

# MAINE STATE LEGISLATURE

The following document is provided by the  
**LAW AND LEGISLATIVE DIGITAL LIBRARY**  
at the Maine State Law and Legislative Reference Library  
<http://legislature.maine.gov/lawlib>



Reproduced from scanned originals with text recognition applied  
(searchable text may contain some errors and/or omissions)

MAINE PUBLIC DOCUMENTS

(in three volumes)

VOLUME II

SEVENTH ANNUAL REPORT

of the

Maine Unemployment  
Compensation Commission

to

HIS EXCELLENCY  
GOVERNOR SUMNER SEWALL



January 31, 1944



SEVENTH ANNUAL REPORT

of the

Maine Unemployment  
Compensation Commission

to

HIS EXCELLENCY  
GOVERNOR SUMNER SEWALL



January 31, 1944

January 31, 1944

Honorable Sumner Sewall,  
Governor of Maine,  
State House,  
Augusta, Maine

Dear Governor Sewall:

In accordance with the provisions of the Maine Unemployment Compensation Law there is respectfully submitted herewith a report covering the administration and operation of this law during the preceding calendar year, together with a recommendation the Commission deems proper, and a statement showing the financial status of the Maine Unemployment Trust Fund at the close of 1943.

Respectfully submitted,

Maine Unemployment Compensation Commission

L. C. FORTIER, *Chairman*

MYRON E. BENNETT, *Commissioner*

CHARLES E. FORTIN, *Commissioner*

## ROLL OF HONOR

The following employees of the Maine Unemployment Compensation Commission are members of the armed forces of the United States:

CHARLES H. ROBERTS . . . . .	Augusta Office
W. EARLAND BAILEY . . . . .	Augusta Office
DONALD C. BLAKE . . . . .	Rumford Office
O. JULIAN HUMPHREY . . . . .	Augusta Office
CHARLES F. GILLIS . . . . .	Calais Office
VERNON H. SOMERS . . . . .	Bangor Office
MICHAEL A. CASEY . . . . .	Calais Office
HENRY EARL FOLSOM . . . . .	Augusta Office
SCOTT K. HIGGINS . . . . .	Augusta Office
KENDALL P. HANNA . . . . .	Augusta Office
GREGORY L. MORSE . . . . .	Augusta Office
RICHARD W. BURKE . . . . .	Augusta Office
JOHN BACHE-WIIG . . . . .	Augusta Office
JOHN S. S. FESSENDEN . . . . .	Augusta Office
ROBERT O. BRUCE . . . . .	Augusta Office
RUBY RANDALL . . . . .	Augusta Office
RICHARD E. FULLER . . . . .	Augusta Office

MAINE UNEMPLOYMENT COMPENSATION  
COMMISSION

L. C. Fortier, *Chairman*

Myron E. Bennett, *Commissioner* Charles E. Fortin, *Commissioner*

*Executive Director*

L. C. Fortier

*Departments*

*Supervisors*

Accounting

Myron E. Bennett

Appeals

Peter A. Thaanum, Jr.

Benefits

Paul C. Leonard

Field

L. C. Fortier

Fiscal

Fred W. Hollingdale

Informational

Charles E. Fortin

Legal

John G. Marshall

Research and Statistics

Raphael J. Maher

Training

Merton J. Gribbin



## INTRODUCTION

Realizing that Unemployment Insurance will face its real test after the war the Agency is analyzing its organizational structure with a view of streamlining all departments, and revising all procedures to make for more rapid and efficient handling of benefit payments.

In addition to giving adequate attention to operations and procedures, in-service training of personnel is being greatly emphasized to better equip all employees to render a maximum of efficient service. Unemployment compensation should prove its real value in sustaining workers and their families during the transitional period.

Under the "freezing" provision of the Maine Law, whereby wage records of individuals entering the armed forces are available upon discharge, the Agency has made a complete file involving some thirty odd thousand, which will be accessible immediately.

During 1943 many of our employees transferred to more remunerative positions with private industry. However, the Personnel Board was most cooperative in recruiting replacements.

Due to a reduction in available funds it has been necessary for the Commissioners to assume added duties. By taking over the functions of Director, Chief Accountant, Informational Representative, and Chief Field Advisor the Commission has saved the Federal Government over ten thousand dollars. We realize all money and emphasis should be placed in winning the war, but do feel that adequate funds should be provided for administration of the Maine Unemployment Compensation Law.

## RECOMMENDATION

It is earnestly recommended that coverage of the Maine Unemployment Compensation Law be extended to cover employers with one or more employees. A survey made by this Agency reveals that approximately 17,000 additional employers would be subject to make contributions, covering an additional eighty thousand employees for unemployment benefits. It is the opinion of the Commission that with additional clerical assistance the extra volume could be properly handled.

## FEDERALIZATION

For the third successive year we are calling your attention to the fact that the Federal Social Security Board is still struggling to federalize the State Unemployment Compensation Agencies. For the first time they are out in the open with Senate Bill S-1161, better known as the Wagner-Murray-Dingall bill.

Mr. Altmeyer, Chairman of the Social Security Board, has on several occasions publicly approved and proclaimed the goodness and greatness of S-1161. The bill contains ninety pages, and to that extent is great. Its preamble reads: "To provide for the general welfare; to alleviate the economic hazards of old age, premature death, disability, sickness, unemployment and dependency."

Alleviating the economic hazards of old age is commendable and greatly to be desired by all. The only question is whether we are to follow the democratic procedure of having the States administer and control their own problems or must they be turned over to a bureaucratic control in Washington.

## ACCOUNTING DEPARTMENT

The Commission was very fortunate in retaining the services of key employees in this Department, as the Experience Rating provisions of the Law added many new duties to an already very busy unit. It was necessary to analyze over 4,000 employer ledgers after all contributions and benefit charges had been recorded in order to compute each employer's rate. In many instances, in order to obtain data, it was necessary to refer to 1938 records.

There was considerable activity in the Employer Account Unit, due to the many new accounts found liable, as well as the re-opening of previously closed or inactive accounts. It is interesting to note that during the year 411 accounts were closed due to closing of business, selling of business, or consolidating with another employer. During the same period 560 accounts were placed inactive, as many employers found it impossible to operate due to labor shortages. Others, mostly out of state concerns having one employee, a salesman, found it impracticable to continue operating in Maine.

January 1, 1943 there were 3919, as compared to 3426 on December 31, 1943. Although the decrease was 493, it was necessary to make 1449 changes as shown by the following analysis:

Active Accounts Jan. 1, 1943 . . . . .	3919	
New Accounts opened 1943 . . . . .		370
Accounts re-opened 1943 . . . . .		108
Total . . . . .		—4397

Accounts closed 1943.....	411
Accounts placed inactive 1943.....	560
	<hr/>
Total.....	1449 971
	<hr/>
Active accounts Dec. 31, 1943.....	3426

During 1943 the Wage Record Typing Unit typed 813,745 wage slips, showing employees' earnings by quarters. During this same period the Wage Record Filing Unit filed 883,000 wage slips. The Filing Unit also pulled wage slips for benefit determinations for 7,129 different employees.

The Social Security File Unit has handled over 40,000 new Social Security Account numbers and corrections.

### **Experience Rating**

Under Experience Rating which became effective July 9, 1943, employer payroll contributions are no longer fixed at 2.7%, but may be reduced in accordance with each employer's experience since becoming subject to the Law, providing he has met certain requirements.

In order to be eligible for a reduced rate an employer must have been subject to make contributions for a period of five years, unless he took over a business that was making contributions for the required period, and his account must have been chargeable with benefits for the 36 consecutive-month period immediately preceding the computation date. The computation date is December 31 of each year. In other words, in each of the three preceding calendar years one of his employees must have had earnings which would have entitled him to unemployment benefits had he made application.

There are four rates lower than 2.7%: 2.4%; 2.1%; 1.8%; 1.5%.

In order to establish a rate it is necessary to accumulate all contributions made by each employer, also the benefits charged to his experience rating account. If the total contributions are larger than the total benefits charged, the excess is then divided by the three year average payroll, and the percentage obtained is used to determine the rate. If the percentage is less than 5% his rate remains at 2.7%; if the percentage is 5% and less than 7.5% his rate would be 2.4%; if the percentage is 7.5% and less than 10%

his rate would be 2.1%; if the percentage is 10% and less than 12.5% his rate would be 1.8%; if the percentage is equivalent to 12.5% or greater his rate would be 1.5%.

The analysis of employer accounts revealed that approximately 57% were eligible for a rate lower than 2.7%.

The following table shows the number of accounts by rate in each industry:

Industry	2.7%	2.4%	2.1%	1.8%	1.5%	Total
Food and Kindred Products . . . . .	72	12	11	15	18	128
Tobacco Manufacturing . . . . .	0	0	0	1	0	1
Textile Mill Products . . . . .	42	9	8	4	0	63
Apparel and Finished Goods Products . .	12	4	1	2	1	20
Lumber and Timber—Basic . . . . .	279	36	56	24	5	400
Furniture and Finished Lumber . . . . .	29	16	20	21	10	96
Paper and Allied Products . . . . .	6	0	6	6	6	24
Printing, Publishing and Allied Industries	4	1	0	6	28	39
Chemicals and Allied Products . . . . .	20	0	1	2	2	25
Products of Petroleum . . . . .	1	0	0	0	0	1
Rubber Products . . . . .	2	0	0	1	0	3
Leather and Leather Products . . . . .	37	14	10	7	2	70
Stone, Clay and Glass Products . . . . .	25	1	0	2	1	29
Iron and Steel Products . . . . .	10	3	5	14	4	36
Transportation Equipment, except Autos	24	1	7	3	0	35
Non-Ferrous Metals and Products . . . .	0	0	1	2	2	5
Electrical Machinery . . . . .	1	0	0	0	0	1
Machinery except Electrical . . . . .	2	2	8	6	1	19
Misc. Manufacturing Industries . . . . .	5	0	1	3	3	12
Agricultural and Service Establishments.	3	0	1	0	0	4
Forestry . . . . .	0	1	2	0	1	4
Bituminous and Soft Coal . . . . .	5	0	0	0	0	5
Non-Metallic Mining and Quarrying . . .	7	0	0	0	0	7
Building Construction . . . . .	83	10	0	2	2	97
General Contractors other than Building	45	4	2	0	0	51
Construction-Special Trade Contractors .	52	8	8	5	5	78
Interstate Railroads . . . . .	6	0	0	0	0	6
Street, Suburban Railways and Bus Lines	3	1	1	0	1	6
Trucking and Warehousing for Hire . . .	29	5	18	16	5	73
Other Transportation except Water . . . .	7	3	4	2	0	16
Water Transportation . . . . .	2	0	2	0	3	7
Services Allied to Transportation . . . . .	7	4	2	0	0	13
Communications—Telegraph and Tele- phone . . . . .	0	1	1	7	12	21
Utilities—Electric and Gas . . . . .	1	0	1	6	18	26
Local Utilities and Local Public Service.	2	2	3	5	23	35
Full-Service and Limited Wholesalers . .	54	7	19	25	88	193
Wholesale Distributors, other . . . . .	68	15	27	53	182	345
Retail General Merchandise . . . . .	14	8	11	12	16	61
Retail Food . . . . .	27	4	10	11	18	70

Industry	2.7%	2.4%	2.1%	1.8%	1.5%	Total
Retail Automotive . . . . .	16	3	7	30	40	96
Retail Apparel Accessories . . . . .	33	14	12	17	18	94
Retail Trade not otherwise classified . . . . .	44	17	21	33	68	183
Eating and Drinking Places . . . . .	70	20	21	8	3	122
Filling Stations, Garages . . . . .	9	0	5	8	6	28
Other Wholesale and Retail Trade . . . . .	26	7	18	26	56	133
Banks and Trust Companies . . . . .	40	0	0	4	27	71
Security Dealers and Investment Banking Finance Companies not otherwise classi- fied . . . . .	1	0	1	2	17	21
Insurance Carriers . . . . .	3	0	1	6	5	15
Insurance Brokers and Agents . . . . .	11	1	2	5	63	82
Real Estate Brokers and Agents . . . . .	2	0	0	5	9	16
Real Estate Dealers, Agents and Brokers Real Estate Insurance Loans, Law Offi- cers or any Combination . . . . .	11	4	5	9	8	37
Holding Co. except Real Estate Holding Cos. . . . .	0	0	0	0	0	1
Hotels, Rooming Houses, Camps, etc. . . . .	0	0	0	1	5	6
Personal Services . . . . .	50	10	7	7	3	77
Business Service not elsewhere classified..	29	6	16	21	6	78
Employment Agencies and Trade Schools Miscellaneous Rep. Services and Hand Trades . . . . .	12	1	4	8	13	38
Motion Pictures . . . . .	2	0	1	0	2	5
Amusement, Recreation and Related Service . . . . .	3	1	2	2	2	10
Medical and other Health Services . . . . .	11	1	3	7	16	38
Educational Institutes and Agencies . . . . .	31	0	2	0	2	35
Other Professional and Social Service Agencies and Institutes . . . . .	5	2	1	1	4	13
Non-Profit Membership Organizations . . . . .	0	0	1	0	0	1
Regular Government Agencies . . . . .	1	0	1	0	1	3
Establishments not elsewhere classified..	8	2	3	2	5	20
	6	0	0	0	0	6
	59	1	0	0	0	60

1,469 262 381 465 837 3,414

With only one quarter for a background it is impossible to draw any definite conclusion as to the effect Experience Rating will have on the Trust Fund. However, the Commission believes that adequate safeguards have been enacted to provide proper protection.

The loss in contributions due to "Experience Rating" for the third quarter of 1943 was \$361,446.97.

### Summary of Loss by Rates

1.5%	\$121,061.79
1.8%	100,148.43
2.1%	123,928.25
2.4%	16,308.50

## Summary of Loss by Industry

Industrial Classification	Loss
Food and Kindred Products . . . . .	\$11,034.97
Tobacco Manufacturers . . . . .	51.96
Textile Mill Products . . . . .	23,437.99
Apparel and other Finished Products . . . . .	1,319.24
Lumber and Timber, Basic Products . . . . .	8,449.96
Furniture and Finished Lumber Products . . . . .	10,385.61
Paper and Allied Products . . . . .	69,934.99
Printing and Publishing and Allied Industries . . . . .	5,835.69
Chemicals and Allied Products . . . . .	803.21
Rubber Products . . . . .	189.24
Leather and Leather Products . . . . .	7,384.99
Stone, Clay and Glass Products . . . . .	972.93
Iron and Steel and Products . . . . .	6,059.59
Transportation Equipment, except Automobiles . . . . .	58,841.63
Non-Ferrous Metals and their Products . . . . .	314.19
Machinery—except Electrical . . . . .	22,285.48
Miscellaneous Manufacturing Industries . . . . .	1,227.63
Agricultural and Similar Service Establishments . . . . .	266.82
Forestry . . . . .	83.79
Building Construction and General Contractors . . . . .	1,340.14
General Contractors other than Building Contractors . . . . .	1,705.83
Construction—Special Trade Contractors . . . . .	1,387.38
Street, Suburban Railways and Bus Lines . . . . .	1,579.39
Trucking and/or Warehousing for Hire . . . . .	3,409.55
Other Transportation—Except Water . . . . .	1,905.62
Water Transportation . . . . .	176.16
Services Allied to Transportation . . . . .	194.48
Communications—Telephone, Telegraph and Related Services . . . . .	12,562.20
Utilities—Electric and Gas . . . . .	12,321.38
Local Utilities and Local Public Service . . . . .	816.05
Full Service and Limited Function—Wholesale . . . . .	12,218.95
Wholesale Distributors . . . . .	13,238.24
Retail General Merchandise . . . . .	8,320.85
Retail Food . . . . .	10,788.19
Retail Automotive . . . . .	4,457.37
Retail Apparel and Accessories . . . . .	3,540.76
Retail Trade—Not elsewhere Classified . . . . .	7,047.51
Eating and Drinking Places . . . . .	1,539.51
Filling Stations, Garages, etc. . . . .	782.23
Other Wholesale and Retail Trade . . . . .	10,298.53
Banks and Trust Companies . . . . .	2,438.77
Security Dealers and Investment Bankers . . . . .	677.59
Finance Companies—not elsewhere Classified . . . . .	412.79
Insurance Carriers . . . . .	5,930.01
Insurance Agents and Brokers . . . . .	333.97
Real Estate Dealers, Agents and Brokers . . . . .	673.06

Real Estate, Loans and Law Offices . . . . .	39.95
Holding Companies—except Real Estate . . . . .	2,299.13
Hotels, Rooming Houses, Camps, etc. . . . .	2,902.72
Personal Services . . . . .	3,441.41
Business Service—not elsewhere Classified . . . . .	1,089.44
Employment Agencies, Commercial and Trade . . . . .	35.96
Miscellaneous Repair Services and Hand Trades . . . . .	226.54
Motion Pictures . . . . .	1,838.90
Amusements, Recreation and Related Services . . . . .	19.87
Medical and other Health Services . . . . .	308.11
Law Offices and Related Services . . . . .	2.19
Educational Institutions and Agencies . . . . .	3.10
Other Professional and Social Services Agencies . . . . .	17.69
Non-Profit Membership Organizations . . . . .	227.94
Establishments—not elsewhere Classified . . . . .	17.60
Total . . . . .	\$361,446.97

## APPEALS DEPARTMENT

### Appeal Tribunal

There has been a noticeable decrease in the number of appeal cases presented to the Appeal Tribunal during the year 1943. It was thought at the beginning of the year that when the experience rating provision of the Law became effective, there would be an increase, rather than a decrease, in appeals, but as a matter of fact the percentage of appeals filed by employers does not differ materially from the percentage of 1942. This would indicate that the experience rating provision has not been instrumental in motivating employer appeals. This may in part have been due to prevailing business conditions and the fact that employers are otherwise occupied in their business undertakings. The noticeable decline in the number of appeals, of course, is primarily due to the lower claim load in the past year and the resulting decline in the number of deputies' decisions made. However, the percentage of appeals taken from the total number of the deputies' decisions does not materially vary from the figure of the previous year.

In the early part of 1943 an appeals referee and a senior stenographer in the division retired from the Commission's employ. This personnel was not replaced, because it was expected that the work load of the division would decrease with the anticipated low claim level. The personnel of the division since that time has consisted of the chief appeals referee and his hearings reporter. This has meant a considerable saving in administrative cost, and notwith-

standing this fact, the division has been able to afford reasonable opportunity for fair hearing in all cases within its jurisdiction. Generally speaking, the decision in each case has been made within seven days after date of the hearing, although, of course, in complicated cases more time has been necessary.

There has been a noticeable increase in the appeals taken from the Appeal Tribunal decisions to the Commission, and this is undoubtedly due to the fact that local offices are instructed to give claimants in disputed cases ample opportunity to exercise their appeal rights, and as the years go by, claimants are becoming more familiar with these rights. However, the majority of the Appeal Tribunal decisions have been affirmed by the Commission.

It is interesting to note the number of appeals filed each year since the inception of the benefit payment program:

<i>Year</i>	<i>Appeals Filed</i>
1938. ....	76
1939. ....	202
1940. ....	333
1941. ....	365
1942. ....	439
1943. ....	184

At the beginning of the year 1943 there were 9 active cases carried over from the previous year. 184 appeals were received, making a total case load of 193 cases, which was 59% less than the case load, 464, for the year 1942. In these 193 cases, decisions were rendered in 152 cases, 34 cases were withdrawn before hearing, 2 cases were removed to the Commission for decision, and 6 remain undecided and pending as of December 31, 1943.

Of the 184 appeals received during the year, 31 were filed by employers, 151 were filed by claimants, 1 was filed by a deputy, and 1 case was referred to the appeal tribunal before the deputy had made any prior decision. The 184 appeals represent approximately 5.03% of the 3,659 deputies' decisions rendered during the year. Of course, 34 of these appeals were withdrawn before hearing, and if this is considered, would reduce this percentage to about 4.1%.

In all appeal cases except those which were withdrawn by the appellant an opportunity for fair hearing has been duly afforded the interested parties. Notices of these hearings were forwarded to the last employer and the claimant, and in most cases appearances



were made by both sides. We have continued to have these hearings conducted in each case by an appeals referee rather than a three member tribunal, which has resulted in more economical administration, and we believe that this arrangement has been quite satisfactory to all concerned.

Below is submitted a table indicating the issues involved and the disposition of all appeal cases by the appeal tribunal:

**Appeal Tribunal Decisions  
January 1 to December 31, 1943**

ISSUES INVOLVED	Decisions Rendered	PRIOR DETERMINATION							
		AFFIRMED				MODIFIED			
		Allowed		Disallowed		Allowed		Disallowed	
		No.	%	No.	%	No.	%	No.	%
Able and Available . . . . .	92	2	2.0%	51	56%	28	30%	11	12%
Determination and Coverage . . . . .	5			1	20%	4	80%		
Fraud . . . . .	2			1	50%	1	50%		
Misconduct . . . . .	7	1	14%	2	28%	3	44%	1	14%
Suitable Work . . . . .	22	2	9%	8	36%	7	30%	5	46%
Total and Partial Unemployment . . . . .	3			1	33.3%	1	33.3%	1	33.3%
Voluntary Quit . . . . .	20*	5	25%	9	45%	4	20%	2	10%
Labor Dispute . . . . .	—	—		—		—		—	
<b>TOTALS . . . . .</b>	<b>151*</b>	<b>10</b>	<b>7%</b>	<b>73</b>	<b>48%</b>	<b>48</b>	<b>31%</b>	<b>20</b>	<b>14%</b>

Total Deputies Decisions affirmed—55%  
Total Deputies Decisions modified—45%

\*1 case referred to Appeal Tribunal; no prior deputy's decision made. Benefits allowed; decision not included in statistics.

**Commission**

At the beginning of the year 1943, 1 appeal filed in the previous year was pending before the Commission. During the year 18 applications for leave to appeal to the Commission were filed. On December 31, 1943, no cases were pending before the Commission. During the year one case was withdrawn prior to the Commission's decision. The Commission, therefore, rendered its decision in 18 of these cases. The Appeal Tribunal's decision was affirmed in 16 cases, and modified in 2 cases.

The Commission rendered its decision with respect to the issues involved in labor disputes in 2 cases, in accordance with section 5(d) of the Act.

There is submitted herewith a table indicating the issues involved and the disposition of all cases decided by the Commission.

**Commission Decisions  
January 1 to December 31, 1943**

ISSUES INVOLVED	Decisions Rendered	PRIOR DETERMINATION							
		AFFIRMED				MODIFIED			
		Allowed		Disallowed		Allowed		Disallowed	
		No.	%	No.	%	No.	%	No.	%
Able and Available . . . . .	10	1	10%	8	80%	1	10%		
Determination and Coverage . . . . .	1			1	100%				
Misconduct . . . . .	1			1	100%				
Suitable Work . . . . .	6			5	83%			1	17%
Total and Partial Unemployment . . . . .	—								
Voluntary Quit . . . . .	—								
<b>TOTALS . . . . .</b>	<b>18</b>	<b>1</b>	<b>6%</b>	<b>15</b>	<b>82%</b>	<b>1</b>	<b>6%</b>	<b>1</b>	<b>6%</b>

**Labor Dispute Decisions**

The Commission rendered its decision on the issues involved in two labor dispute cases. In one case the Commission found that no stoppage of work existed because of a labor dispute, and in the other, that a stoppage of work did exist because of a labor dispute.

**BENEFIT DEPARTMENT**

**Initial Claims**

The total number of New Initial Claims disposed of for the calendar year 1943 was 8,582 as shown by the following table by quarters:

	<i>First</i>	<i>Second</i>	<i>Third</i>	<i>Fourth</i>	<i>Total</i>
Allowed . . . . .	957	3,795	1,266	1,409	7,427
Disallowed . . . . .	305	272	298	280	1,155
	1,262	4,067	1,564	1,689	8,582

The above detail indicates that 86.5% of those filing New Initial claims were found potentially eligible for benefits while 13.5% were disallowed—the standard for potential eligibility being whether or not the claimant had earned \$144.00 or more in covered employment in his base period.

In 1942 the New Initial Claims filed were 26,548, of which 23,205 were found potentially eligible and 3,259 not eligible. From a review of the 1942 and 1943 New Initials, it will be seen that those filed in 1943 were only 32.32% of the number filed in 1942. Needless to say, this represents an all-time low.

Since the Benefit Year begins on April 1 and ends the following March 31, it would be expected that the greatest activity in the handling of New Initial Claims would develop in the second quarter. This proved to be the case in 1943 as 4,067 of the total 8,582 New Initial Claims were handled during the period or 47.41% of the total.

In addition to the New Initial Claims, 4,868 Additional Initials were filed. Additional Initial Claims being those filed subsequent to a break in continuous filing during the Benefit Year.

At the close of business, December 31, 1943, there were 89 New Initials pending in the Central Office.

### **Benefit Payments**

There follows a monthly record of Benefit Payments, both in number and amount for the year 1943 showing 49,685 checks issued with a money value of \$430,584.92. In 1942, the comparable figures were 141,884 checks with a money value of \$1,189,700.73, a decline in number of 64.98% and in amount of 63.8%. The 1943 figures are the lowest since the inception of Benefit Payments.

#### **Schedule of Monthly Gross Benefit Payments during 1943**

	<i>Number of Certificates</i>	<i>Amount of Benefits</i>
January . . . . .	8,330	\$70,350.70
February . . . . .	7,095	59,282.03
March . . . . .	5,194	43,372.96
April . . . . .	2,833	24,610.30
May . . . . .	5,616	45,563.56
June . . . . .	5,051	40,975.89
July . . . . .	3,134	28,527.50
August . . . . .	2,362	23,673.00
September . . . . .	1,772	17,511.10
October . . . . .	1,852	17,517.58
November . . . . .	2,829	25,891.90
December . . . . .	3,617	33,308.40
	49,685	\$430,584.92

The above figures represent only 8.74% of the number of checks paid during 1938 and 9.49% of the amount. It would have been

difficult to visualize in 1938 the low disbursement record set for the year 1943. The figures indicate the contribution men and women of Maine are making to the War effort.

During 1943, 5,108 claimants filed for a sufficient period to receive at least one Benefit Payment, this being 68.8% of the total eligible claimants. The comparable percentage figure for 1942 was 69.5%. There were 1,601 claimants who exhausted their benefits during the year 1943.

### Adjustment Section

In 1943, 3,659 decisions were rendered by the Deputies, involving a reduction in benefit amounts available to the claimants amounting to \$17,216.05. The cases were distributed as follows:

		<i>Total</i>
(a) Voluntary Quit		
Allowed . . . . .	663	
Disqualified . . . . .	236	899
(b) Misconduct		
Allowed . . . . .	185	
Disqualified . . . . .	97	282
(c) Refusal to Accept or Apply		
Allowed . . . . .	210	
Disqualified . . . . .	207	417
(d) Able or Available		
Allowed . . . . .	655	
Disallowed . . . . .	1,270	1,925
(e) Not Unemployed		
Allowed . . . . .	11	
Disallowed . . . . .	87	98
(f) Labor Disputes		
Allowed . . . . .	—	
Disallowed . . . . .	34	34
(g) Misrepresentation of Facts		
Allowed . . . . .	1	
Disallowed . . . . .	3	4
		3,659

### Decisions and Reductions in Benefits

January.....	514	\$1,941.70
February.....	350	1,631.85
March.....	261	878.20
April.....	354	1,256.40
May.....	326	963.80
June.....	300	1,298.40
July.....	310	1,225.60
August.....	249	1,316.80
September.....	199	1,888.20
October.....	211	1,300.20
November.....	247	1,483.20
December.....	338	2,031.70
	3,659	\$17,216.05

It is interesting to note that, of the 3,659 Decisions made, 1,925 or 52.6% involved Section 4 of the Law relative to a claimant's being able and available for work. There were 9,275 Decisions prepared in 1942.

Closely tied in with the Deputies' work and investigations are Separation Notices for other than lack of work. The following table reflects the large turnover in employment during 1943:

January.....	5,962
February.....	4,559
March.....	6,109
April.....	6,560
May.....	6,187
June.....	5,767
July.....	5,032
August.....	6,320
September.....	7,265
October.....	6,084
November.....	4,997
December.....	4,219
	69,061

Central and Local Office control of these Notices is maintained to prevent Benefit Payments during a potential disqualification or disallowance period.

During 1943, there were 324 cases involving dispute relative to wage credits or coverage and of this number, 68 were reversed and 256 upheld or modified.

### Interstate Section

The number of Interstate claims handled by this unit during 1943 was 1,994 amounting to \$22,527.40. Over 42% of Interstate payments were made to the five New England States as follows:

	<i>Claims</i>	<i>Amount</i>
Connecticut . . . . .	21	\$ 227.60
Massachusetts . . . . .	530	4,936.40
New Hampshire . . . . .	241	2,577.20
Rhode Island . . . . .	59	657.00
Vermont . . . . .	3	43.20
	854	\$8,441.40

### FIELD ADVISORY DEPARTMENT

Budget curtailment made it necessary to utilize the services of several Claims Deputies to perform field functions during 1943. This department under the direct supervision of the Chairman of the Commission has not only performed its regular functions of advising and assisting employers in setting up essential pay roll records; making investigations to establish liability; auditing employers' accounts; conducting an educational program to acquaint employers with recent amendments to the Law; and collecting overdue accounts, but through its employees has made recommendations for changes in procedures which should be of great value to employers.

In an effort to conserve tires and gasoline, the travel of this unit was reduced 17% over 1942. However, the number of calls was only reduced 6% over the previous year.

This unit made 16,272 calls during the year, 8,261 audits of employer accounts were performed, revealing 228 accounts where the employer had not included taxable wages. The amount of contributions due on this additional pay roll amounted to \$12,767.96, while 181 accounts had overpaid \$3,066.26.

During 1943 there were 1,462 employing units contacted to check for liability under the Law, which produced 176 new accounts with contributions amounting to \$57,533.95.

This department, cooperating with the legal department, made an extended drive during 1943 to collect overdue accounts. The unit collected \$111,252.23, the majority of which was collected on a weekly basis.

### FISCAL DEPARTMENT

Funds were available in the amount of \$240,254.14 to cover administrative costs of this Agency for the calendar year 1943, as follows:

Grants from Social Security Board . . . . .	\$226,961.39
Reallotted from prior years . . . . .	13,231.43
Miscellaneous receipts . . . . .	61.32

which amount was approximately \$30,000 less than the allotment of the previous year. This reduction was partially due to effected economies by the Commission and partially due to enforced economies by the Bureau of Employment Security in arbitrarily reducing our budget requests based on a formula devised by the Bureau using a continuous time and cost study applicable to all State Unemployment Agencies.

Commitments for the calendar year 1943 totalled \$231,023.27, leaving a balance of \$9,230.87 available for reallocation to subsequent periods.

The ratio of cost of operations (\$231,023.27) to the net amount of contributions and interest received (\$9,473,489.02) during the calendar year 1943 was 2.44 per cent. The comparable ratio of cost in 1942 was 3.45 per cent.

Employees of the Commission numbered 97 at the close of business December 31, 1943, as compared to 124 at the close of business December 31, 1942. Total expenditures for Personal Services were \$162,028.36.

All commitments were made in accordance with the rules and regulations of the State of Maine and the Federal Bureau of Employment Security. All records and accounts pertaining to the Administrative fund have been audited by representatives of the Federal Bureau of Accounts and Audits up to July 1, 1943, said records and accounts having been approved without exception.

A trial balance reflecting the financial position of the administrative section of this Agency and a summary of Grants and expenditures are submitted as part of this report.

## TRIAL BALANCE

### *Assets*

Cash .....	\$14,782.14
------------	-------------

### *Liabilities*

Unencumbered allotments .....	\$9,169.55
Unliquidated encumbrances .....	5,551.27
Miscellaneous .....	61.32
	\$14,782.14

## SUMMARY

Total funds available for period January 1-December 31, 1942 .....	\$240,254.14
Less total expenditures for period January 1-December 31, 1942 .....	231,023.27
	\$9,230.87

## GRANTS

Social Security Board (Title III) .....	\$226,961.39
Reallotted from prior year .....	13,231.43
Miscellaneous receipts .....	61.32
	\$240,254.14

### *Expenditures*

Personal Services .....	\$162,028.36
Consumable Supplies .....	11,048.46
Communications .....	9,487.23
Travel Expense .....	10,052.86
Transportation of Things .....	46.70
Advertising .....	257.27
Printing and Binding .....	35.50
Heat, Light and Water .....	5,357.77
Rent of Premises .....	24,702.00
Rent of Equipment .....	3,744.00
Repairs and Alterations .....	1,197.93
Miscellaneous .....	3,065.19
	\$231,023.27



Contributions for the first nine months of 1943 totalled \$7,115,-870.96 as compared to contributions for the full year 1942 of \$8,-123,627.01. Contributions for the final quarter of 1943 are not due until January 30, 1944, therefore are not available for inclusion in this report. However, it is estimated that contributions for the final quarter will total \$2,300,000.00. On the basis of this estimate contributions for 1943 will show an increase over 1942 in an approximate amount of \$1,300,000.00.

The total income of this Agency since its establishment in 1936 is as follows:

Contributions from Employers.....	\$36,168,424.05
Interest and Penalties on Employer Accounts..	43,662.24
Interest earned—U. S. Trust Fund.....	925,375.90
Other Income.....	145.00

or a total of \$37,137,607.19 less total payment of benefits up to December 31, 1943, showing a reserve of \$23,444,652.82 available for benefit payments.

We are submitting as part of this report a statement reflecting the condition of compensation fund as of the close of business December 31, 1943.

*Assets*

Unemployment Compensation Clearing Account ...	\$12,547.01
Trust Fund in U. S. Treasury.....	23,431,810.56
Benefit Payment Account.....	9,537.30
Contributions Receivable	
Dishonored Checks.....	\$ 364.83
Delinquent Employers.....	82,133.08
Underpayment—Contributions .....	31,509.38
Underpayment—Interest and Penalties.	4,972.75
	\$118,980.04
	\$23,572,874.91

*Liabilities*

Contributions overpaid.....	\$ 3,547.01
Interest and Penalties overpaid.....	9.84
Benefit Account (Amount available for benefit payments.....)	23,444,652.82
Reserve for Unclaimed and Unredeemed Benefit Checks.....	5,685.20
Suspense Account (Unrealized Contributions).....	118,980.04
	\$23,572,874.91

## **Time and Cost Study**

In conjunction with the majority of other State Unemployment Compensation Commissions, this unit operates, as a part of the Fiscal Department, a continuous Time and Cost study under a code system showing, by daily tabulation, the time spent on each activity within the Agency. This is translated to actual cost based on the salary of the individual employees. Both the time and cost element are applied to each activity which results in a unit time and unit cost for each such activity performed by this Agency. The result of this study is transmitted to the Bureau of Employment Security each quarter and by applied formula devised by the Bureau is used to determine, on the basis of the workload of the Agency, the amount of grant necessary for the proper and efficient operation of the Agency as interpreted by the Bureau.

## **INFORMATIONAL DEPARTMENT**

Informational service is maintained in order to keep the public properly informed on the operations of its unemployment compensation agency. Financial reports showing the amounts received, disbursed, and the balance in the fund are issued regularly to the press.

This Department releases information of value to employers and workers, especially with reference to changes in the Maine Unemployment Compensation Law. It also conducts a continuous educational program, particularly for workers as to their rights to benefits under the Law, by issuing mimeographed material periodically, and by personal visits to various labor groups by representatives of the Commission. The same service is extended to all employers of the State.

The results of the efforts of the Informational Department to keep the public informed is reflected by the appreciable decrease in the number of inquiries received at the Agency for information concerning unemployment compensation.

During the coming year the Commission is planning to expand the service in order to acquaint all concerned with a new procedure which the Commission is contemplating adopting. This procedure is considered to be, not only economically sound, but very practical in that it will mean less work and expense in the filing of reports by employers, and will simplify the filing of a claim and expedite payments to workers. This plan has already been discussed with

several labor and employer groups. Future meetings are being arranged with other groups.

The Commission wishes to express its appreciation to the Maine press for its fine cooperation in publishing the news releases issued by the Informational Department. It is also most appreciative to State officials, labor, and employers for their continued cooperation during the past year.

## LEGAL DEPARTMENT

At the beginning of 1943 the members of the Commission, in conjunction with the members of the Advisory Council, made several recommendations for changes in the Maine Unemployment Compensation Law. These recommendations were later written in the form of amendments by the Legal Department, were adopted by the legislature and appear under Chapter 254 of the Public Laws of 1943. Briefly the amendments made the following changes:

1. Clarified an existing ambiguity in the procedure for taking claims for benefits.
2. Provided for a reduction of benefit amounts in case a claimant made wilful misrepresentation of facts in order to obtain benefits. The Law, prior to this amendment, required the Commission to have instituted proceedings and obtain conviction before the benefit amounts could be reduced.
3. Eliminated the necessity of the State Treasurer furnishing additional bonds on two funds of the Maine Unemployment Compensation Commission.
4. Provided for the taking of depositions in hearings before the Maine Unemployment Compensation Commission in a manner conforming to established practice so that these depositions could be used in any judicial proceedings.
5. Provided for a penalty for subject employers failing to file pay roll reports on time. This last amendment seemed to be very essential as there were many employers who were not filing pay roll reports when they were due. This would leave the Commission without any record of the claimant's employment or his wage credits on occasions when benefits were claimed. To remedy this situation the Commission either had to employ additional personnel or provide for this penalty in the Law. It was not possible to obtain additional personnel under the circumstances and the only alternative was to provide for the penalty.

The Legislative Research Committee proposed an amendment to the Maine Unemployment Compensation Law to be known as the Experience Rating Provision. It was necessary for the Maine Unemployment Compensation Commission, members of the Advisory Council, and the Legal Department to redraft the proposed amendment in order to conform the provisions therein to standards approved by the Social Security Board in Washington, D. C., as well as the Federal provisions in the Internal Revenue Department. The Experience Rating Amendment has proven to be very workable and like all new legislation in a new field of administrative law there are bound to be some things on which one could improve. It is suggested that the penalty provision in the Experience Rating Law be amended so that a late payment in one quarter would only require the subject employer to pay the full rate of 2.7% for that quarter rather than for the remainder of the calendar year, as it now stands.

The Legal Department of the Maine Unemployment Compensation Commission collected substantially \$50,000 of delinquent taxes during 1943. The Commission has five cases pending in the Courts at the present time. During 1943 the Legal Department assisted in revising all of the rules and regulations of the Commission. Public notice, public hearing and formal adoption by the Commission of all rules and regulations affecting the general public were certified as promulgated by the Commission and filed in the office of the Secretary of State of Maine.

## RESEARCH AND STATISTICS DEPARTMENT

Although employment conditions in the state probably never have been more favorable in the history of Maine, the Unemployment Compensation Commission paid out \$430,585.00 during 1943 to cover a total of 49,341 weeks of unemployment. In view of greatly augmented war production activity in many industries throughout the year, this volume of unemployment, although inappreciable when compared with that witnessed during the preceding six years in which the Commission has functioned in the unemployment insurance field, might, without analysis, appear to be absurdly high. However, analysis of payments issued during the first eleven months of the year (December 1943 benefits could not be thoroughly analyzed in time for inclusion in this report) reveals that nearly all claimants, while receiving benefits, were: seasonally unemployed; temporarily out of work due to such factors as short-

ages of materials in plants where they were regularly employed; laid off temporarily during inventory periods, etc.; or affected by curtailed civilian production activities. Tables 1 and 2 summarize weeks of unemployment compensated and amounts of benefit payments on a monthly basis according to the industries from which claimants separated just prior to their periods of unemployment. Of special significance is the fact that the "Food and Kindred Products" manufacturing industries accounted for approximately 48% of all weeks of unemployment compensated. Establishments engaged in processing, packing and canning of foods make up the greatest proportion of plants classified in this group. It is readily discernible from the monthly distribution of data presented that seasonal influences have been largely responsible for unemployment in the industry.

The average weekly benefit payment issued during the period January 1 to November 30, 1943, amounted to \$8.69. Table 3 presents an analysis of average payments by type of unemployment and according to industry. Table 4 analyzes payments by month and according to the number of weeks elapsed between claimants' periods of unemployment and date of benefit payments. It will be noted that approximately 68.3% of all payments were issued within one week, and 90.3% within two weeks of the week ending date of claimants' periods of unemployment. The majority of the rest of the payments were held up pending investigations and/or adjustments.

Table 5 presents a comparison of benefits issued during the first eleven months of 1942 and 1943 according to place of residence of claimants. It will be noted that only in the case of Washington County did residents of any county receive more benefits in 1943 than in 1942. Table 6 summarizes benefit payments by type and by month. In Table 7, benefit payments are distributed on the basis of weekly benefit rates established by claimants.

Fewer claims for unemployment compensation were taken at the fourteen currently active local offices during 1943 than in any other year since the inception of the program. 14,627 initial claims and 59,034 continued claims were taken during the year. As compared with last year, initial claims fell off 56.7% and continued claims 63.7%. Tables 8 and 9 summarize claims-taking activities for each year since 1938. During the benefit year ending on March 31, 1943, a total of 3,521 claimants exhausted their wage credits. That is, this number of workers were unemployed for a sufficient length of

time to draw the total amount of benefits to which they were entitled under the law. Table 10 presents an analysis of claimants of this type.

Tables 11 and 12 are summaries of workers covered under the Maine law and wages paid to such workers during the calendar year of 1942. Similar data for 1943 will not be available until contributions have been received from subject employers for the last quarter of the year.

**Table 1.--Summary of Weeks of Unemployment Compensated from January 1 to November 30, 1943,  
Broken Down by Industry and by Month**

Industry	Total	MONTH OF										
		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.
TOTAL ALL INDUSTRIES.....	45,727	8,314	7,089	5,182	2,818	5,515	5,011	3,104	2,338	1,750	1,806	2,800
Agriculture, Forestry and Fishing.....	113	8	3	3	4	16	29	29	11	4	3	3
Mining and Quarrying.....	314	87	73	65	35	22	19	12	1	—	—	—
Construction.....	1,528	245	274	263	134	111	93	100	82	88	67	71
Manufacturing:												
Food and Kindred Products.....	21,938	5,149	4,769	3,044	1,102	2,924	2,302	557	273	173	473	1,172
Textiles and Apparel.....	6,166	686	559	544	445	644	771	736	514	384	381	502
Basic and Finished Lumber Products.....	3,044	260	216	233	356	700	437	372	208	114	76	72
Paper and Allied Products.....	1,017	98	73	72	96	124	92	48	55	85	113	161
Printing and Publishing.....	194	19	18	7	19	27	24	26	25	14	7	8
Chemicals and Allied Products.....	44	15	11	6	3	4	2	3	—	—	—	—
Leather and Leather Products.....	4,255	472	223	334	209	416	729	647	464	322	188	251
Stone, Clay, and Glass Products.....	211	44	39	28	9	17	17	13	10	9	14	11
Iron and Steel and Their Products.....	200	107	32	17	7	12	14	2	0	—	—	9
Transportation Equipment.....	700	44	42	51	49	41	62	73	92	101	74	71
Nonferrous Metals and Their Products.....	18	4	1	—	—	9	3	—	—	—	1	—
Machinery (except Electrical).....	392	32	49	26	32	28	40	43	30	23	42	47
Other Manufacturing Industries.....	363	16	14	16	8	29	80	69	78	43	7	3
Transportation, Communication, and Other Public Utilities.....	2,033	443	177	108	72	80	76	147	287	216	200	227
Eating and Drinking Places.....	160	17	17	32	16	18	17	15	6	11	6	5
Other Wholesale and Retail Trade.....	1,488	245	248	197	113	133	90	130	125	88	60	59
Finance, Insurance, and Real Estate.....	183	37	29	15	17	17	11	10	8	20	7	12
Hotels, Rooming Houses, Camps, and Other Lodging Places.....	770	197	119	68	67	105	50	22	7	16	53	66
Other Service Industries.....	596	89	103	53	25	38	53	50	62	39	34	50

**Table 2.--Summary of Amount Covered by All Benefit Payments Issued from January 1 to November 30, 1943, Broken Down by Industry and by Month**

Industry	Total	MONTH OF										
		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.
TOTAL ALL INDUSTRIES.....	\$397,277	\$70,351	\$59,282	\$43,373	\$24,610	\$45,563	\$40,976	\$28,528	\$23,673	\$17,511	\$17,518	\$25,892
Agriculture, Forestry and Fishing.....	838	70	27	36	29	96	178	190	85	50	50	27
Mining and Quarrying.....	3,483	1,056	870	730	331	183	167	124	16	—	6	—
Construction.....	18,825	2,724	3,242	3,115	1,692	1,220	1,110	1,335	1,094	1,264	986	1,043
Manufacturing:												
Food and Kindred Products.....	155,193	38,191	35,365	21,950	7,679	19,873	15,103	3,400	1,721	1,077	2,998	7,836
Textiles and Apparel.....	63,244	6,454	5,686	5,383	4,368	6,423	7,835	7,410	5,568	4,197	4,138	5,782
Basic and Finished Lumber Products.....	27,380	2,356	1,911	2,126	3,371	6,723	3,787	2,988	1,817	957	674	670
Paper and Allied Products.....	10,275	933	852	759	917	1,136	823	475	580	831	1,234	1,735
Printing and Publishing.....	2,158	187	182	93	221	237	224	256	342	194	114	108
Chemicals and Allied Products.....	409	184	114	39	18	24	12	18	—	—	—	—
Leather and Leather Products.....	40,814	4,404	2,233	3,113	1,927	4,468	6,870	6,273	4,723	2,948	1,574	2,281
Stone, Clay and Glass Products.....	2,274	565	485	346	91	201	155	132	63	54	98	84
Iron and Steel and Their Products.....	2,213	1,203	344	208	79	136	137	12	—	—	—	94
Transportation Equipment.....	8,568	434	523	582	546	534	772	845	1,114	1,337	964	917
Nonferrous Metals and Products.....	246	72	18	—	—	99	40	—	—	—	17	—
Machinery (except electrical).....	4,239	378	514	270	351	292	375	430	306	219	512	592
Other Manufacturing Industries.....	2,958	99	92	103	91	257	655	572	663	350	55	21
Transportation, Communication and Other Public Utilities.....	23,942	5,757	2,037	1,040	674	727	686	1,809	3,625	2,354	2,368	2,865
Eating and Drinking Places.....	1,596	175	191	333	133	119	137	136	65	133	89	85
Other Wholesale and Retail Trade.....	14,851	2,347	2,305	1,941	1,182	1,322	913	1,361	1,222	886	743	629
Finance, Insurance, and Real Estate.....	2,015	399	290	168	172	225	137	105	94	219	82	124
Hotels, Rooming Houses, Camps, and Other Lodging Places.....	6,679	1,622	1,044	580	568	983	464	253	65	150	443	507
Other Service Industries.....	5,077	741	957	458	170	285	396	404	510	291	373	492



Table 3.--Average Benefit Payment by Industry for First Eleven Months of 1943

INDUSTRY	All Payments	TYPE OF UNEMPLOYMENT		
		Total	Part-Total	Partial
TOTAL.....	\$8.69	\$9.07	\$7.27	\$7.60
Agriculture, Forestry, and Fishing.....	7.42	7.36	8.60	—
Mining and Quarrying.....	11.09	11.34	8.61	—
Construction.....	12.32	12.52	9.08	8.13
Manufacturing:				
Food and Kindred Products.....	7.07	7.36	6.53	6.29
Textiles and Apparel.....	10.26	10.37	7.81	10.13
Basic and Finished Lumber Products.....	9.01	9.04	7.35	10.44
Paper and Allied Products.....	10.10	11.09	10.00	7.40
Printing and Publishing.....	11.12	11.53	9.69	6.11
Chemicals and Allied Products.....	9.29	9.29	—	—
Leather and Leather Products.....	9.59	11.29	9.88	7.54
Stone, Clay, and Glass Products.....	10.73	10.84	5.00	—
Iron and Steel and Their Products.....	11.07	11.15	10.60	8.00
Transportation Equipment.....	12.24	12.31	10.54	12.67
Nonferrous Metals and Their Products.....	13.67	13.47	—	17.00
Machinery (except Electrical).....	10.81	10.90	8.08	10.88
Other Manufacturing Industries.....	8.23	8.46	9.13	4.73
Transportation, Communication, and Other Public Utilities.....	11.78	12.67	8.67	11.09
Eating and Drinking Places.....	10.01	10.39	6.20	—
Other Wholesale and Retail Trade.....	9.98	10.42	7.65	6.54
Finance, Insurance and Real Estate.....	11.01	11.21	7.60	8.57
Hotels, Camps, Rooming Houses and Other Lodging Places.....	8.67	8.72	7.17	9.25
Other Service Industries.....	8.46	8.76	7.69	4.49

**Table 4.--Number of Weeks Elapsed between Period of Unemployment and Date of Benefit Payment--First Eleven Months of 1943\***

Number of Weeks	Total Benefit Payments Analyzed	MONTH OF										
		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.
<b>TOTAL ALL PAYMENTS</b> .....	45,727	8,314	7,089	5,182	2,818	5,515	5,011	3,104	2,338	1,750	1,806	2,800
Paid within 1 week .....	31,229	5,282	4,692	3,663	2,032	3,849	3,477	2,337	1,832	1,143	1,259	1,663
1 week and less than 2 .....	10,061	2,054	1,618	1,082	401	1,276	1,118	470	291	436	409	906
2 weeks and less than 3 .....	1,758	395	245	158	103	213	193	119	80	77	64	111
3 weeks and less than 6 .....	1,734	423	326	152	142	127	175	112	90	63	42	82
6 weeks and over .....	945	160	208	127	140	50	48	66	45	31	32	38
<b>TOTAL FIRST PAYMENTS</b> .....	4,717	403	250	144	1,018	1,165	523	362	262	162	161	267
Paid within 1 week .....	2,385	169	96	47	778	450	199	206	175	67	80	118
1 week and less than 2 .....	1,460	96	42	50	175	531	215	87	40	64	53	107
2 weeks and less than 3 .....	325	42	20	15	21	110	40	27	13	12	9	16
3 weeks and less than 6 .....	353	68	53	10	17	65	54	22	22	12	11	19
6 weeks and over .....	194	28	39	22	27	9	15	20	12	7	8	7
<b>TOTAL SECOND AND SUBSEQUENT PAYMENTS</b> .....	41,010	7,911	6,839	5,038	1,800	4,350	4,488	2,742	2,076	1,588	1,645	2,533
Paid within 1 week .....	28,844	5,113	4,596	3,616	1,254	3,399	3,278	2,131	1,657	1,076	1,179	1,545
1 week and less than 2 .....	8,601	1,958	1,576	1,032	226	745	903	383	251	372	356	799
2 weeks and less than 3 .....	1,433	353	225	143	82	103	153	92	67	65	55	95
3 weeks and less than 6 .....	1,381	355	273	142	425	62	121	90	68	51	31	63
6 weeks and over .....	751	132	169	105	113	41	33	46	33	24	24	31

\*Supplementary payments and reissued check have been excluded from this analysis.

30

**Table 5.--Analysis of Benefit Payments Issued during First Eleven Months of 1943 and 1942 to Residents of the Various Counties in Maine**

COUNTY	BENEFIT PAYMENTS				Percent of Change 1943 from 1942
	1943		1942		
	Amount of Payments	Percent Distribution	Amount of Payments	Percent Distribution	
TOTAL.....	\$397,277	100.0	\$1,121,669	100.0	-64.6
Androscoggin.....	21,166	5.3	125,315	11.2	-83.1
Aroostook.....	10,931	2.8	70,260	6.3	-84.4
Cumberland.....	37,189	9.4	174,821	15.6	-78.7
Franklin.....	10,851	2.7	27,377	2.4	-60.4
Hancock.....	27,717	7.0	35,860	3.2	-22.7
Kennebec.....	38,797	9.8	116,786	10.4	-66.8
Knox.....	9,299	2.3	32,023	2.9	-71.0
Lincoln.....	4,964	1.2	8,451	.8	-41.3
Oxford.....	9,368	2.3	49,330	4.4	-81.0
Penobscot.....	27,972	7.0	111,499	9.9	-74.9
Piscataquis.....	4,973	1.3	11,376	1.0	-56.3
Sagadahoc.....	2,776	.7	26,412	2.3	-89.5
Somerset.....	15,450	3.9	46,966	4.2	-67.1
Waldo.....	8,678	2.2	15,484	1.4	-44.0
Washington.....	125,770	31.7	85,160	7.6	+47.7
York.....	20,402	5.1	110,391	9.8	-81.5
Interstate.....	20,974	5.3	74,158	6.6	-71.7

**Table 6.--Weeks of Unemployment Covered and Amount of Benefit Payments Issued Classified by Month and Type of Benefit Payment for the Period January 1, 1943-November 30, 1943**

MONTH	All Payments		TYPE OF UNEMPLOYMENT					
			Total		Part-Total		Partial	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount
TOTAL.....	45,727	\$397,277	34,151	\$309,843	1,702	\$12,367	9,874	\$75,067
January.....	8,314	70,351	6,909	59,480	301	2,265	1,104	8,606
February.....	7,089	59,282	6,216	52,532	224	1,649	649	5,101
March.....	5,182	43,373	4,085	35,548	370	2,581	727	5,244
April.....	2,818	24,610	2,383	21,633	132	838	303	2,139
May.....	5,515	45,563	3,521	31,479	167	1,233	1,827	12,851
June.....	5,011	40,976	3,368	29,502	203	1,376	1,440	10,098
July.....	3,104	28,528	2,448	23,302	97	697	559	4,529
August.....	2,338	23,673	1,694	18,182	55	476	589	5,015
September.....	1,750	17,511	1,100	12,211	68	570	582	4,730
October.....	1,806	17,518	955	11,040	33	283	818	6,195
November.....	2,800	25,892	1,472	14,934	52	399	1,276	10,559

**Table 7.--Distribution of Benefit Payments by Amount of Compensation for the Period  
January 1, 1943-November 30, 1943**

Amount of Compensation	Total Benefits Payments Analyzed *	BENEFIT PAYMENTS FOR		
		Total	Part-Total	Partial
TOTAL.....	44,761	33,397	1,628	9,736
Less \$1.00.....	15	0	0	15
\$1.00 - \$1.99.....	4	0	2	2
\$2.00 - \$2.99.....	86	0	12	74
\$3.00 - \$3.99.....	977	0	88	889
\$4.00 - \$4.99.....	1,135	0	129	1,006
\$5.00 - \$5.99.....	1,299	4 †	167	1,128
\$6.00 - \$6.99.....	14,493	11,882 ‡	449	2,162
\$7.00 - \$7.99.....	6,438	5,071	263	1,104
\$8.00 - \$8.99.....	2,994	2,255	95	644
\$9.00 - \$9.99.....	4,542	3,654	189	699
\$10.00 - \$10.99.....	2,930	2,351	83	496
\$11.00 - \$11.99.....	1,575	1,174	51	350
\$12.00 - \$12.99.....	2,088	1,787	31	270
\$13.00 - \$13.99.....	1,558	1,329	27	202
\$14.00 - \$14.99.....	708	586	10	112
\$15.00 - \$15.99.....	942	780	12	150
\$16.00 - \$16.99.....	692	615	8	69
\$17.00 - \$17.99.....	347	293	4	50
\$18.00.....	1,938	1,616 ‡	8	314

\*The total number of payments issued for the period January 1, 1943-November 30, 1943, was 46,068. 1,307 payments were not analyzed because of a deduction made for a previous overpayment, a workman's compensation payment, or a last payment which was less than the weekly benefit amount.

†Military claimants with 1939 earnings.

‡There were 9,512 benefit payments for total unemployment at the minimum rate of \$6.00, and 1,616 at the maximum rate of \$18.00.

**Table 8.--Initial Claims Taken at Local Office Level  
by Year 1938 to 1943 Inclusive**

Local Office	Initial Claims Received					
	1943	1942	1941	1940	1939	1938
<b>TOTAL</b> .....	14,627	33,816	56,457	104,726	104,037	120,708
Augusta.....	1,687	2,221	3,659	7,363	6,882	5,421
Bangor.....	1,454	4,319	7,133	13,953	13,738	13,724
Bath.....	116	399	1,033	2,066	1,819	3,433
Biddeford.....	791	1,761	3,847	9,847	9,861	10,730
Calais.....	2,969	3,791	3,621	6,768	5,131	5,945
Caribou.....	377	2,630	5,358	6,821	6,903	7,683
Houlton**	47	671	0	0	0	1,050
Lewiston.....	1,723	5,127	10,835	21,562	22,956	20,304
Portland.....	1,576	4,041	7,795	11,924	11,419	13,498
Rockland.....	607	1,496	2,263	5,280	4,077	6,342
Rumford.....	469	1,246	1,904	2,945	3,141	3,671
Sanford.....	1,694	3,141	4,593	7,710	8,465	6,100
Skowhegan.....	482	1,118	2,348	4,065	4,932	4,792
Waterville.....	635	1,855	2,068	4,422	4,713	6,879
Norway**.....						2,704
Farmington**.....						1,610
Millinocket**.....						597
Ellsworth**.....						2,688
Dover-Foxcroft**.....						2,140
Fort Kent**.....						1,397

\*Houlton Office reopened for claims-taking in 1942.

\*\*These offices closed December, 1938.

**Table 9.--Continued Claims Taken at Local Office Level  
by Year 1938 to 1943 Inclusive**

Local Office	Continued Claims Received					
	1943	1942	1941	1940	1939	1938
<b>TOTAL</b> .....	59,034	162,582	256,269	679,532	656,699	778,398
Augusta.....	3,558	11,356	16,907	47,296	43,306	38,860
Bangor.....	8,907	23,428	33,989	76,859	89,178	88,395
Bath.....	598	2,650	5,472	12,794	10,819	17,797
Biddeford.....	1,369	4,853	12,533	52,394	48,380	78,684
Calais.....	19,909	19,352	16,254	44,578	32,399	38,273
Caribou.....	1,813	9,759	21,586	36,256	47,870	46,859
Houlton**	293	2,462	0	0	0	4,336
Lewiston.....	4,355	23,458	49,581	159,086	137,386	118,171
Portland.....	4,378	22,677	41,714	82,622	80,482	80,229
Rockland.....	3,431	8,283	10,038	33,485	27,845	36,203
Rumford.....	2,278	7,542	8,107	16,102	19,487	25,906
Sanford.....	2,974	11,692	20,319	52,805	55,577	67,480
Skowhegan.....	2,036	6,573	8,833	33,059	35,110	30,648
Waterville.....	3,135	8,497	10,936	32,196	28,860	47,567
Norway**.....						15,462
Farmington**.....						6,826
Millinocket**.....						2,689
Ellsworth**.....						14,208
Dover-Foxcroft**.....						14,722
Fort Kent**.....						5,083

\*Houlton Office reopened for claims-taking in 1942.

\*\*These offices closed December, 1938.

**Table 10.--Claimants Whose Benefit Years Ended March 31, 1943, Who Exhausted All Credits  
Classified by Benefit Rate and Number of Full Weeks of Actual Benefits**

Number of Full Weeks of Benefits	All Claimants	CLAIMANTS WITH BENEFIT RATES OF													
		\$5.00 to \$5.99	\$6.00 to \$6.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$9.00 to \$9.99	\$10.00 to \$10.99	\$11.00 to \$11.99	\$12.00 to \$12.99	\$13.00 to \$13.99	\$14.00 to \$14.99	\$15.00 to \$15.99	\$16.00 to \$16.99	\$17.00 to \$17.99	\$18.00 to \$18.99
TOTAL.....	3,521		1,443	466	213	402	299	127	199	155	43	68	39	10	97
0.0.....															
0.0+ to 0.9.....															
1.0- 1.9.....															
2.0- 2.9.....															
3.0- 3.9.....	1									1					
4.0- 4.9.....															
5.0- 5.9.....	1		1												
6.0- 6.9.....	4		4												
7.0- 7.9.....	3		3												
8.0- 8.9.....	6		5				1								
9.0- 9.9.....	268		266					1							1
10.0- 10.9.....	4		2								1				
11.0- 11.9.....	250		245	1	1	1			1	1					
12.0- 12.9.....	267		252	2	1	2	3	3	2		1		1		
13.0- 13.9.....	57		6	12		9	12	4	5	5		1			2
14.0- 14.9.....	244		204	7	1	7	7	5	5	2	2		1	2	2
15.0- 15.9.....	17		1	1	3	2	2		5	1	1				
16.0.....	2,399		454	443	207	380	274	115	180	104	39	66	35	10	92

**Table 11.--Covered Workers Employed during Last Monthly Pay Periods in 1942 by Industry Groups\***

Industry	MONTH OF											
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
TOTAL.....	181,457	184,928	200,793	201,599	183,259	191,600	204,179	196,651	185,982	198,135	202,348	199,037
Agriculture, Forestry, Fishery.....	223	206	246	312	202	242	278	206	208	264	372	216
Mining.....	145	199	272	159	117	263	223	108	152	272	206	128
Construction.....	6,812	7,869	10,671	12,587	6,387	9,635	10,724	11,624	5,500	10,583	9,955	10,781
Manufacturing:												
Food and Kindred Products.....	4,960	7,495	11,425	8,100	4,896	8,519	12,090	6,136	5,798	9,562	11,783	5,304
Textiles and Apparel.....	33,266	33,103	31,925	30,682	33,690	32,688	31,549	30,931	33,855	32,581	30,927	31,591
Basic and Finished Lumber Products.....	26,028	20,476	21,005	20,370	26,038	22,600	20,574	19,956	25,131	23,328	20,040	21,543
Paper and Allied Products.....	15,766	14,989	13,830	14,017	15,875	14,725	13,490	14,007	15,870	14,479	13,424	13,998
Printing and Publishing.....	1,347	1,307	1,270	1,273	1,333	1,292	1,238	1,270	1,328	1,306	1,255	1,262
Chemicals and Allied Products.....	556	816	489	646	550	757	506	617	628	541	478	604
Leather and Leather Products.....	17,305	16,957	15,854	15,305	17,501	16,205	15,305	15,176	17,679	16,072	14,904	15,522
Stone, Clay and Glass Products.....	1,053	1,240	1,294	993	1,025	1,325	1,210	968	1,102	1,351	1,140	919
All Other Manufacturing.....	27,887	32,914	44,479	49,355	30,356	36,026	48,644	48,959	32,837	39,672	49,599	49,675
Transportation, Communication and Other Public Utilities.....	8,121	8,209	7,754	8,168	8,200	7,734	7,951	7,768	8,078	7,805	7,855	7,986
Eating and Drinking Places.....	2,386	2,851	2,776	2,645	2,361	2,834	2,877	2,547	2,443	2,923	2,854	2,550
Other Wholesale and Retail Trade.....	24,693	25,285	25,057	26,276	24,011	25,175	25,230	25,949	24,577	25,391	25,580	26,544
Finance, Insurance, Real Estate.....	3,552	3,497	3,442	3,306	3,456	3,534	3,414	3,252	3,416	3,530	3,344	3,279
Hotels, Camps, Lodging Places.....	2,130	2,351	3,517	2,374	2,133	2,787	3,554	2,236	2,170	3,176	3,272	2,162
Other Service Industries.....	5,212	5,150	5,468	5,018	5,117	5,242	5,303	4,928	5,199	5,281	5,346	4,961
Miscellaneous.....	15	14	19	13	11	17	19	13	11	18	14	12

\*"Last Monthly Pay Period," as used in this table means weekly, semi-monthly, monthly, etc., payroll periods falling nearest to the end of each month according to payroll practices of individual employers.



**Table 12.--Total Wages Paid for Covered Employment in 1942 by Industry**

INDUSTRY	Total for Year	QUARTER			
		First Quarter	Second Quarter	Third Quarter	Fourth Quarter
TOTAL.....	\$316,571,304	\$63,597,311	\$71,574,664	\$86,178,707	\$94,220,622
Agriculture, Forestry and Fishing.....	302,490	62,765	66,993	74,225	98,507
Mining and Quarrying.....	204,252	35,240	60,275	63,093	45,644
Construction.....	17,787,449	2,839,620	3,822,775	5,321,651	5,803,403
Manufacturing:					
Food and Kindred Products.....	9,094,118	1,510,025	2,030,070	3,203,898	2,350,125
Textiles and Apparel.....	46,920,228	10,749,823	11,424,337	12,131,458	12,614,610
Basic and Finished Lumber Products.....	22,831,815	6,026,146	5,063,399	5,670,370	6,071,900
Paper and Allied Products.....	27,638,681	7,123,001	6,817,235	6,596,728	7,101,717
Printing and Publishing.....	2,176,568	516,697	526,907	527,027	605,937
Chemicals and Allied Products.....	955,596	201,965	278,583	230,451	244,597
Leather and Leather Products.....	21,453,388	5,268,249	5,556,503	5,034,998	5,593,638
Stone, Clay and Glass Products.....	1,683,418	351,827	465,847	452,054	413,690
Other Manufacturing Industries.....	101,073,865	13,897,362	20,131,643	31,777,558	35,267,302
Transportation, Communication and Other Public Utilities.....	13,358,493	3,097,313	3,248,524	3,427,848	3,584,808
Eating and Drinking Places.....	2,061,587	431,074	498,198	549,808	582,507
Other Wholesale and Retail Trade.....	34,704,735	8,194,963	8,092,652	8,392,360	10,024,760
Finance, Insurance, and Real Estate.....	6,562,498	1,617,428	1,629,849	1,604,833	1,710,388
Hotels, Camps, and Lodging Places.....	2,341,712	411,817	563,176	740,508	626,211
Other Service Industries.....	3,741,164	896,733	888,005	939,889	1,016,537
Miscellaneous.....	1,679,247	365,263	409,693	439,950	464,341

## TRAINING DEPARTMENT

The Commission established the following training policy:

Wherever management, supervision, administration, or leadership exists, training is going on. It is not only a process by which those in supervisory positions hand down knowledge, but it is also a process by which knowledge can be transmitted up and across the lines of organization.

Training, therefore, is regarded as an opportunity for improving the quality of service for all employees connected with the Agency.

Particular stress is to be placed on induction training for all new personnel immediately following their appointment.

Supervisors shall carry on continuous training of all employees under their jurisdiction in procedures, methods, and practices of their unit. An accurate record shall be kept of the output of each employee, both as to quality and quantity of work performed.

Training is acquired by actually doing the job and from the experience of others. Constructive guidance and assistance is necessary to help individual employees solve the problems which arise in connection with their jobs. Generally speaking, employees need an over-all understanding of the entire organization to improve performance on their own jobs.

The purpose of training is to improve the organization—especially through development of the abilities of its personnel. The Training Program is evolved to systematize and coordinate training efforts.

### *Training Objectives:*

To furnish the best possible service both in regard to benefit payments and employer activities consistent with a reasonable financial expenditure is the guiding policy of the Maine Unemployment Compensation Commission. In line with that policy, the objectives of the training program of the Commission shall be as follows:

1. To prepare employees to perform their individual tasks more efficiently.
2. To achieve versatility of performance.
3. To cause more simplified and efficient procedure to be evolved.

These objectives to be attained in the following ways:

1. Improvement in techniques and mechanical efficiency of employees.

2. Increase each individual's understanding of his own position and its relationship to other positions in the Agency.
3. Better understanding on the part of all employees of the details of unemployment compensation operations.
4. Increased knowledge of the major objectives of the Employment Security Program.

To carry out its responsibility in respect to training, the Commission will attempt to provide the following types of training:

1. Induction training for all new personnel immediately following their appointment in the Agency.
2. Continuous job training covering operating procedures and methods for personnel in all units.
3. Training in the principles of administration and management for all persons in supervisory positions.
4. Programs for supervisory personnel on the long range social and economic objectives and administrative problems of the Employment Security Program.

The line or operating supervisor shall be responsible for the training of the personnel under his direction and the success of the training program is largely dependent upon his capacity and ability to meet his responsibility for this function.

The fact that the administration of the training program is placed at one focal point in the Agency, simply means that the Commission is making one person responsible for assisting in the planning and conducting of training activities, thereby coordinating the training efforts of the various units.

In order that the Training Supervisor may more effectively carry out instructions and plan a training program to fit the needs of the entire Agency, there is hereby created an Advisory Committee composed of the Training Supervisor, as Chairman, the Director of Unemployment Compensation, and the Chief of Benefits. These officials will formulate the training program, which will be finally approved by the Commission. Department officials will be consulted as deemed advisable by this committee in regard to training in their departments. The Training Supervisor will be responsible for the carrying out of the training program within the Agency.

The Training Supervisor will be directly responsible for, and will carry out the provisions of the following insofar as the limited personnel of his department will permit:

1. *Training Plan*

Developing a periodic plan to serve as a guide in carrying the training program forward on a systematic and continuing basis.

2. *Training Audit*

In cooperation with each operating supervisor, he shall make a periodic "training audit" in order to evaluate the training activities carried on according to the plan and also to determine units in which further training is needed.

3. *Training Materials*

Training materials shall be made available for all training programs. The preparation of materials for job training shall be done by the operating supervisor with the assistance of the Training Supervisor. For certain kinds of training, such as induction and over-all programs, the Training Supervisor shall be responsible for preparing the necessary materials.

4. *Reviewing Procedure Materials*

The operating supervisor is responsible for the content of procedural manuals and for changes in these manuals; the training supervisor shall be responsible for the format, indexing, distribution of materials and for reviewing such materials from the standpoint of simplicity and clarity of expression. All instruction, informative materials and manuals must bear evidence of review by the Training Supervisor when being submitted to the Commission for final approval. Likewise, forms and related materials must bear evidence of such clearance.

5. *Induction Training*

In order to secure a uniform induction into the organization, plans for proper induction training will be the responsibility of the Training Supervisor. He shall also assume, for the Section and Unit Supervisors, the responsibility for providing specialized training for those occupational groups which cut across divisional lines, such as, stenographers, typists, and clerks.

6. *Arranging Auxiliary Training*

The Training Supervisor shall survey and keep abreast of training opportunities offered by educational institutions and other outside agencies and shall utilize their services for the benefit of the Agency's employees whenever possible.

7. *Coordinating Training Activities*

The Training Supervisor shall keep in close touch with all units of the Agency and integrate training projects of the individual operating supervisors into the total program.

8. *Training Reports*

In order that the Commission and the Training Supervisor may be kept informed as to current training activities in both the central and local offices, appropriate reports of such activities shall be submitted to the Training Supervisor at designated intervals for transmittal to the Commission.

9. *Outside Materials*

In addition to stimulating preparation and coordination of training materials, the Training Supervisor shall serve as a clearing agent for distributing and exchanging material, programs and other materials of interest to supervisors and employees of the Agency.

10. *Library*

Responsibility for preparing such library functions as assembling, coding, cataloging, and maintaining copies of books, forms, manuals, instructions and other reference documents shall be placed in the office of the Training Supervisor.

11. *Studies in Administration and Management*

The Training Supervisor shall conduct studies into administrative organization and problems in order to carry out the above assignments and as an additional service to the Agency.

The Commission, in order to accomplish the necessary objectives delegated under training, enacted a twofold program. Part I of

this program was created to handle all matters of actual training, covering "induction," "orientation," "in service" and "on the job" training.

Part II of the program was created to establish a long range training and planning board, handling matters pertaining to procedures, manuals, and over-all training of supervisors in key positions.

During the calendar year 1943 great stress was placed on both parts of our training program, majoring our efforts on "in service" training. Due to the decreased claim load, we had an excellent opportunity to effectuate a definite "on the job" and "in service" training course in the Central and Local offices.

We found it necessary, because of budget curtailment, to train all personnel in many phases of our Unemployment Law. Under such a training program we now have employees who are able to occupy any one of a number of various and difficult positions. This training will be invaluable during the post war years when the benefit claim load will in all probability surmount any previous figure. Many of these employees with such a complete over-all knowledge may be immediately usable as supervisors.

"On the job" training was performed through a systematic, or routine schedule, where the employee received actual instructions through his immediate supervisor. Records were kept of all work performed during the training period and the accomplishments carefully studied by the training officer, who is constantly endeavoring to find new and simplified methods of training that will make the work more interesting to each employee.

All "in service" training for supervisors has been performed in a similar manner except, that in addition to the routine schedule, the supervisor attended training conferences held at Augusta. During the previous year all Central Office supervisors, Local Office Deputies, and Field Advisors attended these conferences numbering five in all. Each conference was conducted by the training officer and covered a different phase of our Unemployment Law, rules and regulations, Commission's interpretations, and the Social Security Act as a whole. Each member participated in the seminar by preparing a talk on some delegated subject pertinent to the conference. This talk, after deliverance, was opened for general discussion to all members in attendance. As a result of these discussions the Commission has been able to establish a coalescent policy throughout the various divisions of the agency. Through the tenor of these meetings much of the ferment noticed in previous years has been eliminated.

In addition to the unification of thought, each itinerant supervisor has received a prospectus of all outside functions. This training will permit the transfer or interchange of job and personnel on any of the field assignments, should such become necessary.

Part II of the training program has also received considerable attention during the past year. Various meetings of the committee comprising the Long Range Training and Planning Board has rewarded the agency with many benefits.

Foremost among these was the complete overhauling of the old manuals and procedure into our present streamlined procedure, backed up with well prepared training guides. Studies are continuing to be made to improve our present procedure. It is hoped that we may develop a workable plan that will facilitate the payment of benefits to unemployed persons in the future. Studies are also being made on several additional methods of simplification of wage reporting and benefit payments. Some thought has been given by this committee to many of the allied coverages proposed under Federal sponsorship to the Social Security Act.