



Quarterly Outlook Report

Unemployment Insurance Trust Fund

Executive Office of Labor and Workforce Development
Department of Unemployment Assistance
April 2025



MASSACHUSETTS EXECUTIVE OFFICE OF
LABOR & WORKFORCE DEVELOPMENT



MASSACHUSETTS DEPARTMENT OF UNEMPLOYMENT ASSISTANCE

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Quarterly Outlook – April 2025

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¹ This report includes data illustrated in charts. For an accessible version of the data in all charts, please see the Appendices.

About the Massachusetts Unemployment Insurance Program

Unemployment Insurance (UI) is an economic stabilization program implemented under federal and state law that provides a safety net for workers who become separated from employment due to no fault of their own. The UI program provides temporary benefits to unemployed workers from the Massachusetts Department of Unemployment Assistance's (DUA) Unemployment Insurance Trust Fund (UI Trust Fund). Employer-paid state unemployment taxes and reimbursements fund the UI Trust Fund and pay for benefits. The United States Department of Labor (USDOL) allocates funds from the Federal Unemployment Tax Act (FUTA) to the state to pay for DUA administrative and operational costs.

Additional information, including past reports, can be found at <https://mass.gov/uitrustfund>.

Those seeking further information regarding the UI Trust Fund can email economicresearch@mass.gov.

The projections, forecasts, estimates, and other forward-looking statements contained in the April 2025 UI Trust Fund *Quarterly Outlook Report* are subject to a variety of risks and uncertainties that may cause actual results to differ from the projections set forth. In partnership with the Department of Economic Research (DER), DUA uses information from sources that are believed to be reliable; DUA assumes no responsibility, however, for information from sources outside the Commonwealth and its agencies.

Summary

This *Quarterly Outlook Report* provides the status of the UI Trust Fund (UITF) and updated projections for the 2025 through 2029 outlook period.

As required by MGL Chapter 151A, Section 14F, DUA publishes an *Annual Outlook Report* and quarterly outlooks for the UI Trust Fund based on forecasts for total unemployment rate, annual wage and salary growth rate, and annual labor force. DUA also provides monthly updates on the status of the UI Trust Fund.

Projections of wage and salary growth, total unemployment rate, and the size of the labor force in Massachusetts for each calendar year of the Outlook Period (2025-2029) are represented in *Figure 2* through *Figure 5*. For purposes of the projection estimates contained in this *Quarterly Outlook Report*, the *Quarterly Census of Employment and Wages (QCEW)* is the primary source for historical actual data on wages and salaries. *Local Area Unemployment Statistics (LAUS)* are the primary source for official unemployment rates and size of the labor force. DUA relied on *Moody's forecasts* dated March 2025 to track forecast trends as they change over time. *Moody's forecasts* were used to project historical QCEW and LAUS data over the Outlook Period for wage and salary growth, total unemployment rate, and size of labor force.

The outlook presented is for the regular UI program based on 2025 employer experience rates and claims activities through the first quarter of 2025, ending March 31, 2025. Key findings on the year include:

- First quarter employer contributions through March 31, 2025, are estimated to be nearly \$100 million with a 2025 year-end total estimated to be \$1.63 billion.
- First quarter benefit payments through March 31, 2025, are approximately \$655 million, with a 2025 year-end total estimated to be \$2.43 billion.
- The balance of the UI Trust Fund on March 31, 2025, was \$1.66 billion on a cash basis.

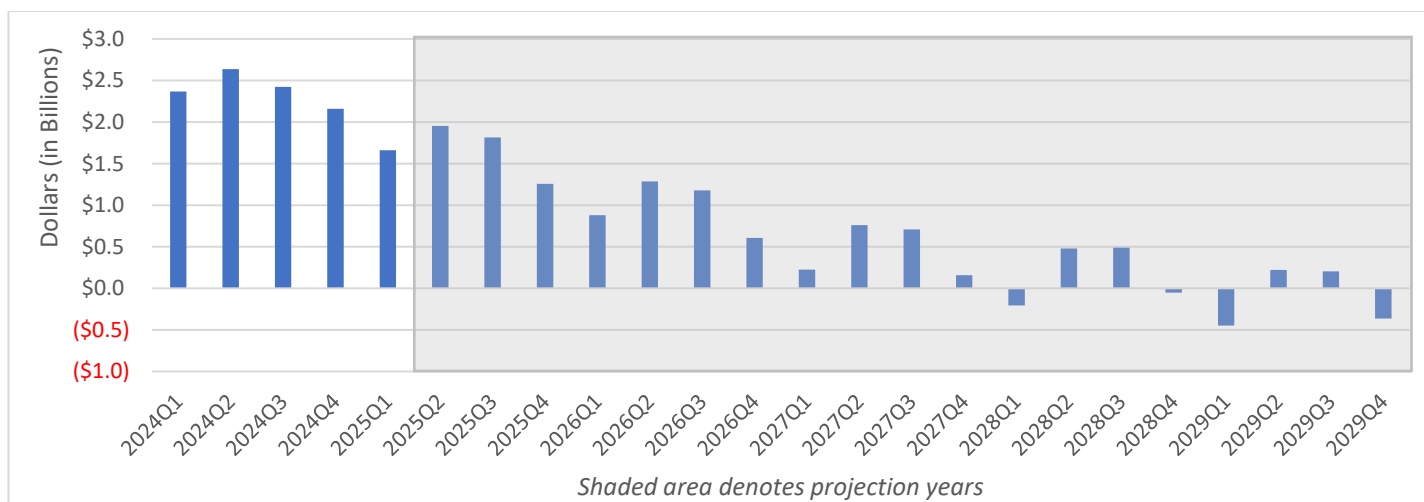
PROJECTION OF BALANCE AND SOLVENCY

As of March 31, 2025, the Massachusetts UI Trust Fund ending balance was \$1.66 billion (*Figure 1*). This amount is lower than the previous quarter's estimate of \$1.77 billion. For an accessible version of the data in all charts, please see *Appendix 2: Data Projections Tables*.

Projections

To project future UI Trust Fund solvency, DUA utilizes forecasts prepared using QCEW actuals for the period ending September 30, 2024. The QCEW total private employment is projected forward by taking growth rates from the Moody's total nonagricultural employment series. The forecasts on wage and salary growth, unemployment rate, and size of the labor force for calendar years 2025 through 2029 are shown in *Figure 3* through *Figure 5*.²

Figure 1: Summary of UITF Balance at End of Quarter, 2024-2029



² The estimates for the UITF balance in this quarter's report incorporate changes to the projection model's parameters. These values are periodically updated to include new data and to better align the forecast with observed values, economic relationships, and known variables. The primary effect of these changes is that both total contributions and total benefits are projected to be higher in future years compared to previous estimates. The net effect on the balance is an improvement in solvency though no change in the overall trend of the projection.

Federal Advances, Bond Issuance and COVID-19 Recovery Assessment

The federal-state unemployment insurance system and the Massachusetts unemployment insurance program played a critical role in delivering economic relief to individuals and families experiencing economic hardship during the COVID-19 pandemic. From June 2020 to April 2021, the Commonwealth borrowed \$2.268 billion in Federal Advances to pay UI benefits. In March 2022, \$500 million of the borrowed amount was repaid using ARPA funds.

In August 2022, the Commonwealth issued \$2.681 billion in special obligation bonds pursuant to the UI Improvement Act (Chapter 9 of the Acts of 2021) and proceeds were used to (i) repay the outstanding Federal Advances as well as the accrued interest on such Federal Advances; (ii) fund a deposit to the UI Trust Fund in the amount of \$867.6 million; and (iii) pay bond issuance costs.

The UI Improvement Act provided that a COVID-19 Recovery Assessment will be charged to experience-rated, private contributory employers for each year the bonds are outstanding. For 2021 and 2022, the COVID-19 Recovery Assessment was set at \$150 million. For 2023, and until no bonds remain outstanding, the Commonwealth will assess employers a COVID-19 Recovery Assessment that must be at least 125% of the annual debt service on the bonds. The COVID-19 Assessment is in addition to the SUTA tax charged and is an annually-set fixed percentage of each employer's SUTA rate. The COVID-19 Recovery Assessment is credited to a special contribution fund held by the bond trustee.

Based on assumptions made at the time of issuing the bonds, the projected COVID-19 annual assessment is as follows:

COVID-19 Annual Assessment (\$ Millions)						
Year	2025	2026	2027	2028	2029	2030
Assessment	\$365	\$334	\$318	\$301	\$284	\$122
2026-2030 are estimated and subject to change.						

Economic Basis for Projections

Figure 2 shows the summary of the inflows and outflows to the UITF, relevant performance statistics, and cost burden measures over the projection period. Multiple measures are considered in forming the projections (see *appendix* for details). Key among those are wage and salary growth, unemployment rate, and the size of the civilian labor force. Charts outlining those estimates are below.

- Total and taxable payrolls are very similar to what was predicted last quarter. Moody's projections for the rate of wage and salary growth are similar to what was seen in the previous report. Specifically, growth is expected to stay close to 1% per quarter after a slight increase through mid-2025. Growth rates are expected to be generally stable at around 1% per quarter before dipping from mid-2027 through early 2029. See *Figure 3*.
- Unemployment rates are changed in this report due to annual benchmarking by the Bureau of Labor Statistics (BLS).³ Despite the increases in the previous and near-future quarters, the unemployment rate is expected to eventually drop to a similar stabilized rate as the previous quarter's projection. The unemployment rate is expected to be around 3.70% for most of the projection period. See *Figure 4*.
- The civilian labor force also increased after BLS revisions, with new values for 2024 being roughly 3% higher than before. Growth is still expected to be steady over the projection period though the total size of the labor force is now projected to be slightly larger, with 2029Q4 numbers now 3.98 million up from 3.89 million. Total growth from the beginning of 2025 though the end of 2029 is expected to be approximately 28,673 people. See *Figure 5*.

³ Details on annual benchmarking: <https://www.bls.gov/sae/publications/benchmark-article/annual-benchmark-article.htm>

Figure 2: Model Projections (2025-2029)

Dollars in thousands

Category	2025	2026	2027	2028	2029
Balance Jan. 1	\$2,160,272	\$1,256,756	\$607,367	\$158,079	(\$51,569)
Contributions	\$1,630,421	\$1,986,460	\$2,286,254	\$2,625,507	\$2,661,735
Trust Fund Interest	\$59,744	\$37,485	\$18,751	\$9,186	\$3,469
Other Inflows and Outflows ⁴	(\$164,077)	(\$203,417)	(\$203,417)	(\$203,417)	(\$203,417)
Inflows Subtotal	\$1,526,089	\$1,820,528	\$2,101,588	\$2,431,275	\$2,461,787
Outlays	(\$2,429,605)	(\$2,469,917)	(\$2,550,876)	(\$2,640,923)	(\$2,774,373)
Outflows Subtotal	(\$2,429,605)	(\$2,469,917)	(\$2,550,876)	(\$2,640,923)	(\$2,774,373)
Balance Dec. 31	\$1,256,756	\$607,367	\$158,079	(\$51,569)	(\$364,154)

Category	2025	2026	2027	2028	2029
Total CY Payroll	\$280,517,046	\$292,106,246	\$301,984,045	\$310,693,126	\$321,698,863
Taxable CY Payroll	\$49,416,897	\$50,163,174	\$50,799,247	\$51,360,061	\$52,068,767
Total CY Contributions as a % of Total CY Payroll	0.58%	0.68%	0.76%	0.85%	0.83%
Total CY Benefits as a % of Total CY Payroll	0.87%	0.85%	0.84%	0.85%	0.86%
Wage Base	15,000	15,000	15,000	15,000	15,000
Schedule	D	E	F	G	G
Total Unemp. Rate	3.77%	3.72%	3.69%	3.67%	3.70%
Average Contribution Rate	3.34%	3.80%	4.31%	4.90%	4.90%
Solvency Rate	0.89%	0.92%	0.96%	0.94%	0.95%
T.F. Bal as a % of Total Payroll	0.45%	0.21%	0.05%	-0.02%	-0.11%
AHCM	0.209	0.097	0.024	-0.008	-0.053

Note: The annual unemployment rate is the average of the four quarters. Balance as a share of total payroll is calculated from the Q4 balance.

⁴ These amounts are those that are exogenous to the projection methodology. For example, in previous years it has included bond proceeds, employer reimbursements, and the like. In recent reports it has primarily served as an adjustment to reconcile estimated values with the known balances at the end of each quarter and largely represented contributions from government and reimbursable employers. This report also includes projected payments to USDOL in accordance with the terms of a negotiated agreement related to pandemic unemployment insurance overdraws. See *Notice in Appendix 1*.

Figure 3: Wage and Salary Growth Rate

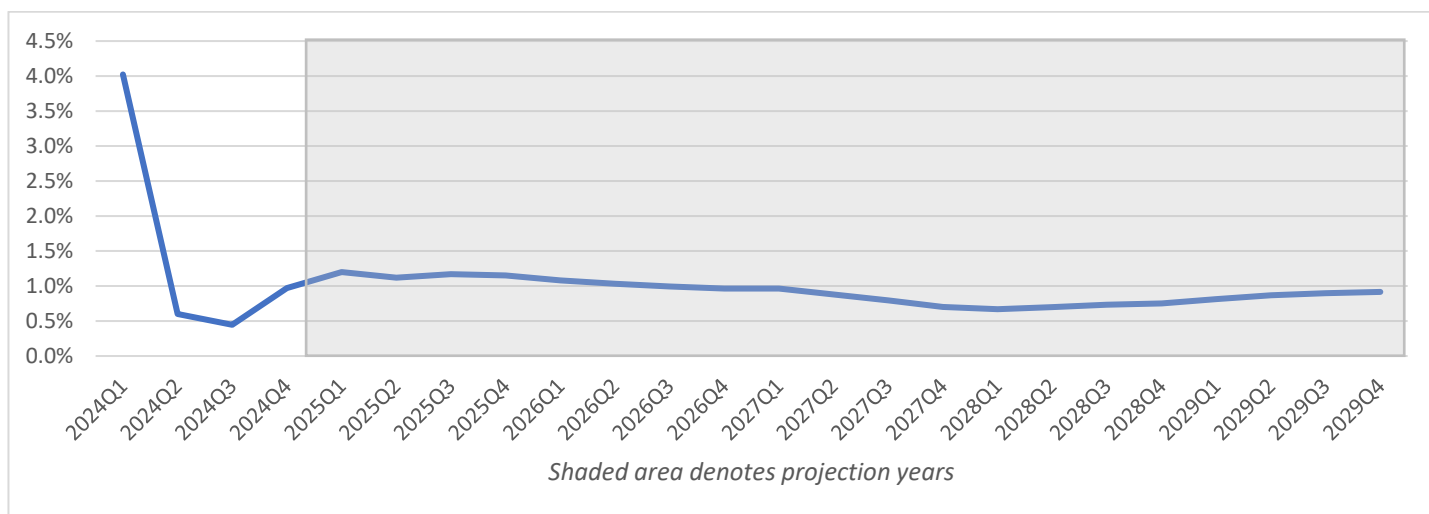


Figure 4: Unemployment Rate

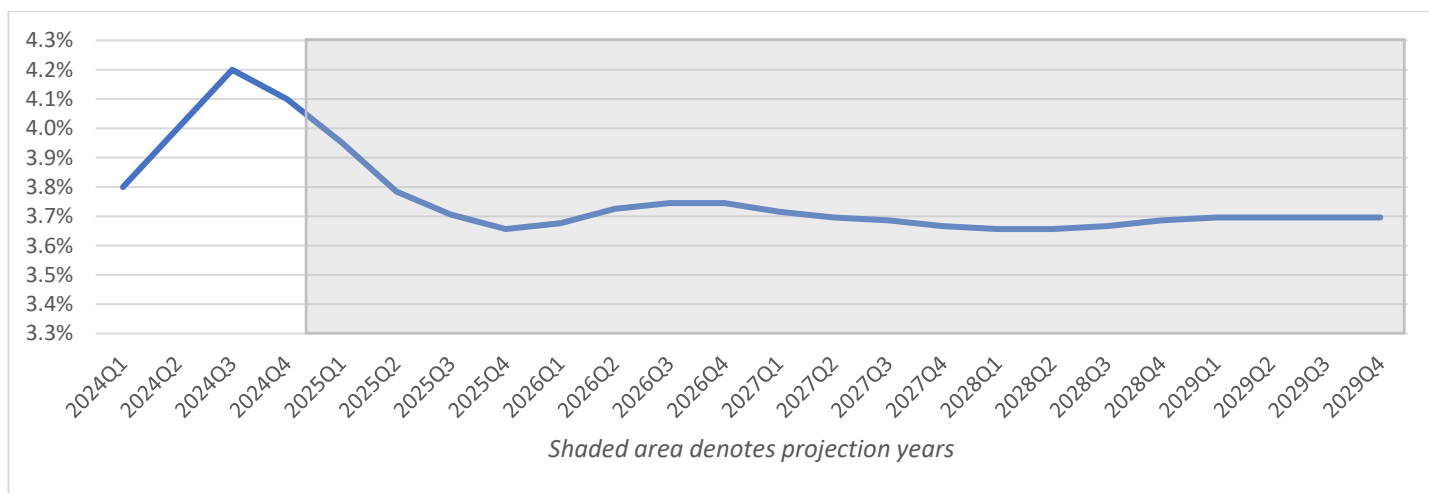
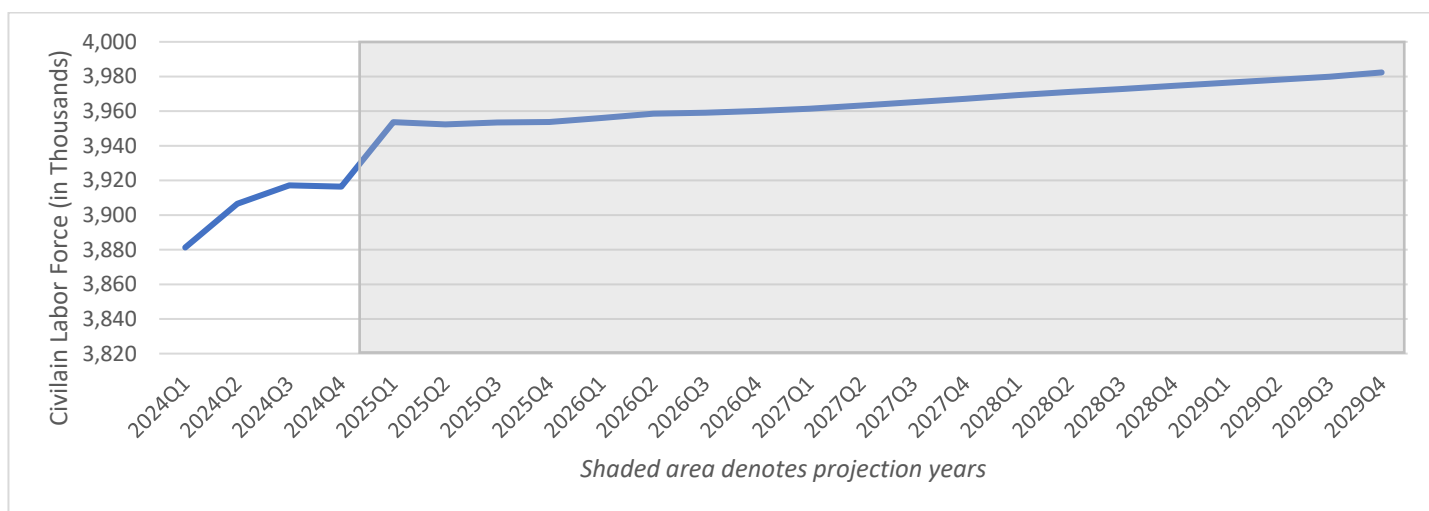


Figure 5: Civilian Labor Force



SUMMARY OF PROJECTED INFLOWS

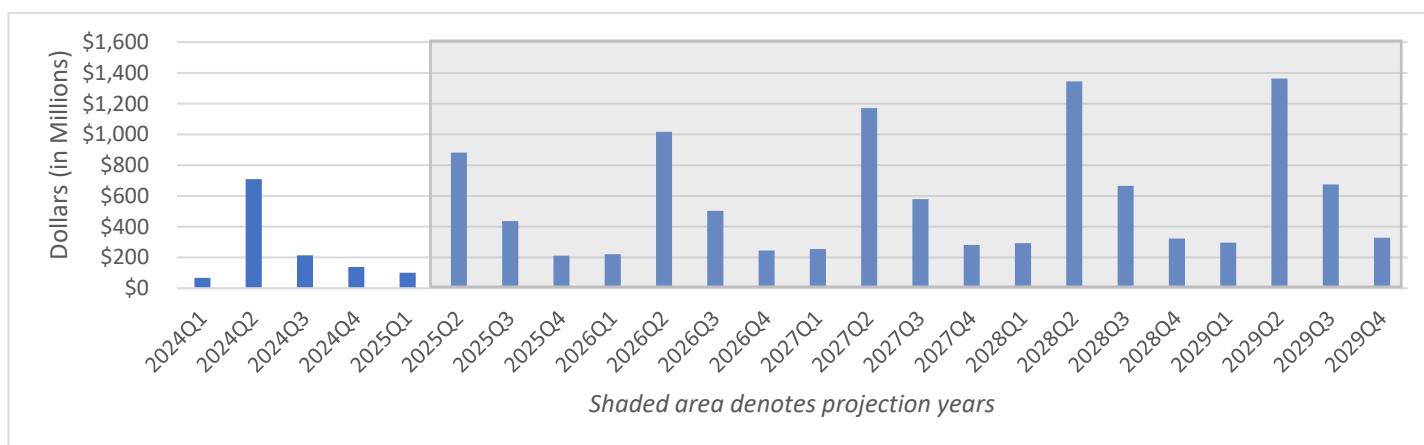
Chapter 151A requires private, for-profit employers to contribute to the UI Trust Fund if their business meets each of the following conditions:

1. They have employees working one or more days in 13 weeks during a calendar year (weeks of employment need not be consecutive, nor must the employees remain the same); and
2. They pay wages of \$1,500 or more in any calendar quarter. Under Chapter 151A, governmental and non-profit employers may elect to contribute to the private contributory UI system instead of participating as reimbursable employers.

Employer contributions are based on taxable wages paid to covered employees on a quarterly basis. Wages subject to contributions are the cumulative total of the first \$15,000 paid to each employee in each of the computational rate years. Employer contributions to the private contributory system are payable quarterly and payments are due within one calendar month of the end of each quarter, on April 30 (1st Quarter), July 31 (2nd Quarter), October 31 (3rd Quarter), and January 31 (4th Quarter).⁵

Contributions for 2025Q1 are estimated to be approximately \$100 million, with a 2025 year-end total estimated to be \$1.63 billion. The year-end estimate is higher than projected in the previous quarterly report. For an accessible version of the data in all charts, please see *Appendix 2: Data Projections Tables*.⁶

Figure 6: Summary of Inflows to UITF at the End of Quarter, 2024-2029



⁵ Beginning in the August 2024 report, the methodology for projecting contributions has transitioned from an accrual to a cash basis of accounting. Historically, contributions were projected in the quarter which they were accrued, with approximately 50% of annual employer contributions being accrued in the 1st Quarter. This led to a front-loaded distribution of projected contributions across the year since collection of contributions could occur across quarters regardless of when they were accrued. Contributions are thus now projected based on when they are anticipated to be received, largely in the 2nd and 3rd quarters. This shift, while potentially requiring further refinement, is expected to enhance the accuracy of forecasts moving forward, providing a more precise reflection of contributions within the year.

⁶ Contributions made over the projection period are expected to be higher in this report's projections compared to last quarter due to updates to the model's parameters noted in the projections of balance chapter.

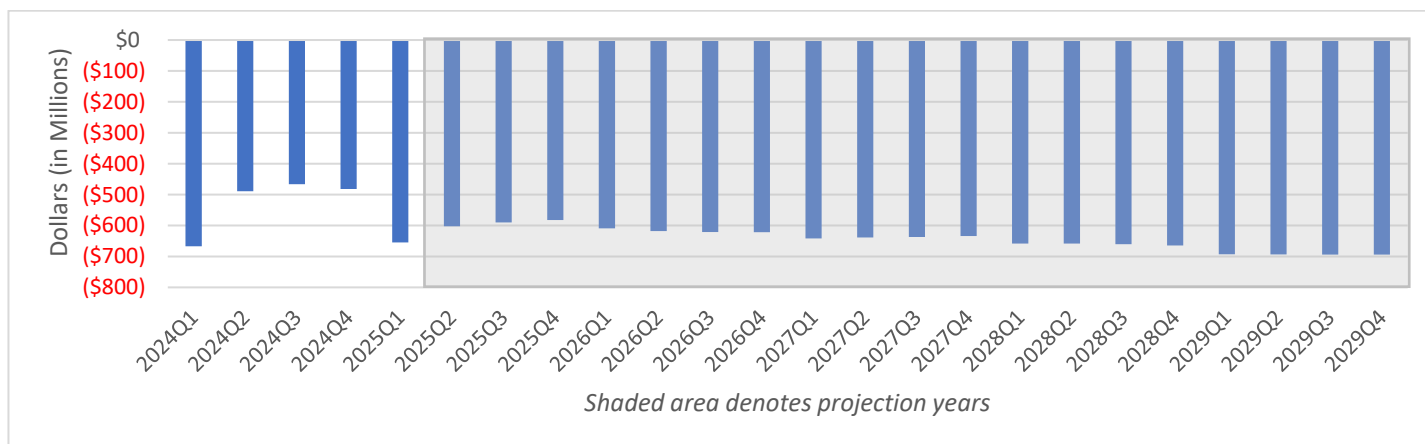
SUMMARY OF PROJ(ECTED OUTFLOWS

UI benefits provide temporary income protection during periods of unemployment and uncertainty for Massachusetts employees who are separated from employment through no fault of their own and are actively seeking new work. UI benefits are entirely funded through employer contributions.

The trend of year-over-year increases in benefit payments that began in 2022 is expected to continue through the projection period as depicted in *Figure 7*. Though the unemployment rate is expected to stabilize from mid-2025 through 2029, a growing labor force and increasing wages will increase the number of unemployed and the average benefit per recipient, driving up aggregate outlays. Compared to the projections in the previous quarter, the total number of unemployed is slightly higher across the projection period, primarily due to a larger labor force. Moody's projected unemployment rates for the forecast's later years have been relatively stable at around 3.70% over the past few quarterly reports. For an accessible version of the figure below, please see *Appendix 2*.⁷

Total benefits for 2025Q1 are \$655 million, which is higher than the previous estimate of \$569 million. The year-end total is estimated to be \$2.43 billion, also up compared to last quarter's \$2.22 billion.

Figure 7: Summary of Outflows from UITF at the End of Quarter, 2024-2029⁸



⁷ Benefits paid over the projection period are expected to be higher in this report's projections compared to last quarter due to updates to the model's parameters noted in the projections of balance chapter.

⁸ Projected outflows of benefits are based on an actuarial methodology and subject to revision as more current information used to determine various assumptions becomes available.

APPENDIX 1: DETAILED PROGRAMMATIC BACKGROUND AND METHODOLOGY

Employer contribution rates are based on the experience history of the employer. Experience history refers to the amount of unemployment insurance benefits paid to employees separated from work in prior years and the number of employees laid off. DUA maintains an experience rate account for each contributory employer. An employer's experience rate account is a record of the contributions paid to the UI Trust Fund and the amount of UI benefits paid to an employer's workers or former workers. DUA relies on employer experience rate accounts to determine the annual contribution rate for each employer in the private contributory UI system.

Once an experience-based contribution rate is assigned, DUA calculates employer contributions by applying the employer's annual contribution rate to the taxable wages paid to covered employees for that rate year.

Additional information about Employer Contributions can be found at mass.gov/doc/the-employers-guide-to-unemployment-insurance-2/.

Experience Rate Table

Figure 8 reflects DUA's current employer UI contribution rates by employers' reserve percentages in accordance with Chapter 151A. The reserve percentage is calculated by the ending balance of the fund as of September 30 in a year divided by the average combined annual wages for all contributing employers for the last three years; this percentage determines which schedule is in effect for the following year.⁹ *Schedule D* is currently in effect for *calendar 2025*, as established by Chapter 9 of the Acts of 2021. Changes to the schedule would impact estimates within the model, including employer contributions and benefit outlays.

Figure 8: Experience Rate Table

		A	B	C	D	E	F	G
		UITF Reserve Percentage						
	<i>Minimum:</i>	1.65%	1.50%	1.20%	0.90%	0.60%	0.30%	
	<i>Maximum:</i>		1.65	1.50	1.20	0.90	0.60	0.29%
Employer Account Reserve Percentage	Positive Percentage							
	17.0 or more	0.56	0.64	0.73	0.83	0.94	1.07	1.21
	16.0 but less than 17.0	0.64	0.73	0.83	0.95	1.08	1.22	1.39
	15.0 but less than 16.0	0.73	0.83	0.94	1.07	1.21	1.38	1.57
	14.0 but less than 15.0	0.81	0.92	1.04	1.18	1.34	1.53	1.73
	13.5 but less than 14.0	0.97	1.10	1.25	1.42	1.61	1.83	2.08
	13.0 but less than 13.5	1.05	1.19	1.35	1.54	1.75	1.99	2.26
	12.5 but less than 13.0	1.13	1.28	1.46	1.66	1.89	2.14	2.43
	12.0 but less than 12.5	1.21	1.37	1.56	1.77	2.01	2.29	2.60
	11.5 but less than 12.0	1.29	1.46	1.67	1.89	2.15	2.45	2.78
	11.0 but less than 11.5	1.37	1.56	1.77	2.01	2.29	2.60	2.96
	10.5 but less than 11.0	1.45	1.65	1.87	2.13	2.42	2.75	3.12
	10.0 but less than 10.5	1.53	1.74	1.98	2.25	2.56	2.91	3.30
	9.5 but less than 10.0	1.61	1.83	2.08	2.36	2.69	3.05	3.47
	9.0 but less than 9.5	1.70	1.93	2.19	2.49	2.82	3.21	3.65
	8.5 but less than 9.0	1.78	2.02	2.29	2.61	2.96	3.37	3.82
	8.0 but less than 8.5	1.85	2.10	2.39	2.72	3.09	3.51	3.99
	7.5 but less than 8.0	1.94	2.20	2.50	2.84	3.23	3.67	4.17
	7.0 but less than 7.5	2.02	2.30	2.61	2.96	3.37	3.82	4.35
	6.5 but less than 7.0	2.09	2.38	2.71	3.08	3.50	3.97	4.51
	6.0 but less than 6.5	2.17	2.47	2.81	3.20	3.63	4.13	4.69
	5.5 but less than 6.0	2.25	2.56	2.91	3.31	3.76	4.28	4.86
	5.0 but less than 5.5	2.34	2.66	3.02	3.43	3.90	4.43	5.04
	4.5 but less than 5.0	2.42	2.75	3.13	3.55	4.04	4.59	5.21
	4.0 but less than 4.5	2.50	2.84	3.23	3.67	4.17	4.74	5.38
	3.5 but less than 4.0	2.58	2.93	3.33	3.79	4.30	4.89	5.56

⁹ [Experience Rate Schedule](https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXXI/Chapter151A/Section14) found at <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXXI/Chapter151A/Section14>

	3.0 but less than 3.5	2.67	3.03	3.44	3.91	4.44	5.05	5.74
	2.5 but less than 3.0	2.75	3.12	3.54	4.02	4.57	5.20	5.90
	2.0 but less than 2.5	2.82	3.21	3.65	4.14	4.71	5.35	6.08
	1.5 but less than 2.0	2.90	3.30	3.75	4.26	4.84	5.50	6.25
	1.0 but less than 1.5	2.98	3.39	3.85	4.38	4.98	5.65	6.43
	0.5 but less than 1.0	3.06	3.48	3.96	4.50	5.11	5.81	6.60
	0.0 but less than 0.5	3.14	3.57	4.06	4.61	5.24	5.96	6.77
	Negative Percentage							
	0.0 but less than 1.0	4.22	4.79	5.45	6.19	7.03	7.99	9.08
	1.0 but less than 3.0	4.58	5.21	5.92	6.72	7.64	8.68	9.86
	3.0 but less than 5.0	4.95	5.63	6.39	7.27	8.26	9.38	10.66
	5.0 but less than 7.0	5.32	6.04	6.86	7.80	8.86	10.07	11.44
	7.0 but less than 9.0	5.68	6.46	7.34	8.34	9.48	10.77	12.23
	9.0 but less than 11.0	6.05	6.87	7.81	8.88	10.09	11.46	13.02
	11.0 but less than 13.0	6.42	7.29	8.29	9.42	10.70	12.16	13.81
	13.0 but less than 15.0	6.78	7.71	8.76	9.95	11.31	12.85	14.60
	15.0 but less than 17.0	7.15	8.13	9.24	10.49	11.93	13.55	15.39
	17.0 but less than 19.0	7.52	8.54	9.71	11.03	12.53	14.24	16.18
	19.0 but less than 21.0	7.88	8.96	10.18	11.57	13.15	14.94	16.97
	21.0 but less than 23.0	8.25	9.37	10.65	12.11	13.76	15.63	17.79
	23.0 or more	8.62	9.79	11.13	12.65	14.37	16.33	18.55

Economic Projections Methodology

Overview

By statute, the *UI Trust Fund Outlook Report* must include a five-year projection for the UI system's private contributory system (General Law Chapter 118, Section 53). Specifically, the *Outlook Report* must project the dollar amount of contributions, benefit payments, and the UI Trust Fund balance for each calendar year. When federal loans are outstanding, Chapter 118 further requires the projection of the estimated interest owed to the federal government as of September 30th of the current calendar year, any interest to be collected from employers through a surcharge, and the aggregate dollar amount of any employer FUTA credit reduction that will be applicable in the calendar year. To forecast these figures, DUA relies on outside data sources, estimates, projections, and assumptions. The assumptions, economic forecasts, and source data used in this Outlook Report are described below.

Notice

This update contains information related only to actual dollars collected or disbursed. On January 17, 2025, the Commonwealth and the U.S. Department of Labor entered into an agreement that fully resolved any outstanding liability related to pandemic unemployment insurance overdraws as a result of federal UI programs established during the COVID-19 pandemic. The impact of this agreement is reflected in the projections contained in this *Unemployment Insurance Trust Fund Quarterly Outlook Report*. The Commonwealth's first payment under the agreement will be due December 1, 2025. Based on currently known information, the rate schedule is not anticipated to change based on the quarterly projections as reported in January.

Sources

DUA makes economic projections using data sourced from *Moody's Analytics (Moody's)*, the *Quarterly Census of Employment and Wages (QCEW)*,¹⁰ *Local Area Unemployment Statistics (LAUS)*,¹¹ the *American Community Survey (ACS)*,¹² and the *Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W)*.¹³

- DUA projected the dollar amount of contributions and benefits to Massachusetts' UI programs using *Moody's* most recent economic forecasts. See *Figure 3* through *Figure 6* for a summary of the projections.
- DUA projected unemployment rate, wage and salary growth, and the size of labor force over a 10-year timespan using data from *QCEW*, *LAUS*, and *Moody's*.
- DUA tested and calibrated assumptions using data from *ACS* and *CPI-W*, in addition to internal *DUA data*.
- In making projections, DUA used the following direct data inputs:
 - **Covered employment:** the total number of employees covered by Massachusetts' UI program that are reported to the state by employers.
 - **Total covered payroll:** the total amount of all wages for employment covered by UI, including both taxable payroll and payroll of those employers not subject to UI contributions.
 - **Taxable payroll:** taxable wages paid to employees by employers that are subject to UI contributions.
 - **Chapter 151A effective tax rate on taxable wages:** the rate assessed against eligible employer taxable wages that an employer subject to UI contributions is required to contribute pursuant to Chapter 151A.
 - **Solvency assessment:** the annual factor assessed to an employer's taxable wages to cover the net balance of charges and credits not directly assigned to individual employers, including dependency allowances or approvable voluntary separations. Note that the solvency assessment is not a separate contribution but rather an amount used to determine an employer's Chapter 151A effective tax rate.
 - **Taxable wage proportion:** the ratio of employer's taxable wages (taxable payroll) to total wages (total covered payroll).
 - **Total unemployment rate:** the rate computed by dividing total unemployment by the civilian labor force.
 - **Total insured unemployment rate:** the rate computed by dividing the number of Insured Unemployed for the current quarter by the average covered employment for the first four of the last six completed quarters.

¹⁰ The [Quarterly Census of Employment and Wages \(QCEW\)](https://www.bls.gov/cew/) found at [bls.gov/cew/](https://www.bls.gov/cew/) program publishes a quarterly count of employment and wages reported by employers covering more than 95 percent of U.S. jobs, available at the county, MSA, state and national levels by industry. Source: US Bureau of Labor Statistics.

¹¹ The [Local Area Unemployment Statistics \(LAUS\)](https://www.bls.gov/lau/) found at [bls.gov/lau/](https://www.bls.gov/lau/) program produces monthly and annual employment, unemployment, and labor force data for Census regions and divisions, States, counties, metropolitan areas,

¹² The [American Community Survey](https://www.census.gov/programs-surveys/acs/) found at [census.gov/programs-surveys/acs](https://www.census.gov/programs-surveys/acs/) is an ongoing survey that provides vital information on a yearly basis about the United States and its people. Source: U.S. Census Bureau.

¹³ [The Consumer Price Index for Urban Wage Earners and Clerical Workers \(CPI-W\)](https://www.bls.gov/help/one_screen/cw.htm) found at [bls.gov/help/one_screen/cw.htm](https://www.bls.gov/help/one_screen/cw.htm) is a monthly measure of the average change over time in the prices paid by urban wage earners and clerical workers for a market basket of consumer goods and services. Source: US Bureau of Labor Statistics.

Unemployment Insurance Definitions**Average High-Cost Multiple (AHCM)**

The ratio of the year-end trust fund balance as a percent of total wages divided by the Average High-Cost Rate.

Average High-Cost Rate

The average of the three highest calendar benefit cost rates in the last 20 years (or a period including three recessions, if longer).

Benefit Cost Rate

The benefit cost rates are private UI contributory employers' benefits paid (including the state's share of extended benefits when applicable) as a percent of their total wages.

Benefits Paid

The unemployment insurance benefits paid to individuals funded through the state program. This includes all weeks compensated including partial payments.

Civilian Labor Force

The estimated average number of Massachusetts residents who are either employed or unemployed in the week of the 12th for the three months of the quarter.

Covered Employment

The number of employees covered by Unemployment Insurance reported to the state by employers. The numbers represent the count of all employees for the payroll period that includes the 12th of the month.

COVID-19 Recovery Assessment

The COVID-19 Recovery Assessment is a new COVID-specific employer charge that was established by legislation in 2021.¹⁴ It was designed to stabilize employer contribution rates that otherwise would have dramatically increased through normal DUA rate-setting mechanisms as a result of the extraordinarily high benefit payouts during the COVID-19 pandemic. The COVID-19 Recovery Assessment is intended to stabilize employer contribution rates in the near term by recovering the costs of COVID-period benefit outflows over a longer time period.

Federal Advances

Advances acquired by the state under Title XII of the Social Security Act which allows states to use repayable advances from the federal UI account.

Initial Claims

Any notice of unemployment filed by an individual (1) to request a new determination of entitlement to and eligibility for unemployment compensation or (2) to begin a second or subsequent period of eligibility within a benefit year or period of eligibility following an additional separation from employment.

Insured Unemployment

Insured unemployment, also referred to as continued claims, is the number of people who have already filed an initial claim and who have experienced a week of unemployment and then filed a continued claim to claim benefits for that week of unemployment.

Insured Unemployment Rate (IUR)

The rate computed by dividing Insured Unemployed for the current quarter by the average Covered Employment for the first four of the last six completed quarters.

Solvency Assessment

The annual factor assessed to employer taxable payrolls to cover the net balance of charges and credits not directly assigned to individual employers.

Taxable Wages or Taxable Payroll

Wages paid to covered employees that are subject to State Unemployment Insurance taxes. For Massachusetts, the first \$15,000 in wages per employee is covered by UI.

¹⁴ [Chapter 16](https://malegislature.gov/Laws/SessionLaws/Acts/2021/Chapter16) found at <https://malegislature.gov/Laws/SessionLaws/Acts/2021/Chapter16>

Taxable Wage Base

For each State, the maximum amount of wages paid to an employee by an employer during a year in which their employment is subject to UI taxes. Wages above this amount are not subject to UI tax.

Total Unemployed

The estimated average number of residents, 16 years of age or older, who do not have a job but are available for work and actively seeking work in the week of the 12th for the three months of the quarter. This includes individuals on layoff and waiting to report to a new job within 30 days.

Total Unemployment Rate (TUR)

The rate computed by dividing Total Unemployed by the Civilian Labor Force.

Total Wages

All wages or remuneration paid to workers on all payrolls covered by Unemployment Insurance.

Trust Fund Balance (TF)

The balance in the individual state account in the Unemployment Trust Fund. Outlook estimates are for the private contributory account within the Trust Fund.

Trust Fund Balance as % of Total Wages

Year-end Trust Fund Balance as a percent of estimated wages for the most recent 12 months. Estimated wages are based on the latest growth rate in the 12-month moving average (MA).

Unemployment Trust Fund

A fund established in the Treasury of United States which contains all monies deposited by state agencies to the credit of their unemployment fund accounts.

Weeks Claimed

The number of weeks claimed for UI benefits, including weeks for which a waiting period or fixed disqualification period is being served. Interstate claims are counted in the state of residence.

Weeks Compensated

The number of weeks claimed for which UI benefits are paid. Weeks compensated for partial unemployment are included. Interstate claims are counted in the paying state.

APPENDIX 2: DATA PROJECTIONS TABLES

Figure 1: Summary of UITF Balance at End of Quarter, 2025-2029

Date	Balance at the End of Quarter (\$M)
2024Q1	\$2,367
2024Q2	\$2,636
2024Q3	\$2,423
2024Q4	\$2,160
2025Q1	\$1,660
2025Q2	\$1,953
2025Q3	\$1,816
2025Q4	\$1,257
2026Q1	\$879
2026Q2	\$1,286
2026Q3	\$1,178
2026Q4	\$607
2027Q1	\$225
2027Q2	\$760
2027Q3	\$708
2027Q4	\$158
2028Q1	-\$206
2028Q2	\$480
2028Q3	\$489
2028Q4	-\$52
2029Q1	-\$448
2029Q2	\$222
2029Q3	\$204
2029Q4	-\$364

Figure 3: Wage and Salary Growth Rate

Date	Wage and Salary Growth Rate (%)
2024Q1	4.02%
2024Q2	0.60%
2024Q3	0.45%
2024Q4	0.97%
2025Q1	1.20%
2025Q2	1.12%
2025Q3	1.17%
2025Q4	1.15%
2026Q1	1.08%
2026Q2	1.03%
2026Q3	0.99%
2026Q4	0.96%
2027Q1	0.96%
2027Q2	0.88%
2027Q3	0.80%
2027Q4	0.70%
2028Q1	0.67%
2028Q2	0.70%
2028Q3	0.73%
2028Q4	0.75%
2029Q1	0.81%
2029Q2	0.87%
2029Q3	0.90%
2029Q4	0.92%

Figure 4: Unemployment Rate

Date	Unemployment Rate (%)
2024Q1	3.80%
2024Q2	4.00%
2024Q3	4.20%
2024Q4	4.10%
2025Q1	3.95%
2025Q2	3.78%
2025Q3	3.71%
2025Q4	3.66%
2026Q1	3.68%
2026Q2	3.73%
2026Q3	3.75%
2026Q4	3.75%
2027Q1	3.72%
2027Q2	3.70%
2027Q3	3.69%
2027Q4	3.67%
2028Q1	3.66%
2028Q2	3.66%
2028Q3	3.67%
2028Q4	3.69%
2029Q1	3.70%
2029Q2	3.70%
2029Q3	3.70%
2029Q4	3.70%

Figure 5: Civilian Labor Force

Date	Civilian Labor Force (Thousands)
2024Q1	3,881
2024Q2	3,907
2024Q3	3,917
2024Q4	3,916
2025Q1	3,954
2025Q2	3,952
2025Q3	3,953
2025Q4	3,954
2026Q1	3,956
2026Q2	3,959
2026Q3	3,959
2026Q4	3,960
2027Q1	3,961
2027Q2	3,963
2027Q3	3,965
2027Q4	3,967
2028Q1	3,969
2028Q2	3,971
2028Q3	3,973
2028Q4	3,975
2029Q1	3,976
2029Q2	3,978
2029Q3	3,980
2029Q4	3,982

Figure 6: Summary of Inflows to UITF at the End of Quarter, 2024-2029

Date	Employer Contributions (\$M)
2024Q1	\$67.4
2024Q2	\$708.7
2024Q3	\$213.3
2024Q4	\$138.1
2025Q1	\$99.9
2025Q2	\$882.1
2025Q3	\$436.3
2025Q4	\$212.0
2026Q1	\$221.2
2026Q2	\$1,017.5
2026Q3	\$503.3
2026Q4	\$244.6
2027Q1	\$254.5
2027Q2	\$1,171.0
2027Q3	\$579.2
2027Q4	\$281.5
2028Q1	\$292.3
2028Q2	\$1,344.8
2028Q3	\$665.2
2028Q4	\$323.2
2029Q1	\$296.3
2029Q2	\$1,363.3
2029Q3	\$674.4
2029Q4	\$327.7

Figure 7: Summary of Outflows from UITF at the End of Quarter, 2024-2029¹⁵

Date	Benefits Payments (\$M)
2024Q1	-\$667.1
2024Q2	-\$489.2
2024Q3	-\$466.2
2024Q4	-\$481.9
2025Q1	-\$654.7
2025Q2	-\$602.5
2025Q3	-\$590.1
2025Q4	-\$582.3
2026Q1	-\$609.3
2026Q2	-\$617.9
2026Q3	-\$621.3
2026Q4	-\$621.4
2027Q1	-\$641.5
2027Q2	-\$638.4
2027Q3	-\$637.0
2027Q4	-\$633.9
2028Q1	-\$658.0
2028Q2	-\$658.3
2028Q3	-\$660.4
2028Q4	-\$664.2
2029Q1	-\$693.1
2029Q2	-\$693.4
2029Q3	-\$693.7
2029Q4	-\$694.1

¹⁵ Projected outflows of benefits are based on an actuarial methodology and subject to revision as more current information used to determine various assumptions becomes available.