

services for children and youth, citizen advisory boards and similar groups representative of the community, when not already provided, be established for public as well as private services, and that every effort be made to enable and secure participation by a cross section of the citizenry; and further that educational institutions and other groups emphasize the importance of participation by volunteers as a basic factor in citizen responsibility.

62. That communities foster cooperative community bodies representative of all community interests to study and advance better conditions and opportunities for young workers.

63. That citizens be encouraged to

support adequate appropriations and qualified staff to administer and enforce basic legislative standards of States, and Territories, and other appropriate public bodies, covering the employment of youth.

64. That, recognizing that youth has rights and responsibilities for better community living, progressive opportunities be provided for young people to participate vitally in community activities and planning in order that they may have early preparation and experience for leadership and community service; and further, that the professional workers accept their responsibilities to stimulate the community to see that these opportunities are provided for youth.

65. That youth representatives be placed on community boards of various agencies, in order that they may participate in the planning, developmental and operational phases of the total community programs.

66. That, in recognition of the importance of cooperative work in behalf of children and youth among the governments and peoples of the world, full support be given to voluntary efforts and governmental programs of an international character.

67. That immediate, vigorous, and continuing work be undertaken to provide for the organization and financing of national, State and local programs which would put the Conference recommendations into action.

Notes and Brief Reports

Initial Effect of Amendments on Average OASI Monthly Benefits

Comparison of the data on benefit amounts newly awarded or currently being paid both before and after the conversion of benefits to the higher rates under the 1950 amendments to the Social Security Act shows definite changes in the benefit pattern. For the most part, such changes had been anticipated.

Average Monthly Benefits in Current-Payment Status

On September 30, monthly benefits were being paid at a rate of \$114.0 million, an increase of 85 percent over the \$61.6 million being paid at the end of August. Most of this increase was attributable to the liberalization of benefits; only about 4 percentage

points represented growth in the beneficiary rolls. The following tabulation compares the average monthly amounts paid for September with those for August, by type of benefit.

Type of benefit	Average monthly amount in current-payment status		Percentage increase
	Aug. 31	Sept. 30	
Old-age.....	\$26.36	\$46.62	77
Wife's.....	13.98	24.50	75
Child's.....	13.28	28.04	111
Widow's.....	20.98	36.63	75
Mother's.....	21.23	35.22	66
Parent's.....	13.56	36.73	165

The percentage increase for wife's benefits is smaller than that for old-age benefits, as had been expected. Award data have consistently shown that the average primary benefit amount awarded to retired married

men exceeded the corresponding average amounts awarded to nonmarried men and to women. The dollar amounts of liberalization in primary insurance benefits, resulting from the use of the conversion table, become proportionately smaller for successively larger amounts of primary benefits (an increase of 100 percent for a \$10 primary insurance benefit, 80 percent for a \$30 benefit, and 60 percent for a \$40 benefit).

The figures for child's benefits are a composite of two different benefit-rate categories: (1) children of old-age beneficiaries, whose benefit amount is equal to half the old-age insurance benefit, and (2) surviving children of deceased workers, whose benefit amount is equal to half the primary insurance amount of the deceased worker, increased by one-fourth the primary insurance amount divided equally among the children. The converted average benefit was about \$20.25 for the first category and about \$28.50 for the second. The small difference between the average benefit for survivor children and that for all children (\$28.04) is accounted for by the fact that survivor children comprise about 95 percent of the total number.

The smallest proportionate increase in average benefits took place in the widowed mother's group. The increase for this group was held down by the combination of two factors—the operation of the maximum family benefit

Table 1.—Average monthly amount of benefits newly awarded, by type of benefit, July, October, and November 1950

Type of benefit	Average monthly amount newly awarded in—			Percentage increase over July awards for awards processed in—	
	July	October	November	October	November
Old-age.....	\$29.13	\$29.96	\$30.37	3	4
Wife's.....	15.17	17.96	18.06	18	19
Child's.....	14.23	20.48	19.55	43	37
Widow's.....	21.81	36.65	36.19	68	66
Mother's.....	22.56	35.28	34.09	56	51
Parent's.....	14.91	39.06	36.85	162	147

provisions and the granting of the additional 25 percent of the primary insurance amount, divided equally, to child survivor beneficiaries. Under the 1950 amendments the maximum family benefit is the lesser of \$150 or 80 percent of the average monthly wage, except that in no case will the total family benefit be reduced to less than \$40. In cases where the family maximum provisions are applicable, children receive a larger proportion, and widowed mothers a smaller proportion, of the total family benefit than they did under the 1939 amendments. Moreover, the probability that the family maximum provisions will be applied is, generally speaking, greater under the 1950 amendments than under the 1939 amendments, since now they may apply to family units consisting of only three children or of only a mother and two children, whereas formerly the smallest family units to which they applied were four children or a mother and three children.

The largest proportionate increase in average benefits took place among parent beneficiaries. This expected result stems from the compound liberalizations represented by the use of the conversion table coupled with the 50-percent increase in the benefit-rate fraction (from 50 percent to 75 percent of the primary insurance amount).

Average Monthly Benefits Awarded

Table 1 presents a comparison of the average monthly amount of benefits for new awards processed during July, October, and November 1950, by type of benefit. The most important and significant observation to be made from the comparison is the markedly lower proportionate increase in the average benefit awarded in retirement claims, as contrasted with survivor claims. The average old-age benefit awarded in October and November reflects the combined effect of two factors. First, persons who qualify solely as a result of the liberalized insured-status provisions have, on the whole, substantially lower average monthly wages and fewer credited increment years than do persons insured under the 1939 amendments. The average monthly amount of old-

age benefits awarded in October and November to persons eligible under the 1939 provisions was about \$50, in contrast to an estimated average of about \$23-25 in the case of the newly eligible group. Second, the number of awards in October and November to persons who qualified under the liberalized insured-status provisions of the 1950 amendments exceeded by far the number who had sufficient quarters of coverage to qualify under the 1939 amendments. Awards to "new eligibles" were roughly three times as numerous as awards to "1939 eligibles."

The emergence of this benefit pattern was anticipated, and plans were made for the identification of a random sample of old-age benefit awards, from which data will be obtained on age, sex, and size-of-benefit distributions for the "new eligibles" and the "1939 eligibles" separately. A summary of these results will appear in this section in an early issue of the BULLETIN.

Virtually no survivor claims could have been awarded in October on the basis of the wage records of newly insured individuals, because of (1) the short interval of time during which death must have occurred; (2) the usual delays in filing claims after death; and (3) the normal administrative processing lags. Thus the low accrued average primary insurance amount of such individuals was not reflected in the awards of survivor benefits.

The average monthly amount of old-age benefits being awarded will continue to be low until the backlog of life claims is worked off. Thereafter, old-age benefit awards to "1939 eligibles" will constitute a larger proportion of the total than at present, and the average old-age benefit amount awarded will rise. Deaths among newly insured individuals, in contrast, will be represented to a greater extent than at present, and hence average survivor benefit awards may be expected to decline. When the "new start" average monthly wage provisions become effective in 1952, still another series of changes in benefit levels will begin.

Trend Since Conversion

The following tabulation compares average monthly benefits in current-payment status at the end of Septem-

ber and at the end of November by type of benefit.

Type of benefit	Average monthly amount in current-payment status		Percentage decrease
	Sept. 30	Nov. 30	
Old-age.....	\$46.62	\$44.38	5
Wife's.....	24.50	23.79	3
Child's.....	28.04	27.82	1
Widow's.....	36.63	36.59	(1)
Mother's.....	35.22	34.59	2
Parent's.....	36.73	36.72	(1)

¹ Less than 0.5 percent.

The decrease in the average old-age benefit in current-payment status was caused primarily by the large number of awards during October and November to "new eligibles." Of the 116,000 old-age benefits newly awarded in each of the two months, roughly three-fourths were to "new eligibles" at a substantially lower average rate, as noted above, than the average rate for old-age benefits in current-payment status at the end of September.

The termination during October and November of approximately 15,000 old-age benefits because of the death of the beneficiary also contributed to the decrease. Practically all these beneficiaries were "1939 eligibles"; their average monthly benefit was about \$46. This factor tended to increase the proportion of "new eligibles" with low benefits in current-payment status and thus to decrease the average monthly old-age benefit.

Workers With Insured Status, Beginning of 1951

An estimated 19 million persons, who under the 1939 amendments would not have been fully insured on January 1, 1951, were fully insured on that date solely as a result of the "new start" in insured-status requirements for old-age and survivors insurance, contained in the 1950 amendments.¹ The sweep-

¹ None of the estimates of the insured population, presented in this note, have been adjusted to reflect changes in insured status for (1) workers with combined earnings under coordinated survivor provisions of the old-age and survivors insurance and railroad retirement program, and (2) persons with military service in World War II.