

1935—*Silver Anniversary Edition*—1960

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AUGUST 1960

Oasis



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Oasis

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EDITORIAL

With deep pleasure we present this edition of OASIS to commemorate with you, the people of BOASI, the 25th Anniversary of the Social Security Act.

Words alone can do little, so we ask you to read and remember--this Bureau is what it is today because of the people who work here; people ever-willing to give their entire working lives in dedicated service to a program that stands always ready to lend its hand to the aged, the dependent, the disabled.

To be a part of this program, to feel that each day we are engaged in helping our fellow man at a time when he needs us most, is a source of great satisfaction to each of us. Regardless of whether we stand in the front lines and deal directly with contributors and claimants or whether we process their records, or decide the policy, or frame legislative proposals, we all are parts of the chain that binds us.

Let these first twenty-five years stand as our pledge to the future of America--and to our conviction in the soundness of our program and the seriousness with which we approach the task with which we are charged.

OUR CONTRIBUTORS

We wish we could say a personal word of thanks to all employees, past and present, for their contributions to this edition. From North, South, East, and West--from payment centers, from regional and district offices from the Central Office--came your anecdotes, your memories, your pictures. We regret that space limitations have not permitted us to include them all, but many will be published in future issues of OASIS.



LET me take this anniversary occasion to extend sincere congratulations to all those associated with the Old-Age, Survivors, and Disability Insurance Program for a job well done and best wishes for the years ahead.

This is an occasion not merely to note the passage of time but to recognize achievement-and to look ahead toward even greater achievement in the future. For the age of the program in which you are engaged is not a true measure of its worth; the true measure is how well it serves the needs, the hopes, and the aspirations of the people.

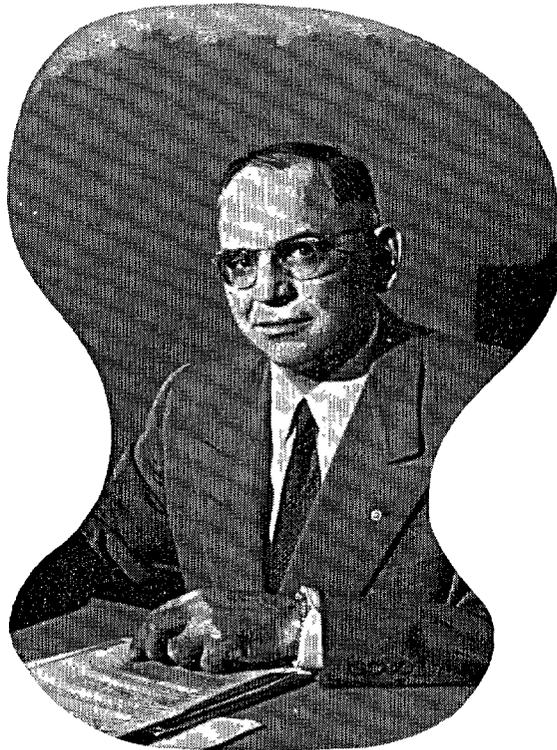
The first quarter of a century since the passage of the Social Security Act has been a period rich in human progress in this country, and you have been in the main stream of this progress, many of you from its beginnings. All of you, I am sure, have a sense of being part of history still in the making. You are partners in a never-ending effort to improve the economic well-being of the American people.

The success of this pioneering program and the warm feeling that Americans everywhere have toward social security is in no small measure a result of the manner in which you have translated law into service and the regard that you have shown-despite the tremendous growth of the program-for the individual and his personal problems.

I know that in the years ahead you will continue to bring to your work the same sense of mission and devotion to duty that has been the hallmark of this program from the beginning.

ARTHUR S. FLEMING, Secretary
Department of Health, Education & Welfare

A Message From Director Christgau



THIS month marks a point in our history when we can stop for a moment and look back on a quarter century of accomplishment and the traditions that over the years have become a part of BOASI. But in a larger sense, this is a time at which to view the past as a prologue to what is really important to all of us—the future. Tradition is not only a source of pride; it is also a source of strength for what we have yet to do, a foundation upon which to build.

One of our strongest traditions is based on our constant effort to provide an efficient, yet personalized administration of the law. This feeling lives with us today as the very soul of our operations. We must dedicate ourselves as a group and as individuals to make this purpose even more meaningful in the years ahead.

Another tradition that has grown over the years is that BOASI is a good place to work; that here we work together to do a very significant job; and that this is an organization where initiative is recognized and rewarded.

Each of us has played a part in forming the traditions, the attitudes that exemplify the OASDI program in our own minds and in those of the public. We have all added to the sum total of what the Bureau means as a living organization.

On this 25th Anniversary of Social Security, I hope you will all join me in considering this milestone in our history as truly a guidepost on our way toward better things, for the Bureau, for its employees, and for the people we serve.

SECURITY for a People

Foreword to the First Annual Report,
Social Security Board

Fiscal Year Ending June 30, 1936

An attempt to find security for a people is among the oldest of political obligations and the greatest of the tasks of a state. The Declaration of Independence sets down as self-evident the right of a people "to provide new guards for a future security." The avowed object of the Constitution of the United States is "to secure the blessings of liberty to ourselves and our posterity."

But what is security? It is no blessing to be had for the asking. It is no gift of the government through a single legislative act. It is no abstraction too nebulous for definition. Security begins with bread and butter. But a mere subsistence is no security for the American citizen. The Nation is rich in natural resources; it possesses a developing technology; it has a varied abundance of human capacities to turn to account. Security is more than a condition of material well-being. An opportunity to earn a living, to be a member of the community, to have a part in the government is basic. In positive terms, the security of a people is the sum of the arrangements set up by business, by the government, and by society through which the things we cherish are safeguarded against the hazards we, as individuals, cannot control.

Above all, security is not static. The march of the decades brings changed conditions. Old problems have to be freshly stated, established safeguards to be supplanted by new. But there is still the necessity of serving a people in their lives and prop

erties, their liberties and opportunities. As we have met the exigencies which changing times have brought, the domain of security has been enriched and enlarged. As the way opens ahead, we must secure its wider opportunities.

The quest of security is a task for the whole of the people. It must be worked out within a system which is distinctly American. That system does not offer the individual a life of security. It grants him an opportunity and imposes upon him the obligation to find security for himself. There can be no obligation without opportunity. And for opportunity the individual must look to private enterprise. Upon it he is dependent for a job, an income, a chance to get ahead, a place to put his savings. If agriculture, industry, and business are articulated into an orderly and smoothly running system, the more fundamental part of the problem is solved. To the extent to which they are not so articulated, an obligation rests upon the government. Agriculture and industry must be aided to provide the opportunities out of which the security of the people is to be created. Thus, the security of a people is a great cooperative enterprise. The citizens, the economic system, and the government are partners in this national provision.

In this endeavor the government has its distinctive part. Its task is to quicken opportunity, to set up barriers against industrial shock, to care for the needy for whom private en-

terprise cannot provide. Its policies must be directed to all groups in society. The nation is an intricate organization of activities. Interests, occupations, and sections have different tasks to perform in a national economy. The security of each must be promoted within the circumstances peculiar to it.

The Social Security Act was passed as a single measure to promote the realization of this broad aim. Its meaning and significance are to be discovered in its relationship to the society it serves. It does not usurp the role of private enterprise. It recognizes work and a wage as the best security which the worker can find for himself. The act provides not a complete security in itself but a necessary complement to the security afforded by private enterprise and a complement to other measures of government directed to the same end. The plan would make a sorry go of it if the whole burden of keeping a people from destitution fell upon its provisions. In fact, it is the reasonable certainty of what industry can provide that makes it possible for government to undertake its task. It carries no threat to the way of individual thrift. On the contrary, it enlarges the opportunities and lessens the hazards of personal provision.

Here is the key to the Social Security Act. It hedges the major hazards of life about with safeguards which neither the individual alone nor industry unaided can provide. The life of the worker is continuous.

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SOCIAL SECURITY:

Past, Present,

Twenty-five years ago, the Social Security Act established a new concept in the United States of social responsibility for the well-being of individual Americans. It brought a broader and deeper significance to the Constitutional phrase, "To promote the general welfare." A brief quarter century of experience under the Act has testified to its utility in today's industrial society. Created in response to a national economic crisis, the social security programs have proven their worth in periods of increasing economic prosperity as well as during adversity.

This year, old-age, survivors, and disability insurance benefits will total an estimated \$10 billion and public assistance payments from Federal, State, and local funds will total about \$3 1/2 billion. Today these programs are basic to the total national effort to provide income security to the aged, to meet the needs of families who have lost the breadwinner while the children were young, and to help provide support for the severely disabled and their dependents. In addition, they provide the foundation for much of the work of private welfare agencies. Similarly, the many thousands of industrial pension plans involving millions of workers supplement the basic retirement income that is provided by old-age, survivors, and disability insurance.

Principles Accepted

Both major political parties support these programs, and there is widespread acceptance of them throughout the country. It should be especially pleasing to the founding fathers of social security that public acceptance of these programs embraces not only the results which have been achieved, but also the principles upon which the programs are based.

I want to address myself particularly here to the old-age, survivors, and disability insurance program. On this

25th anniversary of the Social Security Act, I want to talk to you, the people who carry out that program, about the reasons why I think it has won such wide acceptance and about the challenges the future may hold.

American Incentive

The chief reason, in my opinion, why this program of old-age, survivors, and disability insurance has won such wide public acceptance is that it is squarely in line with our American traditions of hard work, thrift and self-reliance. Under it a person's security and that of his family grow out of the work that he does. He earns his future security as he earns his living, and he pays toward meeting the cost of that security while he is earning. Because the right to benefits arises from the individual's work and the amount of benefits is related to past earnings, the program backs up our American system of incentives. And because benefits are paid without regard to the person's other income and resources, they serve as a base upon which he is encouraged to build for himself additional income protection.

Two other important features of the program are that it is compulsory and comprehensive as to coverage. If it were not, many people would not have the protection the program provides at the time when it was needed, and the community would find that it would have to support, through assistance from general revenue, those people who had not provided for their own support. Still another characteristic of the program, at least as it has developed so far, is that it has proven responsive to changes in prices and levels of living.

America's economic and social life has changed rapidly and substantially since the thirties. Future changes promise to be even greater, both in pace and magnitude. In looking toward the future, we must examine the ade-

and Future



BY WILLIAM L. MITCHELL
Commissioner of Social Security

quacy of our social security programs in relation to current American standards of living. And, tied in with this, we must explore the devices by which we can assure adequacy as our economy and society expand.

There is no single, simple, objective standard for determining the adequacy of a system of money payments. For the old-age, survivors, and disability insurance program, adequacy has at least three meanings: sufficiency in relation to wage loss, sufficiency in relation to need, and keeping pace with the economy.

Threefold Adequacy

In the first meaning of the word, benefits under the old-age, survivors, and disability insurance program cannot be considered adequate if they are not reasonably related to the individual's previous earnings. Benefits under old-age, survivors, and disability insurance are a percentage of the insured person's average monthly earnings in covered employment—a higher percentage for the low-paid worker, a lower percentage for the higher-paid worker. From time to time we need to take a look at those percentages to see if they are reasonable in relation to the extent to which a family can and should be expected to reduce its level of living when its breadwinner retires, becomes disabled or dies.

In its second meaning, adequacy must be defined in terms of sufficiency to meet the needs of the beneficiaries. Benefits paid under old-age, survivors, and disability insurance are intended to make it possible for people who were self-supporting throughout their working lifetimes to continue to be self-supporting in retirement, without the need for recourse to public assistance.

The fact that there are some people, especially at the low benefit levels, whose benefits must be supplemented by public assistance does not negate this principle. Over

the long run, those people on whose earnings records minimum or near-minimum benefits are paid will be, for the most part, people who had not been dependent on covered earnings over a good part of their lifetime but, as a result of occasional or part-time work, managed nevertheless to become insured. There would seem to be no justification for providing these people with old-age, survivors, and disability insurance benefits high enough to be fully adequate for their support when the earnings the benefits are based on would not have been high enough to support them before their working years were over.

Social insurance can and should diminish the role of public assistance, but it never can be expected to completely eliminate the need for it. Although the great majority of American families will in time be fully protected by the old-age, survivors, and disability insurance program, there will probably always be some people in need who, for one reason or another, will not be insured under the program or who will qualify for only minimum benefits and require further financial assistance. And some beneficiaries who have no resources other than their insurance benefits may need emergency help; public assistance will continue to be needed to provide for meeting those extraordinary needs that benefits under the social insurance system cannot be expected to meet.

I come now to a third meaning of adequacy—the ability of the programs to keep current in a dynamic economy.

Under present law, benefit amounts over the long run will be based on a lifetime average of a person's earnings in covered work. Over the years, as earnings go up, the average on which benefits are based will more and more reflect wages paid many years earlier, when general wage levels were lower. During the recent past, benefits awarded haven generally been based on relatively current

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ually over the next few years the tape record will be built up until eventually it will contain enough data to permit actions to be processed with a minimum of paperwork.

Covered also was the Data Transmission Pilot Study which got underway in July in two networks of Pennsylvania district offices. Experience gained in this study will be invaluable in working out plans for extending the wire communications system nationwide. Plans call for setting up a national system of about 50 networks during calendar year 1961.

A slide presentation developed for use in explaining the future process to employees was previewed to obtain the reactions of the officials who will have primary responsibility for putting the system in operation. The slides will be reproduced in quantity for use in face-to-face communications with employees throughout the Bureau.

Financing and workloads also came up as important topics. As background, figures for fiscal year 1960 were given: \$180.8 million was spent and 25,855 man-years worked. Workloads which turned out to be five per cent less than anticipated at the beginning of the year, were kept well in hand even during high receipt periods. Consultative examinations were purchased in two out of five disability claims as compared to one out of four in 1959; and the proportion of district offices housed in quarters meeting minimum standard requirements increased from 42 to 56 percent.

1961 Budget

The money outlook for this year, fiscal 1961, is comparable to 1960. Included in the budget of \$193.2 million are funds to finance 26,551 man-years of work, purchase \$665,000 worth of equipment, provide better space for more offices and allow for a moderate further increase in the purchase of consultative examinations.

The \$193.2 million budget, however, is subject to three contingencies: the possibility of a Bureau of the Budget reserve against the appropria-

tion because it now looks like workloads will be two to three per cent lower than estimated when the legislative budget was prepared nearly a year ago; the possibility that a ceiling may be imposed requiring the reduction of year-end employment, as was required in the fiscal year just past; and the possibility that part of the 7 1/2 per cent pay raise will have to be absorbed.

A new budget item is the Bureau's share of the cost of the new Federal Employees Health Benefits Program.

Experiences were exchanged on advance recruitment in the regions and payment centers. Used on a larger scale this year, the procedures give the Bureau a jump on meeting the personnel needs for the year. College seniors are recruited before graduation and enter on duty early in July. By the time peak loads hit in the January-March quarter, they are trained and ready to pull their share of the load.

Self-Employment

A good deal of discussion went into what responsibility the Bureau has, if any, toward adults incapable or only marginally capable of managing their benefits. Representative payees are selected for those who are incapable of handling their funds at the time an application is filed and those who later become incompetent and are brought to the Bureau's attention. But what about an unknown number who are capable when they first start drawing benefits, and over the years lose this capability? Does the Bureau have an obligation to try to find out who they are?

Turning their attention to complete and accurate self-employment income reporting, the conferees explored means of getting accurate earnings information on DAO records as quickly as possible. Many present problems would be alleviated if fewer tax returns had to be requested and examined at the time a self-employment claim is filed.

Recognition was given to the fact

that collecting social security taxes is but a small part of Internal Revenue's responsibility. Therefore, auditing SE returns, and other social security work is not given the priority the Bureau would like it to have.

It might be that the Bureau, in coordination with IRS, will have to do part of the job to achieve needed improvements.

Great Responsibility

Involved in this discussion, too, was a re-evaluation of the policy of making it easy to get an account number. In addition to the Bureau's longtime concern about the establishment of multiple accounts which could lead to loss of benefits, other problems are emerging: the beneficiary who establishes a new account in an attempt to evade the retirement test; people who get as many cards as they can to better their chances of having the "lucky number" in promotion schemes; and people who, for a variety of purposes, get social security cards to help establish a false identity. The issue considered was what can be done to tighten account number procedures to cut down on these abuses without appreciably delaying the issuance of a card to the person who needs it to show his employer.

The Director closed the conference with his thanks to Bob Ball for the able manner in which he conducted the sessions, and to the group for the contributions they had made to the consideration of the issues and to the policy decisions which would follow.

"We have a great responsibility to make the lives of millions and millions of people happier lives," he concluded.

The payment center chiefs remained in Baltimore through Friday, July 15, for further discussions with Dick Branham, assistant director in charge of the Division of Claims Control, and his staff. The regional representatives adjourned to Atlantic City, N.J., to confer on field matters with Hugh McKenna, assistant director in charge of the Division of Field Operations and his chief assistants.

Out of a quarter century of OASI history, most of us will probably remember most vividly the last ten years as "the amendment years." They were busy, exciting, meaningful years, a time of growth and achievement.

These were the years, too, when we gave careful thought to the kind of program OASDI is in action and set forth our principles and goals in the Statement of Bureau Objectives. And, as the end of the decade drew near, we made plans for yet another period in Bureau history.

In speeches delivered during those years, Deputy Director Robert Ball captured the spirit of the times and the significance of the events as they occurred. Here are excerpts from three of his talks:

1954-Significance of the Amendments

I would like to talk with you about the program significance of these new amendments. In my judgment they are by far the most significant amendments since those of 1939, when survivors insurance was added. They are the most significant because at long last the program is nearly universal in coverage—which means that in five years, say, about two-thirds of those over 65 will be eligible for OASI benefits . . . when one realizes that less than 20 years ago, less than 10 percent of the entire labor force had any retirement protection at all, it is clear that old-age and survivors insurance has meant the swiftest and greatest advance in social welfare in our history as a nation . . .

The technical stability arising from the attainment of universal coverage makes this a good time to reexamine the program, provision by provision, with the objective of simplifying the law and its administration and with the objective of making sure that each provision is necessary and soundly conceived . . . what we have in mind in this project is not solely simplification although this would be a major objective. It is always necessary to temper the objective of simplification with a sense of what people will accept as equitable and rational.

The second reason I feel that these amendments are the most significant since 1939 is that, as the 1939 law did with survivors insurance, these amendments give some protection in an entirely new area of risk, that of disability. This is a pioneering effort in what is to us a

completely new field and I am sure that it will be watched with the greatest interest . . . we must do a particularly careful job of administering the law.

Thirdly, this is the first time benefit increases under the program have actually resulted in an improvement in what may be called the standard of insurance over what was contemplated first in 1935 and then in 1939. Until these amendments, the increases in benefit amount in 1950 and in 1952 may be said roughly to have compensated for the decline in the purchasing power of the benefit . . . this time the benefit was raised to take account of the rising standard of living as well as the rising cost of living and, by and large, the new benefits will buy a higher level of living than originally planned.

The fourth reason is that the benefit formula changes were in the direction of an individualized benefit based on equity principles . . . the 1954 benefit changes were very encouraging then from the standpoint of strengthening the long-term elements of equity in the program even though they quite correctly, in my judgment, continued the precedent of full-rate benefits for the newly covered in the older age groups . . .

A fifth reason these amendments seem so important is that for the first time there has been a significant increase in the proportion of future payrolls that Congress has been willing to commit to the system . . . I believe this feature of the 1954 amendments may turn out historically to be the most important one of all.

Finally, the very greatest significance in the 1954

OASI in Action

by Bureau Deputy Director
Robert M. Ball



amendments, to me, lies in the fact that they were sponsored and enacted by the opposite political party than the one in power when the system was established and, until this last year, in power throughout the entire administrative history of the old-age and survivors insurance. Under the new administration the system has been greatly changed . . . I believe there is now widespread appreciation in both political parties and throughout the country of the significance of the unique contribution to the nation's welfare which is being made by social insurance. OASI provides a mechanism through which individual effort and responsibility accomplish the broad moral good of the welfare of the aged, the widow, and the orphan. It does not take over the responsibility from the individual in order to do something for him but, rather, makes his own security and that of his family the automatic result of his own productive effort.

1956-The Matter of Bureau Objectives

OLD-AGE and Survivors Insurance is, of course, a great deal more than a legislative definition of program. OASI is the translation into operation of the spirit and objectives of the legislation. These objectives of OASI must be derived, not only from the statute itself and from the reports and debates of Congress, but also from the deliberate decision of those who administer the program. Detailed as the Act is with respect to who is to receive benefits, the conditions of eligibility and the amount of the benefit, there is nothing specific on dozens of policy matters which determine, almost as much as does the statute itself, the kind of program OASI is in action . . .

Setting the objectives is the first and basic task. Once communicated, these objectives become the goals of management in all organizational segments and at all levels. They give unity to Bureau effort, and clear understanding of their nature is the only way that various parts of management in the Bureau can be expected to organize their work toward accomplishing what should be accomplished.

Let me remind you of some of the broad objectives of the Bureau that have derived over the years from our developing concept of the very nature of the program itself.

We have taken on as our responsibility, as an objective of the Bureau, the obligation to inform people of their rights . . . we also have held that, to protect people's rights, reporting of wages and self-employment income must be complete and accurate . . .

We have taken on the obligation to treat everyone who comes in contact with our organization as a contributor, entitled, if he meets the conditions, to his benefit as a matter of right, and with a right as well to courteous, helpful, sympathetic, and friendly treatment.

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SOCIAL SECURITY BUILDING DEDICATED JULY 1, 1960

The dedication of the Social Security Building, "The culmination of years of dreams and planning," as Commissioner William Mitchell put it, was held in the auditorium of the new building on July 1.

It was originally scheduled to be held out doors, but rainy weather forced a last-minute switch inside. Over 1,000 employees and guests crowded into the auditorium and the adjoining multi-purpose room; the ceremony was also broadcast over the public address system throughout the Operations Wing.

Resplendent in their red, blue and gold dress uniforms, the United States Marine Band provided music for the ceremony. The Social Security Chorus, robed in gowns purchased especially for the occasion, sang several selections, including "A Mighty Fortress Is Our God." The newly formed Bureau band made its debut, providing accompaniment to the chorus.

A speech by Secretary Arthur Flemming highlighted

the afternoon. He stated: "This building is a symbol of the confidence that the American public has in the manner in which this program has been, and is being operated. Projects of this magnitude are not approved if the program is not being operated in a sound manner. This building can be considered a vote of confidence by the elected representatives of the people."

"We can say to the American people that this is a system that continues to adapt to changing conditions, sets its sights high and moves forward to ever increasing standards of efficiency."

"I have the highest regard for the ability and the dedication of the employees of the Social Security Administration. You have earned it by your intelligent, devoted, and dedicated service."

In closing, the Secretary said: "Today, I am sure, that each one of us is praying for the insight, courage, and

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DEDICATION PRAYER

*O*ur Father God to Whom the souls and bodies and earthly welfare of all Thy children are dear, Thou hast called us to freedom; but we confess that in times past there was so often withheld from worthy men and women their just share in the common heritage without which freedom is but a hollow name.

... Thou hast granted us the vision and the will to make the welfare of all, the supreme goal of national endeavor so that in a partnership of sharing our commonwealth may be built strong and secure for the protection of all its citizens.

... We come in this high hour to thank Thee for the deep significance of this edifice in the more abundant life of the Nation. We rejoice that in all the wide ministry it represents, the security and enrichment of persons is the objective of its righteous purpose.

... Our hearts are filled with

pride and gratitude that in this "Temple of Human Welfare" the material wealth of our system of free enterprise is dedicated to meeting the legitimate needs of the millions of our people as their years lengthen, the requirements of life increase, even as their capacity to earn grows less.

... We bless Thee that in our America, with all our passion for getting, the final test is not the exaltation of material might but maintaining the dignity of each individual in the regal belief that man is man and who is more.

... And so, this day we dedicate this monumental building to the service of humanity; even as we rejoice that all the benefits and care for all people, of which this building is a symbol, is the harvest of a cooperative commonwealth in which we are members one of another, and in which a vast army of workers, in the days of their greatest strength, are builders, securing rights to

future benefits for themselves and their dear ones, which make it possible to say that in spite of all life's uncertain vicissitudes, at eventide it shall be light.

... As we dedicate this cathedral of service to its sacred purpose may we ever remember that the true wealth and greatness of the Republic consists, not in the abundance of things we store, but in the justice of our institutions and the care and happiness of our people, and the brotherhood of her children.

... We ask it in the name of the Elder Brother of us all—Who thought always of persons and not of masses, and Who hath given us His commission to help, and lift, and heal and protect—to kindle up the broken-hearted, and to set at liberty them who are bruised—to give beauty for ashes, oil of joy for mourning, and the garment of praise for the spirit of heaviness. Amen.

—As given by U.S. Senate Chaplain
Frederick Brown Harris.

Dedication

(Continued from page 14)

strength that will enable us to respond to the challenge that is inherent in the program, and to take the full opportunity to serve our fellow human beings in this program. Congratulations on your achievements of the past, and best wishes as together we face the future."

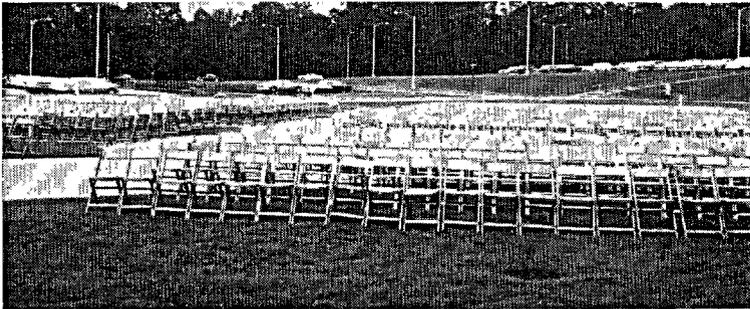
Reverend Fredrick Brown Harris, Chaplain of the U.S. Senate, gave both the invocation and the dedication prayer. A Marine Corps Reserve Unit presented the colors.

William H. Pothast, an 87-year-old beneficiary was honored at the ceremony. In presenting him with his 246th monthly benefit check, the Secretary pointed out that he represented the 14 million beneficiaries currently being paid by social security, and that we are dealing in this program not just with dollars, but with people; not just paying benefits to keep body and soul together, but with paying them in such a way as to preserve individual dignity and self-respect.

Bureau Director Victor Christgau welcomed the Secre-



(Top) Frederick Brown Harris, U.S. Senate Chaplain at reception following the ceremonies. (Right) Leona MacKinnon, Assistant to the Director, paused for a moment with Nelson Cruikshank, Director of the Department of Social Security of the AFL-CIO. (Below) Caught on a busman's holiday from the Berwyn, Ill. DO, where she is a Field Rep., Grace Wallin Anderson (right) and her husband on left, renew old times with Frances O'Connor, Technical Correspondence Specialist, DPIP, and Paul Kohorst, right, Administrative Services Assistant DCC, formerly of Chicago DO's.



tary and the guests to the ceremony and mentioned that, "We are now in our new home, designed for our needs which enables us to better serve the public."

He then introduced Commissioner William Mitchell who presided at the ceremony. Mr. Mitchell, he remarked, is an outstanding example of a career employee, having been in Federal service since 1922.

Commissioner Mitchell introduced top Department,

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(Top) Crews worked through the night to set up chairs for the ceremonies, which at the last minute were driven indoors by rain. (Center) Secretary Fleming presents Mr. William Pothast with his 246th monthly social security check. (Below) The cafeteria, adjoining the auditorium-multipurpose room, had standing room only, as the overflow crowd gathered to hear the ceremonies.

start? A bell signal sounded to indicate commencement of the transmission and a request for earnings record began to take shape simultaneously on the IDP-1 in the printer and on punched paper tape for later transmission to DAO.

Although the moment was a historic one in the development of the Bureau's claims service, Ed Romig, manager, Harold Dickert, assistant manager, and Emil Schott, claims supervisor, who were now looking over Yvonne's shoulder at the incoming message from Sunbury, took the occasion calmly as the natural culmination of months of training in the field and planning in the central office.

The paper-tape version of the earnings record requests from Sunbury was removed from the machine for subsequent editing and transmission to DAO. Yvonne then called her own district office and a prolonged transmission commenced from a machine about 12 feet away, but in another room. Although the Harrisburg relay center is the responsibility of that district office, its data transmission business is handled by the relay center exactly the same as that of any outside office.

The day wore on. The skies brightened and then clouded over again. The TWX equipment rarely stopped chattering, and then for only brief periods. The tapes for transmission to DAO began to accumulate. The sole uncertain factor was a question in everybody's mind as to why the Baltimore Transmission Terminal had been so strangely silent all day. Then suddenly Baltimore called and all hands watched the message rapidly skittering through the printer: the same electrical storms that had upset the atmosphere in Pennsylvania had knocked out the main cable at Baltimore and an emergency crew had just finished making repairs. Was there any traffic? There was, and the repaired line to the Baltimore Terminal became alive with earnings requests going out at the rate of 360 characters

a minute, from paper tape to paper tape, from a constellation of offices in and around Harrisburg through the Bureau's first activated relay center to Baltimore for processing through the computers.

Pittsburgh's relay centers A and B were in operation nine days later—the equipment there is more complex, and required a greater lead time in preliminary shake-down and training of operators.

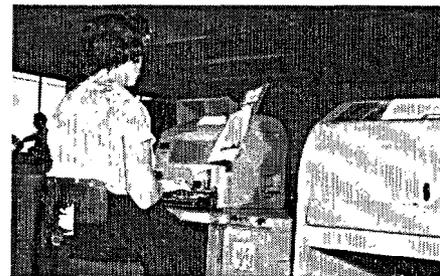
The Baltimore Transmission Terminal is set up in the extreme southern end of the Operations Wing, within a vast area otherwise given over to the Punching and Verifying Section's battalion-sized array of card-punching machines. Jim Riley is the supervisor both of the card-punching operations and the Transmission Terminal, which are closely related in function, namely the translation of data to forms that are readily understood by machines, and the translation of machine talk back into man language.

Earnings records requested the previous day by wire are transmitted back to the relay centers for re-transmission to the individual district offices as the first order of business of the Transmission Terminal's day. (These earnings records, as they are forwarded without reference to the SS-5 (Social Security Account Number Application) file and to certain earnings developed outside the computer, are not designated for use at present in claims adjudication. A standard earnings-record package is supplied in each case by mail. As time progresses, this limitation will be eliminated, whenever a decision to do so is arrived at.)

This isn't the whole story of the Data Transmission Pilot, but an account of how it—and the Bureau's IDP plan for the claims process—went out into the world and began. But every relay center that will ever send a first "gm" to its first selected district office, will owe something to that first good morning in Harrisburg.



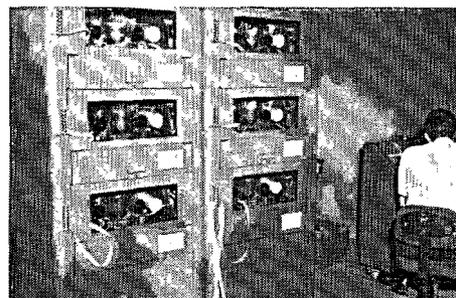
Rosaline Lazarus, Terminal operator, checks high-speed transmission of earnings records to relay center.



Mary Edmonds, Baltimore Transmission Terminal operator, operates card-to-tape machine while preparing a reply to DO request for earnings record.



Dorothy Howard, terminal operator, sends message to relay center over the duplex administrative circuit.



Teletype receiving console, geared to take Terminal input from six relay centers simultaneously. Extreme right, Ed Bozza, methods branch, DAO, discusses technical details with a carrier representative.



A bevy of Bureau beauties greeted each guest with a tour map as he entered the building. Here former Bureau Director Oscar Pogge (with glasses) can be seen starting on the tour.

FAMILY DAY

The) never had it so good; two junior members of the crowd get first class transportation for the trip.

Years ago, when the new Social Security Building was but a dream, the planners had one thought uppermost in their minds. This edifice would bring under one roof, a family of operations so long scattered in various locations throughout the City of Baltimore.

And, as the Open House held on June 18, 1960, progressed, it took on a new title, "Family Day," because indeed, that is what it was. Families and friends of employees had been invited to tour the building, and watch the people at work. And with just pride the em-



ployees shepherded their groups along the arrow-indicated tour route.

Never before had the marble lobbies and long corridors rung with so much of the music of life, . . . and probably never before has Daddy taken so much pride in the place he works . . . and you could feel it and you could see it, as the employees would deviate from the tour route just long enough to indicate a desk, or a machine and,



Outside the library on the 5th floor observation deck, visitors got a panoramic view of our suburban location.

Drinking fountains always seem to be a few inches too high for the small fry, and ours at the new building are no exception.



On the outside looking in . . .



to the not-too-secret admiration of the spouse, and the wide-eyed amazement of the younger set.

Speaking of the younger set, these folks really had it made when it came to conveniences on the tour. Many families thought to bring strollers along for the tiny ones whose little legs would tire on so long a trip. But for those who didn't, strollers were made available at the doors, courtesy of a local department store.

And just like tourists everywhere, these tourists got hungry. Arrangements had been made for the cafeteria to be open and ready to serve them. The cafeteria, so accustomed to the work-a-day world customers, became alive with the orders of little tykes whose bright eyes danced at the enticing sight of food. And so the cafeteria became the dinner table for hundreds of families, who continued to chat about the wonders of Woodlawn.

From 10 in the morning till 4 in the afternoon, the stream of traffic was steady. Through the auditorium, the library, the conference room, the executive suite, operations, six thousand strong they came in answer to an invitation warmly extended, and graciously accepted . . . all part of a real Family day, for our individual families, and for the family of OASI.

Black marble walls, in sharp contrast to white marble pillars provided an excellent setting for numerous display cases containing memorabilia of our social security program.

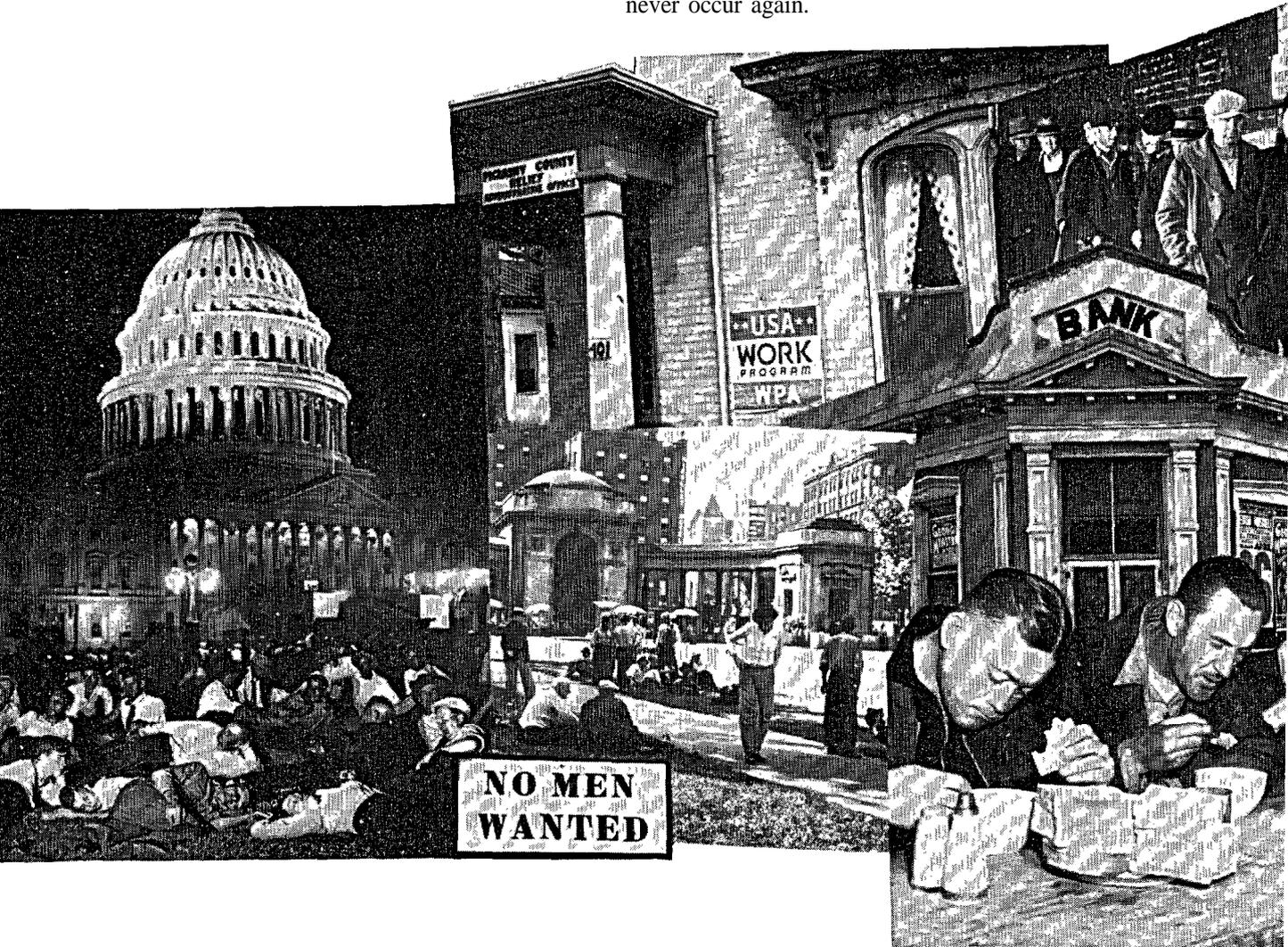


The Roaring Twenties overnight became the Trying Thirties. . . . In the few short years between 1929 and 1932, factories closed, the gross national product declined from \$104 to \$58 billion. . . . Wage payments dwindled from \$50 to \$30 billion, and corporate profits of \$10 billion became losses of \$3 billion.

Tax receipts dropped, municipal services were hamstrung; whole towns were deserted, and the rising statistic on everybody's mind was unemployment, . . . which shot up from 1.5 to a staggering 12 million.

Families combined to share their meager resources . . . thousands of farmers lost their farms through foreclosure, . . . bewildered, angry veterans marched on the Capitol to demand a bonus.

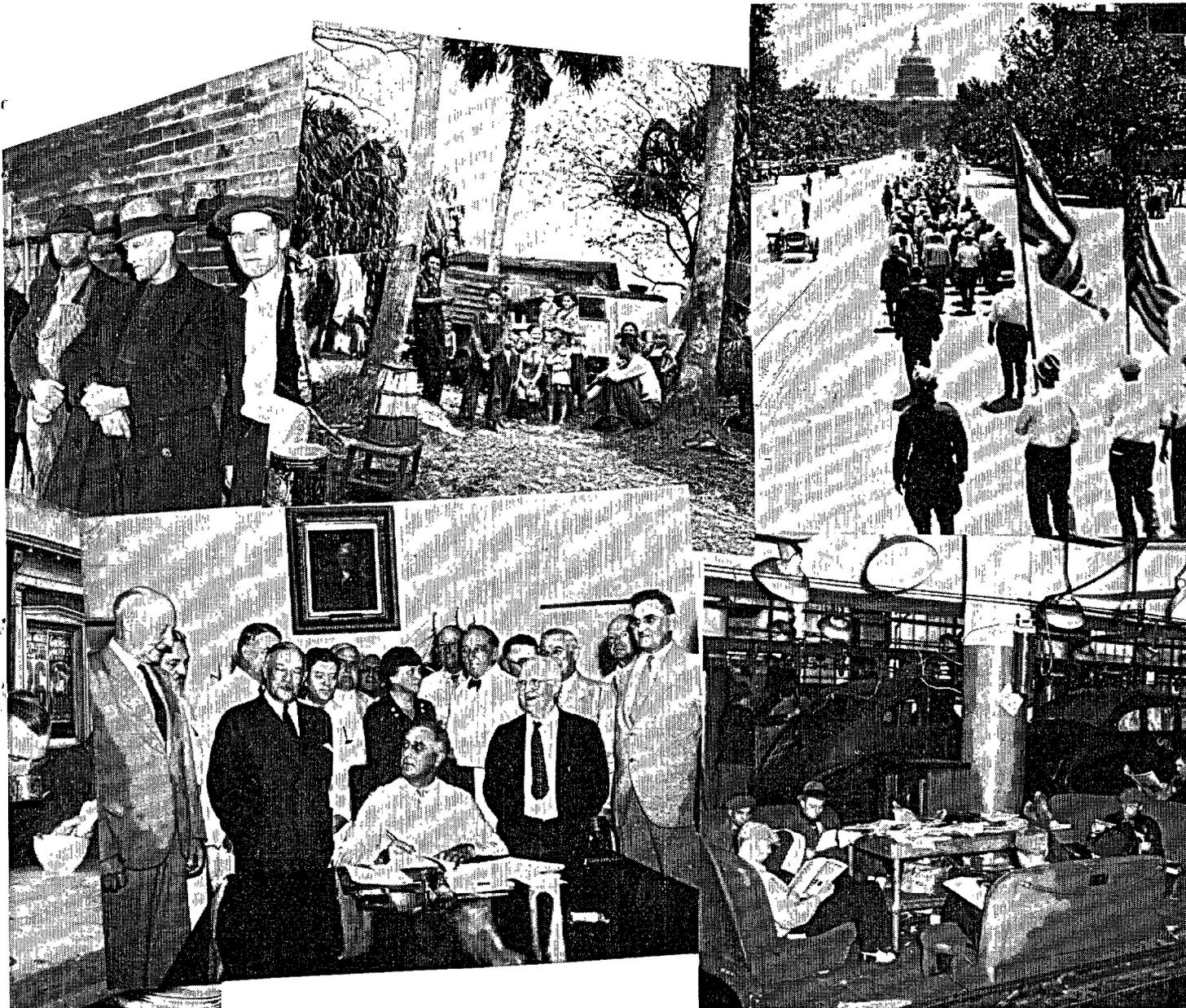
The apple stand . . . the relief kitchen . . . the bread-line; . . . all became a way of life . . . hard-earned life savings went down the drain when banks across the nation failed. . . . Even solvent banks were closed during the 1933 Bank Holiday; they reopened under new regulations intended to guarantee that these failures would never occur again.



The Federal Emergency Relief Administration was set up to provide basic necessities to the needy. The Works Progress Administration and the Civilian Conservation Corps established work projects to give the unemployed what they needed most-Work-a chance to earn their

living and recover their self-respect. With this provided for, the vital issue then became-security.

On August 14, 1935, the Social Security Act was signed.





. . . . On August 14, 1935, the Social Security Act was signed. . . . This Act set up three broad kinds of programs-Federal provision for: public assistance to help people already in need, unemployment insurance to build protection against layoffs, and old-age benefits.

Under Federal Old-Age Benefits, people who worked in commerce and industry would build rights to retirement benefits at 65. . . Workers and their employers would pay social security taxes starting at 1 per cent each and gradually increasing to 3 per cent by 1949. . . Each worker's benefits were to be related to his earnings-as recorded under an account number he would keep throughout his lifetime.

The first monthly benefit went to Miss Ida Fuller of Ludlow, Vermont, in January 1940. . . By now the law



was changed. . . Benefits now could go not only to the retired person, but also to his wife and children. . . There were payments to survivors also, to the children of the deceased worker—to his widow—to dependent parents.

The post office began delivering checks to almost a quarter of a million men, women and children. . . amounting to over \$4 million a month.

Ten years pass—more and more people become eligible for benefits. By the end of 1945, more than one and one-quarter million people were receiving checks amounting to almost \$24 million a month.

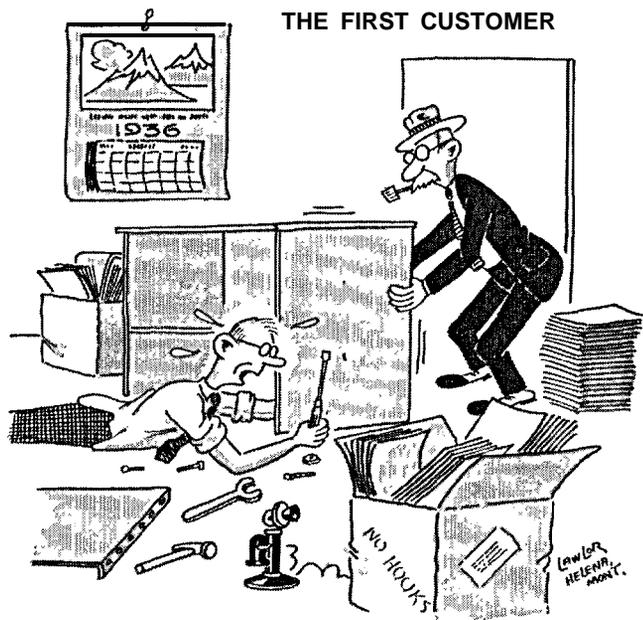
In 1950, the program expanded to cover many self-employed, the workers on farms, in private households, and in nonprofit organizations. . . The 1954 amendments included the self-employed farmers, ministers and employees of State and local governments, and in 1956 President Eisenhower signed the laws that brought in most remaining professional groups, and members of the Armed Forces.

Disability insurance became a reality, and Social Security became a stancher protector against the third hazard that threatens family life.

In 1957 Department of Health, Education, and Welfare Secretary Folsom presented Mrs. Jane Gavin, widow, of Ozone Park, New York, her first check—she, the ten millionth beneficiary. . .

We now see real hope of achieving an objective as old as mankind, the abolition of poverty; Social Security makes its contribution in this field by—helping to keep families together, helping the aged to retire with dignity, and by helping the disabled to meet their day-to-day expenses—providing greater security for all.

DISTRICT OFFICES



“And after you’ve worked a certain number of quarters—Hold it steady now while I slip this bolt in!”

The Social Security Act was signed on August 14, 1935, and the first field office opened its doors, in Austin, Texas, on October 14, 1936.

When Fred Rogers turned the key that opened the “space” on the ground floor of the Old Post Office building at Sixth and Colorado Streets in Austin on October 14 (a Wednesday), he found a musty interior and equipment which consisted solely of some dilapidated desks and chairs left behind by the Post Office when it moved to its new building.

Fred, the office’s first manager and only staff member at the time, didn’t have too auspicious a first day, but, as indicated by subsequent events, wasn’t a man to discourage easily. “Three people visited the office on opening day,” Fred recently told us: “Two reporters and Congressman James Buchanan, of Washington County, Chairman of the House Committee on Appropriations, who died suddenly a few months later. He, not I, held the press interview on the

opening of the first Social Security office in the country. As for photographs, according to instructions, I delayed any and all publicity.”

In November 1936, the Austin post office began to receive considerable publicity in connection with registration for social security cards, and it was noted in the press that “security work” would make jobs for about 50 people in that office, although the actual social security office was not even mentioned. According to Fred, everything that was published about that time was in this vein: “Austin will be the location of one of the Texas field offices of the Social Security Board, whose primary work will be to cooperate with the Post Office officials in the work of registration.”

Fred Rogers does not recall the names of the first several employees, but George Clark, now assistant manager at San Antonio, writes, “I reported to Fred Rogers in Austin on November 17, 1936. I believe Fred was the only authorized person on the

job up to the time I got there.” In December, Maurice Dewberry, now Regional Representative, III, arrived to take charge of the office, and Fred moved on to the managership at Houston, a position he has held ever since. Clark and Dewberry were recruited from the civil service register “assistant personnel clerks” at CAF-3 which paid \$1,620 annually.

Charles von Rosenberg, now assistant regional representative, VII, reported to Maury at the same grade and salary. Mrs. Merle Gleckler was the first typist employed by the Austin Post Office to type Social Security cards. She transferred to the Social Security office on June 28, 1937, three days before the Board took over the issuance of account numbers. Merle has been with the Bureau ever since, passing up through the grades to claims rep.

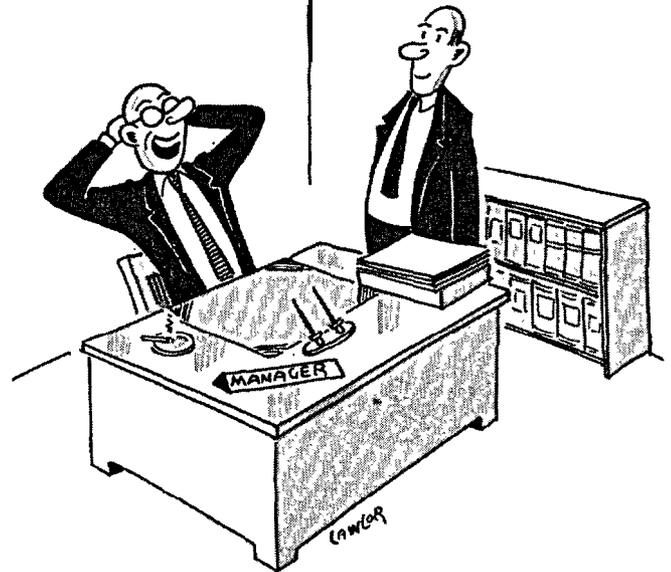
James Marley, the present district manager at Austin, was appointed to that position in March 1937. After three weeks of “training” at Central

Austin

Juneau

Kankakee

20 SHORT YEARS AGO!



"Well, we've got our full staff of three, a nice two room office and we've got the 1939 amendments all straight! Looks like we'll have smooth sailing from now on!"

Office, Jim started out for his assignment by automobile. He arrived there more than 11 years later, in December 1948. (His marching orders, as he left Washington, D.C., called for a visit to the Regional Office, which was then in San Antonio. While he was there, he was offered, and accepted, the executive assistant position at the regional office, later being appointed regional director. Finally, he was again offered the position at Austin, which he gladly accepted, being once more influenced by the fact that this was his old hometown).

Among the betwixt-between managers were Jess Carter (September 1937-November), now assistant district manager at Dallas. Hank Avery followed, leaving in April 1940 to become assistant regional rep at San Antonio. Dave Pruitt bridged the period between Avery and Marley, later going to the district office at El Dorado, Ark., from which he retired in 1959.

The staff at Austin now has seven claims reps and the same number of stenographers; a supervisor; two receptionists; five field reps; and the manager and assistant manager.

On October 26, 1936, the Territorial Social Security Office at Juneau, Alaska, went into operation. This office, which combined some of the features of the contemporary State-side regional and field offices, was opened by Hugh Wade, who had arrived on the previous day from the States on a mission that was the beginning of a series of events that was finally to see him the holder of the second highest elective position in the 49th State, and serving as Acting Governor during the temporary incapacity of Governor William A. Egan, at the first session of the State Legislature.

Among Hugh's first concerns on arriving in Alaska was that of working closely with the Territorial Legislature in setting up machinery for Titles I and III in the territory. His

first big OASI job, under Title II, he tells us, was the issuance of account number cards. Although, as elsewhere, the post offices did the greater part of the work at the beginning, the responsibility for issuance of the cards returned to the Territorial Office before the first canning season in June 1937. This meant that the Eskimo cannery workers looked to Hugh for their account numbers. This job was complicated by the fact that many Eskimos had no surname, but were getting along fine up to that time with a given name only. Consequently their mothers had no maiden names, and their fathers had names possessing no elements in common with the progeny. Many Eskimo families today owe their surnames to the account number cards issued in 1937.

As in 1066, when the Norman Conquest of England resulted in the rapid assignment of Anglo-Saxon surnames to all and sundry for taxation purposes

(Continued on page 28)

District Offices

(Continued from page 27)

poses, many Eskimos received and still use names assigned to them by the cannery bookkeepers who helped them complete applications for account number cards in 1937. Sometimes the last names indicated the village of residence, but more often they were fancifully descriptive, such

language difficulties by the use of translators-and the missionaries and village teachers proved very helpful in this respect-but how do you establish the age of an Eskimo who never heard of a calendar and doesn't know one year from another? And can you establish the death of an Eskimo lost on a hunting trip if his companions swear that they still see his ghost occasionally?

James Browne was appointed field office manager for Alaska in 1949, to

situation this way: "Our service area today is the same as it was in 1936-all of Alaska. However, the population has tripled, from 72,000 in 1939 to 223,000 in 1960. In 1950, a resident station was established in Anchorage, and was first manned by Joe Finnell, now manager of the San Diego DO, being succeeded by me when I came to Alaska in 1954.

"Statehood has been the most important event since then. While it has solved many problems, it has



The First Now. The present staff of the Austin, Texas DO, sits for an anniversary photo. In the usual order, they are: front row, Reba Myrick, claims rep; Mary Huth, claims steno; Lorraine Causer, claims rep; Crescencia Stanley, claims steno; Betty Grubbs, field rep; Patricia Insko, claims rep; Florence Joyner, administrative clerk; Mildred Young, claims steno; and Frances Word, claims rep. Second row,

Vernon Streeter, claims supervisor; Alfred Seitz and John Pace, field reps; James Marley, manager; Fern Grossman and Rena Dye, claims stenos; Elida Torres, receptionist; Theda Blount and Merle Gleckler, claims reps; Evelyn Donnel, claims steno; Ruth Hester, claims rep; John Bennett, assistant manager; and Elliott Adams and Harry Lewis, field reps.

as "Smallsled," "Oldfriend," and "Bighead," or were "borrowed" from an admired personality or even the clerk who was assisting them.

Hugh Wade can remember no compliance difficulties in those early days. Most instances of failure to meet the requirements of the Act stemmed from the lack of knowledge rather than from refusal to accept the program, and it was often mighty tough to get the information out to employers and employees scattered like buckshot over an area a fifth the size of the "South 48." Dogsleds, river boats, and all types of aircraft, in combinations and singly, were utilized to bring the message to a territory of 586,000 square miles of frozen tundra, fertile farmlands, and settlements that were only a dot surrounded by sections of virgin timberlands larger than many States. You could always conquer

supervise the OASI program. Up to then, the program had been administered by Hugh Wade as territorial director of the Federal Security Agency. In 1950, the duties of the territorial director were shifted to the San Francisco Regional Office, with Jim Browne staying on as field office manager. When he arrived in Juneau, the personnel assigned to OASI was three persons. When he retired, in late 1957, the ceiling had been increased to 10. He was succeeded by Everell Cummins, who still serves. Hugh Wade continued in Federal service as Director of the Alaska Native Service under the Department of the Interior. In 1954, he was elected Treasurer of the Territory of Alaska, serving in that capacity until 1958 when he was elected Secretary of Alaska.

Ev Cummins sums up the present

created others. Formerly all law enforcement and informational services were Federal. Now most of these functions have been taken over by State agencies, and frequently it is difficult to determine immediately which of the new State departments handles any given problem. However, with experience and the cooperation of the State agencies, such situations are being ironed out.

"But the pioneering is by no means finished. After 24 years, we still have nearly a third of the more isolated villages to visit."

From the vast State of Texas (246 counties) to the vaster State of Alaska to our newest district office in Kankakee, Ill., which services two counties (Kankakee and Iroquois) with one less staff member than is authorized for the district office that has responsibility for the entire 49th



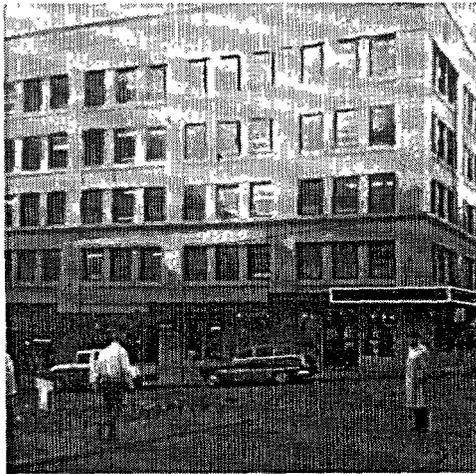
Cummins



Browne



Wade



The Juneau DO now occupies space in this local skyscraper.

State, is a progression that symbolizes the pattern of our growth as a Bureau.

Within the service area of the new office, which was formally opened on July 25, 1958, resided not only approximately 114,000 persons, 29,000 of whom were employees and 1,100 employers, with both urban and farm employment and self-employment well represented, but most significantly, the service area contained two large State hospitals, with from 12,000 to 13,000 mental patients, requiring high priority, intensive service under the disability provisions of the law.

Dean Lemke, formerly assistant manager at the N. Milwaukee Avenue DO in Chicago, opened the office, assisted in the preliminary details by Harold Whiteside, manager of the

Joliet, Ill., DO, and Don Pals, manager at Danville, Ill., from whose service areas the service area for the new office was carved.

Kankakee can't be called wet behind the ears; still, the office is so new that no one would expect it to have run up any records in its brief history. However, in its second quarter of operation it ran up the highest work load index in the region, which provided justification for the addition of another claims unit; it was reclassified from a Class IV to a Class III office before it had one candle on its birthday cake; Boyd Holmes, claims rep, received a cash award for superior work performance on March 2, 1960.

Austin and Juneau and Kankakee—these have their stories; but so have 581 other district offices, nor would their stories lack in significance. All the same, we are sure that no one of them would begrudge our spotlighting Austin and Juneau and Kankakee here and now—the earliest and latest.

The Latest Now. The Kankakee, Ill., staff sits for photo taken by District Manager Lemke. Front row, l. to r., Helen Bayston and Grace Payne, claims stenos; and Dolores Harris, receptionist. Second row, Horace Fox, Boyd Holmes, and Robert Herubin, claims reps; and Burten Wikgren, field rep. At left below, the Kankakee real estate. Right, DO Manager Dean Lemke pinpoints the newest office's service area.



President Franklin D. Roosevelt started our history with a stroke of his pen on August 14, 1935, when he signed the Social Security Act. But before we go back to look at how we began and how we grew, let's see what stature the program has achieved in 25 years.

The importance of OASDI to the American people was recognized by the Advisory Council on Social Security Financing in their January 1959 report which stated in part: "For millions of Americans the social security benefit will spell the difference between deprivation on the one hand and an assured income provided on a basis consistent with self-respect and dignity on the other . . . We believe that the almost universal acceptance of this program is well-deserved and that it is a permanent institution in American life."

But back in 1935, Social Security was new and untried. It started out as a law and an idea; it needed people and planning, and a lot of work. It was a big job, and we had to think big to put it into operation.

Plans and Problems

That is where people and plans came in. We faced new problems, and needed new answers, and needed them fast. Henry P. Seidemann, an expert in the field of records management, was named Coordinator for the Social Security Board in November 1935, and set up committees to work on the problems. Those early planners, men like Joe Fay, now assistant director in charge of the Division of Accounting Operations; the late Tom McDonald, who was deputy director in DAO; E. J. Way, who headed the early records division; and Charles Beach, who helped to set up work methods for field operations, among others, had to sift through a lot of ideas, accepting or rejecting, testing and retesting, to find those that would work.

Then too, we needed a place to

1935—

The Bureau

work, and that was not easy to find in the depression days when Washington was filled with employees of a number of new agencies. At first we worked in offices borrowed from the Department of Labor, the Farm Credit Administration, and the Department of Commerce, before we got space of our own at 1712 G. St., NW.

But even more space was going to be needed to store and handle the records that would be pouring in. Millions of workers were applying for cards, and soon wage reports would be coming in from employers all over the country. We had to be ready for the effective date of the law, January 1, 1937.

After much searching to find a building to fit the job, the Candler building in Baltimore was selected. It was near the waterfront, next to a fish market, dirty and dilapidated, but it was big enough to hold a lot of records, and at that time was available on a short-term lease.

Tradition Outmoded

This was an important factor in our early planning. Employees who went to work there were warned that this was to be a temporary location, since the plan was to let each region keep its own wage records once the system was established. However, experience quickly showed that the job of keeping records for a mobile population was one that had to be centralized.

Now that we had a building, we also needed machines. It was obvious that traditional methods of book-keeping couldn't solve our problems, and the then infant punch card system was chosen to add mechanical muscle to the task. Hundreds of companies were contacted to find machines to do the work, and even after it was decided that the IBM equipment offered the best possibilities, our people had to work with the company

(Continued on page 32)

—1960

1935-1960

(Continued from page 31)

to design special equipment to meet our needs.

These early machines marked the first step in the Bureau's continuing effort to develop new methods and machines to do the work.

And more people flocked in from all over the country to direct the operation, and to run those machines. On one day alone, December 7, 1936, Esther Sholl, present Employment Branch Chief, remembers, 940 people were put on duty. It was an all day and all night job, ending up at 5:00 a.m. the next morning.

Many of the top people in the Bureau today started with us in those early years; like Regional Representatives Ernie Tallman, Region IX, Joe Tighe, Region II-A, Maurice Dewberry, Region III, Al Kuhle, Region V-A, and many others who now occupy key positions in the field and in Baltimore.

Space Problem

This also was the time when we were setting up the field offices that keep the program in direct contact with the people. Many a manager and his staff started an office in borrowed space with borrowed furniture. By December 1936 we had 71 field offices.

Long hours were common in the field just as in Central Office. Applications for cards flooded in, and everybody was put to typing them.

We started our program of public information early. Both workers and employers needed to know why proper wage reporting was so important. "John Doe" was a familiar name in those days, as it showed up time and time again on wage reports. A lot of our managers of today can remember that one of their first jobs in the field was contacting employers to find out just who "John" really was.

Claims started coming in about the middle of 1937. Under the early program there were no monthly benefits; at 65 a worker received a lump-sum of 31/2 per cent of what he had paid in.

All awards were processed in the Washington Claims Division, after being taken in the field and checked in the regional offices. Here was another training ground for people in the Bureau today, such men as payment center chiefs, Mandel Benjamin, Chicago, Joe Columbus, San Francisco, and Jim Tully, Philadelphia, got their start there along with Dick Branham, assistant director in charge of the Division of Claims Control; Joe Carmody, chief of the Coordination and Procedures branch, Division of Field Operations; and Lou Zawatzky, deputy assistant director of the Division of Claims Policy.

Everybody helped out on any job that was at hand at the moment. One and all were filled with the knowledge that they were working on something new, interesting and vital.

In January 1940, Congress gave the Bureau another big job. We started paying monthly benefits not only to retired workers but also to dependents and survivors.

Many of the amendments were based on proposals of the Social Security Board and the Advisory Council on Social Security, backed by the Bureau's early work in program studies and analysis.

Claims Manual Born

"With the '39 amendments the field really began to feel that they had a program," remembers Hugh McKenna, assistant director in charge of the Division of Field Operations. Public reaction also became overwhelmingly favorable. The actual payment of monthly benefits gave the public the feeling that the program now had real meaning.

Training became even more important with the impact of the increased and more complicated claims load. First came the Claims Manual to out-

line the law and the procedures in handling claims. Oscar Pogge, later Bureau Director, headed the claims division in those days, and he and his group produced the manual, a slim volume no bigger than some of the pamphlets we put out today.

Next came the claims schools, one in Washington and five or six in each region. Everybody became an instructor as soon as they learned the ropes. One of the first trainers was Francis McDonald, who of course is still at it.

In order to handle the payments themselves, the Claims Correspondence and Control section was set up under Jim Tully. Starting out with 40 people, it soon had over 500 employees as new procedures, forms, and schedules had to be worked out to handle the claims that poured in.

The War Years

The war years had a big impact on the Bureau and its organization, problems modnted as many of our employees left for the service and war work.

The problem of how to replace those people loomed large in those days. Recruiting teams scoured the country looking for qualified people, and found them. The Bureau reputation for being a good place to work helped a great deal in securing workers.

The need for both personnel and space accelerated plans that were already under study to decentralize part of the claims handling. In June 1942 the first of the area offices, Philadelphia, was opened, followed quickly by New York, Chicago, San Francisco, and New Orleans. The unit in New Orleans lasted only until 1946, when it was replaced by the area offices set up in Birmingham and Kansas City.

This same pressure for space brought central office to Baltimore. A building had been planned and built in Washington for OASI (the present HEW Building), but it was completed just when space for the

expanding war agencies was at a premium. As a result, Central Office moved into the Equitable Building in the summer of 1942.

The card punch unit in Wilkes-Barre, Pa., was born of wartime necessity, but proved so valuable that it is still a part of our operation today.

Another job that decentralized during this time was that of initial determination on claims. Beginning after the 1939 amendments the field offices began to take over more and more work in handling claims. Then in 1942, they were given the responsibility of making the decisions on entitlement subject to review by the area offices.

Steady Growth

We came out of the war period with a well-trained staff and an organization that had steadily grown in experience. In 1946 the old Social Security Board was dissolved and replaced by the Social Security Administration with Arthur Altmeyer as Commissioner. Two years before, John Corson had resigned as Bureau Director and had been replaced by Oscar Pogge.

We took our next giant step with the 1950 amendments. Congress expanded the law to cover large new groups of people. Social Security became an even more intimate part of American life, as the self-employed businessman came into the program. It extended into the home and to the farms as domestic and farm workers could earn benefits.

Increases were voted in benefit amounts to bring them closer in line with living costs. The retirement test was also changed to allow for higher earnings without loss of benefits. The old figure of \$14.99 as an earning limit was raised to \$50.

These amendments meant more work throughout the Bureau, but once again planning and training paid off in results.

These changes in the law provided DAO with another big job in record

keeping and benefit computation. In 1950 the "604" electronic brain which could do 50 benefit computations per minute, 100 times faster than it could be done manually with tables, was installed. This was another in our series of answers to the question: "Can we do it faster, better, and cheaper?"

A National Survey

Soon new claims started coming in and the field offices, area offices, and DCP were all engrossed in such new problems as how to interpret self-employed tax returns.

The early 1950's was also a period when we first took a detailed look at the effect of our program. The National Beneficiary Survey of a random sample of one percent of those drawing benefits showed that a large proportion of the beneficiaries were in less than "comfortable" circumstances. This data helped to plan later increases and adjustments in the law.

Another example of planning during that period was the establishment of a Central Office Disability Planning Staff in 1952. This was headed by Art Hess, present assistant director in charge of the Division of Disability Operations. Actually study of the problem had started as far back as 1948, when a work team was assigned to study the administration of other disability programs.

Organizational Changes

Administrative changes that shaped our organization as it is today came about during this time. In 1953, the Department of Health, Education and Welfare was formed as a cabinet level organization, and we became its largest unit. It was during this time that the field offices got the new title of "district offices" to indicate the growth of their responsibilities in the program. A little later, the area offices were renamed "payment centers" to bring their major function to the fore.

Once again plans were formed to consolidate segments of the Bureau. The original plan was to move Central Office to Washington in the HEW Building. Congress, partly at the request of Baltimore interests who had found that we were nice people to have around, passed a bill to keep us where we were.

Even at that time plans had been made for a building designed especially for our needs. At first it was only for the DAO operation, but with the decision to keep Central Office here, administrative offices were also added.

Presently the Social Security building which was just dedicated last month houses 7700 employees, with an annex planned for the operating divisions of DDO and the Baltimore Payment Center.

Coverage Expanded

There were top level personnel changes then also. In December of 1952 Bob Ball became Deputy Director of the Bureau along with his duties as head of the Division of Program Analysis. He became Acting Director shortly afterwards when Oscar Pogge resigned. Victor Christgau was named Bureau Director in 1954.

The final five years of our history have seen changes that would have amazed even the most far-sighted back in 1935. Coverage was expanded to new areas-professional people, farmers, and more State and local people; and we took on the whole new problem of disability.

These were the years when amendment followed amendment, and workload figures were established one day only to be broken the next.

Once again, the experience, the planning, the organization of the past years enabled us to work out each problem as it came along, and to plan for the next.

Let's take a look at a few of these problems and how we handled them.

(Continued on next page)

1935-1960

(Continued from page 33)

Our experience with the self-employed, going back to 1950, aided us in dealing with farm tax returns; but many a city-bred Bureauite spent many man-hours convincing farmers that while a cow may be a cow to them, it can also be a capital asset to us.

Disability provisions in 1954, 1956, and 1958 plunged the Bureau and its people into a new program designed to offer further protection under the social security system. A new division, DDO, had to be formed, and in order to process these new claims speedily, the Baltimore Payment Center was opened in 1958.

Workloads Mounted

New district offices were opened, most of them in medium sized towns in rural areas to handle the extra claims and inquiries. Heavy claims loads in the district offices also meant heavy loads in the payment centers. The people in the Division of Claims Control both in Baltimore and the payment centers faced up to the job, applied new procedures and hard work to get the end product of all of our efforts, the benefit check, into the hands of the claimants.

This period was one of growth, so much of it in such a short time that a few figures might help just to show what was accomplished. Take personnel for instance: from 18,000 in 1956 we grew to 22,500 in 1958 and now we number 25,700.

Our workloads mounted even faster than our number of employees. To point that out, let's just take the final, most important figure, how many people were receiving benefits. From a figure of 9.1 million beneficiaries in 1956, it zoomed to almost 12.5 million in 1958, and now the figure has edged past the 14 million mark.

Even with an increasing staff of trained people much study and in-

genuity had to be used to process the workloads most efficiently. This was the period of many studies designed to bring out better ways of doing things.

To start off, DAO had to cope with evermounting record keeping problems. This of course was not new, this division had long experience with coping with record workloads. The big decision had been made to move into electronic data processing and in August 1955 the first units of the system were put to work translating punch card records into tape records.

Invaluable Experience

The experience we have gained in the use of electronic data processing in the handling of earnings records is proving invaluable as we move toward integrated data processing in the claims function.

All down the line, in every division, concentrated efforts were made to improve operation. New and better claims forms, improved procedures for making payments, improved techniques of doing the multitude of jobs that make up the Bureau; all of these were studied, tested, and put into operation.

Dedication

Our new Social Security building, dedicated just last month, can be considered the fitting climax to the first 25 years of our history. Just as we have established a strong, enduring program over the years, so also, we now have a tangible symbol of our growth and permanence in bricks and steel.

This sketch has detailed the history of people and planning, organization, and machines. These were some of the highlights, but so much has happened that much has been left out. The same is true of names, we mentioned a few, but there were a lot more people who played important roles in our past, thousands of them in fact. This is their history as well as the Bureau's.

BROTHER, CAN YOU SPARE A CLAIM?

As manager of a giant Class I district office receiving an average of a little better than 300 claims a week and processing approximately 125,000 work units a year, it is rather amusing to look back to the years of 1937 and 1938 when the only valid excuse for the existence of district offices was the enrollment of workers for account numbers and public informational efforts. The only claims processed in those days were the "live" and "death" lump sum payments. Those were the days when each of the district offices-at that time known as field office-vied one with another to build up its claims load.

At that time the Borough of Brooklyn, with about two and one-half million population, had one field office. Consequently, it was probably the largest account number and claims office. As the months of 1938 rolled on, the office was straining toward the goal of 100 claims receipts per week. One week the goal was almost reached. It was a Thursday and the records showed the receipt of 99 lump sum claims. This was too close to the 100 mark to restrain the manager's temptation. Immediately an effort was made to borrow a claim. Several offices were solicited but no manager would sacrifice the one precious claim which would bring his own record down one claim for the week.

Finally, Col. Chubb, who was then the manager of the Downtown New York District Office, was approached. After some meditation he finally agreed, and the Brooklyn office came through with flying colors, reporting 100 claims received for the week.

From that point on the Downtown New York District Office became the kissing relative of the Brooklyn District Office.

-Charles Ferber, Mgr.
1657 Broadway, NYC, DO



One of the first family portraits on Bureau record is this one of the regional meeting of field managers held in Kansas City, Mo., on November 19, 1937. Front row (l. to r.), Joe Columbus, Claims division, Washington, D.C., Newell George, asst. reg. atty., Kansas City, Henderson Jacoway, reg. atty., Kansas City, Jack Wrenn, exec. asst., Kansas City, Ed. McDonald, reg. dir., Kansas City, Howard C. Dunn, reg. rep., Kansas City, Philip Holt, asst. reg. rep., KC, Cal Broadway, field division, Washington, D.C. Second row (l. to r.), Jack Graham, asst. mgr., Tulsa, Okla., Ova Stuart, mgr., Fort Smith, Ark., Kendall Haas, mgr., Topeka, Kan., Leslie Meek, mgr., Clinton, Okla., Joel Mason, mgr., St. Louis, Mo., Robert Sisson, mgr., Little Rock, Ark.,

Leland Reid, asst. mgr., Fort Smith, Ark. Third row (l. to r.), Hugh McTernan, mgr., Kansas City, Mo., Carnot Brennan, mgr., Wichita, Kan., E. C. Lupton, mgr., Kansas City, Kan., Richard Nitschke, mgr., Dodge City, Kan., Thomas Gaukel, mgr., St. Louis (N), Mo., Jefferson Davis, mgr., St. Louis, Mo., Carl Kunsemuller, mgr., Muskogee, Okla., Frank Bristow, mgr., Oklahoma City, Okla., Lee Morse, mgr., Clayton, Mo. Fourth row (l. to r.), Peter Fredericksen, mgr., Jefferson City, Mo., Charles Wilson, mgr., Tulsa, Okla., Jack Taylor, asst. mgr., Kansas City, Kan., Ober Nossaman, mgr., Salina, Kan., Harry Gilhaus, mgr., Cape Girardeau, Mo., Hugh McGehee, mgr., Hannibal, Mo., Carl Thomas, mgr., Springfield, Mo.



A pause during a claims conference back in 1939 when Kansas City, Mo., was in Region IX. Front row (l. to r.): Wesley Mattson, mgr., Hutchinson, Kans.; Art Robb, asst. mgr., Topeka, Kans.; Richard Nitschke, mgr., Dodge City, Kans.; Sherman Gunn, Claims Division, Baltimore; Frances Bogart, claims clerk, Kansas City, Kans.; unidentified; and Josephine Vogrin, steno, Kansas City, Kans. Second Row (l. to r.): First three unidentified; Kenneth Doane, mgr., Hot Springs, Ark.; William Bell, act. mgr., Texarkana, Ark.; unidentified; Pauline Phillips, clerk-typist, Joplin, Mo.; Mary Clegg, secretary, Kansas City

Regional Office Third Row (l. to r.): First two unidentified; Ruth Rowe, mgr., Atchison, Kans.; unidentified; Ober Nossaman, mgr., Topeka, Kans.; Carnot Brennan, mgr., Wichita, Kans.; E. Albert Kreek, asst. reg. rep., Kansas City. Fourth row (l. to r.): First two unidentified; Letha Cardwell, Kansas City Regional Office; next two unidentified; Harriett Williams, adm. clerk, Kansas City, Mo. Fifth row (l. to r.): Berniece Mabary, steno, St. Joseph, Mo.; unidentified; Carl Thomas, mgr., Springfield, Mo. Sixth row (l. to r.): Earl Amos, asst. reg. rep., Kansas City; Howard Dunn, reg. rep., Kansas City; and, Jack Wrenn, exec. asst., Kansas City.

Always Remember

A wage earner or self-employed taxpayer is the most important person to enter the DO.

He is not dependent on us-to the contrary, we are dependent on him. He is not an interruption of our work-he is the purpose of it. We are not doing him a favor by serving him-he is doing us a favor by giving us the opportunity to serve him. He is not an outsider to the program, but the one who has provided the monies for the benefits he receives and the salaries we are paid.

He is not someone to talk down to nor argue nor match wits with. He is a human being with emotions like our own. He has his prejudices and biases like ourselves. So treat him as you would like to be treated.

He is a person who has entrusted a large part of his financial future to our keeping.

-Richard Finsel, Field Rep.
Phoenix, Ark., DO

Health

(Continued from page 36)

throughout your life will stand you in good stead following retirement. Research done at one of the Community centers in New York City indicated the life spans of persons taking part in planned recreational programs have been extended as much as ten years.

Meetings and companionship are the best prescriptions for mental illness. The person who keeps up his associations through the years maintains an interest in his surroundings and will remain young regardless of the color of his hair.

Will you become a successful retiree? Then take care of your health as best you can. Work after retirement if you can. The more resources you develop for economic security the better off you will be. Involve yourself in community activity.

Find your own hidden inner resources such as enjoying the sounds and sights around you, the laughter of grandchildren. Especially fortify yourself with your own religious faith.

Granted, there is no earthly immortality but there is a road to a longer happier life if you plan ahead and seek the proper guidance.

*Send a card to Dr. Leon Kochman, Medical Director, BOASI, 2d Floor Link, Social Security Building, Baltimore 35, Md. for a packet of materials on "Living Longer and Liking It."

How Many?

I had just finished taking a farm claim. As he arose to leave, the farmer asked, "Does this count as one of my three visits?" Seeing my puzzled look, he added, "You get to visit a social security office just three times during your life, and I just want to know how many more times I can come in."

-Anne Band, Claims Rep.
Fort Wayne, Ind., DO

Administratively Yours

"The launching of a study of a magnitude herein described at a time of heavy workloads would normally not be considered. However, we feel . . ."

"Although we are not able to consider your proposal for an award, we appreciate the interest you have shown in this very important area, and we hope you will continue to give us the benefit of your thinking."

"Your 10,000-word account of your vacation trip through the Great Smokies was thoroughly enjoyed by everyone here in the OASIS office. Unfortunately, considerations of space . . ."

"While we recognize the possible difficulties that might be encountered in further developing this case as outlined in paragraphs 1 through 16 above, still . . ."

"While we feel that you will agree that objective findings, such as EKG readings, X-ray reports, etc., would better document this case, yet a thorough search of the file . . ."

"As you are undoubtedly well aware, there were 168,252 instances of transmittals from work station to work station in fiscal 1960 where excessive use of wire-stapling methods of securing claims materials resulted in some loss of administrative man hours."

"We have no doubt but that the document that you submitted in support of the date of birth shown on your application was received from the country in which you were born. However, we must point out . . ."

"In this area of program projection there is Bureauwide agreement as to where we must set our sights."

Security

(Continued from page 5)

The income from his job obeys the tides of the market; his expenses click on endlessly with the clock. This is the case for unemployment compensation. The worker's living comes from his job ; yet his life is likely to outlast the skills which he can market. Neither wages nor savings can be depended upon to protect him against want in old age. The way of individual provision is beset with too many perils for safety. This is the case for old-age benefits. A number of hazards which no one can control lie in the path of every man and every woman-a dependent childhood, blindness, disability, the need for maternity care, and indigent old age. This is the case for public assistance and special services for health and welfare.

We cannot achieve security for a nation without promoting the security of the groups which make it up. But interests are interlocked. The well-being of industry reaches the farmer in a more plentiful supply of cheaper goods, just as an increase in the stream of farm income sets wheels turning and wage earners to work. As in war, so in public policy, forces must be massed at certain points of stress to protect the safety of all.

It is within this broad conception of the security of a people that the Board has endeavored to carry out the responsibilities allocated to it in the Social Security Act. An account of that stewardship is given in the following pages. Since this is the first report of certain activities new in our national life, it has been considered important to outline not only the record of events since Congress enacted the measure in August 1935 but also the ways in which, in actual experience, the purposes and methods set out in the act have been found to relate to past developments in the States and the Nations.

OASI In Action

(Continued from page 13)

We have taken seriously the fact that every dollar spent on administration comes from the contributions people have made for their security, and we have striven to cut all unnecessary expense, at the same time feeling that the contributors are entitled to a high level of service. Thus, we seek the latest money-saving machinery, improved methods, and simplified procedures.

We take seriously the obligation to protect the Trust Fund against improper payments, and we strive to earn the respect of the public for the integrity of our administration as well for its helpfulness and its humanity.

We have taken as a Bureau objective the goal of uniform treatment of people under law; and, through manualized procedures and instructions, and the even adjudication of cases and their review, have striven for the democratic goal of fair and equal treatment under law.

We have taken as a Bureau objective the quickest possible payment of initial claims and the prompt and accurate delivery of checks in succeeding months. Most people are dependent on this money for the necessities of life and we have taken on the obligation of getting it to them fast, and with a regularity each month that they can count on.

We have also set objectives for improving the basic statute and for making it easier to administer and understand. . .

And these are but a few of the Bureau objectives set over the years, and as fresh and good today as ever. Of course, we have not always obtained our objectives 100 per cent, but we have taken many practical steps that on a long-range basis help to build an organization capable of meeting these goals. The Bureau has recognized that reaching objectives of the type I have outlined is dependent primarily on hiring, training and developing a group of competent and devoted people, that good administration is a matter of attitude, a matter of the spirit.

Many times over this last year I have asked myself what it is in this organization that makes it do a splendid job day in and day out and then be capable of rising to the very heights of achievement whenever the going is particularly rough. . . . The answer is, of course, the people, the devoted, loyal, hard-working intelligent people who must make the vast number of decisions on which success depends, the people who must deal day in and day out with the myriad of individual tasks that make up the great complex of an organization like this. . .

You can be assured that we are not only grateful to you but are determined to conduct the business of the Bureau in a way that truly recognizes that the people of OASI are the organization. This means a democratic

management in which information is shared, decisions mutually arrived at and opinions and experience sought, and after it is sought, valued. It means hard work . . . to do everything possible to preserve the greatest asset our organization has—the devotion and interest of our skilled and experienced people. It means hard work to further develop and strengthen the career system; to make sure that the promotional system is fair and just, and perhaps even more important that each job is rewarding and satisfying in itself; that pay for the job is reasonable; that the work place, the budget, policy, and instructions are the best we can make them. In other words, to keep on making OASI a better and better place to work as well as a better and better program for the public.

1958-The Challenge Ahead

WE are just about to begin a new period in Bureau history. We have completed three quite distinct historical periods, each about six or seven years long, and we are now entering a fourth period, this one of uncertain length.

The first was a time of “getting started.” It lasted from the time the first employee was hired until say 1941 or 1942. It was characterized by the great excitement and pioneering spirit of establishing a completely new institution in American society. . .

The second period in Bureau history, which ran roughly from 1941 or 1942 to 1949, was a period of relative stability and calm. The big job of forming an organization had been completed and without significant changes in the law the task was to do better the job we already knew. . .

The third period, just about completed, running from the time of the 1950 amendments to about now, has been a period of very rapid change and great growth characterized by a succession of major amendments to the law, each one bringing huge peaked workloads and complicated new provisions to administer. . .

But today I am not primarily concerned with the past. I want rather to talk with you about why I think we are moving into still a fourth stage in Bureau history, and what I think the characteristics of this new period will be . . . in the period ahead there will be amendments to the Act, and they will be important amendments . . . but what makes the difference from an operating point of view is that the amendments that seem most likely in the near future do not produce huge backlogs of claims to be processed in a single year, like 62 for women, or disability, or the extension of coverage to farmers . . . reduction in age for disability, for example, would be mostly a conversion from the freeze . . .

I believe these next few years with relatively stable workloads should be a period of re-examination of the program and policies and procedures and should be char-

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OASI In Action

(Continued from page 40)

acterized by study and evaluation by experimentation and by a determination to attain our goals and make the Bureau Objectives a living reality. We have lots to do and we are on our way . . .

During this period of study and re-examination we will need the ability to shake ourselves out of our routine ways of thinking. We must be willing to look at the Bureau's job with new eyes and be willing to change, to modify, to discard, and to create. We must be willing to re-examine accepted thoughts and notions that we have had for many, many years . . .

You have met the challenges of the past magnificently. The challenge that lies ahead of us, though vastly different in character, is just as great . . .

Out of our successful past we can go forward, into this new period with great confidence and with great security in the comradeship which comes from common devotion to a great cause.

Dedication

(Continued from page 16)

Social Security Administration, and Bureau staff members and invited guests who were assembled on the stage. Among them were: Assistant Secretaries of the Department, Edward Foss Wilson and Robert A. Forsythe; the General Counsel, Parke M. Banta; Director of the Office of Administration, Rufus E. Miles; and Deputy Commissioner, Joseph H. Meyers.

Representing the Bureau were Deputy Director Robert Ball, Executive Assistant Jack Futterman, and Assistant Directors Joseph Fay, Division of Accounting Operations, Alvin David, Division of Program Analysis, Richard Branham, Division of Claims Control, Thomas Parrott, Division of Public Information and Personnel Management and Roy Touchet, Division of Administrative Management. Hugh McKenna, Division of Field Operations, was attending a Management Training Conference at State College, Pennsylvania. Commissioner Mitchell remarked that Roy Touchet had much to do with the design and construction of the building. He expressed regrets that because of illness, Ewe11 Bartlett, Assistant Director, Division of Claims Policy, could not attend.

Special guests were also introduced; they included former Bureau Director Oscar Pogge; President of the Baltimore City Council Phillip Goodman; head of the Maryland State Welfare Department, Judge Thomas J. Waxter; and James Campbell of Fisher, Nes, Campbell and Associates; and Julius C. Meyers and Richard W. Ayers of Meyers and Ayers, the architects for the building.

After the ceremony, invited guests adjourned to the cafeteria for an informal reception.

Harbor Lights

(From Candler-by-the-Sea)

I am sure there are many people now located all over the United States who will long remember November 30, 1936. This was the day when literally thousands of men and women from all over the United States descended upon the Candler Building to report for work as clerks, tabulating machine operators, key punch operators and a variety of other jobs. A week or two before this date, the scene was no doubt duplicated since there were several hundred people already on duty when the "11-30" team arrived.

DAO in those days was a vastly different sight than it is today. In looking back over the years, I have often thought what a field day a practical joker could have had. Thousands of people reported for duty. None of us knew to whom we should report; what section we were to be assigned to, nor did we have the slightest idea of what kind of work we were going to do. Anyone with a sense of humor and even a slight bit of acting ability and nerve could have been "King Tut" himself, by merely sitting at a desk, looking important and giving out orders. He (or she) could have herded hundreds of people together, given them all kinds of jobs to do, and I assure you, the orders would have been followed to the letter, even if the orders made no sense. The scene referred to reminds one of the story of the complete stranger who came upon a road crew waiting for the boss. The stranger walked up and directed the crew to rip up a block of trolley car tracks. Before the supervisor arrived on the scene, the tracks had been pulled up for a full block on the busiest street in town. The stranger had merely walked away, never to be seen again.

In November and December 1936, thousands of mail bags from all over the United States arrived at DAO. They contained the OA-702's and SS-5's which had in those days been issued by post offices throughout the country. These all had to be coded, and checked for accuracy. There were thousands accompanied by notes of protest and others with humorous explanations attached. Pencils were in short supply and were broken in half and distributed around. Undertaker chairs by the hundreds were placed at a long makeshift wooden table. The lucky ones were able to beg, borrow or steal small pillows for those hard chairs.

Little by little, order grew out of what seemed like chaos, and eventually posting and balancing operations began, using individual ledger sheets. An appropriate comparison between 1936 and 1960 would be the horse and buggy days compared to the jet age, and our top planners now tell us, "You ain't seen nothin' yet!"

RECOLLECTIONS

by Ewell Bartlett, Assistant Director
Division of Claims Policy

When Social Security Stopped the Clock

Because of Social Security the Senate clock was run back 45 minutes just before the hour of midnight, August 26, 1935. As the minute hand again neared the hour of 12, the clock was run back 45 minutes once more and there stopped and not started again for 3 or 4 hours.

The President had signed Social Security into law August 14. The appropriation to start the program was included in a deficiency bill which both Houses had passed, but the Senate had included amendments for loans to cotton and wheat farmers with which the House disagreed. The Senate and House had previously twice agreed upon a date to adjourn only to have to delay the agreed upon date. In House Concurrent Resolution 40, adjournment date was fixed as August 26 (which of course meant an hour no later than midnight).

The question before the Senate at about 7:00 p.m. was reconsideration of its vote by which the cotton and wheat amendment had been added. Senator Long objected and held the floor till the Senate adjourned early the next morning without final action on the bill.

As the hour approached midnight and the Senator showed no signs of giving up, the clock was first run back 45 minutes, and then run back a second time and stopped at 11:15. Meantime, simultaneous efforts were being made to get the Senator to release the floor and to find a means by which other funds could be made

Several months ago when we began gathering materials for this Anniversary Edition, we asked Bart for some recollections of the early days in Social Security. As always, he graciously responded-as follows:

available for the essential items carried in the deficiency, including Social Security. The Senator still holding forth and the necessary assurances of funds having been secured, the clock was started up once again and the Senate adjourned sine die at 12 midnight by the Senate clock, actually 5:00 a.m. by nonofficial clock time.

And that's how Social Security stopped the Senate clock.

When Social Security Went on Relief

Social Security was operated as a relief project for over five months. Funds were not provided by the First Session of the 74th Congress, which enacted the law as signed by the President August 14, 1935.

The appropriation for Social Security died with Senator Huey Long's "swan song" filibuster of August 26, 1935. (The Senator was felled by an assassin's bullet the next calendar day after the end of his filibuster.)

The leaders of Congress had worked out with executive officials a plan by which Social Security could be initiated with funds of the Works Projects Administration, assigned to the Department of Labor.

And that's how Social Security became a relief project pending its own appropriation made available by the next session of Congress, February 11, 1936.

How Social Security Got Its Name

The Committee on Ways and Means had already decided to report the Bill favorably. A final act of the Committee that early April day of

1935 was to consider the title. The Bill had gone by the title of "Economic Security Act" up to that time. Question was raised whether in view of the modest benefits carried by the Bill, "Economic Security Act" would be a fitting title.

Several suggestions were made by Committee members and staff, and some that got passing attention were: Personal Security Act; Personal Welfare Act; Social Welfare Act; Social Insurance Act ("Social Insurance Board" being the name given to the agency set up by the Bill to carry out a number of its provisions). There was reservation about the word "social" because some thought it suggestive of socialistic and especially so when tied to "insurance."

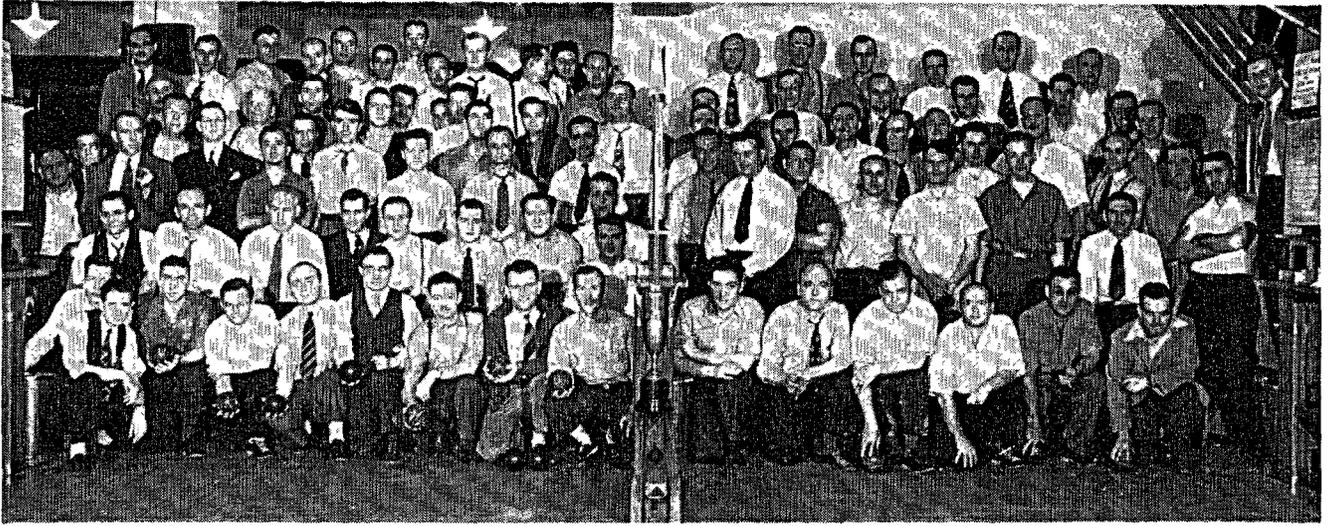
The final title "Social Security Act" takes the word "social" from "social insurance" and the word "security" from the original title "Economic Security Act.", and the full title was supposed to be suggestive both of protection to the individual as a member of society and of society's concern for the individual.

No More Poor House

From Justice Cardozo's opinion upholding the constitutionality of the Old Age Benefits provisions of the Social Security Act: "The hope behind this statute is to save men and women from the rigors of the poor house as well as from the haunting fear that such a lot awaits them when Journey's end is near." (Helvering v. Davis, Sup. Ct., May 24, 1937.)

DO YOU REMEMBER?

*By Fern Hassell, Assistant Chief,
Reconsideration Unit, KCPC*



“Do you remember the Social Security Duckpin League which bowled at the Ice Palace? If so, you should remember some of the following who appear in this picture.

Wendell Bain; Ellsworth Listerman; Reggie Sherriff; ‘Gene Saunders; R. W. “Jake” Jacobson; Joe Carmody; Elmer Biedenholz; Joe Stetler; U. S. Martin; Gus Meyers; Winston Bradley; Gordon Peterson; George Harrington; Jimmie Flanagan; Frank Abbott; Oscar Pogge; Les Griffith; Ed Jones; Dudley Snyder; Charlie Potter; Maynard Whitney; Alvin David; Norman Hall; Bob Peck; Wilson Jones; Jackson Smith; Earl Newlon; Bill Joyce; Ted Ladouceur; Jack Bluett; Rudy Nelson; Roy Grove; Odin Klovstad; Joe Balkoski; Alex MacKinnon; George Keating; Ned Garver; John Sanders; Lou Lange; Ray Hensrud; Bill Spates; Millard West; John Henry Schull; Chet Aylor; Don Sutcliff; Wayne Bobst; Bill Frakes; Walt Sompayrac; Eddie Kingsolver; Sam Lite; Johnny Adler; Harold Lampron; Grover Shepherd; Frank Adcock and John Shellington.

“Our apologies to the others whose names we are unable to recall and associate with their likenesses-after all, this picture was made about 1941! We believe that Scott Penfield; Werner Puppa; Joe Harrington and Frank May bowled, in this group, but we don’t recognize them.

“And do you remember working in the Farm Credit Administration Building while the foundations for the Benjamin Franklin Station of the Post Office were being dug and the filtering of sand and dust into your typewriter and hair?

“Working ‘like mad’ until 10:00 or 11:00 p.m. getting submissions to the General Counsel, Tom Eliot, or the Board typed so they could be considered at the following morning sessions?

“The anniversary, Hallowe’en and Christmas parties at the Admiral Club, Lee Sheraton Hotel, Washington Hotel or the Pirates’ Den?

“The solemn gathering while listening to President Roosevelt’s address to the House and Senate the day after the attack upon Pearl Harbor? And the departure of the Reservists who had diligently attended sessions to retain their commissions in the Army, Navy or Marine Reserve?

“Working with John Winant, Vincent Miles, Frank Bane, Arthur Altmeyer, Leonard Calhoun, ‘Colonel’ McCormack, James D. Hayes and Bill Harding?

“The pride we felt when we had checks out to disaster victims’ survivors the month following death of the breadwinner?

“The reorientation when ‘the boys came home’ and you turned their jobs back to them?

“The drilling and inspection of squads or platoons of men of Headquarters Company, 16th Brigade of the 12th Infantry when they were quartered in the old Mayfair Apartments Buildings beside the Potomac Park Apartments Building at 1800 C Street, N.W.?

“The joy when we heard that we would all be housed in one beautiful building in Southwest Washington?

“The first involvement with res adjudicata and administrative finality? The doctrine of equitable estoppel?

“Getting someone else to respond to roll call in law school because you had to work late and had all the legal absences permitted?

“The water splashing in those ‘Government Closing Time Showers?’

(Continued on page 46)

RE-Touching All Bases



PROBLEMS, PROBLEMS

Shown above is a candid shot taken behind the scenes of a Regional Manager's Conference held at Kansas City, MO., in the Fall of 1940. We don't know what weighty program plans were being discussed by Howard Dunn, I., longtime regional representative in Region VI, and John Corson, r., an early Bureau director, but it wasn't the last problem to furrow brows in the Bureau.

CHICAGO REMEMBERS

Mandel Benjamin, chief, Chicago PC, in response to our request, gathered a group of his fellow Bureau early birds together the other afternoon for a buzz session that would recreate the past from a PC angle.

They collectively remembered that DCC's past and present staff was well represented on the Washington, D.C., adjudication scene in 1938 and 1939, with Dick Branham, now in charge as assistant director, Jim Tully, now Philadelphia PC chief, Lou Zawatsky, today's deputy assistant director, DCP, and Mandel Benjamin busily engaged in getting out those lump-sum life-and-death claims. Joe Columbus, now chief of the San Francisco PC, headed up the Policy section, aided by Bill Neise, Jack O'Connell, and Vince Griffith, all now departed. Lou Lange, the present deputy assistant director, DCC, was in charge of an adjudication

section. Acting assistant adjudicators, many of them with law degrees, were entering on duty at CAF-3, \$1,620 per year, and it was out of the ranks of these intrepid souls that much of the top staff of the Bureau was subsequently selected.

In 1942, the adjudication of claims was decentralized to field offices and area offices were set up to handle review and certification. Naturally this group remembered most vividly the setting up of the Chicago area office at 188 West Randolph St., with an original staff of 300 employees. (Presently the office has a complement of 3,000 and is located at 165 North Canal Street. The Chicago PC now services more than 3 million beneficiaries.)

Pointing up the phenomenal growth of the Bureau, one of the conferees remembered a day in 1935 when he examined a listing of the entire payroll of the Social Security system—it consisted of 12 names; and how an individual who was leaving the Board went around and shook hands with all the employees before making his departure.

LAND OF NYNJDELPA

Abe Asofsky, manager of the New York 33 (St. Nicholas Ave.) DO, nostalgically recalls for us the presentation of "Regional Follies No. 1" on May 26, 1945, at the Hotel Martinique, N.Y., by a cast drawn from all ranks in Region I-II. Although the event was strictly extracurricular, and was followed by dancing, the musical review departed from OASI themes only during the opening chorus, which featured a rendition of "The Star Spangled Banner." (On second thought, that segment had a "Bureau purpose," also.)

Other numbers listed on the program were "House of Cards," "I'm Forever Chasing Numbers," "In the Land of Nynjdelpa" (the regional States), "The Wage Discrepancy Blues," and "Ballet of the Claims."

Albert Gamse, now retired, contributed the original score. (Al, who was a bonafide member of the American Society of Composers, Authors and Publishers (ASCAP), was also the composer of "Let's Welcome Region II-III," a rousing marching song that enlivened many a

regional conference until new organizational arrangements rendered the ditty obsolete.) The cast of "Follies" ran into practically thousands, preventing any detailed rundown here. We do note, however, that Abe personified an account number in one skit, a DO receptionist in another, a typist in a third, and hit the heights of chief clerk in the main extravaganza, which may have been prophetic of his subsequent ascension of the regional ladder.

OUR OLD POTOMAC HOME



A group of employees from the Claims and Correspondence Control division (circa 1938) are shown enjoying a bit of sunshine in front of the old Bureau offices in the Potomac Park Apartments, 21st and C Streets in Washington.

In the back row are: (l. to r.) Maxine Gray, Gladys Jorgenson, Emma Clay, Margaret Burke, Mary Crowley, and Mary Naughton. Seated are: (l. to r.) Anne Romansky, Evelyn Davis, Mr. Carter, and Angie Ave.

Bringing things up to date, Maxine Gray married Charles Dafcik, who is now a supervisory management analyst in DCC, Gladys Jorgenson is the wife of Richard Branham, assistant director in charge of DCC, and Anne Romansky is married to Norman Hall, deputy chief, Operating Facilities branch, Division of Administrative Management. Emma Clay, now Mrs. DiMaggio, is a claims rep in the New Brunswick, N. J., DO.

DAWN AT CANDLER

Lee Gulberg, now manager of the Omaha, Nebr., DO, recalls nostalgically his life and hard times at AOD (later DAO) in 1936 and 1937, when the pay

was minuscule by 1960 standards, but something could be done with it then.

Lee chronicles off-duty "kicks" in the form of occupying a box seat at Memorial Stadium for double-headers, summer evenings at Gwynn Oak Park, witnessing the War Admiral-Sea Biscuit race classic at Pimlico, travelling to New York City for the World's Fair, and purchasing a brand-new, fully equipped Ford convertible for \$775, which was almost immediately stolen from in front of the Candler building and never recovered. Contributing to the elasticity of the paycheck, Lee states, was the \$35 monthly board-and-room expense.

His on-duty memories include Soundex coding and the thrill of seeing the SS-5 of a hometown friend or a celebrity—he recalls processing film-actor William Powell's application.

But the preoccupation of many of Lee's co-workers at Candler in those days was an ambition to get on the day shift. Lee never made it.

But most poignant of all the collective memories was the tale of the small-town youth who arrived in Baltimore to report for duty at the Candler building. A Baltimore cabbie, noting his confusion on being confronted with the metropolis, offered to drive the lad to a rooming house that he could recommend, and then take him along to Candler. After registering at the rooming house and depositing his luggage, the recruit went on to a long session of personnel processing, which was followed by his working the late shift. Finally emerging into a night-shrouded Market place, the boy hailed the first cab he saw. "Where to?" the driver asked. "I dunno," was the reply, "but you ought to-you brought me down here."

GOOD OLD DAYS

Dorothy Smith, claims rep, and Joseph Mayo, claims supervisor, in the Saginaw, Mich., DO, display the banner headlines



appearing on the front page of the May 24, 1937, issue of the Washington (D.C.) Daily News. The headline reads, "SECURITY ACT VALID." It certainly represented one of the most important decisions of the U.S. Supreme Court, without which we wouldn't be here.

Incidentally, the inside pages of the newspaper offer a new Oldsmobile De Luxe two-door sedan for \$545, and a country estate in Silver Spring, Md., with "eight rooms, four bedrooms, large living room, sun porch, full basement, two-car garage, large poultry house, fish pond, tennis court, 20 bearing fruit trees, nice shrubbery, and 24 acres of land" for an "asking price" of \$11,500, raising the question, "What price advances in grade and salary increases?"

ANOTHER FIRST

Elmer Biedenholz manager, Chillicothe, Ohio, DO, nominates Walter G. Becker Laurelville, Ohio, for our Beneficiary



Hall of Fame. Walter, who celebrated his 87th birthday on June 17, also rounded out 20 years as a beneficiary in that month. However, we have 2,000 individuals on the rolls who are in their nineties, and six have passed the century mark; and there are about 28,500 folks who have been receiving payments over the full course.

Walter's unique claim to fame is that he worked on New Year's Day in 1937, was paid for his efforts on the same day—and that as far as anybody will ever know, given the intricacies of Treasury operations, the FICA money transactions in his case technically provided the bedrock for the present multibillion OASI Trust Fund.

Elmer tells us that Walter is robust and in good health, and is doing his own housekeeping in a trailer home outside of Laurelville.

MODEL D

January 1953 was only yesterday in the Bureau's long history, but it was D-year-minus-two for DDO. All the same, disability legislation was on the books and the Bureau had a staff studying the complexities of what a full-fledged program would entail.



Photo above shows part of our task force assigned to observing the disability operations at the Chicago headquarters of RRB as they relaxed at the Chicago Museum between bouts with tentative standards and policies for the future program. Snapped while demonstrating that often one must travel the backroads slowly in a modest vehicle before hitting the main highway in a superpowered job are (l. to r.), Thomas B. McNeeley, M.D., then on loan from OVR, now medical consultant, BPA; Herb Borgen, presently chief, Disability Standards branch, DDO, and Lucille Covey, now chief, Policy and Procedure branch, OHA, SSA.

Herb Borgen tells us that the two months spent with RRB were most fruitful in providing the Bureau with the basic standards for the program, and that nearly every paragraph of the present guidelines owes something to that pioneer study.

Past, Present, Future

(Continued from page 9)

wage levels. The longer the system is in effect, the more seriously we will have to consider whether virtually the entire adult working lifetime should be used in figuring average earnings for the benefit computation or whether the benefit amount should be based on an averaging, for example, of years of highest earnings or of years immediately preceding retirement.

The upward trend of wages has particular significance in relation to the limit that the law sets on the amount of annual earnings taxable and creditable towards benefits. Unless this so-called "earnings base" is raised as general levels of earnings rise, more and more people will have earnings above the base and fewer people will have their benefits related to their total earnings.

Another problem arises from the fact that the man or woman who retires today may still be living—and primarily on his social insurance benefit—ten, twenty, or even thirty years hence. What do we, as a society, want him to have year by year relative to what the rest of us have? Probably we would all agree that, if inflation takes place, his benefits should be raised at least to retain their original purchasing value. During the period of his retirement, however, not only price levels but also the average level of living in the United States undoubtedly will rise. Should retired and survivor beneficiaries share in the rise? If so, in what amount? We cannot avoid these questions, since inaction in itself is a reply. I have no question but that amounts paid currently should reflect current levels of living.

Confidence in the Future

In determining the degree to which benefit levels of those long on the roles are adjusted to reflect the rising level of living, we undoubtedly will be influenced by the extent to which beneficiaries have other sources of income, the circumstances under which they can get medical care, and the availability of other special services for their needs. Beyond that, we shall have to weigh their resources and needs against those of other groups.

These problems of benefit adequacy are perhaps typical of the many different problems we will face in the years ahead as the American economy and the conditions of American life change. We have come far in the last quarter century and I believe we can look with great satisfaction at our achievements. They may well give us confidence in our ability to meet and solve the problems of the future. That a high order of ingenuity and statesmanship is required no one can question; but equally difficult problems have been solved in the past. I have no question that the staff of the Bureau of Old-Age and Survivors Insurance, who bear a major share of this responsibility, will acquit themselves with distinction in meeting these challenges as they arise.

DO YOU REMEMBER?

(Continued from page 43)

"The riding clubs, ball teams, and other recreational activities?"

"The first monthly benefit claims and the chagrin of the higher salaried beneficiaries who wrote to their congressmen because their social security benefit was not equivalent to their usual monthly wage?"

"The first time you had to pay income tax in D.C. because you earned over \$1,000.00?"

"When Francis McDonald, Joseph Columbus, Harold O'Connell, Henry Merry, Bob Huey, and Bill Connell were collaborating with Joseph McElvain and Leonard Calhoun on preparation of Regulations and Procedures? And the drafts and redrafts of Statement of Employer and Application Forms?"

"And the activities to coordinate interpretations of the Social Security Act, Internal Revenue Code and Railroad Retirement Act when 'independent contractors' or stockyard employees were involved?"

"Mr. Corson's admonition to write your letters as though you were explaining the problem to the newsboy on the corner, but 'do not write down to these correspondents.'"

"The training classes conducted by Francis McDonald and Dr. Nevins?"

"Or the consternation when George Washington introduced himself in the training class and the instructor thought it was a "gag" to brighten the dreary prospect?"

"If you remember, you've been here as long as I!"



"I believe Smith handled our first scrambled wage case—By the way, how are you coming on it?"

Mary Lloyd's (Memory) Lane . . .

Manager Mary Lloyd Lane, Hamilton, Ohio, District Office, sent us one of the most interesting sets of recollections of her early days with the Bureau that we have seen in many a day. For newcomers, it will capture some of the spirit of "those early days" and for those of us who remember those first years it will reawaken memories which may have been dormant for some time about how we informed the public about the new program.

Mary's early days with BOASI were spent in the Middlesboro, Ky., DO and it is of her experiences there that she writes . . . "One very cold winter night (in the late 1930's) Manager W. Chenault Cockrell, Marco Rudd, then field assistant, and I were to show a film at Gatliff. By the time we got ready, there were at least two inches of snow and ice on the road. Despite advice to the contrary, we started out. None of us had ever been there. About eight miles of the way was over a narrow WPA road that wound in and out over one of the highest mountains I had ever crossed. It seemed the further we drove, the harder it snowed. By the time we reached our destination we were weak from fright. To add insult to injury, there wasn't a car in sight. I was sure we had made a mistake, but when we opened the theater door, we found the place literally packed. It had a seating capacity of 500 and there were people standing! . . .

From Garmeada

"We conducted a rather extensive public relations program. Whenever we could, we would take Ray Colyer (then a clerk) with us. One cold and snowy night we were to show a film at Garmeada, just up the mountain out of Middlesboro. Ordinarily we could have driven reasonably close to the church where the meeting was to be held, but the road was so muddy we

had to carry the projector, record, sheet (which we used for a screen) and publications at least a quarter of a mile straight up the side of the mountain. I have never seen it darker. The very first thing I did after getting out of the car was to step into a mud hole over the top of my boots. That was a good start! A miner finally came along and held his miner's lamp as a light for us. When we got to the building where the meeting was to be held, they didn't want us to show the film. It was a church and it seems it is against their religion to even look at a movie. The arrangements had been made with a company official. We were in no mood to be argued with! The man doing most of the talking was a claimant of ours. We told him that it seemed to us that if it was all right for him to receive benefits, it should be all right for others to know about the program. He agreed, and we showed the film.

To Straight Creek

"Meetings were held under peculiar circumstances. At one place up Straight Creek, they didn't have electricity. One or two of the neighbors brought kerosene lamps. After the meeting several wanted account numbers. Louise Wilson and I filled them out by the light of miners' lamps.

"Very odd things happened at some of our meetings. We had to resort to strange methods not in the book. Probably the most memorable one was in Manchester, Ky. (Clay County) . . . Clay County had quite a reputation (*not too favorable*), which was not in the least exaggerated. We arranged for a meeting at the Horse Creek church at Pigeonroost, just out of Manchester. We distributed hand bills with a huge FREE at the top and social security in rather small print. The day arrived and Mr. Cockrell took Marco

Rudd and me along. Much to our surprise there was a huge crowd at 6:45 and the meeting wasn't scheduled until 7:30. We tried to talk to the people standing around in the churchyard, but they either stared at us or walked away—quite an uncomfortable feeling. 'Rudd' and I decided we would do something about it. He agreed to lead the singing if I'd play the piano. We picked out some good, lively old revival hymns and before long the rafters rang! Then we made our almost fatal mistake. As it was in church, we asked one of the brethren to lead us in prayer. He blessed everyone from Roosevelt on down and back again. It lasted 15 minutes! Then Manager Cockrell got up and 'spread the gospel of social-security' and from then on we had lots of friends and fine cooperation in that section.

"Sometimes folks in the Regional Office doubted some of the tales that came from our office. Once in a while we had a chance to prove them. Vince Powers wanted to 'quick get out of a restaurant' when he heard someone talking about the murder there the week before. Some of our visitors were quite impressed with the 'night spot' that had locks on the inside of the doors on the booths . . .

Unafraid

"My mother worried about me while I was in the mountains, but I was never actually afraid. I liked the people and I suppose they knew it. I find the work much different now—practically like retiring on a pension. While I loved every minute of *it*—the people, their quaint ways, the beautiful mountain scenery, the wild flowers in spring and the snow-capped mountain peaks in the winter—I wouldn't want to go back to stay . . . Maybe I'm getting old!"



Glance again at the front cover and you will see this same family 17 years ago. That's when Mrs. Mary Thompson, then age 32, became a widow and she and son Jerry (13 months) and daughter Dale (age 3) came on the rolls of social security. In fact, many will remember the family since Mrs. Thompson was our One-Millionth beneficiary.

Mrs. Thompson, who lives in Parma, Ohio, with her two children, says that, "Social security payments permitted me to stay at home and care for the children and better provide for their needs at least until they got into the second grade of school. The best part of it all was that the authorities didn't make me feel as if I were accepting charity. I didn't have to account for the money, and it was very good insurance."

Against the background of a program that now serves over 14 million beneficiaries to the sum of \$950,000,000 a month, Mrs. Thompson recalls that she has received about \$14,000 in monthly benefits. At first, payments for herself and the children amounted to only \$66 a month; later they rose to \$130. A widow in a like situation today would receive \$240 a month.

The Thompson children are grown now (see above). Payments were made on behalf of Jerry until late last year when he turned 18. Currently he is a high school student, taking an industrial course, and working at a Parma gas station. Dale (19), a high school graduate, does bookkeeping for a paint company, and is engaged to be married. Mrs. Thompson, 47, is employed also.

The Cleveland Plain Dealer, which serves the greater Cleveland area, ran a feature story on the Thompsons recently. Not a sensational headline maker, but one true to life; more testimony of what our program has come to mean in the lives of so many Americans today.