

# INCREASING EMPLOYMENT OPPORTUNITIES FOR THE ELDERLY

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## HEARINGS BEFORE THE SUBCOMMITTEE ON EMPLOYMENT AND RETIREMENT INCOMES OF THE SPECIAL COMMITTEE ON AGING UNITED STATES SENATE EIGHTY-EIGHTH CONGRESS FIRST SESSION

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Part 1.—Washington, D.C.

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DECEMBER 19, 1963

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NOTE.—Three hearings on increasing employment opportunities were held and they are identified as follows:

Part 1—Washington, D.C., December 19, 1963.

Part 2—Los Angeles, Calif., January 10, 1964.

Part 3—San Francisco, Calif., January 13, 1964.

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# INCREASING EMPLOYMENT OPPORTUNITIES FOR THE ELDERLY

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THURSDAY, DECEMBER 19, 1963

U.S. SENATE,  
SUBCOMMITTEE ON EMPLOYMENT AND  
RETIREMENT INCOMES OF THE ELDERLY  
OF THE SPECIAL COMMITTEE ON AGING,  
*Washington, D.C.*

The subcommittee met at 10 a.m., pursuant to call, in room 1318, New Senate Office Building.

Present: Senators Randolph (chairman of the subcommittee) and Moss.

Present also: J. William Norman, staff director; Frank C. Frantz, professional staff member; Gerald P. Nye, minority professional staff member; Patricia Slinkard, chief clerk, and Marion Keevers, minority chief clerk.

Senator Moss (presiding). The subcommittee will come to order.

Senator Randolph, the chairman of the subcommittee, is presently engaged in a very important matter at the White House. I expect him to join us later.

Senator Randolph has prepared an opening statement. I will read that in his behalf so that it will be in the record in the beginning. His statement reads as follows:

This is the first of a series of hearings on increasing employment opportunities for the elderly, with particular emphasis on part-time employment. Of all possible solutions to the financial problems of senior citizens, the one which they themselves prefer is gainful employment, enabling them to continue as independent, self-sufficient, productive members of society. This is also desirable from the standpoint of younger people who, in many instances, must help their seniors bear financial burdens.

To the extent that older persons are able to meet their own pecuniary needs through their own resources, there is a lessening of the tax burdens and problems of support borne by younger people.

Our subcommittee will give close attention to part-time employment for the elderly. Many people of advanced age, while unable to undertake strenuous full-time employment, are fully capable of working part time, and want to do so. Thus they remain in the "mainstream of life," and retain a sense of dignity and usefulness. Working at least part time is beneficial to both their mental and physical well-being. They do possess skills; they are patient and thorough; they do have the right attitudes and good work habits.

And, part-time employment helps to solve their money problems. For many years, recipients of old age, survivors, and disability insurance who are 72 and older have been permitted to earn unlimited amounts without loss of OASDI benefits. Under recent amendments, such annuitants who are under 72 may earn up to \$1,200 annually without any reduction in benefits, and up to \$500 more a year with a loss of only \$1 for each \$2 earned.

In addition, an amendment of which I was a cosponsor, enacted in the 87th Congress provides that the first \$10 of an old-age assistance recipient's earnings and half the next \$40 of his earnings may be disregarded in fixing his grant.

Thus, increasing part-time employment for America's senior citizens is a practical means of contributing to national economic stability without substantial cost to the public.

The subcommittee will listen with interest to our witnesses as they testify as to what is being done by Federal and State Governments and by private organizations in providing part-time jobs for senior citizens. We will hope to indicate action to be taken to make available additional part-time employment opportunities for these deserving Americans.

Our first witness will be Mr. Moynihan, the Assistant Secretary of Labor, representing the Department of Labor. Will you come forward, please, Mr. Moynihan? We are glad to have you, sir; and the people you have with you. Will you introduce them, please?

**STATEMENT OF HON. DANIEL P. MOYNIHAN, ASSISTANT SECRETARY OF LABOR; ACCOMPANIED BY MRS. ARYNESS JOY WICKENS, OFFICE OF THE SECRETARY; AND ANTHONY FANTACI, CHIEF OF THE SPECIAL WORKERS BRANCH, U.S. EMPLOYMENT SERVICE**

Mr. MOYNIHAN. It is very kind of you. I have the pleasure to be accompanied by one of our more distinguished younger workers at the Department of Labor, Mrs. Aryness Wickens; and Mr. Anthony Fantaci who is the Chief of the Special Workers Branch of the U.S. Employment Service.

Senator Moss. We are pleased to have your associates you have with you.

Mr. MOYNIHAN. I would like to read a prepared statement which is brief but which is sufficiently statistical to warrant my reading it.

Senator Moss. We shall be pleased to hear it.

Mr. MOYNIHAN. We are honored to be here before you and we welcome with some considerable enthusiasm the subcommittee's interest in the subject which has been of increasing concern to the Department in the past year.

You ask us to appear before you, sir, at a time when I think it can be said we know something about a subject which perhaps as recently as a year ago we should have had to respond mostly with questions of our own rather than answer questions of yours.

In the past year I have had the pleasure of serving as alternate to the Secretary of Labor on the President's Council on Aging and on the Council's Committee on Employment which has been active throughout the year. We have conducted an extensive study of ways to improve employment opportunities for older persons in response to a specific directive we received to that effect from President Kennedy in his message on the elderly citizens of our Nation which he sent to the Congress in February of this year. He directed the Council on Aging "in consultation with private organizations and citizens to undertake a searching reappraisal of the problems of employment opportunities for the aged and to report to me by October 31 on what action is desirable and necessary."

We have made that report and it was with the President at the time of his death. It has now been submitted to President Johnson and we will be hearing much more of it in the very near future.

The point is that the growing importance of part-time employment, particularly for persons over 60, recurred again and again in our discussions. It is clear that there is a need to develop a variety of part-

time jobs at all levels of skill. For many older persons it is evident that full-time employment in the traditional sense is not the answer to their needs for income and for the satisfaction that comes with work.

The ideal, of course, is to provide each individual with a genuine choice of continuing to work part time or full time, or not working at all. It is exactly those terms which Senator Jennings Randolph described in his opening statement this morning.

At this point I would like to emphasize the great value which we place upon the Senior Citizens Community Planning and Service Act of 1963, Senate bill 1357, which President Kennedy urged in his message on the elderly citizens of the Nation and which Senator Smathers introduced into the Congress.

Part E of this bill would provide up to \$10 million a year for 5 years to State and local governments or bodies and approved non-profit institutions to encourage them to develop special employment projects for older persons in local community activities.

This bill is primarily designed for persons over 60 and in our mind primarily concerned with part-time employment. It represents a form of subsidized part-time employment in what would be community services that can be considered to be a kind that can be supported by tax funds. There are a great many of these.

We would estimate that some 20,000 persons who are now unemployed could be given work under a program of this kind with \$10 million from the Federal Government.

As to the kinds of work they can do we increasingly learn there is a demand for help in school lunch programs, for playground attendants, helping children in day-care centers, conducting training in employment in various crafts. The jobs which we would hope to be providing directly would also, we hope, stimulate a general effort by communities to think, "Well, what can you do in this field? What resources do you have that you are not using that you can benefit from?"

I think I should explain from the point of view of the Bureau of Labor Statistics what we mean by part-time employment and also to call to your attention what needs to be done. This is very much a relative term and it is not to be thought of perhaps as hard and as specific as we have sometimes done.

The Bureau of Labor Statistics uses part-time employment as anyone working a workweek of less than 35 hours. Anyone working from 1 to 35 hours a week on a regular basis is regarded as in part-time employment. I am sure a U.S. Senator would regard anybody on a 35-hour week as working part time.

Senator Moss. I concur.

Mr. MOYNIHAN. If you think back, a century ago the average workday, the standard workday, was 11 hours and the standard workweek was 6 days: not everyone got it. The standard workweek was 66 hours, almost double what we now regard as a standard workweek of 35 to 40 hours for statistical purposes. So it is something less than what other people are doing but not in any necessary sense a partial activity.

Twenty hours of work can be very full work for certain types of activities. Certain types of work only require 20 hours. It is a question of making it available to people who need it.

There is also the question of part-time employment on a seasonal basis which is an increasing pattern of some of our employment. In general we find part-time employment as defined here to be very much on the increase. Between 1949 and 1962, full-time employment rose 20 percent in America, part-time employment rose 62 percent, three times as great a rise. This is related to the expansion of economic activities where part-time employment is common, in trade and services, in retailing, in activities where people do have seasonal fluctuations, and where people can come and go on a part-time basis.

At the present time, we have working outside of agriculture 11 million people in the work force employed on a part-time basis. Now the point about this is that two-thirds of these persons prefer it. They report to our interviewers that is what they want to do; they are working part time because they wish to. Another third of them do it because that is as much work as they are getting at the time. The factory working part time is not uncommon in some parts of the country. Part-time workers constitute close to 30 percent of sales and service employees, about 15 percent of professional and clerical workers. About 65 percent of private household workers are part time.

Obviously, these 11 million people include a whole range of workers from very young to very old but it is interesting to us, important to us, how large a proportion of older workers are in fact part-time workers.

In October of this year, over one-third of the older men and one-half of the older women, by which we would say 65 years and older, one-third of the men and half the women who were employed in non-agricultural occupations, were working half time—38 percent of the men, 50 percent of the women. About 85 percent of both men and women in that group were working part time because they preferred to. This is what they wanted to do, corresponding exactly to the circumstances which Senator Randolph described in his statement.

We find this trend to be increasing. In the 1950's, 76 percent of the older men who worked at all held full-time jobs but 11 years later only 64 percent did.

This is a very clear declining trend. Most of the reduction occurred among men who worked all year around at full-time jobs. The proportion working full-time for only part of the year remained the same. In other words, that pattern of seasonal employment is obviously one which took hold first and we are now seeing a pattern of persons working fewer hours of the week; that group is rising although the full week is declining.

There is evidence, no question about it, as you know, Senator, that persons over 45 have increasing difficulty in finding employment. The group over 45, as a whole, has a fairly good employment record but if you lose your job at 45, to find a new one is very difficult. Here persons working short time have considerable trouble; and not a very attractive situation. Workers over 45 accounted for over two-fifths of all the persons in nonfarm jobs involuntarily working shorter hours in October.

There were 900,000 people over 45 working short time. For them it is short time, it is not part time. They would prefer to work a full week but they cannot get it. This is a situation to which I think this country must address itself if it is not going to find a very considerable

number of people in the full possession of their powers, at the height of their responsibilities, family men, in situations which are appalling to anybody who gets into such a position.

In October, about 70,000 or 16 percent of the unemployed persons over 55 wanted part-time employment. The other 84 percent, however, wanted full-time employment. People on the whole are looking for full-time work until they reach what is generally thought to be the retirement age, and increasingly 65 years is turning out to be the retirement year in America.

The past week has placed dramatic emphasis on the problem. The measure of the problem of part-time work for older persons is not the number of unemployed persons looking for part-time work. It is the millions of part-time workers and the need to develop still more such jobs to meet the rising demand as rapidly as possible.

It is important to find new types of part-time employment with additional employers both public and private in industry and in households wherever they may be found and to organize to get workers and jobs together.

Now the biggest single national agency that responds to Government policy in this area is the U.S. Employment Service, which is a Federal-State enterprise which now has 1,900 offices located throughout the Nation and which is turning its attention very much to this problem.

In this present active file of jobseekers with the Employment Service there are 125,000 persons over 65 years of age seeking work. Most of these are—three-quarters of them—are residents of our industrial States, our largest industrial States. The primary emphasis of the Employment Service has been and should be on finding full-time jobs, but I think it is pretty clear to us that we are going to have to begin thinking of part-time employment as a legitimate and sensible and worthwhile activity.

I think, in truth, that a great many of our institutions still have certain attitudes, say, inherited during the depression days of a generation ago, that part-time employment is what you get when you can't get more. We, I think, have been neglectful, too, in not getting into it. In fact, part-time employment is what a great many people want and a great many employers are finding that it suits their needs, too. Some of our employment agencies have done a good job at this.

In New York City, a special unit has been developed in the Employment Service handling applications from commercial agencies and such who want part-time help for rush periods, for seasonal jobs, whatever that may be. They have been very successful. They have been successful in two types of part-time work. One is for persons who only want to work, say, 20 hours a week. Another and perhaps increasing source of employment for older workers as well as younger workers is for jobs that are only part time but which can be put together to make up a full week's work.

We have done that, as you know, Senator, successfully in the Farm Labor Service. They have been able to work out pretty successfully the job of getting a full year's work for men who might work in the course of that time for 10 or 15 farmers but do it in succession and it turns out to be decent employment.

The California State Employment Service has done a great deal of work in this field. They have been particularly successful, I think, in homemaker services, which is a special type of activity. It has seen its fullest development in a country such as Sweden where mature women are made available in households where someone is ill, someone is disabled, someone is old and beyond caring for themselves. They provide the services of a woman who has raised her own family and has learned a great deal about how to run a household. It can be a very useful, effective form of employment for those people, and a very valuable social service or just a service.

The employment service in California has done a very interesting thing, we think, in a group called senior home repairers, which is to take men from the skilled building trades and crafts, who own their tools, who know their trade, who have retired, but who want to work a little bit. They go around to houses doing the small repairs. A leaky faucet does not look like much of a problem but if you don't know how a faucet works you can't fix it. These fellows can come around and do that work. It turns out to be much needed and very much welcomed by the men involved.

In Dallas, Tex., the employment service has produced much the same type of program and again has found it very successful. These activities are not just limited to the U.S. Employment Service. Many industries which have some sense of relationship to a craft, a rather discrete body of employees, have found themselves able to do this.

The printing industry is the best example which has come to our attention. The printing industry is one which is characterized by very highly skilled men, it has been since it began five centuries ago. Men get better as they get older in printing. Nevertheless, they retire. In 1961, the printing industry began a nationwide placement service as it were, of older printers, retired printers, who would be willing to do a little bit of work, and made this service available to printers, to employers at rush periods, for special jobs which needed people with special talents and who were not available full time in their locality.

They have put these two things together with great success and in the actual experience of the industry they have more calls for persons such as this than they have printers on their rosters. If there were quite a few more printers interested in doing part-time work they could all be employed on this basis.

I think what we are seeing here among other things, is the development of a very sensitive labor market, a sensitive economy, where people trying to economize find use for the very specialized services, for specialized purposes, limited periods of time, which is characteristic of a lot of organizations growing up in a city like New York, and employment services are responding in the same way.

We think there is a great opportunity here to provide employment that is needed on a part-time basis. It will take some imagination. It is not the line we have been working in. There is no reason in the world why we should not move in this direction, however. This is very much in our minds at the moment.

Thank you, sir.

(Statement of Mr. Moynihan follows:)

STATEMENT OF DANIEL PATRICK MOYNIHAN, ASSISTANT SECRETARY OF LABOR

I am pleased to have this opportunity to represent the Department of Labor today in discussing with you the need for improving the part-time employment opportunities of senior citizens.

It has been my privilege to serve as alternate to the Secretary of Labor on the President's Council on Aging and the Council's Committee on Employment. This committee has conducted an extensive study of ways to improve employment opportunities for older persons, in response to a directive from President Kennedy in his message on the elderly citizens of our Nation in February 1963. He directed the Council on Aging: "in consultation with private organizations and citizens, to undertake a searching reappraisal of problems of employment opportunities for the aged and to report to me by October 31, 1963, on what action is desirable and necessary."

The report of the President's Council on Aging has been submitted to the President, and is now under consideration. While I am not at liberty to discuss the details of this report until its release, I can say that the subject of part-time employment opportunities was given considerable attention. Interested agencies and individuals were consulted extensively and arrangements were made for a number of special studies on the employment status of older persons. Your committee's inquiry is, therefore, especially timely and helpful.

The growing importance of part-time employment, particularly for persons over 60, recurred again and again in our discussions. It is clear that there is need to develop a variety of part-time jobs at all levels of skill. For many older persons, it is evident that full-time employment in the traditional sense is not the answer to their needs for income and for the satisfaction that comes with work. The ideal, of course, is to provide each individual with a genuine choice of continuing to work, part- or full-time, or to enjoy well-earned leisure.

There are various ways in which the problem of part-time employment can be approached. It is certain that community effort will be required to bring together people who need to work with the people who have work to be done.

SENIOR CITIZENS COMMUNITY PLANNING AND SERVICES ACT

At this point, I should like to emphasize the great potential value to older persons of the Senior Citizens Community Planning and Services Act of 1963, S. 1357, which President Kennedy urged in his message on the elderly citizens of the Nation. Part E of this bill would provide up to \$10 million a year for 5 years to State and local governments and approved nonprofit institutions to encourage them to develop special employment projects for older persons in local community activities.

This bill is primarily designed for men and women 60 years of age and over. It is estimated that 20,000 such men and women who are unemployed could be given work each year under such a program. They would be engaged in community activities such as assisting with school lunch programs, working as playground attendants, helping care for children in day-care centers, and conducting training for employment in various crafts. While this proposal is not limited to the development of part-time employment opportunities, it would undoubtedly result in part-time jobs with pay for older persons now unemployed. In addition to the jobs which would be provided directly by the bill's projects private and public organizations and agencies should also be stimulated to provide several times that number of jobs, including part time, with their own financing.

DEFINITION AND EXTENT OF PART-TIME EMPLOYMENT

Before proceeding further, I think we should define "part-time employment" and look at its extent among all age groups. As a rule, we use the definition adopted by the Bureau of the Census and the Bureau of Labor Statistics in the monthly report on the labor force, that is, a workweek of less than 35 hours. We have not used the term to refer to seasonal employment. Persons 14 years old and over who worked 1 to 34 hours in the survey week are counted as employed part time. In addition to standard occupational information, questions are asked concerning their reasons for working less than 35 hours. This is the source of most of our information on part-time employment.

Each year more men and women are employed in part-time jobs. While full-time employment rose by about 20 percent between 1949 and 1962, part-time employment rose by about 62 percent. Expansion in the trade and service industries, which have traditionally employed large numbers of part-time workers, accounts for much of this increase. Part-time employment is continuing to rise at a significant rate, and for the future, projections of the labor force indicate that it may have an even greater impact on manpower than in the past.

About 11 million persons are now employed on a part-time basis outside of agriculture, two-thirds of them because they prefer to work part time. Part-time workers constitute close to 30 percent of sales and of service employees, and about 15 percent of professional and clerical workers. About 65 percent of private household workers work part time. These 11 million workers include people of all ages, old and young. Young people, both boys and girls, work part time while they are in school. Many women work part time, especially middle-aged and older women.

It is thus important to consider whether the needs of different age groups for part-time employment are different and whether efforts to improve part-time employment opportunities require different techniques to serve different age groups.

If we consider persons over 65, part-time work for those who are employed is quite general. In October 1963, over one-third of the older men and one-half of the women who were employed in nonagricultural occupations were working part time. The high percentage of persons 65 and over working part time as compared with younger workers is shown on the following table:

*Nonagricultural employees employed part time, October 1963*

[Percent]

Age	Male	Female
20 to 24.....	15	20
25 to 34.....	6	26
35 to 44.....	6	29
45 to 64.....	8	25
65 and over.....	38	50

Approximately 85 percent of both men and women 65 years of age and over who were working part time were doing so out of preference, rather than for economic reasons.

This preference for part-time work has grown quite noticeably in recent years. At the beginning of the 1950's about 76 percent of older men who worked held full-time jobs, but in 1961 only about 64 percent were full-time workers. Most of this reduction occurred among the men who worked all year at full-time jobs; the proportion working full time for only part of the year, i.e., less than 50 weeks, did not change significantly.

There is, of course, abundant evidence that not only men and women over 65, but also those over 45, once out of work, have more difficulty finding new employment than younger people. This is not merely a matter of age per se; it is often a matter of education. These middle-aged workers deserve the utmost consideration. They are heads of families, often at the peak of their family responsibilities. We should, therefore, consider a broad age range when we discuss special employment programs for so-called older workers. For this reason, the President's Council on Aging, in its report, took into consideration workers 45 and older, although it is recognized that the problems of those under retirement age are often quite different from those of persons who have retired.

#### OLDER WORKERS ON PART TIME FOR INVOLUNTARY REASONS

When workers in their forties and fifties work part time rather than full time, this is not likely to be from choice, but from necessity.

Workers 45 years and over accounted for over two-fifths of all the persons in nonfarm jobs involuntarily working shorter hours in October 1963—a total of over 900,000 persons. They were working less than 35 hours per week because of slack work, material shortages, or inability to find full-time jobs. The inability to find full-time jobs was the principal reason why nearly half of the

older men and about two-thirds of the older women were on part time. The prevalence of involuntary short-time work increases with age. This is especially true of older men.

I think we would all agree that for people now working part time who want to work full time, somewhat different programs are involved than for those who are looking for part-time work. This is not the place for an extended discussion of ways to promote growth of the economy so that more jobs will be available although we must recognize that this is basic. As I understand the concern of this subcommittee, it is with the need for and ways to find part-time employment for older persons who are not seeking full-time work. Although general economic and manpower measures will be helpful in promoting not only full-time but also part-time employment, some different approaches will be required to meet the needs for part-time employment fully, particularly for our senior citizens.

This October, about 70,000, or 16 percent of the unemployed persons over 55 who were looking for work, wanted part-time employment; the other 84 percent wanted full-time employment. One-eighth of the men and about one-fifth of the women wanted part-time work. For persons over 65, the proportions are much higher. Furthermore, many more older persons not now at work might welcome part-time work if it were available. The figures I have cited represent persons who were reported as unemployed and actively seeking work in the week of the October 1963 survey. Others may have stopped trying.

The measure of the problem of part-time work for older people is not the number of unemployed workers looking for part-time work in any one month. It is the millions of part-time job workers and the need to develop still more such jobs to meet the rising demand as rapidly as possible. It is important to find new types of part-time employment, with additional employers, both public and private, in industry and in households—wherever they may be found, and to organize to get workers and jobs together.

#### PART-TIME EMPLOYMENT ACTIVITIES OF THE FEDERAL-STATE EMPLOYMENT SERVICE

I should now like, Mr. Chairman, to turn to the work of the Federal-State Employment Service and to report on what is being done with respect to part-time employment.

As you know, this nationwide service now has some 1,900 local offices, serving thousands of employers and referring workers of all ages to jobs in a tremendous range of occupations. The active file of jobseekers in these offices this month alone includes some 125,000 applicants 65 years of age or over. Almost three-fourths of them are in eight of the highly industrialized large States: Pennsylvania, New York, California, Massachusetts, New Jersey, Illinois, Ohio, and Michigan.

Although the primary emphasis of the Employment Service is on full-time jobs, it is filling an increasing number of orders from employers for part-time workers, in the course of its regular operations. This reflects the rising trend of part-time employment as, for example, in retail trade and in such service occupations as restaurant and hotel work.

For older workers—defined broadly as over 45—the Employment Service has had an active program for a considerable time. There are older workers specialists in all States who are responsible for development and promotion of the efforts of local offices on behalf of older workers; counseling, job development, and placement. These efforts are substantial, but I think we would all agree that more needs to be done.

While there is no widespread organized program in the Federal-State Employment Service for serving part-time workers, the Service has carried out a number of programs which have implications for the improvement and expansion of services to such workers.

Within the framework of the occupational-industrial pattern of organization of employment offices in some major metropolitan areas, a number of specialized offices deal with part-time workers because of the nature of the industries or occupations on which they concentrate. For example, over the years a special unit has been maintained in the office of the employment service in New York City which handles commercial jobs, to solicit jobs and refer applicants interested in part-time work. There are similar offices in other cities. New York City also has a network of household employment offices which fill many part-time jobs.

The California State Employment Service has successfully carried out a number of programs which have produced new or expanded part-time job opportunities for older workers. A program for homemakers and home managers was developed to utilize the abilities and experience of older women from the business, teaching, and social work fields in connection with the problems of the elderly housebound. The women are given specialized training, and assume certain responsibilities on a part-time basis. They are not domestics. A program to employ senior home repairers was tailored to supplement social security income. A pool of men from the skilled trades, over 65 years of age, who have their own tools, do simple repairs around the home. They do not wish full-time work. San Francisco visitors are provided with walking tour guides to points of interest. The program is sponsored by the California Historical Society.

These California projects, while they affect relatively few persons, are indicative of various approaches that can be used to develop and expand part-time job opportunities for middle-aged and older workers. To many of the persons so employed, the projects have meant the maintenance of self-respect and financial independence.

In Dallas, Tex., in 1962, the Employment Service conducted a part-time worker demonstration project to determine the potential for part-time employment in the area and to develop procedures to provide maximum services to part-time workers and to employers. The project demonstrated that employers prefer mature applicants in filling certain types of part-time jobs and that there is a substantial and growing demand for women interested in part-time employment. More than three-quarters of the openings received were open to workers 45 years of age and over. Occupations covered a wide range from package wrappers and charwomen to bookkeepers, policewomen, and teachers in the following types of industries and establishments: retail trade, finance, motels and restaurants, theaters, hospitals and health services, schools, government agencies, business services, and personal services.

Thus, the U.S. Employment Service is in fact engaged in part-time employment activities, but on a limited scale within present staff limitations. Experience gained from these special placement activities for part-time workers can be utilized elsewhere and should result in some increase in this type of service. However, full realization of the potential would require substantial additional staff.

More comprehensive and effective services should include not only direct services to applicants and employers but also programs to stimulate unions, employer organizations, and industrial and professional groups to provide employment services to their retiring members, utilizing facilities of the public employment service where they are appropriate.

Many agencies and organizations can and should be enlisted in an organized effort to develop part-time jobs for older workers. Joint action by older workers themselves, as well as by industry and labor groups, can be used effectively to promote their employment, both part time and full time. An outstanding example is the program of the printing industry. Realizing the loss to the industry through the retirement of skilled workers, the printing industry in 1961 created a free, nationwide, placement agency for retired workers with specialized experience. An employer in need of a worker with a particular specialized skill to meet a production commitment can contact the agency and get the names of qualified men and women in his locality who may be retired but who would like to get back to work. The plan is working well, with many more jobs available than retired personnel to fill them. The printing industry placement agency has also launched a successful consulting service using retired graphic arts specialists as consultants.

In the professions, as well, there are numerous examples of job-finding services for retired members.

In view of the growing number of retirees, as well as the difficulty which elderly persons are finding in obtaining suitable employment, a wide-scale effort needs to be made to identify and develop part-time job opportunities in private industry, nonprofit organizations, and public agencies at all levels. Fortunately, some of the fastest growing industries, such as the services industries, are in need of part-time employees. The outlook for part-time job opportunities, therefore, appears to be relatively good, particularly if a concerted effort is made to develop an effective approach to the problem.

Senator Moss. Thank you, Mr. Moynihan. That was a very interesting statement. There is a lot of good information here. Obviously a lot of work has been done on the problem.

I have been wondering about the attitude of employers. Is there any disposition to break jobs down, as it were, to permit part-time employment rather than full-time employment, or is that considered disadvantageous by the employer? Is it better to have a full-time employee on all the time, or can two or more part-time workers do it as well?

Mr. MOYNIHAN. I don't know if I can speak for employers but I can say something has appeared, a system of employment has appeared which would indicate this is the case, Senator. Increasingly, businessmen have organized groups which provide part-time employees. You have heard of Manpower, Inc., perhaps. These are people who, if you are an employer and need an extra 2 days of typing, will provide you the typist for 2 days. They sell you a service like any other service but in this case it is an employee for that short time.

This is turning out to be an efficient mode of organization and these organizations, if I understand it correctly, are growing and perhaps will continue to do so. It is a way of doing things more efficiently, business seeks that and it is a good thing to do.

Senator Moss. The company hires the employee when there is something specific to do and there will be a period when they do not need that employee.

Mr. MOYNIHAN. Exactly. It is turning out to be a good way to run a business. In retail trade this becomes very much the pattern because retail trade varies so from season to season and from hour to hour in the day.

Senator Moss. And days in the week, I suppose.

Mr. MOYNIHAN. Exactly.

Senator Moss. In reading through your prepared statement I notice that on the bottom of page 11 you say that the "full realization of the potential" of the U.S. Employment Service for placing workers in part-time employment "would require substantial additional staff."

Has there been any estimate made of the additional appropriations required to exploit this potential?

Mr. MOYNIHAN. Sir, as I recall, and we have talked about this, we have estimated there are about 55 major metropolitan areas in the country. If we were to set up a part-time employment specialist in these areas, in each one to work up a program or to set up a service of this kind, it would take 250 to 275 jobs in an average unit of 4 persons per metropolitan area, which would cost us about \$2 million a year.

If you went to the smaller metropolitan areas as well, I think it would cost about \$3 million a year to do this.

Senator Moss. Has any request been made yet for budgetary funds to cover this?

Mr. MOYNIHAN. No, sir; but we have not yet concluded our consideration.

Senator Moss. You are still in the discussion stage?

Mr. MOYNIHAN. Yes.

Senator Moss. There has been suggested a question I would like to put to you, Mr. Moynihan. Your statement indicates that part-time employment thus far has been concentrated in certain occupations such

as sales and services and in the professions. Have any proposals been made for making more part-time employment opportunities in manufacturing and other occupations, such as skilled manual work?

Mr. MOYNIHAN. Sir, I couldn't say whether any such proposals have been made but I think I can speak for our own Department of Labor and I think I can reflect what I believe to be the views of the American labor movement in this area.

Here you run into the problem of unemployment in the areas such as manufacturing, where every year the number of full-time employees is declining, has been dropping and dropping and dropping. As Mr. George Meany said to President Johnson when he met with him about 2 weeks ago at the AFL-CIO Executive Council meeting, there are fewer persons working full time in manufacturing today in America than there were 10 years ago, fewer persons working in private employment than there were 10 years ago.

We have 4 million persons out of work at this point of whom most would wish to work full time. While there are persons seeking full-time work in areas such as manufacturing, I think it would be our view, we ought to try to provide full-time jobs for them.

Senator Moss. That is what complicates this problem so much, is it not, the fact that we have a hard core of unemployment that we have not been able to wipe out in the last several years?

Mr. MOYNIHAN. Exactly. You must not think of part-time employment as taking jobs away from men with full-time employment because it is a problem of skills involved. People who are being employed part time, who wish to be, are providing skills that are in short supply in many cases. They are not taking jobs away from other men, at least in the areas they are concentrating in; they are simply doing what is more in demand.

Unfortunately, you have a great many people with skills that are not in demand. Senator Randolph is at the White House this moment for the signing of a bill passed by the Congress just this last week, which we think will be one of the major pieces of legislation we will ever get to bring this supply and demand in line.

Senator Moss. There is a proposal made in a number of quarters that the workweek generally ought to be reduced, perhaps to a 30-hour week or something of that sort. What impact would this have on part-time employment?

Mr. MOYNIHAN. The first impact is that the Bureau of Labor Statistics would have to revise its definition or everybody would be on part-time employment. I don't know that this would have that kind of effect.

The object of those proposals is to increase the number of persons working full time but for shorter workweek; now in areas where there is a surplus of labor or shortage of jobs, however you want to define it. The avowed honorable objective of those proposals is to give jobs to people who are now out of work full time and seeking to work full time.

Again I don't think you would find it would make any difference among these retired printers who are in short supply and could probably work full time this moment if they chose to. They are working part time because it makes sense and also it makes economic sense for the industry to have people who are available to fill in at peak periods with special skills.

Senator Moss. The impact would be felt in areas where there is a surplus of labor anyway; that is your point?

Mr. MOYNIHAN. I would hesitate to say where the impact would be felt. It could take two forms. It would increase the cost of manufacturing beyond competitive points, it could produce unemployment.

As you know, sir, it is our view that the answer to employment is to create more jobs, not to cut the workweek of people who are now employed.

Senator Moss. On page 4, Mr. Moynihan, you give us some figures on the percentage of sales and service employees and professional and clerical employees and private household workers who work part time.

I wonder if you could give us figures also on the skilled trades and operatives, similar to what you have given here in these areas?

Mr. MOYNIHAN. Senator, we do have them. I think you will find it is a very low figure excepting for retired persons who choose that option. About 10 percent is Mrs. Wickens' expert memory. I will submit that for the record in exact terms.

Senator Moss. Will you submit that for the record and we will have it here for our consideration?

Mr. MOYNIHAN. Yes, sir.

(The information furnished follows:)

The percent of those at work who worked part time in October 1963 was: Craftsmen, 9.5 percent; operatives, 15 percent.

Senator Moss. Do you have a figure of the number of people in skilled trades that are seeking part-time employment?

Mrs. WICKENS. Yes, sir; I believe we can supply that for you. It will not be up to date because this is a small group on a current basis. But I can take an annual average and give you a rough notation from some earlier figures, sir.

Senator Moss. Fine. If you will supply that for the record, we will appreciate it.

Mrs. WICKENS. We will be very glad to.

(The information furnished follows:)

Among the unemployed who were looking for part-time work during the first 9 months of 1963, there were about 25,000 persons who last worked full time as craftsmen, and about 75,000 who last worked full time as operatives. These part-time jobseekers accounted for 5 percent of all unemployed craftsmen and over 7 percent of all unemployed operatives.

Senator Moss. I think I have no further questions. I must commend you for a very excellent statement. We appreciate your being here. If there are any other comments or anything you wish to put in the record we will be glad to have them.

Mr. MOYNIHAN. Sir, we would simply wish to encourage you in this enterprise. We think it is more than of passing importance.

Senator Moss. The subcommittee does intend to go on and hold field hearings in various parts of the country and get as much information as we can on this subject.

Mr. MOYNIHAN. Thank you, sir.

Senator Moss. Thank you very much.

Our next witness will be the Honorable Margaret Schweinhaut, who is chairman of the Maryland State Commission on Aging.

We are very pleased to have you with us today. With the reservation that the bells might ring and we might interrupt you at some point, we shall be pleased to have you go ahead with your testimony.

**STATEMENT OF HON. MARGARET SCHWEINHAUT, CHAIRMAN,  
MARYLAND STATE COMMISSION ON AGING**

Mrs. SCHWEINHAUT. Thank you very much. I am certainly happy to be here. I shall try, through my very quickly devised testimony, to give you some of the aspects of this problem, as we see it, who are dealing directly in the communities.

I am chairman of the Maryland Commission on Aging. This commission resulted from legislation passed by the General Assembly of Maryland in 1959 and is composed of 17 members drawn from the public and heads of the various departments of the State.

Maryland has 23 counties. Under the auspices of the State commission there are 18 county commissions on aging and 1 in the city of Baltimore. We have a budget of \$25,000 this year, three full-time employees and several part-time employees. We are not an operating agency but have managed to put a number of projects into operation under our auspices but financed by voluntary groups and by the counties themselves.

While this commission's work was begun independently of the passage of the White House Conference on Aging bill, the outright grant by the Congress of \$15,000 made available to us made it possible quickly to alert the citizens in all parts of the State to the problems which elderly people face and to interest them in taking some responsibility.

Thus we were able to begin a project for the training of occupational therapy assistants—incidentally, a very fine part-time work—financed jointly by county health departments, and TB, and Heart Association and the Federal Vocational Rehabilitation Agency. This has proven so successful that the State now has taken it on as a statewide program.

We were able with financial backing of the State medical society to hold what we called an "Appointment With Health Month" whereby we stressed through all communication media the importance of physical examinations for older people. Those who could afford it went to their private doctors. Those who could not, got free examinations. Over 700 people applied for this help.

As a result, the National Institutes of Health is now financing as a 3-year project a clinic directed specifically toward the needs of older people.

Most recently, working in cooperation with the State employment security office, we have begun the training under the Manpower Retraining Act of practical nurses. This program involves unemployed people, both men and women. There are a great many more projects which this small commission has undertaken with considerable success.

We find that the communities are ready for these projects, this is, insofar as their interest is concerned, but unfortunately, few local governing bodies are ready to advance funds to bring them into actuality.

It has been a matter of great distress to me that the outstanding work made possible by the small outright grant of Congress in preparation for the White House Conference on Aging and which resulted in these commissions being formed in all of the States, should have been allowed to a large extent to fade away and to die of financial malnutrition.

I believe that many States now have no commissions. If it is true, as has been projected, that our lifespan in the foreseeable future is

to be 100 to 125 years, then the loss of impetus generated during 1959 and 1960 and 1961 will prove to have been very costly indeed.

I might interpose, Senator, that sometimes I believe if our older people would break some windows or knock down street lights or generally become delinquents, more attention would be paid to their needs. Many of the measures that have been passed to curb delinquency in youth come about because youth make themselves and their needs so obvious that we have to do something about it. The crime rate among the young in addition to, of course, our feeling for young people brings action. But it is the very quietness of the older people that adds to the difficulty of getting programs into operation which older people need so critically.

I am not advocating that seniors go about breaking street lamp-lights. There seems to be only one way older people can make their presence felt, and that is through the ballot. While this path has not been followed so far in our country (except in spotted places), I think the day is fast approaching when it is going to be used unless our Federal Congress takes considerable leadership as, of course, the evidence of this hearing here today indicates will be done.

I hope that that leadership will be expedited.

Turning now to the specific problem with which this hearing is concerned, the first official act of the Maryland Commission on Aging was to bring to the attention of Governor Tawes the inequities existing in the State employment service with respect to hiring policies. Upon our recommendation the Governor issued an executive order banning calendar age as a consideration for State employment with the single exception of the State police.

We followed this up by contacting all major employers in Maryland and had a fair response. We have had free donations of billboard space in this effort and much free TV, radio, and newspaper publicity. We have been able to bring into operation two voluntary groups, one in Baltimore City and one in Montgomery County, which are placing people 60 and over in employment.

They don't say, "We won't take a person as 50," but their main emphasis is on the 60 and older group. Both of these voluntary groups are doing an outstanding job. Both will probably have to close up before too long because they simply do not have the money to continue.

From the experience of these two groups I believe we touch the essence of the part of the bill we are discussing today. These people are usually 60 and over. They are not interested in pension plans. They are not interested in vacations, and they are not interested in other fringe benefits. Definitely they do not want charity. They are determined to stay off the welfare rolls. Incidentally many of them would not feel such pressure to work were it not for the fear of illness and the high cost of that illness which would bring in its wake dependency. Because of the great diversity among these people help must be given to them on a community basis.

It has become critical that the benefits to be found in this bill be quickly felt in the community. Not only job placement but the deep need for counseling services to older people who, especially if they are recently retired, find it very difficult indeed to adjust to a job with probably little prestige, with smaller pay, and quite a bit below the work status the man or woman had recently enjoyed.

Attitudes must be changed and it is true that no matter how mature the calendar says we are, few of us are truly mature in our attitudes toward ourselves—present company excepted, Senator.

This becomes more pronounced as we get older. Therefore, the need for help in changing these attitudes, for help in accepting a changed role, is very important. These kinds of difficulties cannot be handled in large, busy, impersonal offices. They must be handled within the community by people who know the community and who are sensitive to the human problem they are attempting to help solve.

In 1960, the Labor Department recognized this when in an official bulletin it said:

The Government can improve general understanding across the country but it is in the communities where people live that the problem exists. That is where a man or woman is going to get a job or not get a job. That is where new and more realistic attitudes must be created.

When public attitudes are changed then and then only will the lot of the older worker improve. Our State commission is a changer of public attitudes in this field but the change is heartbreakingly slow because, for lack of money, we cannot employ the tools which would quicken the pace.

In Baltimore City our commission was able to inspire a group of recently retired business executives to establish an employment service for elderly men and women. There is no charge to either the applicant or to the employer. A church has donated its basement for an office. One paid employee and many volunteers operate the office 3 days a week. It set a budget for itself of \$12,000 a year. It has been able to raise only a little over \$3,000 and the paid employee is rapidly becoming a volunteer.

From April to October of this present year, 529 persons applied for help in finding work. One hundred and sixty-four job opportunities were developed. Eighty-nine persons were actually put to work. The work opportunities available and not filled were mostly for salesmen on a commission basis and for live-in housekeepers and companions, neither of which have too much appeal for our older people. To do an adequate job this group needs \$12,000 a year. In fact that is a very modest sum but where can it get the other \$9,000?

Under the terms of this bill I believe this project would be entirely eligible for help and it is certainly a worthy one. This is one of the two projects I mentioned which might very well go out of existence because of lack of financial help, and a relatively small amount is needed.

The project in Montgomery County grew out of a local conference held under the auspices of the State commission in preparation for the White House Conference on Aging. Here the Federated Women's Clubs of the county have appropriated over a space of 3 years \$1,000 a year to organize an employment service within the county. A very large group of dedicated women in the county opened an office in a recreation building. This office also operates 3 days a week. Last year it received an extra \$400 from interested citizens. In the first 6 months of its operation there were 240 applicants.

Senator Moss. I am sorry I am going to have to interrupt you. I have to go vote in the Senate. I will be gone about 10 or 15 minutes, I think. If you would not mind waiting I will be back.

Mrs. SCHWEINHAUT. Not at all. I will be glad to start all over again.

Senator Moss. No, it has been very good. You are making an excellent record here. I am most interested in the experience you are having in your State. So I want to hear the rest of it. I may have a few questions I would like to ask you but I do have to leave and answer the roll.

(Whereupon, a brief recess was taken.)

Senator RANDOLPH (presiding). Will you please resume your statement, Mrs. Schweinhaut?

Mrs. SCHWEINHAUT. I have given the majority of my testimony with respect to the actual kinds of projects which are going on within communities to find employment for older people and the fact that these projects, while they are under the auspices of the State commission on aging, are being carried on by voluntary groups who are raising their own money. They are in pretty desperate straits at this point and it is questionable how long they will continue because of the lack of funds. It would be my hope that the Congress, which has proven many times that it can act very quickly, would very quickly act on this measure and make it possible to save these kinds of community groups which are doing such outstandingly successful work.

In the State of Maryland, if we had the money to do it, there is no doubt that we could get voluntary groups in all 23 of our counties to seek out employment for older people, both part time and full time, and help adjust the person to the job and do it very satisfactorily.

This bill would, in my understanding, furnish the money to do just that.

I also think that the National Service Corps would be beneficial for those older people who do not need to supplement their incomes but who desperately need something worthwhile to do.

Those of us working in the communities where older people live know the need for decent housing; we know the need for adequate medical coverage; we know the need for nursing homes and people to staff them; we know the need for recreation and educational opportunities; we know the need for employment of our healthy, competent older people.

We have also come to know that it is very difficult to get action. It is extremely difficult to get the splendid Federal programs down into the communities where people live. It has been 3 years since the White House Conference on Aging. A great deal of fine work has been done. I cannot too highly praise Dr. Kent and his staff and Commissioner Winston and our own Burton Aycock, our regional HEW representative, for the work they have done. But a great deal was hoped for from the White House Conference on Aging and a great deal was believed in which has not come about in the 3 years following that conference.

Too many citizen groups have become discouraged and have given up. Through this bill we might be able to get on with the job of bringing into fruition that which we know is needed. Through the grants delineated in this bill we could test the wisdom of the projects and find out whether they actually would stand the ultimate test of time.

I think it is important for the Congress to understand that we in the States are not asking—and I hope this bill is not merely interested in—alleviation of the bad situations that exist today. What we are talking about is the opportunity now to test the answers for the days to come when the problem will be far more critical.

Therefore, I would like to see the whole grant portions of this bill go forward speedily. If only the employment area can get through, then let us get on with that. I see this bill as a beginning on the problems which in 20 years may be terribly critical and very costly unless we know from experience just what it is that will work well when more and more people are living to be 100 years of age and over.

So, I will say with profound feeling that I would hope that this committee and the Congress of the United States would hurry on with the passage of this bill.

Thank you, Senator.

Senator RANDOLPH. Mrs. Schweinhaut, you are referring to S. 1357; is that correct?

Mrs. SCHWEINHAUT. Yes, Senator.

Senator RANDOLPH. There are similar measures pending and of course that legislation is very much in the thinking of the members of this subcommittee and the committee. We are attempting to determine this morning the need for employment or part-time employment for our elderly folk.

I wonder if you could help us by giving us any information which you could provide the subcommittee from the standpoint of the Maryland picture of the need of these older folk for gainful work.

Mrs. SCHWEINHAUT. Senator, there can be no question of the need. I gave an illustration earlier in my testimony, pointing out that from last April until October of this year a project which we were able to inspire in the city of Baltimore resulted in 530 people, 60 and over, seeking employment from this brandnew organization.

In our county, where we have the second voluntary organization, we have literally hundreds and hundreds—they have been operating for over 2 years—they have had over a thousand people come to them to seek employment. There is hardly a day—as a matter of fact I had to have an extra phone put into my home—there is hardly a day that people don't call me asking what they should do about employment.

The question of the need is thoroughly established. I can give it to you certainly in statistics with respect to our State. Secretary Moynihan gave it to you nationwide.

Senator RANDOLPH. Will you provide the subcommittee with supplemental material?

Mrs. SCHWEINHAUT. We can give you estimates based on these two actual experiences. In addition to that, the State employment service has an area of interest in this, too. They would have fine statistics on those people who go to the governmental agency for just this kind of help.

So, I will be happy to give to you figures illustrating need to the extent that we can.

(The information furnished follows:)

*Statistics with reference to older workers (65 and over) counseling service of the State Employment Service, Baltimore, Md.*

Number of applications in active file as of November 1963..... 1,506

This represents 3.4 percent of the total active file for State employment service.

Placements—age 65 and over in 1963..... 3,054

This represents 3.4 percent of the total placements for State employment service.

*Statistics with reference to Over-60 Employment Counseling Service, Baltimore, Md.*

By the end of January 1964, this service had been in operation for 10 months. During this period, it has been operated by volunteer help on Tuesdays, Wednesdays, and Thursdays, from 10 a.m. to 4 p.m. Its greatest handicap has been lack of funds to pay for the services on which it is relying, and to meet other out-of-pocket expenses.

During the 10 months of operation:

It registered 597 applicants for employment: 330 male, 267 female.

It placed in employment 115 applicants: 76 male, 39 female. Full time, 48; part time, 47; temporary, 20. (In addition, 48 persons were given 1-day assignments in a 1-day paid study project.)

Applications withdrawn, 78; applicants still registered, 404; possible job opportunities brought to the attention of the service, 308.

Sources of these job opportunities: Radio, 42; TV, 6; newspapers, 64; State agencies, 19; contributors to the service, 4; persons placed for employment, 8; Information and referral service of the Health & Welfare Council of the Baltimore Area, 13; board members of the service, 52; staff members of the service, 100.

To illustrate the types of positions filled, it might be noted that during January 1964 the following 14 positions were filled: Carpenter (2), accountant, bookkeeper, babysitting (2), housekeeper, parking lot attendant, guard, hotel desk clerk, estimator, commercial paint jobs, treasurer-bookkeeper, stock clerk, watchman-elevator operator.

As of the end of January 1964 the classification of the positions available for filling, if qualified applicants register with the service, were as follows:

*Positions available*

Classifications	Full time	Part time	Temporary
Automotive, rewinding generators, starters, etc.		1	
Babysitting	3	2	
Bank custodian		1	
Bank currency department wrapper		1	
Bank teller	1	1	
Bank mortgage clerk	1		
Bank new accounts clerk	1		
Buyer of wastepaper	1		
Carpenter		1	
Child care	5		
Clerk	3	1	1
Companion	4	3	
Engineer—Electrical background	1		
Engineer—Mechanical background	1		
Grower (greenhouse)	1		
Handyman	1		
Housekeeper	6	1	
Hostess		1	
Manager of shopping center area	1		
Meatcutter	1		
Mechanical supervisor of swimming pools		1	
Nurse		1	
Salesmen and salesladies	2	7	
Secretary	1		
Stenographer-bookkeeper	1	1	
Service station attendant		1	
Sewing	1	1	
Shop foreman	1		
Switchboard operator		1	
Supervisor—Activities in church property		1	
Taxi driver		1	
Telephone work at home		1	
Typewriter mechanic		1	
Watchman		2	
Total	36	32	1

*Statistics with reference to Over-60 Employment Counseling Service, Montgomery County, Chevy Chase, Md.*

By the end of December 1963 this service had been in operation for 2 years and 9 months.

Total applications for this period----- 335

Placements:

1961-----	29
1962-----	33
1963-----	57

Total----- 119

This service is operated on Mondays, Tuesdays, and Thursdays, from 10 a.m. to 1 p.m. The service has one part-time paid employee. All other help is volunteer.

Senator RANDOLPH. Senator Moss and I, who were privileged to hear your statement and comments, would want the record to clearly indicate what the Maryland State Commission on Aging, which we believe is a very active organization, is doing, and also what the activity of other groups, State and local, or individual citizen participation means from the standpoint of helping these older Americans to receive gainful employment. We believe that your statement today is an excellent summary of what has been done.

Senator Moss, is there any further comment you would have, sir?

Senator Moss. I certainly want to commend Mrs. Schweinhaut for this very fine statement. I was impressed with the effort that has been made and your indication that the handicap of lack of financial support is limiting the effort, which would indicate one place where we certainly ought to give some attention, in two regards. One, I was impressed with your discussion of the counseling services which are so important to older people who have to make an adjustment in their mental attitudes as they cross the line and do less work but still want to work and still want to have the independence that comes from employment, the feeling of being needed; and also your discussion of the training that is going on in Baltimore in some areas where there is a shortage of supply, like practical nurses.

I remember that particularly and my experience, which is rather limited in this area, would indicate there is a definite shortage in the area of practical nurses. So, I have found it most enlightening and very helpful and I appreciate your statement.

Mrs. SCHWEINHAUT. Thank you, Senator.

Senator RANDOLPH. Thank you very much.

Dr. Kent, please.

**STATEMENT OF DR. DONALD P. KENT, DIRECTOR, OFFICE OF AGING,  
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE**

Dr. KENT. Mr. Chairman and members of the committee, it is a pleasure to be here representing the Department of Health, Education, and Welfare and to applaud the Senate committee for moving into this very important area. It is one that we feel is of vital importance to a great many of our older citizens and we are delighted that you are pushing ahead in this area.

Mr. Chairman, the Office of Aging, of which I am Director, has the responsibility within the Department of Health, Education, and Welfare, for coordinating and stimulating programs for older people. Part of our efforts are directed toward the stimulation of opportunities for employment.

I think we have to understand certain basic trends which have been occurring with regard to employable persons. Since the turn of the century, the labor force participation of men 65 years of age and over has been steadily declining. For example, at the turn of this century in about 1900, two-thirds of the men who were 65 or over were employed. Today this is down to less than one-third.

So, we see the steady decline of employable persons.

Senator RANDOLPH. That applies also to persons 45 years of age and over; is that correct? As well as, let us say, 65 and older?

Dr. KENT. That is correct, Mr. Chairman. But it is particularly noticeable with the 65 years and older group.

Senator RANDOLPH. But increasingly as a person advances in his or her age they find difficulty of new employment; is that not right? If they are in jobs they can hold them, at least in a degree. But if they are looking for employment they find a very difficult picture. Is that not right?

Dr. KENT. That is correct. In fact, it is one of the anomalies, that every time we go to an employer and we say to him, "Tell us who are your most valuable employees," he will almost invariably name his older employees, the people who have been with the company for many years. But if for some reason or other, because of automation or because of change in techniques, these people are thrown out of work, the older person finds the greater difficulty in becoming employed.

In fact, I could put in the record some data we have indicating the length of time that people are out of work by age. As you say, there is a steady increase in this period of unemployment.

Now with this downward trend though, we have one interesting thing and that is in recent years there has been an upswing in the increase in part-time employment, the topic with which this committee is concerned.

This has been a very significant increase. In my formal statement (that we have in the record) we document this and we indicate that today one out of six employed persons is working part of the time. One out of four women who are employed work part time. This part-time employment is particularly of importance to the people who are 65 and over.

In the years after 64 the proportion of part-time employment steadily increases. For example, one out of four men between 65 and 69 are employed part time; and when you go between ages 70 and 74 it is one out of three people who are employed part time. When you get beyond this age it becomes one out of two men who are employed on a part-time basis.

Senator RANDOLPH. Dr. Kent, what type of work are these people doing in part-time employment?

Dr. KENT. Chiefly they are in the service areas; we do find that they can be employed as homemakers, as waitresses, as sales personnel. But there have been some very unusual and interesting community experiments. One that comes to my mind is in a midwestern community, a

suburban community, where they discovered that it is very difficult to get carpenters, painters, and other mechanics. Some very enterprising person got the idea that there were probably a lot of retired people who would do these tasks. They did two simple things: One, they posted an ad asking how many older people who would be interested in working part time: "Will you tell us what skills you have, how many hours a week would you be willing to work? what rates would you charge?"

Then by mimeographing a list of these people and distributing them throughout the community they were able to get many people to hire them.

Another similar example is in Cleveland where they now have a system known as "party aids" or "party helpers." This was a situation which had this as a background. Today nearly all of us like to give parties. Very few of us have full-time domestic servants; we do need help when we are giving a party.

The thought was that there are lots of older women who would like to help out and who would be qualified. So they brought together a group of older women asking, "Would you like to be party helpers?" They gave them some training in terms of making hors d'oeuvres, making martinis, and so forth. Then they put a little ad in the paper, "Party helpers available," they gave the rate, a dollar and a quarter, or a dollar and a half an hour.

They used homebound, older women to serve as the contact points. This has proved a very lively service. In fact, some of the older people who are going out and doing this are saying, that they enjoy this thoroughly because now they go to a party once a week.

It is, of course, augmenting their income at the same time.

This would lead me to something that I think we would have to consider, and that is the meaning of work, the meaning of work to older people, the meaning of work to all of us. Quite apart from the fact that work gives us money, work does a lot of other things for us and I think it is important for us to recognize some of these things.

Senator RANDOLPH. At that point, I had an employer tell me recently that some of the older workers in the plant were more valuable than the younger workers for a very definite reason. Their skills were not as finely drawn, their coordination was not as good, but he said their attitude was good.

So, he could lessen the aptitude a little because he was getting more in the attitude. I think those words "attitude" and "aptitude" here are very important as we consider this. The stability of the older worker. This is very real, is it not?

Dr. KENT. This is very real. Many studies have been made, for example, at Cornell University, and studies which have been made by a distinguished economist at Duke University, Dr. Juanita Kreps, regularly showed what you have just pointed out.

In fact this attitude, this willingness to work, and also their experience and "know-how" frequently more than compensates for any decline which may have occurred in terms of physical stamina.

But I think work does many things for us. For example, it occupies time and gives a pattern to daily living. I think this is very important. It gives us status and independence and a sense of worth. It offers social contacts. Think about how many friends we make through our occupations.

It provides, of course, intellectual and physical stimulation which is, of course, important to both our psychological and physical well-being.

It satisfies a need for a meaningful and useful accomplishment. In this regard, Mr. Chairman and members of the committee, some of the research that is being done at the universities is very germane.

Dr. Wilma Donohue, at the University of Michigan, has been carrying on some research on the importance of work activities. This is being financed with a special grant from the Vocational Rehabilitation Administration.

Among the things she has done is go to a hospital population and provided these people with meaningful work. She comments on the results of her experiment here. She says this:

The results of this demonstration indicate that approximately three-quarters of the older State-county hospital patients achieved a higher level of self-care and independence and that approximately half can be returned to the community.

Another very interesting experiment was in a home for the aged in New York where they brought work opportunities to the people in the home. They discovered that patients and residents of the home which before had stayed in their room, came out in the workshop to work even though the remuneration really was very small, merely enough for a little spending money, something of this nature. It was the psychological impact of it that was important.

I don't mean here to completely disregard the fact of work as an important adjunct in terms of income supplementation. Let me say that earnings are one of the two most important sources of income for older people. Approximately one-third of the income of older persons derives from insurance programs such as OASDI and railroad retirement.

An additional one-third of the income of older people today comes from employment. In fact, we have a vested interest as a society in keeping people employed not only from the viewpoint of their own personal well-being but from the national viewpoint. If we had to replace what they are now getting from earnings by some kind of public contribution this would be an enormous sum.

Let me say that all of the studies have indicated how important it is to keep people working. It is one of the anomalies of our time that people today reach retirement age of 65 in better health than they ever were before and yet are being retired.

Senator RANDOLPH. I had a man tell me yesterday who is 73, he was a very important industrialist in the State of Michigan and held responsible positions, he has a son who is living in Washington, D.C. So he and his wife determined that they would come here, not to interfere with his son's life as he said, but be a little nearer and live in a little milder climate than upper Michigan has in the winter. Without attempting to say that I have the responsibility of securing employment, he just came to talk to me about the fact that he was alert—I saw this—he had a fine record of leadership in business as an executive and he indicated that, "Here I have several years of really productive life and how do I go about it? Whom do I see? Where do I make contact?"

This is important, is it not, that we find ways, channels through which these people can secure part-time employment? Do you have any help for this man? Where would he go now, a man 73 years of age?

Dr. KENT. There are a variety of sources to which he could turn, Mr. Chairman. The U.S. Employment Service, as Secretary Moynihan pointed out, in many areas do have what are known as "older worker specialists" whose task it is to try to find places for the older worker.

They also have older worker counselors whose task it is to try to advise the older person, help him to take inventory of what his skills are and where they can best be used.

In many areas there are also State commissions on aging which have programs to which he could turn for help. In the District of Columbia they do not presently have a District commission on aging to which the person could turn, but if he were living in Maryland, for example, the commission of which Mrs. Schweinhaut has just spoken very eloquently, is a source to which he could turn for help. Health and welfare councils frequently are also sources.

I think there is no question about it that the case that you have described, Mr. Chairman, is all too typical. In fact, our surveys show this. For example, one made by the Public Health Service indicated that of the men who are 65 to 74, over a quarter had no physical disability whatsoever. Then you get another large percentage, probably 40 to 50 percent who may have one chronic condition but it really is not a severely limiting one.

So, you see, a great majority of people are able to work and our indications are from people who retire that very few of them want to retire voluntarily.

I think your gentleman points up something that we are aware of and that we must keep constantly in mind. That is that we cannot deal with people as if they were a statistic. We have to individualize this. There are as many different desires among older people as there are among younger people.

As a consequence we cannot hope to develop one single program that is going to meet the needs of all older people but we have to develop a multiplicity of programs to meet the variety of needs that exist.

In all of this we have to constantly give individuals the freedom of choice, whether it be in housing so that he can choose to live alone or in an apartment house specifically designed for older persons; whether it is employment, he should have the choice, we feel, to retire with an adequate income after years of service if he desires but at the same time if he wants full- or part-time employment this choice should be available.

Mention has already been made of the Senior Citizens Community Planning Service Act of 1963. It was introduced in the Senate by Senator Smathers and in the House of Representatives by Congressman Mills. I would again underscore the fact that this legislation would provide a grant program of \$50 million over a 5-year period to stimulate the employment of older persons.

This same measure would also provide other grants. It would provide grants for State commissions such as the one Mrs. Schweinhaut heads, and would enable these commissions, these State bodies, to move in and do a community job in many areas, including employment.

There are also embodied in this bill grants for demonstration projects. I would hope that some of these demonstration projects would be in the area of part-time employment as an adjustment to retirement.

Let me say that within the Department of Health, Education, and Welfare we have been very conscious of this. Many of our programs have been geared to encouraging this.

The Congress, in 1961, liberalized the so-called "earnings test" in order to encourage the part-time employment of older people. The Congress, again in 1962, amended the Social Security Act and made certain changes in the public welfare parts of it which are of great importance. Most important was a shift in attitude from merely meeting the need to relieving dependency.

Part of this is that today a person on old-age assistance, if the State elects to pass necessary legislation, can keep up to \$30 a month from earnings without a reduction in his old-age assistance payment.

This, we feel, is an important step in encouraging work, encouraging independence, and at the same time raising the standard of living.

Mr. Chairman, let me conclude by again saying that the Department of Health, Education, and Welfare is vitally interested in this. Our Vocational Rehabilitation Administration has many programs designed to encourage employment. The Welfare Administration has been pushing in this area. The Social Security Administration is concerned with it. The entire Department stands ready to cooperate with you in your efforts here to expand opportunities for employment of older people.

(Statement of Dr. Kent follows:)

STATEMENT OF DR. DONALD KENT, DIRECTOR, OFFICE OF AGING, WELFARE  
ADMINISTRATION, ON PART-TIME EMPLOYMENT FOR OLDER WORKERS

Mr. Chairman and members of the committee, the responsibilities of the Office of Aging include the stimulation and coordination of programs for the aging in the Department. Employment affects and is affected by several programs of the Department of Health, Education, and Welfare. Health affects the ability to continue working; the level and conditions for receipt of social security benefits affects the desire and the need for continued employment; opportunities for employment of older persons affect the need for old-age assistance payments; prospects for vocational rehabilitation directly affect employability. We recognize also that employment of older people is affected by overall levels of employment opportunities. The older jobseeker is often at a disadvantage in competition with younger workers, and when there are millions of unemployed this will extend even to part-time employment.

TRENDS IN EMPLOYMENT AND RETIREMENT

Since the turn of the century, the labor force participation of men 65 years of age and over has decreased substantially. In 1900 more than two-thirds of the male population 65 and over were in the labor force; less than one-third are now. It should be noted that labor force participation of men 65 and over was dropping before the advent of social security; the rate of decline accelerated when retirement benefits became effective; participation rates rose in the war years when job opportunities increased and competition from younger groups decreased, and resumed its decline following war years.

PART-TIME EMPLOYMENT

In recent years, another development has taken place in the employment picture as a whole—a significant increase in part-time employment. While full-time employment at all ages rose by about 20 percent between 1949 and 1962, part-time employment rose by about 62 percent. In October 1963, according to the Monthly Report in the Labor Force, almost 11 million persons were employed

on a part-time basis, based on the census definition of less than 35 hours a week. (The average is about 16 hours.) Women of middle age and youth, particularly those of school age, account for a great proportion of part-time employment.

The 1960 census shows that while about one out of six employed persons works part time, one out of four women works part time. Part-time employment is significant in the employment of older men: of employed males 65 and over, about one out of three worked part time in contrast to about one out of eight of all employed men. In the years after age 64, the proportion of part-time employment steadily increases from one in four men between 65 and 69, one in three of men 70 to 74, and about one in two of men 75 to 79. (Table 194, U.S. summary population, 1960.)

#### TEMPORARY EMPLOYMENT

Temporary and seasonal employment is another important source of income to supplement retirement benefits. The proportion of men working only part of the year increases significantly at 65 and after. From 14 to 19 percent (the higher percent among those 75 and older) of males 65 and over worked 13 weeks or less in 1959 as compared to 2 percent for those in the prime working years.

The proportion of older women who work part of the year is greater than for men, but not substantially greater than for women in the younger years (18-22 percent as compared to 11-16 percent of younger women). The data for part-time and temporary employment cannot be added together since there is undoubtedly a degree of overlapping.

#### OLDER PEOPLE WANT TO WORK

It is apparent that many older persons wish to work when we consider that in October 1963 about 3 million men and women 65 years and older were in the labor force: 28 percent of the men of the population aged 65 and over, and 10 percent of the women in that age group.

It is also evident that part-time employment would not meet the needs of all older persons. In October 1963, only one out of eight of the male and one out of five unemployed women aged 55 and over who were seeking work preferred part-time employment.

Nevertheless part-time employment quite obviously meets a desire and need for employment among many of those 65 and over, for in this age group a larger proportion are engaged in part-time employment than in any age group other than those of school age from 14 to 17.

#### *Involuntary retirement*

A very small proportion retire as a matter of free choice. A BOASI study some years back found that less than 5 percent of the retired males retired voluntarily while in good health. Approximately 11 percent retired because of compulsory retirement systems, 21 percent because their jobs had been discontinued, and 7 percent were retired by employers because they considered the aged employees unable to work. Thus, at least about 40 percent had been forced to retire (Slavick and Wolfbein in Tibbits "Handbook of Social Gerontology").

#### *Meaning of work*

What does work mean to older people? Obviously it means a higher income and higher standard of living. But in addition to income considerations, work gives an older person something to do, some place to go, and someone to talk to. Work opportunities can make substantial contributions to psychological and social adjustment. Dr. Wilma Donahue, supported by a VRA special project grant, has reported on the rehabilitation of geriatric patients in hospital settings. In one of these—a county hospital—an intensive work program including a sheltered workshop was provided in addition to training in self-care, physical therapy, and a program of creative and social activities. The results of this demonstration indicated that approximately three-fourths of the long-stay county hospital patients achieved a higher level of self-care and independence and that approximately half can be returned to the community.

In another instance, long-term patients in a nursing home who had been provided in the past with opportunities for activity such as in the arts and crafts were brought into a program of extremely routine production activities for which they were paid very small sums. Even though the payments were small, perhaps sufficient for petty cash for spending money or for occasional gifts to

grandchildren, the consequences of this opportunity to work for pay were higher levels of psychological and social adjustment.

These are instances of older persons in very poor health. It is apparent that for older persons in good health opportunities for paid employment are even more significant. In our society work in itself is considered to have a moral value and to be a measure of social prestige and social worth. Let us list some things a job is and does beyond providing income.

- (1) It occupies time and gives a pattern to daily living.
- (2) It gives status, independence, and a validation of worth.
- (3) It offers social contacts.
- (4) It may provide physical and intellectual stimuli.
- (5) It satisfies the need for usefulness and accomplishment.
- (6) It even provides a legitimate excuse for getting out from underfoot in one's family.

#### *Income of older persons—Older people need to work*

Employment income, whether from full-time or part-time work, still constitutes one of the two most important single sources of income for persons 65 and over. It is, therefore, of great importance not only to the individual, but to our society generally. Thirty-two percent of the income of persons aged 65 and over derives from governmental pension programs not based on need (that is, OASDI, railroad retirement, and government employees—local, State and Federal—combined), 33 percent of income derives from employment. Obviously, it would require enormous public expenditures to make up the difference in the incomes of older persons, if employment did not continue to be available to them after age 65.

Retirement means a severe reduction in income for most older persons—on the average retirement income is one-third of the income of employed persons aged 55-64. A table in "Employment, Income and Retirement Problems of the Aging," edited by Dr. Juanita Kreps, shows a mean income in round figures for men aged 55 to 64 with full-time employment of \$6,000, and a mean income for men aged 65 and over without full-time employment of \$2,000. A similar pattern is apparent for women. Although men and women at age 65 and over still fully employed have incomes averaging less than in the younger age group, their income when they do retire from full-time employment is less than half that of those who continue to work. As Dr. Kreps observed, "The very magnitude of income decline associated with the ending of gainful employment serves to restrict retirement to those who can afford to retire."

#### *Older persons are physically able to work*

The national health survey conducted by the Public Health Service (series B-11, table 10) shows that most older men and women are in sufficiently good health to work; as reported in household interviews. In the age group 65-74, more than a quarter (26.5 percent) of the men and more than a fifth (22.6 percent) of the women suffer from no chronic condition. An additional one-third (33.9 and 42.3 percent) have one or more chronic conditions but have no limitation of activity. Even for those 75 years and older 45 percent have no limitation of activity. Still others have no limitation on regular work activities though they may be limited in games, hobbies, and so forth.

#### *Freedom of choice*

In any discussion of older persons it is important to consider these people not en masse, but in their infinite variety. Proposals and programs need to be considered in relation to certain basic criteria. Does a program recognize individual differences? Does it recognize the worth and dignity of every individual? Does it recognize the right of every individual to freedom of choice? There is no one solution. We must be constantly seeking partial solutions which afford a variety of real choices so that the individual can make choices best suited to his needs, capabilities, and desires. Freedom implies the existence of reasonable alternatives, to live in one's own home, or boardinghouse or home for the aged; to continue working or retire; to work full time or part time, to work for pay or on a voluntary basis.

Numerous studies reveal that the bulk of workers, and especially men, are reluctant to retire and do so mainly because of ill health or inability to find jobs. There are differences amongst occupations and income levels, but apparently no study has so far revealed more than one-fourth whose retirement is voluntary. This is not surprising even if we not consider reduced income.

For after all, 40 or 50 years of work can be habit forming whether we consider work an intrinsic virtue or a necessary evil.

Nevertheless, there is a growing social acceptance of enjoyment of leisure as part of a way of life. Donahue and others in the chapter on retirement of the "Handbook of Social Gerontology" observe that in some instances "retirement attains an aspect of liberation from situations which are reminders of inadequacies or injustice, and thus holds out a promise of comfort which should not be underestimated."

#### *Adjusting to retirement*

Studies of adjustment to retirement indicate that while there are wide individual differences, there are marked similarities among individuals in broad occupational groupings. Unskilled and semiskilled workers face a somewhat different set of problems than men in the white collar, middle-income group. And even these problems that are similar to both groups are reacted to differently by the blue and the white collar groups. Although less extensively documented, there seems to be substantial evidence that professional persons and executives of large business face yet a different set of problems and react differently than either of the other two groups.

For example, adequate retirement income is seldom a major problem for those who have had a chance for major capital accumulation, whereas the financial problem looms as a large concern for other retired groups. On the other hand, finding meaning in life apart from work is a problem for many executives, whose success in no small part has been a result of their complete commitment to their work.

For executives and professional men, life to be meaningful must offer some challenge and opportunity for the exercise of their education, intelligence, and experience. Since society also has a stake in their utilizing these attributes, devising ways of doing so is one of the important challenges of our time.

#### **PART-TIME WORK AS AN ALTERNATIVE**

Certainly if part-time or temporary employment were to become sufficiently available so that it were a halfway point or compromise which helped to make up for the loss of income and for the loss of other values associated with work, many older persons would be more willing to face the transition.

Reference was made earlier to the relatively rapid growth of part-time employment opportunities. This is a development of fairly recent years. Resistance to part-time work has been due to the added workload involved in payroll and personnel processes and increased supervisory burdens, which were significant considerations for large employers. The recent development of machine equipment for payroll and personnel records makes this processing not as costly as it was formerly. Also, there has been relatively rapid growth in occupations in the service and trade sectors of the economy, and these adapt well to the use of part-time and temporary employees. Libraries, banks, and other financial institutions with peakloads at the end of the day or the end of the week are increasingly recognizing advantages in the use of part-time workers. While the preponderance of jobseekers wish full-time work, a significant proportion are interested in part-time employment as was indicated earlier. Twenty percent or more of workers in the professional and technical occupations, sales and private household work, prefer part-time employment.

#### *Federal legislation and HEW programs encourage part-time work*

In recent years social security amendments have encouraged part-time work. The 1961 amendments to the Social Security Act modified the so-called retirement test to reduce deterrents to work. When a beneficiary earns \$1,200 a year or less, he and his family get all of their benefits for the year. If the retired worker earns more than \$1,200 in a year, \$1 of the benefits is withheld for each \$2 earned from \$1,200 to \$1,700. For every dollar earned over \$1,700, \$1 in benefits is withheld. Regardless of total earnings for a year, benefits are payable for any month in which the retired worker neither earns wages of more than \$100 nor performs substantial services in self-employment. After age 72, a beneficiary is not subject to the retirement test; benefits are payable for any month in which the beneficiary is 72 or over.

The Public Welfare Amendments of 1962 encouraged old-age assistance recipients to contribute to their own support. If a State enacts the necessary legislation, an elderly man or woman as a result of these changes, may increase his

income by \$30 a month while an old-age assistance recipient. In determining need, States may disregard the first \$10 and half of the next \$40 of monthly earned income.

Certain of the new research programs of the Department of Health, Education, and Welfare can support demonstration programs related to paid or unpaid employment. The Gerontology Branch of the Public Health Service supports a project at Brandeis University which is determining how older people in good health can be used as a volunteer resource in the extension of health services to older persons. This has been a 3-year project and a final report is due in July. The Welfare Administration's research and demonstration grants could support, for example, demonstrations relating to counseling older persons for retraining and reemployment. The Vocational Rehabilitation Administration conducts numerous studies on the employability of older persons.

#### *Older women as homemakers*

The Welfare Administration is strongly stressing homemaker services. A project in Arkansas showed that many older women frequently were trained as home companions and practical nurses. This suggests that these older women are a good source of trainees for homemaker services. If some research and demonstration grants were made available for such training, then the 75 percent Federal matching funds available to State welfare departments for such services as homemaking would provide a source of support for employment opportunities in this field.

The Office of Aging has published two case studies in its series "Patterns for Progress on Aging" which have encouraged efforts to provide employment for older persons. Case Study No. 2, "A Vocational Training and Placement Program for Older Workers," describes a program in operation for several years in Arkansas. Fifty-four training courses were offered and 90 percent of those trained were placed in employment in many occupations including practical nurses, waitresses, home companions.

Case Study No. 7, "A Vocational Counseling Program for Older Workers," describes a program in Cleveland which has helped "scores of middle-aged and older people to find new purposes in life and opportunity to continue as self-sufficient members of their families and communities." The study recommended an addition to its service of a "clearing center for part-time, occasional, temporary, and short-term jobs." The report observes that part-time work is difficult to come by.

#### *Sheltered workshops*

Not all older persons who want and need work are able to enter the competitive labor market without some prior preparation including work conditioning. In addition to its State-Federal vocational rehabilitation program under which 30 percent of those rehabilitated are over age 45, the Vocational Rehabilitation Administration has been supporting special demonstration projects which offer vocational rehabilitative services to older disabled persons. One such which operated over a period of 4 years was conducted by the Federation Employment and Guidance Service of New York City. Some of the findings of this project which served disabled persons 55 years of age and over, are of particular interest. Although these people were motivated to seek the service primarily because of economic reasons, other personal needs were almost as compelling. Many had need for interpersonal relationships, status, activity, and independence which they felt could be met by remunerative employment. As compared to a group between 55 and 64, disabled individuals 65 and over tended to have exceedingly strong employment motivation and relatively well preserved physical capacity and skills. Because of long unemployment and changing capacities and a period of disappointing jobseeking, many showed evidence of a need for workshop experience. Their limited capacities and the earnings limitations imposed by old-age and survivors insurance created widespread need for part-time employment. With increasing age this need became more pronounced. For those who were judged to have at least a minimum level of placement potential and who followed through on their programs, almost 75 percent obtained one or more jobs after rehabilitation services. The older disabled workers in this project for the most part were placed in clerical services and low-skilled manual jobs.

*Special projects to stimulate employment opportunities*

Despite the increasing incidence of part-time employment, such jobs are still a minor proportion of employment. Because of discriminatory attitudes and for other reasons, older persons remain handicapped in their competition with middle-aged women and young workers for those part-time jobs which are available.

President Kennedy in his message on the elderly citizens of our Nation said, "Our Nation must undertake an imaginative and far-reaching effort—in both the public and private sectors of our society—for the development of new approaches and new paths to the employment of older citizens." For this purpose the President recommended a program of grants for experimental and demonstration projects to stimulate needed employment opportunities for the aged.

An analysis by the Office of Aging describes the background and employment provisions of the Senior Citizens Community Planning and Services Act introduced by Senator Smathers and Congressman Mills. Part E of the act, administered by the Secretary of Labor would:

Authorize \$50 million over the next 5 years.

Make State and local governments and nonprofit organizations eligible for grants and utilize support projects to demonstrate the employment capacities of older workers.

Encourage both full- and part-time employment.

Support public or community services which would not otherwise be available.

Require Federal grants to be matched by at least 50 percent of the cost of any project.

There are many opportunities for useful work which public and private nonprofit institutions could make available with some financial assistance. These include such activities as school lunch-hour relief, child care centers for working mothers, home care for invalids, assistance in the schools, vocational training, and programs to prevent juvenile delinquency. There are at the same time, among retired persons, thousands of professionally trained and skilled individuals including public schoolteachers, lawyers, dietitians, nutritionists, social welfare and recreation workers, librarians, physicians, nurses, and other trained retired persons of lesser but useful skills.

Homeownership and other longtime ties to their community and their circle of family and friends limit the mobility of older persons. Opportunities are needed through which they can find a needed supplement to their severely reduced incomes, and provide a useful service to the community. In many instances part-time opportunities would provide an ideal solution.

Recognizing that the problem of the middle-aged unemployed workers 45 to 60, who do not have the alternative of retirement, is more extreme than those of retirement age, nevertheless, some approaches must be sought to the solution of the problem of the retired person who needs, wants, and is able to work. It may be anticipated that the success of such endeavors will also aid the middle-aged worker or jobseeker in at least two respects: (1) it would demonstrate the continued competence and work capacity of older persons even into advanced ages, and thereby diminish the bias against older workers generally; and (2) it would encourage a number of older workers now fearful of the consequences of total retirement, to retire from their present employment, and thereby open up opportunities to those of younger age.

## SUMMARY

The long-term trend in labor force participation of men 65 and over has been downward. In recent years, part-time employment has increased. Among employed persons 65-plus particularly, the proportion is high, rising as age increases.

Because employment means higher income and meets a variety of social and psychological needs, most male workers and many women would prefer to continue working. The transition from full-time work to complete retirement is for most abrupt, involuntary, and beset with problems. Repeated surveys and experience during war years when participation of men 65-plus in the labor force was almost twice as high as of present clearly establish that many more older men wish employment than now have that opportunity. It is fairly evident too, that the health of older people places no unusual limitations on the capacity to work of at least half of those 65 and over.

Quite obviously the replacement of income now earned by employed men and women would necessitate large public expenditures.

We believe it is best for society and for older persons as free and independent individuals to have the widest possible choices. Part-time employment opportunities widens the area of choice. It provides a supplement to income and a transition from full-time employment to complete retirement, thus cushioning the shock.

It does not seem likely, while overall unemployment remains high, that the decline in the rates of labor force participation by older people will be reversed. Recent trends in part-time employment indicate that here their experience has been relatively favorable. It would seem sensible to go along with the trends, and do what we can to stimulate opportunities for part-time employment of older persons. Programs such as sheltered workshops, special training and placement, projects to stimulate employment as in the Smathers-Mills bill, the "Domestic Peace Corps" and for those who do not need income, volunteer service with private organizations—all these would expand opportunities for older persons.

Senator RANDOLPH. Senator Moss, will you comment or ask some questions?

Senator Moss. I wonder, Dr. Kent, is not one of the deterrents to your efforts to provide employment opportunities for older people the unemployed labor force we have and the feeling in some of those younger workers that perhaps their chances of getting a job are thus diminished by any jobs given out to the older folks?

Dr. KENT. I think, Senator Moss, this is very true. As long as we have 4 million people who are unemployed there will be great competition for jobs and it will be probably to the disadvantage of the older person.

In fact, you can see this as you look at the trend of employment of older people. I indicated to you there was a steady downward trend. This is a steady downward trend over a long-term period. This was not true during the period of World War II when there was a shortage of labor. At that time, large numbers of older people came into the labor force demonstrating two things: One, that older people have the capabilities to do work effectively and they also have a desire to work.

Our problem here, as with so many problems, is related to a larger one. Unless we have an economy that is viable where we have full-time employment, I think we are going to have great difficulty here.

Senator Moss. So it would further indicate that the jobs that would be available for the older people should be specialized and the kind that are not generally being sought by this body of unemployed? Does that follow?

Dr. KENT. No, I am not sure that that would follow, Senator Moss. In other words, if there is a shortage of jobs I am not sure that it should be the older person who should be penalized. I think in actuality today it is the older person who is disadvantaged. I see no reason from a theoretical viewpoint it should be the older person who should bear the brunt of unemployment.

Let me say, however, that the bill to which Secretary Moynihan spoke, the Senior Citizens Community Service Planning Act, the proposed legislation, is geared toward providing employment in noncompetitive areas so that it would not take employment away from people today, would not add to unemployment.

Senator Moss. Thank you, Dr. Kent. That has been a very interesting discussion. Certainly it has contributed greatly to our information.

Senator RANDOLPH. Dr. Kent, would you ask your Department this question: What is the outlook for higher part-time and full-time em-

ployment for older folks 10 years from now under the impact of technological change and, what some of us feel is the monster evil, chronically rising unemployment?

What is the answer to these people now? Make some definite suggestions, would you, other than what you say in your statement?

Dr. KENT. I will be very glad to submit a supplemental statement. We have today some statistics in terms of how many people are likely to be over 65 in 1970 and 1980.

Senator RANDOLPH. You have a program for that period?

Dr. KENT. While no one can foretell the future, Mr. Chairman, we can at least speculate what we think the trend will be and make suggestions as to what we think will be desirable.

Senator RANDOLPH. Before you leave the witness chair, Doctor, would you say that providing additional jobs for older women in the homemaking services would be creating jobs which do not now exist to meet needs which are not now being met?

Dr. KENT. I think so, Mr. Chairman. The experiences in California and in Arkansas, would indicate that the older woman makes a very excellent homemaker. In America today we have relatively few homeworkers. I say relatively few compared to, say, Scandinavia, in regard to the size of their population.

So, I think in training homemakers we are not taking jobs away but we are expanding job opportunities. Again let me say that the Public Welfare Amendments of 1962, which the Congress enacted make it possible for a State meeting certain program requirements to receive 75 percent Federal matching to set up programs of homemaker services for older people throughout their State.

So, there is a real opportunity to provide a very needed and important service and at the same time utilize older people in providing that.

Senator RANDOLPH. Dr. Kent, you are familiar with the controversy in the Labor Committee of the Senate in reference to the agitation of some of our members that we should not provide funds in the vocational education bill for what they call teaching girls on the farm to cook?

Dr. KENT. No, sir; I am not familiar with this.

Senator RANDOLPH. It is a rather interesting situation. You are presenting a different picture today. Some members say this is money wasted, that we do not need to do this.

What is your comment on it? It is a 4-H Club program in part.

Dr. KENT. I am not familiar with the particular issue to which you refer. In regard to money spent on training older people, demonstration after demonstration seems to conclusively show how important this is.

The experience, for example, of the Health and Welfare Council of Cleveland, the experience of our Vocational Rehabilitation Administration indicates that money invested, and I use the term "invested" deliberately, in educating our citizenry pays handsome dividends.

Senator RANDOLPH. That includes the domestic courses?

Dr. KENT. That would certainly include training homemakers which is an area I know where we have done effective work for older people.

Senator RANDOLPH. We are grateful for your testimony, Doctor.

The subcommittee would appreciate it if you desire to file additional material and supplemental facts. We are going to dig deeply into this subject. We think a year or two from now it will have an impact that we do not even recognize today. It is for that reason that we have begun, even at this season of the year in the last hours of the first session of the 88th Congress, to study this problem. We shall go into it in depth. We shall attempt to understand the scope of the problem and to have not only your testimony today but your continued counsel. This will be a help.

Thank you very much.

Dr. KENT. Thank you, Mr. Chairman. We appreciate the opportunity to testify.

Senator RANDOLPH. I understand that William C. Fitch, the executive director of the American Association of Retired Persons and National Retired Teachers Association, has found it impossible to be present this morning and has asked the privilege of filing a statement to be considered as part of today's hearing. Is that correct, Mr. Norman?

Mr. NORMAN. That is correct.

(The prepared statement follows:)

STATEMENT OF WILLIAM C. FITCH, EXECUTIVE DIRECTOR OF NATIONAL RETIRED TEACHERS ASSOCIATION AND AMERICAN ASSOCIATION OF RETIRED PERSONS

My name is William C. Fitch. I am the executive director of two associations of retired persons representing a combined membership of more than 700,000—the National Retired Teachers Association and the American Association of Retired Persons. These are nonprofit, nonpartisan organizations dedicated to helping older persons help themselves and each other.

Second only to health, among the most important problems of the later years is the concern for income and employment.

I shall address my remarks only to those aspects of employment that have been revealed to us through our members and the programs and studies that have been conducted in the areas of employment and training.

There are few aspects of employment for the elderly that have not demanded our attention. The main categories include the following:

1. The retired worker with insufficient income to maintain a decent standard of living.
2. The retiree who needs but a few quarters of coverage to qualify for social security.
3. The "social security" widow who is not yet age 62 and whose youngest child is over 18 years of age.
4. The healthy qualified worker who is needed in industry but has reached compulsory retirement age.
5. The "sorry you are too old" job applicant who is still under 50 years of age.
6. The bored, frustrated retired individual who cannot adjust to full-time leisure or loss of status as an "unemployed worker," and
7. The truly unemployable elderly.

We have attempted to conduct experiments and studies among our members and would like to share our findings in the hope that others might profit from the experience.

I would like to refer to each one of the seven categories and outline the action we have taken to meet the challenge.

1. INSUFFICIENT INCOME

Almost all of our members can use additional income and many are in desperate need of employment to supplement their small social security benefits or company pensions. Frequently these are individuals who are in an income bracket above the level to qualify for public assistance or are too proud to accept it.

In the many facets of our programs we have identified employment which can be handled by older persons. In our recruitment and from among the residents of our retired teachers home, we are knowledgeable of the income needs of the individuals and attempt to find jobs or available assignments suitable to their abilities.

Specific examples of work provided include the maintenance of membership files, fulfilling requests for information in response to inquiries (over 85,000 requests from the January Reader's Digest article). These tasks are well suited to the interest of older persons in part- or full-time employment. This work can be scheduled on a flexible basis to meet the physical limitations of the older worker.

Positions of receptionists, telephone operators, information clerks, and administrative employees have been filled from the ranks of older job applicants. We do not have any age barriers to positions and mature individuals are given preference for available positions.

Our experience further documents the studies published by the Department of Labor that show the older worker to be loyal, dependable and valuable employees.

Most of the older employees are so grateful for the opportunity to demonstrate their ability after being so often rejected and are the organization's best public relations representatives.

## 2. NEED SOCIAL SECURITY QUARTERS OF COVERAGE

Whenever an applicant is in need of several quarters of coverage to qualify for social security, we are frequently able to provide bona fide employment to meet the legal requirements for benefits.

There are many part-time jobs that can provide the minimum \$50 quarterly income. Employers are often willing to hire an older person for a limited period.

## 3. SOCIAL SECURITY WIDOW

Included in the curriculum of our Institute of Lifetime Learning is a basic course in bookkeeping, business English, shorthand, and typing. Many women 55 years of age and older have been able to use this program as a refresher training course and placements have been obtained for all who satisfactorily completed the course. Many have been able to obtain interesting positions where mature adults were preferred.

We have hired four of the "students" on our own staff at the regular pay scale for qualified typists or stenographers.

## 4. COMPULSORY RETIREMENT

Our associations felt so keenly the need for public education to show the "folly of obsolescence at 65" that we commissioned a play, "Ever Since April" and made it available at no cost as a public service. Over 1,500 churches, civic groups, universities, labor unions, and similar groups have used the play for study, training, and community education. We have also continued to recommend legislation that would find more suitable criteria than chronological age for retirement purposes.

## 5. "SORRY TOO OLD"

We have been all too well aware that older persons were not "marketable" in a job market that is under pressure to find employment for young adults. We have attempted through preretirement courses and programs to employ the need for special approaches to seeking employment.

Our affiliate organization, the Retirement, Research & Welfare Association, compiled a report on "Employment After Retirement" that has revealed many interesting facts that can be helpful in seeking employment. The size of the organization most willing to accept older workers, the skills that were most helpful, the assistance that was most useful are reflected in the summary report, "Employment After Retirement," submitted herewith as part of this statement. To our knowledge this is the largest sampling of employment among retirees that has been attempted. The information is identified by sex and geographical location which may serve as a basis for future study.

## 6. THE BORED JOBSEEKER

The employment of the elderly program has been complicated by jobseekers who cannot remain retired after a few short weeks or months of leisure and full-time recreation. They feel a compulsion to return to work.

Our findings reveal that more people seek jobs for "something to do" than to supplement their retirement income.

For this group we have instituted a program known as the Institute of Lifetime Learning that is directed toward providing an interest and purposeful use of free time. This program has already proven its purpose and many have expressed themselves as having "found themselves and are no longer interested in paid employment." Participation in the institute has provided a real substitute for employment at a level that is "respectable" and recognized as worthwhile in continuing their role as respectable citizens.

## 7. THE UNEMPLOYABLE

For this group we offer counseling and referral services. These activities are carried on in our hospitality centers in St. Petersburg, Fla., Long Beach, Calif., and Washington, D.C. Individuals coming to these locations are referred to agencies that are qualified to provide service or assistance which will answer the needs of the individual.

Where income is not involved we attempt to include the person in a volunteer program. The possibilities for volunteer service are so broad that even individuals who are handicapped are able to participate by telephone or in person. In this way many of the unemployable can still feel needed and useful even though they cannot qualify for regular employment.

We must be realistic in a market that more and more must provide employment for younger persons. We must use imagination and initiative to find non-competitive job opportunities for older persons.

The increasing need for services for the elderly is creating a new type of work opportunities for mature adults. The homemaker services, mobile meals, and other activities are creating jobs which are especially well suited for the older person. Training may be required but this can be accomplished under the new programs that are being developed for older persons.

The need for retirement conditioning or preparation for the later years is becoming increasingly important. We must introduce at an early stage in the career of employees the need to prepare for longer periods in retirement.

With automation and economists indicating an early retirement age, we must be prepared to have realistic programs to satisfy the needs of older persons.

It is important to recognize the kinds of employment that may be required for the elderly. We must be equally prepared to find meaningful substitutes.

[Reprinted from the April-May 1963 *Modern Maturity*—the official publication for the American Association of Retired Persons]

## EMPLOYMENT AFTER RETIREMENT

Retirement Research & Welfare Association presents the results of 11,054 questionnaires returned by members of the American Association of Retired Persons in response to a request for information on employment after retirement.

To our knowledge this response from our questionnaire appearing in *Modern Maturity* is the largest sample to be studied in this area of interest, and is the first nationwide report based on such information volunteered by older persons themselves.

Because of the fairly equal distribution of replies from 5,803 men and 5,251 from women, the study has added significance in relating the many factors of employment after retirement as they apply by sex. \* \* \*

The state of retirement residence was requested on each questionnaire to aid in identifying geographical variations in data and to assist in evaluating the findings for further research and action.

The summaries have been tabulated on an area basis that reflect the geographical divisions of our association. These are identical to the nine regions of the Department of Health, Education, and Welfare.

Each of the charts show the area percentage followed by the national percentage based on the total number of answers in each category as 100 percent.

Variations from a total of 100 percent usually result from a failure to answer the question completely or from giving multiple answers to a particular question. For the most part this does not materially distort the overall findings.

It will be helpful to keep the above charts of the regional boundaries in mind. Many of the percentages clearly reflect the economic, social, and cultural patterns or trends peculiar to a specific area.

In this report it is not our purpose to interpret the significance of each chart. It is our intention to report accurately the factual data which might then be interpreted on the basis of organizational interest or program development.

We are grateful to the membership of the American Association of Retired Persons for their prompt and helpful responses. It is our hope that these data may assist in changing many of the outdated stereotypes and mistaken impressions of employment after retirement and stimulate practical action that will lead to better understanding and programs that will meet the needs brought into sharp focus by this study.

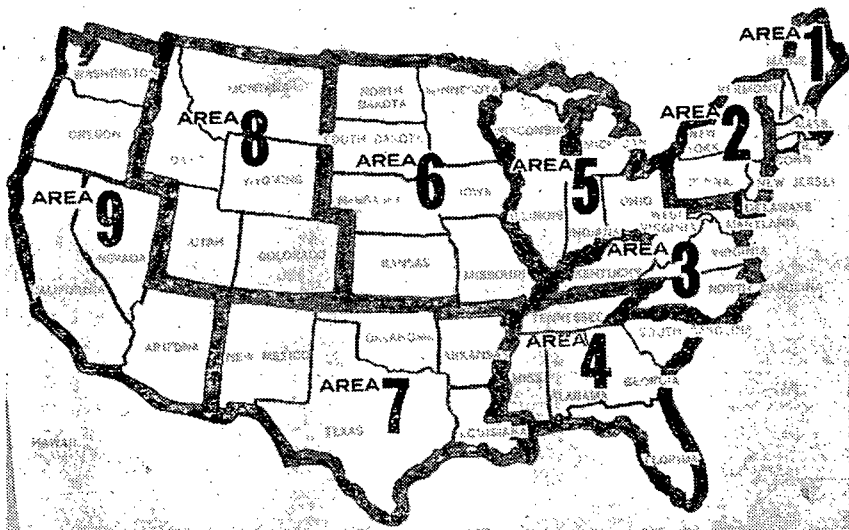


CHART I

*Employment after retirement*

[In percent]

	Paid employment		Not employed		Full-time paid employment	
	Men	Women	Men	Women	Men	Women
Area:						
1.....	47.5	47.1	52.5	52.9	15.5	23.8
2.....	42.6	52.3	57.4	47.7	38.7	32.3
3.....	43.4	36.3	56.6	63.7	24.2	45.0
4.....	37.8	44.9	62.2	55.1	23.3	28.9
5.....	45.1	37.2	54.9	62.8	20.8	41.3
6.....	47.1	51.7	52.9	48.3	31.5	50.2
7.....	54.0	46.1	46.0	53.9	26.9	42.5
8.....	41.3	41.6	58.7	58.4	10.0	30.0
9.....	31.9	43.9	68.1	56.1	15.3	24.1
National.....	43.4	44.6	56.6	55.4	22.9	35.3

# INCREASING EMPLOYMENT OPPORTUNITIES

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## CHART II

*Employment in company of approximate number of workers*

[In percent]

	Less than 100 men and women	101 to 400 men and women	401 to 1,000 men and women	Over 1,000 men and women	Self- employed men and women
Area:					
1.....	48.2	2.5	3.0	9.9	36.4
2.....	49.8	7.7	6.7	11.1	24.7
3.....	39.7	15.5	13.6	15.1	16.1
4.....	68.6	5.9	8.8	7.6	9.1
5.....	67.7	3.9	4.5	9.0	14.9
6.....	35.3	26.2	21.7	11.8	5.0
7.....	54.4	30.5	.0	3.3	11.8
8.....	55.0	20.0	5.0	.0	20.0
9.....	48.9	11.3	.8	5.6	33.4
National.....	51.9	13.7	7.1	8.1	19.2

## CHART III

*Reasons given for retirement*

[Percent]

	Company policy		Automation		Disability	
	Men	Women	Men	Women	Men	Women
Area:						
1.....	91.5	86.9	0	11.9	2.4	7.0
2.....	91.4	75.7	3.2	4.4	3.7	2.8
3.....	91.7	84.7	16.7	5.5	1.8	4.2
4.....	90.7	70.9	18.3	4.8	.4	2.2
5.....	85.8	74.7	1.3	3.9	4.7	1.1
6.....	84.7	72.5	2.8	14.0	.0	9.5
7.....	63.3	79.2	16.7	6.2	.0	6.2
8.....	93.3	66.0	.0	.0	6.7	.0
9.....	90.0	56.9	5.7	21.1	3.8	2.5
National.....	86.9	74.1	7.1	7.9	2.6	3.9

## CHART IV

*Need for employment after retirement*

[In percent]

	To supplement retirement income		Desire to keep active	
	Men	Women	Men	Women
Area:				
1.....	63.3	69.4	93.3	95.4
2.....	77.5	70.3	93.1	90.3
3.....	65.9	62.4	69.2	56.6
4.....	81.3	80.6	97.5	92.0
5.....	70.2	84.7	94.9	95.1
6.....	59.1	57.3	95.7	96.8
7.....	70.6	84.0	98.8	98.1
8.....	23.6	69.4	100.0	100.0
9.....	69.5	85.2	89.1	97.6
National.....	64.5	73.7	92.4	91.3

CHART V

*Reasons given for being unsuccessful in securing work since retirement*

[In percent]

	Age restrictions		Health reasons		Lack of availability of work		Lack of training		Employers cost of insurance and pension	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Area:										
1.....	61.1	32.2	25.0	49.0	53.1	28.3	4.3	0.7	21.9	18.7
2.....	69.2	55.6	12.9	24.8	47.0	40.1	3.5	5.2	30.4	8.0
3.....	80.0	57.2	5.0	15.3	59.3	43.3	5.7	8.3	37.9	17.2
4.....	70.1	31.8	39.1	5.4	67.0	51.9	18.2	3.0	26.9	32.8
5.....	53.5	68.4	23.2	13.4	58.1	65.4	9.7	6.3	24.6	26.6
6.....	38.9	25.5	14.4	40.7	38.9	60.0	8.3	12.5	20.0	23.3
7.....	80.0	24.0	13.3	61.5	55.0	30.8	0	3.8	21.7	3.8
8.....	83.3	75.0	16.7	10.0	38.9	40.0	22.2	20.0	0	10.0
9.....	72.5	60.1	18.8	11.6	52.3	67.8	18.5	15.2	21.6	12.0
National.....	67.6	48.4	18.7	26.4	52.1	47.5	10.0	8.3	22.7	16.9

CHART VI

*Contact that aided securing of employment after retirement*

[In percent]

	Own initiative		Folks who knew		Former employer		Want ads		Private employment agency		State employment agency		Union or professional organization	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Area:														
1.....	59.4	54.4	34.9	44.2	13.5	20.7	1.7	12.5	0	6.6	0	13.0	3.3	1.6
2.....	65.3	69.2	31.9	17.7	17.4	26.7	11.7	9.1	15.8	13.1	2.8	3.7	.8	3.4
3.....	76.2	54.3	26.2	23.2	4.0	21.8	2.8	3.9	1.7	9.2	8.3	3.9	5.8	1.8
4.....	73.9	61.8	20.7	24.9	11.1	22.9	21.8	9.0	10.4	2.8	.7	4.9	.4	.7
5.....	65.8	61.4	41.2	34.3	11.2	16.1	13.2	10.5	1.2	5.2	4.7	8.0	2.7	1.2
6.....	31.1	67.0	35.2	31.7	19.2	20.5	11.1	7.8	6.5	2.2	6.2	4.4	4.2	2.2
7.....	58.3	50.0	36.7	47.2	3.3	25.0	1.7	0	0	2.8	6.6	8.3	3.3	0
8.....	43.3	90.6	13.3	6.2	35.0	31.8	8.3	0	0	0	0	0	8.3	0
9.....	67.1	62.7	27.4	29.8	9.5	21.5	3.5	14.0	.5	6.6	1.0	1.1	.5	.8
National.....	60.0	63.4	29.7	28.8	13.8	23.0	8.4	7.4	4.0	5.3	3.3	5.2	3.2	1.3

CHART VII  
Paid employment since retirement

[In percent]

	Kind of work obtained						Skills required						Related to former employment			
	Skilled labor		Unskilled labor		Clerical or office type		Not used formerly		Developed as a hobby		Learned for a job		Similar type		Different type	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Area:																
1.....	10.2	9.0	39.9	53.6	49.9	37.4	31.1	30.9	34.3	34.1	34.6	35.0	12.9	33.7	53.9	66.3
2.....	12.4	7.2	50.9	53.2	36.7	39.6	34.0	29.4	35.8	37.1	30.2	33.5	33.3	17.1	66.7	60.4
3.....	7.8	6.5	54.0	55.6	38.2	37.9	32.8	31.3	33.3	34.9	33.9	33.8	26.4	37.2	73.6	62.8
4.....	3.1	6.2	55.2	54.5	41.7	39.3	29.8	32.2	36.2	35.1	34.0	32.7	34.6	34.4	48.8	48.9
5.....	11.5	5.4	49.5	57.2	39.0	37.4	30.6	32.7	35.9	35.6	33.5	31.7	50.0	17.5	50.0	82.5
6.....	13.1	8.6	46.1	51.8	40.8	39.6	31.2	33.2	34.5	34.3	34.3	32.5	32.1	28.9	25.0	39.4
7.....	15.3	9.9	46.5	57.8	38.2	32.3	27.4	32.8	35.8	35.9	36.7	31.4	29.2	20.8	50.8	79.2
8.....	5.8	1.6	55.0	60.4	39.2	38.0	34.5	24.4	32.9	37.5	32.6	38.1	20.0	0	40.0	50.0
9.....	12.1	10.6	45.4	48.9	42.5	40.5	25.2	27.2	38.6	35.9	36.2	36.9	44.8	4.8	38.5	45.2
National.....	10.1	7.2	49.2	54.8	40.7	38.0	30.7	30.5	35.3	35.6	34.0	33.9	31.4	26.0	49.7	59.4

[Amounts in percent]

	Length of employment				Relationship to former wages						Social security limitations	
	Temporary (few days or months)		Permanent (as long as wanted)		Similar		Less		Comparable to that of other workers		Restricted by social security or pension plan	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Area:												
1.....	51.8	50.6	5.5	4.9	40.6	38.4	21.7	25.5	37.7	36.1	64.9	73.2
2.....	42.2	56.2	3.5	4.4	30.0	41.1	31.7	20.4	38.3	38.5	75.1	62.5
3.....	50.9	47.7	4.9	5.2	40.2	36.6	23.8	26.0	36.0	37.4	63.1	46.0
4.....	43.5	49.9	4.1	5.0	46.8	37.1	20.0	26.6	33.2	36.3	69.1	41.8
5.....	55.4	48.5	4.5	5.1	40.8	35.9	23.5	28.0	35.7	36.1	59.9	77.0
6.....	63.6	52.3	3.6	4.8	37.8	39.2	23.3	28.4	38.9	32.4	64.5	72.7
7.....	54.4	57.4	4.6	4.3	35.1	41.4	26.5	28.3	38.4	30.3	59.5	43.5
8.....	42.2	47.5	5.8	5.2	35.9	38.9	35.4	24.2	28.7	36.9	87.5	96.9
9.....	49.4	37.8	5.0	6.2	37.4	29.1	24.5	35.1	38.1	35.8	53.8	65.3
National.....	50.3	49.7	4.6	5.0	38.3	37.5	25.6	27.0	36.1	35.5	66.5	64.3

CHART VIII  
Interest rating of voluntary service

	Religious (1)		Civic (2)		Fraternal (3)		Political (4)		Philanthropic (5)		VA VS (6)		Red Cross (7)		Youth groups (8)	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Area:																
1.....	1	1	2	3	3	6	7	6	5	4	7	5	4	2	6	7
2.....	1	1	2	2	4	3	7	7	3	5	8	6	6	4	5	8
3.....	1	1	2	2	4	7	6	8	5	4	5	5	3	3	7	6
4.....	1	1	2	2	5	8	5	5	3	4	6	6	7	3	4	7
5.....	2	1	1	2	3	4	5	7	4	5	8	8	7	3	6	6
6.....	1	1	2	2	2	5	4	6	5	3	5	8	5	7	4	4
7.....	1	1	3	2	2	3	4	5	5	4	6	5	5	5	7	5
8.....	1	1	2	2	4	3	3	4	4	4	5	4	6	3	4	5
9.....	1	1	3	2	2	7	6	6	4	4	5	5	7	3	4	8
National.....	1	1	2	2	{ 2 4 }	3	{ 4 5 6 7 }	6	5	4	5	5	7	3	4	{ 5 6 7 8 }

CHART IX

*Reason rating of factors limiting performance of voluntary service*

	Health reasons		Additional cost involved		Lack of transportation		Lack of training	
	(1)		(2)		(3)		(4)	
	Men	Women	Men	Women	Men	Women	Men	Women
Area:								
1.....	1	1	3	3	2	2	4	4
2.....	2	4	1	2	3	1	4	3
3.....	2	1	1	3	3	2	4	4
4.....	1	3	2	1	3	1	4	4
5.....	1	3	2	1	3	2	4	4
6.....	1	2	4	1	3	1	3	3
7.....	2	2	1	3	3	1	3	3
8.....	1	3	1	1	2	2	3	4
9.....	1	3	2	2	3	1	4	4
National.....	1	3	1	2 3	3	1	4	4

NOTE.—Charts VIII and IX vary from percentages to show the order of interest of those organizations which use older persons for voluntary service and the reason factors that limit that service.

Senator RANDOLPH. For the record I would like to indicate that the subcommittee will continue on January 10 to hold hearings in Los Angeles and on the 13th with hearings in San Francisco. These are areas in which there is a very high percentage of the older class of our population.

To our guests who have been here, I'd like to say thank you all for counseling with us today. We want to say that the subcommittee believes that this matter, as I indicated in my prepared opening statement, is one that is of interest and that we will hope to indicate action to be taken to make available additional part-time opportunities for these deserving Americans.

We do not want our hearings to be just hearings. We want to bring from the hearings recommendations and move forward with appropriate action. Thank you very much.

(Whereupon, at 11:45 a.m., the subcommittee was adjourned, subject to call.)