AND SALARY EMPLOYMENT Employment that does not include self-employed workers, unpaid family workers, domestics, most fishers, or agricultural workers, by place of work rather than residence.

OWNERSHIP Classification of reporting employing units according to legal proprietorship (federal, state, local, international, or private industry) rather than by type of economic activity.

REGULAR BENEFITS (See STATE UI PROGRAM)

REIMBURSABLE A contribution system whereby certain employers (state and local governments, hospitals, schools, non-profit corporations) can elect to reimburse the state trust fund directly for benefits paid for which they are responsible, rather than pay taxes under the experience rating system.

SOLVENCY ADJUSTMENT A surcharge added to employer taxes whenever the trust fund balance falls below 3.0% of the total payroll, or subtracted whenever the balance rises above 3.3%.

STANDARD INDUSTRIAL CLASSIFICATION (SIC) A national standardized system to classify reporting employing units into industries by four-digit codes, according to primary economic activity.

STATE FISCAL YEAR July 1 of the prior year through June 30 of the current year.

STATE INTERIM BENEFITS (SIB) A special Alaska program which pays benefits to certain noninstructional educational employees during periods between sessions.

STATE SUPPLEMENTAL BENEFITS (SSB) A special Alaska program which pays benefits to claimants who have been denied Extended Benefits because they do not meet the federal requirement that they earn 40 times their weekly benefit amount in their base period.

STATE TRAINING AND EMPLOYMENT PROGRAM A pilot program established by state law to help prevent future UI claims, and to encourage businesses to locate in the state due to the availability of a skilled labor force. These goals were to be pursued by increasing training opportunities to Alaska workers severely affected by the fluctuations in the state economy or technological changes in the workplace.

STATE UI (REGULAR) PROGRAM An insurance program designed to provide temporary compensation for those who are involuntarily unemployed, funded through employer and employee taxes and reimbursements.

SUPPLEMENTAL PAYMENTS Payments made to claimants who were paid previously but may have been underpaid for various reasons.

TAX BASE The maximum amount of an employee's earnings subject to State Unemployment Insurance taxes.

TAXABLE PAYROLL That part of total payroll reported by employers subject to the experience rating system that are subject to state unemployment tax provisions.

TOTAL LABOR FORCE All persons age 16 and over residing in a specific geographical area who are either employed, unemployed and seeking employment, or involved in a labor dispute.

TOTAL UNEMPLOYMENT All persons age 16 and over who did not work during the survey week, but were available and seeking work or waiting to report for work within 30 days.

TOTAL UNEMPLOYMENT RATE An expression of the number of unemployed persons as a percent of the total civilian labor force. Defined as total unemployment divided by the total labor force.

TOTAL PAYROLL The total of all wages and salaries (taxable and reimbursable) paid by covered employers. Includes bonuses, tips, and the cash value of meals, lodging, and other gratuities when furnished with the job.

TRA Trade Readjustment Allowance. An allowance authorized under the federal Trade Act of 1974 for the purpose of providing benefits and training to workers whose employment opportunities have been impacted by adjustments made in federal regulations concerning international trade.

TRAINING AND BUILDING FUND A fund (separate from the unemployment compensation fund) based on interest and penalties collected from taxable employers and used to support training activities and to provide office space.

TRUST FUND A state fund to receive and disburse unemployment insurance funds.

TRUST FUND RESERVE Funds on deposit in the trust fund plus balances in the state's clearing account and benefit payment account plus interest credited for the last quarter of the calendar year.

UCFE Unemployment Compensation for Federal Employees. A federally funded insurance program designed to provide temporary compensation for former employees of the federal government who are involuntarily unemployed.

UCX A federally funded insurance program designed to provide temporary unemployment compensation for ex-members of the Armed Forces.

UI Unemployment Insurance.

WAITING WEEK The first week for which a claimant files for unemployment and for which there is no disqualification.

WEEKLY BENEFIT AMOUNT Amount of benefit payments actually paid (actual) or eligible for (potential) per week.

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