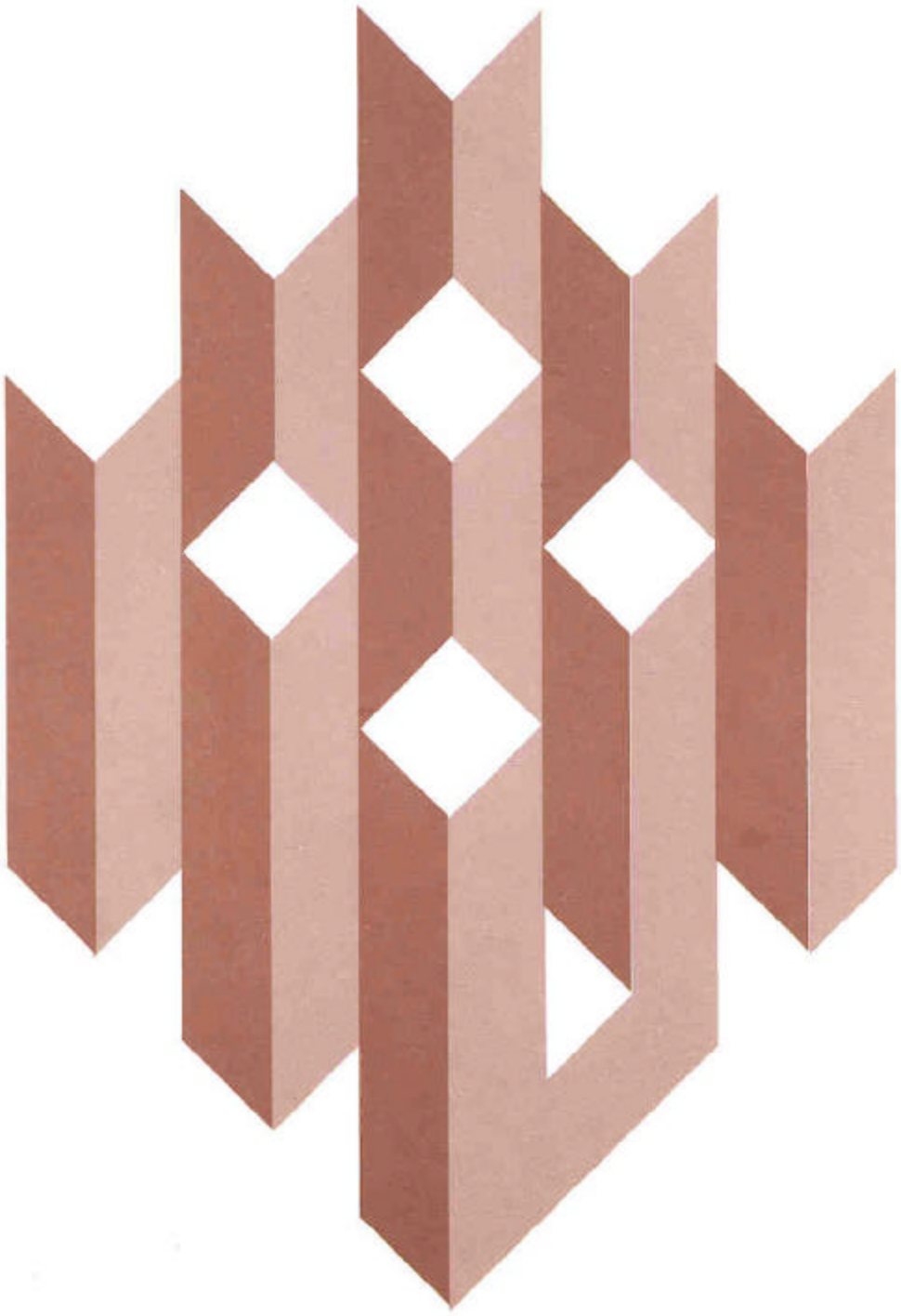
Impact of Extension of Coverage to Agricultural Workers Under PL 94-566, Their Characteristics and Economic Welfare

U.S. Department of Labor
Employment and Training Administration



OP
77-1

Impact of Extension of Coverage to Agricultural Workers Under PL 94-566, Their Characteristics and Economic Welfare

U.S. Department of Labor
Ray Marshall, Secretary

Employment and Training Administration
Ernest G. Green
Assistant Secretary for Employment and Training
Unemployment Insurance Service

1978

This is the second of two reports prepared by G. Joachim Elterich and Linda Graham of the Department of Agricultural and Food Economics, University of Delaware, under contract No. 99-7-887-04-06 with Employment and Training Administration, U.S. Department of Labor. Researchers undertaking government sponsored projects are encouraged to express their own judgment. The interpretations and viewpoints stated in this document do not necessarily represent the official position or policy of the U.S. Department of Labor.

TABLE OF CONTENTS

LIST OF TABLES

HIGHLIGHTS

This report is second in a sequence and studies the impact of the section in the "Unemployment Compensation Amendments of 1976" pertaining to the coverage of agricultural employment. The law specifies coverage only of establishments hiring '10 or more workers, in 20 or more weeks or at least a $20,000 high quarter payroll'. The study of the impact of the law is based on a sample of hired workers surveyed during 1971 in fifteen states. Analysis was performed on the workers' UI coverage, the demographic, employment and migratory characteristics of the covered workers and the impact of the law on the economic welfare of beneficiaries.

About half of all hired workers of survey employers are covered by the law with proportions ranging from 11 to 89 percent by State with similar variations in the proportion among subgroups of workers. These differences can be attributed to the varying employment histories of the workers among States and groups within States. Over four out of five covered workers are insured for the study area with interstate variations ranging from 53 to 93 percent. In addition to the employment history, States' UI qualifying provisions influence the proportions.

In the study area, somewhat less than one out of three insured workers are actual beneficiaries, ranging from 13 to 51 percent in individual survey States. Nearly one out of four beneficiaries exhausts his entitlements, with interstate differences ranging from 0 to 53 percent. For the study area, average potential and actual benefits per insured worker amount to $1,066 and $386, respectively, with interstate variations of $871 to $1,459 and $322 to $762, respectively. The variations in proportions and amounts can be explained by the workers' work histories and UI benefit schedule provisions.

The demographic- and employment-related characteristics of all covered workers in the study area reveal that 3/4 are male, nearly two out of five are below thirty and about two out of five are 39 to 49 years of age. About 2/5 are white, 1/3 are black and 1/4 are Puerto Rican or Mexican. About three out of ten are in the labor force part of the year, while nearly three out of four perform farm work only and one out of five perform mixed work. Among intrastate farm workers, 4/5 work on a regular basis, while this proportion increases to 9/10 for interstate farm workers. Covered workers in the study area are employed for about 42 weeks, but one State averages less than 30 weeks and some other States average over 45 weeks. It is somewhat surprising that although only 27 percent of all covered workers did nonfarm work, the nonfarm employment amounted to 2/3 of all the man weeks. It highlights the fact that agriculture is a seasonal industry, affording only part-time employment to many workers.

Of all covered workers, nearly 2/5 experience some UI unemployment lasting about 15 weeks, while one out of three is out of the labor force for 23 weeks. Intrastate workers are less likely to have UI unemployment, but have a longer duration of it compared to interstate workers; the latter are less likely to be out of the labor force and average a shorter duration thereof compared to intrastate workers. The differences in the proportion of workers having UI unemployment, the proportions of those out of the labor force and the respective durations vary widely among States due to differing work histories and UI qualifying requirements as well as differing existing welfare laws.

For the study area the covered worker's average annual earnings amount to $3,613, and range from about $2,500 to $4,700. Workers in the labor force all year earn twice as much (ca. $4,400) as those in the labor force part of the year; other subclassifications of workers earn close to the overall study area average. Annual earnings of beneficiaries average only $2,843 in the study area, with smaller differences among subgroups of workers than among States. The low earnings are explained by the short duration of work and low wages for a substantial proportion of workers.

The actual benefits as a proportion of annual earnings of beneficiaries indicates the impact of UI on the economic well-being of these workers; the benefits amount to 13.6 percent of their earnings, with large interstate variations but small deviations from this average among worker subgroups.

Actual benefits amount to slightly more than 1/3 of potential benefits of all insured workers, with few States and worker subclasses falling outside the 30 to 45 percent range. This proportion increases to 45 percent if based on potential benefits of all beneficiaries and shows a much larger variability among States and worker subclassifications.

Many additional questions may be raised concerning the impact of the legislation on agricultural workers.

While the extension of UI to some agricultural labor will make such work more attractive to workers now covered, it will also make it more expensive to the employers and ultimately to the consumer. This may very well result in employers cutting some workers from the payroll cet. paribus especially the least productive ones. One may speculate on the exact magnitude of the cutback, but it is believed to be a marginal adjustment.

Will the law influence the migrant streams? Informal reports indicate that New England employers (especially the shade tobacco growers) turn away from hiring the more expensive Puerto Ricans for their crop and substitute them increasingly with local pupils and housewives and nonlocal high school students. New York apple growers may have to go a similar route when off-shore migrants (British West Indies) are not certified to enter the U.S. or become economically less attractive.

There always exists the possibility that workers eligible for high UI benefits will prefer to be laid off rather than to work. However, stricter enforcement of the "able and willing to work" clause in qualifying for benefits by local and state agencies, caused by low or deficit fund balances and the recent initiative by the administration to move toward a work incentive program, may mitigate any widespread abuses in the future.

Appendix II contains comparisons of UI statistics, such as weekly benefit amount, potential and actual duration of benefits, and proportion of exhaustees as of beneficiaries for the survey agricultural worker population with the population of workers already covered by UI in 1970. These comparisons indicate that agricultural workers tend to have somewhat lower values for these UI statistics than nonagricultural workers.

In October 1976, President Ford signed into law PL 94-566, which extends Unemployment Insurance (UI) coverage to agricultural workers in establishments employing 10 or more workers for 20 weeks or more or pay a high quarter payroll of at least $20,000 (henceforth, the '10 in 20 or $20,000' provision). The UI system is a cooperative arrangement between federal and State instruments, in which States have to meet or exceed federal guidelines in order to qualify for federal assistance in running the program. During 1977 lawmakers will have to pass legislation in all States to comply with the law since it provides, among other things, for agricultural coverage by January 1978. The interregional research committee NE-58, entitled "Economic and Sociological Study of Agricultural Labor in the Northeast States," surveyed agricultural employers and employees in 15 states with financial support of the USDL.[1] Since these previous studies [Bauder, et al., Seaver, et al.] did not consider the coverage provision stated by the law, it appears imperative to provide some answers to the impact it may have on agriculture and the UI system.

This report is a sequel to another entitled "Impact of PL 94-566 on Agricultural Employers and UI Trust Funds in Selected States." It revealed the following major findings:

> Only about six percent of all agricultural (five percent of the farm) employers will be affected by the law, with an employment of about half of all agricultural (44 percent of all farm) workers. Between 1/3 and 1/2 of the payroll will be covered in most States. We want to stress, however, that wide variations exist in all the covered employer characteristics among States, types of farm and ownership and Economic Classes. However, the fact remains that a small proportion (10-20 percent) of

[1]The survey States are all Northeastern States and Ohio, Florida and Texas.

employers, which is comprised predominately of farms with high sales volume and highly seasonal operations (such as vegetable, fruit, tobacco, general and miscellaneous farmers) would still employ in excess of half of the work force on these types of farms. In the study area, less than two percent of the cash grain, dairy, livestock and cotton farmers will employ less than 15 percent of the workers on these farms in each case.

If agriculture completely finances the cost of the benefits received by its workers - excluding administrative costs - then contributions of 1.4 percent of the taxable payroll (first $6,000 per year and employer) will be sufficient in West Virginia while contributions in excess of 5 percent are needed in Rhode Island, Connecticut, New Jersey and Delaware. However, most States would need to charge only two to three percent tax. The cost differences of the UI program among States are due to work force- and program-related determinants. Before experience rating takes effect, nonagricultural employment stands to subsidize, in about half the States, the benefit payments to agricultural workers on a very modest scale. After experience rating the cost of agricultural coverage will be borne by agricultural employers in almost all States. The estimated agricultural benefits paid will usually constitute less than one percent of all benefits disbursed in a State.

The first paper did not analyse the law's impact on agricultural workers, in particular their classifications, the socio-demographic characteristics of the workers affected and their economic well-being as a result of the benefit payments received. Therefore, the objectives of the study are:

1) To estimate for the '10 in 20 or $20,000' provision the proportion of covered and insured workers, beneficiaries and their respective benefits and the proportion of benefit exhaustees.

2) To analyse the demographic and employment characteristics of covered workers by various cross classifications and to determine their earnings.

3) To assess the implication of UI benefit payments on economic welfare in relation to earnings of workers involved.

METHODS

The study uses the workers' actual 52-week employment histories and their characteristics as of 1969/70. These data were obtained in the NE-58 research, which surveyed a stratified (by payroll) random sample of agricultural employers and in the second sampling frame, randomly selected their work force completely or proportionately depending upon its size. The sample data were subsequently expanded to population estimates. For more detail on the survey and sampling procedures and methodology, see Bauder, Elterich, Farrish and Holt (Chapter I and Appendices I-V).

Each worker's 52-week base period - which, in our study also represented the benefit period - was analyzed with respect to his UI beneficiary status, i.e., if he was a covered worker and/or insured, and/or potential or actual beneficiary or benefit exhaustee. Only workers employed by employers included by the provision as defined by PL 94-566 were considered covered as far as UI is concerned. The State's qualifying and benefit determination status in effect July 1971 was applied.

The tabulations and analyses of the estimated impact on the UI coverage and the demographic and work force characteristics were made on the 14,818 workers of the covered survey employers equivalent to the expanded population of 159,000 workers. The analysis encompasses only the workers of the covered survey employers and excludes workers who by virtue of nonfarm work are already covered by UI. The demographic characteristics are sex, age and race, while the relevant employment characteristics detail migratory, labor force participation status, type of work and earnings. Economic welfare implications are drawn from the improvement of income positions

of agricultural workers through UI benefits. In particular, proportions of covered and insured workers and actual beneficiaries with their respective UI benefits as well as benefit exhaustees will be estimated by State.

Actual benefits would be paid to workers assuming they had the same unemployment experience in the second (benefit) year as in the first (base) year and disregarding extended benefits beyond the State's statutory limit. The analysis disregards seasonality provisions, which are currently still in effect in some States, dependency allowances and any labor supply changes due to the extension of coverage by agricultural workers. The estimates are based on the assumption that workers apply for benefits in the same State in which they were interviewed, which will not invalidate the estimates.

By taking this approach and population, this study assumes the same employment and work history of agricultural employers and their employees in 1971 and 1977 since the survey has not been updated. However, it is asserted that any change which may have occurred since then would change the findings of this study only slightly. Both workers' taxable wages and the UI benefits have increased approximately proportionately. At the same time, the level of employment has at best remained constant in most States, and the number of employers with sufficient employment to qualify for coverage has remained constant or increased. The factors tend to counteract each other. The seasonal employment pattern is judged to remain essentially similar. However, we see no way to judge the changes in employment behavior by both employers and employees since 1971, but maintain that

the estimates of coverage by characteristics are the best possible at this time.

In order to enable comparisons with the all-inclusive coverages, discussed in Bauder, et al. and Seaver, et al., Appendix I will present the UI analysis for the greater population (181,000) of workers who were considered covered on the basis of any covered employment (as opposed to coverage due to survey employers' coverage). Thus, this analysis includes workers who had a noncovered agricultural employer, but also performed nonfarm work, which by our definition - in the absence of employment data of nonfarm employers - is always covered.

This section presents estimates of workers' UI coverage, beneficiary status and benefit amounts. UI coverage is determined by the employers' employment and payroll characteristics while the workers' benefit rights, i.e., beneficiary status and benefit amounts, depend on their weeks of work and wage experience in covered employment during the base period. However, each State has its own provision for determining the workers' benefit rights. The estimates for the covered and insured workers, actual beneficiaries and exhaustees and benefit amounts are given by State for different categories like migratory status, labor force participation and type of work. As far as the following analysis is concerned, the terms agricultural and farm workers are synonymous.

Coverage and Beneficiary Status

Covered Workers

Covered workers are those who worked for a covered employer, i.e., employers who hired at least 10 workers in 20 weeks or paid a high quarter payroll of at least $20,000. Surveyed employers found subject to the provisions of the law have just over half of all hired workers - equivalent to an estimated 148,925 workers of 4,428 employers. However, wide variations in coverage exist among States, i.e., less than 20 percent are covered in Vermont and Maine, while more than 80 percent in Florida and Connecticut (Table 1). Workers with nonfarm work only have a larger chance of being covered (63.5 percent) than workers with farm work. Of the farm workers, interstate workers have the highest coverage (61.3 percent). By contrast, less than half of the intrastate farm

Table 1 Proportion[1] of Covered Workers Due to Employers' Coverage Under the '10 in 20 or $20,000' Provision in Relation to Universal Coverage by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- percent -							
Study Area	46.7	61.3	52.2	49.0	50.2	49.7	63.5	51.0
Mid-Atlantic								
Delaware	40.2	41.4	47.9	36.9	46.3	31.8	94.0	42.6
Maryland	25.8	72.1	39.7	38.0	33.5	53.2	28.4	37.9
New Jersey	42.7	61.0	55.5	50.4	52.4	49.9	41.6	51.1
New York	31.6	59.9	33.1	42.2	39.2	37.8	61.7	40.3
Pennsylvania	33.3	67.9	33.0	40.8	38.2	37.2	49.3	38.4
West Virginia	32.1	40.0	35.7	32.2	32.7	37.3	69.8	34.6
New England								
Connecticut	77.9	86.8	84.5	71.7	78.3	83.9	91.9	80.8
Maine	18.3	27.4	15.3	23.7	18.8	19.2	24.0	19.5
Massachusetts	48.8	60.7	51.2	49.7	54.7	25.0	30.5	48.4
New Hampshire	34.1	35.3	32.9	35.3	37.6	27.5	30.2	33.3
Rhode Island	40.7	82.6	46.3	43.3	45.0	40.9	25.0	43.6
Vermont	8.4	34.6	14.0	9.0	10.0	10.3	32.9	11.2
Florida	87.2	94.1	94.7	86.9	89.2	88.0	89.8	89.0
Ohio	43.2	49.7	48.4	40.8	46.2	39.5	43.7	44.7
Texas	33.8	24.6	40.7	30.2	31.3	37.5	53.6	33.2

1/ Proportions are based on the corresponding number of workers for each classification under the universal coverage.

2/ Number of covered workers is less than 50.

workers have a chance of being covered (46.7 percent), while workers with farm work only or those with mixed work have about an equal chance of being covered (about 50 percent). It is somewhat surprising that farm workers in the labor force part of the year are marginally more likely to be covered than those in the labor force all year, which may only be explained by the fact that farmers with pronounced seasonal employment are more likely to be covered by the provision than farmers with year-round employment. The proportion of workers in the labor force all year, who are covered, is on average larger than the proportion in labor force part year in Maine, New Hampshire, New York and Pennsylvania.

With the exception of Texas, all States have a higher proportion of interstate workers covered than intrastate workers. In a number of the States, interstate workers have double the probability of being covered than intrastate workers, which are partly comprised of housewives and students who are in the labor force only part of the year. The proportion of intrastate workers ranges from less than 20 percent in Vermont and Maine to more than 70 percent in Connecticut and Florida with most States covering between 30 and 49 percent. For interstate workers, the proportion ranges from 25 percent in Texas to 94 percent in Florida.

The differences in the proportion of covered farm workers with farm work and those with mixed work are small within a particular State. But, the differences in the proportions among States are large, ranging from less than 20 percent in Vermont and Maine to 88 percent or more in Florida.

In Delaware, Connecticut and Florida, about 90 percent of the workers with nonfarm work only are covered, while less than 30 percent are covered in Maine and Rhode Island.

Insured Workers

Insured workers or potential beneficiaries are those covered workers who have sufficient employment and/or earnings to be insured for UI purposes, i.e., become monetarily eligible for UI benefits in case of bona-fide UI unemployment. Over 4/5 of the covered workers qualify as insured workers for the study area (Table 2). Large variations exist among States. In Ohio only 53 percent and in Connecticut 60 percent are insured due to either stringent qualifying requirements or shorter duration of employment and lower wages. The proportions are larger than 90 percent in Florida, Maryland and Texas due to higher wages and longer employment.

Covered farm workers who are in the labor force all year, have the highest proportion of insured workers (94 percent), while those in the labor force part of the year have the lowest proportion (64 percent). The range of the proportions is narrow among States for workers in the labor force all year (86-99 percent), while it is rather wide for workers in the labor force part of the year (29-90 percent).

The difference in the proportion of insured workers between the intrastate (82 percent) and interstate (88 percent) farm workers is small. Due to the predominance of seasonal workers among intrastate workers, the proportions are smaller--with a range of 52 to 95 percent--than for interstate workers--with a range of 52 to 97 percent.

The interstate differences between the classifications should be attributed to both qualifying requirements and the work history of workers (i.e., duration of work and earnings). Qualifying requirements in Florida and Ohio should lead in both States to consistently lower proportions of insured workers; however, the proportion is high in Florida, due to high

Table 2. Insured workers as a percent of covered workers under the [illegible] by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- percent -							
Study Area	82.1	87.6	63.6	93.7	83.5	84.2	71.1	82.5
Mid-Atlantic								
Delaware	72.6	97.4	75.8	94.3	83.1	94.6	89.0	86.6
Maryland	84.4	97.4	60.7	98.6	88.4	96.1	94.2	91.1
New Jersey	61.3	92.1	45.9	92.2	76.4	87.7	80.8	79.3
New York	72.6	84.7	56.9	86.5	78.2	74.2	77.8	77.4
Pennsylvania	84.1	89.1	65.2	94.5	83.5	91.5	75.1	84.9
West Virginia	73.9	73.3	41.1	88.3	72.1	85.9	77.5	74.1
New England								
Connecticut	52.0	80.3	42.4	92.9	54.9	68.6	66.9	59.6
Maine	74.1	80.3	54.2	94.3	70.3	86.3	74.7	75.9
Massachusetts	82.6	95.7	57.3	94.1	86.4	58.6	84.2	84.3
New Hampshire	82.5	78.8	76.6	85.6	86.6	68.0	87.6	83.2
Rhode Island	93.2	86.8[1/]	89.5	95.2	94.0	85.2[1/]	100.0[1/]	93.1
Vermont	81.9	51.7	31.6	92.2	84.2	44.1	60.6	73.1
Florida	94.6	93.6	90.1	96.0	94.8	92.6	74.0	92.2
Ohio	51.9	62.4	29.2	87.1	53.2	61.5	34.3	53.4
Texas	94.1	84.4	84.1	95.5	92.7	93.3	65.2	90.6

[1/] Number of covered workers is less than 50.

wages and long employment. The mix of the workers in the labor force part of the year seems to be influenced by housewives and school children in Ohio, West Virginia, New Jersey and most New England States. This is evident from the low proportion of insured workers due to low earnings and short spans of work in spite of relatively lower qualifying requirements.

The differences in the proportions of insured workers between workers with farm work only (83.5 percent) and mixed work (84.2 percent) are insignificant for the study area. However, wide differences exist among states between categories. Less than 60 percent of the workers with farm work only are insured in Ohio and Connecticut while more than 90 percent are insured in Florida, Texas and Rhode Island. Likewise, less than 62 percent of the workers with farm and nonfarm work are insured in Vermont, Massachusetts and Ohio, while the proportion exceeds 90 percent in Maryland, Delaware, Pennsylvania, Texas and Florida. The proportion of insured workers with farm work only exceeds that of workers with mixed work only in New York, Florida and most New England States.

Seventy-one percent of the covered workers performing nonfarm work only are insured, the proportions ranging from about one-third in Ohio to about 90 percent in Rhode Island, Delaware and Maryland.

Actual Beneficiaries

Actual beneficiaries are insured workers who have at least one spell of compensable unemployment and hence are assumed to receive UI benefits.[2]

---

[2]To qualify for UI benefits, the following conditions must be met: 1). A worker has to qualify monetarily showing "substantial attachment" to the covered labor force as measured in a sufficient number of weeks of employment or its equivalent in covered earnings. 2) A worker must also be willing and able to work, or must not be discharged for good cause, or left work voluntarily (nonmonetary terms).

For the study area about three out of ten insured workers receive UI benefits (Table 3). Again, wide variations exist among States, ranging from less than 20 percent in Maryland, Vermont and Massachusetts to over 40 percent in Delaware, Connecticut and Rhode Island. The latter States have highly seasonal operations resulting in more workers having periods of unemployment in which they qualify for UI benefits (henceforth called UI unemployment).

The proportion of actual beneficiaries is highest for insured farm workers in the labor force part of the year (78 percent) and lowest for those in the labor force year-round (14 percent). The proportion exceeds 80 percent for insured workers in the work force part of the year in Vermont, Rhode Island, Delaware and Florida and is less than 67 percent in Maine, Massachusetts, Pennsylvania and New Jersey. In contrast, the corresponding percentage for farm workers in the labor force all year ranges from less than ten percent in Vermont, New Hampshire, Massachusetts, Texas and Maryland to more than 29 percent in New Jersey, Rhode Island and Delaware.

Insured intrastate farm workers have a lower incidence of actual beneficiaries (26 percent) than interstate workers (42 percent). The proportions exceed one-third for intrastate workers in Rhode Island, Connecticut, New Hampshire and New Jersey, while it is lower than one-fifth in Massachusetts, Vermont, Pennsylvania and Texas. For interstate workers, proportions over 60 percent are found in Connecticut, Maine and Delaware and proportions below 20 percent in Vermont, Massachusetts, Maryland and New Hampshire.

Workers performing farm work only and mixed work have an incidence exceeding 40 percent and 50 percent, respectively, of being actual beneficiaries in Delaware, Connecticut and Rhode Island while the proportions are below 18

Table 3 Actual Beneficiaries as a Percent of Insured Workers Under the "10 in 20 or $20,000" Provision by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- percent -							
Study Area	25.9	41.5	78.3	14.2	28.6	37.8	31.1	30.5
Mid-Atlantic								
Delaware	32.3	61.8	86.8	29.2	50.6	51.3	53.6	51.0
Maryland	20.3	15.9	73.1	9.3	23.0	8.7	38.3	18.5
New Jersey	35.5	40.3	66.4	33.4	37.4	42.5	29.6	38.3
New York	17.9	41.6	76.4	14.0	25.8	37.7	43.3	29.6
Pennsylvania	16.8	45.3	65.3	10.9	20.2	35.7	37.7	24.5
West Virginia	20.8	34.0	73.0	12.7	19.2	47.0	33.7	23.8
New England								
Connecticut	37.8	64.9	80.0	15.5	41.5	57.0	57.3	47.8
Maine	21.9	61.9	56.2	13.3	17.3	41.1	46.6	29.8
Massachusetts	13.3	14.2	50.1	5.3	14.2	0	5.9	13.0
New Hampshire	35.2	19.2 1/	78.3	2.9	38.9	10.6 1/	34.5 1/	33.4
Rhode Island	47.2	54.5 1/	89.7	30.0	46.8	56.5 1/	0 1/	47.0
Vermont	14.1	0	100.0	0	13.9	0	41.9	16.0
Florida	31.0	36.3	84.5	13.8	32.0	33.8	20.5	31.3
Ohio	26.8	57.8	77.3	19.0	34.6	43.3	46.5	36.9
Texas	19.4	49.9	74.1	9.2	19.8	42.1	37.0	24.0

1/ Number of covered workers is less than 50.

percent in Vermont, Massachusetts and Maine. Workers with mixed work have a small chance of being actual beneficiaries in Massachusetts, Vermont and Maryland. The significant differences among States within any worker classification can be explained by the differing proportions of farm workers with weeks of UI unemployment.

Exhaustees

Benefit exhaustees are defined as actual beneficiaries whose weeks of UI unemployment equals or exceeds their potential duration of benefits. Their proportion is based on the number of actual beneficiaries and is only available by State. In the study area about one out of four actual beneficiaries exhaust their benefits (Table 4). The incidence of exhaustees tends to be lower on average in the Mid-Atlantic States (usually less than 17 percent) and Ohio, while it tends to be higher in some New England States, Texas and Florida (29 percent and higher).

As with other statistics of the beneficiary status, the interstate differences cannot be explained by the State statutes alone, but are also determined by the differences in the employment histories of the workers in a State, particularly the duration of UI unemployment. However, the duration of UI unemployment would affect to a higher degree workers in States like Florida and Texas, since compared to other States, their provisions only allow for relatively short durations of potential benefits.

Table 4 Proportion of Exhaustees as of Actual Beneficiaries by State.

State	Percent
Study Area	23.4
Mid-Atlantic	
Delaware	6.8
Maryland	16.7
New Jersey	16.8
New York	5.1
Pennsylvania	4.4
West Virginia	18.6
New England	
Connecticut	30.0
Maine	30.6
Massachusetts	53.0
New Hampshire	15.9
Rhode Island	13.0
Vermont	0
Florida	28.9
Ohio	14.4
Texas	31.0

Potential Benefits

Potential benefits are the maximum amount to which an insured worker is entitled based on his work history during the base period. It is the product of the weekly benefit amount computed from the worker's past wages and the potential duration computed according to State law.[3] Extended benefits and dependency allowances are disregarded in this analysis.

Average potential benefits per insured worker amounted to $1,066 in the study area, ranging from about $900 in West Virginia and Florida to over $1,400 in Massachusetts and Rhode Island (Table 5). These large variations are partly due to the different employment characteristics of the workers from State to State but mostly due to differing weekly benefit amount and duration formulae for the States.

Classifying potential beneficiaries by migratory status shows that intrastate workers qualify for slightly higher benefits than interstate workers ($1,071 vs. $1,035). Workers with nonfarm work only qualify for the highest benefits of $1,141, while those with farm work only qualify for $1,056 in benefits. Workers in the labor force all year qualify for larger benefits than those in the labor force part of the year ($1,138 vs. $832, respectively).

The variations of potential benefits within a classification but among States are much larger than the variations among classifications within a

---

[3] In variable duration States, it is the lesser of a specified fraction of base period employment or wages or a multiple of the weekly benefit amount. In uniform duration States it is a multiple of the weekly benefit amount. The multiple represents the maximum number of weeks for which a beneficiary can receive his weekly benefit amount under State law.

Table 5 Average Potential Benefits per Insured Worker by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- dollars -							
Study area	1,071	1,035	832	1,138	1,056	1,075	1,141	1,066
Mid-Atlantic								
Delaware	973	1,097	908	1,139	997	1,172	947	1,047
Maryland	1,183	1,069	902	1,155	1,161	1,047	962	1,115
New Jersey	1,376	1,150	1,105	1,245	1,242	1,172	1,255	1,225
New York	1,323	1,076	1,054	1,265	1,234	1,145	1,227	1,217
Pennsylvania	1,386	1,329	1,157	1,441	1,369	1,384	1,326	1,371
West Virginia	855	850	697	886	853	861	1,076	871
New England								
Connecticut	1,265	1,213	941	1,532	1,281	1,176	1,321	1,255
Maine	1,104	1,150	811	1,253	1,087	1,146	1,058	1,104
Massachusetts	1,404	1,398	610	1,576	1,420	1,080	1,758	1,425
New Hampshire	1,222	1,391 1/	839	1,512	1,190	1,450 1/	1,653 1/	1,336
Rhode Island	1,531	967 1/	1,197	1,556	1,471	1,225 1/	2,366 1/	1,459
Vermont	1,186	1,300	915	1,242	1,190	1,211	1,204	1,201
Florida	898	943	707	979	897	960	1,067	922
Ohio	1,126	914	886	1,135	1,059	1,062	826	1,050
Texas	1,069	806	768	1,110	1,038	1,020	1,128	1,037

1/ Number of covered workers is less than 50.

State. Differences among groups within a State are due to the variations in earnings only.

Actual Benefits

Actual benefits are the sum of all the benefits an insured worker is paid in a benefit year, limited by his potential benefits. On the average actual benefits per beneficiary amounted to $386 in the study area, ranging from $322 in Florida to $762 in Rhode Island (Table 6).

Actual benefits result from the weekly benefit amount and duration of weekly claims for benefits. Since the weekly benefit amount is determined from the workers' wages based on the State's provisions and since the duration for weekly claims is also limited to the law's provision, a large interaction between the State provisions and the workers' employment history results. Nevertheless, looking at the States' average weekly benefit amounts and average duration given in Appendix III Tables 1 & 2, respectively, should give insights to the origin of the variation among States. For example, Florida's and Texas' low average actual benefits might be partly attributed to the low weekly benefit amount but are largely due to very restrictive provisions on benefit duration. The average actual benefits of only $336 in West Virginia results from a relatively long duration but very low weekly benefit amount. On the other hand, Rhode Island's and New Jersey's high average actual benefits are mainly due to higher average weekly benefit amount. Vermont is an example where the high benefit is due mainly to uniform duration in spite of a low weekly benefit amount. For a discussion of the inter-relationships see Elterich & Graham (1975, pp. 33-72).

Table 6 Average Actual Benefits per Beneficiary by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- dollars -							
Study area	395	365	387	374	379	393	421	386
Mid-Atlantic								
Delaware	351	339	398	244	343	345	248	334
Maryland	609	339	471	491	481	479	888	503
New Jersey	562	510	434	560	501	577	549	525
New York	471	379	441	364	416	398	407	409
Pennsylvania	428	391	379	474	370	486	476	416
West Virginia	348	285	354	308	325	356	360	336
New England								
Connecticut	514	519	494	611	575	431	385	502
Maine	370	553	430	412	429	420	522	446
Massachusetts	495	443	477	510	488	2/	132	481
New Hampshire	300	1,048 1/	315	975	311	844 1/	525	394
Rhode Island	818	472 1/	749	774	805	436 1/	1/ 2/	762
Vermont	733	2/	733	2/	733	2/	172	547
Florida	342	243	339	258	322	273	445	322
Ohio	462	429	425	480	425	500	276	433
Texas	375	314	375	318	335	417	392	361

1/ Number of covered workers is less than 50.

2/ No beneficiaries in this category.

Agricultural workers with nonfarm work only have a higher actual benefit compared to farm workers even though the duration is shorter (9.3 weeks) because of significantly higher weekly benefit amounts ($45.60), since they have higher earnings. Interstate farm workers have fewer weeks of actual duration leading to lower benefits compared to intrastate farm workers.

The group of farm workers who are in the labor force all year and those who do farm and nonfarm work both have slightly higher weekly benefit amounts, compared to their complementary group, but a lower actual duration. The actual benefits are the result of the counteracting variables.

To summarize this section, the variations in benefits among States within a classification is larger than the variation among classifications within a State. The differences among classifications within a State can be attributed to the different workers' employment histories, while these variations are compounded by the States' benefit provisions when making interstate comparisons.

DEMOGRAPHIC CHARACTERISTICS

In the following discussions, the characteristics of the covered workers under the '10 in 20 or $20,000' provision as compared to the agricultural work force covered under the '1 in 1' shall be considered. The figures for the entire agricultural work force are in parenthesis where applicable. Seventy-six percent (78 percent) of the covered agricultural workers are male (Table 7), [Seaver, Elterich, Bauder, Holt, p. 36]. The median age is 31 years for each population with almost identical proportions, 40 and 38 percent, of workers in the less than 30 and the 30 to 49 year categories, respectively. Forty percent (56 percent) of covered hired farm workers are white. Covered blacks account for 33 percent (27 percent), Puerto Ricans accounted for 10 percent (9 percent) and Mexican-Americans for 16 percent (6 percent), [loc. cit., p. 36]. The figures indicate that minorities make up a greater proportion under the new provision than under the all-inclusive coverage.

EMPLOYMENT AND EARNINGS

Employment Characteristics

Of the total covered workers, 91.3 percent did some farm work (henceforth farm workers) during the base year and 8.7 percent performed only nonfarm work (Table 8). The farm workers are further subdivided according to migratory status, labor force participation and type of work. Sixty-six percent of the covered workers are intrastate workers. For both intrastate and interstate farm workers, the majority is comprised of workers in the labor force all year and of those who did farm work only during the base year. There are twice as many workers in the labor force

Table 7 Distribution of Covered Workers by Sex, Age Group and Ethnic Group by Type of Work for the Study Area.*

Demographic Characteristics	Workers With Some Farm Work	Workers With Nonfarm Work Only	Total
	- percent -		
All workers	91.3	8.7	100.0
Sex			
Female	22.5	1.8	24.3
Male	68.8	6.9	75.7
Age Group			
<30	34.7	4.9	39.5
30 - 49	35.0	2.7	37.7
>50	21.7	1.1	22.7
Ethnic			
White	35.4	4.1	39.5
Black	29.6	3.1	32.6
Puerto Rican	9.7	0.5	10.2
Mexican	14.8	0.9	15.7
Other	1.7	0.1	1.8

*Proportion based on all covered workers.

Table 8 Distribution of Covered Workers in Percent by Migratory Status, Labor Force Participation and Type of Work for the Study Area.

Labor Force Participation and Type of Work	Migratory Status		
	Intrastate	Interstate	Total
	- percent -		
All Farm Workers	65.9	25.5	91.3
Labor Force Participation			
In Labor Force Part Year	23.4	7.2	30.5
In Labor Force All Year	42.5	18.3	60.8
Type of Work			
Farm Work Only	56.2	16.9	73.1
Farm & Nonfarm Work	9.7	8.5	18.2

Nonfarm Work Only = 8.7

all year than in labor force part of the year and four times as many workers doing farm work only compared to those doing both farm and nonfarm work.

A larger proportion of intrastate farm workers are seasonal workers i.e., those who worked 26 weeks or less, (20.8 percent, Table 9), as compared to interstate farm workers (10.2 percent). Over 95 percent of both intrastate and interstate farm workers who are in the labor force all year are regular workers. The proportion of seasonal workers in the labor force part of the year was larger among intrastate than interstate farm workers. Most intrastate workers are housewives and pupils, who fill seasonal peak labor demands. While this group of seasonal workers plays an important role in the labor supply of many farm areas with extraordinary demands for the cultivation or harvest of certain labor intensive enterprises, their earnings also help the individuals or their families to attain specific goals (pin money or tuition). In general, the families have a primary wage earner and the presence of these workers in the labor force is temporary. In other words, most of them are committed to perform farm work during a specified period of some weeks or months (vacation) with a firm commitment to return to housewife duties or school after that work experience [Seaver, Elterich, Bauder, Holt, et al., 1976, p. 37f].

Work histories of covered workers indicate that almost everyone had either farm or nonfarm work in any particular week, i.e., very few combine farm and nonfarm work concurrently. Of all the weeks of employment, nearly one third involve farm work and two thirds nonfarm work (Table 10). Intrastate workers had more weeks of farm work than interstate workers.

Table 9 Proportion of Seasonal and Regular Workers with Hired Farm Work by Migratory Status and Labor Force Participation for the Study Area.

Labor Force Participation	Migratory Status					
	Intrastate			Interstate		
	Seasonal	Regular	Total	Seasonal	Regular	Total
	- percent -					
All Farm Workers	20.8	79.2	100	10.2	89.8	100
In Labor Force Part Year	50.7	49.3	100	27.1	72.9	100
In Labor Force All Year	4.5	95.5	100	3.6	96.4	100

Table 10 Percent Distribution of Weeks of Work for Hired Farm Workers by Type of Work, Migratory Status and Labor Force Participation for the Study Area.

Type of Work	Migratory Status				
	Intrastate		Interstate		
	In Labor Force Part Year	In Labor Force All Year	In Labor Force Part Year	In Labor Force All Year	All Workers
	- percent -				
All Workers	100.0	100.0	100.0	100.0	100.0
Farm Work Only	36.1	35.2	28.3	26.8	32.8
Nonfarm Work Only	63.2	61.2	71.2	72.6	65.0
Farm & Nonfarm Work	0.7	3.6	0.5	0.6	2.2

In the study area, the covered work force averages 42 weeks of work (Table 11). Interstate farm workers on average work approximately four weeks longer than intrastate workers and farm workers work about two weeks longer than nonfarm workers. Farm workers in the labor force all year average 49 weeks of work, thus leaving three weeks of labor force unemployment, while farm workers in the labor force part of the year work for just over half the year. For all workers, the weeks of work range from less than 30 to over 45 by State. Florida and Texas show significantly longer periods of work than the two other regions, which may be partly explained by the length of the seasons.

Table 11 Average Weeks of Work for Covered Workers by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Workers Only	Tota
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- weeks -							
Study area	41.1	44.7	28.2	49.1	42.0	42.7	39.8	41.9
Mid-Atlantic								
Delaware	33.7	44.4	28.3	48.1	37.7	44.5	41.2	39.8
Maryland	41.9	49.1	23.8	51.1	43.7	49.2	45.0	45.5
New Jersey	31.1	43.0	22.6	44.1	37.2	40.7	40.7	38.2
New York	39.8	46.0	28.1	48.5	42.0	43.1	40.5	42.1
Pennsylvania	43.4	44.3	30.0	49.8	43.8	43.3	38.9	43.4
West Virginia	35.9	46.5	21.4	44.9	36.8	43.7	41.0	37.9
New England								
Connecticut	26.0	36.9	19.1	48.3	26.2	34.6	36.3	29.3
Maine	36.8	40.8	23.3	48.7	33.8	43.1	30.0	36.2
Massachusetts	40.0	46.8	19.3	48.8	41.7	31.4	48.2	41.3
New Hampshire	41.9	39.7 1/	30.3	49.9	42.4	39.2 1/	42.6 1/	41.8
Rhode Island	42.8	42.8 1/	32.8	47.4	43.4	39.3 1/	52.0 1/	42.9
Vermont	46.1	35.6	23.2	52.0	46.0	36.2	34.2	42.4
Florida	45.7	48.1	36.5	50.1	46.2	46.7	42.6	45.9
Ohio	30.7	36.1	20.6	46.8	31.4	35.7	28.9	32.0
Texas	46.6	43.7	34.4	49.9	46.6	43.8	36.4	45.4

1/ Number of covered workers is less than 50.

Two concepts of unemployment used here need definition. This study considers a week as labor force unemployment if a person is unemployed but wishes to work. However, a person is out of the labor force if he is not seeking work. For the purpose of this study, UI unemployment considers all weeks of labor force unemployment compensable as well as some other weeks, e.g., weeks with unpaid vacations or weeks of keeping house. This was deliberately done since there were indications that during most of these weeks in question workers would have worked if work had existed. Since both concepts of unemployment are indicative of a serious socioeconomic phenomenon, due to the poverty level incomes of part of our population, they are both reported here. The figures in parentheses again refer to the corresponding statistics under the all-inclusive coverage.

In the study area about 24,000 covered workers or 16 percent (14 percent) have average labor force unemployment lasting 12 (12.5) weeks. This figure is 2 1/2 weeks longer for intrastate (14.9 weeks) and 2 1/2 weeks shorter for interstate workers (9.9 weeks, Table 12). However, interstate farm workers have a relatively higher chance of having labor force unemployment than intrastate workers (29 vs. 10 percent). Farm workers who are in the labor force all year have almost twice as long a duration of labor force unemployment (13.6 weeks) as compared to those in the labor force part of the year (7.4 weeks). On the average, workers with farm work would only have just a one week longer duration than those with mixed farm and nonfarm work although a higher proportion of workers with mixed work have labor force unemployment. Segregating type of work

Table 12 Proportion* of Covered Workers for the Study Area With Periods of Labor Force and UI Unemployment and With Time Out of Labor Force and the Respective Average Duration, Survey States, 1971.

Migratory, Labor Force & Type of Work Classification	Labor Force Unemployment		UI Unemployment		Out Of Labor Force	
	percent	weeks	percent	weeks	percent	weeks
Farm Workers						
Intrastate	10.3	14.4	33.5	16.3	35.3	25.0
Interstate	28.9	9.3	44.4	11.4	27.8	15.1
In Labor Force Part Year	13.6	7.4	76.4	15.1	99.4	22.6
In Labor Force All Year	16.5	13.6	16.5	13.6	--	--
Farm Work Only	13.7	12.1	35.1	15.2	32.9	23.7
Farm & Nonfarm Work	22.9	11.0	42.2	12.6	34.7	18.8
Nonfarm Work Only	20.6	12.4	41.1	16.7	34.1	26.4
Total	16.0	11.8	36.9	14.8	33.3	23.0

* Proportion based on the covered workers in each classification.

by migratory status, intrastate workers with farm work only average a five week longer duration of labor force unemployment than workers with mixed work and among interstate workers those with farm work only average about three weeks shorter duration. We explain the longer duration of intrastate workers with farm work only by looking at the number of local workers, such as housewives and students, who are less dependent on sustained work.

In the duration of labor force unemployment among States, wide variations exist for all workers (Table 13), ranging from nearly three weeks in Vermont to 28 weeks in Massachusetts. In general, the proportion of all workers with labor force unemployment seem to be smaller for '1 in 1' than '10 in 20 or $20,000' except in the New England States, where there is a tendency of a higher incidence under the '10 in 20 or $20,000' provision.

UI Unemployment differs from the labor force unemployment concept as explained above. The proportion of workers with UI unemployment is usually a multiple of those with labor force unemployment and the respective durations are usually a few weeks longer for the categories of workers with UI unemployment. About 37 percent of all covered workers in the study area have UI unemployment lasting nearly an average of 15 weeks (Table 12). While only 17 percent of the workers in the labor force all year experience UI unemployment lasting on average 14 weeks, 76 percent of those in the labor force part of the year are unemployed in the UI sense; however, they have only 1 1/2 more weeks of UI unemployment. The high likelihood of UI unemployment and lack of longer duration for workers who are in the labor force part of the year is due to the prevalence of housewives and pupils temporarily entering the labor force in a number of States. One-third of

Table 13 Proportion* of Covered Workers With Periods of Labor Force and UI Unemployment and With Time Out of Labor Force and the Respective Average Duration, by State.

State	Labor Force Unemployment		UI Unemployment		Out Of Labor Force	
	percent	weeks	percent	weeks	percent	weeks
Study area	16.0	11.8	36.9	14.8	33.3	23.0
Mid-Atlantic						
Delaware	30.9	7.2	54.4	13.1	42.4	22.8
Maryland	10.1	10.1	20.5	15.7	19.5	26.4
New Jersey	32.2	17.4	44.2	16.9	27.2	28.5
New York	15.3	9.3	32.0	13.5	30.0	23.2
Pennsylvania	12.7	11.1	30.8	14.1	32.0	20.8
West Virginia	10.8	15.3	26.5	19.4	30.1	30.8
New England						
Connecticut	9.4	12.6	55.0	14.2	66.0	31.8
Maine	14.4	10.1	45.5	15.9	45.1	28.3
Massachusetts	5.2	27.8	15.8	26.6	25.7	32.7
New Hampshire	5.1	12.7	36.9	17.5	41.3	21.5
Rhode Island	24.7	13.8	48.2	16.0	30.0	18.1
Vermont	5.8	2.9	28.3	13.1	30.8	30.7
Florida	14.4	10.9	34.9	13.7	27.6	15.6
Ohio	24.3	12.4	55.1	16.3	56.0	30.0
Texas	16.8	10.8	30.3	15.9	25.0	17.1

* Proportion based on the state's number of covered workers.

the intrastate workers have 16 weeks of UI unemployment, while 44 percent of the interstate workers (migrants) show only 11 weeks. Similar relationships exist for the covered workers with farm and mixed work. About 2/5 of the workers with nonfarm work only have the longest UI unemployment (17 weeks).

Wide variations exist among States. While only 16 percent of all workers have on average 27 weeks UI unemployment in Massachusetts, over half of the workers in Delaware, Connecticut and Ohio have 13-16 weeks (Table 13); most States show 30-45 percent of the workers with UI unemployment. These differences tend to be even more pronounced when considering the subclassifications.

For the study area, 33 percent (39 percent) of the hired workers were out of the labor force for an average of 23 (28.5) weeks (Table 12). As expected, intrastate farm workers have a higher chance - 35 percent - of being out of the force for a longer time - 25 weeks (38 percent and 29.1 weeks) - than interstate farm workers with 28 percent and 15 weeks (30 percent and 15.4 weeks). Farm workers doing farm work only are out of the labor force for five weeks longer than farm workers with mixed work, 24 weeks and 19 weeks, respectively. This difference is caused mainly by intrastate workers because there are hardly any such differences among interstate workers. Intrastate workers more specialized in farm work do not lengthen their presence in the labor force by other work or unemployment.

Interstate differences of the proportion of covered workers who are out of the labor force ranges from 1/5 in Maryland to 2/3 in Connecticut, with most States showing proportions of 1/4 to 1/2. In general, the New

England area and Ohio show about double the likelihood and a significantly longer duration that the other States.

The most important differences among worker classifications are: among workers with labor force unemployment the incidence of 1) interstate workers is nearly three times larger than for intrastate workers--which is the result of the higher proportion and longer duration of intrastate workers out of the labor force--and the incidence is 2) substantially larger for workers with mixed work than for those with farm work only. The explanation advanced for the differences may be sought in the less successful job searches of workers with mixed work. Among workers with UI unemployment the incidence is 1/3 larger for interstate than intrastate workers and the difference with mixed work and farm work only is about 1/5. Of the workers in the labor force part of the year, over 3/4 have UI unemployment, while only 1/6 of those in the labor force all year (who tend to be attached to the active labor force and employment year-round) have UI unemployment.

Earnings

The average annual earnings of the covered workers in the sample amounted to $3,613 compared to $3,270 under the universal coverage (Table 14). This puts this group close to poverty income, even though a sizable proportion of the workers worked only part of the year. If one considers only workers in the labor force all year the annual average increases to $4,383 ($4,147) while those in the labor force part of the year have less than half the earnings. The figures in parentheses indicate again the comparable statistics for the all-inclusive coverage.

Intrastate workers with $3,676 ($3,220) have $300 higher earnings than interstate workers ($3,430), which is reversed from universal coverage [Seaver, et al., 1976, p. 41f]. Classifying interstate and intrastate workers further by year-round or part of the year labor force participation, intrastate workers in the labor force all year had the highest earnings, $4,665 ($4,280), followed by their interstate counterparts, $3,702 ($3,790). Interstate workers with time out of labor force earned only $2,550 ($2,590), while their intrastate counterparts trailed the list with $1,840 ($1,410).

For the study area, covered workers with nonfarm work only earn on average $3,822, while those with farm work only and those with farm and nonfarm work earned $220 and $260 less, respectively.

Intrastate workers with farm and nonfarm work who are in the labor force all year had high average earnings of $4,643 ($5,010). This is due to longer periods of employment and higher weekly wages which seem to put them into a class of skilled workers most likely not experiencing unemployment.

Table 14 Average Annual Earnings for Covered Workers by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- dollars -							
Study area	3,676	3,374	2,006	4,383	3,601	3,564	3,822	3,613
Mid-Atlantic								
Delaware	2,775	3,241	1,958	3,809	2,843	3,516	2,752	3,020
Maryland	3,318	3,000	1,548	3,567	3,260	2,959	4,064	3,183
New Jersey	2,659	2,946	1,591	3,300	2,813	2,860	3,014	2,834
New York	4,274	3,679	2,133	4,925	4,167	3,578	3,820	4,026
Pennsylvania	4,176	3,602	2,163	4,891	4,089	3,875	3,361	4,010
West Virginia	2,831	3,250	1,348	3,606	2,814	3,473	3,887	2,972
New England								
Connecticut	2,421	2,475	1,162	4,887	2,391	2,551	3,373	2,513
Maine	3,292	3,252	1,522	4,761	3,074	3,662	3,040	3,252
Massachusetts	4,204	4,297	1,343	5,176	4,236	3,819	5,742	4,296
New Hampshire	3,695	4,906	2,153	5,150	3,607	4,679	6,100	4,347
Rhode Island	5,049	2,594	3,016	5,427	4,827	3,480	8,320	4,741
Vermont	4,186	4,101	1,039	5,407	4,704	2,337	3,160	4,017
Florida	3,807	3,888	2,678	4,271	3,792	3,996	4,362	3,886
Ohio	2,790	2,291	1,212	4,450	2,588	2,963	1,216	2,558
Texas	4,119	2,966	2,606	4,399	3,953	4,049	3,519	3,934

Average earnings of all covered workers varied considerably in the geographic dimension from $2,513 in Connecticut to $4,741 in Rhode Island. Distributing average earnings by State, four States fell below $3,000 (Connecticut, New Jersey, West Virginia and Ohio) and six States exceeded $4,000 (Massachusetts, New Hampshire, Rhode Island, Vermont, New York and Pennsylvania). The composition of interstate and intrastate workers within a State obviously influences the earnings of these groups within a State. In most States, intrastate workers had the higher earnings while their earnings were significantly lower than those of interstate workers in New Hampshire, Delaware, West Virginia and New Jersey. The appreciable differences among States can be attributed in part to the number of the casual workers and their duration in the work force in a particular State. Workers performing farm work only earn between $2,391 (Connecticut) and $4,827 (Rhode Island), while the range is even wider for workers with nonfarm work only ($1,216 to $8,320). The average earnings of workers in Florida and Texas who are in the labor force all year are about 1 1/2 times as large as the earnings of those in the labor force part year. Workers in the labor force all year have, in the New England and Mid-Atlantic States, on average four and two times, respectively, the earnings of workers in the labor force part of the year.

IMPACT OF UI PAYMENTS ON SOCIAL WELFARE

In the previous section, the annual earnings of covered workers were discussed. Those earnings differ substantially from those of actual beneficiaries due to a longer period of employment. From a social welfare point of view we are more concerned here about the combined income resulting from earnings and UI benefit payments of those workers who experience periods of compensable unemployment. The overall average earnings of actual beneficiaries in the study area amount to $2,843 (as compared to $3,613 for covered workers) with range between $2,020 and $3,515 (Table 15). Interstate workers earn about $400 more than intrastate workers ($2,625). Intrastate workers with farm and nonfarm work earn about $370 more than those with farm work only, while these differences are small among interstate workers. On the average, the Mid-Atlantic States show the highest earnings while the New England States and Ohio have the lowest due to differences in the duration of work (Table 11), but wide variations exist among States.

The earnings of actual beneficiaries in the study area are augmented by nearly 14 percent from UI benefits (Table 16). Due to shorter actual durations of benefits in Florida, these workers will only add about 11 percent to their earnings, while their colleagues in Massachusetts add nearly 24 percent to their earnings ($260 vs. $500, Table 6). Again, intrastate workers show a greater relative improvement of their earnings than interstate workers (15 vs. 12 percent or $395 vs. $365, Table 6). While intrastate workers with farm work increase their income by four percentage points (to nearly 16 percent) compared to workers with farm and nonfarm work, the improvement is reversed between the two sub-groups for interstate workers.

Table 15 Average Annual Earnings of Beneficiaries by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- dollars -							
Study area	2,625	3,049	2,718	2,931	2,724	3,002	3,452	2,843
Mid-Atlantic								
Delaware	1,665	2,886	2,379	2,984	2,358	3,116	2,237	2,569
Maryland	2,362	3,166	2,237	3,377	2,628	3,322	4,373	2,839
New Jersey	2,949	2,729	2,819	2,789	2,857	2,661	2,606	2,793
New York	3,093	3,562	3,325	3,500	3,464	3,192	4,268	3,515
Pennsylvania	2,693	3,184	2,815	3,168	2,908	2,949	2,891	2,918
West Virginia	2,676	3,791	2,996	2,027	2,742	3,477	4,743	3,151
New England								
Connecticut	2,039	2,469	2,152	2,646	2,112	2,413	2,942	2,318
Maine	2,472	3,071	2,310	3,331	1,853	3,127	4,196	2,963
Massachusetts	2,078	1,349	1,871	2,168	1,967	2/	4,142	2,020
New Hampshire	2,624	3,120 1/	2,646	2,821	2,603	3,196 1/	4,340	3,049
Rhode Island	3,135	2,620 1/	3,018	3,092	3,162	2,244 1/	1/ 2/	3,050
Vermont	2,204	2/	2,204	2/	2,204	2/	4,128	2,837
Florida	2,600	3,305	2,771	2,881	2,721	3,179	3,162	2,825
Ohio	2,835	2,214	2,566	2,471	2,513	2,570	3,007	2,556
Texas	2,786	3,095	2,783	3,067	2,660	3,410	3,699	2,941

1/ Number of covered workers is less than 50.

2/ No beneficiaries in this category.

Table 16 Actual Benefits as Proportion of Annual Earnings for Beneficiaries by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- percent -							
Study area	15.0	12.0	14.2	12.8	13.9	13.1	12.2	13.6
Mid-Atlantic								
Delaware	21.1	11.7	16.7	8.2	14.5	11.1	11.1	13.0
Maryland	25.8	10.7	21.1	14.5	18.3	14.4	20.3	17.7
New Jersey	19.1	18.7	15.4	20.1	17.5	21.7	21.1	18.8
New York	15.2	10.6	13.3	10.4	12.0	12.5	9.5	11.6
Pennsylvania	15.9	12.3	13.5	15.0	12.7	16.5	16.5	14.3
West Virginia	13.0	7.5	11.8	15.2	11.8	10.2	7.6	10.7
New England								
Connecticut	25.2	21.0	23.0	23.1	27.2	17.9	13.1	21.7
Maine	15.0	18.0	18.6	12.4	23.2	13.4	12.4	15.1
Massachusetts	23.8	32.9	25.5	23.5	24.8	1/	3.2	23.8
New Hampshire	11.4	33.6	11.9	34.6	11.9	26.4	12.1	12.9
Rhode Island	26.1	18.0	24.8	25.0	25.5	19.4	1/	25.0
Vermont	33.3	1/	33.3	1/	33.3	1/	4.2	19.3
Florida	13.2	7.4	12.2	9.0	11.8	8.6	14.1	11.4
Ohio	16.3	19.4	16.6	19.4	16.9	19.5	9.2	16.9
Texas	13.5	10.1	13.5	10.4	12.6	12.2	10.6	12.3

1/ No beneficiaries

To be able to judge the proportion of benefit payments in relation to the largest possible benefit payments, the ratio of average actual benefits of all beneficiaries to the average potential benefits of all insured workers is analysed (Table 17). The latter is considered the upper limit of the benefits that can be drawn by insured workers. Only 36 percent of the maximum possible benefits are collected by beneficiaries in the study area. As expected, actual beneficiaries who are in the labor force part of the year draw nearly half of the potential benefits of insured workers, while those in the labor force all year draw only one-third. No significant differences in the proportion exist between the other classifications. However, wide variations in the proportion of potential benefits collected occur among States: In Rhode Island over half of these benefits are collected, while less than 1/3 are collected in New Hampshire, Delaware and Pennsylvania. On average, the Mid-Atlantic States, Florida and Texas pay out 35-36 percent of the potential benefits per beneficiary while the New England States and Ohio pay out 39-41 percent. The differences among States result from differences in the work history of workers in the States as reflected by the proportion of actual beneficiaries and the duration of unemployment, aside from UI qualifying and benefit requirements.

The proportion of actual benefits to potential benefits of all beneficiaries amounts to 45 percent only for the study area (Table 18). Intrastate workers collect the largest proportion of their potential benefits (51 percent) while interstate workers collect the smallest (38 percent) due to their differences in the duration of unemployment. In

Table 17 Proportion of the Average Actual Benefits of all Beneficiaries in Relation to the Average Potential Benefits of all Insured Workers by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- percent -							
Study area	37	35	47	33	36	37	37	36
Mid-Atlantic								
Delaware	36	31	43	21	34	29	26	32
Maryland	51	32	52	43	41	46	92	45
New Jersey	41	44	39	45	40	49	44	43
New York	36	35	42	29	34	35	33	34
Pennsylvania	31	29	33	33	27	35	36	30
West Virginia	41	34	51	35	38	41	33	39
New England								
Connecticut	41	43	52	40	45	37	29	40
Maine	34	48	53	33	39	37	49	40
Massachusetts	35	32	78	32	34	2/	8	34
New Hampshire	25	75 1/	38	64	26	58 1/	32	29
Rhode Island	53	49 1/	63	50	55	36 1/	2/	52
Vermont	62	2/	80	1/	62	2/	14	46
Florida	38	26	48	26	36	28	42	35
Ohio	41	47	48	42	40	47	33	41
Texas	35	39	49	29	32	41	35	35

1/ Total covered workers is less than 50.

2/ No actual beneficiaries.

Table 18 Proportion of Average Actual Benefits to the Average Potential Benefits of All Beneficiaries by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- percent -							
Study area	51	38	47	41	47	41	43	45
Mid-Atlantic								
Delaware	55	33	43	25	39	32	32	36
Maryland	61	29	51	38	47	35	70	46
New Jersey	47	45	38	48	43	51	49	45
New York	45	34	41	34	38	38	32	37
Pennsylvania	38	32	34	37	33	38	38	35
West Virginia	50	31	47	42	46	42	34	43
New England								
Connecticut	56	45	50	50	58	40	39	49
Maine	48	54	55	41	69	43	45	49
Massachusetts	69	91	73	69	72	1/	10	69
New Hampshire	33	97 2/	35	96	35	76 2/	39	39
Rhode Island	70	49 2/	65	69	69	49 2/	1/ 2/	67
Vermont	80	1/	80	1/	80	1/	15	56
Florida	53	30	50	37	48	35	64	47
Ohio	48	51	48	51	48	51	29	48
Texas	52	40	51	41	48	47	41	47

1/ No actual beneficiaries.

2/ Total covered workers is less than 50.

the Mid-Atlantic States less than 46 percent of these benefits are drawn, while this proportion is larger for all other States except New Hampshire. The difference can be explained by the shorter duration of unemployment in the Mid-Atlantic States.

APPENDIX I

IMPACT OF COVERAGE ON AGRICULTURAL WORKERS

This section presents estimates for worker coverage and beneficiary status by State. The covered worker population differs from the one in the body of the paper in that it includes workers with any covered employment in the base period, i.e., workers doing hired farm work who work for a covered survey employer and/or workers covered on the basis of their nonfarm work alone. Thus, workers with nonagricultural employment is always covered regardless of whether their survey agricultural employer is covered or not. The analysis is based on the 52-week work history of July 1969 to June 1970 of all workers, who were interviewed in agricultural employment. This latter point does not differ from the analysis in the body of the report.

The purpose of introducing this second population is to make a comparison with the full coverage of farm work which was reported by Bauder et al., Chapter III, pp. 93-105. Details of the impact of the '10 in 20 or $20,000' agricultural coverage on proportion of covered and insured workers, beneficiaries, exhaustees and actual benefit amounts are given.

U.I. Coverage

The proportion of farm workers with covered nonagricultural work is quite respectable. Estimates indicate that about one-fourth of all workers had covered nonfarm work during the record year ranging from 12 percent in Rhode Island to 44 percent in New Hampshire (Table I: 1). Proportions in parenthesis indicate the corresponding proportions under

Appendix I
Table 2 Proportion of Insured Workers Based on Nonagricultural Coverage Only and Based on Nonagricultural Coverage and/or Agricultural Coverage Under '10 in 20 or $20,000' Provision, by State.

State	Nonagricultural Coverage Only		Nonagricultural & Agricultural Coverage		Percent Added By Agricultural Coverage	
	Percent Of 1/ All Workers	Percent Of Covered Workers	Percent Of All Workers	Percent Of Covered Workers	Percent Of All Workers	Percent Of Covered Worke
Study area	15	24	51	80	36	56
Mid-Atlantic						
Delaware	29	48	53	88	24	40
Maryland	17	32	43	83	26	51
New Jersey	19	30	50	78	31	48
New York	13	26	38	74	25	48
Pennsylvania	16	32	42	82	26	50
West Virginia	12	30	32	81	20	51
New England						
Connecticut	17	24	49	67	32	43
Maine	24	52	32	69	8	17
Massachusetts	12	19	48	79	36	60
New Hampshire	28	48	45	76	17	28
Rhode Island	5	10	42	86	37	76
Vermont	11	41	18	65	7	24
Florida	14	16	81	93	67	77
Ohio	11	21	30	57	19	36
Texas	NA	NA	NA	NA	NA	NA

1/ Source: Bauder, W. W., et al., Impact of Extension of Unemployment Insurance to Agriculture. Bulletin 804, Pennsylvania State University, January 1976, p. 100.

the all-inclusive coverage. All covered employment will amount to 63 percent for the study area but shows wide variation from 27 percent in Vermont to 87 percent in Florida. Besides Vermont, coverage remains below 50 percent in Rhode Island, Maine and West Virginia, while it exceeds 60 percent in New Jersey, Connecticut, Massachusetts and Florida. This contrasts with a narrow range (85 to 99 percent) of combined agricultural - nonagricultural coverage under the all-inclusive provision.

The proportion of covered workers added by agricultural coverage can be obtained by subtracting the proportion of workers with nonagricultural work from the proportion with covered nonagricultural and/or covered agricultural employment. Extending coverage to agriculture under the '10 in 20 or $20,000' provision will add almost two-fifths of all workers to the coverage, with a range of seven percent in Vermont to 62 percent in Florida. Most of the States having a pronounced seasonal agricultural employment pattern such as Connecticut, Massachusetts, Rhode Island, New Jersey and Ohio will add more to worker coverage than other States.

Insured Workers

Insured workers are defined as those who fulfill the State's qualifying requirements, a test of attachment to the labor force by means of earnings and/or duration of work standard. On the basis of nonagricultural coverage, it was estimated that 15 percent of all workers were potentially eligible for benefits. Under the '10 in 20 or $20,000' provision, an additional 36 percent of the workers on the basis of their covered farm work were insured, totaling 51 percent for nonfarm and/or farm employment (Table I: 2).

Appendix I
Table 2 Proportion of Insured Workers Based on Nonagricultural Coverage Only and Based on Nonagricultural Coverage and/or Agricultural Coverage Under '10 in 20 or $20,000' Provision, by State.

State	Nonagricultural Coverage Only		Nonagricultural & Agricultural Coverage		Percent Added By Agricultural Coverage	
	Percent Of 1/ All Workers	Percent Of Covered Workers	Percent Of All Workers	Percent Of Covered Workers	Percent Of All Workers	Percent Of Covered Worke
Study area	15	24	51	80	36	56
Mid-Atlantic						
Delaware	29	48	53	88	24	40
Maryland	17	32	43	83	26	51
New Jersey	19	30	50	78	31	48
New York	13	26	38	74	25	48
Pennsylvania	16	32	42	82	26	50
West Virginia	12	30	32	81	20	51
New England						
Connecticut	17	24	49	67	32	43
Maine	24	52	32	69	8	17
Massachusetts	12	19	48	79	36	60
New Hampshire	28	48	45	76	17	28
Rhode Island	5	10	42	86	37	76
Vermont	11	41	18	65	7	24
Florida	14	16	81	93	67	77
Ohio	11	21	30	57	19	36
Texas	NA	NA	NA	NA	NA	NA

1/ Source: Bauder, W. W., et al., Impact of Extension of Unemployment Insurance to Agriculture. Bulletin 804, Pennsylvania State University, January 1976, p. 100.

The proportion added due to agricultural coverage ranges from seven percent in Vermont to 67 percent in Florida. Due to agricultural coverage, 20 percent or less is added in Maine, New Hampshire, Ohio and West Virginia as well as Vermont, while more than the 34 percent is added only in Massachusetts and Rhode Island. The proportion of insured workers with combined farm and nonfarm employment, which reaches nearly one-half for the study area, had interstate variations of 18 percent in Vermont to 81 percent in Florida. Most of this variation is due to agricultural coverage, which is in marked contrast to the more inclusive coverage considered in the earlier study. States which insure one-half or more of the workers are Delaware, New Jersey and Florida, while those insuring less than one-third are West Virginia, Maine, Vermont and Ohio.

Table I: 2 also presents the proportions of insured workers in relation to covered workers, under the full nonfarm coverage and '10 in 20 or $20,000' coverage of farm work, which is desirable from the program point of view. The percentages for this base are higher, of course, but the State's qualifying conditions introduce additional variations for a State. Usually, between 1/5 to 1/2 of the covered workers are insured based on nonfarm work only, while covering farm work gives a 2/3 to 9/10 chance of being insured. About 1/5 to 3/4 of the coverage is due to agricultural coverage.

Beneficiaries

An actual beneficiary is defined as a worker who is insured and also has one or more weeks of compensable unemployment. This implies he has a valid claim and meets the criteria of availability and ability for work. The NE-58 study indicated that for the survey area only five percent of all workers would be beneficiaries based on nonfarm coverage only.

Under the law, the additional farm coverage will add 10 percent to the beneficiaries for the survey area (Table I: 3). Interstate variations of this proportion range from less than one percent in Vermont to 22 percent in Florida. Rhode Island adds 18 percent to its beneficiaries while Vermont, Maine and West Virginia add less than 5 percent under the '10 in 20 or $20,000' coverage. Compared to the full coverage, this provision drastically reduces the proportion of beneficiaries added by agricultural employment for many States, with the exception of Florida. This also applies to the proportion of beneficiaries due to farm and nonfarm employment, which amounts to 15 percent for the study area and ranges from 2 percent in Vermont to 33 percent in Delaware. Only Florida and Connecticut also exceed a proportion of 20 percent in beneficiaries while Maryland and Massachusetts fall below a proportion of 10 percent. This indicates that workers in the first group of States have a higher tendency for unemployment than workers in the latter group, assuming the same qualifying requirements. For UI program purposes, Table I: 3 also presents the proportion of actual beneficiaries based on insured workers under full nonfarm coverage and '10 in 20 or $20,000' farm coverage. On average, covering agriculture under the '10 in 20 or $20,000' provision would increase the beneficiaries by 22 percentage points based on insured workers. Maine would have the smallest increase of 5 percent while Rhode Island would have 42 percent.

Appendix I
Table 3 Proportion of Beneficiaries Based on Nonagricultural Coverage Only and/or Nonagricultural Coverage Plus Agricultural Coverage Under the '10 in 20 or $20,000' Provision by State.

State	Nonagricultural Coverage Only		Nonagricultural and/or Agricultural Coverage		Percent Added By Agricultural Coverage	
	Percent Of All Workers 1/	Percent Of Insured Workers	Percent Of All Workers	Percent Of Insured Workers	Percent Of All Workers	Percent Of Insured Workers
Study area	5	10	15	32	10	22
Mid-Atlantic						
Delaware	20	38	33	62	13	24
Maryland	2	5	7	17	5	12
New Jersey	8	15	20	40	12	25
New York	5	12	12	31	7	19
Pennsylvania	4	10	10	25	6	15
West Virginia	7	21	11	34	4	13
New England						
Connecticut	10	21	23	48	13	27
Maine	12	37	13	42	1	5
Massachusetts	1	1	6	12	5	11
New Hampshire	6	14	12	27	6	13
Rhode Island	1	3	19	45	18	42
Vermont	2	9	2	13	*	4
Florida	3	4	25	31	22	27
Ohio	4	12	11	35	7	23
Texas	NA	NA	NA	NA	NA	NA

* Less than 1 percent.

1/ Source: Bauder, W. W., et al., Impact of Extension of Unemployment Insurance to Agriculture. Bulletin 804, Pennsylvania State University, January 1976, p. 101.

Benefit Exhaustees

Workers who exhaust all their benefits are defined as exhaustees. Based on nonfarm coverage, only one percent of all workers are exhaustees (Table I: 4). Adding agricultural coverage will increase the proportion to 3.8 percent. Only in Connecticut, Massachusetts, Florida and Ohio will agricultural coverage increase the proportion by over three percent.

Exhaustees are also reported in relation to the number of beneficiaries based on full nonfarm coverage plus farm coverage under the law. On the basis of nonfarm wage credits only, 6.4 percent exhaust their benefits in the study area with a range of zero percent in Massachusetts and Rhode Island to 36 percent in Maine. Considering farm wage credits as well, over 17 percent were added to the proportion of exhaustees in the survey area. Interstate variation ranged from a reduction of 0.9 percent in Pennsylvania to an addition of 53 percent in Massachusetts. Vermont, New York and Delaware add less than four percent to the proportion of exhaustees due to farm wage credits, while Ohio and Massachusetts add more than 45 percent. The ratio of exhaustees to beneficiaries resulting from nonfarm and farm wage credits amounts to 24 percent for the survey States and ranges from 2.9 in Vermont to 53.4 percent in Maine.

Actual Benefits

Actual benefits are paid to insured workers who experience weeks of compensable unemployment. Average benefits per actual beneficiary, under the assumption that only nonfarm work is covered, are $351 for the study area (Table I: 5). Including farm coverage under the '10 in 20 or $20,000' provision, beneficiaries receive $381 ($385 under the all-inclusive farm coverage). Based on nonfarm coverage only, average

Appendix I

Table 4 Proportion of Benefit Exhaustees Based on Nonagricultural Coverage Only and Based on Nonagricultural Coverage Plus Agricultural Coverage Based on the 10 in 20 or $20,000' Provision by State.

State	Nonagricultural Coverage Only		Nonagricultural and/or Agricultural Coverage		Percent Added By Agricultural Coverage	
	Percent Of All Workers 1/	Percent Of Beneficiaries	Percent Of All Workers	Percent Of Beneficiaries	Percent Of All Workers	Percent Of Beneficiaries
Study area	1.0	6.4	3.8	23.7	2.6	17.3
Mid-Atlantic						
Delaware	0.3	1.0	1.4	4.3	1.1	3.3
Maryland	0.2	2.6	1.3	17.1	1.1	14.5
New Jersey	1.0	7.0	3.4	16.7	2.4	9.7
New York	0.2	1.5	0.6	4.6	0.4	3.1
Pennsylvania	0.4	4.2	0.3	3.3	-0.1	- 0.9
West Virginia	0.4	3.9	1.5	14.2	1.1	10.3
New England						
Connecticut	2.0	6.9	5.8	25.2	3.8	18.3
Maine	5.0	36.3	6.0	44.2	1.0	7.9
Massachusetts	0	0	3.1	53.4	3.1	53.4
New Hampshire	0.5	3.9	1.8	14.5	1.3	10.6
Rhode Island	0	0	2.7	14.0	2.7	14.0
Vermont	0.4	1.9	*	2.9	-0.4	1.0
Florida	1.6	6.5	7.0	28.4	5.4	21.9
Ohio	0.5	4.7	5.4	50.0	4.9	45.3
Texas	NA	NA	NA	NA	NA	NA

* Less than 0.1 percent

1/ Source: Bauder, W. W., et al., Impact of Extension of Unemployment Insurance to Agriculture. Bulletin 804, Pennsylvania State University, January 1976, p. 103.

Appendix I

Table 5 Actual Benefits per Beneficiary Under the Nonfarm Coverage Only and Nonagricultural Coverage Plus '10 in 20 or $20,000' Coverage of Farm Work, by State.

State	Non-Agricultural Only 1/	Nonagricultural and/or Agricultural Coverage
	- dollars -	
Study area	351	381
Mid-Atlantic		
Delaware	389	386
Maryland	494	507
New Jersey	525	537
New York	264	359
Pennsylvania	280	356
West Virginia	211	267
New England		
Connecticut	357	493
Maine	364	376
Massachusetts	86	440
New Hampshire	490	418
Rhode Island	229	738
Vermont	212	401
Florida	342	318
Ohio	347	417
Texas	NA	NA

1/ Source: Bauder, W. W., et al., Impact of Extension of Unemployment Insurance to Agriculture. Bulletin 804, Pennsylvania State University, January 1976, p. 104.

benefits per beneficiary range from $86 in Massachusetts to $525 in New Jersey with most States paying between $200 and $400. Adding the farm coverage, benefits range from $267 ($273 for the '1 in 1' coverage) in West Virginia to $738 ($671) in Rhode Island, with most States paying between $320 - $510 ($320 and $580 for the '1 in 1' coverage) in benefits. In some States, the combined benefits from farm and nonfarm work are smaller under the '10 in 20 or $20,000' since farm workers in these States have either lower earnings or a shorter duration of unemployment. The variations among States are due to earnings and their distribution, duration of compensable unemployment and the States formula for benefit determination.

APPENDIX II

COMPARISONS OF SELECTED STATISTICS FOR AGRICULTURAL VERSUS NONAGRICULTURAL WORKERS COVERED BY UI IN 1970

This appendix is designed to compare selected UI statistics for agricultural workers under the '10 in 20 or $20,000' provision and the nonagricultural workers (under the '1 in 20 or $1,500' provision) for the year 1970, highlighting further the differences, or lack thereof, of the two groups of workers.

Comparable statistics on the proportion of claimants were unfortunately not available for the nonagricultural worker population.

The potential duration for beneficiaries in the study area is only a little more than a week shorter for agricultural workers (24.8) compared to nonagricultural workers (23.6, Table II: 1). Only Massachusetts' agricultural workers do not reach 90 percent of the duration of their nonagricultural workers in the State. In the other States the two groups have similar durations.

The actual duration of UI payments, while not different between the two groups of workers on the study area average (11.5 weeks) is significantly different from State to State. While agricultural workers reach only two-thirds of the duration of nonagricultural workers in New Jersey, their counterparts in West Virginia and New Hampshire exceed by one-third the duration of nonagricultural workers.

The weekly benefit amounts for agricultural workers are on average for the survey States, about 19 percent (or $48 vs. $39) lower than for nonagricultural workers (Table II: 2). However, the relative position of agricultural vs. nonagricultural workers by State range from two-thirds in Connecticut and Delaware to over unity in Rhode Island.

Appendix II
Table 1 Comparison of Average Potential and Actual Duration of Benefits for Beneficiaries of Agricultural and Nonagricultural Workers by Selected States, 1970.[1]

State	Potential Duration			Actual Duration		
	Nonagricultural Workers	Agricultural Workers	Ratio[2]	Nonagricultural Workers	Agricultural Workers	Ratio[2]
	(weeks)	(weeks)	(percent)	(weeks)	(weeks)	(percent)
Study Area	24.8	23.6	95	11.5	11.5	100
Mid-Atlantic						
Delaware	24.2	25.0	103	9.8	9.8	100
Maryland	26.0	26.0	100	10.9	12.4	114
New Jersey	23.7	24.0	101	16.2	10.9	67
New York	26.0	26.0	100	13.6	9.7	71
Pennsylvania	28.9	30.0	104	11.6	11.2	97
West Virginia	26.0	26.0	100	9.6	13.3	139
New England						
Connecticut	25.9	25.1	97	11.6	12.9	111
Maine	21.6	19.5	90	10.6	10.6	99
Massachusetts	26.9	16.7	62	13.9	12.0	86
New Hampshire	26.0	26.0	100	8.4	11.3	135
Rhode Island	23.0	20.7	90	11.8	13.0	110
Vermont	26.0	26.0	100	12.1	15.2	126
Florida	19.8	19.3	97	11.1	9.4	85
Ohio	25.5	25.1	98	10.3	12.3	119
Texas	26.0	26.0	100	11.4	9.4	82

[1] Source: For the nonagricultural workers - Handbook of Unemployment Insurance Financial Data, 1938-70, USDL, Manpower Administration, 1971.

[2] Agricultural/Nonagricultural x 100%

Appendix II
Table 2 Comparison of the Average Weekly Benefit Amount For Beneficiaries and Proportion of Exhaustees as of Beneficiaries of Agricultural and Nonagricultural Workers by Selected States, 1970.[1]

State	Weekly Benefit Amount			Exhaustee		
	Nonagricultural Workers	Agricultural Workers	Ratio[2]	Nonagricultural Workers	Agricultural Workers	Ratio[2]
	(dollars)	(dollars)	(percent)	(percent)	(percent)	(percent)
Study Area	48.16	39.09	81	24.8	23.6	95
Mid-Atlantic						
Delaware	50.19	34.10	68	14.3	6.8	48
Maryland	50.41	40.60	81	17.0	16.7	98
New Jersey	58.33	48.20	83	25.4	16.8	66
New York	53.99	42.20	78	18.6	5.1	27
Pennsylvania	49.74	37.10	75	13.2	4.4	33
West Virginia	33.50	25.30	76	14.1	18.6	132
New England						
Connecticut	60.26	38.90	65	18.7	30.0	160
Maine	43.43	42.50	98	26.7	30.6	115
Massachusetts	51.36	40.10	78	24.1	53.0	220
New Hampshire	46.31	34.90	75	4.3	15.9	370
Rhode Island	50.52	58.60	116	24.7	13.0	53
Vermont	49.05	36.00	73	16.0	0	0
Florida	35.83	34.20	95	41.2	28.9	70
Ohio	49.09	35.20	72	14.7	14.4	98
Texas	40.33	38.40	95	36.6	31.0	85

[1] Source: For the nonagricultural workers - Handbook of Unemployment Insurance Financial Data, 1938-70, USDL, Manpower Administration, 1971.

[2] Agricultural/Nonagricultural x 100%

The proportion of benefit exhaustees for agricultural workers is smaller than for nonagricultural workers (24.8 vs. 23.6 percent). However, very wide deviations between the two groups occur in some States which may be partly explained by the small sample of agricultural workers. In three States compared to nonagricultural workers, 33 percent or less of agricultural workers exhaust their benefit entitlements, while in five States a greater proportion than nonagricultural workers are exhaustees.

In summary, the overall comparisons of UI statistics reveal small differences of agricultural workers compared to nonagricultural workers. Agricultural workers tend to show lower values in the statistics compared.

APPENDIX III

AVERAGE DURATION AND WEEKLY BENEFIT AMOUNT

FOR BENEFICIARIES

Appendix III

Table 1 Average Duration of Actual Benefits for Beneficiaries Under the '10 in 20 or $20,000' Provision by Migratory Status, Labor Force Participation, Type of Work and State.

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- w e e k s -							
Study area	11.1	9.1	10.8	9.6	10.6	9.7	9.3	10.2
Mid-Atlantic								
Delaware	12.2	9.3	11.5	7.3	10.1	9.7	7.7	9.8
Maryland	16.2	8.0	14.7	9.3	13.0	8.6	14.4	12.4
New Jersey	11.1	10.8	9.3	11.5	10.1	12.6	11.6	10.9
New York	11.9	9.1	11.0	8.7	10.3	9.6	7.6	9.7
Pennsylvania	12.2	10.0	11.2	11.3	10.8	11.8	11.2	11.2
West Virginia	15.4	8.4	13.9	13.5	14.0	13.0	9.9	13.3
New England								
Connecticut	14.4	12.1	13.2	13.6	15.4	10.4	9.4	12.9
Maine	10.1	11.4	10.8	9.9	12.7	9.2	10.3	10.5
Massachusetts	12.1	12.5	12.1	12.3	12.2	2/	3.0	12.0
New Hampshire	10.4	25.2 1/	10.7	25.0	10.7	21.0 1/	10.6	11.3
Rhode Island	13.7	9.3 1/	12.2	14.0	13.6	8.2 1/	1/ 2/	13.0
Vermont	20.7	2/	20.7	2/	20.7	2/	4.0	15.2
Florida	10.5	6.5	9.9	8.2	9.7	7.8	10.2	9.4
Ohio	12.0	13.5	12.3	13.4	12.6	12.8	6.2	12.3
Texas	9.9	8.3	10.1	8.0	9.5	9.2	8.9	9.4

1/ Number of covered workers is less than 50.

2/ No beneficiaries in this category.

Appendix III
Table 2 Average Weekly Benefit Amount for Actual Beneficiaries Under the '10 in 20 or $20,000' Provision by Migratory Status, Labor Force Participation, Type of Work and State.*

State	Farm Workers						Nonfarm Work Only	Total
	Intrastate	Interstate	In Labor Force Part Year	In Labor Force All Year	Farm Work Only	Farm & Nonfarm Work		
	- dollars -							
Study area	35.40	39.70	36.20	38.70	36.10	40.10	45.60	37.40
Mid-Atlantic								
Delaware	28.80	36.50	34.40	34.20	33.60	37.00	32.20	34.10
Maryland	37.60	42.40	33.10	48.60	36.60	53.40	61.70	40.60
New Jersey	50.60	47.20	46.80	48.60	49.40	45.30	47.30	48.20
New York	39.60	41.70	40.30	42.20	40.70	41.70	53.60	42.20
Pennsylvania	35.10	39.10	34.10	42.60	34.10	41.10	42.50	37.10
West Virginia	22.60	33.90	25.50	26.10	23.60	31.20	36.40	25.30
New England								
Connecticut	35.70	42.90	37.70	44.90	37.50	41.40	41.00	38.90
Maine	36.60	48.50	39.30	41.70	33.80	45.90	50.70	42.50
Massachusetts	40.90	35.40	39.40	41.80	40.10	2/	44.00	40.10
New Hampshire	28.80	41.60	29.10	39.00	28.70	42.60	49.50	34.90
Rhode Island	59.70	50.70 1/	61.20	54.90	58.80	50.90 1/	1/ 2/	58.60
Vermont	35.40	2/	35.40	2/	35.40	2/	43.00	36.00
Florida	32.60	37.40	34.60	32.70	33.80	35.30	43.60	34.20
Ohio	38.50	31.80	34.60	36.10	33.70	38.60	44.50	35.20
Texas	37.90	37.00	37.10	39.60	35.00	44.70	44.10	38.40

* Penny amounts were rounded to the next decimal.

1/ Number of covered workers is less than 50.

2/ No beneficiaries in this category.

REFERENCES

Bauder, Elterich, Farrish and Holt, Impact of Extension of Unemployment to Agriculture, Pennsylvania Agricultural Experiment Station Bulletin 804, January 1976.

Elterich, G. J. and L. Graham, Interstate Analysis of Unemployment Insurance Provisions and Proposed Changes, Contract UIS-74-1, USDL, Manpower Administration, May 1975.

Elterich, G. J. and L. Graham, Impact of PL 94-566 on Agricultural Employers and UI Trust Funds in Selected States, 1. Contract report 99-7-887-04-06 to USDL, ETA, UIS, Department of Agricultural Economics, University of Delaware, July 1977.

Seaver, S. K., G. J. Elterich, W. W. Bauder, J. S. Holt, et al., Economic and Social Considerations in Extending Unemployment Insurance to Agricultural Workers, Pennsylvania Agricultural Experiment Station Bulletin 806, February 1976.

U.S. Department of Labor, Manpower Administration, Unemployment Insurance Service. Comparison of State Unemployment Insurance Laws, rev. ed. Washington, January and August 1971a.

_____, Handbook of Unemployment Financial Data, 1938-70, 1971c.

_____, Handbook of Interstate Claims Taking, rev. ed., Washington, 1971b.

GPO 924 943