

Interstate Industrial Migration as Reflected in Claims for Unemployment Compensation Filed in 1939*

THE INTERSTATE MOVEMENT of industrial workers has long been an accepted factor in our American economy. In the nineteenth century Paul Bunyan, the mythical lumberjack, and John Henry, the railroad worker, moved from State to State along with the miners who were following the discovery of new veins of ore, the journeymen printers and carpenters who found jobs wherever they settled, and the clerks and storekeepers who went West to make their fortunes. Recently the movement of industrial workers was almost completely overshadowed by the mass exodus of the Joads and their neighbors, the ruined farmers and sharecroppers, who wandered up and down both coasts looking for farm work. The nonagricultural worker, however, was also ever on the move. In some instances, travel was part of his job—the traveling salesman, the circus performer, the telephone lineman, or the hotel worker following vacationists north in the summer and south in the winter. In other instances he moved irregularly, to get a better job or because he had lost his old job. He was then either looking for work in a place where he thought he would have a better chance to find it, or he was going home where it would not cost so much to live.

The demand for workers under the defense program has brought about a new group of industrial migrants, constantly increasing in number. Building huge Army cantonments requires thousands of construction workers; new gun factories and other industrial plants draw their labor force from the Nation as a whole, once the local sources of labor are exhausted. According to a congressional committee, it is estimated that a minimum of 2 million workers will move to defense centers and the total of defense migrants may approach 5 million when the defense program swings into full production.¹

As a result of the operation of the unemploy-

ment compensation system, information has accumulated under the interstate benefit-payment plan as to the numbers and movements of covered industrial workers who filed out-of-State claims during 1939, a period before the defense program became fully operative.

The Interstate Benefit-Payment Plan

When the implications of an unemployment compensation system operating under 51 different State laws were being studied in 1934 by the President's Committee on Economic Security, it was recognized that industrial migrants would constitute a special problem.² Among other reasons, the lack of data with respect to the magnitude and nature of the interstate movement of industrial workers made it extremely difficult to formulate more than a recommendation that the problem be studied further before legislation was enacted for the payment of benefits to workers who move from State to State.

Nevertheless, two steps were taken prior to January 1938, when benefit payments were scheduled to begin in 22 States. To cover under a single State law the services of those workers whose work for a single employer is performed in more than one State, the States were urged to define the term "employment" so as to allocate the worker's entire service to that State in which he would most likely become unemployed and seek work.³ All but 3 of the 51 jurisdictions have now adopted this definition.

In addition, under each State unemployment compensation law, broad authorization was given the State agency administering the law to enter

¹ Committee on Economic Security, *Report to the President, 1935*, p. 16.

² The definition of employment provides that all of an individual's services shall be covered if his services are localized in the State, i. e., if he performs no services outside the State except those incidental to his employment within the State. If, on such a basis, the work cannot be assigned to any one State, it is then assigned to the State in which he performs some service and in which is located his base of operations or place from which the work is directed or controlled. If the base of operations or place from which the work is directed or controlled is not in any State in which he works, then his total services are assigned to the State in which he resides, if he performs any services in that State.

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¹ U. S. House of Representatives Select Committee to Investigate Interstate Migration . . . *Interstate Migration, 1941*, p. 8.

into reciprocal arrangements with other State and Federal unemployment compensation agencies in order to pay benefits to an unemployed worker through a single agency.

The development of an administrative plan for paying benefits to workers who move from State to State was first undertaken in March 1937 at a meeting of the Interstate Conference of Unemployment Compensation Agencies, an organization composed of administrators of the State unemployment compensation systems.⁴ At this time a committee was appointed to devise plans for handling the claims of workers who cross State lines. By the next meeting of the Conference, in October 1937, the committee had prepared an interstate benefit-payment plan, which the Conference adopted. The plan was to become operative on condition that a majority of States signed the notice of acceptance. Although by the early part of 1938 a majority of States had subscribed to the plan, procedures for effectuating the program were not developed until April of that year. The New England States made their own arrangements for paying benefits to workers who moved between States in that area and began making such payments in January 1938. In the other States very few interstate payments were made during the first months of 1938. By the end of the year, however, the uniform plan was operating in a number of States, and at the close of 1939 all States, with the exception of the District of Columbia, were paying benefits on out-of-State claims under the interstate benefit-payment plan.⁵

This plan, in effect, is an agreement under which State employment security agencies act as registration and claims agents for each other and on behalf of interstate workers. The State which takes the claim of an interstate worker and forwards it to another State is known as the agent State; the State which receives the claim and processes it for payment purposes is known as the liable State. The plan provides that an unemployed individual who has worked in covered employment in a State and whose earnings are sufficient to make him eligible for unemployment compensation in that State may receive benefits from that State in case he is unemployed after moving to

another State. A claimant must first exhaust whatever benefit rights he has in the State of his current residence before he files a claim on another State. Liability thereafter is determined by the order of employment; the State of earliest employment is the State of first liability.

The mechanics of the agreement under which interstate claimants are paid are simple. The unemployed interstate worker reports at a local employment office, registers for work, and files a claim for benefits just as the intrastate worker does. Special forms, standard throughout the country, are used in taking the claim of an interstate worker. The agent State makes no decision concerning the interstate worker's rights under the law of the liable State, but merely obtains the information indicated on the claim form. At the close of each day, out-of-State initial claims filed at local employment offices of the agent State are forwarded to central offices of liable States for determination as to the individuals' benefit rights.

As yet the plan provides for payments of benefits only to those claimants whose earnings are sufficient to establish rights under the qualifying standards of a single State law.⁶ Commuters who travel daily from their homes to jobs in adjoining States are excluded from the plan on the assumption that they are attached to the labor market of the liable State and hence would normally look for work in the locality to which they formerly commuted. However, since weekly reporting at employment offices in the city or town to which the worker commuted often places a financial burden on a claimant, the plan allows the State agencies to arrange a modification of procedures, whereby commuters in certain regions may file interstate claims in the State of residence. A few States have made such arrangements.⁷

Limitations of the Data

Migration of covered industrial workers who became unemployed and filed claims for benefits was reflected for the first time during 1939 through

⁴ Legislation has been recommended by the Social Security Board to the States for the purpose of authorizing them to enter into reciprocal arrangements under which services constituting employment under the law of one State may constitute employment under the law of the other State, and a study is in progress on the administrative problems involved in such a pooling of wage credits earned in more than one State.

⁷ Connecticut has no regulation limiting the rights of commuters to file claims in their resident State against Connecticut. In other parts of the New England area, where commuting between States is fairly common, commuter claimants frequently are allowed to file in the State in which they reside.

⁴ In October 1939 the organization changed its name to the Interstate Conference of Employment Security Agencies.

⁵ The District of Columbia began to accept liability for initial interstate claims on July 1, 1940, after its law had been amended.

monthly reports of the State employment security agencies to the Social Security Board. These reports give the number of initial claims received at the central office of the liable State, classified according to the agent State from which they came. They indicate roughly the number of interstate covered workers who filed claims for unemployment benefits during 1939. The figures, however, are subject to significant limitations.

Until July 1939, the circumstances under which an initial claim might be filed were not specified under the interstate benefit-payment plan. After that date, when uniform instructions were given to all local employment offices throughout the country, a claimant was required to file an interstate initial claim not only when first applying for benefits, but also when he moved into another

agent State or into another locality in the same agent State; if he exhausted his benefit rights from one liable State and wished to claim benefits from another State which might be liable; or even after a period of 2 weeks or more during which he had ceased to file claims against the liable State. Thus, a single claimant might be represented by three or four initial claims. On the other hand, some of the liable States which received the initial claim forms and made the reports counted only claims which actually required a determination of benefit rights at the beginning of the benefit year. On the whole, however, although there is undoubtedly some duplication in the count, the number of initial claims reported approximates the maximum number of interstate workers filing claims for unemployment benefits.

Table 1.—Number of interstate initial claims received as liable and as agent State, and interstate initial claims as percent of intrastate initial claims, by State, 1939

Geographic division and State	Intra-state claims received ¹	Interstate claims received as—		Interstate claims as percent of intra-state claims—		Geographic division and State	Intra-state claims received ¹	Interstate claims received as—		Interstate claims as percent of intra-state claims—	
		Liable State	Agent State	Liable State	Agent State			Liable State	Agent State	Liable State	Agent State
Total.....	7,218,886	323,526	323,526	4.5	4.5	West North Central...	477,286	34,081	34,018	7.1	7.1
New England.....	693,907	29,486	25,705	4.2	3.7	Iowa.....	80,011	4,960	5,490	6.2	6.2
Connecticut.....	96,544	8,189	3,570	8.5	3.7	Kansas.....	60,240	7,803	6,818	13.1	11.3
Maine.....	74,289	2,657	2,554	3.6	3.4	Minnesota.....	107,526	5,317	4,322	4.9	4.0
Massachusetts.....	383,887	9,270	12,360	2.4	3.2	Missouri.....	161,887	9,738	11,040	6.0	7.2
New Hampshire.....	30,420	4,093	2,850	15.4	9.4	Nebraska.....	30,141	3,980	3,555	10.2	9.1
Rhode Island.....	94,424	3,273	3,275	3.5	3.5	North Dakota.....	10,986	1,167	1,071	10.6	9.7
Vermont.....	14,343	1,398	1,084	9.7	7.6	South Dakota.....	8,495	1,047	1,146	12.3	13.5
Middle Atlantic.....	2,259,151	42,151	38,656	1.9	1.7	West South Central.....	432,983	33,160	44,706	7.7	10.3
New Jersey.....	324,909	8,785	6,927	2.7	2.1	Arkansas.....	62,747	4,811	8,300	7.7	13.2
New York.....	1,072,201	22,975	18,753	2.1	1.7	Louisiana.....	77,900	5,178	5,970	6.6	7.7
Pennsylvania.....	862,041	10,391	12,976	1.2	1.5	Oklahoma.....	82,569	9,109	14,001	11.0	17.0
East North Central.....	1,335,072	54,249	34,152	3.8	2.1	Texas.....	200,827	14,062	16,420	6.7	7.8
Illinois ²	326,018	14,154	12,086	4.3	2.6	Mountain.....	167,075	35,705	24,208	21.4	14.2
Indiana.....	211,920	5,412	6,400	2.6	3.0	Arizona.....	15,304	6,731	3,852	44.0	23.2
Michigan.....	417,732	20,321	5,344	4.9	1.3	Colorado.....	52,916	5,904	5,882	11.2	11.1
Ohio.....	378,802	11,421	7,360	3.0	1.9	Idaho.....	18,515	5,295	3,585	28.6	19.4
Wisconsin.....	(?)	2,941	2,956	(?)	(?)	Montana ³	14,028	1,841	1,709	13.1	8.9
South Atlantic.....	816,776	37,628	41,786	5.5	5.0	Nebraska.....	9,868	3,292	1,046	33.4	19.7
Delaware.....	19,390	1,671	1,175	8.6	6.1	New Mexico.....	18,834	4,727	2,572	25.1	13.7
District of Columbia.....	22,550	(11)	4,069	(11)	18.2	Utah.....	23,010	3,270	3,380	14.2	14.7
Florida.....	98,205	9,441	10,120	9.6	10.3	Wyoming.....	14,691	4,645	1,222	31.8	8.4
Georgia.....	107,622	4,923	6,679	4.6	6.2	Pacific.....	703,656	33,817	52,468	4.8	7.5
Maryland.....	91,269	5,003	3,761	5.5	4.1	California.....	480,344	22,976	35,407	4.7	7.2
North Carolina.....	123,941	6,118	4,416	3.6	2.6	Oregon.....	77,394	4,743	5,764	6.1	7.4
South Carolina.....	100,541	2,068	2,720	2.1	2.7	Washington.....	130,918	6,908	11,307	4.5	8.3
Virginia.....	87,311	6,878	4,668	7.9	5.3	Territories:					
West Virginia.....	165,947	1,526	4,148	(11)	2.5	Alaska.....	2,979	3,789	440	127.2	14.8
East South Central.....	322,091	19,188	24,781	6.0	7.7	Hawaii.....	7,910	272	239	3.4	3.0
Alabama.....	79,118	5,355	5,359	6.8	6.8	Unallocated.....			2,337		
Kentucky.....	109,054	4,543	6,983	4.2	6.4						
Mississippi.....	43,585	3,550	3,911	8.1	9.0						
Tennessee.....	90,334	5,740	8,528	6.4	9.4						

¹ Represents new claims disposed of, minus interstate initial claims received as liable State.

² Excludes North Carolina for January-March, Illinois and Montana for January-June, and Wisconsin for the entire year.

³ Excludes District of Columbia for entire year, Illinois and Montana for January-June, and West Virginia for January-July 14.

⁴ Excludes District of Columbia, West Virginia, and Wisconsin for entire year; Illinois and Montana for January-June; and North Carolina for the period January-March.

⁵ Excludes Illinois for January-June, and Wisconsin for entire year.

⁶ Benefits were first payable July 1939.

⁷ Data are not available.

⁸ Excludes North Carolina for January-March.

⁹ Excludes District of Columbia and West Virginia for entire year and North Carolina for the period January-March.

¹⁰ Excludes North Carolina for the period January-March.

¹¹ The District of Columbia accepted no out-of-State initial claims as liable State during 1939.

¹² Data on new claims in North Carolina were not available for the period January-March; therefore the intrastate claim load and the ratios are based on figures which exclude this period.

¹³ West Virginia accepted no out-of-State initial claims as liable State prior to July 15, 1939; therefore no ratios have been computed.

¹⁴ Estimated.

¹⁵ Excludes Montana for January-June.

¹⁶ Represents initial claims received as liable State for which break-down by agent State was not reported.

Throughout the following discussion, therefore, it should be kept clearly in mind that the term "interstate migrants" refers actually to interstate initial claims filed and that it means only those workers who become unemployed and file claims for benefits after moving to another State, not all migrant workers in general. The term "intrastate claimants" refers to new claims filed by workers within the State in which their employment took place.

Other limitations inherent in the unemployment compensation system introduce qualifications that must be considered in any interpretation of the data. The exclusion of certain types of workers, such as agricultural laborers, domestic servants, and railroad employees (the latter group were included before July 1, 1939, but were excluded after that date when they came under the jurisdiction of a separate Federal system) definitely precludes the possibility that such data are representative of the migration pattern of all industries in the United States. Government workers of all types, employees of nonprofit institutions, domestic servants in private homes, sailors, and individuals employed by members of their families are outside the scope of the unemployment compensation system. In many States, workers for small firms are not covered. In addition, the eligibility conditions of State laws affect the number of unemployed workers who file claims for benefits. Some obviously ineligible workers may go to the local employment offices to file claims; others, knowing they are ineligible, do not attempt to file. Certainly it is probable that some migratory covered workers who are unemployed fail to file claims, particularly workers who move across State lines. Furthermore, migrants who get jobs immediately after moving to other States are not included in the figures. Finally, it must be borne in mind that the data cover only a 1-year period, and that any generalizations drawn from the figures must be tentative in character.

Volume of Interstate Migration

Approximately 324,000 workers moved across State lines during 1939 and filed interstate claims for benefits.⁸ This figure represented 4.5 percent

⁸This count is not complete, since there were 4 States which accepted initial claims for forwarding to other States throughout the year but did not act as liable States for the entire period: Illinois and Montana began paying benefits in July 1939; West Virginia assumed liability for interstate claims only after July 15, 1939; and the District of Columbia did not assume such liability at any time during the year.

of the intrastate initial claim load (table 1). This relationship was not uniform throughout the country, however. In some areas the relative volume of interstate workers reached much higher proportions than in others. Furthermore, a net outflow of labor took place in some regions and a net influx in others.

The States in the Rocky Mountain area had the highest relative number of interstate claimants; for every 100 intrastate claimants in the area, 21 claimants left one of the States comprising the region and 14 out-of-State claimants moved into one of them.

The Middle Atlantic States had the smallest relative proportion of interstate claimants; only 1.9 claimants moved away from one of these States and 1.7 moved in, for each 100 intrastate claimants. However, the 42,000 workers who left States in this area numbered 18 percent more than the interstate claimants who left the Mountain States. Although the interstate migrants in the heavily populated and industrialized Middle Atlantic area were relatively unimportant within the area, because of the size of the claim load, they represented a significant proportion of the total number of interstate claimants throughout the country.

As a whole, the ratio of interstate to intrastate claimants was considerably lower in the regions east of the Mississippi than in the western part of the country. There was only one of the five areas of the East⁹ in which the claimants crossing State lines averaged more than 7 for each 100 intrastate claims—the East South Central area, into whose States nearly 8 workers came for each 100 intrastate claimants. In the four areas of the West,¹⁰ on the other hand, the only region in which the interstate load fell below a ratio of 7 to every 100 in the intrastate load was the Pacific Coast, where about 5 claimants left one of the Pacific States for every 100 interstate claimants.

The relative lightness of interstate movement in the eastern States is further indicated by data for the individual States. Of the 27 eastern jurisdictions, there were only 3 whose interstate claimants amounted to more than 10 percent of

⁹The East includes New England, the Middle Atlantic, East North Central, South Atlantic, and East South Central areas.

¹⁰The West includes the West North Central, West South Central, Mountain, and Pacific areas.

their intrastate load: in the District of Columbia and Florida, 18 and 10 claimants, respectively, migrated to every 100 intrastate claimants; in New Hampshire 15 claimants moved away for each 100 who remained.

Among the 22 western States, in contrast, there were 16 in which interstate migrants filing claims from within or without the State were equal to more than 10 percent of all intrastate claimants. Arizona had the heaviest load, with 44 workers filing claims against it from outside the State to each 100 resident claimants, but 4 other States had in-migrations or out-migrations exceeding the highest load in the East. Interstate migrants filing claims from elsewhere against Nevada, Wyoming, Idaho, and New Mexico represented 33, 32, 29, and 25 workers, respectively, per 100 intrastate claimants. For every 100 intrastate claims, the Alaska agency received 127 claims as liable State, primarily from seasonal mining and cannery workers who went south during the off season. Jobless claimants entering these States from other States were also relatively numerous; for each 100

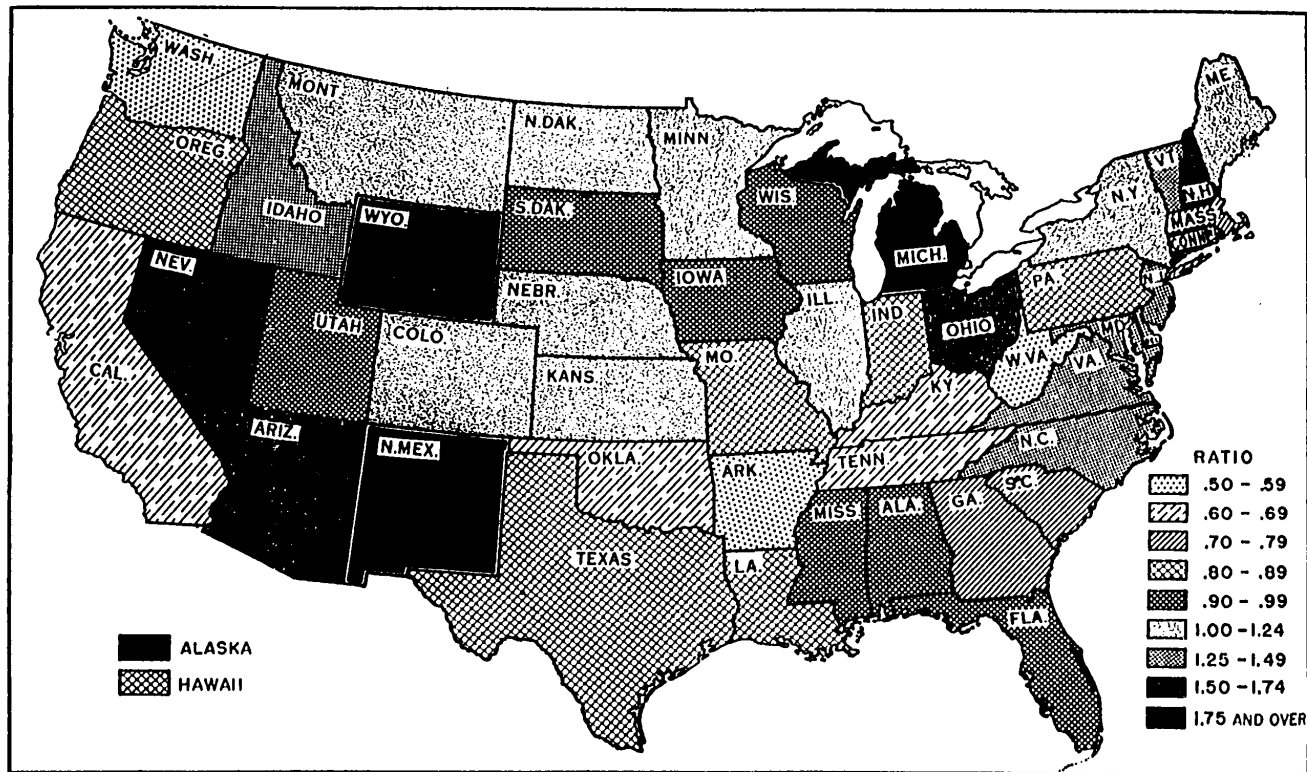
intrastate claimants, 25 came into Arizona, 20 into Nevada, 19 into Idaho, and 15 into Alaska.

Several States had 10,000 or more interstate claimants leaving or entering. There were large movements into Florida, Massachusetts, Missouri, Oklahoma, and Washington; out of Michigan and Ohio; and into as well as out of California, Illinois, New York, Pennsylvania, and Texas.

About one-third of the States had almost equal numbers of claimants entering and leaving. However, at least 1.8 and up to 8.6 times as many claimants left Alaska, Connecticut, Michigan, New Mexico, and Wyoming as came into these States (chart 1). In Arizona, Nevada, New Hampshire, and Ohio there was also a net outward movement, although the ratios ran only between 1.5 and 1.7. At the opposite end of the scale, about half as many claimants left Arkansas and Washington as came into those States. About two-thirds as many left as entered California, Kentucky, Oklahoma, and Tennessee.

Except in Massachusetts and Rhode Island, more claimants left the States composing the New

Chart 1.—Number of interstate initial claims received as liable State as percent of number received as agent State, by State, 1939¹



¹ Excludes District of Columbia, because no claims were accepted as liable State in 1939.

England area than entered during the year. In Connecticut the volume of out-migration was more than double the in-migration. Many claims for which States in New England were liable came from New York, New Jersey, Pennsylvania, Florida, and California. Those which came to Connecticut from Florida represented workers in service industries in the main, while many of those received from California were filed by workers in the airplane industry who had gone to that State to try to get employment in the airplane factories.¹²

In the Middle Atlantic area, New York and New Jersey received about a fourth more claims as liable State than were taken as agent State. About 20 percent of the claims for which New York was liable came from Florida and California, and these two States contributed about 15 percent to the interstate load for which New Jersey was liable. New York analyzed the group of workers who had filed claims from Florida from April 1 to September 15, 1940, and found that about 60 percent of them had the type of employment experience which would normally lead them to seek work in a resort State.¹³

Among the majority of States in the East North Central area, the migration was largely outward. In this area, Michigan had the largest out-migration, with a rate of 3.8 claimants leaving to every worker entering. From a study made in Michigan of the interstate claims for which it was liable during 1939, it is possible to obtain detailed information about its migrants.¹⁴ While almost 20 percent of the initial claims filed against Michigan came from the adjacent States of Indiana, Ohio, and Wisconsin, nearly 25 percent came from Kentucky, Tennessee, West Virginia, and Pennsylvania. Furthermore, migrants frequently had insufficient earnings to qualify them for benefits. More than one-third of their interstate claims were disallowed by Michigan in the 2 years July 1938-June 1940, although less than one-eighth of all claims (intra-state and interstate) were denied in that period. Partly because a relatively small number of the

interstate claimants were women, whose earnings are less than those of the male workers, the average weekly benefit amount of the out-of-State claimants to whom Michigan paid benefits was only slightly less than the average for all claimants and even exceeded the latter figure in each industry except automobile manufacturing and transportation. However, the average maximum duration allowed the interstate group was lower than that allowed all claimants not only as a group but in every industry, and nearly three-fourths of the interstate claimants exhausted their benefit rights in contrast to less than half of the claimants as a whole.

A small sample study of the Michigan data indicated that 49 percent of the interstate claimants who exhausted their Michigan benefit rights during the benefit year ending June 30, 1939, and 72 percent of those who did not exhaust their rights were reemployed in Michigan between January 1939 and March 1940. Thus, it appears that these interstate claimants may return to their homes during periods of unemployment but again come back to the State in which they once had work. This conclusion is confirmed by a study of migration between Michigan and Tennessee, which indicates that the claims filed in Tennessee against Michigan as liable State are filed largely by workers who go back to their homes in Tennessee when there is a seasonal shut-down in Michigan automobile manufacturing or related fields, and regularly return to Michigan for work there.¹⁵

The net migration of interstate claimants was inward for half of the States of the South Atlantic area and outward for the other half. This was also true of the West North Central States. On the other hand, workers migrating to States within the West South Central and Pacific areas filed more claims for benefits than did claimants who moved out of these States during the year. All States within the Mountain area, except Utah, had more out-migration than in-migration. In Wyoming the movement outward was approximately four times the inward movement, and in Arizona, Nevada, and New Mexico the outflow exceeded the influx by two-thirds or more.¹⁶

¹² Buchanan, Margaret Terry, *The Migration of Workers from Tennessee to Michigan*, Tennessee Unemployment Compensation Division, Dec. 1, 1940.

¹³ Comparisons between in-migration and out-migration are not valid for the District of Columbia and West Virginia in the South Atlantic area and Montana in the Mountain States. See footnote 8.

¹⁴ Connecticut Department of Labor and Factory Inspection, *Monthly Bulletin of Placement and Unemployment Compensation Division*, Vol. 5, No. 6 (June 1940), p. 4.

¹⁵ New York State Department of Labor, Division of Placement and Unemployment Insurance, *The Employment Review*, Vol. 2, No. 12 (December 1940), p. 538.

¹⁶ U. S. House of Representatives, Select Committee to Investigate Interstate Migration . . . *Interstate Migration*, Chicago hearings, pt. 3, 1940, pp. 1105-1210.

Migration to Contiguous States and Other Areas

Not only the volume of migration but also the distance to which interstate claimants migrate is significant. About half the interstate workers who filed claims during 1939 merely moved into a contiguous State. Many of the remainder filed their claims thousands of miles from the State in which they had accumulated benefit rights (table 2).

More than 70 percent of the claimants who left Arkansas, Delaware, Nevada, New Hampshire, Oregon, and Vermont entered contiguous States, while less than 30 percent of those who left California, Montana, and Maine (which has only one contiguous State) went across only one State line. More than 70 percent of the interstate claimants who entered Delaware, Georgia, Massachusetts, Nevada, New Hampshire, Vermont, and Wisconsin, came from contiguous States. At the other extreme, California, Florida, and Maine acted as agent for adjacent States in less than 30 percent of the claims. There was no geographic concentration among the States which received from or transmitted to adjacent States large proportions of their claims, except in New England where there were several States in which migration to or from adjacent States comprised more than 70 percent of the interstate load.

New England was indeed the most self-contained of all the areas (chart 2). More than half the claimants leaving States in that area remained within the area, and almost two-thirds (65 percent) of the in-migrants were from other New England States. About a fourth of the interstate claimants of the New England region entered or left the Middle Atlantic area; all other parts of the country, therefore, accounted for less than one-fifth (18 percent) of the workers who migrated from the New England States and slightly more than one-tenth (12 percent) of the claimants who came into these States. Part of the reason for the large number of intra-area claimants may be the inclusion of commuters or other workers who are not counted as interstate workers in other regions. For instance, the bulk of the claims forwarded to Connecticut from Massachusetts and Rhode Island were filed by individuals living in these two States who commuted daily to their work in Connecticut, as an agreement among these States allowed commuters to file claims in

their resident States against Connecticut.¹⁷ Vermont also has agreements with bordering States whereby commuters may file claims in these States against Vermont's funds.¹⁸

¹⁷ See footnote 12.

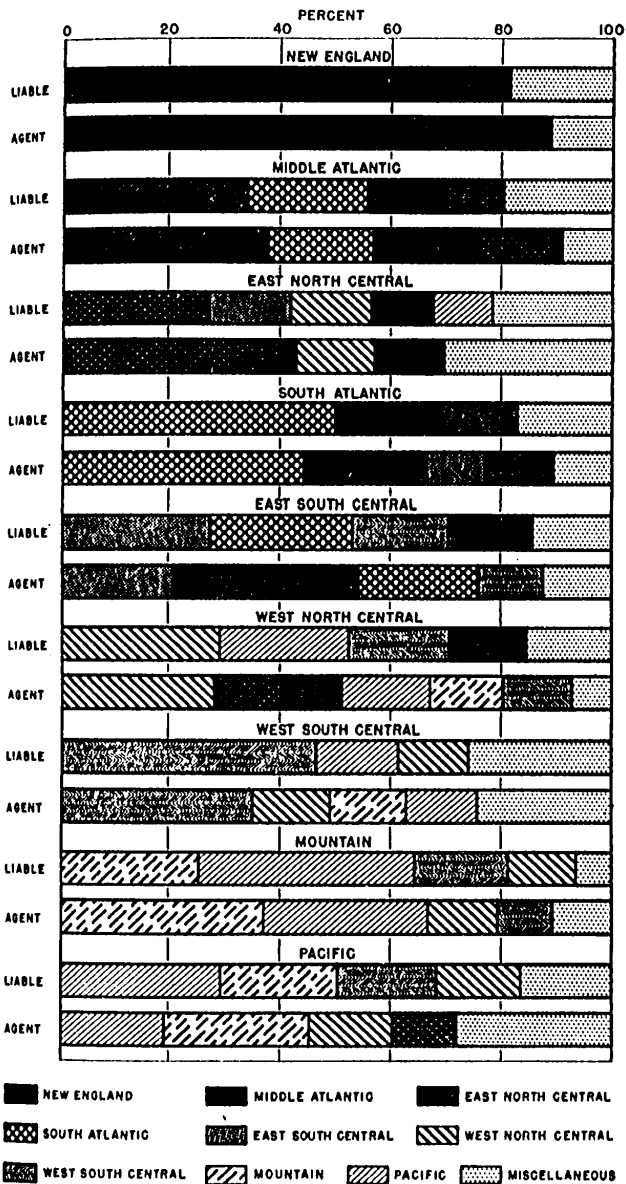
¹⁸ Vermont Unemployment Compensation Commission, *Facts and Figures*, Vol. 1, No. 1, (January-March 1939), p. 21.

Table 2.—Percent of interstate initial claims received from or sent to contiguous States, and number of States from or to which claims were received or sent, 1939

Geographic division and State	Percent of interstate claims received from or sent to States contiguous to—		Number of States	
	Liablo State	Agent State	From which interstate claims received as liablo State	To which interstate claims sent as agent State
New England:				
Connecticut.....	60.3	68.2	48	43
Maine.....	28.8	28.0	36	33
Massachusetts.....	63.0	72.7	50	48
New Hampshire.....	83.8	77.5	41	38
Rhode Island.....	62.0	68.5	42	34
Vermont.....	70.2	72.2	29	27
Middle Atlantic:				
New Jersey.....	48.2	58.0	40	44
New York.....	46.4	49.4	50	49
Pennsylvania.....	58.4	65.8	50	49
East North Central:				
Illinois.....	37.2	49.2	50	48
Indiana.....	49.9	60.1	49	49
Michigan.....	31.2	41.4	50	49
Ohio.....	45.5	52.0	50	49
Wisconsin.....	59.5	76.4	50	46
South Atlantic:				
Delaware.....	74.1	75.2	35	36
Dist. of Columbia.....		58.3		45
Florida.....	34.0	18.5	40	48
Georgia.....	65.5	72.0	44	47
Maryland.....	59.4	44.1	45	43
North Carolina.....	59.2	52.4	46	46
South Carolina.....	47.2	63.0	40	38
Virginia.....	64.3	54.4	40	44
West Virginia.....	59.5	68.9	40	43
East South Central:				
Alabama.....	59.7	59.0	44	47
Kentucky.....	65.9	51.5	47	48
Mississippi.....	62.5	58.3	40	44
Tennessee.....	58.1	44.7	47	43
West North Central:				
Iowa.....	55.5	59.1	48	46
Kansas.....	51.4	49.4	46	47
Minnesota.....	33.6	35.0	50	46
Missouri.....	49.0	46.5	49	47
Nebraska.....	49.9	54.4	43	46
North Dakota.....	52.7	41.0	33	35
South Dakota.....	59.8	59.7	34	39
West South Central:				
Arkansas.....	72.9	59.4	46	47
Louisiana.....	66.0	63.7	45	47
Oklahoma.....	62.0	58.4	45	43
Texas.....	55.1	44.5	49	49
Mountain:				
Arizona.....	57.3	53.8	48	48
Colorado.....	37.4	48.9	49	47
Idaho.....	68.0	61.7	43	42
Montana.....	22.3	46.0	41	39
Nevada.....	78.5	73.0	45	46
New Mexico.....	68.8	65.1	41	41
Utah.....	34.0	51.4	43	42
Wyoming.....	52.3	52.9	44	41
Pacific:				
California.....	17.4	16.8	50	49
Oregon.....	73.4	69.8	47	48
Washington.....	42.0	32.8	46	47
Territories:				
Alaska.....			41	28
Hawaii.....			24	29

The East South Central States and the Pacific region had strongest ties with other parts of the country. Only about a fourth (27 percent) of the claimants who moved away from one of the East South Central States moved into another State in the same region, and about one-fifth (21 percent)

Chart 2.—Percentage distribution of interstate initial claims received as liable State and sent as agent State, by geographic division, 1939¹



¹ Excludes District of Columbia, because no claims were accepted as liable State in 1939.

of the workers who came into one of these States were from another State within the region. For the Pacific Coast the corresponding percentages were 29 and 19. As a matter of fact, more claimants came into each of these areas from another area than from other States within the area. A third (33 percent) of the interstate claimants entering the East South Central States were from the East North Central region, as compared with 21 percent who moved within the area; and more than a fourth (27 percent) of the claimants going into one of the Pacific States came from the Mountain region, as against 19 percent from other Pacific States. Conversely, more claimants departed from the Mountain States for Pacific Coast destinations than for other States within the Mountain region.

With these exceptions, intra-area mobility was relatively greater than inter-area movement. In no region except New England, however, did intra-area migration comprise as much as half the interstate claim load.

Most of the inter-area migrants went to adjoining areas. The Pacific region was the only one which exerted a substantial drawing power on distant regions; claimants who had migrated there accounted for 11 percent of all interstate workers who left the East North Central States, 23 percent of those who had moved away from the West North Central States, and 14 percent of those for which the West South Central States were liable. The movement was by no means one way, however; claimants moving away from the Pacific Coast represented 16 percent of the workers who later filed interstate claims in the West North Central States and 13 percent of the migrants to the West South Central region.

It must be noted that, in spite of the considerable movement between adjoining States and areas, there was also a general scattering of claimants throughout the country (table 2). Of the 50 jurisdictions for which complete data are available,¹⁹ only 2, Vermont and Hawaii, received claims from less than 30 other States during the year, and 44 States received claims from 40 or more other States; in 31 of the 44 States, workers went to at least 45 other States.

¹⁹ There is no record of movements out of the District of Columbia.