1	TWC Legislative Proposals to the 87th Texas Legislature, Regular Session

1 <u>Commissioner Alvarez</u>

#### 1 **LEGISLATIVE RECOMMENDATION** 2 **Allowing Additional Evidence in Domestic Violence Case** 3 4 **Program Affected:** 5 Unemployment Insurance 6 Title: 7 Allowing Additional Evidence to Qualify for the Domestic Violence Exception under 8 Section 207.046 of the Texas Unemployment Compensation Act. 9 **Recommendation:** 10 Include a fifth type of evidence Section 207.046(a)(2)(E) of the Texas 11 Unemployment Compensation Act (TUCA). Recommended new language is 12 underlined. 13 14 (a) An individual is not disqualified for benefits under this subchapter if: 15 16 (1) the work-related reason for the individual's separation from employment was 17 urgent, compelling, and necessary to make the separation involuntary; 18 19 (2) the individual leaves the workplace to protect the individual from family 20 violence or stalking or the individual or a member of the individual's immediate 21 family from violence related to a sexual assault as evidenced by: 22 23 (A) an active or recently issued protective order documenting sexual assault of the 24 individual or a member of the individual's immediate family or family violence 25 against, or the stalking of, the individual or the potential for family violence against, 26 or the stalking of, the individual; 27 28 (B) a police record documenting sexual assault of the individual or a member of 29 the individual's immediate family or family violence against, or the stalking of, the 30 individual; 31 (C) a physician's statement or other medical documentation that describes the 32 sexual assault of the individual or a member of the individual's immediate family or 33 family violence against the individual that:

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1 2 3	(i) is recorded in any form or medium that identifies the individual or member of the individual's immediate family, as applicable, as the patient; and
4 5	(ii) relates to the history, diagnosis, treatment, or prognosis of the patient; or
6 7 8 9	(D) written documentation from a family violence center or rape crisis center that describes the sexual assault of the individual or a member of the individual's immediate family or family violence against the individual; or
10 11	(E) the individual's testimony and corroborating testimony or evidence that establishes that a claimant was the victim of family violence or stalking.
12 13 14 15	Section 204.022 Exclusions to chargeback would also need to be amended to mirror the changes to Section 207.046 of TUCA.
16 17 18 19	(11) resulted from the employee leaving the employee's workplace to protect the employee from family violence or stalking or the employee or a member of the employee's immediate family from violence related to a sexual assault as evidenced by:
<ul><li>20</li><li>21</li><li>22</li><li>23</li><li>24</li></ul>	(A) an active or recently issued protective order documenting sexual assault of the employee or a member of the employee's immediate family or family violence against, or the stalking of, the employee or the potential for family violence against, or the stalking of, the employee;
25 26 27	(B) a police record documenting sexual assault of the employee or a member of the employee's immediate family or family violence against, or the stalking of, the employee;
28 29 30	(C) a physician's statement or other medical documentation that describes the sexual assault of the employee or a member of the employee's immediate family or family violence against the employee that:
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32 33 34	(i) is recorded in any form or medium that identifies the employee or member of the employee's immediate family, as applicable, as the patient; and

(ii) relates to the history, diagnosis, treatment, or prognosis of the patient; or

(D) written documentation from a family violence center or rape crisis center that describes the sexual assault of the employee or a member of the employee's immediate family or family violence against the employee; or

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(E) the employee's testimony and corroborating testimony or evidence that establishes that a claimant was the victim of family violence or stalking.

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#### Rationale:

- 10 The evidence described under Section 207.046(a)(2) of TUCA is far too restrictive.
- 11 Many domestic violence victims do not obtain any of the four types of evidence
- 12 described by the statute. It is not uncommon to hear domestic violence victims
- 13 state that they did not contact the police or seek retraining orders because they
- 14 had been advised that could escalate the violence. With 4.3 million Texans
- uninsured, it is not always possible for a domestic violence victim to obtain medical
- 16 attention. Even if a domestic violence victim is able to obtain emergency medical
- 17 care, she cannot necessarily acquire medical documentation with the level of detail
- described in the statute. Finally, shelters may be easily accessible in some parts of
- 19 the state, particularly urban areas, but these types of services are not as accessible
- 20 in rural areas.

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- At present, a claimant's spouse could assault her at work, but the testimony of coworkers or a supervisor to such an assault would not qualify the claimant under the current Section 207.046(a)(2) of the Act. Video footage of a claimant being
- assaulted would not be sufficient under the current statute. A claimant's testimony corroborated by either other testimony or evidence should be sufficient to establish
- 27 that a claimant is victim of domestic violence such that section 207.046(a) can be
- 28 applied.

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#### <u>UI Analysis</u>

- 31 The current law addressing individuals who leave the workplace to protect
- 32 themselves from family violence or stalking, or who leave the workplace to protect
- 33 themselves or a member of their immediate family from violence related to a sexual
- 34 assault was enacted and made effective, in its current form, on September 1, 2013.
- 35 The recommendation, if enacted, expands the applicability of TUCA §§ 204.022 and
- 36 207.046 to scenarios in which a claimant may not be able to provide the
- 37 documentation required by the law as currently written.

- 1 In order to more closely align with the existing language of TUCA §§ 204.022 and
- 2 207.046, UI Staff suggests the following language changes to the proposal:
- 3 TUCA § 207.046
- 4 (E) the individual's testimony and corroborating testimony or evidence that
- 5 <u>establishes that the individual was the victim of family violence or stalking.</u>
- 6 UI Staff suggests the above wording because TUCA § 207.046(a) utilizes the word
- 7 "individual" to identify the claimant, and the suggestion is offered to change
- 8 "claimant" to "individual."

- 10 TUCA § 204.022
- 11 (E) the employee's testimony and corroborating testimony or evidence that
- 12 establishes that the employee was the victim of family violence or stalking.
- 13 UI Staff suggests the above wording because TUCA § 204.022(a)(11) utilizes the
- 14 word "employee" to identify the claimant, and the suggestion is offered to change
- 15 "claimant" to "employee."

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#### **Conformity**

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UI Staff requested an internal conformity review from OGC. That review was completed, and no conformity issues were raised.

#### **Administrative Impact**

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UI Staff anticipates minimal administrative impact, with any impact being limited to updating training materials and training staff.

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#### **Fiscal Impact**

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Trust fund:

Because the recommendation expands the current law by adding an alternative method to qualify, UI Staff reviewed and identified 207 claims that were denied under the current law during 2019, with the hypothesis being that these denied claims would have been approved had the recommended legislation been in place. By applying an AWW of \$350 and the current average duration of benefit weeks paid as 16, UI Staff estimates a yearly trust fund impact of \$1,159,200.

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IT and Operations:

UI Staff anticipates minimal IT and operational costs, as current programming may be utilized for the recommended legislation; however, small changes may be needed to existing forms to account for the recommended legislation.

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#### Contact:

42 Commissioner Julian Alvarez

1	<u>LEGISLATIVE RECOMMENDATION</u>
2	Non-Disqualification for Claimants Called to State and Federal Military Services
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5	Program Affected:
6	Unemployment Insurance
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8	<u>Title:</u>
9	Non-Disqualification for Claimants Called to State and Federal Military Services
1	Recommendation:
2  3  4  5  6	Modify Section 207.046 of the Texas Unemployment Compensation Act (TUCA) to add being called to duty in Federal Uniformed Services or to duty with the state military force as a non-disqualifying job separation. An exclusion to chargebacks should be added to Section 207.022 of TUCA to mirror the changes to Section 207.046 of TUCA. Recommended new language is underlined.
18	Sec. 207.046. Involuntary Separation
19	(a) An individual is not disqualified for benefits under this subchapter if:
20 21 22 23	(3) the individual's separation from employment was caused by the individual being called to provide service in the uniformed services as defined by 38 U.S.C. Section 4303(13) and (16) or called to provide service in the state military force as defined Section 437.001(14) of the Government Code.
25 26	Sec. 204.022. EXCLUSIONS FROM CHARGEBACKS
27 28 29	(a) Benefits computed on benefit wage credits of an employee or former employee may not be charged to the account of an employer if the employee's last separation from the employer's employment before the employee's benefit year:
30 31 32 33	(17) was caused by the individual being called to provide service in the uniformed services as defined by 38 U.S.C. Section 4303(13) and (16) or called to provide service in the state military force as defined Section 437.001(14) of the Government Code, unless the employer has been found to be in violation of reemployment provisions of the Uniformed Services Employment and

Reemployment Rights Act or the reemployment provisions found in Section 437.204
 of the Government Code.

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#### Rationale:

- 5 The Uniformed Services Employment and Reemployment Rights Act and state law
- 6 provide job protections to state and federal service members called to duty.
- 7 Nevertheless, jobs are not always available to the service members when they
- 8 return from service. The service member might need access to unemployment
- 9 benefits while asserting rights under law, or the job that the claimant left may have
- 10 been temporary or seasonal and not be available upon return.

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- 12 A couple of recent cases have made the need for this legislation apparent. In a
- 13 recent case, a claimant was working at an air conditioning company and was called
- 14 to serve in the National Guard. Because air conditioning is a seasonal business, no
- 15 work was available to the claimant when he returned. The job separation was
- 16 adjudicated as voluntary quit because the claimant left when work was still
- 17 available with the employer. The separation from military service may not in some
- 18 cases be used as the last work on the initial claim because there are requirements
- 19 that service be for a specific length of time to qualify.

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- 21 In a different case, a claimant was partially unemployed and filing for benefits at
- 22 the time he was called to active service. Because the claimant was actively filing,
- 23 his case was processed as a continued claim. Continued claims are attached to the
- 24 week the separation occurred and effective the Sunday of that week, which means
- 25 they are essentially backdated to before the actual date of separation. The claimant
- 26 was disqualified because he left for National Guard service and was assessed an
- 27 overpayment during the week that he filed even though he promptly started service
- 28 and stopped filing claims.

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#### **UI Review:**

- 31 Although current provisions of TUCA provide UI eligibility to military personnel, the
- 32 recommended legislation could provide clarity to those claimants called to active
- duty in the National Guard but whose active status ends before 180 days. Such
- 34 personnel would not be eligible for a Unemployment Compensation for Ex-
- 35 Servicemembers claim, and their claim under regular UI could be disqualified if the
- 36 facts of the case were considered consistently with the recent case examples
- 37 provided above. While TUCA Section 207.045(f) does provide that military
- 38 personnel who do not reenlist have not left voluntarily without good cause

- 1 connected with the work, a claimant whose active status in the National Guard ends
- 2 is not a precise fit within this law, although that law could be considered to apply in
- 3 these situations. Similarly, TUCA Section 204.022(a)(1) and (2) could be
- 4 considered to apply chargeback protection to an employer, but it is not a precise fit.
- 5 Modifying TUCA Section 207.046 and Section 204.022 in the manner proposed by
- 6 the recommended legislation could provide clarity.

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#### **Federal Conformity Review:**

- 9 OGC staff conducted an informal conformity review at this stage and identified no
- 10 conformity issues with this legislative recommendation.

#### 11 <u>Trust Fund Impact:</u>

- 12 Because of the small number of potentially impacted claimants and employers that
- would be affected by the legislative recommendation and the potential coverage
- 14 under existing law, staff projects a negligible trust fund impact.

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#### 16 **Administrative Cost:**

- 17 Any administrative costs would be negligible. Staff identified that only training
- 18 would be needed to implement the recommended legislation, and it could be
- 19 absorbed by existing resources.

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#### **Technology Cost:**

- 22 Any technology costs would be negligible because staff has determined that no
- 23 programming is necessary to implement the recommended legislation.

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#### 25 **Contact:**

26 Commissioner Julian Alvarez

1 <u>Commissioner Demerson</u>

# LEGISLATIVE RECOMMENDATION CLARIFICATION OF TEXAS PAYDAY LAW DEDUCTION PROVISIONS

### **Program Affected:**

Labor Law

#### **Title:**

Clarification of Texas Payday Law Deduction Provisions

#### **Recommendation:**

Texas law defining which deductions are legal from an employee's wages should be amended to clarify two particular items:

- 1) that a deduction that is legal under U.S. Department of Labor (DOL) guidelines or Texas or federal court decisions is one that is authorized by law under Chapter 61 of the Texas Labor Code; and
- 2) that "authorized to make under state or federal law" means "required or explicitly authorized" under a Texas or federal law, as defined in the amended definition of "state or federal law."

#### **Rationale:**

- 22 Under Labor Code Section 61.018, there are three categories of legal deductions 23 from wages:
- 24 (1) deductions ordered by a court;
  - (2) deductions authorized by a state or federal law; and
- 26 (3) deductions made for a lawful purpose and authorized by the employee in writing.

Commission Rule 821.28 provides that "[s]tate or federal law includes statutes and codes enacted by Congress or the Texas Legislature, rules promulgated by a Texas or federal agency, and regulations promulgated by a Texas or federal agency." There are several types of deductions allowed under US DOL guidelines and court decisions that are not in the form of statutes or regulations. Rather, they are found in DOL administrative opinion letters, DOL's Field Operations Handbook, and decisions of federal courts regarding the FLSA. The first part of this proposal would add a definition to Section 61.001 to clarify that the term "state or federal law" includes any regulations, rules, administrative interpretations, or formal opinions of the US Department of Labor, the Commission, and decisions of courts of competent

Labor law staff would not be expected to research relevant case law for deductions, rather they would be presented by the employer for consideration. The Office of General Counsel could provide assistance with any legal interpretation issues on a case by case basis. As it applies to deductions authorized by the Commission, state

jurisdiction regarding relevant provisions of Texas and federal wage and hour laws.

1 law deductions would be limited to promulgated Commission rules and adopted precedent decisions.

3 The second part of this proposal would amend Section 61.018(2) of the Labor Code.

The current wording is ambiguous, since as a practical matter, "authorized to do so

under state or federal law" has been interpreted as "required to make under the

law", but under TWC's enforcement policy, it also includes deductions that are

authorized under one specific DOL regulation dealing with deductions from an

8 exempt employee's salary, and deductions authorized by two specific Texas

statutes governing administrative fees for handling certain garnishments. However,

the same policy does not apply to other deductions specifically authorized under

DOL regulations, such as deductions for voluntary wage assignments and union

dues, to name just two.

The ambiguity also manifests itself in the fact that a deduction that the employer is authorized to make under state or federal law is also one that is made for a lawful purpose, and reasonable employers can have confusion over which legally-authorized / lawful deductions need written authorization from employees, and which do not. This ambiguity could be alleviated by a simple revision to the section dealing with deductions authorized by state or federal law. Instead of the current wording "is authorized to do so by state or federal law;", the new language could be "is required or specifically authorized to do so by a state or federal law, as defined in Section 61.001;".

This clarification would benefit both employers and employees by simplifying compliance with the law, through incorporation of well-known federal standards into the Texas statute, and will help ensure that all deductions from pay are legal.

#### **Fiscal Impact:**

There are no administrative and technology costs to implement this proposal.

This amendment expands the guidance TWC can utilize during a payday wage claim investigation; it will not increase the number of wage claims received. Training costs should be minimized as long as staff is not required to research judicial opinions for deductions and potentially for Wage and Hour opinion letters. Staff have experience with referencing the Fair Labor Standards Act and associated regulations.

#### **RID Policy Analysis**

It is assumed legislative language would look similar if this proposal was again advanced by the Commission:

Sec. 61.001. DEFINITIONS. In this chapter:

43 (6-a) "State or federal law" means:

(A) a state or federal statute;

(B) a state or federal rule or regulation;

1	(C) an opinion letter, ruling letter, administrator
2	interpretation, or field assistance bulletin issued by the Wage
3	and Hour Division of the U.S. Department of Labor; or
4	(D) a final decision or order of of:
5	(i) a Texas Court of Appeals;
6	(ii) the Texas Supreme Court;
7	(ii) the United States Court of Appeals for the Fifth
8	Circuit; or
9	(iv) the United States Supreme Court.
0	Sec. 61.018. DEDUCTION FROM WAGES.
1	(a) An employer may not withhold or divert any part of an employee's wages
2	unless the employer:
13	(1) is ordered to do so by a court of competent jurisdiction;
4	(2) is required or explicitly authorized to do so by state or federal law
15	at the time the withholding or diversion is made; or
16	(3) has written authorization from the employee to deduct part of the
7	wages for a lawful purpose.
8	(b) A withholding or diversion described in subsection (a)(2) shall not be
19	interpreted to include payments made under section 61.016(b) of this subtitle.
20	(c) The commission may adopt rules as necessary to administer this section.
21 22 23 24 25	Administrative rulemaking may be required based upon which federally allowed deductions the Commission seeks to allow. Currently, Commission Rule 821.6(b) provides, in relevant part:
26 27	"In determining an employee's entitlement to federal minimum wage or overtime, the Commission shall look to the Fair Labor Standards Act (FLSA) of 1938 as

amended, 29 U.S.C. 201 et seq., and the regulations promulgated by the United States Department of Labor thereunder."

If the deductions allowed do not involve minimum wage, this rule would need to be amended as it would either conflict with a revised statute or Commission intent, depending on the deductions contemplated.

As administrative rulemaking may be required, and in the interest of providing a full analysis for the Commission, we would also note that this legislative proposal seeks to clarify existing statutory language. The Commission has broad rulemaking authority under Texas Labor Code section 61.002(2) to implement the Texas Payday Law. If determined appropriate, this could potentially be another avenue to pursue these statutory clarifications if the Commission so desired. The extent to which rulemaking could be utilized would need to be determined by the Office of General Counsel.

#### **Contact Person:**

Commissioner Aaron Demerson

#### **LEGISLATIVE RECOMMENDATION**

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#### **Improved Overpayment Recovery**

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#### **Program Affected:**

**Unemployment Insurance** 

#### Title:

Clarifications that enable improved overpayment recovery.

#### **Recommendation:**

Amend Texas law to reflect a new focus on overpayment recovery that does not allow any exceptions to the recovery of overpayments. The law disfavors allowing the retention of an undeserved windfall at the expense of others (in this case, employers who must make up the loss to the UI trust fund in the form of higher taxes).

Section 205.012 of the Labor Code should also be amended to provide TWC with the authority either through an amendment in the statute or a rule to relieve a reimbursing employer from reimbursement liability for a claim that was paid due to Commission error.

#### Rationale:

Texas case law currently prohibits the Commission from collecting Unemployment Insurance overpayments caused by Commission error. In Martinez v. TEC, 570 S.W. 2d 28 (Tex. Civ. App. - Corpus Christi 1978, no writ), the Court of Civil Appeals held that where an overpayment was caused solely by a Commission error (wage credits for another worker were included in the claimant's wage credit calculations) the overpayment was not collectible under Section 214.002 of the Texas Labor Code because there was no nondisclosure or misrepresentation by the claimant or by another. Even though there was no nondisclosure or misrepresentation by the claimant or another, the claimant receives benefits that he or she is not entitled.

The current practice is fundamentally unfair because it allows some claimants to keep undeserved benefits, while others with an equal or greater need for money do not get to keep overpaid benefits due simply to the fact that TWC did not make a mistake in their favor.

The current practice also hits reimbursing employers especially hard, since non-profit reimbursing employers must reimburse the benefits paid out wrongfully, even though an unbudgeted and undeserved charge like that severely impacts an average non-profit entity that is usually strapped for funds, and reimbursing public employers must reimburse such wrongfully-paid and wrongfully-retained benefits

out of scarce public money that will have to be recouped through higher taxes on citizens.

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Requiring claimants to repay money they should never have received in the first place is not a financial injustice, since the overpayment effectively represents a nointerest loan for an indefinite period of time, and no strenuous collection activities are ever used to recover non-fraud overpayments.

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11 12 Finally, overpayments that are not repaid by claimants must be replenished in the state unemployment insurance trust fund by increased taxes on employers. That exacerbates the already-considerable effect of employers having to replenish the trust fund for benefits paid out that could not be charged back to individual accounts.

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#### 15 **Fiscal Impact**:

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#### **Contact:**

21 Commissioner Aaron Demerson

N/A (potentially positive impact to UI Trust Fund)

#### 1 **LEGISLATIVE RECOMMENDATION** 2 3

### **Fairness for Reimbursing Employers**

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#### **Program Affected:**

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Unemployment Insurance

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#### Title:

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Corrections to reimbursing employers unemployment insurance tax liability.

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#### **Recommendation:**

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Add a new subsection to clarify the meaning of "voluntarily leaving work without good cause connected with the individual's work". That term should be defined as "any reason for leaving that is unrelated to the individual's work, notwithstanding any of the exceptions to disqualification enumerated in Sections 207.045 and 207.046."

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Add a reimbursement liability exemption category pertaining to benefits paid out for claims if there has been no separation from the reimbursing employer's employment at the time the claim is filed.

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Add a reimbursement liability exemption category pertaining to benefits paid out for claims that were ultimately found to be void or disallowed due to the claimant not being unemployed at the time of filing, or else fraudulently claiming benefits by concealing earnings or employment in order to draw benefits.

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With the first and second changes, reimbursing employers would be able to benefit from the spirit of the bill that created Section 205.0125. With the third change, reimbursing employers will no longer be responsible for paying for benefits from claims that should never have been filed or allowed to proceed in the first place.

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#### Rationale:

connected with the work.

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Under current law, reimbursing employers may be relieved of reimbursement liability only under two circumstances:

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a) the work separation resulted from a discharge for misconduct connected with the work, or b) the work separation was due to the claimant resigning without good cause

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In practice, the law pertaining to resignations without good work-connected cause has been interpreted in such a way that many resignations for personal reasons not connected with the work have led to reimbursement liability for affected employers, if the personal reason for leaving is somehow exempted from disqualification by specific provisions in Section 207.045 of the Act.

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**UI Analysis** 

**Conformity** 

**Administrative Impact** 

 In addition, many reimbursing employers have been hit with reimbursement liability for benefits paid to claimants who filed fraudulent or questionable claims even though they were still employed by the reimbursing employer on the same basis as they were prior to the claim.

These problems can be addressed with two changes in Section 205.0125 of the Act, as recommended above.

At the outset, UI points out that Chapter 204 does not apply to reimbursing employers; therefore, a more appropriate title to this recommendation may be "Corrections to reimbursing employers unemployment insurance reimbursement liability." Additionally, the recommendation's definition of voluntarily leaving work may need clarification. The currently proposed definition appears to make no substantive change to the law as written. UI also suggests that this definition be

In order to add the two additional exemption categories for TUCA  $\S$  205.0125, UI staff proposes the following:

Amend Section 205.0125, concerning "Exception from Duty to Pay Reimbursement," to include new sections (b) and (c).

added in close proximity to TUCA § 201.012, "Definition of Misconduct."

- (b) A reimbursing employer is not liable for reimbursement if the individual is not separated from the reimbursing employer at the time the claim is filed.
- (c) A reimbursing employer is not liable for reimbursement for claims that were ultimately found to be void or were disallowed due to:
  - (1) the claimant not being unemployed at the time of filing, or
  - (2) the claimant fraudulently claiming benefits by concealing earnings or employment.

Finally, shift the former Paragraph (b) of Section 205.0125 to Paragraph (d) without amendment.

## UI staff requested an internal conformity review from OGC. That review was

## completed and no conformity issues were raised.

UI Staff anticipates minimal administrative impact, with any impact being limited to updating training materials and training staff.

#### **Fiscal Impact**

Trust fund:

Because the recommendation adds two additional exemptions from liability for reimbursing liability, a negative financial impact is expected to the Trust Fund if the recommendation is adopted. Currently, 3,715 employers in Texas are designated as reimbursing employers out of approximately 560,000 liable employers under TUCA. UI staff estimates that, for the 2019 calendar year, there were 901 claims where either the LEU or BP reimbursing employers were billed for approximately \$1,327,735 in benefits which were later placed in overpayment status because of fraud, validity of claim, or earnings corrections. The recommendation, if adopted, would remove these overpayments from the employers' bills before the overpayments are collected. It must be noted that these numbers may substantially increase for the 2020 calendar year as a result of the COVID-19 pandemic.

IT and Operations:

UI Staff anticipates a one-time IT cost of \$197,000.00 to implement the recommended legislation.

#### **Contact**

Commissioner Aaron Demerson