

FEDERAL OLD-AGE AND SURVIVORS
INSURANCE TRUST FUND

LETTER

FROM THE

BOARD OF TRUSTEES OF THE FEDERAL
OLD-AGE AND SURVIVORS INSURANCE
TRUST FUND

TRANSMITTING

PURSUANT TO LAW THE FIFTEENTH ANNUAL REPORT
OF THE BOARD OF TRUSTEES OF THE FEDERAL OLD-
AGE AND SURVIVORS INSURANCE TRUST FUND



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LETTER OF TRANSMITTAL

BOARD OF TRUSTEES OF THE FEDERAL
OLD-AGE AND SURVIVORS INSURANCE TRUST FUND,
Washington, D. C., March 1, 1955.

The PRESIDENT OF THE SENATE,
The SPEAKER OF THE HOUSE OF REPRESENTATIVES,
Washington, D. C.

SIRS: We have the honor to transmit to you the 15th Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance Trust Fund, in compliance with the provisions of section 201 (b) of the Social Security Act, as amended.

Respectfully,

GEORGE M. HUMPHREY,
*Secretary of the Treasury, and
Managing Trustee of the Trust Fund.*

JAMES P. MITCHELL,
Secretary of Labor.

OVETA CULP HOBBY,
Secretary of Health, Education, and Welfare.

CHARLES I. SCHOTTLAND,
*Commissioner of Social Security
and Secretary, Board of Trustees.*

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FIFTEENTH ANNUAL REPORT OF THE BOARD OF TRUSTEES OF THE FEDERAL OLD-AGE AND SURVIVORS INSURANCE TRUST FUND

Fiscal Year Ending June 30, 1954

THE BOARD OF TRUSTEES

The Federal old-age and survivors insurance trust fund, established on January 1, 1940, is held by the Board of Trustees under the authority of section 201 (b) of the Social Security Act, as amended. The Board is comprised of three members who serve in an ex officio capacity. From January 1, 1940, through July 15, 1946, the three members of the Board were the Secretary of the Treasury, the Secretary of Labor, and the Chairman of the Social Security Board. On July 16, 1946, under the Reorganization Plan No. 2 of 1946, the Federal Security Administrator became ex officio member of the Board of Trustees in place of the Chairman of the Social Security Board, which agency was abolished. On April 11, 1953, the Reorganization Plan No. 1 of 1953 creating the Department of Health, Education, and Welfare went into effect, and the Office of Federal Security Administrator was abolished. The functions of the Administrator as ex officio member of the Board of Trustees were taken over by the Secretary of Health, Education, and Welfare. The remaining membership of the Board has not changed since it was first established. The Secretary of the Treasury is designated by law as the Managing Trustee. The Commissioner of Social Security is Secretary of the Board.

FISCAL YEAR HIGHLIGHTS

Contribution rates under old-age and survivors insurance rose on January 1, 1954, from 1½ percent to 2 percent each on employers and employees and from 2¼ percent to 3 percent on self-employed persons, in accordance with the contribution schedule provided in the Federal Insurance Contributions Act. This rise was the second scheduled increase to go into effect, the first—from 1 percent to 1½ percent on employers and employees—having become effective on January 1, 1950. The next increase—from 2 percent to 2½ percent on employers and employees—is scheduled to occur on January 1, 1960.

Soon after the close of the fiscal year, Congress adopted amendments to the Social Security Act extending the coverage of the old-age and survivors insurance program, raising the benefits, liberalizing the work clause, increasing the maximum earnings creditable toward benefits, and otherwise modifying its provisions. These amendments materially affect the future income and disbursements of the old-age and survivors insurance trust fund and are taken into account in the estimates presented in this report.

In June 1954, the total number of beneficiaries under the program was 6,469,000, or 16 percent more than the number in June 1953. There were 4,578,000 retirement beneficiaries (old-age beneficiaries and their entitled wives, dependent husbands, and young children), an increase of 18 percent, and 1,891,000 survivor beneficiaries, an increase of 12 percent, from 1 year earlier. The estimated number of persons in covered employment during some or all of calendar year 1954 was about 61 million, or about the same number as in calendar year 1953.

Total disbursements of the old-age and survivors insurance trust fund in fiscal year 1954 were \$3,364 million. Total receipts were \$5,040 million. The net addition of \$1,675 million raised the total assets of the trust fund on June 30, 1954, to \$20 billion.

The disbursements of the fund in fiscal year 1954 included \$3,276 million for benefits and \$89 million for administrative expenses. The receipts included \$4,589 million in contributions and \$451 million in interest on investments.

Both disbursements and receipts showed an increase over fiscal year 1953. Disbursements rose \$647 million or 24 percent, and receipts, \$556 million or 12 percent. The increase in disbursements were the combined result of the coverage extensions and the liberalized eligibility and benefit provisions included in the 1950 amendments and the long-term growth of the aged population and the proportion of the aged eligible for benefits. The rise in trust fund receipts is accounted for chiefly by the increase in the contribution rate which went into effect on January 1, 1954.

Estimates for the 5 fiscal years 1955-59 show a further increase in the receipts and disbursements of the fund. According to these estimates, at the end of fiscal year 1959 the trust fund will amount to \$22.3 to \$26.1 billion, depending on the economic assumptions used, with receipts in that fiscal year of \$6.8 to \$8.2 billion, and disbursements of \$7.1 to \$7.4 billion. At the beginning of fiscal year 1955, the trust fund amounted to about 2½ times the highest expected annual disbursements during the 5 fiscal years 1955-59.

Long-range cost estimates for the old-age and survivors insurance program as amended in 1954 show that under high employment assumptions the level-premium cost at 2.4 percent interest ranges from 6.80 to 8.75 percent of payroll, depending on the combination of cost assumptions selected.

SOCIAL SECURITY ACT AMENDMENTS OF 1954

The 1954 amendments to the Social Security Act (Public Law 761, approved September 1, 1954) will have very substantial effects on both the immediate and long-range future levels of income and disbursements of the trust fund. The amendments afford coverage to virtually all employed persons not previously under the program and not protected under another Federal retirement system. Benefit amounts payable to both present and future beneficiaries were increased substantially. Provision was made to protect the benefit rights of insured workers during periods of prolonged total disability. The schedule of contribution rates was revised to continue to reflect the intent that the system be self-supporting.

The more important changes significant from an actuarial standpoint will now be presented in greater detail.

1. Coverage was extended to occupations in which nearly 10 million people are employed in the course of a year. About three-fifths of them were persons in the following groups who were covered on a compulsory basis: Self-employed farm operators; certain self-employed professional persons; additional farm, domestic, and Federal civilian employees; and some smaller groups. Coverage under the program was made possible on a group voluntary basis for State and local government employees who are members of retirement systems (except policemen and firemen) and for employees of foreign subsidiaries of American companies. Ministers and certain members of religious orders were permitted to participate in the program on the basis of individual election. About 9 of every 10 gainfully employed persons are now covered or eligible for coverage. The groups who continue to be excluded from old-age and survivors insurance are most Federal civilian employees; members of the Armed Forces; persons whose earnings are less than the amounts required for the coverage of self-employed persons, or of farm and domestic workers; self-employed lawyers; and self-employed persons in occupations related to medicine—physicians, dentists, osteopaths, and so forth. Table 1 presents estimates of the number of persons in the newly covered groups.

TABLE 1.—Estimated increase in coverage under the 1954 amendments

Coverage group	Number covered in the course of a year
Total increase.....	9,900,000
Increase under compulsory coverage.....	6,050,000
Agricultural employment.....	1,400,000
Self-employed farm operators.....	(3,600,000)
Hired farm workers.....	(2,100,000)
Self-employed professional groups.....	100,000
Domestic workers and others employed outside the employer's business.....	250,000
Federal civilian employees.....	150,000
Homeworkers.....	100,000
Fishermen.....	50,000
Increase in number eligible for voluntary coverage.....	3,850,000
State and local employees under retirement systems.....	3,500,000
Ministers and members of religious orders.....	250,000
Employees of foreign subsidiaries of American companies.....	100,000

¹ Total is less than sum of figures for self-employed farm operators and hired farm workers because some persons work in both employments during a year.

2. The conditions under which persons may become eligible for benefits were liberalized.

(a) Monthly benefits became payable to certain surviving dependents of individuals who died after 1939 and before September 1950 lacking fully insured status under the law then in effect, but who had at least six quarters of coverage.

(b) Persons who cannot meet the requirements of the 1950 amendments for fully insured status will nevertheless be fully insured if all quarters elapsing after 1954 and before July 1956 as well as all quarters thereafter up to but not including the quarter of death or attainment of age 65, whichever is earlier, are quarters of coverage. This transitional provision, intended principally for newly covered persons, will cease to be effective for persons who die or attain age 65 after the third

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quarter of 1958, when the normal requirements become easier to meet than the alternative.

(c) Periods of disability (see item 4, below) will not affect insured status.

(d) Monthly benefits were made payable retroactively for a period up to 12 months before the month in which an application was filed, provided the beneficiary was eligible therefor.

3. Larger benefits were made payable to future beneficiaries as well as to persons on the rolls.

(a) The maximum amount of annual taxable earnings was raised to \$4,200.

(b) In computing the average monthly wage of persons who become eligible for retirement benefits or die after August 1954, before becoming eligible for retirement benefits, up to 5 years of lowest or no earnings may be dropped. This "dropout" computation may also be used for persons who were eligible for retirement benefits before September 1954 and who have at least six quarters of coverage after June 1953.

(c) Periods of disability (see item 4, below) will not reduce the average monthly wage.

(d) For persons whose average monthly wage is calculated on the basis of earnings after 1950 and the "dropout," the primary insurance amount is 55 percent of the first \$110 of average monthly wage plus 20 percent of the next \$240. The minimum primary insurance amount is \$30.

(e) For persons already on the benefit rolls, and for future beneficiaries whose benefits are computed through the 1939 or 1952 benefit formulas, benefits are increased by use of a revised conversion table which provides a guaranteed increase in primary insurance amount of at least \$5 over the amount computed under the 1952 amendments.

(f) The minimum benefit for a single survivor beneficiary is \$30.

(g) The maximum monthly amount of family benefits payable with respect to 1 wage record is the smaller of \$200 or 80 percent of the average monthly wage, provided that the latter limit may not reduce benefits below the larger of \$50 or 1½ times the primary insurance amount. The maximum lump-sum death payment is \$255.

4. Benefit rights of persons regularly covered by the program can be "frozen" during periods of prolonged total disability. In order to qualify for the "freeze," an individual must have an illness, injury, or other physical or mental impairment which can be expected to be of long-continued and indefinite duration or to result in death, or the individual must be blind. He must also have at least 6 quarters of coverage during the 13-quarter period, and at least 20 quarters of coverage during the 40-quarter period, that ends with the quarter in which the period of disability begins. If an individual qualifies for a disability "freeze" his period of disability will be disregarded in determining his insured status and in computing benefits due him or his family.

5. The provisions governing the withholding of benefits because of work were changed.

(a) The retirement test was placed on an annual basis for both wages and self-employment income. If an individual's annual earnings are \$1,200 or less, no benefits are withheld. Each \$80 (or fraction thereof) in earnings above \$1,200 may result in deduction of 1

month's benefits for the individual. Benefits are not withheld for any month for which the individual had \$80 or less in wages and did not engage in substantial self-employment.

(b) Earnings in noncovered as well as in covered employment will be taken into account in determining if benefits shall be withheld.

(c) The age at which benefits may be paid without regard to earnings is reduced to 72.

6. Contribution rates for employees and employers were increased to 3½ percent each for calendar years 1970-74 and 4 percent each thereafter. The contribution rates on self-employment income are equal to 1½ times the corresponding employee rates.

Table 2 presents, on a level-premium basis, an estimate of the increases in cost, expressed as a percent of payroll, arising from the major changes in the program.

TABLE 2.—Changes in estimated level-premium costs of benefit payments as percentage of payroll, by type of change, intermediate-cost estimate, 2.4 percent interest

Item	Level-premium cost (percent)
Cost of system under 1952 amendments ¹	6.74
Effect of changes:	
Extension of coverage.....	-.17
Raising earnings base to \$4,200.....	-.15
Increase in benefits ²	+.86
Liberalization of retirement test.....	+.21
Putting test on annual basis.....	(+ .04)
Increase in exempt amount.....	(+ .08)
Decrease in exemption age.....	(+ .16)
Making test applicable to all employment.....	(- .07)
Elimination of lowest years of earnings.....	+.14
"Disability freeze" provision.....	+.07
Cost of system under 1964 amendments ¹	7.70

¹ Includes adjustments for (a) lower contribution rate for self-employed compared with employer-employee rate; (b) interest on the trust fund existing on Dec. 31, 1964; and (c) administrative expenses.

² Primarily reflects effect of new benefit formula and conversion table, but also includes effect of revised minimum and maximum benefit provisions and the minor changes in insured status provisions.

NATURE OF THE TRUST FUND

Amounts accumulated under the old-age and survivors insurance program are held in the Federal old-age and survivors insurance trust fund, and financial operations under the program are handled through this fund. The primary source of the fund's receipts is amounts deposited in or appropriated to it under permanent appropriation on the basis of contributions paid by workers and their employers, and by individuals with self-employment income, in employments covered by the old-age and survivors insurance program. All employees and their employers in employments covered by the program are required to pay contributions with respect to the wages of individual workers. All covered self-employed persons are required to pay contributions with respect to their self-employment income. In general, an individual's contributions are computed on annual wages or self-employment income, or both wages and self-employment income combined, up to a maximum of \$4,200 with the contributions being determined first on the wages and then on any self-employment income necessary to make up the \$4,200.

Except for amounts received by the Secretary of the Treasury under State agreements and deposited in the trust fund, all contributions

are collected by the Internal Revenue Service and are paid into the Treasury as internal-revenue collections. Sums equivalent to 100 percent of these taxes are transferred to the trust fund from time to time on the basis of estimates made by the Secretary of the Treasury. Proper adjustments are made periodically to the extent that the estimates are subsequently found to differ from the amounts of contributions actually payable on the basis of reported earnings.

The Social Security Act, as amended, provides that the contribution rate for employees and their employers shall be 2 percent each for the calendar years 1954 through 1959, and that the rates shall rise to 2½ percent each on January 1, 1960, to 3 percent each on January 1, 1965, to 3½ percent each on January 1, 1970, and to 4 percent each on January 1, 1975. The rates of tax on self-employment income are equal to 1½ times the corresponding employee rates. An employee who worked for more than one employer during the course of a year and paid contributions on wages in excess of the statutory maximum may receive a refund of the taxes he paid on such excess wages. The amount of taxes subject to refund is paid out of the trust fund.

The second source from which receipts of the trust fund are derived is interest received on investments held by the fund. The investment procedures of the fund are described later in this section.

The income and expenditures of the trust fund are also affected by Public Law 234, approved October 30, 1951, which amended the Railroad Retirement Act to provide a new basis of coordination and financial interchange between the railroad retirement and old-age and survivors insurance programs. A description of the legislative provisions governing the allocation of costs between the two systems appears in appendix II.

The Comptroller General of the United States, in a decision (B-4906) dated October 11, 1951, held that receipts derived from the sale of miscellaneous supplies and services may be credited to and form a part of the trust fund, where the initial outlays therefor were paid from the trust fund. Formerly, these moneys were credited to the general fund of the Treasury as miscellaneous receipts.

Public Law 719, approved August 10, 1946, provided noncontributory survivor protection to certain veterans of World War II. The trust fund was reimbursed for the additional costs arising from these provisions before September 1, 1950. A summary of the legislative history of the financing of credit for military service appears in appendix II.

Expenditures for benefit payments and administrative expenses under the old-age and survivors insurance program are paid out of the trust fund. All expenses incurred by the Department of Health, Education, and Welfare and by the Treasury Department in carrying out the provisions of title II of the Social Security Act, as amended, and of the Internal Revenue Code relating to the collection of insurance contributions, are charged to the trust fund. The Secretary of Health, Education, and Welfare certifies benefit payments to the managing trustee who makes the payments from the trust fund in accordance therewith. Payments are made from an uninvested balance held in the fund to the account of the disbursing officer of the Treasury.

Congress has authorized expenditures from the trust fund of \$21,500,000 for construction of an office building and related facilities for the Bureau of Old-Age and Survivors Insurance.

The managing trustee invests that portion of the trust fund which, in his judgment, is not required to meet current expenditures for benefits and administration. The Social Security Act restricts permissible investments of the trust fund to interest-bearing obligations of the United States Government or to obligations guaranteed as to both principal and interest by the United States. Obligations of these types may be acquired on original issue at par or by purchase of outstanding obligations at their market price. In addition, the Social Security Act authorizes the issuance of special obligations exclusively to the trust fund. Such special obligations are required to bear interest at a rate equal to the average rate of interest, computed as of the end of the calendar month next preceding the date of their issue, borne by all interest-bearing obligations of the United States forming a part of the public debt (where such average rate is not a multiple of one-eighth of 1 percent, the rate of interest on such special obligations is required to be the multiple of one-eighth of 1 percent next lower than such average rate).

Interest on public issues held by the trust fund is received by the fund at the time the interest becomes payable on the particular series held. Interest on special issues is received semiannually—generally on June 30 and December 31. Public issues acquired by the fund may be sold at any time by the managing trustee at their market price. Special issues may be redeemed at par plus accrued interest. Interest receipts and proceeds from the sale or redemption of obligations held in the trust fund are available for investment in the same manner as other receipts of the fund. Interest earned by the invested assets of the trust fund will provide income to meet a portion of future benefit disbursements. The role of interest in meeting future benefit payments is indicated in table 12.

The assets of the trust fund serve in part as a reserve against short-run fluctuations in total contributions and benefit amounts, providing a margin of safety against relatively short-term contingencies to insure the payment of benefits without sharp changes in rates paid by contributors.

REALITY OF THE TRUST FUND

Public discussion of the investment aspects of the old-age and survivors insurance program sometimes reveals a serious misunderstanding of the nature and significance of the trust fund operations. The Board of Trustees believes that it has a responsibility to correct any misapprehensions among persons who look to the old-age and survivors insurance program for basic protection against income loss because of retirement or death.

The charge has been made that the requirement of existing law that the receipts of the old-age and survivors insurance trust fund which are not currently needed for disbursements of the program shall be invested in Government securities constitutes a misuse of the funds. It is suggested that this type of investment permits the Government to use social security tax collections to finance ordinary Government expenditures, and that hence such collections will not be available to pay social security benefits in future years. It is said that the securities represent IOU's issued by the Government to itself and that the Government will have to tax people a second time for social security to redeem these IOU's.

The investment of the assets of the trust fund in Federal obligations, as required by law, is not a misuse of the money contributed under the insurance program by covered employees, employers, and self-employed persons. These contributions are permanently appropriated by law to the Federal old-age and survivors insurance trust fund which is separate from the general funds of the United States Treasury. All the assets of this fund are kept available and may be used only for the payment of the benefits and administrative expenses of the insurance program.

When the Treasury pays back money borrowed from the trust fund, the public will not be taxed a second time for social security. If taxes are levied to redeem the securities held by the trust fund, these taxes will not be levied for the purpose of paying social security benefits. Rather, they will be levied for the purposes for which the money was originally borrowed, such as the costs arising out of World War II. Taxes would have to be raised to pay back the money borrowed to cover the cost of the war, whether the obligations were held by the trust fund or by other investors. The fact that the trust fund, rather than other possible investors, holds part of the Federal debt does not change the purpose for which these taxes must be levied. Since all the social security contributions are permanently appropriated to the trust fund, they are not available to the Treasury to redeem Federal obligations held by the trust fund.

The operation of old-age and survivors insurance trust fund investment is similar to the investment of premiums collected by a private insurance company. A private company uses part of its current premium receipts for payments to beneficiaries and for operating expenses. The balance of its receipts is invested in income producing assets. Such investments are commonly limited by State law to the safest forms of investment so that policyholders will be assured that their claims against the company will be satisfied when they become due. Government securities ordinarily represent a considerable part of these investments. The purpose of investing these receipts is, of course, to obtain earnings that will help meet the future costs of the insurance and thus reduce the premiums the policyholders would otherwise have to pay for their insurance.

Social security tax collections are handled in much the same way. Investments of the trust fund, however, are limited by law to only one type—securities issued by the Federal Government. There are two principal reasons for such a restriction. One is similar to the motivation of State legislation dealing with investments of private insurance companies: it is designed to ensure the safety of the fund. Government securities constitute the safest form of investment. The second reason is that it keeps this publicly operated program from investing reserve funds in competitive business ventures. Such investments by the trust fund would be completely out of harmony with accepted concepts of the proper scope of a governmental activity. The securities held by the trust fund perform the same function as those held by a private insurance company. They can be readily converted into cash when needed to meet disbursements, and the earnings on these investments make possible a lower rate of contributions than would otherwise be required.

In investing its receipts in Government securities the trust fund, as a separate entity, is a lender and the United States Treasury is a

borrower. The trustees of the fund receive and hold securities issued by the Treasury as evidence of these loans. These Government obligations are assets of the fund and liabilities of the United States Treasury which must pay interest on the money borrowed and repay the principal when the securities mature.

In other words, the Treasury borrows from a number of sources. It borrows from individuals, mutual savings banks, insurance companies, and various other classes of investors; and it borrows from the old-age and survivors insurance trust fund. The securities held by the fund are backed by the full faith and credit of the United States, as are all public debt securities; they are just as good as the public debt securities held by other investors.

The purchase of Federal obligations by the trust fund from the Treasury does not increase the national debt. The national debt is increased only when and to the extent to which the Federal Government's expenditures exceed receipts from taxes levied to meet those expenditures. When such a deficit occurs, the Treasury must borrow sufficient money to meet the deficit by selling Federal securities. The volume of the securities sold to meet a deficit is not increased by the purchase of such obligations by the trust fund. The purchase of Federal obligations by the trust fund in a period when the Treasury has no deficit to meet would result only in a direct or indirect transfer of Federal debt from other investors to the trust fund. The total amount of the public debt would remain unchanged.

SUMMARY OF THE OPERATIONS OF TRUST FUND, FISCAL YEAR 1954

A statement of the income and disbursements of the Federal old-age and survivors insurance trust fund in the fiscal year which began on July 1, 1953, and ended on June 30, 1954, and of the assets of the fund at the beginning and end of the fiscal year, is presented in table 3.

The total assets of the old-age and survivors insurance trust fund amounted to \$18,366 million on June 30, 1953. These assets increased to \$20,043 million by the end of the fiscal year 1954, as a result of an excess of receipts over disbursements amounting to \$1,675 million and an adjustment of approximately \$0.8 million which was allocable to prior fiscal years. This adjustment represented principally deposits (arising from State agreements) applicable to fiscal year 1953 which were not recorded until fiscal year 1954.

The total receipts of the trust fund during the fiscal year 1954 amounted to \$5,039.7 million. Of this total, \$4,537.3 million represented tax collections appropriated to the fund and \$92.4 million represented amounts received by the Secretary of the Treasury in accordance with State agreements and deposited in the trust fund. The amount of contributions subject to refund to employees who worked for more than one employer during 1952 and paid contributions on 1952 wages in excess of \$3,600 was estimated at \$40.5 million. This amount was transferred from the trust fund as repayment into the Treasury. The net amount of \$4,589.2 million represented a 12-percent increase over the amount for the preceding fiscal year. The other \$450.5 million of receipts consisted of \$438.9 million of interest on investments of the fund and of \$11.6 million of interest on the amount held in the railroad retirement account to the credit of the trust fund under the financial interchange provisions of the Railroad

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Retirement Act, as amended in 1951. These provisions are described in appendix II.

TABLE 3.—Statement of operations of the Federal old-age and survivors insurance trust fund during the fiscal year 1954

Total assets of the trust fund, June 30, 1953.....		\$18,366,356,433.69
Net adjustment (+) during fiscal year 1954 applicable to prior fiscal years.....		766,050.56
Receipts, fiscal year 1954:		
Insurance contributions:		
Appropriations.....	\$4,537,269,800.32	
Deposits arising from State agreements.....	92,411,873.89	
Gross insurance contributions.....	4,629,681,674.21	
Less payment into the Treasury for taxes subject to refund.....	40,500,000.00	
Net insurance contributions.....		\$4,589,181,674.21
Interest:		
On investments.....	438,908,882.68	
On amount held in railroad retirement account to credit of trust fund.....	11,595,000.00	
Total interest.....		450,503,882.68
Total receipts.....		5,039,685,556.89
Disbursements, fiscal year 1954:		
Benefit payments.....		3,275,556,451.89
Administrative expenses:		
Department of Health, Education, and Welfare.....	63,766,123.88	
Treasury Department.....	24,930,286.78	
Preparations for construction of building for Bureau of Old-Age and Survivors Insurance.....	7,537.25	
Gross administrative expenses.....	88,703,947.91	
Less receipts for sale of surplus material, supplies, etc.....	67,701.04	
Net administrative expenses.....		88,636,246.87
Total disbursements.....		3,364,192,698.76
Net addition to trust fund.....		1,675,492,858.13
Total assets of the trust fund, June 30, 1954.....		20,042,615,342.38

Disbursements from the trust fund during the fiscal year 1954 totaled \$3,364.2 million, of which \$3,275.6 million were for benefit payments, and \$88.6 million were for administrative expenses. The total amount of benefits paid during the fiscal year exceeded benefits paid in the fiscal year 1953 by 25 percent. This increase resulted chiefly from (1) the increase in the number of beneficiaries and (2) the fact that the higher benefit provisions of the Social Security Act amendments of 1952 were effective during the entire fiscal year 1954 but during only part of fiscal year 1953.

Administrative expenditures of the fund were 1.9 percent of contribution income and 2.7 percent of benefit payments during fiscal year 1954. Figures for each of the last 10 fiscal years are shown in table 4.

The distribution of benefit payments in fiscal years 1953 and 1954, by type of benefit, is shown in table 5. Approximately 80 percent of the total benefit payments from the fund in the fiscal year 1954 were accounted for by monthly benefits to aged persons—retired wage earners and their wives (including a relatively small number of wives under age 65) or dependent husbands, and aged widows, dependent widowers, and dependent parents of deceased wage earners. Approximately 17 percent of the 1954 benefit payments represented monthly benefits on behalf of children of deceased or retired workers and payments to mothers—practically all of them under age 65—who had children of deceased wage earners in their care. The balance of the benefits paid in the fiscal year 1954 consisted of lump-sum

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payments in cases (1) where the insured individual died after August 1950 or (2) where he died before September 1950 leaving no survivor immediately eligible for monthly benefits.

TABLE 4.—*Relationship of administrative charges against old-age and survivors insurance trust fund to old-age and survivors insurance contribution income and benefit payments, fiscal years 1945-54*

Fiscal year	Administrative charges against the OASI trust fund as a percentage of—		Fiscal year	Administrative charges against the OASI trust fund as a percentage of—	
	Contribution income	Benefit payments		Contribution income	Benefit payments
1945.....	2.1	11.2	1950.....	2.7	7.8
1946.....	3.0	11.7	1951.....	2.3	4.7
1947.....	2.8	9.6	1952.....	2.4	4.3
1948.....	2.9	9.3	1953.....	2.2	3.4
1949.....	3.2	8.8	1954.....	1.9	2.7

TABLE 5.—*Estimated distribution of benefit payments under the old-age and survivors insurance program, by type of benefit, fiscal years 1953 and 1954*

[Amounts in millions]

Type of benefit	1953		1954	
	Amount	Percent of total	Amount	Percent of total
Total.....	\$2,627.5	100	\$3,275.6	100
Monthly benefits.....	2,551.2	97	3,185.4	97
Old-age (retired workers 65 or over).....	1,624.6	62	2,068.5	63
Wife's or husband's (wives or dependent husbands, 65 or over, of old-age beneficiaries, or their wives regardless of age if caring for child beneficiary).....	239.2	9	300.6	9
Widow's or widower's (widows or dependent widowers 65 or over of workers).....	221.4	8	270.5	8
Parent's (dependent parents 65 or over of deceased workers).....	11.2	(¹)	12.5	(¹)
Child's (children under 18 of old-age beneficiaries).....	13.8	1	18.1	1
Child's (children under 18 of deceased workers).....	336.2	13	393.7	12
Mother's (widows or dependent divorced wives of deceased workers caring for child beneficiaries).....	101.8	4	121.5	4
Lump-sum benefits (wage earner died after August 1950, or before September 1950 with no survivor immediately eligible for monthly benefits).....	76.3	3	90.2	3

¹ Less than 0.5 percent.

At the end of the fiscal year 1954, approximately 6.5 million beneficiaries in about 4.7 million families were receiving monthly benefits at an annual rate of \$3,344 million. At the end of the preceding fiscal year, the monthly benefit rolls included 5.6 million beneficiaries in about 4 million families to whom monthly benefits were being paid at an annual rate of \$2,796 million. Average monthly family benefits at the end of June 1954 were somewhat higher than the corresponding averages a year earlier (table 6). Payments to retired workers with no dependents receiving benefits averaged \$49.40, an increase of \$1.20. The average for a retired worker and his aged wife, both of whom were drawing benefits, was \$86.30, \$2.60 greater than a year earlier. For survivor families, payments to aged widows averaged \$41; families

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made up of a widowed mother and 1 child averaged \$91; widowed mothers and 2 children averaged \$112.70.

The assets of the fund at the end of the fiscal year 1954 totaled \$20,043 million, consisting of \$19,340 million in the form of obligations of the United States Government, \$329 million in the fund account awaiting investment, and \$373 million to the credit of the disbursing officer for current benefit payments and administrative expenses. Table 7 shows a comparison of the total assets of the trust fund and their distribution at the end of the fiscal years 1953 and 1954.

The assets of the trust fund may be invested only in direct obligations of the United States Government and in obligations guaranteed as to both principal and interest by the United States. These obligations may be acquired in the open market or on original issue at par. The investments of the trust fund consist of special certificates issued directly to the fund and bonds issued to the public. The asset value of the special certificates is their par value. As carried on the books of the Treasury Department, the asset value of bonds (exclusive of accrued interest purchased) is the book value, i. e., par value plus unamortized premium less discount outstanding.

TABLE 6.—Estimated number of families and beneficiaries receiving benefits and average family amount, by family group, end of fiscal years 1953 and 1954

Family classification of beneficiaries receiving benefits	June 30, 1953			June 30, 1954		
	Number of families (in thousands)	Number of beneficiaries (in thousands)	Average monthly amount per family	Number of families (in thousands)	Number of beneficiaries (in thousands)	Average monthly amount per family
Total.....	4,009.8	5,573.6	.....	4,689.4	6,468.8	.....
Retired worker families.....	2,977.5	3,887.6	.....	3,519.4	4,577.6	.....
Worker only.....	2,137.7	2,137.7	\$48.20	2,545.4	2,545.4	\$49.40
Male.....	1,443.1	1,443.1	52.10	1,669.9	1,669.9	53.80
Female.....	694.6	694.6	40.10	875.5	875.5	41.10
Worker and wife aged 65 or over.....	781.8	1,563.6	83.70	904.9	1,809.8	86.30
Worker and wife under age 65 ¹.....	.6	1.2	95.20	.6	1.2	95.60
Worker and aged dependent husband.....	5.5	11.0	74.20	7.3	14.6	75.20
Worker and 1 child.....	7.9	15.8	75.40	9.2	18.4	76.00
Worker and 2 or more children.....	5.3	18.5	81.20	5.8	20.4	79.40
Worker, wife aged 65 or over and 1 or more children.....	.9	2.9	97.70	.8	2.6	98.90
Worker, wife under age 65 and 1 child.....	24.1	72.3	94.00	28.5	85.5	100.70
Worker, wife under age 65 and 2 or more children.....	13.7	64.6	88.10	16.9	79.7	93.40
Survivor families.....	1,032.3	1,686.0	.....	1,170.0	1,891.2	.....
Aged widow.....	498.1	498.1	40.80	585.2	585.2	41.00
Aged dependent widower.....	.6	.6	33.90	.9	.9	34.40
Widowed mother only ¹	2.4	2.4	43.30	2.1	2.1	45.20
Widowed mother and 1 child.....	109.4	218.8	88.50	118.2	236.4	91.00
Widowed mother and 2 children.....	72.0	216.0	107.90	78.6	235.8	112.70
Widowed mother and 3 or more children.....	61.1	283.3	105.50	68.8	323.4	112.20
Dependent divorced wife and 1 or more children.....	.2	.5	95.00	.2	.6	111.50
1 child only.....	159.3	159.3	41.50	174.8	174.8	42.20
2 children.....	65.5	131.0	70.70	73.3	146.6	72.20
3 children.....	23.4	70.2	86.20	26.0	78.0	88.30
4 or more children.....	19.4	83.3	90.10	19.1	83.0	92.60
1 aged dependent parent.....	19.3	19.3	41.90	21.2	21.2	42.60
2 aged dependent parents.....	1.6	3.2	80.70	1.6	3.2	81.40

¹ Benefits of children were being withheld.

NOTE.—Estimates were prepared November 1954.

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The par value of the net increase in the investments owned by the fund during the fiscal year 1954 amounted to \$1,523 million. New securities whose gross purchase price totaled \$18,531 million were acquired through the investments of receipts of the fund and the reinvestment of funds made available from the maturity of securities during the year. The par value of securities redeemed during the fiscal year was \$17,008 million, consisting of \$324 million of 2¼-percent special certificates of indebtedness and \$16,684 million of 2¾-percent special certificates of indebtedness.

All of the new securities acquired during the year were special certificates of indebtedness, \$1,477 million of which were redeemed during the year and \$17,054 million of which mature on June 30, 1955. These certificates were acquired at par, \$1,153 million bearing an interest rate of 2¾ percent and the balance an interest rate of 2¼ percent, this rate being determined by the average rate of interest on the interest-bearing public debt which prevailed at the end of the month preceding the date of issue of these securities.

The average rate of interest on the interest-bearing public debt at the end of the month varies with changes in the composition of the public debt and with changes in the particular rates of interest on different classes of securities. The average rate of interest on the public debt was less than 2½ percent but exceeded 2¾ percent at the end of each month in the period from June 30, 1953, through April 30, 1954, and was 2.347 percent on May 31, 1954. Because the end-of-the-month rate first fell below 2¾ percent on May 31, 1954, special issues were acquired during June 1954 at 2¼ percent, whereas all special issues purchased before that date during the fiscal year were at 2¾ percent interest.

TABLE 7.—Assets of Federal old-age and survivors insurance trust fund, by type, at end of fiscal years 1953 and 1954

	June 30, 1953		June 30, 1954	
	Par value	Book value ¹	Par value	Book value ¹
Investments:				
Public issues (Treasury bonds):				
2¼-percent bonds of 1959-62.....	\$4,205,000	\$4,214,658.21	\$4,205,000	\$4,213,146.09
2½-percent bonds of 1962-67.....	58,650,000	58,810,802.27	58,650,000	58,792,935.35
2½-percent bonds of 1963-68.....	116,480,000	116,676,749.59	116,480,000	116,658,011.55
2½-percent bonds of 1964-69.....	93,704,000	93,203,674.23	93,704,000	93,175,824.99
2½-percent bonds of 1965-70.....	456,547,500	456,880,545.30	456,547,500	456,845,169.14
2½-percent bonds of 1968-71.....	308,077,500	308,003,033.18	308,077,500	307,993,516.20
2½-percent bonds of 1967-72.....	118,021,250	119,504,793.75	118,021,250	119,384,920.05
2¼-percent bonds, investment series B-1975-80.....	1,081,902,000	1,083,601,614.86	1,081,902,000	1,083,484,575.16
3¼-percent bonds of 1978-83.....	45,100,000	44,910,656.26	45,100,000	44,910,656.26
Total public issues.....	2,282,687,250	2,285,806,527.65	2,282,687,250	2,285,458,754.79
Special issues (certificates of indebtedness):				
2¼-percent certificates: Maturing June 30, 1955.....			17,054,405,000	17,054,405,000.00
2¾-percent certificates: Maturing June 30, 1954.....	15,531,700,000	15,531,700,000.00		
Total special issues.....	15,531,700,000	15,531,700,000.00	17,054,405,000	17,054,405,000.00
Accrued interest purchased.....		86,826.06		
Total investments.....	17,814,387,250	17,817,593,353.71	19,337,092,250	19,339,863,754.79
Uninvested balances:				
To credit of fund account.....		261,885,142.37		329,302,842.51
To credit of disbursing officer.....		266,877,937.61		373,448,745.08
Total assets.....		18,366,356,433.69		20,042,615,342.83

¹ Par value plus unamortized premium less discount outstanding.

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EXPECTED OPERATIONS AND STATUS OF THE TRUST FUND DURING FISCAL YEARS 1955-59

The expected operations and status of the trust fund during the next 5 fiscal years are presented in summary in table 8, together with the figures on the actual experience in earlier fiscal years. The present statutory provisions relating to old-age and survivors insurance are assumed to remain unchanged throughout the period under consideration.

Both the income and disbursements of the trust fund not only depend on the legislative provisions but they are also affected by general economic conditions. Because it is difficult to foresee economic developments, the assumptions on which the estimates here presented are based are subject to many uncertainties. The statement of the expected operations of the trust fund should be read with full recognition of the difficulties of estimating future trust fund income and disbursements under changing economic conditions.

In table 8, single estimates are given for fiscal years 1955 and 1956, but for fiscal years 1957-59 two sets of estimates are presented based on alternative economic assumptions. Alternative I shows the effect of assumptions postulating a relatively high level of economic activity; alternative II shows the effect of the assumption of a somewhat lower level of economic activity.

In alternative I it is assumed that employment and earnings will be maintained at a high level through calendar year 1959. Hourly wage rates, and therefore weekly earnings and average annual taxable wages, are assumed to increase not only in accordance with long-time trends but also because of steady improvements in economic conditions. The earnings of the self-employed are assumed to follow a similar pattern. Unemployment is assumed to remain at a low level. Benefit disbursements are assumed to increase substantially, primarily because of the long-range upward trend in the number of beneficiaries, and partly because of the effect of the 1954 amendments which become effective in fiscal year 1955.

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TABLE 8.—Operations of the Federal old-age and survivors insurance trust fund, fiscal years 1937-59, subject to the assumptions and limitations stated in the text¹

(In millions)

Fiscal year	Transactions during period				Net increase in fund ⁵	Fund at end of period
	Income		Disbursements			
	Appropriations ²	Interest on investments ³	Benefit payments	Administrative expenses ⁴		
Past experience:						
1937-54.....	\$30,548	\$2,975	\$12,759	\$722	\$20,043	\$20,043
1941.....	688	56	64	27	653	2,398
1942.....	896	71	110	27	830	3,227
1943.....	1,130	87	149	27	1,041	4,268
1944.....	1,292	103	185	33	1,178	5,446
1945.....	1,310	124	240	27	1,167	6,613
1946.....	1,238	148	321	37	1,028	7,641
1947.....	1,460	163	426	41	1,157	8,798
1948.....	1,617	191	512	47	1,248	10,047
1949.....	1,694	230	607	53	1,263	11,310
1950.....	2,110	257	727	57	1,583	12,893
1951.....	3,124	287	1,408	70	1,843	14,736
1952.....	3,598	334	1,982	85	1,864	16,600
1953.....	4,097	387	2,627	89	1,766	18,366
1954.....	4,589	451	3,276	89	⁶ 1,675	20,043
Estimated future experience:						
1955.....	5,259	463	4,376	108	1,238	21,281
1956.....	6,239	488	5,361	118	1,248	22,529
1957:						
Alternative I.....	6,848	513	5,970	126	1,265	23,794
Alternative II.....	6,264	505	6,102	127	540	23,069
1958:						
Alternative I.....	7,247	539	6,482	121	1,183	24,977
Alternative II.....	6,274	508	6,765	119	-102	22,967
1959:						
Alternative I.....	7,596	563	6,950	116	1,093	26,070
Alternative II.....	6,278	498	7,300	112	-636	22,331

¹ In interpreting the estimates in this table, reference should be made to the accompanying text which describes the underlying assumptions. Estimates were prepared February 1955.

² Include insurance contributions, adjusted for refunds, and transfers from general funds equivalent to additional payments arising from the extension of survivors insurance protection to certain veterans of World War II (Social Security Act amendments of 1946).

³ Includes (1) profits on marketable investments amounting to \$183,608 in 1949 and \$8,934 in 1950; and (2) interest transferred from the railroad retirement account.

⁴ Include administrative expenses, less receipts for sale of surplus material, services, etc. For fiscal years 1944 and 1945, represent charges against trust fund; administrative expenses, after adjustment for bookkeeping transfers, were about \$30 million in fiscal year 1944 and \$29 million in fiscal year 1945. Include cost of construction of an office building for the Bureau of Old-Age and Survivors Insurance.

⁵ Totals do not necessarily equal the sum of rounded components.

⁶ Excludes net adjustment of approximately \$0.8 million which was allocable to prior years.

The other set of estimates for fiscal years 1957-59, alternative II, is based on the assumption of a sharp contraction in industrial activity in the latter half of calendar year 1956 with a slow recovery beginning in the first half of calendar year 1959. As a result, estimated taxable payrolls and earnings of the self-employed in the periods affecting tax collections during fiscal years 1957-59, and therefore estimated contributions, are lower under alternative II than under alternative I. Estimated benefit disbursements, on the other hand, are higher under alternative II than under alternative I because a larger number of older workers withdraw from or are unable to find jobs in covered employment.

Under alternative I, the trust fund at the beginning of fiscal year 1955 would amount to about 2.8 times, and under alternative II about 2.7 times, the highest expected annual disbursements during the succeeding 5 fiscal years. Under alternative I, income is estimated to exceed disbursements in each of the 5 fiscal years 1955-59. Under

alternative II, income is estimated to exceed disbursements during the 3 years 1955-57; during each of the years 1958 and 1959, disbursements are estimated to exceed income. The net increase in the trust fund during the 5-year period is estimated at about \$6.0 billion under alternative I and about \$2.3 billion under alternative II.

Public Law 234, approved October 30, 1951, amended the Railroad Retirement Act to provide a new basis of coordinating the railroad retirement program with old-age and survivors insurance. A description of the legislative provisions governing the financial interchanges arising from the allocation of costs between the two systems is contained in appendix II. In accordance with these provisions, the Railroad Retirement Board and the Secretary of Health, Education, and Welfare determined that the addition of \$424.5 million to the trust fund would place it in the same position as of June 30, 1953, as it would have been if railroad employment had always been covered under the Social Security Act. There is no authority in the law to transfer the amount held in the railroad retirement account to the credit of the trust fund, but interest thereon is payable annually. For the fiscal year ending June 30, 1954, interest amounting to \$9.6 million was transferred to the trust fund in July 1954. Except for interest, the estimates shown in table 8 have not been adjusted to reflect the effect of future interchanges between the railroad retirement account and the trust fund.

As indicated in an earlier section of the report, the 1954 amendments contain provisions which will cause benefit disbursements during the 5 fiscal years 1955-59 to be on a much higher level than the disbursements made under the old law. Moreover, benefit disbursements during the next 5 years, like contributions, will be dependent to a considerable extent upon economic developments and so will have a considerable range of possible variation. The number of workers in covered employment, their distribution among different classes of workers (e. g., older workers, very young workers, women workers not previously engaged in covered employment, etc.), and the level of wages will all have a decided effect upon the amount of benefit payments to be anticipated.

In general, the larger the volume of employment the larger will be the number of workers who are insured under the program, and therefore the larger will be the number of deaths which will give rise to valid claims for survivors' benefits. However, over the short range the amount paid out for survivors' benefits will not be affected significantly by variations in economic conditions. While favorable opportunities for employment will operate to increase the number of insured persons, and hence increase the number of new death claims, such a high employment situation will tend to have counterbalancing effects such as that of inducing many of the widows and older children eligible for survivors' benefits to forego them by working. On balance, the amount paid out for survivors' benefits over the next few years will differ so little whether the economic conditions of alternative I or alternative II are assumed that a single set of estimates is deemed appropriate for both alternatives (table 9).

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TABLE 9.—Treasury disbursements for benefit payments, distributed by classification of beneficiaries, fiscal years 1941-59, subject to the assumptions and limitations stated in the text ¹

[In millions]

Fiscal year	Total benefit disbursements ²	Disbursed to old-age beneficiaries	Disbursed to dependents of old-age beneficiaries	Disbursed to survivors of deceased insured workers			
				Monthly benefits			Lump-sum payments
				Total ³	Aged widows, dependent widowers, and dependent parents	Widowed mothers, dependent divorced wives, and children	
Past disbursements: ⁴							
1941.....	\$64.3	\$31.4	\$5.3	\$15.3	\$1.5	\$13.8	\$12.3
1942.....	110.3	54.9	9.6	31.6	4.1	27.5	14.1
1943.....	149.3	72.4	12.7	47.5	7.9	39.6	16.7
1944.....	184.6	86.8	15.2	63.6	12.1	51.5	19.0
1945.....	239.8	109.1	19.2	85.8	17.7	68.1	25.7
1946.....	320.5	153.9	27.2	113.4	24.7	88.7	26.0
1947.....	425.6	219.2	38.4	139.4	33.8	105.6	28.5
1948.....	511.7	272.4	47.5	160.5	43.7	116.8	31.3
1949.....	607.0	333.0	57.7	184.0	55.6	128.4	32.2
1950.....	727.3	412.6	71.2	209.4	69.3	140.2	34.0
1951.....	1,498.1	891.1	148.0	413.5	134.3	279.2	45.5
1952.....	1,982.4	1,191.4	193.5	539.2	179.2	360.0	58.3
1953.....	2,627.5	1,624.6	253.0	673.6	232.7	441.0	76.3
1954.....	3,275.6	2,068.5	318.6	798.3	283.0	515.3	90.2
Estimated future disbursements:							
1955.....	4,376	2,820	435	1,020	382	638	101
1956.....	5,361	3,526	548	1,175	452	723	112
1957:							
Alternative I...	5,970	3,954	611	1,284	511	773	121
Alternative II...	6,102	4,071	626				
1958:							
Alternative I...	6,482	4,290	660	1,406	578	828	126
Alternative II...	6,765	4,541	692				
1959:							
Alternative I...	6,950	4,589	704	1,527	650	877	130
Alternative II...	7,300	4,900	743				

¹ In interpreting the estimates in this table, reference should be made to the accompanying text which describes the underlying assumptions. Estimates were prepared February 1955.

² Totals do not necessarily equal the sum of rounded components.

³ Partly estimated.

On the other hand, the lower the level of employment during the next 5 years the larger will be the volume of benefit payments to retired workers who have attained age 65, and to their eligible dependents. As is indicated in table 10, a considerable proportion of the workers aged 65 and over who were eligible for old-age (primary) benefits in the past remained in covered employment (or, if they left covered employment, later returned to it) and did not receive benefits. Since fiscal year 1945, however, this proportion has decreased as the number of retired workers receiving benefits increased relatively more rapidly than the number eligible for old-age benefits. The proportion of eligible workers receiving benefits on January 1, 1951 (table 10), would not have declined but for the fact that, for a large number of workers newly eligible as a result of the liberalized insured-status provisions of the 1950 amendments, claims for benefits had been received but had not yet been completely processed.

The drop in the proportion of eligible workers receiving benefits on January 1, 1953, was caused by the fact that many persons in occupations newly covered by the 1950 amendments became fully insured

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for the first time in 1952. Since these newly insured persons were fairly regularly employed, relatively few filed applications for old-age (primary) benefits. This depressed the proportion of all eligible persons in receipt of such benefits on January 1, 1953, to a lower level. A similar situation is expected on January 1, 1957, when many persons fairly regularly employed in occupations newly covered by the 1954 amendments will be insured. In general, however, the past upward trend in this proportion is expected to continue even under the favorable employment conditions assumed in alternative I. Contributing to this expected increase are the changes in the retirement test contained in the 1954 amendments—notably the reduction from 75 to 72 in the age at which benefits are paid without regard to earnings—which become effective in calendar year 1955.

TABLE 10.—Workers eligible for and receiving old-age (primary) benefits by attained age, fiscal years 1941–1959, subject to the assumptions and limitations stated in the text¹

[Numbers in thousands]

Middle of fiscal year (Jan. 1)	All workers aged 65 and over			Workers aged 65-69			Workers aged 70 and over		
	Number eligible for benefits ²	Persons receiving benefits		Number eligible for benefits ²	Persons receiving benefits		Number eligible for benefits ²	Persons receiving benefits	
		Number	Percent of number eligible		Number	Percent of number eligible		Number	Percent of number eligible
Past experience:									
1941.....	548	112	20	376	85	23	172	28	16
1942.....	680	200	29	445	134	30	235	66	28
1943.....	831	260	31	522	153	29	309	107	35
1944.....	1,016	306	30	608	156	26	408	151	37
1945.....	1,244	378	30	708	167	24	536	211	39
1946.....	1,469	518	35	805	212	26	664	306	46
1947.....	1,637	702	43	868	271	31	769	430	56
1948.....	1,813	875	48	930	325	35	883	550	62
1949.....	1,990	1,048	53	1,000	380	38	990	668	67
1950.....	2,164	1,286	59	1,069	474	44	1,095	812	74
1951.....	3,139	1,771	56	1,663	721	43	1,476	1,050	71
1952.....	3,504	2,278	65	1,825	942	52	1,679	1,337	80
1953.....	4,366	2,614	61	2,260	1,055	47	2,106	1,589	75
1954.....	4,801	3,222	67	2,424	1,301	54	2,377	1,921	81
Estimated future experience:									
1955.....	5,190	3,775	73	2,560	1,505	59	2,630	2,270	86
1956.....	5,660	4,440	78	2,700	1,995	63	2,960	2,745	93
1957:									
Alternative I.....	6,295	4,910	78	2,905	1,785	61	3,390	3,125	92
Alternative II.....	6,275	5,040	80	2,890	1,900	66	3,385	3,140	93
1958:									
Alternative I.....	6,645	5,240	79	2,980	1,840	62	3,665	3,400	93
Alternative II.....	6,670	5,485	83	2,920	2,060	71	3,650	3,425	94
1959:									
Alternative I.....	6,950	5,530	80	3,015	1,870	62	3,935	3,660	93
Alternative II.....	6,820	5,835	86	2,910	2,145	74	3,910	3,690	94

¹ In interpreting the estimates in this table reference should be made to the accompanying text which describes the underlying assumptions. Estimates were prepared February 1955. No adjustments have been made to reflect changes arising from (1) provisions that coordinate the old-age and survivors insurance and railroad retirement programs, and (2) wage credits for military service.

² Figures for 1941-1954 are partly estimated.

If the lower employment conditions assumed in alternative II should materialize, it is expected that larger proportions of eligible workers will be obliged to leave employment especially at ages 65-69. Hence, despite a slightly smaller number of eligible workers, the number receiving old-age (primary) benefits under alternative II would considerably exceed that under alternative I. Moreover, it is expected that the average old-age (primary) benefit amount payable under alternative II would exceed the average under alternative I, inasmuch as many of the more steadily employed, and therefore higher paid, older workers who would not withdraw from employment under the conditions of alternative I would not be employed under the conditions of alternative II. In consequence, alternative II would result in a substantially higher volume of benefit payments to old-age (primary) beneficiaries and their dependents.

Table 10 contains an analysis of workers eligible for old-age (primary) benefits by age attained as of the middle (January 1) of each of the fiscal years 1941 through 1959. The growth in the number of eligible workers aged 65-69 was gradual but uninterrupted during the calendar years 1941 to 1949, inclusive. This growth resulted partly from the increase in the population at these attained ages, but primarily from the fact that each passing year a larger proportion of the persons attaining age 65 had fully insured status. In the calendar year 1940, a worker attaining age 65 would not have been fully insured if he had left covered employment more than $1\frac{1}{2}$ or 2 years previous to his attainment of age 65—for example due to a permanent disability—but in the calendar year 1949 numerous persons attaining age 65 were fully insured even though they left covered employment after reaching age 59.

The marked increase in the number of workers eligible for benefits in 1951 is due to the liberalized insured-status provisions of the 1950 amendments to the Social Security Act. The number of quarters of coverage needed to be eligible for old-age benefits just prior to the passage of these amendments ranged from 27 for persons then attaining age 65 down to 6 for persons then aged 76 and over. As a result of the 1950 amendments all persons who attained age 65 before July 1954 are fully insured if they have the minimum number of 6 quarters of coverage. Consequently, the increase in the number of eligible persons on January 1, 1951, was greatest for the persons in the 65-69 age group. Although the same factors which contributed to the growth in the number of eligible persons before 1951 will continue to be operative after 1950, the amendments in 1950 and 1954 which liberalized the insured-status provisions and extended coverage to new areas of employment will have an even greater effect.

ACTUARIAL STATUS OF THE TRUST FUND

On June 30, 1954, there were about 13,800,000 persons aged 65 and over in the United States, a number equivalent to 8.4 percent of the total population. It is estimated that by the end of the century the number of persons aged 65 and over may be double that on June 30, 1954, and represent from 10 to 13 percent of the population. The effect on the finances of the old-age and survivors insurance system of this expected change in the number of aged persons will be even

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greater than may at first appear, because, compared with the present situation, a much larger proportion of aged persons 50 years hence is expected to be eligible to receive benefits under the program. The future financial soundness of this system, with its rising rate of disbursements, is of the utmost importance to the millions of persons who are already within its scope and to the Nation as a whole.

Table 11 shows the cost of benefits as a percentage of payroll through the year 2050 and gives the level-premium cost of the program. The level-premium cost ranges from 6.74 to 8.91 percent of payroll, depending upon the combination of assumptions selected. Table 12 shows the estimated contributions, benefit payments, administrative expenses, interest accumulations, and assets of the trust fund at intervals of 10 years through the year 2000, under various alternative combinations of assumptions with respect to benefit costs and levels of employment. A discussion of the assumptions upon which these tables have been calculated is presented in appendix I.

TABLE 11.—*Estimated costs of old-age and survivors insurance system as percent of payroll, 1960-2050*

[In percent]

Calendar year	Low-cost estimate	High-cost estimate	Intermediate cost estimate ¹
Benefit cost in year			
1960	4.04	4.63	4.33
1970	5.57	6.39	5.98
1980	6.79	7.90	7.34
1990	7.55	9.15	8.32
2000	7.24	9.31	8.22
2025	8.05	12.28	9.88
2050	7.89	11.92	9.48
Level-premium cost ²			
2½ percent interest	6.89	8.91	7.82
2.4 percent interest	6.80	8.75	7.70
2½ percent interest	6.74	8.64	7.62

¹ Based on average of the dollar costs under the low-cost and high-cost estimates.

² Level-premium contribution rate for benefit payments after 1954, taking into account interest on the trust fund on Dec. 31, 1954, future administrative expenses, and the lower contribution rates payable by the self-employed.

NOTE.—The figures in this table are based on high-employment assumptions.

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TABLE 12.—Estimated progress of old-age and survivors insurance trust fund, 2.4 percent interest

[In millions]

Calendar year	Contributions ¹	Benefit payments	Administrative expenses	Interest on fund	Fund at end of year
Actual data					
1953 ²	\$3,945	\$3,006	\$88	\$414	\$18,707
1953 ³	4,105	3,236	92	424	19,102
1954 ²	5,163	3,670	92	468	20,576
1954 ⁴	5,373	3,920	96	477	20,944
Low-cost estimate					
1960.....	\$7,807	\$6,822	\$117	\$672	\$29,126
1970.....	12,526	10,654	145	1,061	46,115
1980.....	16,245	14,335	173	1,870	80,649
1990.....	17,734	17,398	199	2,607	111,309
2000.....	19,740	18,559	217	3,413	146,067
High-cost estimate					
1960.....	\$7,736	\$7,736	\$153	\$566	\$24,139
1970.....	12,393	12,097	193	564	24,112
1980.....	15,819	15,235	232	722	30,497
1990.....	16,615	19,752	268	390	14,510
2000.....	17,753	21,470	289	(⁵)	(⁵)
Intermediate-cost estimate					
1960.....	\$7,772	\$7,279	\$135	\$620	\$26,632
1970.....	12,460	11,377	169	812	35,114
1980.....	16,032	15,285	202	1,296	55,573
1990.....	17,174	18,574	234	1,494	62,910
2000.....	18,747	20,014	253	1,436	60,494

¹ Combined employer, employee, and self-employed contributions. The combined employer-employee rate is 4 percent for 1954-59, 5 percent for 1960-64, 6 percent for 1965-69, 7 percent for 1970-74, and 8 percent for 1975 and after. The self-employed pay three-fourths of these rates.

² Excluding effect of railroad coverage under financial interchange provision.

³ Including effect of railroad coverage under financial interchange provision (as is also the case for future estimates shown below).

⁴ Preliminary; partially estimated.

⁵ Fund exhausted in 1995.

NOTE.—The estimated figures in this table are based on high-employment assumptions.

SUMMARY AND CONCLUSION

During the past 5 fiscal years, the contribution income of the trust fund has increased substantially for a number of reasons. In addition to a rise in earnings levels and the normal uptrend in the labor force, contribution rates increased in 1950 and 1954; moreover, coverage was extended to additional employments and the maximum limit on taxable earnings was raised in 1951. A further extension of coverage and another increase in the taxable earnings limit, both effective on January 1, 1955, will materially raise trust fund receipts in the immediate future. With the growth of the trust fund, interest received on investments has also increased.

Trust fund disbursements have risen even more sharply than contribution income. Basic factors in this increase are the long-term growth in the aged population and, more significantly, the lengthening period during which workers have had an opportunity to earn the quarters of coverage required to be insured. More immediate causes

have been the amendments to the Social Security Act which have extended the program's coverage; lowered the requirements for eligibility to benefits for individuals who retire, and the survivors of individuals who die, in the early years of the program; increased the benefits payable; and liberalized the retirement test. Still further increases in benefit disbursements will result from the 1954 amendments.

It is estimated that aggregate income from contributions and interest on investments of the trust fund during the 5-year period immediately ahead will be wholly sufficient to meet aggregate disbursements of the old-age and survivors insurance program during this period. Long-range actuarial studies show that, on the basis of high employment assumptions, the level-premium cost at 2.4 percent interest ranges from 6.80 to 8.75 percent of payroll, depending on the combination of cost assumptions selected.

Under legislation enacted in 1946, the trust fund was reimbursed out of general revenues for noncontributory benefit payments arising from credit for military service. As a result of legislation enacted in 1950, 1952, and 1953, all noncontributory benefit payments after August 1950 on account of credit for military service have been made from the trust fund with no provision for reimbursement. The Board of Trustees believes that these additional costs should not be borne by the trust fund out of the regular social security tax collections. Instead, it believes that they are a proper charge against the general fund of the Treasury, just as are other costs of maintaining the Armed Forces.

APPENDIXES

APPENDIX I. DETAILED LONG-RANGE COST ESTIMATES

The estimates presented in the previous report of the Board of Trustees related to the program as it was after the 1952 amendments. Shortly after the close of the fiscal year ending June 30, 1954, important amendments were enacted (as described elsewhere in this report). Accordingly, the cost estimates presented here are for the system which resulted from these changes.

The estimates of the previous report were based on both high employment assumptions (somewhat below conditions prevailing currently) and low employment assumptions (roughly midway between the high employment assumptions and the level prevailing just before the start of World War II). When cost estimates were made for the legislation as it was being considered by the Congress, only the high employment assumptions were used because the low employment assumptions were so much below actual experience. The following discussion will relate only to cost estimates based on high employment assumptions, but the reader may consult the previous report to see the cost effect of lower employment assumptions.

Following the conference committee agreement on the bill, cost estimates were developed in the short time available and were published as a committee print of the Committee on Ways and Means (Actuarial Cost Estimates for the Old-Age and Survivors Insurance System as Modified by the Social Security Amendments of 1954, Robert J. Myers, August 20, 1954). Subsequently, these cost estimates were carried out on a more complete basis rather than using certain approximations and short cuts necessary in the rapid development of the original cost estimates. The figures presented in this report (and given in more detail in Actuarial Study No. 39 of the Social Security Administration, Department of Health, Education, and Welfare, Long-Range Cost Estimates for the Old-Age and Survivors Insurance System, 1954) are from the more complete cost estimate, but naturally differ only slightly from the original estimate.

The estimates are based on level earnings assumptions (slightly below the present levels). If in the future earnings levels should be considerably above that which now prevails, and if at the same time the benefits for those on the roll are adjusted upward so that annual costs in relation to payroll remain the same, then the increased dollar outgo resulting will offset the increased dollar income. This is an important reason for considering costs relative to payroll rather than in dollars.

The cost estimates have not taken into account the possibilities of a rise in earnings levels, although such a rise has characterized the past history of this country. If such an assumption were used in the cost estimates, along with the unlikely assumption that the

benefits nevertheless would not be changed, the cost relative to payroll would, of course, be lower. If benefits are adjusted to keep pace with rising earnings trends, the year-by-year costs as a percentage of payroll would be unaffected. However, such an adjustment would raise the level-premium cost, since under these circumstances the relative value of the interest earnings of the trust fund would gradually diminish with the passage of time.

A useful concept of long-range cost is the level-premium contribution rate required to support the system into perpetuity based on discounting at interest and assuming that benefit payments and taxable payrolls remain level after the year 2050 (actually the relationship between benefits and payroll is virtually constant after about 2020). If such a level rate were adopted, relatively large accumulations in the trust fund would result, and in consequence also sizable eventual income from interest. Even though such a method of financing is not followed, this concept may nevertheless be used as a convenient measure of long-range costs. This cost concept takes into account the heavy deferred load.

There are a number of basic factors, both demographic and economic which must be continually reexamined in estimating the costs of this program.

(a) *Population growth.*—The future trend of the population depends on the size and age distribution of the existing population, on future births and immigration, and on future deaths and emigration. Great quantities of census and vital statistics data are available, but they contain various types of error and bias recognized by the Bureau of the Census in its many comprehensive reports. For instance, the 1940 census showed about 600,000 more persons aged 65 and over than had been indicated as likely by data in the 1930 census and by the deaths and migration between the 2 censuses. The 1950 census shows about 700,000 more persons age 65 and over than are indicated by a similar projection of the 1940 census. In the cost estimates the 1950 census is used as the base, despite errors or bias, since there is at this time no adequate basis for adjustment.

Crude birth rates declined for many years until about 1935, due in part to the increasing proportion of the female population past the child-bearing ages, and in part to a decline in age-specific birth rates. However, since 1937 the long decline of the birth rate has been reversed. During the war years quite high rates were reported, the wartime peak having been reached in 1943. Although the birth rate declined somewhat in 1944-45, it remained higher than at any time during the thirties despite the fact that the war removed from this country many potential fathers. Beginning in 1946, the birth rate rose very rapidly, and for the 12-month period ending June 1947 was higher than at any time since the beginning of World War I. Thereafter there was some decline and a subsequent rise in 1951-54, although not quite to the 1947 level.

The increase in birth rates in recent years seems to be concentrated largely in the rates for first, second, and third births. The increase in first births tends to increase the proportion of the insured population with dependents eligible for immediate monthly benefits, as well as the number of such dependents. As a result, the cost of survivor benefits is increased even though there is a decline in the number of large families. The latter factor has only a limited effect upon

benefits because aggregate benefits for a family are not increased for children in excess of three if the mother is also receiving benefits.

Net immigration had been very heavy prior to 1915 and moderate in the early twenties, but was quite negligible thereafter. Most population forecasts have assumed that no return to high net immigration rates may be expected.

As a basis for the cost estimates, two population projections have been developed. These do not reflect the maximum possible range in population which might develop in the future, but rather embody factors which produce either low cost or high cost in regard to old-age and survivors insurance; for example, unfavorable mortality assumptions versus favorable ones. These population projections are presented in detail in Actuarial Study No. 33 of the Social Security Administration (Illustrative United States Population Projections, 1952).

Table 13 indicates the alternative trends of population growth resulting for the total population, for those aged 20-64, and for those aged 65 and over. The high-cost projection shows a larger aged population than the low-cost projection because of the assumed lower mortality, but a somewhat lower population in age groups under 65 because of the assumed lower fertility which more than offsets the lower mortality.

(b) *Mortality*.—Mortality rates by age have been decreasing steadily since the turn of the century for both sexes and for virtually all ages up to age 60. Although there was relatively little change above that age during the first four decades, during the past decade and a half there has been significant improvement.

In the low-cost assumptions, some improvement in mortality rates at all ages is assumed. However, in the high-cost assumptions, considerably more improvement is assumed. Although both sets of assumptions are arbitrary, they may reasonably bound, for the purposes of this report, the range within which mortality rates will fall. If the range between them seems wide, it should be recalled that no allowance has been made for the effects of such diverse factors as the application of new discoveries to the prevention of disease and to the impairments caused by disease and the possibilities of increasing the survival of impaired lives for only temporary periods.

(c) *Amount of covered employment*.—In determining the number of covered persons, percentages of men and women in the population who are in covered employment are developed by age through analysis of wage data for the previous coverage, along with census and other data in regard to the newly covered groups. The level of employment is roughly that currently prevailing.

It is assumed that about 95 percent of all males in the country aged 25-34 have covered earnings in the course of a year; the ratio decreases to about 75 percent for ages 60-64. For women the corresponding proportions are 45 percent for ages 25-34 and 25 percent for ages 60-64. Further, about 85 percent of covered men work in all 4 quarters, with somewhat lower proportions at the youngest and oldest ages. For women, the proportions used were about 55 percent for ages 20-35 and about 65 percent for ages 40 and over. These assumptions result in an annual covered payroll of about \$155 billion in 1955. It is assumed that in the future the proportion of women who would be in covered employment would gradually rise for each age group,

since in recent years they have been participating more and more in the covered labor force.

(d) *Proportion of time in covered employment prior to qualification for benefits.*—The number of persons who gain protection through becoming either fully insured or currently insured under old-age and survivors insurance depends upon the volume and pattern of their work in covered employment and upon the amount of taxable earnings from such work. A discussion of the latter factor is presented subsequently in item (h).

Estimates are presented in table 14, showing for the future the percentages of the population insured by reason of current or previous work experience, subdivided by sex and by age groups above and below 65. The percentages for age 65 and over include old-age beneficiaries (i. e., retired workers). Table 15 relates the old-age beneficiaries and the total beneficiaries age 65 and over actually drawing benefits to the total aged population.

(e) *Marital and family composition.*—Marital relationships by age have great significance for old-age and survivors insurance costs because the system provides benefits for aged wives and widows (and also for aged dependent husbands and widowers). A woman over 65 cannot draw both the old-age benefit based on her own earnings and a full wife's, widow's, or parent's benefit based on her husband's or child's earnings. Hence, it is necessary to consider both the marital status of the female covered workers and also the exits from this group because of marriage. A relatively large cost offset occurs on account of the provision which prohibits duplication of benefits. The experience to date is still extremely limited in this respect (in December 1953 about 55,000 such dual beneficiaries had smaller old-age benefits, and an unknown number had larger old-age benefits and thus did not receive the supplementary or survivor benefit). This factor will not be of the greatest importance until some 30 or 40 years hence when current female workers in their twenties and thirties have attained the minimum retirement age.

Family composition data indicating the proportion of individuals with children and the average number of children per family also have great significance because the system provides benefits for orphaned children and their widowed mothers. The future birthrate has an important role in this connection since it determines not only the total number of children, but also how they are divided up into families. The actual claims experience is valuable as a guide.

There must also be considered the various factors affecting termination of married status, divorce and mortality. The distribution of ages of husbands and wives also affects the cost estimates. Various studies have indicated that at almost all ages women have lower mortality rates than men and that the mortality rates of married persons are lower than those for all persons combined. In the cost estimates differential mortality by marital status has been considered in determining costs for the various types of benefits.

Beneficiaries age 65 and over and their dependents are composed of a number of different categories. Table 16 shows the trends in the number of beneficiaries, distinguishing between old-age beneficiaries (retired workers), wives and dependent husbands of old-age beneficiaries, children of old-age beneficiaries, aged widows and dependent widowers of deceased insured individuals, and dependent parents of

deceased insured workers who left no widows or children under 18. It has been assumed that all retired persons eligible to receive old-age benefits based on their own earnings would apply for and receive these benefits even though they might be entitled to larger wife's, husband's, widow's, widower's, or parent's benefits (which instead would be paid as reduced supplementary amounts). This assumption is made because it is never to the individual's disadvantage and may be to his advantage to receive old-age benefits and reduced supplementary benefits of another category, rather than to receive solely the full benefits of the supplementary category.

Although persons age 65 and over make up the bulk of the prospective beneficiaries under the program, the young survivors, composed of orphaned children and widowed mothers, will receive a considerable amount of benefits. Table 17 lists these two groups separately.

The high-cost assumptions show, as expected, a larger number of old-age beneficiaries, and dependents thereof, than the low-cost assumptions (table 16). This is in part because of the assumed lower mortality rates which result in a greater number and proportion of aged persons, and in part because of the higher retirement rates and the greater proportion of the population assumed to be insured as a result of the in-and-out movement between covered employment and noncovered employment or nonemployment. On the other hand, the lower mortality tends to have the opposite effect in regard to widows (table 16) and, despite the somewhat higher birth rates, in regard to young survivors (table 17); thus a smaller number of survivor beneficiaries under the high-cost assumptions than under the low-cost assumptions is indicated.

Table 18 summarizes the previous discussion by showing illustrative numbers of beneficiaries and lump-sum death payments. Widows, widowers, and parents aged 65 and over are included under the old-age category, as are also spouses and dependent children of old-age beneficiaries.

In tables 14 to 18 only potential long-range trends have been set down, without recognition of cyclical or periodic fluctuations. Bearing this in mind, certain trends may be observed in these illustrative tables of number of beneficiaries.

(1) An overall uptrend in beneficiaries under all types of benefits payable to persons aged 65 and over;

(2) After 1960, a relatively small increase under the low-cost assumptions and a leveling off under the high-cost assumptions in the number of orphan-child and widowed-mother beneficiaries;

(3) The relatively small, and increasingly smaller, proportion that younger survivor benefits are of all benefits;

(4) A relatively rapid advance in the percent of insured persons aged 65 and over (including those drawing benefits) as compared with the rise in the percent insured at ages 20-64; and

(5) A rapid rise in the percent of aged persons who are receiving old-age benefits.

(f) *Remarriage rates.*—Remarriage of young widows is an important cost factor because mother's insurance benefits terminate thereupon, as do also rights to deferred widow's benefits at age 65. The greatest potential duration of benefits occurs among the younger widows, who can receive benefits for many years as mothers of young children and later as aged widows. These, however, are also the women with the

greatest chance of remarriage. Among the older mothers with fewer prospective years of benefit receipt (their youngest child being nearer age 18), the probability of remarriage is lower.

Remarriage rates vary both by age of the widow and by duration of widowhood. This factor produces a tangible reduction in the volume of life insurance afforded by the program when such life insurance is interpreted as meaning the present value, in case of the worker's death, of prospective benefit payments to his surviving dependents. It is estimated that at the end of 1954 the program provided about \$350 billion of such life insurance protection for survivors.

(g) *Employment of beneficiaries.*—Since monthly benefits for all categories of beneficiaries are, in effect, suspended in any month in which the beneficiary is under age 72 and has more earnings than permitted under the retirement test, assumptions as to the employment of beneficiaries rank high in importance among the various cost elements. As of December 1953, 70 percent of those age 65 and over who were fully insured were actually receiving benefits. The proportion is influenced to some extent by the favorable work opportunities for the aged now prevailing. In the future this proportion will probably increase somewhat, if for no other reason than the aging of the insured population.

Then, too, a large demand for labor draws into employment and away from benefit receipt many widowed mothers and older children. There is assumed to be more employment of beneficiaries, and thus savings in cost, in the low-cost assumptions than in the high-cost ones.

(h) *Earnings in covered employment.*—One of the most striking changes in earned income on record has taken place since 1940. Not only have there been further rises in the hourly rate of earnings since the end of World War II, including a sharp rise following the outbreak of the Korean conflict, but also unemployment, including partial unemployment, has been relatively low so that most workers have had a full workweek (table 19).

The higher earnings rate gives workers relatively more chance of obtaining credit for quarters of coverage (at \$50 of wages per quarter) now than in the prewar years, thus effecting an increase in number of persons with insured status and in the average wage used for benefit computations. These increases are assumed to be more or less permanent.

The cost assumptions involve average annual creditable earnings throughout the future of \$3,190 for men who work in 4 quarters of a year and, correspondingly, \$2,050 for women. For both men and women the average earnings used for 3-quarter workers is about 40 percent of that for 4-quarter workers (i. e., at a lower rate per quarter). Corresponding proportions for the 2-quarter and 1-quarter workers are about 20 and 10 percent, respectively. As used here, the reference to 4-quarter workers, 3-quarter workers, etc., relates only to the status in a particular year; the estimates allow for the fact that over the course of a working lifetime an individual may be in covered employment all 4 quarters of some years, fewer in other years, and perhaps not in covered employment at all in still other years. These ratios of the part-time average covered earnings to the 4-quarter average parallel very closely the actual ratios observed in the old-age and survivors earnings data.

The 4-quarter earnings assumptions may be compared with the actual experience for such workers in the past years as shown by the last 2 columns of table 19, but allowance must be made for the changes in maximum wage base. The earnings assumptions are on about the level prevailing in 1951-52 (somewhat lower than 1953-54, but higher than 1951) and are about 20 to 25 percent above the experience in 1947, used as the basis for the estimates made for the 1950 amendments (after adjustment for change in the wage base). The 1951-52 level of earnings was used for the future projections because the basic underlying assumptions were established in 1953, and so data for those years were not only the latest available but seemed most applicable to the problem involved.

Development of the prospective cost of the program using the various elements discussed furnishes reasonable illustrations of number of future beneficiaries and costs. The values derived are well within the outside boundaries of possibility though neither the lowest nor the highest conceivable. Experience to date is limited; the payment of monthly benefits began in 1940, and these benefits were revised drastically in 1950 and again moderately in 1952 and 1954. As payments got under way, limitations of coverage and the insured-status requirement excluded large numbers of potential beneficiaries. Payments were further delayed by the lag with which any new program commences. In recent years, as the lag diminished and coverage expanded, payments have been limited by postponements in the claiming of benefits occasioned by favorable employment conditions during the war and immediate postwar years. The long-range cost estimates look beyond these limitations and attempt to furnish some indication of the trend in the costs of the old-age and survivors insurance program.

It is to be noted that in addition to the assumptions already discussed, the long-range cost illustrations include assumptions relating to retirement rates, interest rate, and various miscellaneous administrative factors. Since the earlier cost estimates were developed, sufficient actual experience under the operation of the program is available to permit the introduction of various modifications to allow for such factors as the minimum and maximum provisions as to benefits, and the provision that the lump-sum death payment in certain instances may not exceed the actual burial expenses. Also taken into account are such miscellaneous factors as differential retirement rates by marital status and the effect of lowered earning capacity during last illness on the size of survivor benefits.

► An important element affecting old-age and survivors insurance costs arose through amendments made to the Railroad Retirement Act in 1951. These extended the 1946 amendments and provide for a coordination of railroad retirement compensation and old-age and survivors insurance covered earnings in determining not only survivor benefits but also retirement benefits for those with less than 10 years of railroad service. All future survivor and retirement cases involving less than 10 years of railroad service are to be paid by the old-age and survivors insurance system.

Financial interchange provisions are established such that the old-age and survivors insurance trust fund is to be placed in the same financial position as if there never had been a separate railroad retirement program. It is estimated that the net effect of these provisions

will be a relatively small net gain to the old-age and survivors insurance system since the reimbursements from the railroad retirement system will be somewhat larger than the net additional benefits paid on the basis of railroad earnings. The long-range costs developed here are for the operation of the trust fund on the basis, provided in current law, that all railroad employment will be (and beginning with 1937 has been) covered employment. The balance in the fund thus corresponds exactly to the actual situation. But the contribution income and benefit disbursement figures shown (as well as the number of beneficiaries) are roughly 5 percent higher than the payments which will actually be made directly to the trust fund from contributors and the payments which will actually be made from the trust fund to the individual beneficiaries. This is the case because the figures here include both the additional contributions which would have been collected if railroad employment had always been covered and the additional benefits that would have been paid under such circumstances. The balance for these two elements is to be accounted for in actual practice by the operation of the financial interchange provisions.

The long-range cost estimates of income and outgo were presented in the body of the report in tables 11 and 12, the former showing the benefit costs relative to payroll and the latter the progress of the trust fund. In addition to the figures for the low-cost and high-cost estimates resulting from two carefully considered series of assumptions, intermediate-cost estimates have been developed. The latter are merely an average of the low-cost and high-cost estimates of beneficiaries, disbursements, and income of the trust fund; they are not intended to represent "most probable" figures. Rather, they have been set down as a convenient and readily available single set of figures to be used for comparative purposes.

Since the Congress has adopted the principle of establishing in the law a contribution schedule designed to make the system self-supporting, it was necessary at the time the legislation was enacted to select a single set of estimates as the basis for the contribution schedule. The intermediate-cost estimate was used for this purpose. Quite obviously any specific schedule may require modification in the light of experience, but the establishment of the schedule in the law does make clear the congressional intent that the system be self-supporting. Exact self-support cannot be obtained from a specific set of integral or rounded fractional rates, but rather this principle of self-support was aimed at as closely as possible by the Congress in 1950 when it developed the tax schedule in the law, and again in 1952 when further amendments were made.

The Congress considered the matter of costs in the legislative development of the 1954 amendments—especially in the light of the new estimates for the 1952 act which showed somewhat higher costs than previously estimated. Part of this higher cost was recognized in the 1954 amendments, as were all of the increased cost of the changes made (over the savings effected by such changes as extension of coverage and the higher wage base). Accordingly, it might be said that in the 1954 amendments, the increase in the ultimate contribution rate meets all of the additional costs of the benefits proposed and a substantial part of the deficiency which the latest estimates indicated in the financing of the 1952 act.

Tables 11 and 12 show the steady rise in benefit payments under the widely different sets of conditions discussed earlier in this section,

and demonstrate the large increases, relatively and in absolute quantities, which would occur even after 1980, particularly under the high-cost assumptions.

Because of the nature of the assumptions, the tables show only smooth trends, omitting the irregularities and periodic cyclical variations which may develop. These irregularities are expected to be far more pronounced in regard to contributions than benefits since, after the system is well established, the dollar amount of the benefit roll will contain a large proportion of fixed payments to permanently retired persons. However, the payroll of covered workers from which the contribution income is derived will react quite sensitively to increases or decreases in job opportunities, changes in the length of the workweek, and changes in unit rates of pay. For demographic reasons alone, as discussed earlier, it is unlikely that the system would level out, even eventually, to a completely fixed relationship between contributions and benefits.

The interest assumption used in determining level-premium costs is alternatively $2\frac{1}{4}$ and $2\frac{1}{2}$ percent. The average rate on investments of the trust fund is currently about 2.3 percent.

Table 11 compares benefit costs related to payroll for the present estimate. The cost rises steadily over the future years under both estimates—leveling out somewhat between 1990 and 2000 for the reasons indicated. The “ultimate” cost is reached some 20 or 25 years after the year 2000 at roughly 8 percent of payroll for the low-cost estimate, 12 percent for the high-cost estimate, and 10 percent for the intermediate-cost estimate.

Next, considering level-premium costs, the intermediate-cost estimate shows a cost of 7.6 percent of payroll at $2\frac{1}{4}$ -percent interest, and 7.5 percent at $2\frac{1}{2}$ -percent interest. These figures may be contrasted with the level rate equivalent to the graded contribution schedule in the law (taking into account the lower contributions payable by the self-employed as compared with the combined employer-employee rate), which is about 7.1 percent of payroll. Thus, this comparison indicates that according to these intermediate-cost figures, the tax schedule in the law is not quite self-supporting.

Table 12 shows the progress of the trust fund under the present estimates. In the low-cost estimate, contribution income exceeds benefit disbursements in all years. Accordingly, the trust fund builds up quite rapidly and even some 45 years hence is growing at a rate of almost \$5 billion per year (and at that time is about \$150 billion in magnitude). On the other hand, under the corresponding high-cost estimate, benefit disbursements exceed contribution income in and after 1980, and the trust fund, after building up to a maximum of about \$30 billion in 1980, decreases thereafter until exhausted shortly before the year 2000.

These results for the low-cost and high-cost estimates are to be expected since the system on an intermediate-cost estimate is approximately self-supporting. Accordingly, a low-cost estimate should show that the system is more than self-supporting and a high-cost estimate should show that a deficiency will arise in later years. At any rate, it appears likely that there will be ample funds for several decades even with relatively unfavorable experience.

According to the intermediate-cost estimate, contribution income will exceed benefit disbursements until shortly after 1980. Accord-

ingly, the trust fund grows steadily, reaching a maximum of about \$60 billion in 1983 and remains at that size for the following 30 years, but then declines slowly. This decrease is another indication that the tax schedule in the law is not quite self-supporting under the intermediate-cost estimate.

A factor mentioned earlier, but not used in the actuarial projections, is the trend exhibited in the past, of an irregular but upward movement in earnings, both on a dollar basis and in the form of real wages. If this secular trend continues, then—other things being equal and with no changes in the present provisions of the law—the curves of both benefits and contributions would be more steeply ascending than shown. The upward changes in the contribution curves, however, would be far more accentuated than would be such changes in the benefit curves. There are several reasons for this effect, the important one being that the benefit increase would be dampened because—

(1) Benefits are determined by the average monthly wage up to the maximum of \$350; 55 percent is applied to the first \$110 thereof and 20 percent to that part above \$110. As average earnings increase and as more persons approach or reach the \$350 maximum, a larger portion of such earnings falls in that bracket of the benefit formula to which the 20-percent rather than the 55-percent rate applies. Thus benefits are smaller in relation to earnings, and consequently in relation to contributions.

(2) Contributions in any year are based substantially on the covered earnings of that year. Benefits in force in any year are based on weighted composite earnings of all previous years in which the insured persons on whose account the benefits are paid worked in covered employment, and in far distant future years would include earnings of as much as 60 previous years.

The assumption of steadily rising earnings in conjunction with an unamended benefit formula would have an important bearing in considering the long-range cost of the program. With such an assumption, the future rise in earnings would seem to offer significant financial help in the financing of benefits because contributions at a fixed percentage rate would increase steadily relative to benefit disbursement. However, benefits paid would steadily diminish in relation to current earnings level. As a result, offsetting this apparent savings in cost, it is likely that from the long-range point of view the present benefit formula would not be maintained.

In revising the benefit schedule to conform with the altered earnings level, the changed cost and contribution picture would have to be considered. This is especially true for changes resulting from the fact that benefits would be based on earnings prevailing at the time of the revision and thereafter, while the accumulated trust fund at that time would have developed from contributions on the lower earnings levels of the past. The fund thus would play a less important role in financing the program than it would if the earnings level had not changed. If it is assumed that the benefit level in the future will be adjusted in proportion to the increase in the average earnings, the level-premium cost of the program, expressed as a percentage of taxable earnings into perpetuity, would be increased because of the diminishing part played by the accumulated trust fund in financing the program. For small annual rates of increase in average earnings (i. e., for rates less than the assumed valuation interest rate) this

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increase in cost may be partially counterbalanced by the timelag which would undoubtedly occur between the rise in earnings level and the amendment of the benefit provisions. However, for larger rates of increase in average earnings the level-premium cost into perpetuity would be the ultimate cost, because the fund would ultimately play virtually no role in the financing of the benefits. Nevertheless, during the course of this century at least, the interest income from the fund would continue to be a significant amount in relation to total disbursements.

In addition to excluding the assumption of increasing wages in the future, the detailed cost estimates given have avoided dealing with various other important secular trends. These have diverse effects on costs which cannot be adequately extrapolated into the future. One illustration is the lengthening of the period of childhood or preparation for work. Another possibility is a drastic change in the average age of retirement, either to a considerably lower effective age so that practically all persons would retire at the minimum age of 65, or conversely to a higher effective age, under circumstances of greatly improved health conditions combined with good employment opportunities, such that few would retire before age 72 (after which, in any event, benefits are paid regardless of work).

TABLE 13 — Actual and estimated population of the United States,¹ 1920-2000

[In millions]

Calendar year	All ages			Ages 20-64			Ages 65 and over		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Actual data									
1920 (April).....	108	55	53	58	30	28	5.0	2.5	2.5
1930 (April).....	125	64	62	69	35	34	6.7	3.4	3.3
1940 (April).....	135	68	67	79	39	39	9.0	4.4	4.6
1950 (April).....	155	77	78	89	44	45	12.3	5.8	6.5
1954 (July).....	165	82	83	92	45	47	13.8	6.5	7.4
Projection for low-cost assumptions									
1960.....	174	86	88	95	46	49	15.4	7.0	8.4
1980.....	209	103	106	117	58	59	22.0	9.4	12.6
2000.....	248	123	125	139	70	69	25.8	11.0	14.8
Projection for high-cost assumptions									
1960.....	173	86	87	95	47	48	15.5	7.1	8.4
1980.....	197	97	100	116	58	58	22.8	9.9	12.9
2000.....	216	108	108	128	64	64	28.0	12.2	15.8

¹ Includes—in addition to the continental United States—Alaska, Canal Zone, Hawaii, Puerto Rico, and Virgin Islands, and for 1950 and after, Armed Forces and Government employees overseas and their families. For 1940 and later, data for ages 55 to 69 adjusted for age biases in nonwhite population as enumerated.

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TABLE 14.—*Estimated proportion of the population insured under old-age and survivors insurance, 1960-2000*

[In percent]

Calendar year	Low-cost estimate		High-cost estimate	
	Ages 20-64	Ages 65 and over ¹	Ages 20-64	Ages 65 and over ¹
Men				
1960.....	83	68	86	73
1980.....	87	86	91	90
2000.....	87	91	92	96
Women ²				
1960.....	47	22	49	25
1980.....	51	39	57	45
2000.....	52	49	58	59

¹ Including old-age beneficiaries.

² Excludes wives and widows of fully insured men except such wives and widows who are insured on the basis of their own employment.

NOTE.—The figures in this table are based on high-employment assumptions.

TABLE 15.—*Estimated proportion of population aged 65 and over receiving benefits, 1960-2000*

[In percent]

Calendar year	Men receiving benefits ¹	Women receiving benefits		
		Old-age benefits ²	Other benefits ³	Total
Low-cost estimate				
1960.....	60	17	30	47
1980.....	67	34	38	71
2000.....	75	44	36	80
High-cost estimate				
1960.....	57	21	32	52
1980.....	75	41	38	79
2000.....	84	56	33	89

¹ Consists almost entirely of old-age beneficiaries (retired insured workers).

² Old-age beneficiaries are retired insured workers. Women qualified both for old-age and wife's, widow's, or parent's benefits are considered as old-age beneficiaries.

³ Wives of old-age beneficiaries, and widows and dependent mothers of deceased insured workers.

NOTE.—The figures in this table are based on high-employment assumptions.

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TABLE 16.—Estimated monthly beneficiaries¹ aged 65 and over and children of old-age beneficiaries, in current payment status, 1960-2000

[In thousands]

Calendar year	Old-age beneficiaries ²	Wives of old-age beneficiaries ³	Children of old-age beneficiaries	Aged widows ⁴	Dependent parents
Actual data for December					
1950.....	1,771	508	46	314	15
1951.....	2,278	647	71	384	19
1952.....	2,644	739	74	455	21
1953.....	3,222	888	90	541	24
1954.....	3,775	1,015	107	638	25
Low-cost estimate					
1960.....	4,934	1,204	99	1,338	27
1980.....	10,598	1,743	175	3,072	35
2000.....	14,772	1,923	200	3,533	43
High-cost estimate					
1960.....	5,785	1,362	117	1,362	31
1980.....	12,736	1,892	180	3,109	47
2000.....	18,978	2,051	187	3,303	63

¹ For future estimates, persons qualifying both for old-age benefits and for wife's, widow's, husband's, widower's, or parent's benefits are shown as old-age beneficiaries. For actual data, such dual beneficiaries are shown under both categories (as of December 1953, about 55,000 such individuals).

² I. e., retired insured workers.

³ Including dependent husbands and also a small number of wives under age 65 with child beneficiaries in their care.

⁴ Including dependent widowers.

NOTE.—The estimated figures in this table are based on high-employment assumptions.

TABLE 17.—Estimated younger survivor insurance monthly beneficiaries in current payment status, 1960-2000

[In thousands]

Calendar year	Orphaned children	Widowed mothers
Actual data for December		
1950.....	653	169
1951.....	776	204
1952.....	865	228
1953.....	964	254
1954.....	1,054	272
Low-cost estimate		
1960.....	1,339	420
1980.....	1,575	507
2000.....	1,805	572
High-cost estimate		
1960.....	1,383	510
1980.....	1,457	570
2000.....	1,361	543

NOTE.—The estimated figures in this table are based on high-employment assumptions.

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TABLE 18.—Estimated old-age and survivors insurance beneficiaries in current payment status, 1960-2000

[In thousands]

Calendar year	Aged beneficiaries ¹	Younger survivors	Lump-sum death payments ²
Actual data for December			
1950.....	2,654	822	200
1951.....	3,309	960	414
1952.....	3,933	1,093	437
1953.....	4,764	1,217	512
1954.....	5,502	1,326	516
Low-cost estimate			
1960.....	7,437	1,924	791
1980.....	15,331	2,374	1,309
2000.....	20,141	2,702	1,718
High-cost estimate			
1960.....	8,462	2,088	819
1980.....	17,664	2,327	1,342
2000.....	24,270	2,216	1,770

¹ Including children of old-age beneficiaries and wives under age 65 having such children in their care. For actual data, figures are somewhat overstated because of persons receiving both old-age benefits and wife's, widow's, or parent's benefits (about 55,000 individuals as of December 1953).

² Number of deaths resulting in lump-sum payments during the year.

NOTE.—The estimated figures in this table are based on high-employment assumptions.

TABLE 19.—Average earnings credits of workers under old-age and survivors insurance by years, 1937-53

Calendar year	Workers with any earnings in year			Workers with earnings in all 4 calendar quarters		
	Total	Male	Female	Total	Male	Female
\$3,000 maximum earnings base						
1937.....	\$899	\$1,037	\$539	(1)	(1)	(1)
1938.....	832	958	607	\$1,211	\$1,359	\$783
1939.....	881	1,014	536	1,247	1,400	800
1940.....	926	1,070	553	1,305	1,465	831
1941.....	1,014	1,188	574	1,466	1,646	910
1942.....	1,127	1,364	609	1,703	1,939	1,047
1943.....	1,259	1,580	788	1,913	2,205	1,271
1944.....	1,369	1,681	887	1,996	2,301	1,402
1945.....	1,328	1,591	895	1,982	2,293	1,384
1946.....	1,394	1,635	929	2,021	2,269	1,450
1947.....	1,571	1,831	1,044	2,173	2,393	1,611
1948.....	1,677	1,939	1,138	2,281	2,493	1,733
1949.....	1,711	1,964	1,185	2,296	2,508	1,763
1950.....	1,769	2,028	1,232	2,376	2,579	1,852
\$3,600 maximum earnings base						
1951 total ²	\$2,034	\$2,394	\$1,328	(1)	(1)	(1)
1951 wage employment ²	1,993	2,358	1,314	\$2,666	\$2,965	\$1,964
1951 self-employment ²	2,290	2,370	1,760	(1)	(1)	(1)
1952 total ²	2,100	2,460	1,420	(1)	(1)	(1)
1952 wage employment ²	2,060	2,430	1,400	2,760	3,040	2,100
1952 self-employment ²	2,370	2,460	1,770	(1)	(1)	(1)
1953 total ²	2,160	2,520	1,470	(1)	(1)	(1)
1953 wage employment ²	2,120	2,490	1,460	2,810	3,100	2,140
1953 self-employment ²	2,400	2,500	1,800	(1)	(1)	(1)

¹ Data not available.

² Preliminary.

APPENDIX II. LEGISLATIVE HISTORY AFFECTING TRUST FUND

Contribution rates.—The Social Security Act of 1935 fixed the contribution rates for employees and their employers at 1 percent each on taxable wages for the calendar years 1937–39, and provided for higher rates thereafter. However, subsequent acts of Congress extended the 1-percent rates through calendar year 1949. On January 1, 1950, the rates rose to 1½ percent each for employees and employers, in accordance with the provisions of the Social Security Act Amendments of 1947. The Social Security Act Amendments of 1950 provided that the 1½-percent rates should remain in effect through calendar year 1953. Beginning January 1, 1951—the effective date of extension of coverage to self-employed persons—the rates of tax on self-employment income have been equal to 1½ times the corresponding employee rates.

Special refunds of employee contributions.—With respect to wages paid before 1951, refunds to employees who worked for more than one employer during the course of a year and paid contributions on such wages in excess of the statutory maximum, were made from general revenues. With respect to wages paid after 1950, these refunds are paid from the Treasury account for refunding internal-revenue collections. The Social Security Act Amendments of 1950 direct the managing trustee to pay from time to time from the trust fund into the Treasury as repayments to the account for refunding internal-revenue collections, the amount estimated by him to be contributions which are subject to refund with respect to wages paid after 1950.

Credits for military service.—The Social Security Act Amendments of 1946 added section 210 to the Social Security Act. This section provided survivor-insurance protection to certain World War II veterans for a period of 3 years following their discharge from the Armed Forces. Section 210 (d) authorized Federal appropriations to reimburse the Federal old-age and survivors insurance trust fund for such sums as were withdrawn to meet the additional cost (including administrative expenses) of the payments under this section. The 1950 amendments, which provided additional benefits for World War II veterans, and the 1952 and 1953 amendments, which provided additional benefits on account of active military or naval service from July 25, 1947, through June 30, 1955, charged to the trust fund not only these additional benefits but also those payable under the 1946 amendments (beginning September 1950).

*Social Security Act Amendments of 1950.*¹—The 1950 amendments to the Social Security Act, which represented the first major legislative changes in the old-age and survivors insurance program since enactment of the 1939 amendments, became law August 28, 1950.

The more important changes significant from an actuarial standpoint are presented below.

1. Coverage was extended compulsorily to regularly employed domestic and farm employees; most Federal employees not covered under the civil service retirement program; the nonfarm self-employed other than doctors, lawyers, engineers, and members of certain other professional groups; employees and the self-employed in Puerto Rico and the Virgin Islands; and a few other small occupational classes.

¹ Certain provisions in these amendments were further changed in 1953 and/or 1954.

In addition, two categories of employees were given the opportunity to be covered on a voluntary basis—employees of nonprofit institutions and employees of State and local governments who are not under retirement systems.

2. Benefits were made payable in certain circumstances in which no benefits would formerly have been paid.

(a) The requirements for fully insured status were liberalized by introducing a new starting date for determining such status. This "new start" enabled many persons at least 65 years of age who did not meet the former requirements to become immediately eligible to receive retirement benefits. It also removed the disadvantage the newly covered groups would otherwise have faced in acquiring eligibility.

(b) Provisions defining dependency were modified to permit the payment of survivor benefits to all unmarried children under 18 years of age whose mothers were currently insured at time of death.

(c) Several new benefits for dependents and survivors of insured persons were added. Benefits equal to 50 percent of the primary insurance amount are payable to a wife, under 65 years of age, of an old-age (primary) beneficiary as long as she has in her care a child entitled to benefits on her husband's earnings. In certain instances benefits are payable to the dependent husband, aged 65 or over, of a retired female beneficiary, and also to the aged surviving dependent widower of a deceased woman worker. Husband's and widower's benefits are equal to 50 and 75 percent, respectively, of the primary insurance amount.

(d) The provisions governing the withholding of benefits because of work in covered employment were liberalized. Eligible persons at least 75 years of age could receive benefits regardless of the amount of their earnings in covered employment. Those under 75 years of age might earn as much as \$50 a month in covered employment and still receive benefits.

(e) Lump-sum death benefits were made payable even though monthly benefits were payable to survivors for the month in which the wage earner died.

(f) Monthly benefits were made payable retroactively for a period up to 6 months prior to the month in which an application was filed provided the beneficiary was eligible therefor.

3. Larger benefits were made payable to future beneficiaries as well as to persons on the rolls.

(a) The maximum amount of annual taxable earnings was raised to \$3,600.

(b) For persons having at least 6 quarters of coverage after 1950, the average monthly wage might be calculated over all years after 1936 or after 1950, whichever yielded the larger primary insurance amount, except that in the case of individuals born after 1928, the 1950 starting date was required.

(c) For persons whose average monthly wage was calculated on the basis of earnings after 1950, the monthly primary insurance amount was 50 percent of the first \$100 of average monthly wage, plus 15 percent of the next \$200. The minimum primary insurance amount ranged from \$25 for persons with average monthly wages between \$35 and \$50, down to \$20 for persons with average monthly wages below \$31.

(d) For persons already on the beneficiary rolls, benefits were increased by means of a conversion table contained in the new amend-

ments. Where the wage earner lacks 6 quarters of coverage after 1950, benefits to future beneficiaries will be based on an average monthly wage computed over all years after 1936. In all cases where the average monthly wage is computed over all years after 1936, including cases referred to in subparagraph (b) above, benefits will be computed by the old formula, except that no 1-percent increment will be included for years after 1950. The amounts so computed would then be increased by means of the conversion table.

(e) Parent's benefits were increased to 75 percent of the primary insurance amount. Child-survivor benefits were increased so as to pay to each child the sum of (1) 50 percent of the primary insurance amount, and (2) 25 percent of the primary insurance amount, divided by the number of child beneficiaries in the family. The amount of the lump-sum death payment was changed from 6 times the primary insurance benefit to 3 times the primary insurance amount.

(f) The maximum monthly amount of family benefits payable with respect to 1 wage record was the smaller of \$150 or 80 percent of the average monthly wage, provided that the latter limit would not reduce benefits below \$40.

4. The provision which was added to the Social Security Act in 1943 authorizing appropriations to the trust fund from general revenues when needed to meet costs was eliminated.

*Social Security Act Amendments of 1952.*²—The 1952 amendments to the Social Security Act became law July 18, 1952. The important changes significant from an actuarial standpoint are presented below:

1. Larger benefits will be paid to beneficiary families on the rolls as well as to virtually all future beneficiary families.

(a) For persons whose average monthly wage is calculated on the basis of earnings after 1950, the monthly primary insurance amount will be 55 percent of the first \$100 of average monthly wage, plus 15 percent of the next \$200. The minimum primary insurance amount is \$25 for persons whose average monthly wage is under \$35, and \$26 for persons with average monthly wages from \$35 to \$47.

(b) For persons already on the beneficiary rolls whose benefits were determined by the conversion table, benefits were increased by the use of a new conversion table in which all primary insurance amounts in the table of the 1950 law were increased by \$5 or 12½ percent, whichever was larger. This new conversion table would be applicable in determining benefits for all future beneficiaries whose average monthly wage was computed over all years since 1936.

(c) The maximum monthly amount of family benefits payable with respect to 1 wage record was the smaller of \$168.75 or 80 percent of the average monthly wage, provided that the latter limit would not reduce benefits below \$45.

2. The provision governing the withholding of benefits because of work in covered employment was liberalized. The amount which eligible persons under age 75 might earn in covered employment and still receive benefits was increased to \$75 a month.

Social Security Act Amendments of 1954.—A summary of the provisions affecting receipts and disbursements of the trust fund appears on page 2.

Coordination of old-age and survivors insurance and railroad retirement programs.—Public Law 234, approved October 30, 1951, amended the

² Certain provisions in these amendments were further changed in 1954.

Railroad Retirement Act to provide a new basis of coordinating the railroad retirement program with old-age and survivors insurance. This legislation provides that the railroad wage credits of workers who die or retire with less than 10 years of railroad employment shall be transferred to the old-age and survivors insurance system. The situation will be unchanged for workers who acquire 10 years or more of railroad service. That is, the survivors of over-10-year railroad workers will, as under the 1946 amendments to the Railroad Retirement Act, receive benefits under one program or the other based on combined wage records, while retirement benefits will be payable under both systems to individuals with 10 or more years of railroad service who also qualify under old-age and survivors insurance.

With respect to the allocation of costs between the two systems, Public Law 234 required the Railroad Retirement Board and the Secretary of Health, Education, and Welfare to—

determine, no later than January 1, 1954, the amount which would place the Federal old-age and survivors insurance trust fund in the same position in which it would have been at the close of the fiscal year ending June 30, 1952, if service as an employee after December 31, 1936, had been included in the term "employment" as defined in the Social Security Act and in the Federal Insurance Contributions Act.

Both agencies completed a series of joint actuarial studies and analyses required by this provision. The results showed that the addition of \$488 million to the old-age and survivors insurance trust fund would place it in the same position as of June 30, 1952, as it would have been if railroad employment had always been covered under the Social Security Act.

There is no authority in the law to transfer the \$488 million from the railroad retirement account to the trust fund, but the legislation provides that beginning with fiscal year 1953, and for each fiscal year thereafter, annual interest payments on this amount (less any offsets described below) are to be transferred from the railroad retirement account to the trust fund.

The legislation further provides that at the close of fiscal year 1953, and each fiscal year thereafter, annual reimbursements are to be effected between the railroad retirement account and the trust fund in such amounts as would, taking into consideration the amount determined for the period through June 30, 1952, place the trust fund at the end of the year in the same position in which it would have been if railroad employment were covered under the Social Security Act. If the reimbursement is from the trust fund to the railroad retirement account the Secretary of Health, Education, and Welfare may offset the amount of such reimbursement against the amount determined for the period through June 30, 1952.

Change in definition of "employee".—Public Law 642, approved June 14, 1948, which amended the definition of the term "employee" as used in the Social Security Act, resulted in the exclusion from coverage of certain services previously held covered. While the amended definition was made retroactive to 1937, certain wage credits established under the former definition will remain credited to the individual's account. The law authorizes an appropriation to the trust fund from general revenues equal to the estimated total amount of benefits paid and to be paid that would not have been paid had the amended definition been in effect beginning in 1937;

Authorization for construction of office building.—Public Law 170, approved July 31, 1953, authorized \$1,500,000, and Public Law 475, approved August 26, 1954, authorized an additional \$20 million in expenditures from the trust fund for construction of an office building and related facilities for the Bureau of Old-Age and Survivors Insurance.

APPENDIX III. STATUTORY PROVISIONS CREATING THE TRUST FUND AND DEFINING THE DUTIES OF THE BOARD OF TRUSTEES

(Secs. 201 and 218 (e), (h), and (j) of the Social Security Act as amended)

Federal Old-Age and Survivors Insurance Trust Fund

SECTION 201. (a) There is hereby created on the books of the Treasury of the United States a trust fund to be known as the "Federal Old-Age and Survivors Insurance Trust Fund" (hereinafter in this title called the "Trust Fund"). The Trust Fund shall consist of the securities held by the Secretary of the Treasury for the Old-Age Reserve Account and the amount standing to the credit of the Old-Age Reserve Account on the books of the Treasury on January 1, 1940, which securities and amount the Secretary of the Treasury is authorized and directed to transfer to the Trust Fund, and, in addition, such amounts as may be appropriated to, or deposited in, the Trust Fund as hereinafter provided. There is hereby appropriated to the Trust Fund for the fiscal year ending June 30, 1941, and for each fiscal year thereafter, out of any moneys in the Treasury not otherwise appropriated, amounts equivalent to 100 per centum of—

(1) the taxes (including interest, penalties, and additions to the taxes) received under subchapter A of chapter 9 of the Internal Revenue Code¹ (and covered into the Treasury) which are deposited into the Treasury by collectors of internal revenue² before January 1, 1951; and

(2) the taxes certified each month by the Commissioner of Internal Revenue as taxes received under subchapter A of chapter 9 of such code which are deposited into the Treasury by collectors of internal revenue after December 31, 1950, and before January 1, 1953, with respect to assessments of such taxes made before January 1, 1951; and

(3) the taxes imposed by subchapter A of chapter 9 of such code with respect to wages (as defined in section 1426 of such code) reported to the Commissioner of Internal Revenue pursuant to section 1420 (c) of such code after December 31, 1950, as determined by the Secretary of the Treasury by applying the applicable rates of tax under such subchapter to such wages, which wages shall be certified by the Federal Security Administrator³ on the basis of the records of wages established and

¹ The chapters and sections of the Internal Revenue Code mentioned in this appendix were renumbered or redefined, or both, by the Internal Revenue Code of 1954 (Public Law 591, ch. 736, approved August 16, 1954).

² Under Reorganization Plan No. 1 of 1952, the collectors of internal revenue were replaced by the district directors of internal revenue.

³ Under Reorganization Plan No. 1 of 1953, the Federal Security Agency and the positions of Federal Security Administrator and Commissioner for Social Security were abolished and their functions were taken over by the Department of Health, Education, and Welfare; the Secretary of Health, Education, and Welfare; and the Commissioner of Social Security, respectively.

maintained by such Administrator in accordance with such reports; and

(4) the taxes imposed by subchapter E of chapter 1 of such code with respect to self-employment income (as defined in section 481 of such code) reported to the Commissioner of Internal Revenue on tax returns under such subchapter, as determined by the Secretary of the Treasury by applying the applicable rate of tax under such subchapter to such self-employment income, which self-employment income shall be certified by the Federal Security Administrator on the basis of the records of self-employment income established and maintained by the Administrator in accordance with such returns.

The amounts appropriated by clauses (3) and (4) shall be transferred from time to time from the general fund in the Treasury to the Trust Fund on the basis of estimates by the Secretary of the Treasury of the taxes, referred to in clauses (3) and (4), paid to or deposited into the Treasury; and proper adjustments shall be made in amounts subsequently transferred to the extent prior estimates were in excess of or were less than the amounts of the taxes referred to in such clauses.

(b) There is hereby created a body to be known as the Board of Trustees of the Federal Old-Age and Survivors Insurance Trust Fund (hereinafter in this title called the "Board of Trustees") which Board of Trustees shall be composed of the Secretary of the Treasury, the Secretary of Labor, and the Federal Security Administrator, all ex officio. The Secretary of the Treasury shall be the Managing Trustee of the Board of Trustees (hereinafter in this title called the "Managing Trustee"). The Commissioner for Social Security³ shall serve as Secretary of the Board of Trustees. It shall be the duty of the Board of Trustees to—

(1) Hold the Trust Fund;

(2) Report to the Congress not later than the first day of March of each year on the operation and status of the Trust Fund during the preceding fiscal year and on its expected operation and status during the next ensuing five fiscal years;

(3) Report immediately to the Congress whenever the Board of Trustees is of the opinion that during the ensuing five fiscal years the Trust Fund will exceed three times the highest annual expenditures anticipated during that five-fiscal-year period, and whenever the Board of Trustees is of the opinion that the amount of the Trust Fund is unduly small; and,

(4) Recommend improvements in administrative procedures and policies designed to effectuate the proper coordination of the old-age and survivors insurance and Federal-State unemployment compensation program.

The report provided for in paragraph (2) above shall include a statement of the assets of, and the disbursements made from, the Trust Fund during the preceding fiscal year, an estimate of the expected future income to, and disbursements to be made from, the Trust Fund during each of the next ensuing five fiscal years, and a statement of the actuarial status of the Trust Fund. Such report shall be printed

³ Refers to footnote 3, p. 41.

as a House document of the session of the Congress to which the report is made.

(c) It shall be the duty of the Managing Trustee to invest such portion of the Trust Fund as is not, in his judgment, required to meet current withdrawals. Such investments may be made only in interest-bearing obligations of the United States or in obligations guaranteed as to both principal and interest by the United States. For such purpose such obligations may be acquired (1) on original issue at par, or (2) by purchase of outstanding obligations at the market price. The purposes for which obligations of the United States may be issued under the Second Liberty Bond Act, as amended, are hereby extended to authorize the issuance at par of special obligations exclusively to the Trust Fund. Such special obligations shall bear interest at a rate equal to the average rate of interest, computed as to the end of the calendar month next preceding the date of such issue, borne by all interest-bearing obligations of the United States then forming a part of the Public Debt; except that where such average rate is not a multiple of one-eighth of 1 per centum, the rate of interest of such special obligations shall be the multiple of one-eighth of 1 per centum next lower than such average rate. Such special obligations shall be issued only if the Managing Trustee determines that the purchase of other interest-bearing obligations of the United States, or of obligations guaranteed as to both principal and interest by the United States on original issue or at the market price, is not in the public interest.

(d) Any obligations acquired by the Trust Fund (except special obligations issued exclusively to the Trust Fund) may be sold by the Managing Trustee at the market price, and such special obligations may be redeemed at par plus accrued interest.

(e) The interest on, and the proceeds from the sale or redemption of, any obligations held in the Trust Fund shall be credited to and form a part of the Trust Fund.

(f) (1) The Managing Trustee is directed to pay from the Trust Fund into the Treasury the amount estimated by him and the Federal Security Administrator which will be expended during a three-month period by the Federal Security Agency³ and the Treasury Department for the administration of titles II and VIII of this Act and subchapter E of chapter 1 and subchapter A of chapter 9 of the Internal Revenue Code. Such payments shall be covered into the Treasury as repayments to the account for reimbursement of expenses incurred in connection with the administration of titles II and VIII of this Act and subchapter E of chapter 1 and subchapter A of chapter 9 of the Internal Revenue Code.

(2) The Managing Trustee is directed to pay from time to time from the Trust Fund into the Treasury the amount estimated by him as taxes which are subject to refund under section 1401 (d) of the Internal Revenue Code with respect to wages (as defined in section 1426 of such code) paid after December 31, 1950. Such taxes shall be determined on the basis of the records of wages established and maintained by the Federal Security Administrator in accordance

³ Refers to footnote 3, p. 41.

with the wages reported to the Commissioner of Internal Revenue pursuant to section 1420 (c) of such code, and the Administrator shall furnish the Managing Trustee such information as may be required by the Trustee for such purpose. The payments by the Managing Trustee shall be covered into the Treasury as repayments to the account for refunding internal revenue collections.

(3) Repayments made under paragraph (1) or (2) shall not be available for expenditures but shall be carried to the surplus fund of the Treasury. If it subsequently appears that the estimates under either such paragraph in any particular period were too high or too low, appropriate adjustments shall be made by the Managing Trustee in future payments.

(g) All amounts credited to the Trust Fund shall be available for making payments required under this title.

Payments and Reports by States

SECTION 218. (c) Each agreement under this section shall provide—

(1) that the State will pay to the Secretary of the Treasury, at such time or times as the Administrator may by regulations prescribe, amounts equivalent to the sum of the taxes which would be imposed by sections 1400 and 1410 of the Internal Revenue Code if the services of employees covered by the agreement constituted employment as defined in section 1426 of such code; and

(2) that the State will comply with such regulations relating to payments and reports as the Administrator may prescribe to carry out the purposes of this section.

Deposits in Trust Fund; Adjustments

SECTION 218. (h) (1) All amounts received by the Secretary of the Treasury under an agreement made pursuant to this section shall be deposited in the Trust Fund.

(2) If more or less than the correct amount due under an agreement made pursuant to this section is paid with respect to any payment of remuneration, proper adjustments with respect to the amounts due under such agreement shall be made, without interest, in such manner and at such times as may be prescribed by regulations of the Administrator.

(3) If an overpayment cannot be adjusted under paragraph (2), the amount thereof and the time or times it is to be paid shall be certified by the Administrator to the Managing Trustee, and the Managing Trustee, through the Fiscal Service of the Treasury Department and prior to any action thereon by the General Accounting Office, shall make payment in accordance with such certification. The Managing Trustee shall not be held personally liable for any payment or payments made in accordance with a certification by the Administrator.

Failure To Make Payments

SECTION 218. (j) In case any State does not make, at the time or times due, the payments provided for under an agreement pursuant to this section, there shall be added, as part of the amounts due, interest at the rate of 6 per centum per annum from the date due until paid, and the Administrator may, in his discretion, deduct such amounts plus interest from any amounts certified by him to the Secretary of the Treasury for payment to such State under any other provision of this Act. Amounts so deducted shall be deemed to have been paid to the State under such other provision of this Act. Amounts equal to the amounts deducted under this subsection are hereby appropriated to the Trust Fund.

