

were protesting a larger proportion of maritime than of other claims. Maritime employers often claimed that a seaman who failed to re-sign at the end of a voyage had left his job voluntarily or had refused suitable work. The State agencies differed in their application of a disqualification under these conditions.

Major Administrative Problems—State

For State agencies, the hiring of almost all maritime workers through the union hiring halls has presented the problem of testing their availability and of their placement. In the chief port cities covered by the surveys, State agencies have developed interesting plans for cooperation with the union hiring halls. The details vary. In New York, for instance, the union furnishes the State agency each month with a list of all registration

numbers that have shipped out in each rating, together with the date of registration. This information is screened against the claim record cards of active claimants. All claimants who are found to have registered with the union earlier than those who shipped out in the same rating are assumed to have had an opportunity to get work. Such claimants are carefully questioned on their next visit as to whether they have refused suitable work and if they are, in fact, really available for work.

State agencies have had difficulty in placing maritime workers in shore jobs. Although the basic problems vary from city to city, they include the higher wage paid for maritime service, a surplus of workers in those shore occupations for which maritime workers qualify, the fact that seamen often are not the best-qualified candidates for available jobs, the hesi-

tancy of employers to hire workers who may be temporary, the policy of one large maritime union to defer registration at the hiring hall for the duration of any shore employment, and, finally, the fact that seamen are obtaining maritime work, even though the period between jobs may be longer.

Although this program had largely accomplished its purpose as of June 30, 1949—tiding seamen over their shift between Federal maritime service and State-insured employment—there remained a small group with recent employment on federally controlled vessels and relatively little State-insured employment. The extension of title XIII for another year, as authorized by Congress in July 1949, will assure these seamen the same protection as that afforded those who left Federal maritime service at an earlier period.

Notes and Brief Reports

Social Insurance and Related Payments in 1948

Payments under social insurance and related programs in 1948 amounted to \$5.4 billion, 4 percent below the \$5.6 billion disbursed in 1947 and 10 percent less than the 1946 total of \$6.0 billion. The decline reflects a marked decrease in readjustment allowances paid to unemployed and self-employed veterans, partially offset by the steady growth of retirement, disability, and survivor payments.

Of the total expended in 1948, half went to veterans and their survivors under programs administered by the Veterans Administration. In 1947, when veterans' readjustment allowances were almost double the 1948 amount, disbursements under the veterans' programs had accounted for a somewhat larger share of the total—54 percent. Programs operating under the Social Security Act—old-age and survivors insurance and State unemployment insurance—accounted for one-fourth of all 1948 payments,

a slightly higher proportion than in 1947.

Approximately 40 cents out of every dollar expended during the year was

in payment of disability benefits. Veterans received 77 percent of the disability payments, and 15 percent was paid under the workmen's compensation programs to individuals disabled as a result of work-connected injuries. Payments to sick or disabled

Payments under social insurance and related programs, 1948¹

[In thousands; corrected to Aug. 3, 1949]

Program	Total	Retirement payments	Disability payments	Survivor payments		Unemployment insurance payments	Re-funds
				Monthly	Lump-sum		
All programs.....	\$5,390,722	\$1,048,311	\$2,120,005	\$710,558	\$81,796	\$1,244,904	\$107,680
Old-age and survivors insurance.....	575,938	366,887	—	176,736	32,315	—	—
Railroad retirement.....	253,548	150,148	58,494	35,992	8,914	—	—
Federal retirement.....	393,290	277,055	31,428	918	11,209	—	72,680
Civil-service systems.....	217,337	103,458	31,428	913	10,869	—	70,664
Other contributory.....	4,316	1,960	(³)	(³)	340	—	2,016
Noncontributory.....	171,637	171,637	(³)	—	—	—	—
State and local government ⁴	285,000	190,000	20,000	23,000	17,000	—	35,000
Veterans' pensions.....	2,133,452	564,221	1,642,961	413,912	12,358	—	—
Workmen's compensation ⁵	370,000	—	310,000	60,000	(⁶)	—	—
State unemployment insurance.....	789,736	—	—	—	—	789,736	—
State temporary disability insurance ⁷	26,279	—	26,279	—	—	—	—
Railroad unemployment insurance.....	28,599	—	—	—	—	28,599	—
Railroad temporary disability insurance.....	30,843	—	30,843	—	—	—	—
Service-men's readjustment allowances ⁸	2,504,037	—	—	—	—	426,569	—

¹ Data partly estimated; total differs from total in table 1 on p. 24, which excludes some programs reported here.

² Includes allowances of \$77,468,000 to self-employed veterans.

³ Retirement payments include a small but unknown amount of disability payments under non-contributory systems and disability and survivor payments under contributory systems.

⁴ Preliminary. For fiscal year, which usually ends in June.

⁵ Payments to veterans of Spanish-American War, Philippine Insurrection, and Boxer Rebellion retired for age.

⁶ Preliminary. A small but unknown amount of lump-sum survivor payments included with monthly survivor payments.

⁷ Temporary disability insurance programs in California and Rhode Island.

⁸ Allowances to unemployed and self-employed veterans under provisions of title V of the Service-men's Readjustment Act.

railroad workers, although only a small part of all disability payments, were significantly higher in 1948 than in 1947; the increase is attributable to a full year of operation of the sickness program (in contrast to operation in only the latter half of 1947), and to the continuing marked upswing in the number of disability annuity payments that had been initiated by the 1946 amendments.

Unemployment accounted for a little less than one-fourth of the 1948 disbursements, and almost two-thirds of all unemployment payments were made under the State programs. Payments under the Federal program for unemployed veterans, which in 1947 were at about the same level as payments under the State programs, dropped drastically and represented only about one-third of the 1948 unemployment benefit load.

Only about one-fifth of total social insurance and related expenditures was in the form of retirement benefits. Old-age and survivors insurance, with a faster rate of growth than the other retirement programs, paid out 35 percent of the benefits. The programs for Federal civilian and military personnel accounted for 26 percent.

Survivor benefits (including lump-sum death payments) made up 15 percent of total disbursements. Of these payments, more than half (54 percent) was paid by the Veterans Administration to the survivors of veterans, and just over one-fourth went to the survivors of workers insured under the old-age and survivors insurance program.

Employers, Workers, and Wages, First Quarter, 1949

During January-March 1949 an estimated 39.5 million workers received taxable wages under old-age and survivors insurance, 0.3 percent fewer than in the first quarter of 1948 but 6.8 percent more than in the fourth quarter of 1948. The decline from January-March 1948 was a result of adjustments taking place in a

number of industries. The increase from the fourth quarter of 1948 resulted from the fact that under the \$3,000 statutory maximum the wages of many workers in covered industry in that quarter were not taxable. The number of workers employed in covered industry, following the usual seasonal pattern, was 6.6 percent

smaller in January-March than in the preceding quarter. This reduction, however, was larger than in the preceding year, because of the decline in business activity.

Average taxable wages and average wages in covered industry, estimated at \$595 and \$620, respectively, were only slightly higher than in the cor-

Old-age and survivors insurance: Estimated number of employers¹ and workers and estimated amount of wages in covered industries, by specified period, 1940-49

[Corrected to Aug. 1, 1949]

Year and quarter	Em- ployers reporting wages ² (in thou- sands)	Workers with tax- able wages during period ² (in thou- sands)	Taxable wages ²		All workers employed in covered industries during period ³ (in thou- sands)	Total pay rolls in covered industries ³	
			Total (in mil- lions)	Average per worker		Total (in mil- lions)	Average per worker
1940.....	2,500	35,393	\$32,974	\$932	35,393	\$35,668	\$1,008
1941.....	2,646	40,976	41,848	1,021	40,976	45,463	1,110
1942.....	2,655	46,363	52,939	1,142	46,303	58,219	1,256
1943.....	2,394	47,656	62,423	1,310	47,656	69,653	1,462
1944.....	2,469	46,296	64,426	1,392	46,296	73,349	1,584
1945.....	2,614	46,392	62,945	1,357	46,392	71,560	1,543
1946.....	3,017	49,096	69,088	1,407	49,096	79,260	1,614
1947.....	3,250	49,200	78,415	1,594	49,200	92,600	1,882
1948 ⁴	3,300	49,600	84,700	1,708	49,600	103,000	2,077
1943							
January-March.....	1,971	36,537	15,462	423	36,537	15,760	431
April-June.....	2,008	37,483	16,561	442	37,557	17,400	463
July-September.....	1,998	37,682	15,838	420	38,057	17,498	460
October-December.....	2,001	36,016	14,562	404	37,593	18,995	505
1944							
January-March.....	2,010	36,326	17,362	478	36,326	17,696	487
April-June.....	2,048	36,898	17,284	468	36,992	18,185	492
July-September.....	2,038	37,301	16,243	435	37,752	18,359	486
October-December.....	2,039	35,629	13,537	380	37,789	19,109	506
1945							
January-March.....	2,076	35,855	17,874	499	35,855	18,262	509
April-June.....	2,149	35,854	17,541	489	35,949	18,558	516
July-September.....	2,176	35,684	14,982	420	36,285	17,261	476
October-December.....	2,190	33,598	12,548	373	35,973	17,478	486
1946							
January-March.....	2,287	36,038	16,840	467	36,038	17,397	483
April-June.....	2,470	38,055	17,845	469	38,153	19,079	500
July-September.....	2,478	39,670	17,709	446	40,228	20,222	503
October-December.....	2,513	37,945	16,694	440	39,930	22,562	565
1947							
January-March.....	2,509	38,765	20,805	537	38,765	21,500	555
April-June.....	2,587	39,900	20,655	518	40,200	22,300	555
July-September.....	2,620	40,255	19,555	486	41,155	23,000	559
October-December.....	2,609	37,448	17,400	465	40,748	25,800	628
1948							
January-March ⁴	2,600	39,600	23,300	588	39,600	24,200	611
April-June ⁴	2,690	40,300	22,800	566	40,600	24,800	611
July-September ⁴	2,700	41,500	21,300	513	42,700	25,900	607
October-December ⁴	2,700	37,000	17,300	468	42,300	28,100	664
1949							
January-March ⁴	2,700	39,500	23,500	595	39,500	24,500	620

¹ Number corresponds to number of employer returns. A return may relate to more than 1 establishment if employer operates several separate establishments but reports for concern as a whole.

² Quarterly and annual data for 1937-39 were presented in the *Bulletin* for February 1947, p. 31; quarterly data for 1940 were presented in the *Bulletin* for August 1947, p. 30; quarterly data for 1941 and

1942 were presented in the *Bulletin* for February 1948, p. 31.

³ A description of these series and quarterly data for 1949 were presented in the *Bulletin* for August 1947, p. 30; quarterly data for 1941 and 1942 were presented in the *Bulletin* for February 1948, p. 31.

⁴ Preliminary.