

29 cents difference in the range of grants per capita between the middle-income group (\$43.56) and the low-income group (\$43.27).

As a result of minimum allotment provisions in certain grant programs, notably highway construction, higher grants per capita are received in the more sparsely populated States. Through most of the 1950's, for example, the highest grants per capita were received in Nevada, which had and, except for Alaska, still has the smallest population of any State.

In Nevada, the fifth State in terms of per capita income and with grants of \$67.35 for each person in the State, 54 percent of all grants received (\$36.24 per person) was for highway construction. An even higher proportion of total grants—74 percent—was received for highways in Wyoming, where grants totaled \$109.23 per capita. Almost 54 percent of Alaska's per capita grants of \$135.98 was for the construction of highways. Nor is this effect confined to the high-income States of small population: 65 percent of Montana's \$71.91 per capita grants was for highways, as was 60 percent of Utah's \$63.30. Both are middle-income States. Even in Idaho, a low-income State, 60 percent of the grants (\$65.59 per capita) went for highways—nearly four times as much as for public assistance.

In States where comparatively large sums are spent from State and local resources for public assistance, total grants per capita were also comparatively high because of the Federal matching requirements in the Social Security Act. In Oklahoma, which ranked third among the 17 low-income States, 51 percent of all Federal grants was for public assistance, or \$32.61 of the total of \$63.50 per capita. In Louisiana, ninth among the low-income States, with total grants per capita of \$65.77, 50 percent (\$32.77 per capita) of all grants was for public assistance and 33 percent (\$21.76 per capita) for highway construction, leaving only 17 percent (\$11.24 per capita) for all other federally aided programs.

Total grants to the States and localities in 1959-60 represented 2 percent of the personal income of the United States in 1959 (table 4) and 25 percent of State general revenues. On balance, grants represent a higher proportion of both these indicators in States with the lower per capita incomes. For the low-income States as a group, grants averaged 3 percent of personal in-

come and 31 percent of State general revenues; for the high-income group they represented 1 percent and 21 percent, respectively.

Total grants in 1958-59, reported in the BULLETIN of July 1960, represented 25 percent of State general revenues. It can now be added that those grants represented 14 percent of combined State and local general revenues³—a more meaningful relationship than the relationship to State revenues alone. Within the income groups of States there are wide variations from the overall pattern because of the wide differences from State to State in the division of revenue sources between the State and local levels of government.

GRANTS FOR SOCIAL SECURITY ADMINISTRATION PROGRAMS

In 1959-60, \$2,105 million was granted for the seven programs⁴ administered by the Social Security Administration. This amount represents an increase of \$95 million or about 5 percent from the preceding year; in the same period, total grants increased somewhat more than 8 percent. The Social Security Administration grants accounted for 31 percent of all grants in 1959-60, about the same proportion as in 1958-59. Of the total grants per capita of \$38.08 in 1959-60, those administered by the Social Security Administration accounted for \$11.73 per capita. They equaled $\frac{1}{2}$ of 1 percent of personal income in the United States and provided nearly 8 percent of all State general revenues.

³ Bureau of the Census, *Governmental Finances in 1959* (G-GF59-No. 2), Sept. 30, 1960.

⁴ Grants for medical assistance for the needy aged, the fifth category of federally aided public assistance programs and the eighth Social Security Administration grant program, were authorized by the 1960 Social Security Amendments in September, after the close of the fiscal year 1959-60.

Employers, Workers, and Earnings Under OASDI*

In the calendar year 1960, according to preliminary estimates, 74 million persons had taxable earnings of \$209 billion under the old-age,

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Old-age, survivors, and disability insurance: Estimated number of employers ¹ and workers and amount of earnings in covered employment for specified period, 1940-60 ²

[Data corrected to Mar. 15, 1961. Beginning 1951, annual data include self-employment; quarterly data exclude self-employment and, after 1954, agricultural labor. Beginning 1957, estimates are preliminary]

Year and quarter	Employers reporting wages (in thousands)	Workers with taxable earnings ³ during period (in thousands)	Taxable earnings ⁴		All workers in covered employment during period ⁵ (in thousands)	Total earnings in covered employment ⁶		
			Total (in millions)	Average per worker		Total (in millions)	Average per worker	
1940.....	2,500	35,393	\$32,974	\$932	35,393	\$35,668	\$1,008	
1941.....	2,646	40,976	41,848	1,021	40,976	45,463	1,110	
1942.....	2,655	46,363	52,939	1,142	46,363	58,219	1,256	
1943.....	2,394	47,656	62,423	1,310	47,656	69,653	1,462	
1944.....	2,469	46,296	64,426	1,392	46,296	73,349	1,584	
1945.....	2,614	46,392	62,945	1,357	46,392	71,560	1,543	
1946.....	3,017	48,845	69,088	1,414	48,845	79,260	1,623	
1947.....	3,246	48,908	78,372	1,602	48,908	92,449	1,890	
1948.....	3,298	49,018	84,122	1,716	49,018	102,255	2,086	
1949.....	3,316	46,796	81,808	1,748	46,796	99,989	2,137	
1950.....	3,345	48,283	87,498	1,812	48,293	109,804	2,274	
1951.....	4,440	58,120	120,968	2,081	58,120	148,000	2,550	
1952.....	4,450	59,576	128,724	2,161	59,576	161,000	2,700	
1953.....	4,350	60,839	136,003	2,235	60,839	173,000	2,840	
1954.....	4,350	59,610	133,588	2,241	59,610	172,000	2,890	
1955.....	5,050	65,203	157,772	2,420	65,203	195,000	2,990	
1956.....	5,100	67,612	170,689	2,525	67,612	214,000	3,170	
1957.....	5,100	70,800	181,421	2,560	70,800	231,000	3,260	
1958.....	5,100	70,200	181,000	2,580	70,200	233,000	3,320	
1959.....	5,200	72,700	203,000	2,790	72,700	251,000	3,450	
1960.....	5,200	74,000	209,000	2,820	74,000	263,000	3,550	
1953								
January-March.....	3,590	46,951	36,382	775	46,951	37,000	790	
April-June.....	3,662	48,220	35,963	746	48,497	39,000	800	
July-September.....	3,654	47,637	30,864	848	49,187	39,000	790	
October-December.....	3,652	41,353	22,824	552	48,046	41,000	850	
1954								
January-March.....	3,620	45,984	35,813	779	45,984	37,000	800	
April-June.....	3,726	46,790	35,084	750	47,115	38,000	810	
July-September.....	3,715	46,250	30,058	650	47,972	38,000	790	
October-December.....	3,768	40,292	22,598	561	46,984	41,000	870	
1955								
January-March.....	3,830	46,699	38,053	815	46,699	39,000	840	
April-June.....	3,951	48,660	38,776	797	48,888	41,000	840	
July-September.....	3,948	49,259	35,621	723	50,509	43,000	850	
October-December.....	3,985	44,847	28,054	626	50,120	46,000	920	
1956								
January-March.....	3,976	49,333	43,031	872	49,333	44,000	890	
April-June.....	4,055	50,940	42,547	835	51,234	45,000	880	
July-September.....	4,052	50,735	36,811	726	52,373	46,000	880	
October-December.....	4,063	45,182	28,958	641	51,533	49,000	950	
1957								
January-March.....	4,010	53,044	47,662	899	53,044	49,000	920	
April-June.....	4,153	54,544	46,364	850	54,858	50,000	910	
July-September.....	4,060	53,846	39,462	733	55,786	51,000	910	
October-December.....	4,065	46,561	28,884	620	54,274	52,000	960	
1958								
January-March.....	3,997	52,200	47,283	906	52,200	49,000	940	
April-June.....	4,110	53,300	45,690	857	53,600	50,000	930	
July-September.....	4,096	53,600	39,320	734	55,800	51,000	910	
October-December.....	4,100	46,600	29,279	628	55,100	53,000	960	
1959								
January-March.....	4,070	53,200	50,500	949	53,200	52,000	980	
April-June.....	4,160	55,300	51,600	933	55,600	55,000	990	
July-September.....	4,140	55,700	44,700	803	57,300	56,000	980	
October-December.....	4,100	50,300	35,400	704	57,000	58,000	1,020	
1960								
January-March.....	4,070	55,000	55,000	1,000	55,000	56,000	1,020	
April-June.....	4,190	56,500	54,000	960	57,000	58,000	1,020	

¹ Annual data represent number of different employers filing returns for year; quarterly data, number of returns for quarter. A return may relate to more than 1 establishment if employer operates several separate establishments but reports for concern as a whole.

² Excludes joint coverage under the railroad retirement and old-age, survivors, and disability insurance programs.

³ Represents reported workers with taxable earnings. Annual limit on taxable earnings was \$3,000 through 1950; for 1951-54 it was \$3,600; for 1955-58 it was \$4,200; beginning 1959, it is \$4,800.

⁴ Excludes earnings in excess of taxable limit.

⁵ Includes workers with earnings in excess of annual taxable limit. The difference between workers reported with taxable earnings and total in covered employment represents the number of wage and salary workers not reported because they had already earned the prevailing maximum annual taxable wages from an employer.

⁶ Includes earnings in excess of annual taxable limit. Because of program changes in 1951 and later, estimates beginning 1951 could not be made with the same accuracy possible for earlier periods.

⁷ Rounded to nearest \$10.

survivors, and disability insurance program. These totals represented increases of 1.8 percent and 3.0 percent, respectively, from those for 1959. Average annual taxable earnings in 1960, at an estimated \$2,820, were 1.1 percent higher than the average a year earlier.

Total annual earnings (which include both taxable and nontaxable earnings) were estimated at \$263 billion, an increase of 4.8 percent from the 1959 level. Average annual earnings, estimated at \$3,550, were 2.9 percent higher than in the preceding year. The contraction in business activity in the second half of 1960 is evident in the relatively small changes for the year in average earnings, on both a total and taxable basis.

The number of workers with taxable earnings during January–March 1960 (excluding the self-employed and agricultural labor) was estimated at 55.0 million—3.4 percent higher than in the first quarter of 1959. An estimated 56.5 million had taxable earnings in the second quarter of 1960; this number was 2.2 percent higher than that in April–June 1959.

Average earnings, taxable and nontaxable, were estimated at \$1,020 for both the first and second quarters of 1960 and represented increases of 4.1 percent and 3.0 percent, respectively, from the averages in the corresponding quarters of 1959. Average taxable wages in covered employment in the first quarter (\$1,000) were 5.4 percent higher than the average in January–March 1959. Although there was a seasonal decline in the second quarter, the estimated average of \$960 was about 3 percent higher than that a year earlier.

These changes were in line with the increases in average weekly earnings and average hourly earnings in covered industries. The experience in these 2 quarters also reflects the 1960 slowdown in the economy, since the rate of increase from the earlier year was less for the second quarter than for the first.

An estimated 5.2 million employers paid taxable wages in the calendar year 1960, about the same number as in 1959. There was practically no change from 1959 to 1960 in the number of employers in the first and second quarters.

Recent Publications*

SOCIAL SECURITY ADMINISTRATION

CHILDREN'S BUREAU. *Study of Staff Losses in Child Welfare and Family Service Agencies*, by William B. Tollen. (Children's Bureau Publication No. 383.) Washington: U. S. Govt. Print. Off., 1960. 193 pp. 55 cents.

Includes characteristics of professional staff, resignation rates, and reasons for resignations.

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE. *Interviewing in Social Security as Practiced in the Administration of Old-Age, Survivors, and Disability Insurance*, by Elizabeth de Schweinitz and Karl de Schweinitz. Washington: U.S. Govt. Print. Off., 1961. 99 pp. \$1.50.

Designed for use in in-service training.

GENERAL

BECKER, JOSEPH M., S.J. "Twenty-five Years of Unemployment Insurance, an Experiment in Competitive Collectivism." *Political Science Quarterly*, Vol. 75, Dec. 1960, pp. 481–499. \$6.00 a year.

Evaluates the Federal-State structure of unemployment insurance and the use of experience rating.

BERNSTEIN, IRVING. *The Lean Years: A History of the American Worker, 1920–1933*. New York: Houghton Mifflin Co., 1960. 577 pp. \$7.00.

Deals with the condition of organized and unorganized workers, the problems of mass unemployment, and the beginnings of a national relief program.

BREMMER, ROBERT H. *American Philanthropy*. Chicago: University of Chicago Press, 1960. 230 pp. \$4.50.

Surveys voluntary activity in the fields of charity, education, humanitarian reform, social work, foreign aid, and religion.

INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES. *State Unemployment Insurance Benefit Financing: Key Facts, Charts, Tables, 1946–59*. No paging. The Conference, 1960. 103 pp. Processed. Copies available from Utah Dept. of Employment Security, 174 Social Hall Ave., P.O. Box 2100, Salt Lake City, Utah.

KENKEL, WILLIAM F. *The Family in Perspective; a Fourfold Analysis*. New York: Appleton-Century-Crofts, 1960. 472 pp. \$6.00.

Discusses families in a variety of cultures, the family as an institution, the personal aspects of family living, and psychoanalytic factors relating to the family.

MALISOFF, HARRY. *Simplifying Unemployment Insurance Objectives*. (BIRC Publication No. 14.) Pasadena: California Institute of Technology, Industrial Relations Section, 1960. 32 pp.

MICHIGAN UNIVERSITY. BUREAU OF INDUSTRIAL RELATIONS. *Addresses on Industrial Relations, 1960 Series*.

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