

as bookkeeping and banking. Of course an unemployment insurance agency must perform a judicial role in passing judgment on claims for unemployment compensation. But beyond these functions an unemployment insurance agency must assume the initiative all along the line. It must make certain that chiseling em-

ployers do not avoid their obligations to pay contributions and that chiseling workers do not mulct the fund. It cannot sit back waiting for cases of dereliction to be brought to its attention, nor can it sit back expecting unemployed workers to know their rights and take advantage of them. It must remember at all times that it

has an affirmative obligation to make certain that unemployment insurance is paid promptly and fully to workers involuntarily unemployed and to only such workers. This is a heavy responsibility. It challenges the conscience and ability of all of us. It is a responsibility that we cannot and will not shirk.

Claimants and Job Openings in Three Cities

By Marvin Bloom and F. Bernard Miller*

CANCELLATION OF war contracts has terminated more than 5 million war jobs. Unemployment compensation claims jumped from a weekly average of about 300,000 to more than three times that figure in the first week after the Japanese surrender and continued to climb until they reached 1.7 million, where they remained throughout October. Claims leveled off at that figure because each week 200,000 claimants were finding jobs in peacetime pursuits while 200,000 other workers were filing claims for the first time. Ten to fifteen percent of the claimants were leaving the claims rolls each week; the average monthly reemployment rate in October was close to 50 percent.

Even though claimants were being reabsorbed rapidly, local employment offices of the U. S. Employment Service in some areas reported large numbers of unfilled job openings side by side with large numbers of claimants. To find out the reasons for this situation, the Bureau of Employment Security of the Social Security Board and the U. S. Employment Service, Department of Labor, surveyed three such areas—Atlanta, Georgia, Columbus, Ohio, and Trenton, New Jersey. The survey covered a 10-percent sample of workers filing claims the week ended October 6, 1945, and a similar sample of claims filed but becoming inactive during the preceding 8 weeks. A 25-percent sample of the job openings in Atlanta and Columbus and all the openings in Trenton were also studied.

*Bureau of Employment Security. Mr. Bloom is a member of the Program Division and Mr. Miller, of the Administrative Standards Division. This analysis is based on a survey of claimants and job orders in Atlanta, Ga., Columbus, Ohio, and Trenton, N. J., conducted by the Bureau and the U. S. Employment Service.

Claimants, the survey showed, did not closely match job openings. Most of the claimants were women, and most of the jobs listed were for men. The bulk of the claimants had come from skilled or semiskilled jobs, while the bulk of the openings were for unskilled workers. Wages offered were far less than claimants had received on their last job, measured by take-home pay or hourly wage rate.

Despite these facts, claimants were being reabsorbed quickly. In each of the three cities, more than 40 percent of the workers who filed claims since Japan's surrender had left the claimant rolls, most of them without drawing any benefits. Those who remained were seeking jobs which best matched their skills and capabilities.

Age and Sex of Claimants

Women represented 60 percent of the claimants in Atlanta, 69 percent in Trenton, and 77 percent in Columbus. By contrast, the great bulk of unfilled job orders were open to men only.

City	Percent of claimants		Percent of jobs open to—		
	Women	Men	Women only	Men only	Both sexes
Atlanta.....	60	40	26	65	9
Columbus.....	77	23	19	81	(1)
Trenton.....	69	31	35	53	12

¹ Less than 1 percent.

Relatively few jobs—12 percent in Trenton, 9 percent in Atlanta, and less than 1 percent in Columbus—were open to both sexes. Of the jobs restricted to one sex, from 60 to 81 percent specified "men only." Women claimants, as a whole, outnumbered the jobs open to them by more than 2 to 1; for Columbus and Trenton the ratio was considerably higher.

City	Number of women claimants	Number of jobs open to women
Three cities.....	11,690	4,832
Atlanta.....	2,593	2,411
Columbus.....	3,442	554
Trenton.....	5,655	1,867

At the peak of wartime manpower shortages, the claims rolls included a large proportion of both old and very young workers. In Atlanta and Trenton, at least, this is no longer true. The majority of claimants in these areas now fall in the age groups in which earning power and employment opportunity are not generally restricted by age (table 1). In Atlanta and Trenton, more than half the men were between 30 and 50 years of age; more than three-fourths of the women were between 20 and 45. Only 3 percent of the men in Trenton and 5 percent in Atlanta were aged 65 or over, while 1 and 2 percent of the women in these areas, respectively, were 60 or more.

Older claimants, on the other hand, were rather numerous in Columbus. Here as many as 18 percent of the men had reached 65 years of age, and an additional 34 percent had reached their fiftieth birthday. The average Columbus woman claimant, however, like the women in Atlanta and Trenton, was between 30 and 39 years of age.

Fear that an opportunity to qualify for unemployment benefits would discourage the return of young persons to school is not substantiated by these data. In none of the three areas were as many as 5 percent of the claimants under age 20.

Most of the Claimants Laid Off From Skilled or Semiskilled Jobs

A large majority of the claimants were last employed in a skilled or semiskilled job. More than a third of the Atlanta claimants last held skilled jobs, while an additional 44 percent had been laid off from semiskilled

Table 1.—Percentage distribution of claimants by age for each sex, three cities

Age	Percentage distribution of claimants					
	Atlanta		Columbus		Trenton	
	Men	Women	Men	Women	Men	Women
Total.....	100	100	100	100	100	100
65 or over.....	5	1	18	0	3	0
60-64.....	8	1	9	1	4	1
55-59.....	8	1	11	3	5	1
50-54.....	9	4	14	4	6	4
45-49.....	11	7	15	10	7	7
40-44.....	14	15	7	16	12	10
30-39.....	28	36	19	41	35	27
20-29.....	15	34	5	21	23	46
Under 20.....	2	1	2	4	5	4

jobs. While skilled workers were relatively fewer among the Trenton and Columbus claimants, the skilled and semiskilled among these claimants represented more than 70 percent of the total. Workers last employed in an unskilled occupation represented only 10 percent of the Columbus workers, 9 percent of the Trenton workers, and 3 percent of the Atlanta workers.

Job Openings Do Not Match Claimants' Skills

Great disparities existed between the kinds of jobs available to claimants and the kinds of jobs they had last performed. For women, clerical, sales, and service jobs constituted from 40 to 61 percent of all openings, yet only 15 to 18 percent of the women claimants had last worked in these fields (table 2). Jobs requiring high skills were all but closed to women claimants in Atlanta, though almost one-fourth of them had last worked on a skilled job.

Three-fifths of the women claimants in Trenton had performed semiskilled work, yet only one-fourth of the openings called for workers with such skills. Seventy percent of the Columbus women had handled a skilled or semiskilled job; only 28 percent of the openings were in these occupational classifications.

The situation of men claimants was equally striking. Only 2 percent of the Atlanta men had last held an unskilled job, but 59 percent of the job openings for men were classified as unskilled; more than half had worked on a skilled job, but only 15 percent of the openings called for skilled workers. In Columbus, skilled workers, who made up almost half of all the men claimants, were required for only 7 percent of the job openings. In Trenton, although skilled workers were in relatively large demand,

semiskilled workers were proportionately twice as numerous as the jobs calling for their skill level. As in Atlanta and Columbus, more than 40 percent of the job openings were for unskilled workers.

There was a somewhat closer relationship between the prewar or usual occupations of the claimants and the occupations demanded for the available jobs. Among women claimants, more than 40 percent in each of the three cities had been a housewife or had no work experience before the war. As a result there appeared to be *proportionately* more skilled or semiskilled jobs available

than there were women with prewar experience at such skill levels. This picture is changed somewhat when the *number* of skilled or semiskilled women workers (based on prewar experience) is compared with the number of jobs open to them at these skills. Women claimants who had been employed in a skilled or semiskilled job before the war outnumbered the jobs open to them in the present market.

Except for a relatively high percentage of jobs classified as skilled or semiskilled in Trenton (45 percent of the jobs open to men), the jobs open to men in the three areas represented less attractive employment opportunities than the men's prewar skills warranted. Thus, 49 percent of the Atlanta men had worked in a skilled or semiskilled capacity before the war, but only 30 percent of the present jobs called for those skills. By contrast, 59 percent of the jobs open to men were in unskilled occupations; only 11 percent had worked in these occupations before Pearl Harbor and an additional 3 percent had not worked at all. These disparities were also apparent in Columbus, although not to such a marked degree. In all three cities, clerical

Table 2.—Percentage distribution of claimants by last and prewar occupation, and of job openings by occupation, for each sex, three cities

Major occupational group	Atlanta			Columbus			Trenton		
	Percent of claimants by—		Percent of open jobs by occupation	Percent of claimants by—		Percent of open jobs by occupation	Percent of claimants by—		Percent of open jobs by occupation
	Last occupation	Prewar occupation		Last occupation	Prewar occupation		Last occupation	Prewar occupation	
Men									
Total.....	100	100	100	100	100	100	100	100	100
Professional and managerial.....	6	5	1	6	6	0	2	10	2
Clerical and sales.....	10	20	3	7	29	2	8	15	3
Service.....	2	5	5	6	7	11	3	8	5
Agriculture, fishing, and forestry.....	0	7	2	1	5	8	0	1	2
Skilled.....	52	30	15	47	15	7	28	19	21
Semiskilled.....	28	19	15	24	20	19	48	21	24
Unskilled.....	2	11	59	9	15	53	11	17	43
No previous experience.....		3			3			9	
Women									
Total.....	100	100	100	100	100	100	100	100	100
Professional and managerial.....	3	2	7	4	2	0	0	1	2
Clerical and sales.....	12	13	27	11	9	38	11	13	28
Service.....	3	11	14	4	12	23	7	5	12
Agriculture, fishing, and forestry.....	0	1	0	0	1	0	0	0	0
Skilled.....	24	6	(1)	21	2	7	15	5	14
Semiskilled.....	54	13	50	49	12	21	60	23	25
Unskilled.....	4	7	2	11	5	11	7	8	19
No previous experience.....		10			10			7	
Housewife.....		37			47			38	

¹ Less than 1 percent.

Table 3.—Percentage distribution of claimants by gross weekly earnings on last job and of jobs open by gross weekly earnings, for each sex, three cities

Gross weekly earnings	Atlanta		Columbus		Trenton	
	Percent of claimants by earnings on last job	Percent of jobs open by earnings	Percent of claimants by earnings on last job	Percent of jobs open by earnings	Percent of claimants by earnings on last job	Percent of jobs open by earnings
Men						
Total.....	100	100	100	100	100	100
\$100 or more.....	1	(1)	1	0	9	0
90-99.....	4	(1)	1	0	2	0
80-89.....	3	(1)	2	1	4	(1)
70-79.....	10	(1)	15	1	12	2
60-69.....	20	8	18	3	35	3
55-59.....	14	3	15	2	18	2
50-54.....	10	1	21	2	7	7
45-49.....	14	1	4	5	5	10
40-44.....	11	1	11	8	5	10
35-39.....	5	6	9	29	2	28
30-34.....	5	19	1	28	1	19
25-29.....	3	31	1	16	(1)	16
20-24.....	0	25	0	4	(1)	2
Less than 20.....	0	5	1	1	0	1
Women						
Total.....	100	100	100	100	100	100
\$70 or more.....	3	0	1	0	(1)	(1)
60-69.....	5	0	4	0	20	0
55-59.....	6	0	13	0	37	0
50-54.....	17	0	30	0	11	2
45-49.....	30	0	17	0	5	15
40-44.....	11	6	12	0	7	4
35-39.....	5	1	14	6	6	10
30-34.....	8	4	5	12	11	15
25-29.....	8	22	2	36	2	20
20-24.....	6	26	1	35	1	26
15-19.....	1	36	1	11	(1)	3
Less than 15.....	0	5	0	0	0	5

¹ Less than 1 percent.

Table 4.—Percentage distribution of claimants by hourly wage rate on last job and of jobs open by hourly rates, for each sex, three cities

Hourly wage rate	Atlanta		Columbus		Trenton	
	Percent of claimants by wage rate on last job	Percent of jobs open by wage rate	Percent of claimants by wage rate on last job	Percent of jobs open by wage rate	Percent of claimants by wage rate on last job	Percent of jobs open by wage rate
Men						
Total.....	100	100	100	100	100	100
\$2.00 or more.....	(1)	(1)	2	0	12	(1)
1.80-1.99.....	4	0	0	0	(1)	(1)
1.60-1.79.....	4	5	2	(1)	2	(1)
1.40-1.59.....	9	2	6	(1)	9	2
1.20-1.39.....	18	1	25	6	21	2
1.00-1.19.....	25	2	38	7	40	9
.80-.99.....	27	5	13	8	9	21
.60-.79.....	10	22	12	69	7	58
.40-.59.....	(1)	3	1	8	(1)	8
Less than .40.....	(1)	3	1	2	0	(1)
Women						
Total.....	100	100	100	100	100	100
\$1.40 or more.....	2	0	(1)	0	(1)	(1)
1.20-1.39.....	6	0	3	0	6	(1)
1.00-1.19.....	26	(1)	45	1	57	2
.80-.99.....	46	2	29	0	16	11
.60-.79.....	11	7	20	21	18	37
.60-.59.....	5	25	2	44	3	33
.40-.49.....	4	44	(1)	15	(1)	6
Less than .40.....	0	22	1	19	(1)	11

¹ Less than 1 percent.

and selling jobs for men were at a premium in comparison with claimants' prewar pursuits.

Jobs Offered Pay Much Less Than Last Job

If all the claimants had been reemployed on the jobs listed with the Employment Service, they would be receiving a cut in take-home pay averaging from 34 to 49 percent for men and from 48 to 53 percent for women. These percentages are based on the following average (median) gross weekly earnings of claimants on their last jobs and wages offered in the job openings.

City	Men		Women	
	Last jobs	Jobs open	Last jobs	Jobs open
Atlanta.....	\$55.75	\$28.30	\$46.40	\$21.70
Columbus.....	53.10	35.20	49.40	25.55
Trenton.....	62.30	37.15	56.90	29.00

Although the fabulous earnings sometimes ascribed to war workers are not in evidence among the claimants, their most recent take-home pay does appear mythical, in many cases, in comparison with wages paid for the open jobs. More than half the Atlanta men earned more than \$50 a week on their last jobs. Such wages were offered for only 12 percent of the jobs open to men in Atlanta (table 3). More than half the jobs listed in Atlanta at present pay \$20-29 per week, and an additional 5 percent, less than \$20. More than 60 percent of the Trenton men earned \$60 a week or more on their last jobs. Nineteen out of twenty of the available jobs pay less than this amount, and 2 out of 3 pay less than \$40. In Columbus the situation is about the same; the majority of claimants had recent earnings of \$55 or more, but now only 7 percent of the jobs offer such amounts.

In Atlanta no jobs open to women paid as much as \$45 per week; 61 percent of the women claimants had last earned that amount or more. More than 40 percent of the jobs open to women offered less than \$20; only 1 percent of the women claimants had earned so little. In Columbus, no jobs open only to women offered as much as \$40 a week; more than three-fourths of the Columbus women had last earned \$40 a week or more. Trenton women claimants, the majority of whom had earned \$55 a week or more, would receive this pay on less than 1

percent of the jobs which were open to them.

Some of these disparities are due to a reduction in the workweek from 48 to 40 hours and a consequent loss of premium overtime pay. In itself, however, such a reduction in hours results in only a 23-percent cut in weekly earnings. *Hourly wage rates* for open jobs were, on the average, 37 to 48 percent below wage rates last received by the men, and 43 to 52 percent below last wage rates of the women.

City	Men		Women	
	Last jobs	Jobs open	Last jobs	Jobs open
Atlanta.....	\$1.10	\$0.57	\$0.95	\$0.46
Columbus.....	1.11	.72	.99	.54
Trenton.....	1.18	.75	1.05	.60

As in the case of the gross weekly earnings, the prospects for reemployment at previous wage rates were con-

siderably narrowed for many claimants. Wages of \$1 or more an hour, paid to 60 to 84 percent of the men claimants on their last jobs, were offered on only 10 to 13 percent of the jobs open to men (table 4). Although only 3 percent of the Atlanta men had last received a rate of less than 60 cents an hour, these wages were offered on 63 percent of the openings.

Less than 1 percent of the women in Atlanta could have been offered jobs paying 90 cents an hour or more, while 68 percent had last earned this much. Two-thirds of the jobs open to women in this city paid less than 50 cents an hour. The situation was almost as striking in the other cities. One percent of the jobs open to women in Columbus paid as much as 80 cents an hour; at least this rate had been paid to 77 percent of the women claimants. Thirteen percent of the jobs open to the Trenton women offered 80 cents or more; 79 percent had been employed at such rates.

and supplies during the long winter offensive against Germany. UNRRA had not been able to get really under way until early in the spring of 1945 and then had been continuously hampered by shortages of supplies, shipping, and inland transport. Repeatedly, requests for badly needed supplies had to be denied. During this period, criticism of UNRRA was frequent, largely because of public misunderstanding of UNRRA's powers and the scope of its activities. It has only been able to operate as it was invited to do so by the military authorities or the government in control over an area. Only as the United States and the other supplying nations have made supplies and shipping available, and as the receiving nations have fully cooperated in planning and administering the equitable distribution of relief, has UNRRA been able to move ahead in meeting need. Despite these obstacles, the Administration showed a substantial record of accomplishment.

By June 30, 1945, UNRRA had shipped approximately 1¼ million tons of supplies, valued at some \$295 million landed cost. (By November 1, 1945, this amount had increased to more than 2½ million tons valued at \$637 million.) These shipments were primarily food, clothing, textiles, and footwear, and also included medical supplies, such as precious sulpha and penicillin, serums and vaccines, DDT powder to combat malaria and typhus, and X-ray and other hospital equipment. These early shipments had also brought some aid in rehabilitating devastated economies. Supplies for agricultural rehabilitation had been sent in—tractors and other farm machinery, animals, seed, and fertilizer. To a lesser extent, shipments included supplies for industrial rehabilitation—machinery, repair parts, trucks, railroad cars, and raw materials such as raw cotton and wool and metals.

Greece, Yugoslavia, Czechoslovakia, Poland, Albania, and Italy, as countries requiring financial assistance, had received supplies. In addition, small amounts of emergency relief supplies had gone to several Northern European countries that have not asked for financial assistance from UNRRA—France, Belgium, Luxemburg, the Netherlands, Denmark, and Norway. Only small items for medical training and agricultural rehabilitation had yet been sent into

UNRRA and War's Aftermath

By Ellen S. Woodward*

As Adviser on Welfare to the United States Member of the Council of UNRRA, the author has participated in the development of this "new venture in democracy in international action." In the September 1944 BULLETIN, Mrs. Woodward outlined the action taken by the Council at sessions in Atlantic City and Montreal. This article deals with the third session in London and also with the author's visit to six camps for displaced persons in Germany, which at that time were administered by the military authorities, with the aid of UNRRA personnel.

THE GRIM REALITIES of the aftermath of total war in wide areas of the world confronted the Council of the United Nations Relief and Rehabilitation Administration as it met in London for its third session in August, during the last days of the fighting. Millions of people in liberated Europe were living in the midst of wholesale destruction and disorganization and enduring extreme deprivation and suffering. The end of the war in the Pacific found millions in the direst need in large areas of China freed from the Japanese. Though victory was at hand, millions of people faced the prospect

of a worse winter than any they had yet experienced. In the opening session of the Council, Lord Latham, the Leader of the London County Council, said: "Whilst the valour of arms has achieved the defeat of the enemy, death and disease may yet claim the victory unless the nations united together in UNRRA can bring health and succor quickly in abundant measure." The means of providing sufficient aid was the urgent concern of this session.

Progress of Relief Operations

Since the second session of the Council in Montreal, in September, 1944, relief operations had made slow headway. Military needs had required almost all available shipping

* Member, Social Security Board, and Adviser on Welfare to the United States Council Member, First, Second, and Third Sessions, United Nations Relief and Rehabilitation Administration.