

conformity with the State plan and with the requirements of the Federal act. Since hearings concern themselves predominantly with "critical cases"—that is, cases which the drafters of policy did not intend to exclude, yet which are not expressly covered by stated policies—hearing decisions offer particularly significant clues to the manner in which State policies and procedures operate.

The very facts that hearings are or are not held, that claimants do or do not know about their right to a hearing, and that hearings when requested are made readily available or are as far as possible prevented, give a key to the agency's attitude toward the rights of individuals under its programs. An agency's ready acceptance of requests for hearings on a policy, rather than on a questioned decision made under this policy, constitutes acceptance of the right of claimants to participate in developing policies that vitally affect their rights and their welfare. Likewise, the follow-up action taken after a hearing indicates whether the agency puts hearings to effective use by eliminating the weaknesses in policy and procedure that the hearing process has disclosed. The agency may effect the necessary change either by direct action through policy revision or, when necessary, by submitting bills to the State legislature that would broaden or liberalize the program's legal base.

Beyond their significance for policy development, hearing decisions have a cumulative effect. While the individual hearing demonstrates the effect of a specific policy in a specific situation, an accumulation of hearings on related issues conveys a three-dimensional view. They give depth and focus to the picture by showing what a certain policy will do in relation to a cross section of a whole case load, or in relation to a whole set of similarly constituted case situations. Though an individual hearing decision may appear equitable and fair, the perspective gained from a large number of related decisions may highlight deficiencies not visible in the individual instance, and the decision reached in the single instance may suddenly appear superficial and not directed at the core of the problem.

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## Notes and Brief Reports

### Employment Covered by Social Insurance

Estimates of covered and noncovered employment for selected industries, presented in the December 1947 BULLETIN on a fiscal-year basis, are shown here for the calendar years 1946 and 1947 (table 1).

More than 60 million persons were in the civilian labor force in an average week in 1947, with the labor

force rising from 57.8 million in January to a peak of 62.7 million in July. Employed workers numbered 58 million, a 5-percent rise over the average in 1946. Unemployment, which hovered close to the 2½ million mark in the spring of 1947, fell to 1.6 million by the year's end and averaged 2.1 million.

Some 34 million workers, or nearly 60 percent of the employed labor force, were covered by the old-age and survivors insurance program in 1947; as total employment increased by 400,000 more than did the number covered under that program, however, the number of workers excluded from coverage rose from 23.6 million in an average week in 1946 to 24 million in 1947.

More than a third (8.2 million) of the noncovered workers were employed in agriculture; 6 million were working for themselves in nonagricultural occupations; and 5 million were employed by Federal, State, or local governments. Federal Government employment fell by half a million from the 1946 level and averaged 1.7 million in 1947; employment by State and local governments, on the other hand, was up 200,000 and totaled 3.3 million in an average week in 1947.

Workers covered by the State unemployment insurance systems numbered 31.2 million in 1947, an increase of 2.2 million. In an average pay period, some 32.3 million workers were covered by the State systems, which represented a gain of 7 percent over the number covered in 1946.

### Trends in Public Assistance Personnel

Since December 1942 the Bureau of Public Assistance has received semi-annual statistical reports from State public assistance agencies concerning the staff in the State and local offices. The reports, which are made on a voluntary basis, came at the beginning from 29 agencies in 25 States; by December 1947, 52 agencies in 45 States were participating in the project. From these reports and other infor-

TABLE 1.—Estimated employment covered by old-age and survivors insurance and by unemployment insurance, and employment in selected noncovered industries, calendar years 1946 and 1947

[In millions; data corrected to June 30, 1948]

| Type of employment  | Calendar year |      |
|---|---------------|------|
|   | 1946          | 1947 |
| 1. Employment in an average week:   |               |      |
| Civilian labor force.....   | 57.5          | 60.1 |
| Unemployed.....   | 2.3           | 2.1  |
| Employed, total.....  | 55.2          | 58.0 |
| Covered by old-age and survivors insurance.....   | 31.6          | 34.0 |
| Covered by State unemployment insurance.....  | 29.0          | 31.2 |
| Not covered by old-age and survivors insurance.....   | 23.6          | 24.0 |
| Railroad.....   | 1.6           | 1.6  |
| Government.....   | 5.3           | 5.0  |
| Federal.....  | 2.2           | 1.7  |
| State and local.....  | 3.1           | 3.3  |
| Agriculture.....  | 8.2           | 8.2  |
| Wage and salary workers.....  | 1.6           | 1.6  |
| Self-employed.....  | 4.8           | 5.0  |
| Unpaid family workers.....  | 1.8           | 1.6  |
| Nonagricultural self-employed.....  | 5.6           | 6.0  |
| Domestic service.....   | 1.6           | 1.7  |
| Other.....  | 1.3           | 1.5  |
| 2. Employment in an average pay period:   |               |      |
| Covered by State unemployment insurance.....  | 30.2          | 32.3 |
| Railroad.....   | 1.6           | 1.6  |
| Federal Government.....   | 2.3           | 1.9  |
| State and local government.....   | 3.3           | 3.6  |
| 3. Employment during a quarter (average for 4 quarters) covered by old-age and survivors insurance..... | 38.6          | 40.0 |

Source: Data on employment in an average week (based on population count); civilian labor force, unemployed, and total employed, from *Monthly Report on the Labor Force*, Bureau of the Census; employment covered and not covered by old-age and survivors insurance, from the Bureau of the Census, adjusted by the Analysis Division, Bureau of Old-Age and Survivors Insurance; employment covered by unemployment insurance, estimated by the Bureau of Employment Security. Data on employment in an average pay period (based on establishment reporting): covered by unemployment insurance, from the Bureau of Employment Security; for railroads, from the Railroad Retirement Board; for Federal, State, and local governments, from the Bureau of Labor Statistics. Employment during a quarter covered by old-age and survivors insurance, from the Bureau of Old-Age and Survivors Insurance.