

# MAINE STATE LEGISLATURE

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1944-1946

(in three volumes)

VOLUME II

NINTH ANNUAL REPORT  
of the  
Maine Unemployment  
Compensation Commission

to

HIS EXCELLENCY  
GOVERNOR HORACE A. HILDRETH



January 31, 1946



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Honorable Horace A. Hildreth  
Governor of Maine  
State House  
Augusta, Maine

Dear Governor Hildreth:

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 statement showing the financial status of the Maine Unemployment Trust Fund at the close of 1945.

Respectfully submitted,

MAINE UNEMPLOYMENT COMPENSATION  
COMMISSION

L. C. FORTIER, *Chairman*

CHARLES E. FORTIN, *Commissioner*

ROBERT J. FAULKNER, *Commissioner*

MAINE UNEMPLOYMENT COMPENSATION  
COMMISSION

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L. C. Fortier, *Chairman*

Charles E. Fortin, *Commissioner* Robert J. Faulkner, *Commissioner*

ADVISORY COUNCIL

Orren C. Hormell, *Chairman* . . . . . Representing Public  
Arthur Galen Eustis . . . . . Representing Public  
Walter Underwood . . . . . Representing Employers  
Walter E. Nutter . . . . . Representing Employers  
Mark H. Burke . . . . . Representing Employees  
Chelsea Waldron . . . . . Representing Employees

DEPARTMENTS

*Director, L. C. Fortier*

Accounting . . . . . Charles F. Chase  
Appeals . . . . . Peter A. Thaanum, Jr.  
Benefit . . . . . John Bache-Wiig  
Field . . . . . Wallace G. Burke  
Fiscal . . . . . Paul C. Leonard  
Informational . . . . . Charles E. Fortin  
Legal . . . . . John S. S. Fessenden  
Personnel . . . . . Robert J. Faulkner  
Research and Statistics . . . . . Raphael J. Maher  
Training . . . . . Merton J. Gribbin



## INTRODUCTION

During 1945 the Commission adopted a rule establishing the right to determine "Seasonal Industries."

The packing of agricultural products was deemed to be a "Seasonal Industry" by the Commission, accordingly workers performing services for a seasonal employer are paid unemployment insurance on a different basis than other workers.

All of the earnings for a year in covered employment are used to determine the weekly benefit amount of a worker regardless of his employment in a seasonal industry. If he had all of his earnings in seasonal work he will not be eligible to draw benefits outside of the period designated as seasonal.

If a seasonal worker earned 30% or more of his total base period wages in seasonal work, the same percentage of his maximum total benefit amount is designated as "seasonal benefits."

If a worker earns less than 30% of his total base period wages in seasonal work, he is not classified as a seasonal worker and is eligible to draw benefits in accordance with regular procedure.

By amendments enacted by the 1945 Legislature, two significant changes in the Unemployment Compensation Law became effective during the calendar year. The most important of these was the change in the benefit schedule which raised the maximum weekly benefit amount to \$20.00, increased the duration from 16 weeks to 20 weeks, and raised the minimum qualifying annual wages from \$144.00 to \$200.00. The other significant change was with respect to the required waiting period, lowering the requirement from 2 weeks of partial unemployment to one of partial unemployment in cases involving partially unemployed claimants.

The Commission, after experimenting during the latter part of 1944 with a new stream-lined procedure, adopted, as of January 1, 1945, Step One, now known as "Manifest Procedure" which is the first of a three-step stream-lined plan to be entirely in operation April 1, 1946. By use of the so-called "Manifest Procedure" or Step One, Local Offices submit all compensable claims to the Central Office for payment on a manifest, rather than by individual weekly claims. In order to implement this change the Commission by regulation established the calendar week of Sunday to Saturday inclusive as the compensable week, rather than the flexible week as previously in effect. This change has greatly increased the overall efficiency of the Agency, reducing both the time required for

claims taking in the Local Offices and for issuing checks in the Central Office. Without this change it would not have been possible to handle the current load with the personnel available.

Step Two of the Commission's stream-lined procedure was placed into operation July 1, 1945, at which time the Agency decentralized the authority for charging employers' experience rating records to the local office.

Step Three of the Commission's stream-lined policy will be placed in operation April 1, 1946, to cover the preparation of claimants' wage determinations at the local office level. Under this decentralized plan, the local office will determine from Withholding Statements, submitted by the worker, the weekly benefit amount and total amount available immediately upon the claimant's visit to the local office. This third step will complete a two-year study made by the Agency's Long Range Planning Board, and when the plan is adopted in its entirety the Maine Unemployment Compensation Commission should be outstanding in the administration of Unemployment Compensation. The theory behind the entire plan is for decentralization, allowing the work to be done at the local office, where the majority of problems arise.

The Social Security Board, as well as many State agencies, are extremely interested in our new stream-lined procedure.

The 92nd Legislature enacted an amendment to the "Experience Rating" provision of the Act whereby an employer may be entitled to a rate as low as 1.2% of his taxable payroll.

Another amendment affecting experience rating was a change in the method of "charge-backs" to employers—instead of benefits paid being charged to employers in the claimant's base period in inverse chronological order, they are now charged to the last subject employer unless it is shown that:

Claimant's separation from his last employer was for misconduct in connection with his employment, or was voluntary without good cause attributable to such employer; or

Claimant has refused to accept reemployment in suitable work when offered by his last employer, without good cause attributable to such employer; or

Claimant's benefits are based, in whole or in part, on "frozen credits" under subsections (1) and (2) of section 19 (p) of the Unemployment Compensation Law,

in which case they are charged to the General Fund.

## REPORT OF ADVISORY COUNCIL

The Advisory Council of the Maine Unemployment Compensation Commission owes its legal existence to the original Maine Unemployment Compensation Law of 1935, P. L. 1935, C. 192, as amended to July 21, 1945. The Commission is authorized ("may") to appoint an Advisory Council of not more than six members, two representing employers, two representing employees, and two representing the general public. The representatives of employers and employees should be chosen on the basis that they are "representative because of their vocation, employment; or affiliation." The Law provides that the function of the Council shall be to "aid the Commission in formulating policies and discussing problems related to the administration of this Act and in assuring impartiality and freedom from political influence in the solution of such problems."

*Council Personnel.* The Council consists of the following:

1. Representatives of the Public.
  - (a) Orren C. Hormell, chairman—has served since the beginning of the Council in 1937—Professor of Government, Bowdoin College, Brunswick.
  - (b) Arthur Galen Eustis, Professor of Business Administration; Treasurer and Business Manager, Colby College, Waterville.
2. Representatives of Employees.
  - (a) Mark H. Burke, Secretary and Business Agent of the Lewiston and Auburn Shoeworkers under council, Personnel section number 2, Lewiston.
  - (b) Chelsea Waldron, Business Agent, Moving Picture Operators Local Union No. 458, I.A.T.S.E., affiliated with the A. F. of L., Portland.
3. Representatives of Employers.
  - (a) Walter E. Nutter, Purchasing Agent, Goodall-Sanford, Inc., Sanford.
  - (b) Walter Underwood, Safety Director, Central Maine Power Co., Augusta.

*Activities of the Council.* The Council, in exercising its legal functions stated above, sends representatives to meetings of the delegates from the Commissions and Councils of the six New England

States and New York; attends and participates in special meetings called by the Commission to confer with labor groups, and with management groups in the discussion of pertinent problems and proposed legislation.

The legislative measures approved by the Council in 1945 had for their purpose in a large measure the improvement and simplification of administrative machinery and procedures, and the liberalizing of compensation features in the interest of employees. Two important measures were advocated which failed of enactment: (a) reduction of the number of employees from 8 to 1 required to bring the employer under coverage of the Act; (b) the repeal of the so-called "double jeopardy" clause.

A representative of the Council and a member of the Commission called the above mentioned measures to the attention of the Research Committee considering proposals for legislation to be presented to the 93rd Legislature in 1947.

Six regular meetings were held during the year 1945,—February 15, April 26, June 21, August 23, October 18, and December 20. The subjects discussed and designated for additional or continued study included:

1. Seasonality or seasonal employment, its effect upon the security of the fund and possible remedies.
2. Working of the "experience rating provision" of the Law and its possible effect upon the size of the fund and upon individual benefits.
3. New forms for "initial wage determination and deputies' decisions."

The simplification and unification of such forms, your Council believes, will be exceptionally beneficial both to the employer and to the employee. It is gratifying that the Maine Commission among the Commissions of all the States has taken the leadership in perfecting the above mentioned procedure.

4. The relation of the Employment Service to the Unemployment Compensation Commission.

The Council has supported the Commission in its approval of the return of the Employment Service to the State. It believes that no small portion of its time should be spent in studying and discussing the Employment Service if and when it is returned to the State.

*Recommendations.* The Council joins the Commission in urging every employer to make use of the Employment Service in attempting to satisfy his requirements for additional employees.

The Council recommends that the fullest possible publicity be given to the objectives and working of the Unemployment Compensation Service in order that labor, management, and the consuming public may receive the full benefit of the *Service*.

### ACCOUNTING DEPARTMENT

At the beginning of 1945 there were 3,522 active employer accounts. During the year 317 new accounts were coded, and 94 accounts previously closed were reopened. During the same period 244 accounts were closed and 104 placed inactive, leaving a balance of 3,585 active accounts as of December 31, 1945.

The total amount received and deposited during 1945 was \$7,455,825.95. This amount included contributions, interest on overdue employer accounts, late payroll penalties, and interest on the Trust Fund.

Total collected and deposited . . . . .	\$7,455,825.95
Applied to 1937 contributions . . . . .	232.27
Applied to 1938 contributions . . . . .	542.78
Applied to 1939 contributions . . . . .	802.04
Applied to 1940 contributions . . . . .	970.96
Applied to 1941 contributions . . . . .	1,946.81
Applied to 1942 contributions . . . . .	3,441.41
Applied to 1943 contributions . . . . .	9,981.10
Applied to 1944 contributions . . . . .	1,541,710.69
Applied to 1945 contributions . . . . .	5,055,984.23
Interest on delinquent employer accounts . .	2,279.07
Late payroll penalty . . . . .	2,561.50
Interest on Trust Fund . . . . .	835,373.09

During the year 1945 employers were issued 317 refunds in the amount of \$19,103.45.

### Experience Rating Unit

An analysis of 3,538 employer accounts as of December 31, 1944, revealed that 2,393 accounts were eligible to a rate lower than 2.7%. The number of employers entitled to an experience rate is 67% of the total number as compared to 60% for the previous experience rating year.

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

Industry	Total	1.5%	1.8%	2.1%	2.4%	2.7%
TOTAL ALL INDUSTRIES.....	3,538	1,358	535	367	133	1,145
Agriculture.....	10	—	—	1	1	8
Forestry.....	4	1	1	1	—	1
Bituminous and other soft-coal mining....	4	—	—	1	—	3
Nonmetallic mining and quarrying .....	12	—	—	3	—	9
Building construction—general contractors	82	5	4	14	5	54
General contractors, other than building..	42	3	1	5	7	26
Construction—special-trade contractors..	144	16	11	16	5	96
Ordnance and accessories.....	2	1	—	—	—	1
Food and kindred products.....	167	40	18	22	11	76
Textile-mill products.....	67	6	10	14	14	23
Apparel and other finished products.....	27	2	8	5	1	11
Lumber and timber basic products.....	332	39	54	63	18	158
Furniture and finished lumber products....	105	35	20	16	1	33
Paper and allied products.....	31	15	10	2	—	4
Printing, publishing, and allied industries	38	34	—	—	1	3
Chemicals and allied products.....	34	5	5	4	3	17
Rubber products.....	7	1	—	—	1	5
Leather and leather products.....	79	15	16	14	8	26
Stone, clay, and glass products .....	20	3	2	3	1	11
Iron and steel and their products .....	32	12	7	5	2	6
Transportation equipment.....	33	2	—	10	3	18
Nonferrous metals and their products.....	5	1	1	2	—	1
Electrical machinery.....	3	1	—	1	—	1
Machinery (except electrical).....	23	2	5	7	1	8
Miscellaneous manufacturing industries..	14	4	2	1	1	6
Local railways and bus lines.....	12	—	4	3	—	5
Trucking and warehousing for hire.....	71	15	25	9	1	21
Other transportation, except water trans- portation.....	18	—	1	6	2	9
Water transportation.....	6	2	1	—	2	1
Services allied to transportation, N.E.C....	12	—	2	—	2	8
Communication.....	19	17	2	—	—	—
Utilities.....	24	21	1	2	—	—
Local utilities and local public services, N.E.C.....	34	31	2	—	—	1
Full-service and limited-function whole- salers.....	216	122	27	9	5	53
Wholesale distributors.....	373	238	49	15	3	68
Wholesale and retail trade combined, N.E.C.....	71	36	14	6	—	15
Retail general merchandise.....	62	29	18	7	—	8
Retail food and liquor stores.....	81	37	12	3	1	28
Retail automotive.....	90	72	7	1	1	9

	Total	1.5%	1.8%	2.1%	2.4%	2.7%
Retail apparel and accessories.....	103	39	25	17	1	21
Retail trade, N.E.C.....	225	124	43	10	4	44
Eating and drinking places.....	135	8	35	21	5	66
Retail filling stations.....	9	6	-	-	-	3
Banks and trust companies.....	72	56	11	1	-	4
Security dealers and investment banking	24	19	2	-	-	3
Finance agencies, N.E.C.....	18	13	2	-	-	3
Insurance carriers.....	82	72	4	2	-	4
Insurance agents, brokers, and services....	16	11	-	-	-	5
Real Estate.....	37	21	5	4	1	6
Real estate, insurance, loans, law offices..	1	1	-	-	-	-
Holding companies.....	5	5	-	-	-	-
Hotels, rooming houses, camps, and other lodging places.....	96	9	12	22	11	42
Personal services.....	89	22	29	6	5	27
Business services, N.E.C.....	48	24	2	1	-	21
Employment agencies and commercial and trade schools.....	6	4	-	-	-	2
Automobile repair services and garages ..	28	13	4	3	1	7
Miscellaneous repair services and hand trades.....	10	3	2	1	-	4
Motion pictures.....	48	29	5	1	-	13
Amusement and recreation and related services, N.E.C.....	37	3	3	2	3	26
Medical and other health services.....	12	3	4	4	-	1
Law offices and related services.....	1	1	-	-	-	-
Educational institutions and agencies.....	1	-	1	-	-	-
Other professional and social-service agencies.....	6	1	-	-	-	5
Nonprofit membership organizations.....	22	7	6	1	1	7
Establishments, N.E.C.....	1	1	-	-	-	-

The Commission is of the opinion that the "Experience Rating" provision should be continued.

### Field Advisory Unit

The Field Examiners made 16,224 calls on employers during 1945 for the purpose of performing audits, determining liability, collecting overdue accounts and disseminating information on all phases of the Unemployment Compensation Law.

Audits revealed 299 employers had underpaid \$6,185.44, while 191 had overpaid \$5,559.51.

This unit established 154 new accounts amounting to \$42,696.17.

Three thousand fifty-seven calls were made for the purpose of familiarizing employers with the changes in the Law, and other pertinent matters.

During 1945 the Examiners contacted 558 delinquent employers and collected \$58,880.44.

Field Examiners have been used to accept itinerant claims during the year.

## **APPEALS DEPARTMENT**

### **Appeal Tribunal**

Until V-J Day—August 14, 1945—there was little, if any, difference in the number of appeal cases presented to the Appeal Tribunal in connection with benefit payments. However, after that date, there was a sharp increase in the number of cases, this increase becoming greater each month for the last four months of the year. This increase was noticeable in connection with appeals in other categories, including appeals against other States filed by claimants now residing in this State and those filed in connection with Servicemen's Readjustment Allowances.

Hearings have been conducted in localities convenient to the claimant, and the majority of cases have been cleared without serious delay in the payment of benefits to the claimant.

At the beginning of the year 1945, there were 20 active cases carried over from the previous year. Three hundred and eighty benefit appeals were received during the year, making a case load of 400 cases on the year's docket. Forty of these cases were withdrawn prior to hearing, 284 were decided by formal decision, and 76 remained pending as of December 31, 1945. Three hundred and forty-three of these benefit appeals were filed by claimants and 37 were filed by employers.

In addition to the 400 benefit cases, the Appeal Tribunal was called upon to conduct 81 hearings in appeal cases connected with the payment of claims by other States to residents of this State, and testimony was forwarded to the respective Boards of Review making such requests.

The Appeal Tribunal, acting for the Veterans Administration, heard and decided appeals in 51 cases. There was one case pending from the year 1944, and 57 cases were received during 1945. Seven cases were pending at the end of the year.

The 380 appeals received during the current year represent about 8.2% of the total number of decisions made by the deputies—4,626. It might be noted in passing that this percentage does not seem to vary a great deal from year to year, although the case load has increased.

Following is 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, 1945**

ISSUES INVOLVED	Decisions Rendered	PRIOR DETERMINATION			
		ALLOWED		DISALLOWED	
		Affirmed	Reversed	Affirmed	Reversed
Able and Available.....	122	2	56	54	10
Suitable Work.....	74	—	35	39	—
Voluntary Quit.....	49	7	12	14	16
Misconduct.....	12	1	4	3	4
Determination and Coverage.....	3	—	3	—	—
Claim and Registration.....	19	—	6	4	9
Total and Partial Unemployment.....	2	—	2	—	—
Not Unemployed.....	1	—	—	1	—
Self-employed.....	2	—	2	—	—
<b>TOTALS.....</b>	<b>284</b>	<b>10</b>	<b>120</b>	<b>115</b>	<b>39</b>

**Commission**

During the year the Commission rendered 24 decisions appealed from the Tribunal relative to benefit payments. The following table indicates the issues involved and the disposition:

ISSUES INVOLVED	Decisions Rendered	PRIOR DETERMINATION			
		ALLOWED		DISALLOWED	
		Affirmed	Reversed	Affirmed	Reversed
Able and Available.....	12	0	1	11	0
Misconduct.....	0	0	0	0	0
Suitable.....	8	0	1	4	3
Voluntary Quit.....	4	1	0	3	0
<b>TOTALS.....</b>	<b>24</b>	<b>1</b>	<b>2</b>	<b>18</b>	<b>3</b>

In addition to the above cases the Commission rendered two decisions relative to employer liability during the year.

The Commission was called upon to render decisions in two cases involving labor disputes within the purview of section 5(d) of the Act.

## BENEFIT DEPARTMENT

The claim load for the year increased drastically over the load in 1944 and 1943, and approached within 9% of the 1942 load. The peak for the year was reached in December, for which month the load was the highest for any month since April 1941, resulting in the payment in that month of 25,219 benefit checks totalling \$395,949. This number is equivalent to 78.5% of the total number of 32,125 checks issued during the entire year 1944. This increased load together with the steadily mounting claim load under Title V of the Serviceman's Readjustment Allowance Act, which this Commission is administering in the State of Maine as the agent for the Veterans Administration, has necessitated a substantial increase in the personnel of the Benefit Department in the Central Office and in the various Local Offices. At the close of the year there were 36 employees in the Benefit Department in the Central Office, and 35 employees in the Local Offices, as against 11 and 17, respectively, on January 1, 1945.

### *Initial Claims*

During the calendar year 1945 a total of 23,092 new initial claims were received in the Central Office. This total reflects an increase of 199% over the 7,722 received during the calendar year 1944, and represents 43.7% of the annual average for the eight years during which benefits have been payable, and is the highest number received in a calendar year since 1942, when a total of 26,416 were received.

A total of 22,720 initial claims were disposed of by first determination. Of these 21,008, or 92.5% were found to be eligible, and 1,712, or 7.5%, not eligible. The 7.5% found not eligible is substantially lower than the average for the 7 previous years, which is 12.7%. There were 420 initial claims pending determination at the close of the year, 356 of which were received on the last working day in December.

### *Benefit Payments*

The total number of benefit checks issued and mailed to claimants during 1945 was 118,980 in a gross amount of \$1,752,942. While these figures reflect an increase of 270.4% in number of checks issued and 445% in amount paid in the previous calendar year, they

represent only 20.9% and 38.6%, respectively, of the 568,325 checks issued and the \$4,537,809.55 paid out during the peak year 1938. The average amount of all checks issued during 1945 was \$14.73, an increase of 47% over the average check issued in 1944, which was \$10.01. While this increase in the average payment is due in part to the increase in the maximum weekly benefit amount from \$18.00 to \$20.00, it is largely attributable to the heavy proportion of claimants having had earnings of \$2,000.00 or more in war industries during 1944, thereby becoming eligible for the maximum weekly payment of \$20.00. It is relevant to note here that the average individual annual wages as reported to this Commission by subject employers have increased steadily from \$1,068.00 for 1939 to \$2,102.00 for 1944, representing an increase of 96.8% in a period of 5 years.

Whereas 21,008 claimants who filed during the year 1945 were found to be eligible to draw benefits, only 14,607 continued to file claims to complete their waiting period and draw at least one payment. In other words, the number of claimants who received one or more payments is equivalent to 69.5% of the number of claimants found eligible. The corresponding ratio for 1944 was 64%, and for 1943 was 68.8%. The total number of claimants who exhausted their benefits during the year was 1,430, which reflects a ratio of 6.8% to the number of claimants found eligible during the year, and a ratio of 9.8% to the number of claimants who drew first payments.

### *Adjustment Section*

During the calendar year a total of 4,626 Deputies' Decisions were recorded and tabulated in the Central Office, 2,314 of which were in favor of the claimant and 2,312 against the claimant—a practically even fifty-fifty division. While the number of decisions for the year denotes an increase of 44% over the previous year, the ratio of the number of decisions to the number of eligible claimants dropped from 47% in 1944 to 22% for the year 1945.

A total of 770 decisions, or 16.6% involved disqualifications aggregating 2,777 weeks and reductions of \$41,937.00 in available benefits. The average duration of disqualifications was 3.6 weeks and the average reduction in available benefits was \$54.46. The accompanying table presents an analysis of all decisions by type of question involved:

Type of Case	Total Number	Allowed		Disallowed or Disqualified	
		Number	Per Cent	Number	Per Cent
Voluntary Quit . . . . .	1355	1070	79.0%	285	21.0%
Misconduct . . . . .	497	338	68.0%	159	32.0%
Refusal to Accept or Apply . . . . .	829	503	60.7%	326	39.3%
Able and Available . . . . .	1883	400	21.2%	1483	78.8%
Other . . . . .	62	3	4.8%	59	95.2%
All Cases . . . . .	4626	2314	50.0%	2312	50.0%

It is interesting to note that in the two largest categories, namely cases involving Voluntary Quit and Able and Available, 79% of the former were decided *in favor* of the claimant while 78.8% of the latter were decided *against* the claimant. As usual the largest category involved the question of Able and Available, namely 40.7% of all cases.

#### *Interstate Unit*

During the calendar year a total of 1,331 initial and 5,492 continued interstate claims were filed against Maine as the liable State, in accordance with the interstate agreement.

A total of 3,441 continued claims were paid in a total amount of \$56,124 as shown by the following table:

<i>State</i>	<i>Weeks Covered</i>	<i>Amt. of Payment</i>
Alabama . . . . .	8	\$135.
Arizona . . . . .	58	606.
Arkansas . . . . .	32	454.
California . . . . .	187	2,892.
Connecticut . . . . .	230	3,953.
Florida . . . . .	105	1,630.
Georgia . . . . .	19	291.
Illinois . . . . .	5	30.
Indiana . . . . .	15	165.
Kansas . . . . .	1	20.
Kentucky . . . . .	41	411.
Louisiana . . . . .	6	114.
Maryland . . . . .	19	369.
Massachusetts . . . . .	850	13,512.
Michigan . . . . .	11	132.

<i>State</i>	<i>Weeks Covered</i>	<i>Amt. of Payments</i>
Minnesota . . . . .	13	242.
Mississippi . . . . .	6	72.
Missouri . . . . .	7	63.
Nebraska . . . . .	6	54.
New Hampshire . . . . .	851	14,544.
New Jersey . . . . .	68	1,203.
New York . . . . .	451	8,011.
North Carolina . . . . .	11	142.
Ohio . . . . .	31	420.
Pennsylvania . . . . .	46	725.
Rhode Island . . . . .	93	1,559.
South Carolina . . . . .	25	421.
Tennessee . . . . .	19	274.
Texas . . . . .	22	222.
Vermont . . . . .	139	2,614.
Virginia . . . . .	15	124.
Washington . . . . .	35	494.
West Virginia . . . . .	16	226.

*Readjustment Allowances*

The activities of the Benefit Department with respect to carrying out the Commission's agreement with the Veterans Administration to administer Veterans Readjustment Allowances under Title V of the GI Bill of Rights increased steadily and substantially throughout the year, to a point where at the close of the year this load nearly equalled the State Unemployment Compensation load.

During the year 6,929 applications were received in the Central Office. The number cleared was 6,923, of which 6,886 were determined eligible for allowances, and 37 were found not eligible. At the close of the year 17 applications were pending, these being irregular cases requiring additional information through the Veterans Administration.

The total number of checks for weekly unemployment allowances issued during the year was 29,155, in an aggregate amount of \$581,078.00.

During the year 742 Deputies' Decisions were rendered with respect to GI claims. The following tabulation shows decisions by questions involved:

Type of Case	Total Number	Allowed		Disallowed or Disqualified	
		Number	Per Cent	Number	Per Cent
Voluntary Quit . . . . .	359	325	90.5%	34	9.5%
Misconduct . . . . .	43	30	69.8%	13	30.2%
Refusal to Accept or Apply . . . . .	129	105	81.4%	24	18.6%
Able and Available . . . . .	210	71	33.8%	139	66.2%
Other . . . . .	1	0	0%	1	100%
All Cases . . . . .	742	531	71.6%	211	28.4%

It will be noted that 48.4% of all cases are in the category involving Voluntary Quit and that 90.5% of these cases were decided in favor of the veteran, whereas in the next highest category involving Able and Available covering 28.3% of all cases, only 33.8% of the decisions were in favor of the veteran.

### FISCAL DEPARTMENT

The funds available to cover the administrative cost of the Agency for the calendar year 1945 totalled \$340,303.11 and are set up as follows:

Grant from Social Security Board . . . . .	\$307,652.69
Servicemen's Readjustment Act . . . . .	18,416.77
Reallotted from prior year . . . . .	14,233.18
Miscellaneous Receipts . . . . .	.47

For the calendar year 1944, there was available the amount of \$235,606.99, but the Agency, due to an expanded claim load required additional funds to meet the increased expenses which such a claim load entailed.

Expenditures for Personal Services during 1945 were \$157,323.02, as compared to \$142,896.20 for 1944.

All records and accounts relating to the Administrative Fund up to July 1, 1945, have been audited by the Federal Government and approved without exception.

## Trial Balance

### *Assets*

Cash . . . . . \$100,995.42

### *Liabilities*

Unencumbered Allotments . . . . . \$77,520.92

Unliquidated Encumbrances

(Current) . . . . . 11,586.99

(Prior) . . . . . 11,887.04

Miscellaneous Receipts: Departmental

garage . . . . . .47

————— \$100,995.42

### Summary

Total Funds available for period January 1-

December 31, 1945 . . . . . \$340,303.11

Less total Expenditures for period January

1-December 31, 1945 . . . . . 262,781.72

Unencumbered Balance . . . . . \$77,521.39

### Grants

Social Security Board . . . . . \$307,652.69

Servicemen's Readjustment Act . . . . . 18,416.77

Miscellaneous Funds—Departmental garage . . . . . .47

Reallotted from prior year . . . . . 14,233.18

————— \$340,303.11

Less total Expenditures for period Jan. 1-Dec. 31, 1945. 262,781.72

————— \$77,521.39

### *Expenditures*

Personal Services . . . . . \$157,323.02

Consumable Supplies . . . . . 20,565.90

Communications . . . . . 11,840.57

Travel Expense . . . . . 12,262.92

Printing and Binding . . . . . 1,488.95

Heat, Light, and Water . . . . . 6,375.48

Rent of Premises . . . . . 29,323.51

Rent of Equipment . . . . . 3,618.00

Repairs and Alterations . . . . . 2,762.96

Other Expense . . . . . 7,349.09

Equipment . . . . . 9,871.32

————— \$262,781.72

The Unemployment Compensation Fund was established for the purpose of paying benefits to eligible unemployed individuals. This Fund consists of all monies collected from employers (with the exception of interest and penalties subsequent to July 21, 1945, which are deposited in the Special Administrative Fund) and interest earned on the Unemployment Trust account deposited with the United States Treasury.

The total income of the Unemployment Compensation Fund less benefit payments since 1936 is as follows:

Interest earned on Unemployment Trust Fund . . . . .	\$2,042,864.54
Other Income—Benefit fines . . . . .	145.00
Interest and Penalties on Employer accounts (to July 21, 1945) . . . . .	51,727.48
Contributions—1936 . . . . .	1,177,444.63
Contributions—1937 . . . . .	2,676,995.48
Contributions—1938 . . . . .	3,609,316.38
Contributions—1939 . . . . .	3,928,881.40
Contributions—1940 . . . . .	4,034,525.50
Contributions—1941 . . . . .	5,514,915.09
Contributions—1942 . . . . .	8,116,079.64
Contributions—1943 . . . . .	8,916,569.77
Contributions—1944 . . . . .	7,577,262.99
Contributions—1945 . . . . .	5,051,317.26
	\$52,698,045.16
Net Benefits Paid—1938 . . . . .	\$4,196,189.40
Net Benefits Paid—1939 . . . . .	2,872,556.89
Net Benefits Paid—1940 . . . . .	3,470,158.72
Net Benefits Paid—1941 . . . . .	1,543,387.24
Net Benefits Paid—1942 . . . . .	1,182,664.40
Net Benefits Paid—1943 . . . . .	427,997.72
Net Benefits Paid—1944 . . . . .	320,601.05
Net Benefits Paid—1945 . . . . .	1,750,348.94
	15,763,904.36
	\$36,934,140.80

### Time and Cost Unit

There is maintained by the Fiscal Department a Time and Cost study which shows by daily tabulation and by code system the actual hours spent on each activity within the Agency which is



translated to actual cost based on the salaries of the individual employees. This Time and Cost study, which heretofore has been maintained solely for the Employment Security Agency, has now been broadened in scope to include the activities relative to handling claims filed by Veterans under Title V of the Servicemen's Readjustment Allowance Act.

### **INFORMATIONAL DEPARTMENT**

During recent months many veterans, both men and women, have applied to claims deputies for resolving readjustment allowances due them under Title V of the Servicemen's Readjustment Allowance Act. This has necessitated a special informational program so that understanding might be achieved regarding eligibility, amount payable, and duration of payments. This program will be augmented in 1946 as veteran traffic attains its peak.

To supplement the more routine publicity achieved through press and radio, Commissioners and administrative officers have made many public appearances before service clubs, employers, labor organizations, veterans' posts, and other interested groups.

During the latter weeks of December a comprehensive informational program was developed. This program utilizes several media, —press, radio, educational pamphlets and charts, to bring before specific groups the policies and methods of the Commission's operations. In view of the fact that the coming year will undoubtedly bring many problems which can best be solved with the intelligent cooperation of contributing employers and potential claimants, it is believed that this coordinated informational program will be a potent factor in the efficient administration of the Unemployment Compensation Law.

The Commission wishes to express its appreciation to the press and radio stations in the State for their assistance in facilitating the work of the Commission.

### **LEGAL DEPARTMENT**

For eleven months in 1945 the legal affairs of the Maine Unemployment Compensation Commission were handled by Mr. John G. Marshall of Auburn, Maine. On December 10, 1945, upon Mr. Fessenden's return from service in the Navy, he resumed his functions of Assistant Attorney General, handling legal affairs of the Commission.

Since 1945 was a legislative year a great deal of the time of the Legal Department was devoted to the preparation of necessary amendments to the Maine Unemployment Compensation Law, and attendance at hearings with respect thereto. Twenty amendments to the Law were enacted. Among the more important was the amendment which increased the weekly benefit amount, particularly in the lower brackets. None of the Commission's court cases went to the Law Court during 1945 but one court decision of importance was made.

In this case the operator of a saw mill was held to be liable for contributions on the payroll of woods operators, who contracted with the saw mill owner to cut either on the land owned by the mill owner, or where not owning the land the mill owner had stumpage rights. This decision appears to be in line with the sub-contractor features of Section 19 (e) of the Unemployment Compensation Law.

## RESEARCH AND STATISTICS DEPARTMENT

Reports and analyses dealing with all phases of the Unemployment Compensation program are prepared in this department for use by the Commission, the Bureau of Employment Security, and various interested public and private agencies, employers, labor groups, and civic organizations. The department handles the reporting functions of the Commission with respect to the Servicemen's Readjustment Allowance program. Statistical presentations which are assembled and released have a four-fold purpose in that they are used: for administrative purposes in guiding operations; in appraising the effectiveness of programs; as reliable indices of economic trends in the State; and in the dissemination of information as to the activities of the Commission.

Because of their comprehensive nature, the records of this Agency provide highly significant data relative not only to unemployment but also levels of employment and trends of wages in Maine. It would not be feasible to cover all aspects of these records in this report, but the accompanying tables, based on some of the studies made in the Research and Statistics Department during the year 1945, serve to portray the extensiveness of and changes in Unemployment Compensation activities during the year.

### *Unemployment Compensation Program*

A total of \$1,752,942.00 (gross amount) was paid by the Commission in 1945 to 14,788 individuals covering 118,374 weeks of un-

employment. The average amount received by eligible claimants during the year was \$118.54 for an average of eight compensable weeks. In 1944 the Commission paid \$321,659.00 (gross amount) to 4,358 covered workers to compensate for 31,978 weeks of unemployment. In comparing the two years, payments in 1945 increased 445% and weeks of unemployment increased 270% over 1944. Of the amount issued in benefits during the past year, 89% went to persons who were totally unemployed during an aggregate of 98,613 weeks. Between January 1 and December 31, 1945, there were 1,552 part-total and 18,209 partial unemployment payments made amounting to \$16,911.00 and \$175,011.00 respectively.

The effects of the shift of our economy from a war to a peace-time basis are well illustrated in the activities of the Commission during 1945. In the first eight months of the year, curtailments in war production resulted in an increase in the claim load, but with the complete cancellation of many war production contracts following V-J Day, the volume of unemployment took a sharp turn upwards. Benefits paid for the months of September, October, November, and December amounted to \$1,094,932.00, which was 63% of the total amount paid during the year.

An analysis of benefits paid according to the industries from which claimants were separated indicates rather graphically the extent to which munitions plants in Maine were affected by the cessation of hostilities. The shipbuilding industry (Transportation Equipment) accounted for 41% of all the weeks of unemployment compensated during the year. Other war production activities which felt the impact of contract cancellations most seriously, as evidenced by increases in unemployment compensation payments to their former employees, were the Iron and Steel, and the Machinery manufacturing industries.

A certain amount of unemployment occurring in 1945 was due to reasons other than lay-offs from war work. Shortages of materials prevented many manufacturers from maintaining their production schedules; some workers who had been employed on a war duration basis were replaced by returning servicemen with reemployment rights; seasonal unemployment, particularly in the food processing industry, was pronounced during the winter and spring months; a number of workers were out of jobs temporarily due to the practice of some establishments of laying off production employees during inventory periods; changes in machinery and production techniques caused short lay-offs in certain plants; and shortages of consumer

goods made it necessary for certain employers in the distribution industries to reduce their employment from time to time.

The distribution by industry as given in Table 4 is not an accurate indicator of comparative wage scales in the various industries since the size of a worker's weekly benefits is determined from his earnings in all covered employment during the base period (in this case the calendar year 1944), while the breakdown designations in Table 4 represent the industries from which claimants separated in 1945. In spite of this limitation, the Table provides many interesting facts concerning the nature of benefit payments made. It will be noted that the average weekly payment issued to totally unemployed workers separating from the shipbuilding industry was \$19.05. This was the highest average weekly amount paid to workers from any industry. The lowest for total unemployment (\$9.16) was paid to workers from the Food and Kindred Products industry. In Table 4 it will be seen that for some industry groups the average payments for part-total or partial unemployment exceeded those made for total unemployment. This is explained by variances in the base period wage credits of the different types of claimants.

Claimants residing in each of Maine's sixteen counties received more in unemployment benefits during 1945 than in 1944. The greatest increase in payments was to residents of Cumberland County who received a little over half of the total amount paid during the year. This increase may be attributed to heavy lay-offs of war production workers in Portland and South Portland. Washington and Androscoggin County residents received large amounts in benefits also. Seasonal unemployment in the fish processing industry was responsible for the benefit load in Washington County, while the majority of the claimants in Androscoggin County were former shipyard workers.

Claims-taking activities in the local offices of the Maine Unemployment Compensation Commission were at a higher level in 1945 than they have been since 1942. As indicated in Tables 6 and 7, there were 30,895 initial claims and 147,856 continued claims taken during the year. The volume of initial claims increased 116% over 1944, while continued claims increased 255%.

Tables 8 and 9 relate to employment and wages in establishments covered under the Unemployment Compensation Law during 1944. Similar information will not be available for 1945 until all subject employers have furnished reports covering the last quarter of the year.

### *Servicemen's Readjustment Allowance Program*

The work load which has built up under the Servicemen's Readjustment Allowance program reached sizeable proportions toward the end of 1945, as may be seen from the summary of activities presented in Tables 10 and 11. During the year 37,735 claims (7,793 initials and 29,942 continued) for unemployment allowances, and 232 claims for self-employment allowances were received from veterans of World War II. A total of \$581,078.00 was paid to eligible veterans to cover 29,155 weeks of unemployment. The marked upward trend in activities in the last few months of the year resulted from the accelerated demobilization program of the armed forces following the defeat of Japan. The number of ex-servicemen returning to the labor market following their discharge became increasingly heavy after September, and because of general economic conditions, suitable employment has not been obtainable for all.

**Table 1--Weeks of Unemployment Covered and Amount of Benefit Payments Issued Classified by Month and Type of Benefit Payment for 1945**

MONTH	All Payments		TYPE OF UNEMPLOYMENT					
			Total		Part-Total		Partial	
	Weeks Covered	Amount	Weeks Covered	Amount	Weeks Covered	Amount	Weeks Covered	Amount
TOTAL.....	118,374	\$1,752,942	98,613	\$1,561,020	1,552	\$16,911	18,209	\$175,011
January.....	7,513	75,072	5,653	58,118	80	848	1,780	16,106
February.....	5,502	57,415	4,780	50,999	67	655	655	5,761
March.....	4,003	47,988	3,609	44,250	81	828	313	2,910
April.....	2,936	39,074	2,550	36,140	58	574	328	2,360
May.....	6,575	91,620	4,789	76,164	66	671	1,720	14,785
June.....	8,420	116,776	6,127	95,873	88	963	2,205	19,940
July.....	7,923	116,960	6,467	101,917	132	1,291	1,324	13,752
August.....	7,364	113,105	6,117	98,591	92	880	1,155	13,634
September.....	9,295	148,954	7,437	128,896	102	1,081	1,756	18,977
October.....	14,399	235,103	11,901	208,891	198	2,149	2,300	24,063
November.....	19,237	314,926	16,902	292,740	295	3,442	2,040	18,744
December.....	25,207	395,949	22,281	368,441	293	3,529	2,633	23,979

**Table 2--Summary of Weeks of Unemployment Compensated Broken Down  
by Industry and by Month for 1945**

INDUSTRY	Total	MONTH OF											
		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
TOTAL ALL INDUSTRIES . . . . .	118,374	7,513	5,502	4,003	2,936	6,575	8,420	7,923	7,364	9,295	14,399	19,237	25,207
Agriculture, Forestry and Fishing . . . . .	177	17	15	12	4	3	4	7	9	5	6	26	69
Mining and Quarrying . . . . .	246	40	58	48	11	4	5	10	9	4	5	15	37
Construction . . . . .	2,169	238	340	360	135	103	69	51	40	83	120	167	463
Manufacturing:													
Ordnance and Accessories . . . . .	157	—	—	—	—	—	—	3	—	26	36	47	45
Food and Kindred Products . . . . .	28,542	5,209	3,446	1,588	864	2,337	2,911	1,933	1,149	984	1,038	1,905	5,178
Textile and Apparel . . . . .	7,994	468	308	321	285	476	797	760	777	693	858	1,082	1,169
Basic and Finished Lumber Products . . . . .	2,632	72	74	67	98	119	128	106	138	184	388	546	712
Paper and Allied Products . . . . .	1,138	82	76	115	49	54	65	71	72	69	114	166	205
Printing and Publishing . . . . .	39	—	—	—	—	—	—	3	1	10	8	10	7
Chemicals and Allied Products . . . . .	107	1	4	5	4	6	5	13	8	9	5	22	25
Leather and Leather Products . . . . .	8,676	352	138	131	102	145	282	490	453	1,027	1,932	1,814	1,810
Stone, Clay and Glass Products . . . . .	444	75	78	98	37	16	30	19	16	14	4	16	41
Iron and Steel and Their Products . . . . .	1,076	17	30	26	17	23	33	26	33	65	179	260	367
Transportation Equipment . . . . .	51,313	372	378	665	943	2,678	3,231	3,500	3,389	4,591	7,802	11,122	12,642
Nonferrous Metals and Their Products . . . . .	24	—	—	2	4	—	—	—	—	—	7	5	6
Machinery (except electrical) . . . . .	2,258	92	143	102	64	66	74	100	85	294	428	408	402
Other Manufacturing Industries . . . . .	652	18	13	21	8	8	18	58	55	41	72	117	223
Transportation, Communication and Other Public Utilities . . . . .	4,149	129	113	156	93	250	446	400	614	680	608	372	288
Eating and Drinking Places . . . . .	525	4	11	7	4	5	5	26	40	41	61	125	196
Other Wholesale and Retail Trade . . . . .	3,251	135	140	164	102	134	185	201	258	249	392	580	711
Finance, Insurance and Real Estate . . . . .	427	31	23	13	15	9	10	16	32	36	56	79	107
Hotels, Rooming Houses, Camps and Other Lodging Places . . . . .	1,015	103	63	46	44	57	56	47	55	51	110	156	227
Other Service Industries . . . . .	1,363	58	51	56	53	82	66	83	131	139	170	197	277

**Table 3--Summary of Amount Covered by All Benefit Payments Issued Broken Down  
by Industry and by Month for 1945**

INDUSTRY	Total	MONTH OF											
		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
<b>TOTAL ALL INDUSTRIES</b> . . . . .	<b>1,752,942</b>	<b>75,072</b>	<b>57,415</b>	<b>47,988</b>	<b>39,074</b>	<b>91,620</b>	<b>116,776</b>	<b>116,960</b>	<b>113,105</b>	<b>148,954</b>	<b>235,103</b>	<b>314,926</b>	<b>395,949</b>
Agriculture, Forestry and Fishing . . . . .	1,992	154	192	125	25	19	58	88	119	56	74	376	706
Mining and Quarrying . . . . .	3,296	466	785	637	130	24	30	148	146	64	88	232	546
Construction . . . . .	35,087	3,776	5,300	5,762	2,076	1,587	1,091	831	602	1,444	2,042	2,775	7,801
Manufacturing:													
Ordnance and Accessories . . . . .	2,792	—	—	—	—	—	—	58	—	473	647	794	820
Food and Kindred Products . . . . .	250,612	45,411	28,870	13,252	7,103	19,539	24,492	16,533	9,805	8,166	9,411	16,781	51,249
Textiles and Apparel . . . . .	104,913	6,342	4,125	4,416	3,768	6,173	9,969	9,360	9,732	8,701	11,504	14,606	16,217
Basic and Finished Lumber Products . . . . .	33,795	667	852	860	1,277	1,508	1,526	1,339	1,734	2,532	5,376	7,091	9,033
Paper and Allied Products . . . . .	13,867	847	917	1,262	572	649	802	829	822	793	1,461	2,015	2,898
Printing and Publishing . . . . .	709	—	—	—	—	—	—	54	18	186	149	182	120
Chemicals and Allied Products . . . . .	1,283	18	72	88	51	48	39	141	60	101	50	255	360
Leather and Leather Products . . . . .	107,481	3,373	1,411	1,339	1,192	1,880	3,363	6,309	6,001	12,700	23,765	22,604	23,544
Stone, Clay and Glass Products . . . . .	6,173	1,044	1,139	1,454	559	210	298	223	156	204	50	262	574
Iron and Steel and Their Products . . . . .	18,251	175	305	248	185	332	516	400	458	1,076	3,242	4,747	6,567
Transportation Equipment . . . . .	974,031	6,261	6,473	11,318	17,164	50,995	61,807	66,806	64,456	87,980	148,511	212,299	239,961
Nonferrous Metals and Their Products . . . . .	357	—	—	36	61	—	—	—	—	—	95	73	92
Machinery (except electrical) . . . . .	36,068*	1,137	1,961	1,308	857	836	984	1,494	1,462	5,005	7,321	6,838	6,865
Other Manufacturing Industries . . . . .	8,380	168	123	214	70	116	208	629	647	521	1,040	1,566	3,078
Transportation, Communication and Other Public Utilities . . . . .	64,041	1,861	1,676	2,341	1,416	3,786	7,089	6,260	9,590	11,501	9,000	5,433	4,088
Eating and Drinking Places . . . . .	7,220	31	82	49	22	25	33	346	526	504	800	1,797	3,005
Other Wholesale and Retail Trade . . . . .	45,864	1,467	1,715	2,042	1,259	2,009	2,813	3,144	3,710	3,788	5,768	8,070	10,079
Finance, Insurance and Real Estate . . . . .	6,185	280	235	134	231	161	159	251	406	499	819	1,260	1,750
Hotels, Rooming Houses, Camps and Other Lodging Places . . . . .	11,743	798	539	431	429	615	577	504	746	751	1,530	2,115	2,708
Other Service Industries . . . . .	18,802	796	643	672	627	1,108	922	1,213	1,909	1,909	2,360	2,755	3,888



**Table 4--Average Weekly Compensation for Unemployment in 1945\***

Industry	All Payments	Type of Unemployment		
		Total	Part-Total	Partial
<b>TOTAL ALL INDUSTRIES</b> .....	<b>\$14.74</b>	<b>\$15.75</b>	<b>\$10.82</b>	<b>\$9.60</b>
Agriculture, Forestry and Fishing .....	11.19	11.18	13.50	4.00
Mining and Quarrying .....	13.24	13.38	8.50	14.25
Construction .....	15.81	15.94	10.06	15.59
Manufacturing:				
Ordnance and Accessories .....	17.34	17.34	17.00	—
Food and Kindred Products .....	8.75	9.16	7.58	8.00
Textiles and Apparel .....	13.10	13.43	10.10	10.07
Basic and Finished Lumber Products .....	12.66	12.71	9.31	11.37
Paper and Allied Products .....	12.17	14.21	9.78	7.15
Printing and Publishing .....	18.18	18.16	—	18.50
Chemicals and Allied Products .....	11.99	12.10	16.00	7.00
Leather and Leather Products .....	12.36	15.18	9.59	9.23
Stone, Clay and Glass Products .....	13.90	13.99	12.96	13.07
Iron and Steel and Their Products .....	16.73	17.03	13.73	9.70
Transportation Equipment .....	18.93	19.05	12.69	14.49
Nonferrous Metals and Their Products .....	14.87	14.87	—	—
Machinery (except electrical) .....	15.94	16.24	9.59	12.23
Other Manufacturing Industries .....	12.83	12.93	9.43	11.58
Transportation, Communication and Other				
Public Utilities .....	15.29	15.80	11.02	15.08
Eating and Drinking Places .....	13.67	13.89	6.11	11.06
Other Wholesale and Retail Trade .....	13.89	14.19	9.04	9.23
Finance, Insurance and Real Estate .....	14.48	14.50	12.75	—
Hotels, Rooming Houses, Camps and Other				
Lodging Places .....	11.39	11.55	7.87	5.23
Other Service Industries .....	13.65	13.72	13.86	11.38

\*Averages appearing in this table have been arrived at by applying the number of weeks of unemployment covered to the gross amount of benefits issued. Therefore, these averages indicate the approximate amount paid during the year for one week of unemployment, rather than the amount of the average benefit check issued.

**Table 5--Analysis of Benefit Payments Issued for 1945 and 1944 to Residents of the Various Counties in Maine**

County	Benefit Payments				Per Cent of Change 1945 to 1944
	1945		1944		
	Amount of Payments	Per Cent Distribution	Amount of Payments	Per Cent Distribution	
<b>TOTAL</b> .....	<b>\$1,752,941</b>	<b>100.0</b>	<b>\$321,659</b>	<b>100.0</b>	<b>+ 445.0</b>
Androscoggin .....	183,530	10.5	29,984	9.3	+ 512.1
Aroostook .....	20,567	1.2	5,705	1.8	+ 260.5
Cumberland .....	888,750	50.7	45,571	14.2	+1,850.2
Franklin .....	12,501	0.7	7,299	2.3	+ 71.3
Hancock .....	37,960	2.2	11,060	3.4	+ 243.2
Kennebec .....	64,946	3.7	30,400	9.4	+ 113.6
Knox .....	38,952	2.2	9,312	2.9	+ 318.3
Lincoln .....	21,921	1.2	3,665	1.1	+ 498.1
Oxford .....	31,365	1.8	9,902	3.1	+ 216.7
Penobscot .....	27,608	1.6	10,580	3.3	+ 160.9
Piscataquis .....	11,720	0.7	4,775	1.5	+ 145.4
Sagadahoc .....	23,725	1.3	2,220	0.7	+ 968.7
Somerset .....	56,254	3.2	26,607	8.3	+ 111.4
Waldo .....	28,531	1.6	13,082	4.1	+ 118.1
Washington .....	185,259	10.6	70,442	21.9	+ 163.0
York .....	63,227	3.6	21,362	6.6	+ 196.0
Interstate .....	56,125	3.2	19,693	6.1	+ 185.0

Table 6--Initial Claims Taken at Local Office Level by Year 1938 to 1945 Inclusive

Local Office	Initial Claims Received							
	1945	1944	1943	1942	1941	1940	1939	1938
TOTAL.....	30,895	14,304	14,627	33,816	56,457	104,726	104,037	120,708
Augusta.....	1,646	1,040	1,687	2,221	3,659	7,363	6,882	5,421
Bangor.....	1,488	960	1,454	4,319	7,133	13,953	13,738	13,724
Bath.....	1,219	94	116	399	1,033	2,066	1,819	3,433
Biddeford.....	1,205	892	791	1,761	3,847	9,847	9,861	10,730
Calais.....	3,345	2,970	2,969	3,791	3,621	6,768	5,131	5,945
Caribou.....	428	227	377	2,630	5,358	6,821	6,903	7,683
Houlton*.....	55	33	47	671	0	0	0	1,050
Lewiston.....	7,323	2,652	1,723	5,127	10,835	21,562	22,956	20,304
Portland.....	9,329	2,012	1,576	4,041	7,795	11,924	11,419	13,498
Rockland.....	1,520	645	607	1,496	2,263	5,280	4,077	6,342
Rumford.....	353	285	469	1,246	1,904	2,945	3,141	3,671
Sanford.....	722	899	1,694	3,141	4,593	7,710	8,465	6,100
Skowhegan.....	960	766	482	1,118	2,348	4,065	4,932	4,792
Waterville.....	835	829	635	1,855	2,068	4,422	4,713	6,879
Norway†.....	0							2,704
Farmington†.....	0							1,610
Millinocket†.....	0							597
Ellsworth†.....	467							2,688
Dover-Foxcroft†.....	0							2,140
Fort Kent†.....	0							1,397

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

†These offices closed December, 1938. Ellsworth Office reopened September, 1945.

Table 7--Continued Claims Taken at Local Office Level by Year 1938 to 1945 Inclusive

Local Office	Continued Claims Received							
	1945	1944	1943	1942	1941	1940	1939	1938
TOTAL .....	147,856	41,759	59,034	162,582	256,269	679,532	656,699	778,398
Augusta .....	3,823	1,824	3,558	11,356	16,907	47,296	43,306	38,860
Bangor .....	8,985	3,980	8,907	23,428	33,989	76,859	89,178	88,395
Bath .....	3,938	331	598	2,650	5,472	12,794	10,819	17,797
Biddeford .....	3,633	1,664	1,369	4,853	12,533	52,394	48,380	78,684
Calais .....	23,102	11,542	19,909	19,352	16,254	44,578	32,399	38,273
Caribou .....	2,973	1,058	1,813	9,759	21,586	36,256	47,870	46,859
Houlton* .....	512	154	293	2,462	0	0	0	4,336
Lewiston .....	20,815	5,466	4,355	23,458	49,581	159,086	137,386	118,171
Portland .....	59,158	4,299	4,378	22,677	41,714	82,622	80,482	80,229
Rockland .....	6,090	2,531	3,431	8,283	10,038	33,485	27,845	36,203
Rumford .....	2,129	1,166	2,278	7,542	8,107	16,102	19,487	25,906
Sanford .....	1,744	1,566	2,974	11,692	20,319	52,805	55,577	67,480
Skowhegan .....	5,162	3,096	2,036	6,573	8,833	33,059	35,110	30,648
Waterville .....	4,178	3,082	3,135	8,497	10,936	32,196	28,860	47,567
Norway† .....	0	0	0	0	0	0	0	15,462
Farmington† .....	0	0	0	0	0	0	0	6,826
Millinocket† .....	0	0	0	0	0	0	0	2,689
Ellsworth† .....	1,614	0	0	0	0	0	0	14,208
Dover-Foxcroft† .....	0	0	0	0	0	0	0	14,722
Fort Kent† .....	0	0	0	0	0	0	0	5,083

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

†These Offices closed December, 1938. Ellsworth Office reopened September, 1945.

Table 8--Covered Workers Employed during Last Monthly Pay Periods in 1944 by Industry Groups\*

INDUSTRY	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
TOTAL	180,243	179,861	180,959	177,800	177,360	180,545	180,848	177,733	174,919	170,938	168,242	169,603
Agriculture, Forestry and Fisheries	168	174	167	147	186	184	157	143	142	144	149	123
Mining	162	101	129	203	258	267	279	257	268	248	223	203
Construction	3,444	3,046	3,034	3,336	3,595	3,869	4,300	4,408	4,309	3,855	3,334	3,065
Manufacturing	132,426	133,091	133,771	130,253	128,552	130,054	129,775	126,570	124,027	122,257	119,787	119,987
Ordnance and Accessories	3,423	3,402	3,326	3,322	3,236	3,165	2,987	2,891	2,872	2,837	2,811	2,849
Food and Kindred Products	6,694	7,517	8,575	9,229	9,274	9,643	12,143	12,219	12,894	9,873	8,844	7,598
Tobacco Manufactures												
Textile Mill Products	26,221	26,476	26,178	25,198	24,429	24,648	24,060	23,994	24,154	25,895	24,615	24,839
Apparel	1,935	1,918	1,933	1,868	1,817	1,828	1,794	1,684	1,789	1,824	1,853	1,818
Lumber and Timber Basic Products	12,269	12,110	12,188	10,664	11,193	11,984	11,423	11,052	10,731	11,636	12,037	12,746
Furniture and Finished Lumber Products	6,088	6,240	6,364	6,113	5,884	6,248	6,063	5,985	5,840	5,813	5,819	5,898
Paper and Allied Products	14,200	14,139	14,238	13,984	13,898	14,128	13,912	14,033	13,824	13,575	13,545	13,784
Printing and Publishing	1,176	1,183	1,181	1,155	1,144	1,134	1,164	1,259	1,160	1,159	1,162	1,164
Chemicals and Allied Products	527	599	626	737	714	598	558	554	550	548	631	703
Products of Petroleum and Coal												
Rubber Products	190	193	193	196	198	201	196	204	204	204	205	205
Leather and Leather Products	12,103	12,182	12,176	12,126	11,875	12,036	12,023	11,858	11,783	11,966	12,032	12,364
Stone, Clay and Glass Products	700	690	655	699	705	729	780	776	739	648	661	667
Iron and Steel and Their Products	2,360	2,378	2,431	2,296	2,255	2,309	2,285	2,272	2,146	2,122	2,125	2,060
Transportation Equipment	41,756	41,346	40,897	39,722	39,022	38,435	37,424	34,855	32,524	31,378	30,655	30,470
Nonferrous Metals and Their Products	57	61	59	66	85	78	61	72	76	70	74	69
Electrical Machinery	42	44	47	48	63	86	88	91	77	85	73	69
Machinery	2,310	2,308	2,345	2,362	2,264	2,293	2,322	2,280	2,174	2,113	2,144	2,165
Automobiles and Equipment												
Miscellaneous	375	305	359	468	496	519	492	491	490	511	501	519
Transportation, Communication and Other Public Utilities	8,087	8,044	7,978	7,848	8,396	8,636	8,385	8,660	8,746	8,328	8,011	8,334
Eating and Drinking Places	2,727	2,680	2,661	2,778	2,696	2,809	2,827	2,803	2,731	2,661	2,652	2,629
Other Wholesale and Retail Trade	22,618	22,145	22,586	22,695	22,821	23,176	23,243	22,846	23,262	23,038	23,740	25,044
Finance, Insurance and Real Estate	3,057	3,037	3,063	3,110	3,111	3,139	3,111	3,091	3,066	3,072	3,068	3,096
Hotels, Camps, Lodging Places	2,530	2,524	2,556	2,504	2,764	3,591	3,847	3,297	2,545	2,500	2,500	2,393
Other Service Industries	5,024	5,019	5,014	4,926	4,981	5,155	5,180	5,108	5,071	4,789	4,777	4,728
Establishments, N.E.C.										1	1	1

\*"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 9--Total Wages Paid for Covered Employment in 1944 by Industry

INDUSTRY	Total for Year	QUARTER			
		First Quarter	Second Quarter	Third Quarter	Fourth Quarter
TOTAL.....	\$371,182,142	\$91,185,143	\$94,502,612	\$92,310,849	\$93,183,538
Agriculture, Forestry and Fisheries.....	283,865	66,609	70,855	74,144	72,257
Mining.....	429,797	67,549	101,224	118,923	142,101
Construction.....	8,711,023	1,854,853	2,075,022	2,501,227	2,279,921
Manufacturing.....	285,785,980	71,830,750	74,170,169	69,656,924	70,128,137
Ordnance and Accessories.....	7,230,157	2,076,436	2,023,597	1,628,810	1,501,314
Food and Kindred Products.....	13,675,571	2,754,097	3,177,082	4,268,988	3,475,404
Tobacco Manufactures.....	—	—	—	—	—
Textile Mill Products.....	44,805,168	11,501,175	11,519,513	10,380,037	11,404,443
Apparel.....	2,434,392	639,034	582,120	571,077	642,161
Lumber and Timber Products.....	18,579,715	4,615,501	4,155,908	4,539,010	5,269,296
Furniture and Finished Lumber Products.....	9,850,574	2,431,602	2,426,511	2,534,972	2,457,489
Paper and Allied Products.....	32,292,051	7,733,561	7,844,967	8,162,857	8,550,666
Printing and Publishing.....	2,342,429	555,992	561,531	585,017	639,889
Chemicals and Allied Products.....	1,258,593	260,658	353,195	314,546	330,194
Products of Petroleum and Coal.....	—	—	—	—	—
Rubber Products.....	381,249	77,937	93,907	99,668	109,737
Leather and Leather Products.....	20,403,169	4,964,259	4,988,978	5,013,278	5,436,654
Stone, Clay and Glass Products.....	1,266,278	319,705	321,720	334,225	290,628
Iron and Steel and Their Products.....	6,091,911	1,589,895	1,527,540	1,471,664	1,502,812
Transportation Equipment.....	118,412,469	30,653,756	32,828,847	28,072,722	26,857,144
Nonferrous Metals and Their Products.....	127,397	29,724	33,262	30,966	33,445
Electrical Machinery.....	117,505	21,570	26,958	37,168	31,809
Machinery.....	5,878,549	1,478,019	1,552,715	1,437,636	1,410,179
Automobiles and Equipment.....	—	—	—	—	—
Miscellaneous.....	638,803	127,829	151,818	174,283	184,873
Transportation, Communication and Other Public Utilities.....	17,202,183	3,904,422	4,091,199	4,778,069	4,428,493
Eating and Drinking Places.....	3,076,777	701,358	769,218	828,045	778,156
Other Wholesale and Retail Trade.....	39,225,275	8,946,409	9,246,179	9,976,825	11,055,862
Finance, Insurance and Real Estate.....	6,665,636	1,588,010	1,611,907	1,653,447	1,812,272
Hotels, Camps, Lodging Places.....	3,399,783	683,406	761,684	1,101,201	853,492
Other Service Industries.....	6,401,773	1,541,777	1,605,155	1,622,044	1,632,797
Establishments, N.E.C.....	50	—	—	—	50

**Table 10--Summary of Applications and Claims For Servicemen's Readjustment Allowances--1945**

Month	Applications	Claims for Unemployment		Claims for Self-Employment	
		Initials	Continued	New	Additional
TOTAL .....	6,915	7,793	29,942	86	146
January .....	115	109	567	1	2
February .....	95	85	636	1	6
March .....	106	102	895	1	2
April .....	75	65	751	1	3
May .....	101	102	809	9	6
June .....	101	140	904	3	15
July .....	216	208	1,126	2	13
August .....	266	310	1,373	7	19
September .....	407	446	2,009	9	19
October .....	868	1,077	3,499	12	17
November .....	1,938	2,107	5,975	11	15
December .....	2,627	3,042	11,398	29	29

**Table 11--Summary of Weeks Covered and Amount of Payments For Servicemen's Readjustment Allowances--1945**

Month	Weeks Covered	Amount of Payments
TOTAL .....	29,155	\$581,078
January .....	576	11,429
February .....	783	15,539
March .....	775	15,359
April .....	760	15,140
May .....	889	17,684
June .....	921	18,378
July .....	1,050	20,965
August .....	1,650	32,920
September .....	2,072	41,279
October .....	3,174	63,198
November .....	6,100	121,678
December .....	10,405	207,509

## TRAINING DEPARTMENT

During 1945 the Training Department was required to expand its program in order to furnish adequate training to new employees of the Agency. A majority of effort was placed on induction training in order to provide new employees with the required background and technique needed for their new jobs, which can be learned only inside the Agency and must be acquired after their entrance on duty. The Agency's induction program included training to cover an understanding of the specific job to be performed; a view of the broad purposes of the Unemployment Compensation program; the employee's job in relation to the Agency's functions; and an understanding of Agency personnel policies.

Each new employee has received orientation training relative to his work area; from whom he receives his work; and where he will dispose of his completed work. Each employee has received instructions as to location of files, supplies, fire exits, and rest rooms, the opening and closing of the Agency, lunch periods, etc.

Teaching new personnel has been done by the supervisor of each unit. The supervisor accomplished such training by teaching the employee each operation step by step until such time as the employee received full knowledge of each particular operation. As fast as an employee accomplished one operation in a department, the supervisor would immediately teach the employee a new operation, so that each employee, within a reasonable time, would receive the full knowledge and experience of each operation throughout the entire unit. Such training has been necessary to permit the Commission to exchange personnel from one type of operation to another whenever an unexpected work load demands.

Each supervisor has been taught the importance of developing the employee's interest, explaining in detail the purpose of each operation, its purpose to the job as a whole, and its effect on the work of other members of the unit or other parts of the Agency.

The Training Department has conducted several conferences for the more experienced employees assigned to local offices and the central office. This advanced training covered instructions on operations and manuals relating to the Commission's new streamlined procedure. This type of training was usually performed at group meetings with the personnel present participating in a discussion of pre-assigned subjects.

10 The Training Officer has held conferences in many of the local offices where visual demonstrations have been given relative to the proper method for claims taking; treatment of the public; cooperation with fellow workers; and the proper preparation of each individual's function. On several occasions personnel from the United States Employment Service were invited to participate in these training conferences.

The inauguration of the Commission's new stream-lined procedure has made it necessary that the local offices and central office keep in operation a perpetual "on the job" training course in order to insure correct and efficient procedure.

The Training Department has prepared several training guides and operating manuals covering all new developments of the Commission's stream-lined procedure. Each employee has been furnished with such material, and from time to time is checked to see that the same is followed, to assure complete uniformity in carrying out the policies of the Commission.