

all the States, the largest total population, and the largest number of beneficiaries under the old-age, survivors, and disability insurance program.

It ranked third (behind Florida and Texas) in net migration, accounting for 950,000 of the more than 1.2 million net gain in the region's population. The majority of the population movement in the United States is seen in migration into these three States and emigration from the Midwestern States that form Region V into other areas.

In contrast to this picture for California, Nevada is one of the least populated States and is among the 10 States with the lowest number of births annually. All four States in this region are among the 10 States with the lowest death rates in 1980-84. Hawaii, however, ranked eighth in the Nation for high birth rates: It had 82 births per 1,000 population during the 4-year period under consideration.

With 13.4 percent of its aged population receiving SSI payments, California was seventh among the States in this category. The proportions for the region's other three States were considerably lower: Arizona, 3.9 percent; Nevada, 4.3 percent; and Hawaii, 6.0 percent. With the exception of California, the proportion of the elderly who were OASDI beneficiaries was 90 percent or more in each of the States. In California, 89.4 percent received such benefits.

## Region X

This four-State region had the second lowest number of OASDI beneficiaries and SSI recipients in the country. It had the fewest births and the second lowest number of deaths in 1980-84. The State of Alaska was distinctive in several ways: It had the second highest birth rate in the Nation, although it ranked forty-seventh in the number of births nationally; it had the lowest death rate and lowest number of deaths, the smallest population in the United States in 1980 and 1984, and the smallest number and proportion of persons aged 65 or older. It outpaced the other three States in the region in total population growth (the range going from 1.6 percent for Oregon to 24.4 percent for Alaska). However, among those aged 65 or older, population growth in Alaska was considerably below growth in the other three States in the region in both number and proportion.

Of the total population in the region, the proportion of SSI recipients in Alaska (0.7 percent) was below the national average (1.7 percent). Of those aged 65 or older, however, 10.3 percent received SSI payments, exceeding the national average by 3.0 percent. In Washington, Oregon, and Idaho, the proportion of SSI recipients aged 65 or older was lower than the national average.

## Benefits and Beneficiaries Under Public Employee Retirement Systems, 1983\*

In calendar year 1983, Federal, State, and local government employee retirement systems paid \$55.5 billion in benefits, or 7.1 percent more than in 1982. The number of persons receiving benefits rose to 6.3 million, representing an increase of 1.3 percent from the previous year.

Table 1 shows the growth in both benefits and beneficiaries under the major public retirement systems from 1973 to 1983. Benefit amounts are shown in 1983 dollars to eliminate the effects of inflation.

Total benefits grew 11 percentage points more than the total number of beneficiaries over the decade. However, the Federal component and the State and local retirement systems had extremely disparate experiences. Federal benefits rose more than 85 percent, while beneficiaries under the Federal systems increased only 56 percent. On the other hand, State and local government retirement systems had a larger growth in their beneficiary population than in real benefit expenditures—78 percent and 62 percent, respectively. In many cases, State and local benefits are not indexed for inflation. Also, many State and local employees retire under systems that are integrated with the social security program. In such integrated systems, rising social security benefits may have reduced the amount of State and local payments.

Table 2 presents data for 1983 on the amount of benefits and number of beneficiaries for each retirement system, arranged according to the category of benefit received. The percentage distribution of these data by category of receipt and level of issuing government can be found in table 3. Federal retirement systems, includ-

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**Table 1.—Growth in benefits and beneficiaries under public employee retirement systems, 1973 and 1983**

Calendar year	Public employee retirement systems		
	Total	Federal	State and local
Benefits in 1983 dollars (in millions)			
1973.....	\$31,369	\$20,235	\$11,134
1983.....	55,501	37,435	18,066
Percentage increase, 1973-83.....	77	85	62
Number of beneficiaries (in thousands)			
1973.....	3,796	2,171	1,625
1983.....	6,285	3,390	2,895
Percentage increase, 1973-83.....	66	56	78

**Table 2.—Benefits and beneficiaries under public employee retirement systems, by reason for benefit receipt, 1983**

System	Total	Age and service	Disability	Survivor	
				Monthly <sup>1</sup>	Lump-sum
Benefits (in thousands)					
Total.....	\$55,501,091	\$43,580,704	\$7,351,324	\$4,077,875	\$491,187
Federal employees, total.....	37,435,091	28,856,704	5,364,324	3,174,875	39,187
Civil Service.....	20,626,634	14,002,832	3,912,556	2,677,012	34,234
Armed Forces <sup>2</sup> .....	16,142,011	14,290,026	1,389,507	462,477	...
Other Federal programs, total.....	666,446	563,846	62,261	35,386	4,953
Contributory systems.....	259,368	222,839	13,427	19,216	3,886
Federal judiciary survivors <sup>3</sup> .....	2,253	...	...	2,253	...
Foreign Service.....	198,371	174,566	9,919	11,902	1,984
Tennessee Valley Authority.....	58,744	48,273	3,508	5,061	1,902
Noncontributory systems.....	407,078	341,007	48,834	16,170	1,067
Coast Guard <sup>2 4</sup> .....	277,870	229,174	40,443	8,253	...
Federal judiciary <sup>2 5</sup> .....	16,016	14,780	1,146	90	...
Federal Reserve banks and Board <sup>6 7</sup> .....	47,110	39,597	1,842	4,604	1,067
NOAA <sup>2 8</sup> .....	3,424	2,551	472	401	...
Public Health Service <sup>2 9</sup> .....	61,872	54,173	4,931	2,768	...
Tax Court <sup>2 10</sup> .....	786	732	...	54	...
State and local employees, total <sup>11 12</sup> .....	18,066,000	14,724,000	1,987,000	903,000	452,000
Beneficiaries (at end of year)					
Total.....	6,285,495	4,657,186	786,051	842,258	...
Federal employees, total.....	3,390,495	2,254,186	540,051	596,258	...
Civil Service.....	1,913,000	1,015,000	395,000	503,000	...
Armed Forces <sup>2</sup> .....	1,427,414	1,199,886	139,821	87,707	...
Other Federal programs, total.....	50,081	39,300	5,230	5,551	...
Contributory systems.....	15,268	11,568	1,167	2,533	...
Federal judiciary survivors <sup>3</sup> .....	189	...	...	189	...
Foreign Service.....	7,866	6,372	393	1,101	...
Tennessee Valley Authority.....	7,213	5,196	774	1,243	...
Noncontributory systems.....	34,813	27,732	4,063	3,018	...
Coast Guard <sup>2 4</sup> .....	21,267	15,950	3,615	1,702	...
Federal judiciary <sup>2 5</sup> .....	249	225	19	5	...
Federal Reserve banks and Board <sup>6 7</sup> .....	10,866	9,667	182	1,017	...
NOAA <sup>2 8</sup> .....	172	107	25	40	...
Public Health Service <sup>2 9</sup> .....	2,246	1,773	222	251	...
Tax Court <sup>2 10</sup> .....	13	10	...	3	...
State and local employees, total <sup>11 12</sup> .....	2,895,000	2,403,000	246,000	246,000	...

<sup>1</sup> Unless otherwise specified, number of survivor beneficiaries represents number of individuals.

<sup>2</sup> Survivor beneficiaries represent families.

<sup>3</sup> Excludes annuities to widows of Supreme Court justices. See footnote 5 below.

<sup>4</sup> Includes former Lifesaving and Lighthouse Service employees and their widows, through 1980; thereafter Coast Guard only.

<sup>5</sup> Includes Supreme Court justices and other Federal judges retired on salary as well as widows of Supreme Court justices receiving noncontributory annuities.

<sup>6</sup> Contributory Board Plan not available separately. Lump-sum benefits

relate to Board plan only.

<sup>7</sup> Survivor beneficiaries represent widows only.

<sup>8</sup> National Oceanic and Atmospheric Administration commissioned officers.

<sup>9</sup> Commissioned officers.

<sup>10</sup> Retirement pay for judges is noncontributory; survivor benefits are contributory.

<sup>11</sup> Benefits estimated by Social Security Administration from Census of Governments data for fiscal years; beneficiaries estimated from most recent (1982) quinquennial Census of Governments.

<sup>12</sup> Survivor beneficiaries represent payees, not necessarily individuals.

Source: Data reported by administering agencies, except as noted.

ing the program for members of the Armed Forces, made up about two-thirds of the benefit payments and more than half of the beneficiary population. These proportions have remained constant since the mid-1960's.

The average annual benefit amount by category of receipt for both Federal and State and local systems can be seen in table 4. Average benefits are shown in both current and constant (1983) dollars for selected years in the period 1973-83. Federal benefits increased in constant dollars by 19 percent over the decade. Increases occurred in all three categories of risk. Age and service benefits rose by 17 percent, disability benefits by 18 percent, and survivor benefits by 37 percent.

State and local systems, by contrast, showed a decline of 7 percent in real terms over the period. Automatic

cost-of-living increases are generally not the rule under State and local systems. In addition, as noted above, the beneficiary population of these systems has increased faster than the benefit payments, effectively lowering the average benefit. Under the State and local systems, the only average benefit to increase was that for disability, which rose 9 percent from 1973 to 1983.

Table 5 summarizes data on public employee retirement systems from 1954 to 1983. The amount of benefits paid and the number of beneficiaries are shown by category of benefit receipt. The share of benefits allotted to age and service retirees has increased 10 percent over the 29-year period, and the proportion of such retirees has increased 8 percent. The share of benefits going to disability retirees and the proportion of such retirees have decreased at the same rates. Similar time

**Table 3.—Percentage distribution of benefits and beneficiaries of public employee retirement systems, by reason for benefit receipt and level of administering government, 1973 and 1981–83**

Reason for receipt and level of government	1973	1981	1982	1983	Reason for receipt and level of government	1973	1981	1982	1983
	All levels of government, by reason for receipt					All reasons for receipt, by level of government			
Benefits, total.....	100	100	100	100	Benefits, total.....	100	100	100	100
Age and service.....	83	79	79	79	Federal.....	65	68	68	67
Disability.....	7	13	13	13	Civil Service.....	32	37	37	37
Survivor, monthly benefits.....	6	7	7	7	Armed Forces.....	32	30	30	29
Survivor, lump-sum benefits.....	4	1	1	1	Other.....	1	1	1	1
Beneficiaries, total.....	100	100	100	100	Beneficiaries, total.....	100	100	100	100
Age and service.....	84	74	74	74	Federal.....	57	54	53	54
Disability.....	6	13	13	13	Civil Service.....	31	30	30	30
Survivor, monthly benefits.....	10	13	13	13	Armed Forces.....	25	23	22	23
					Other.....	1	1	1	1
					State and local.....	43	46	47	46

**Table 4.—Average annual benefit amounts, by reason for benefit receipt and level of government, selected years 1973–83, in current and constant (1983) dollars**

Reason for receipt	1973	1981	1982	1983	Percentage increase, 1973–83	1973	1981	1982	1983	Percentage increase, 1973–83
	Current dollars					Constant (1983) dollars				
All public employee retirement systems, total.....	\$3,882	\$7,774	\$8,283	\$8,680	124	\$8,132	\$8,538	\$8,606	\$8,680	7
Age and service.....	4,261	8,314	8,819	9,358	120	8,926	9,131	9,163	9,358	5
Disability.....	3,918	8,280	8,914	9,352	139	8,207	9,094	9,272	9,352	14
Survivor, monthly benefits.....	1,839	4,274	4,629	4,842	163	3,852	4,694	4,810	4,842	26
Federal employee retirement systems, total	4,439	9,953	10,652	11,030	148	9,299	10,931	11,067	11,030	19
Age and service.....	5,212	11,468	12,310	12,801	146	10,918	12,595	12,790	12,801	17
Disability.....	4,026	9,058	9,717	9,933	147	8,433	9,948	10,096	9,933	18
Survivor, monthly benefits.....	1,851	4,812	5,180	5,325	188	3,877	5,285	5,382	5,325	37
State and local employee retirement systems, total.....	3,139	5,228	5,582	6,084	94	6,575	5,742	5,800	6,084	-7
Age and service.....	3,265	5,331	5,616	6,127	88	6,839	5,855	5,835	6,127	-10
Disability.....	3,524	6,507	7,244	8,077	129	7,382	7,147	7,526	8,077	9
Survivor, monthly benefits.....	1,812	3,094	3,527	3,671	103	3,796	3,398	3,665	3,671	-3

series data arranged by the level of administering government can be seen in table 6.

Important changes in the Federal civilian retirement program have occurred since 1983. The 1983 Amendments to the Social Security Act extended old-age, survivors, and disability insurance (OASDI) coverage to all Federal civilian employees hired after December 31, 1983, as well as to elected officials, Federal judges, and most executive level political appointees. It was the intent of Congress that such persons also be covered by a new Federal retirement system. This system, unlike the Civil Service Retirement System (CSRS), would be integrated with social security. Until such a system is formulated, new civilian employees are covered by the Federal Employees Temporary Adjustment Act of 1983 (Public Law 98-168).

Employees covered by this Act pay social security taxes and build up eligibility for OASDI benefits on the same basis as other workers. In addition, their employing agencies continue to contribute to the CSRS on their

behalf and the Treasury matches those contributions from general revenues, ensuring that such employees continue to be eligible for Federal benefits during the interim period. In practice, the only applicable benefits are those for survivors because the duration of these temporary provisions is not sufficient to establish eligibility for either retirement or disability benefits.

The original legislation for Public Law 98-168 provided that this provision would continue until the establishment of a new Federal retirement program, or until January 1, 1986, whichever was earlier. Legislation has been passed to extend the deadline to April 30, 1986. At the present time, a Federal Employees Retirement Act is being considered by a House-Senate Conference Committee, and a bill is expected to be agreed upon before the deadline. Full coverage of the new law will be the subject of a report in a forthcoming issue of the **Social Security Bulletin**.

Data on the retirement systems of State and local governments are aggregated from the 2,559 separate

**Table 5.—Benefits in current dollars and beneficiaries of public employee retirement systems at end of year, by reason for benefit receipt, 1954–83**

Year	Benefits (in millions)					Beneficiaries (in thousands)			
	Total	Age and service	Disability	Survivor		Total	Age and service	Disability	Monthly survivor
				Monthly	Lump-sum				
1954	\$1,300	\$831	\$301	\$69	\$50	\$850	559	180	110
1955	1,463	993	335	81	50	917	606	189	122
1956	1,665	1,153	360	96	56	1,004	672	197	136
1957	1,881	1,331	377	112	62	1,108	756	201	150
1958	2,156	1,534	419	135	68	1,222	835	217	170
1959	2,424	1,736	459	162	67	1,341	907	232	203
1960	2,674	1,921	492	185	76	1,448	977	247	224
1961	3,008	2,181	530	208	88	1,578	1,072	263	243
1962	3,303	2,401	571	229	97	1,688	1,150	280	259
1963	3,754	2,763	625	266	101	1,838	1,263	294	280
1964	4,253	3,151	693	296	113	1,984	1,372	310	301
1965	4,720	3,520	751	324	125	2,117	1,472	326	319
1966	5,479	4,104	857	382	135	2,293	1,607	346	340
1967	6,172	4,636	942	448	145	2,474	1,744	364	366
1968	6,926	5,250	1,022	492	162	2,666	1,890	378	388
1969	7,920	6,052	1,135	554	179	2,854	2,049	398	406
1970	9,355	7,210	1,312	645	189	3,050	2,204	419	427
1971	10,947	8,553	1,491	734	200	3,265	2,375	439	451
1972	12,783	10,039	1,687	837	220	3,474	2,543	456	476
1973	14,975	11,867	1,907	965	236	3,796	2,785	487	525
1974	18,052	14,382	2,241	1,171	258	4,136	3,035	518	583
1975	21,617	17,200	2,707	1,439	271	4,428	3,243	549	636
1976	24,526	19,506	3,096	1,641	282	4,739	3,747	577	688
1977	27,429	21,795	3,500	1,842	292	5,006	3,660	611	735
1978	30,873	24,452	3,985	2,111	324	5,175	3,791	648	737
1979	35,068	27,730	4,560	2,445	333	5,409	3,982	679	749
1980	41,060	32,416	5,371	2,896	377	5,659	4,200	708	751
1981	46,821	36,806	6,219	3,382	414	5,969	4,427	751	791
1982	51,812	40,659	6,953	3,762	438	6,202	4,610	779	813
1983	55,501	43,581	7,351	4,078	491	6,285	4,657	786	842

systems surveyed by the 1982 **Census of Governments**.<sup>1</sup> This quinquennial census is the only source of data on the beneficiary population of such systems. Intercensile beneficiary figures are estimated by the Social Security Administration's Office of Research, Statistics, and International Policy, based on the amount of benefits paid during the year.

A document published annually by the Bureau of the

Census<sup>2</sup> provides data on total benefits paid during the fiscal year, based on a sampling of State and local governments. Calendar year figures are derived from an aggregation of fiscal year data. The proportion of benefits assigned to each risk category is estimated by using the proportions observed in the most recent **Census of Governments** report. Data on Federal retirement systems are taken from the reports of administering agencies.

<sup>1</sup> Bureau of the Census, **Employee Retirement Systems of State and Local Governments**, August 1983.

<sup>2</sup> Bureau of the Census, **Governmental Finances in 1983–84**, October 1985.

**Table 6.—Benefits in current dollars and beneficiaries of public employee retirement systems at end of year, by level of government, 1954–83**

Year	Benefits (in millions)					Beneficiaries (in thousands)				
	All systems	Federal			State and local	All systems	Federal			State and local
		Total <sup>1</sup>	Civil Service	Armed Forces			Total <sup>1</sup>	Civil Service	Armed Forces	
1954.....	\$1,300	\$764	\$338	\$398	\$535	850	450	269	168	399
1955.....	1,463	868	380	456	595	917	490	297	180	427
1956.....	1,665	988	456	496	677	1,004	533	327	191	471
1957.....	1,881	1,106	536	531	775	1,108	584	369	200	523
1958.....	2,156	1,281	637	601	875	1,222	649	418	215	573
1959.....	2,424	1,499	740	664	975	1,341	722	476	230	619
1960.....	2,674	1,596	816	732	1,078	1,448	788	515	256	660
1961.....	3,008	1,805	909	845	1,203	1,578	869	559	293	709
1962.....	3,303	2,006	1,000	952	1,296	1,688	949	602	329	739
1963.....	3,754	2,304	1,149	1,097	1,450	1,838	1,044	643	382	793
1964.....	4,253	2,643	1,270	1,310	1,610	1,984	1,144	688	435	840
1965.....	4,720	2,945	1,384	1,430	1,775	2,117	1,231	729	481	886
1966.....	5,479	3,494	1,713	1,703	1,985	2,293	1,348	796	530	945
1967.....	6,172	3,952	1,906	1,960	2,220	2,474	1,445	831	590	1,029
1968.....	6,926	4,442	2,087	2,260	2,485	2,666	1,549	872	651	1,117
1969.....	7,920	5,085	2,346	2,631	2,835	2,854	1,650	910	714	1,203
1970.....	9,355	6,075	2,820	2,133	3,280	3,050	1,759	959	773	1,291
1971.....	10,947	7,127	3,329	3,660	3,820	3,265	1,886	1,026	831	1,379
1972.....	12,783	8,248	3,946	4,149	4,535	3,474	2,012	1,092	890	1,463
1973.....	14,975	9,660	4,808	4,679	5,315	3,796	2,171	1,192	948	1,625
1974.....	18,052	11,942	6,082	5,651	6,110	4,136	2,350	1,306	1,012	1,786
1975.....	21,617	14,592	7,532	6,808	7,025	4,480	2,480	1,372	1,073	1,948
1976.....	24,526	16,546	8,584	7,674	7,980	4,739	2,630	1,432	1,161	2,109
1977.....	27,429	18,429	9,626	8,479	9,000	5,006	2,735	1,488	1,208	2,271
1978.....	30,873	20,709	10,925	9,420	10,164	5,175	2,857	1,564	1,252	2,318
1979.....	35,068	23,578	12,519	10,642	11,490	5,409	2,946	1,617	1,286	2,463
1980.....	41,060	28,042	15,065	12,478	13,018	5,659	3,052	1,675	1,330	2,607
1981.....	46,821	32,066	17,565	13,939	14,755	5,969	3,217	1,805	1,364	2,752
1982.....	51,812	35,245	19,320	15,300	16,568	6,202	3,305	1,858	1,398	2,897
1983.....	55,501	37,435	20,627	16,142	18,066	6,285	3,390	1,913	1,427	2,895

<sup>1</sup> Includes Federal systems other than Civil Service and Armed Forces not shown separately.