

Old age- Economic problems
(1958?) ✓

**INDIANA
EMPLOYMENT
SECURITY
DIVISION**

EMPLOYMENT AND INCOME

in the

**LATER
YEARS**

EMPLOYMENT AND INCOME IN THE LATER YEARS

**INDIANA STATE
COMMISSION ON THE
AGING AND AGED**

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EMPLOYMENT AND INCOME IN THE LATER YEARS

**INDIANA EMPLOYMENT
SECURITY DIVISION**

**INDIANA STATE COMMISSION
ON THE AGING AND AGED**

✓
Edited by
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on the aging and aged, 1958?*

EMPLOYMENT AND INCOME IN THE LATER YEARS

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INTRODUCTION

Only recently have we begun to count the casualties from our technological revolution. With alarm, a generation beginning to feel the pangs of the aging process looks about at the generation that has aged before it — and recognizes a problem of major magnitude. It asks itself how the problem came about, and why, and what can be done.

For many reasons to be discussed in the course of the pages to follow, the worker can not — and probably will not in the future — be able to lay up for use in his old age an adequate supply of the goods and services he may have produced. The problem is to devise some system or systems by which he may remain in a productive capacity so long as he is physically and mentally able; and by which he can establish a claim to a decent living standard when he is finally retired from the production process.

The problem then, is twofold; the first part dealing with the importance of continuing the employment of older persons while they are able to work, and the second part concerned with the maintenance of income after employment ceases.

The purpose of this publication is to analyze these interdependent aspects of the problem — presenting the factors responsible for its creation, discussing its nature and scope, reviewing some of the approaches taken to its solution, and presenting proposals for action coming out of the Governor's Conference of April, 1958.

Our procedure shall be to examine first the problems of employment for older persons, and then the problems of maintaining income after employment. In the discussion of employment problems, we begin with a statement prepared by a Subcommittee on Employment Without Age Limitation of the State Commission on Aging and Aged's Committee on Employment and Income. The material provides background data, and indicates the nature and extent of the problem of age limitations in hiring practices. With this spade work done, Charles E. Odell, Director, Older and Retired Workers Dept. — U.A.W. discusses the economic and employment problems of middle-aged and older workers — noting the obstacles to the hiring of older persons and suggesting positive approaches of attack. We then return to preparatory materials of the State Commission's Subcommittee for further examples of the kinds of action that can be taken to increase employment opportunities for older workers.

For more detailed illustrations of attacks upon the problem, we examine the striking examples of individual initiative at work in our own state. These include the efforts of a single employer in Bluffton, as described by Miles Houser, formerly with the Houser Engineering and Manufacturing Company; of the Employment Committee of the Bartholomew County Retirement Study Foundation in Columbus, described by Morris Clement, Chairman of the Committee and of a small group, 50 Plus, Inc., in Indianapolis, described by its driving force, Arthur J. Schneider.

Standing ready to help such individual groups, and to provide special services for the older worker, is the Indiana Employment Security Division. William C. Stalnaker, its Director, briefly states the purposes of the Division and describes its services.

We conclude our examination of the problem of employment for older persons with a series of resolutions proposed by the State Commission on the Aging and Aged at the Governor's Conference in April, 1958.

As has previously been stated, our problem is Janus-headed. Even if the ideal is attained, and the individual can continue in employment as long as he wishes and is able — he will not be able forever. Eventually, retirement must come for most, and the problem then becomes one of income.

For our opening wedge into the problem of income, we turn once more to a Subcommittee on Income Maintenance of the State Commission's Committee on Employment and Income. This time it is for background material on the economic needs and resources of our aged population — so essential to intelligent analysis of the income problem. Intelligent analysis also requires that we put to rest, some of the myths and attitudes that linger from an era long past, and hinder solution of the problems of our own day. Once upon a time it was commonly accepted in our society that the individual — and the individual alone — was responsible for stinting and saving for the rainy days of old age. In spite of the overwhelming evidence (such as that provided by the aforementioned Subcommittee) that this is seldom possible in our economic climate, the belief is dying very hard — and very slowly.

An explanation of why most individuals find it impossible to provide for their old age, and why we have inevitably shifted emphasis from individual to community responsibility in meeting the income needs of the aged, is provided by Martin Tarcher, Secretary on Aging, Health and Welfare Council of Indianapolis and Marion County.

How the community is accepting this new-found responsibility is the topic of the following discussions. Taulman A. Miller, Chairman of the Department of Economics at Indiana University leads off with a presentation on the Federal Government's Social Security program — analyzing such vital factors as the program cost and the adequacy of benefits. The role of industry and labor becomes evident as Morton D. Miller, Second Vice-President and Associate Actuary of the Equitable Life Assurance Society of the U.S., describes and evaluates the rapidly growing interest in private insurance and pension plans.

Although coverage under Social Security and private plans is being rapidly extended to larger groups and numbers of the aged, there are still many who do not qualify to receive funds from any of these sources. Most of these individuals can turn to State-administered public welfare programs of Old Age Assistance. Albert Kelly, Administrator of Public Welfare reviews the eligibility requirements and the benefits available under the O.A.A. program of the State of Indiana. This same Indiana O.A.A. program is

criticized by Constance E. Kellam, Chief Supervisor, Division of Public Assistance, Lake County Department of Public Welfare, who describes the characteristics of O.A.A. recipients, demonstrates the inadequacy of the benefits granted, and makes specific suggestions for remedial action.

Keeping within the domain of recommendations for action, we turn again to the Subcommittee on Income Maintenance for examples of positive steps taken in various states and localities. The discussion on the income problems of old age is then concluded with a series of resolutions drawn up at the Governor's Conference of 1958.

PREPARATORY MATERIALS FOR THE GOVERNOR'S CONFERENCE, APRIL, 1958

Prepared by the Subcommittee on Employment Without Age Limitation, of the Committee on Employment and Income, Phillip W. Morris Chairman.

The Problems:

To review the general question of whether it is possible to increase employment opportunities for older workers, several questions are posed.

A. Are there differences in employability between older and younger workers?

There are differences, but by no means are all the differences negative toward older workers employability. Many already published studies point up important finds, as may be noted in the following quotations.

1. Degree of skill rises with age

As might be expected, among manual occupations (skilled, semi-skilled, or unskilled), the degree of skill rises with age. While workers 45 years of age and over accounted for 40% of the job seekers in all occupations, they comprised 29% of the unskilled, 34% of the semi-skilled, and 58% of the skilled applicants. More to the point, perhaps, is the fact that the proportion of all older workers in the skilled category (27%) was more than twice as great as the proportion of younger workers so classified in the seven areas studied. In Detroit, three times as many of the younger applicants were skilled.

2. Younger applicants have more years of schooling

Older applicants had completed fewer years of schooling than younger job seekers. Factors responsible for this anticipated differential include the dramatic expansion in school attendance of the total population and the decline in immigration over the years.

Among the job seekers under age 45, five out of six had completed elementary school. In marked contrast, barely two out of

three of those age 45-64 had completed elementary school. For the age group 65 and over, whose formal education was generally completed in the first decade of this century, there was a notable decline in school achievement; just over half had completed elementary school.

3. Older workers are more stable than younger workers

Older workers are less inclined to change jobs than younger workers. The number of job seekers holding only one job during their entire period of employment between 1953 and 1955 in all areas surveyed rose moderately with each advancing 10-year age interval. For men, the pattern of job stability began to increase notably after age 45 and showed its sharpest increase at age 65.

4. Loss of productivity varies with type of occupation

Although it may be generally true that older workers cannot compete with younger workers where speed of production is of primary importance, where jobs are machine-paced rather than man-paced, or where carrying and lifting are important, it has been found that some older workers are able to work at speeds greater than the average for younger age groups. In jobs where skill, judgment, and accuracy rather than speed, are the primary factors in productivity, older workers tend to do better than younger workers.

B. Are the employment opportunities for older workers less than for younger workers?

1. Employment opportunities for older workers are restricted by imposition of hiring restrictions in the form of chronological age limits. A Bureau of Employment Security study showed:

"Of the 21,000 job openings listed during April 1956, at local employment offices participating in the study, more than half (52%) specified age limits of under 55, 41% specified under 45 and 20% under 35. Employer age preferences cut across all occupational groups and industries. Upper age limitations were found more frequently, however, in clerical, unskilled, professional and managerial, and sales job openings than in other occupational groups.

"All types of industries applied upper age restrictions. In both the finance, and real estate and the transportation, communications, and public utilities industries, one-third of the job openings specified workers under 35 years, and more than one-half specified workers under 45 years.

"In the durable goods manufacturing and wholesale and retail trade, almost one-half of the job openings specified upper age limits. The above four major industrial divisions specified upper age limits under 55 years.

"It was also generally found that firms of all sizes specified

upper age limits, but that the larger establishments did so more frequently than smaller ones."

2. Unemployed middle-age and older workers are more difficult to place and tend to stay out of work longer. A report of the U.S. Bureau of Employment Security, of March 1955, says:

"A woman's thirty-fifth birthday is the critical one in her working life. From that point she encounters increasing employer resistance. Up to age 35, more than 20% of female applicants at public employment offices get jobs. In the decade from 36 to 45 years the placement ratio drops to 18.6%, and from 46 to 64 years the ratio sags to 16.2%. By the time a woman reaches 65 her chances of getting a job through the public employment office are only one in 12.

Men, on the other hand, have about equal likelihood of getting a job from the time they enter the labor market until they are 45. At 45, however, the placement ratio drops sharply; in the 20 years from 46 to 64, their chances of getting a job are only half as good as before 45. After 65 their chances are only one in 50."

The smaller income of the older workers indicate less opportunity in employment for them.

3. The median income for male workers in the United States between ages 35 to 44 was \$4,255 in 1955. The median income for the next older ten-year age group declined. For the age group 45 to 54, it was \$4,138, for the age group 55 to 64, it was \$3,440, and for the age group 65 and over, it was \$1,337.

The median income for male workers in Indiana 65 years of age and over was \$1,284 in 1950.

4. The plight of middle-aged and older women and men in the labor market can be summarized as:

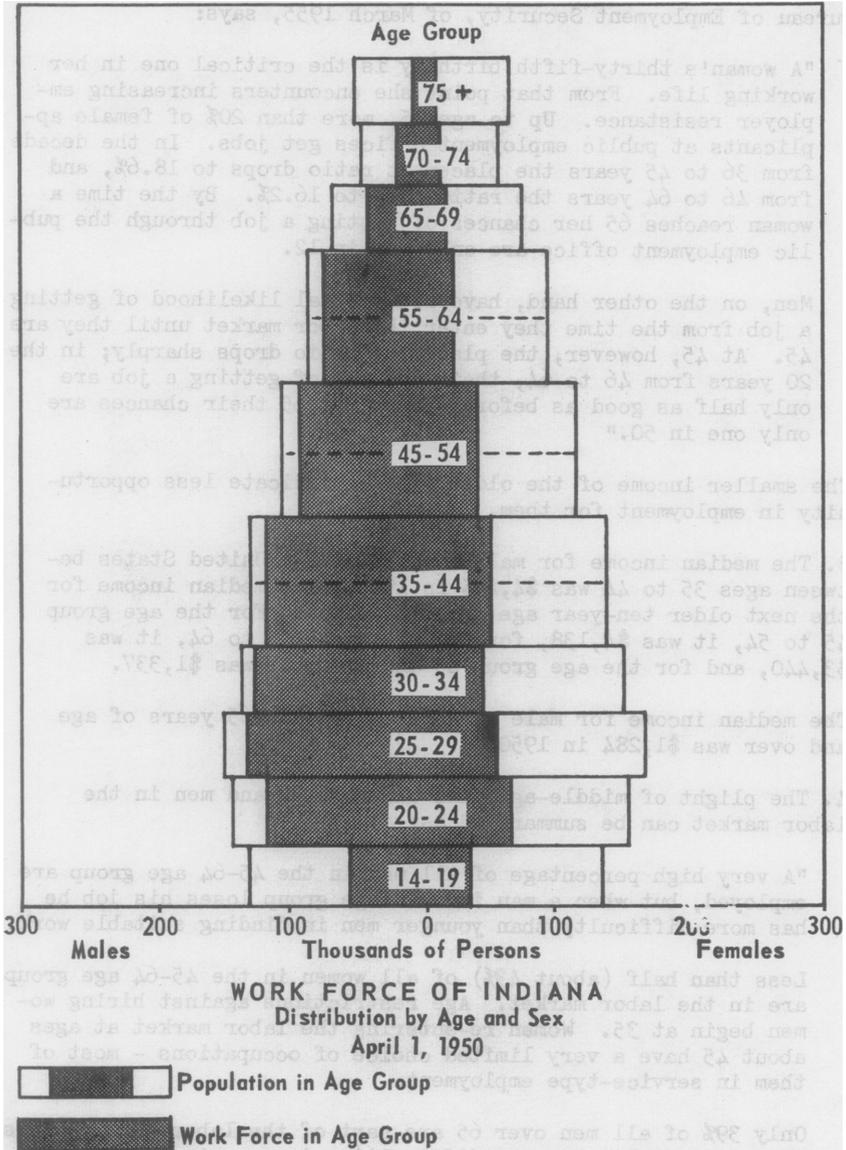
"A very high percentage of all men in the 45-64 age group are employed, but when a man in this age group loses his job he has more difficulty than younger men in finding suitable work.

Less than half (about 43%) of all women in the 45-64 age group are in the labor market. Age restrictions against hiring women begin at 35. Women re-entering the labor market at ages about 45 have a very limited choice of occupations - most of them in service-type employment.

Only 39% of all men over 65 are part of the labor force. This figure is so low because difficulties in securing employment cause men to withdraw from the labor market. Many men over 65 would like to work if jobs within their limited physical capacities were available.

Less than 10% of women over 65 are at work or seeking work. Most of the remaining 90% are in financial distress. Some

**BY 65, THE MAJORITY OF WORKERS
HAVE BEGUN TO RETIRE---**



**Source: United States Department of Commerce, Bureau of the Census, 1950
Census of Population - United States Dept. of Commerce, Bureau of Census,
Current Population Reports: Population Estimates, Series P-25, No. 78**

would like to work, but the barriers to employment of women over 65 are difficult to overcome. Placement difficulties are serious for women above age 35, and for men above age 45, but older women find employment easier than older men. "

C. Will there be an increasing older worker employment problem in Indiana?

1. People live longer

"In 1900, the average male age 40 could expect to live to age 68, the average female to age 69. By 1950, he could expect to live to age 71, and she to age 75. This gain in life expectancy is due largely to the greater availability of medical care and the impact of new medical advances in the early diagnosis and treatment of chronic diseases."

2. The population 45 and over is increasing more rapidly than the total population

One of the more striking aspects of the trend of the population during the period of rapid growth, 1900-1955, is the extent to which the nation has aged. While the population of the United States doubled in this period, the number in the 45 to 64 age group tripled, and the 65-and-over age group quadrupled.

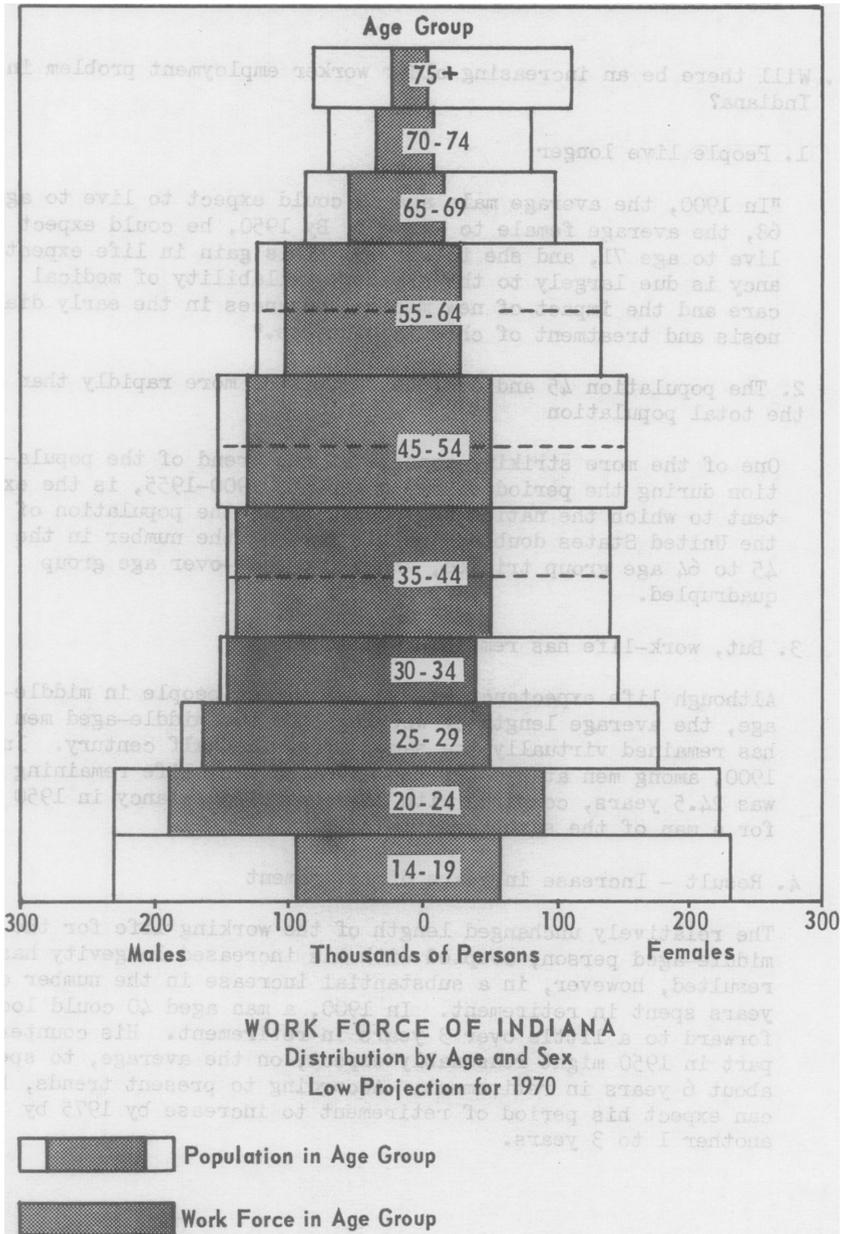
3. But, work-life has remained unchanged

Although life expectancy has increased for people in middle-age, the average length of working life for middle-aged men has remained virtually the same during the half century. In 1900, among men at age 40, the expected work-life remaining was 24.5 years, compared with 24.9 years expectancy in 1950 for a man of the same age.

4. Result - Increase in years of retirement

The relatively unchanged length of the working life for the middle-aged person, coupled with his increased longevity has resulted, however, in a substantial increase in the number of years spent in retirement. In 1900, a man aged 40 could look forward to a little over 3 years in retirement. His counterpart in 1950 might reasonably expect, on the average, to spend about 6 years in retirement. According to present trends, he can expect his period of retirement to increase by 1975 by another 1 to 3 years.

**THE INCREASED NUMBERS OF AGED IN 1970
WILL BE WORKING MUCH LESS THAN IN 1950**



Source: U.S. Dept. of Commerce, Bureau of The Census
1950 Census of Population, U.S. Department of Commerce,
Current Population Reports: Population Estimates, Series P-25, No. 78

ECONOMIC AND EMPLOYMENT PROBLEMS OF MIDDLE-AGED AND OLDER WORKERS

Charles E. Odell

The popular assumption about the employment problems of older workers as it finds expression in newspaper and magazine articles and editorials is somewhat misleading. The editors and writers very properly decry age discrimination, but there is very little recognition of the fact that age limits on job orders and in the want ads represent only one of the many roadblocks thrown in the path of the worker past 40 or 45 who seeks to enter or reenter the job market. The evidence is clear that we will have to reexamine not only age restrictive policies but a variety of other policies and practices that are less obvious but just as deadly in their effects as roadblocks to new jobs for older workers.

Obstacles to New Jobs

For example, the relationship between mandatory retirement at a fixed chronological age and the problem of age discrimination in hiring is not too readily apparent. Yet, it is obvious that hiring ages will inevitably be fixed in such a way as to coincide with pension planning on the assumption that it is actuarially unsound to hire people beyond a certain age if they will subsequently be subject to retirement at a fixed age in the not too distant future.

In studies conducted by the Department of Labor during 1955 and 1956, it was found that age alone was only one hurdle to be surmounted in the "obstacle race" that the older worker has to run in getting and holding a new job. Even if he gets by the age barrier, the older worker may find that arbitrary and generalized physical specifications loom as a large obstacle to reemployment. These physical requirements are not particularly directed against older workers, but they hit older workers harder because the incidence of non-disabling physical defects and deterioration of such things as hearing, vision and sheer physical strength to lift, carry, climb and the like, is bound to be higher among the older workers.

Educational requirements also hit the unemployed older worker harder because the older he is the less likely he is to have completed a high level of formal education. In the 1950 Census and subsequent studies done by the Department of Labor, almost two-thirds of the older workers in the age group 45 and over both employed and unemployed, had 8 grades or less of formal education.

Another obstacle in the "steeplechase" faced by the older worker is the barrier of psychological tests. Most of these tests have been standardized on comparatively youthful samples of workers or even upon student samples which are so readily available in colleges and high schools. The result is that the norms or cutting scores which applicants must meet to qualify for many jobs are set to accommodate the young. Inadvertently, they tend to eliminate the older workers.

The older job applicant also faces another series of obstacles which are raised out of myths and stereotypes in our culture.

Only a few of the more prevalent can be mentioned here: The older worker, it is said: is too slow and cannot meet production standards; he is inflexible and cannot adjust to the unexpected changes in assignments that may occur in a dynamic economy; he cannot learn new skills because "you can't teach an old dog new tricks"; he resents supervision from younger workers and causes trouble when exposed to such conditions; he is more prone to accidents, sickness and chronic absenteeism; and, finally, hiring him increases pension, insurance and workmen's compensation costs to prohibitive levels. Of course, most of these so called "truths" are completely unsupported by facts. Studies have shown conclusively that on most of these points older workers as a group are no worse or no better than their younger fellows. Yet, the stereotypes and cliches hang on, and the plight of the older worker worsens despite the efforts of some government agencies, some unions and some private groups to combat this senseless rejection of a major and growing source of manpower. With the real possibility of a labor shortage among workers in the 25-44 year age group in the next few years, there is good reason to undertake a fundamental type of "housecleaning" operation in the thinking and practices of those who set and enforce personnel policies in American business and industry.

What We Can Do About It

What is needed is a frontal and comprehensive assault upon the problem with labor and management taking the leadership to "lay the ghosts" to rest and to consider the older worker on his individual merits. In the April 1957 issue of Mill and Factory magazine, I set down in chart form the basic elements of a personnel program designed to increase the hiring and utilization of the older worker. The following basic goals were outlined:

1. Hiring on the basis of ability without regard to age;
2. Making better use of the abilities and skills of middle-aged and older workers already on the payroll;
3. Retaining workers who are able and willing to work without regard to a mandatory retirement age;
4. Providing adequate retirement plans which permit older workers who are no longer able or willing to work to retire gracefully and without fear of poverty;
5. Helping employees in the middle and later years of their working lives to prepare for constructive and useful roles in retirement; and
6. Using existing community agencies and resources to accomplish the basic goals outlined above.

This statement of goals serves to illustrate the thesis outlined at the beginning - namely, that there is no single course or solution for the economic problems of the aging and the aged -- the problem is multi-faceted and so is the solution.

How can we stimulate enough interest and concern among those who determine and carry out hiring and retirement policies so that they will be moved to do something significant about the problem? A variety of methods or approaches have been tried. Let us explore a few of these and see what results have been achieved.

The Best Stimulation Techniques

The central approach of the U. S. Department of Labor has been to combine fact-finding and educational methods with an attempt to augment and strengthen the counseling and placement services for older workers available through the nation-wide system of public employment services. This effort has been successful in creating more job opportunities for middle-aged and older job applicants and claimants. However, the employment service acknowledges that progress is necessarily slow and that there is need for some kind of complementary effort. Other groups in the community such as the Fraternal Order of Eagles, the International Association of Machinists and a number of women's organizations have undertaken educational campaigns among their own memberships to correct discriminatory practices.

A handful of states have passed anti-age-discrimination laws, notably Massachusetts, Rhode Island, Pennsylvania and most recently New York. There has been such a law on the statute books in Louisiana since 1934 but its terms are somewhat different from those of the others mentioned above. The experience of Rhode Island and Pennsylvania with such laws is so recent that it is difficult to evaluate. The Massachusetts experience has been evaluated by John Ruskowski, Assistant Director of the Joint Legislative Committee on Problems of the Aging in New York. Ruskowski concludes that the Massachusetts law has served useful purposes in eliminating the surface manifestations of age discrimination in hiring — such as age restrictions listed in the help wanted columns of the newspapers. But he found no significant improvement in the numbers and proportions of jobs filled by middle aged and older workers as reflected in the placement statistics of the Massachusetts Employment Security Agency following the passage of the law. Other states are considering such legislation and similar bills have been introduced in the Congress.

The New York Joint Legislative Committee on Problems of the Aging, even before passage of the New York Law, had held extensive hearings on the need for such legislation in various parts of the state. A significant outcome of these hearings was strong and almost universal support by both management and labor groups for a strengthened counseling and placement service for middle-aged and older workers. This made it possible to get additional state and federal appropriations for such services. But the employer groups argued that legislation was not needed because they would be able, voluntarily, to eliminate discriminatory practices and policies. Following up this public commitment, the Governor's Special Assistant on Aging sent out letters to over 300,000 employers in the state, asking them to cooperate in a voluntary effort to eliminate age discriminatory practices. There was a heavy response of pledges to cooperate in such an effort. These were turned over to state

employment services so that personal contacts could be made to secure orders and refer qualified older workers. Although there was no formal machinery established to "police" this voluntary system of cooperation through pledges, there are possibilities along these lines either through the state employment services, the major management groups and trade associations, or both.

While it can be argued that legislative action is ultimately the only effective answer to the problem of increasing job opportunities, the limited experience in Massachusetts to date does not indicate that great progress has been achieved there, except in minimizing overt discrimination in newspaper advertising. There is, in the New York experience, on the other hand, evidence that employers and other groups are motivated to support voluntary efforts more actively and effectively when confronted with the alternative of such legislation. This approach is important therefore, and deserving of our active attention and support, in other states.

PREPARATORY MATERIALS FOR THE GOVERNOR'S CONFERENCE, APRIL 1958

Prepared by the Subcommittee on Employment Without Age Limitation, of the Committee on Employment and Income, Phillip W. Morris, Chairman.

Examples of Action Of Increasing Employment Opportunities For Older Workers

A. Ending fixed retirement for public employees

Eighteen states do not have compulsory retirement for their state employees. The majority of states west of the Mississippi have taken the lead either in eliminating or rejecting provisions for a compulsory age for retirement of public employees.

B. Flexible retirement age

An additional thirteen states have flexible ages of retirement. They usually provide for retirement of public employees between 60 or 65 years old and 70. Nine of these permit extensions beyond the maximum age under certain circumstances.

C. One state restricts discrimination by age

Massachusetts enacted a law in 1950 which is designed to restrict discrimination in private employment against workers from 45 to 65 years of age.

D. Private action on retirement

Many companies are doing away with compulsory retirement. Although compulsory retirement at a fixed age, generally 65, is the practice in many large industries, other companies, especially smaller ones, permit employees to continue working as long as they are physically and mentally fit and productive.

E. Part-time jobs for older workers

A demonstration project in creating part-time work for retired workers has been established in Holly Hill, Florida, by a retired businessman, Paul M. Bryant. He operates a factory which makes early American furniture by handicraftmanship methods. Each man works on what he likes to do best, choosing from twenty standard patterns, in his own way and at his own pace. The guest register shows that buyers have come from most of the forty-eight states.

F. Sheltered workshops

In different states sheltered workshops are organized to meet the demand for re-employment by retired workers. A sheltered workshop is so named because it is non-profit, does not compete with mass production and relies on hand-made products. An example is the Sunset Industries of Boston, Massachusetts. Another, the Santa Monica Bay (California) Sheltered Workshop, graduated twenty-eight out of forty-nine employees into regular industry in its first year.

G. Training and placement programs

These have been introduced in various states under public or private auspices. Examples include a Virginia state program of training, a training program in Denver aided by a local women's organization, and job placement by the Woman's Service Exchange, Madison, Wisconsin.

H. Specialized counseling and placement

Massachusetts has developed notable services for the older workers. An employment counselor in the Division of Employment Security seeks to help older workers in adjusting to employer resistance, loss of production speed, change in occupational status and physical handicaps due to aging. He assists the older worker in objective evaluation of his abilities, in a constructive approach to job seeking and in a realistic job campaign. He introduces him to literature in his field of work and helps him to outline his job qualifications. Counselors maintain liaison with placement interviewers, keeping them informed of the availability of older workers and their qualifications. The Division of Employment Security maintains a program to encourage employers to hire older workers.

I. Helping older persons to open small businesses

The Jewish Vocational Service of Greater Boston is helping qualified older persons to establish small businesses of their own. Loans without interest are arranged for individuals whose ability and personality are considered adequate and who pass psychological tests and medical evaluation. Businesses include cigar stands, shoe stores, shoe repair shops, variety stores, groceries, manufacture of novelty items, tailoring shops, drug stores, "fit-it" shops, and home mail-order businesses.

J. Crafts production

The League of New Hampshire Arts and Crafts, a non-profit organization, assists local groups to develop better instruction and sales of craft products made by them. Ninety per cent of 3,800 members are older people, and 85 per cent learned their skills after the age of 50. Each member sells his product through the League on a 25 per cent commission basis. The state appropriates a small sum for support of the League.

K. Business advice

Experience, Inc., in St. Louis, Missouri, is an organization of retired business executives that gives advice to less experienced businessmen. Members are men, 60 years of age and over, who have united to help others help themselves. Membership is limited to 100, and the dues are the difference between one's current age and 100. Experience, Inc., offers active assistance in planning and carrying out campaigns for civic improvement as well as counsel to younger and less experienced businessmen. It makes no charge for its service.

A BLUFFTON EMPLOYER'S EXPERIENCE

Miles Houser

The hiring of older people in our little factory here in Bluffton, Indiana, the Houser Engineering and Manufacturing Company, came about as the result of the shortage of labor following the beginning of World War II.

One evening, I happened to start a conversation with a 60 year old caretaker of one of our cemeteries. I knew the man and knew that he was a perfectionist at his work. I found out that he was paid \$15.00 per week during the summer months, and he had been laid off for the winter. As most of our production work is comparatively easy and can be done sitting down, I saw no reason why an older man couldn't do the work. I asked him how he would like to help us out during the winter months. He hesitated, saying that he had never had any experience around a factory or working with machinery of that kind. I told him that we would train him and almost begged him to give it a try. Finally he accepted. Needless to say, everything worked out far better than I thought it would.

Following this experience I started looking around for more elderly people like him. The news soon spread around that the Houser Engineering Company was giving preference to older men for work in their factory. From then on we had plenty of applicants from this age group. Soon our little factory was staffed with plenty of very fine workers.

I jokingly told any applicant under 60 that they were too young. Of course, we did not make this an arbitrary minimum age limit, but from our experience, I feel that a man is more dependable and settled down from 60 on than he is below 60.

In summing up our experience with older workers, I would say that the experiment has been very satisfactory. Once the job is laid out for them, they do it without grumbling. We have found them very cooperative. Very little sick leave. No blue Mondays. Most of them stick right on the job until some fatal illness of some kind strikes.

To me, the hiring of older people is a very personal thing. People of this age usually own their own homes which are usually modest places. They appreciate their jobs. They are not interested in pulling up stakes and heading for some new places. They want to feel that they are needed, and that they are earning their way. They do not want to feel that it is a matter of charity. The details of each case are pretty firmly stamped in my memory.

An Interesting Case

The case of the 70 year old harness-maker who lost his job because his boss had died will always stand out in my memory. If there ever was a lost person it was he. He tried several different jobs but none seemed to be right for him. I happened to know him and to know of the situation. He was so discouraged that I had to coax him considerably to get him to come to work for us. I hired him at a certain hourly rate, and because of the way that he adapted himself to the job I raised his pay before he got his first check. When he reached the age of 75 he came to me and said that he believed he should plan on quitting. I knew that this was merely an offer to step out if I wanted to get rid of him. I answered him by saying that I just could not consider such a thing at that time as he would be hard to replace. I then told him to go back to his department and continue on, and if he still felt as if he should quit, we would talk it over again in 10 years. Everything went along fine until he was 83, still going along just as well as he did at 70. He worked the full week, apparently feeling fine, when going out to work in his yard at home one Saturday morning, he suffered a stroke and passed away a few hours later. From the time that he went to work for us until his death, he never knew what it was to be out of a job.

I am most happy that Mr. C. N. Butts, the man who took charge upon my retirement, intends to continue to give preference to older men where possible to do so.

A COLUMBUS EXPERIENCE WITH EMPLOYMENT OF THE AGED

Morris Clement

On October 24, 1957, the Employment and Maintenance of Income Committee of Bartholomew County Retirement Study Foundation started in Columbus a job placement service for retired men and women over 65. Our service was "kicked off" by several excellent articles in the newspapers of our county and a handbill which we made available to our local Social Security Office.

Each Friday, Mr. Noble Pfeiffer, assistant manager of our local Indiana Employment Security Division office spends the day at our B.C.R.S.F. office, counseling and evaluating the aged seeking work. We didn't have our job placement service right at the I.E.S.D. office, where all kinds of facilities were available, because our pre-investigation indicated that some of our potential applicants would never go to the I.E.S.D. office. This is due to their pride and lack of understanding of the many fine services of the I.E.S.D. They feel that it is merely the unemployment office, where the less stoic go for a dole.

Our service had not been in operation long, when our office staff was getting telephone and personal inquiries almost every day, from both those seeking work and job sources. But before detailing our experiences thus far with the job placement service, I would like to relate several interesting situations that have occurred in our attempts to place aged applicants in jobs.

One very fine applicant was sent out to see a prospective employer, and as it turned out, the employer was very anxious to hire him. However, the applicant thought it over, and decided not to take the job. He went to California for the winter instead. Here was a gentleman who wanted reassurance that he was employable, and got it... certainly a worthy indirect benefit of our service. In another situation, we had an applicant turn down a job because there was no garage in which to house his car. Each applicant is obviously an interesting challenge to our placement service.

To date, we have been successful in placing 43 individuals over 65 years of age in jobs, as hotel desk clerk, theater ticket collector, janitor, farmhand, yard man, general office worker, watchman, bookkeeper, handy man, and baby sitters. At the present time, we have 12 female and 30 male applicants on our rolls whom we have not yet been successful in placing.

Outstanding Problems

Our job placement service has not been without its pitfalls and many unsolved problems remain. One of our most serious - partially eliminated in recent months - is that of coordinating our service in an effective and efficient manner with the I.E.S.D. It was not uncommon for our office staff to get calls concerning job sources or placements during the four days of the week when Mr. Pfeiffer of the I.E.S.D. was not there. Since he had the records in the I.E.S.D. office, our staff was limited in the action it could take.

This situation is much better now that we have completely duplicated all of our records. Thus there is always a copy of each record available at both the Retirement Study Foundation office, and the Employment Security office.

A second problem - still unsolved - is that of informing job seekers and job sources of our service. We have given thought to a more intensive publicity campaign, the use of advertising in our local paper, listing jobs that we have available for aged people, and publicizing the qualifications of job candidates. The Committee has also given some consideration to circulating information sheets to the various job sources in the county, listing the experiences and qualifications of the job candidates that we have registered through our job placement service. In brief, our task has only begun. But we conservatively hope for a 100% increase in the effectiveness of our service in its second year of operation.

A Potential Senior Business

Another subject that has been a concern of our committee this year is a project still in the planning stage. It is concerned with the possibility of the B.C.R.S.F. establishing a business organization by and for the aged. This would be a custom-built organization, possibly taking on some aspects of the quite successful Senior Achievement group of Chicago, Illinois.

Here are some of the problems that the Committee has wrestled with in giving this project serious consideration.

1. Management - How can we recruit suitable managers of such a business enterprise? Can we find satisfactory management talent among those 65 years of age or older? If we cannot find suitable management among the retired, can we find non-retired managers to fill the jobs until we can train managers among the aged?
2. What will the business organization deal in -- products or services, or both? What products can we make or what services can we render that will not cause economic displacement within our own area? How far can we go in our product and service research without first having a personnel inventory (knowing the skills and abilities of the aged who would participate in such a venture)?
3. Where and how can we obtain plant and equipment? Can we possibly get obsolete equipment from our local industries? Since plant and equipment available will usually determine product or service, should this be one of our first steps?
4. Marketing -- What problems in this area need examining?
5. Finance -- Assuming that the organization will receive many varied gifts from the community, what capital will still be needed? How can it be obtained?
6. Philosophy -- Examine the essential need of a philosophy as the base for the organization.

7. Social versus Economic Philosophy — Can these be made compatible? Would the organization employ any retired person, no matter what his economic value to the organization? What would be the remuneration to marginal employees? Do you fire those who cannot render economic value in order to preserve the organization and thus bring the greatest good to the greatest number of the aged?

Personnel — In such a unique business organization, you must take the unusual approach of working backwards, that of first evaluating skills and abilities of those who will be a part of the organization, and then from this analysis, deciding what service will be extended or what product will be produced. But in querying applicants for job placement service about a possible interest in participating in such a business venture, we find them understandably very non-committal. The project is, after all, very indefinite and futuristic. So we find ourselves caught on the proverbial horns of a dilemma. We can't get the personnel until we know our product or services, and the skills required, and we can't determine these until we know the needs, resources and skills of those who will participate in the program.

Our Committee does not think these dilemmas and problems are unsurmountable, and we are continuing to examine and attack them. They are pointed out at this time, to give you the benefit of our insight into this problem in the event you might be considering such an undertaking in your own community.

THE FIFTY-PLUS EMPLOYMENT GROUP

Arthur J. Schneider

"Sorry---- we were looking for a younger person." The finality of those words, or other words having the same meaning, may be difficult to comprehend. But for those who have experienced it time after time, bitterness and frustration take control. A handful of my friends and I — who are no longer schoolboys -- had experienced the rebuffs and discouragement. We decided to do something about it, and organized Fifty-Plus -- a group to help persons over 50 to crack the barriers of hiring discrimination. That awful problem of getting started was solved for us easier than any other problem we have had to face. I had a talk one day with Mr. Harold Hartley, Business Editor of the Indianapolis Times and related what we had in mind. The next day we were surprised to see a write-up about our idea in his column. That was all that was needed. We were forced to act. The people over 50 began to come to us.

We held an organization meeting in the World War Memorial Building in Indianapolis on one of the coldest nights last Winter, and the turn-out on such a night was amazing. At that meeting, our present skeleton staff of officers was named. From that faltering start, we embarked on a program for which we had no advance warning of direction, nor encouraging signs, nor any pattern or pre-conceived plan to follow. We just followed our noses, so to speak.

The nephew of one of the ladies who came out on that miserably cold

first night offered temporary headquarters in the salesroom of a refrigerator service. With that for a start, we begged furnishings, telephone, stationery, etc. And because I, too, needed occupation to keep me out of mischief and to avoid being a candidate for a mental institution, I volunteered to man the office. Our only source of money was, and still is the membership dues of \$1.00 per month, and many of our members do not even have the first dollar to spare until after we have found them a job. We have often had to dig into our own pockets to pay postage or some other little items of expense.

However, we do not make payment of dues, or even membership a condition for the use of our employment service. Unfortunately, some of the first ones for whom we found a job, have failed to keep their dues paid, and neglect to come to our public meetings on the third Monday of the month at the War Memorial.

Inasmuch as we have not yet been granted tax-exempt status, we have had to use all the volunteer services and free facilities that we could induce anyone to tender. From the start, every job in which we placed one of our members, whether full or part-time, literally had to be dug out of the Help Wanted columns of the newspapers; and the employer had to be "sold" the idea of using mature, long-experienced, dependable and loyal senior citizens. This was not always easy, and many times ended in a losing argument.

After six months of operation, 53 of our members had been placed in jobs. This, in spite of rather meager newspaper, radio and TV publicity. Then Joseph Shepard, human-interest editor for the Indianapolis Star Sunday Magazine, contacted us, and said he thought we had a story that would have interest for the readers of the magazine. We were happy to accomodate him with material, from which he built a story which we do not believe could be duplicated by a private public relations specialist for \$10,000.

Now just four weeks after the story was published, we are happy to report 129 members — previously unemployed — now actively working in gainful occupations. These include watchmen and guards, salesmen, painters, carpenters, maintenance men, warehousemen, motel clerk, hotel relief man, bookkeepers, custodians, secretaries, typists, one-girl general office, cleaning store managers, alterations sewers, stencil-cutting typist, matron and house mother, as well as practical nurses and baby sitters.

Employers who have tried one of our workers now call back when they need more mature, dependable and experienced workers. Early in our experience, after reading some of our publicity, the superintendent of one of our major construction companies, called to inquire about hiring a night watchman. He hired the first man we sent, at \$72.25 a week.

It was only a matter of a couple of weeks, when he called again, and said he could use two more of the same kind of men for full-time, and one part-time for Saturdays and Sundays. This ritual was repeated several times, until we now have eight full-time and

two part-time workers on his payroll.

Another officer of the same company called to tell about an idea he had. They had bought an old house on North Pennsylvania Street, in back of their Meridian Street offices, for additional parking space. The yard would provide sufficient parking space for the foreseeable future. In order to keep FIFTY PLUS handy to supply workmen when needed, they offered to re-open the old house and give us a permanent home, and they would remodel the rest of the house into apartments, and pay me something for attending to the rentals. That's how our new address happens to be at 1910 N. Pennsylvania St. I ought to add that this offer came at just about the time the refrigeration service was getting very busy and crowding us out the front door.

But even that is not the end of this chain reaction. They also said that if I would supervise the men, we could put FIFTY PLUS members to work on the remodelling. That makes five more men on the one payroll.

Of course, this case was our masterpiece -- and we are proud of it. But there are other cases of employers who were happy with the first worker we supplied and have called again and again. As a result of these experiences, we feel that we now have our "show on the road". None of us receives a pay-check for our efforts for FIFTY-PLUS, but the feeling of satisfaction and enjoyment that we experience everytime one of our members calls back to inform me he is going to work, is something that money can't buy.

Through our own experience, we have come to realize that the economic problem is only one facet of the over-all problem. We have seen evidence of the fact that once a man or woman gets on a payroll, many other problems disappear or are lessened. Often, there does not even have to be a pay-roll, just useful and needed occupation. Once there is something to occupy idle minds and idle hands, illnesses and phobias are overcome, and self-confidence, independence and dignity are restored. Busy people are not a problem.

Future Needs

First: We need members and more members. We are open for those over 50 years who want and need a job or supplemental income. But we also need members who are not necessarily in need of a job at this time, but who can pay the \$12.00 a year dues, to keep the machinery operating for those who do need us. And we need members amongst the younger workers who may need our services in the future.

Second: We need "nuisance" work and "farm-out" contracts from businessmen. Pensioners who are limited as to the amount they can earn can provide a real service to businessmen while supplementing their own incomes.

Third: We believe that compulsory retirements are largely responsible for the large number of disconsolate, bitter and

frustrated pensioners; and that all efforts should be made to change the attitudes of those employers who discriminate against the older workers in their hiring practices. Most workers are just as capable and useful the day after retirement as they were the day before. These faithful workers should be permitted to remain in a job as long as they are useful and anxious to stay.

Fourth: We believe we have made a good start toward a free enterprise solution to the economic problem of mature citizens; and that every effort should be made to enlarge this method and expand it to all parts of the state.

THE WORK OF THE INDIANA EMPLOYMENT SECURITY DIVISION

Wm. C. Stalnaker

Purpose and Function:

To provide job placement service for all workers in order to bring workers and jobs together promptly, utilizing the maximum knowledge and skills of the workers to the satisfaction of both workers and employers.

Special Services For Older Workers:

1. Employment counseling to assist the individual to formulate a vocational plan based on the worker's past experience, knowledge and acquired skills in order to make the maximum use of such experience, knowledge and skills by directing the individual to gainful employment.
2. Administering tests — aptitude, proficiency and oral trade questions to help the individual find gainful employment consistent with his abilities.
3. Suggesting to the worker the advisability of short training or retraining courses which would qualify him for employment.
4. Helping the individual in his search for work by soliciting employers in his behalf.
5. Developing job opportunities for the older worker by making a constant effort to influence employers to relax age specifications in the course of order taking, employer relations and community contacts.
6. Referring the individual to other agencies for pre-employment services.

Client Eligibility:

Service is available to every person of working age.

How to Apply For Service:

Apply in person to any local office. (See Directory)

RESOLUTIONS OF THE GOVERNOR'S CONFERENCE, APRIL 1958Employment Without Age Limitations

BE IT RESOLVED that the Commission on Aging engage the services of qualified researchers to act as a fact-finding body concerning the problems of employment faced by the older worker in Indiana.

FURTHER that these investigators be directly responsible to the Commission on Aging.

FINALLY that the State of Indiana provide the Commission on Aging with sufficient funds to answer such questions as the following:

1. Who are the unemployed? (How old are they? What skills have they? What industries are they in?)
2. Why are they unemployed? (Compulsory retirement? Personal choice? Age? Physical incapacity? Extra liability incurred by hiring older workers?)
3. What has the unemployed older worker to offer?
4. What employment opportunities are available for the older unemployed worker? (What are the hiring practices of employers?)
5. What facilities exist for assisting the unemployed older worker in finding the jobs that are available? (Placement and counseling facilities? Training facilities? Activities designed to educate the employer and the general public to accept the older worker?)

On the basis of information collected by the researchers, the Commission on Aging should make specific recommendations for alleviating the problems of the older worker who seeks employment.

INCOMEPREPARATORY MATERIALS FOR THE GOVERNOR'S CONFERENCE, APRIL 1958

Prepared by the Subcommittee on Income Maintenance, Committee on Employment and Income, Gerald Rubin, Subcommittee Chairman; Phillip W. Morris, Committee Chairman.

The Problem

A. In 1900, 17.8% of the U.S. population was 45 and over. In 1955, this figure jumped to 28.8%. The 65 and over group increase is even more pronounced, going from 4.1% in 1900 to 8.6% in 1955. In Indiana, the 1955 percentage is 9.2%. In general, we can expect this trend toward an older population to continue.

1. Only 39% of all men over 65 are part of the labor force. Many men in this age group would like to work if jobs within their limited physical capacities were available.

2. The median income for all United States male workers over age 65 in 1950 was \$1,337. For Indiana, this figure was \$1,284.
 3. Although life expectancy has increased dramatically since 1900, retirement age has remained fairly constant. This, of course, increases the number of years spent in retirement and intensifies the problem of income during these years.
 4. A nation-wide study of a sample of persons 65 years of age and over in April, 1952, showed that 36% had incomes less than the amount needed to meet a minimum emergency budget and that 53% received incomes less than required for a self-respecting standard of living.
 5. Analysis of a nation-wide, 1% sample of Old Age and Survivors Insurance beneficiaries has shown that almost one-half of them had little or no retirement income other than OASI payments. Of those with some other retirement income, half the men had less than \$393 a year, half the women less than \$171, and half the widows less than \$143.
 6. In 1952, persons 65 and over were the age group with lowest incomes in the nation. The median income of men was \$1,247 and of women, \$654.
- B. Probably the best data on the adequacy of income of the aged has been provided through a survey for the University of California Research Project by the Bureau of the Census in April, 1952. Three thousand households with one or more persons 65 years of age and over, considered representative of all such households in the country, were used in the survey. Three types of budgets were worked out for this study, based on the budget studies for elderly couples by the Social Security Administration and the Bureau of Labor Statistics:
1. Total Maintenance Budget — one providing goods and services necessary for a healthful, self-respecting mode of living, allowing "normal participation in community life, in accordance with current American standards" — \$1,850 for urban and \$925 to \$1,200 for rural couples not living with relatives; \$1,525 for urban and \$750 to \$1,025 for rural couples living with children.
 2. Cash Equivalent Budget — adjusted on the basis of Total Maintenance Budget to take account of home ownership and home-produced goods and services — \$1,725 for urban and \$550 to \$750 for rural couples not living with relatives; \$1,425 for urban and \$450 to \$625 for rural couples living with children.
 3. Emergency Budget — a critical minimum budget level which is 70% of the Cash Equivalent Budget — \$1,200 for urban and \$375 for rural couples living with relatives; \$1,000 for urban and \$325 for rural couples living with children.

In this survey, only the latter two budgets were used to determine the economic status of the 3,000 households. The results of this analysis for the two budgets in terms of per cent existing below these minimum figures were as follows:

Per Cent Below Minimum Needs

	<u>Emergency Budget</u>	<u>Cash Equivalent Budget</u>
Couples	27.0%	43.3%
Single Males	33.1%	50.1%
Single Females	50.5%	68.3%

From this table it is apparent that high proportions of older people are living below an emergency standard and still higher proportions below a budget deemed adequate for normal participation in the life of the community. In prosperous America, this is a shameful situation. Allowing for increased cost-of-living since 1952 and slight regional differences in the total, the figures quoted represent the amount needed for existence.

THE OLDER PERSON -- FROM PIGGY BANK TO CREDIT CARD

Martin Tarcher

The credit card has replaced the piggy bank as the symbol of our economic thinking. And its impact will rank with that of gunpowder, the printing press and aspirin in the annals of mankind. Along with other changes in our technical and social institutions, our present emphasis on consumption and credit has made it difficult for the individual to store up sufficient savings for old age. This in turn has resulted in shifting the brunt of responsibility for income in old age from the individual to the community.

It is not uncommon for piggy-bank philosophers, in perusing the startling statistics on the near-indigent aged, to moan that we have become a nation of idlers who have failed to live up to our responsibilities. To demonstrate the fallacy of this kind of thinking, let's take a look at an actual case.

Mr. J.J., who successfully managed several business enterprises in Gary, worked hard and saved — retiring in 1938 at age 65 with savings of \$20,000. Think back to pre-1938 incomes, and to the real purchasing power of \$20,000 in that year. Obviously, J.J. had not been a spendthrift. Yet, 16 years later, at age 81, J.J., "sick, unwanted, and useless", with \$101 to his name — was forced to become a recipient of old age assistance. He had, as he put it, "wished for and prayed for death".

In the three years preceding his application, J.J. had paid out more than \$1500 in hospital and doctor bills. He was slightly paralyzed from a stroke and had a hernia of long years' standing. As he was unable to care for himself, his doctor prescribed a nursing home. To this day, he lives in the institution.

1. See paper by Miss Kellam. The case of Mr. J.J. is taken from her presentation, delivered in Bloomington, Sept. 22, 1958.

For 16 years after retirement, J.J. lived on a yearly expense of \$1250. For a while - when able - he worked part time in employment covered by social security so that he could eventually receive \$49.10 a month. J.J. had tried his best. He is an excellent example of a senior citizen who thought he had adequately provided for his old age only to find that economic obstacles were to upset his best laid plans.

As has been intimated, our emphasis on credit and consumption heads up any list of these obstacles. But also of major importance are such factors as compulsory retirement, changing to technology, hiring discrimination, devalued savings, rising costs, and the changing structure of family life.

In the shock of the depression, the precedent was established for requiring workers to leave their jobs when they reach a certain age, regardless of their wishes or capabilities. This automatic retirement at or near age 65 was given further impetus with the advent of Federal Old Age Security Insurance, and with the widespread growth of private pension plans.

While many older workers decry their misfortune at being pensioned off at 65, many more wish they could share this misfortune. These are the ones who were ineligible for benefits, or who had been left behind in the technological revolution. Replaced by the pushbutton, many were left to face a future of pavement pounding, pleading, and "sorry, we can't use you, you're too old".

Forced into retirement, the old timer takes stock of savings, investments, and insurance policies - if they've survived the zooming medical costs and emergencies of an insecure world. When making the deposits, the savings looked good. How was he to know that the \$1000 he saved in 1928 would be worth only \$600 in 1958; the \$1000 saved in 1938 only \$500; and the \$1000 saved in 1948, only \$835.²

In the past it was no problem, for although the value of his savings decreased, he had at least enjoyed a rapidly rising pay check. But the future would offer no earnings, and the pension would be a small, fixed amount. Will then, his cost of living continue to rise while his savings deplete and his limited income depreciates in value? He turns to the economists, and grimly they answer -- yes!

Not only will our retiree's expenditures be higher -- but there will also be many more of them. In the "good old days" he probably would have been a part of a larger family unit, living with his children and grandchildren on a farm or in a large, sprawling city home. One rental, one food bill would have covered three generations. But with changing technology, the movement to the cities, and the mobility of the younger generations, the first generation now finds itself alone, paying its own bills in the large, empty home, or in a small, impersonal efficiency apartment.

² "Consumer Price Index," Statistical Abstracts of the U.S.-1957, P. 323.

With all of these problems, the unkindest cut of them all is still the temptation and pressure to consume — on credit. First of all the old timer does not know how much time he has left, and desires to enjoy the few remaining months or years. Enjoy what you have — now — is a natural impulse. Prices continue to rise, and the longer you wait, the more difficult it will be to buy. And then there are your neighbors, the Jones'. You've got to keep up with them and have the same things they have if you're to keep their friendship and respect. And at this stage of life, you need their friendship badly. Finally, there is the pressure of advertising and the business world — exhorting you to consume, consume, and consume some more. You Auto Buy Now! You must buy to fight the recession and keep the wheels of industry going. You must buy because it is the patriotic duty of every citizen.

Consumption is of major importance, and it is necessary for the business community to urge the public to greater spending. But the temptations and pressures which are the natural allies of the spending drive, put a real squeeze on the older person attempting to live on a fixed, limited income.

Obviously, the economic obstacles to providing adequate income in old age can no longer be attacked by the lone individual armed with piggy bank. To what group or institution then, belongs the responsibility? We argue the question vehemently, violently and vociferously. But even as we argue, our system of checks and balances, and our great capacity for moderation and compromise are resulting in solutions which utilize the facilities and resources of all our community institutions.

And what have these solutions done to the individual? Is it true that social security, the private pension, and old age assistance destroy initiative? Or is it rather that the degree of security they provide frees the individual from the nagging fears and tensions that prevent the creative thought and action of intelligent retirement planning?

The starving man may not have the strength to reach for the crust of bread. But give him the crust and you'll give him the power to struggle towards the loaf. Fortified by the loaf, he'll reach for the wine. The wine is there in retirement — in travel or the fishing rod, in music or work, in the arts or the crafts, in the thousand and one things that give pleasure and challenge to the natural urges of man.

PLANNING RETIREMENT: SOCIAL SECURITY

Taulman A. Miller

Introduction

Regardless of divergent views as to the merits of the program, Old-Age, Survivors and Disability Insurance must now be regarded as the foundation of the American system for financing retirement. It is a program of enormous magnitude:

1. At the end of 1957, 107 million persons had accumulated wage-credits; during that year 74 million received some taxable earnings — a larger number than the average labor force in any month. Virtually universal coverage of the nation's labor force now exists.

2. At the end of May, 1958, 9.6 million men and women who had reached the statutory retirement age (65 or 62) were receiving monthly benefits. This is more than 60% of the total population of retirement age. As of December 1957, there were 273,000 retired beneficiaries in Indiana — 611 per 1,000 population 65 and over.

3. In 1957 Social Security benefits provided virtually all the money income of about one-fourth of the beneficiaries of the program, 65 or 62 and over.

4. During the calendar year 1957, \$6.8 billion was collected in Social Security taxes. Total benefit disbursements amounted to \$7.3 billion.

One may consider the retirement benefit program of the Social Security Act from two points of view — 1. that of the individual who either by himself or with appropriate counseling seeks to work out financial plans for his own retirement; or, 2. the viewpoint of public policy in which the individual citizen and the society in the aggregate seek to make decisions on the broader issues — what level of benefits should be provided? how shall the benefits be financed? what should be the statutory retirement age? and many other matters.

A discussion of OASDI from the point of view of the individual planning his retirement would involve a review of the detailed and specific provisions of the law. Consideration would have to be given to spending, saving and investment problems at various income levels. Suffice it to say that intelligent financial planning for retirement must take cognizance of provisions of the Social Security law dealing with coverage, eligibility for benefits and the benefit calculations. There is ample opportunity for counseling along these lines on the part of social agencies concerned with the problems of retirement. Local offices of the Social Security Administration can be most helpful.

The 1958 Amendments

The 1958 Amendments to the Social Security Act focus attention on the two major issues of public policy — the level of benefits and the level of taxes. For the fourth time since the Congress substantially rewrote the eligibility and benefit provisions in 1950, benefits have been liberalized by legislative action. The 1958 amendments will raise monthly payments to all beneficiaries (effective in January 1959 and reflected in checks received in February) by about 7 per cent on the average. The range of monthly payments for retirement at 65 will be \$33 to \$116 in 1959 as compared to the present \$30 to \$108.50. The present average benefit of \$65 will become approximately \$70. The maximum permissible payment to any one family (3 or more beneficiaries) will be \$254 as compared to the present \$200. In addition there are several changes of a liberalizing character in the eligibility provisions for dependent's benefits.

As in 1957, Congress wisely accepted the principle of increasing taxes to finance the increase in benefits. The increase is, in a sense a double-barrelled affair. The first barrel hits all covered employment and is effected by telescoping the scheduled future tax rate increases into a shorter period of time. The present $2\frac{1}{4}$ per cent of covered wages collected from both employer and employee becomes $2\frac{1}{2}$ per cent in 1959; 3 per cent in 1960, $3\frac{1}{2}$ per cent in 1963, 4 per cent in 1966, and $4\frac{1}{2}$ per cent in 1969 and thereafter. The existing schedule called for $2\frac{1}{4}$ per cent through 1959 and then increased one-half of 1 per cent at 5-year intervals becoming $4\frac{1}{4}$ per cent in 1975 and thereafter. The second part of the increase affects only the higher income levels by raising the amount of income subject to social security taxes from \$4,200 to \$4,800 per year. Note that by 1969, the combined employer and employee social security taxes will amount to 9 per cent of taxable payrolls, a substantial allocation of current income to finance retirement.

Adequacy of Benefits

The increase of benefits over the years beginning in 1950 has in large part been a response to a demand for more adequate benefit levels. The average of \$27 per month being paid in late 1949 was a national disgrace — though a substantial improvement over the situation in 1929 when there was no social security program at all. But at some stage, very careful consideration must be given to a review of what we would consider an adequate level of benefits. There are at least two reasons why this is necessary. The original objective of our Social Security program was to provide a basic floor of protection — minimum income security — and many doubt that a compulsory, tax-financed, public program should attempt to do more. The second reason for consideration of adequacy is a practical one. There is no escape from the basic reality that higher benefits mean higher costs and higher social security taxes.

Adequacy is extraordinarily difficult to define, but some quotations from the 1957 survey of the income of retired Old-Age and Survivors Insurance beneficiaries conducted by the Social Security

Administration¹ will help.

1. Half the beneficiary couples had total money incomes of less than \$2,190 per year; half had more. The lowest fourth had less than \$1,500; the top fourth more than \$3,250. For single retired workers and widows past retirement age the corresponding figures were half as much or less.²
2. OASI benefits provided practically all the money income of about one-fourth of the beneficiaries.
3. 23 per cent of the men and 12 per cent of the women retired workers had employer or union pensions; relatively few received veterans pensions.
4. Two-thirds of the beneficiary group had little or no money income from assets — interest, dividends and rents.
5. 35 per cent of the retired beneficiaries had earnings; one in ten of the beneficiary groups received public assistance.

What do these conclusions indicate about the adequacy of the present level of OASI benefits? It is, of course, difficult to say, for each has his own opinion about what a reasonable minimum income level should be. I would venture the opinion that in the light of cost considerations we have certainly reached the stage where further over-all increases in the level of benefits should be very carefully weighed.

Averages, of course, disguise many individual cases in which present benefit levels fail to provide a socially acceptable minimum income. An obvious answer for this situation is to revise the benefit formulas to increase the smaller benefit amounts. The answer only leads us to a policy dilemma. The present formula is already weighted in favor of the lower income groups — the man with an average monthly wage of \$110 receives a basic benefit equal to 55 per cent of that wage; the man whose wage averages \$350 a month receives approximately 32 per cent of his earnings. Since one of the basic and admirable features of the American social insurance system is the variation of benefits in accordance with previous earnings to provide incentives for earning higher benefits — further moves in the direction of equalizing benefit amounts would weaken our system. Fortunately we have our old-age assistance program to meet cases of real need.

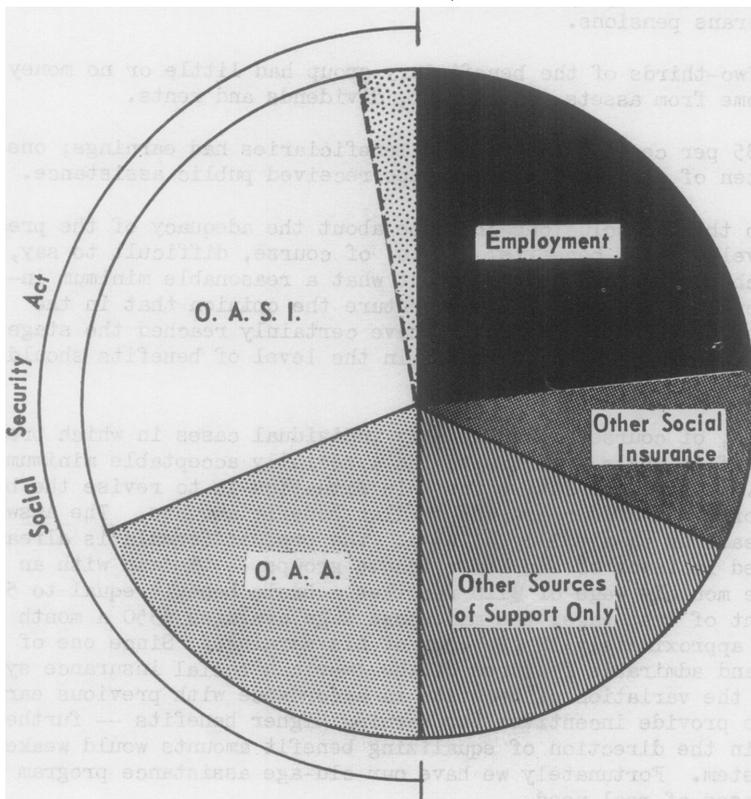
Costs of the Program

The costs of our system of old-age and survivors insurance need careful and continuous study — particularly study of future costs. Of one thing we can be perfectly confident — costs as measured by total annual benefit disbursements will rise steadily over a

1. Social Security Bulletin, August 1958, pp. 17-23.

2. Single retired: median, \$1,140; low quartile, \$770; top quartile, \$1,730. Widows: median, \$880; low quartile, \$640; top quartile, \$1,380.

THE SOCIAL SECURITY ACT PLAYS AN IMPORTANT PART IN THE ECONOMIC LIFE OF THE AGED TODAY



**Sources of income of Aged Persons in the U.S.
December, 1953**

Source: Reprinted from June, 1954 issue of the Social Security Bulletin, published by the Social Security Administration, U.S. Dept. of Health, Education, and Welfare. "Economic Status of Aged Persons and Dependent Survivors," December, 1945.

considerable number of years. The 65 and over age group will continue to grow both in absolute numbers and as a percentage of the total population so that there will be larger numbers of benefit recipients. The percentage of the retiring group eligible for benefits will also increase in the future. However, it is extraordinarily difficult to make precise calculations of future costs. The best actuarial estimates are presented in terms of a substantial range between high-cost and low-cost forecasts.

The operation of the system over its first 20 years tended to divert attention from sober reflection on future costs. We were able to liberalize benefits with very modest tax increases; and, at the same time, to continue to accumulate reserves as current tax collections exceeded current benefit disbursements. But we have begun to face reality. Very recent experience has reversed the situation. Benefit payments exceeded tax collections in calendar 1957 and the imbalance has continued. One of the reasons for the tax increases incorporated in the 1958 amendments was to restore the currently accumulating surplus.

The inevitable cost increases associated with benefit liberalization force us to a really basic question — How much Social Security can the United States afford? — not only in the present but in the future, for increases in benefits to meet today's needs involve heavy commitments for the future. The economist points out that there is no way to pay in advance the future real costs of benefits.

This analysis need not make us fearful — only cautious. If the economy continues to expand and grow — and short of international catastrophe, there seem to be no basic reasons for believing that it will not — it can support future benefit payments. If retirement reserve funds (public and private) are invested wisely in projects that will increase the future productivity of the economy, confidence in economic growth is strengthened.

It has not been my intention to be critical of our Social Security program or imply that it has major defects. Like any other legislative program for achieving broad social purposes, it must be constantly reviewed, studied and perfected. On the whole it is a magnificent social invention of which our nation can be proud.

INSURANCE AND PENSION PLANS

Morton D. Miller

The past 25 years have seen a tremendous increase in our organized provision for personal and family security. In a rapidly changing world the hazards of unemployment, of loss of life, of old age, and of ill health and disability have assumed greater and greater importance. This is hardly strange when we remember that this quarter century includes our recovery from the depths of the economic depression of the 1930's as well as a world war of unparalleled awfulness and the major world-wide economic and political adjustments that have subsequently ensued.

The added emphasis on personal and family security is only one of many changes in our social and economic scene. Mechanization has continued at a heightened pace to attain today's degree of automation. Urbanization of our land has gone on; farming itself has become practically all large-scale. Science has achieved the controlled division of the atom. Trade unions have become a major force in our economy. Our population has grown; added longevity at all ages has resulted in the survival of significantly greater proportions to the older ages. These are among the many other factors which have contributed to our increasing concern with measures to protect us against the major hazards of our complicated twentieth century existence and, as a part thereof, the heightened consideration being given to the special problems of our older and retired citizens.

Social Security

A big step in adding to personal and family security was taken with the passage of the Social Security Act and the concurrent establishment of our system of state unemployment compensation laws enacted under the spur of Federal tax abatement. These systems have gradually been expanded. Benefit provisions for surviving spouses, dependent children, and dependent parents were added to the original Social Security Act and the number of jobs brought under the Act has been steadily enlarged to the point where coverage is practically universal, except for those covered by other governmental systems. Benefit amounts have moved upward with changes in the value of the dollar.

In our approach to Social Security, the government is seen as providing a basic floor of protection against want. Responsibility for building additional security is left to groups and individuals in accordance with their own dictates. It is up to each of us to decide the extent of the additional protection we wish to achieve and how we wish to go about it.

Insurance and Pension Plans

Along with personal savings and home ownership, private pension plans and insurance coverages have been most important avenues for the establishment of this further protection. During the past 25 years, phenomenal growth has been made in life insurance and

pension plans building on the foundation of Social Security benefits, and health insurance has developed practically as a new form of protection.

This expansion in voluntary security has been sparked by the rapid spread of group plans arranged through an employer or union. Whereas not long ago the advantages of group insurance were limited to the larger employers, increased insurance know-how has helped to make them available to employers of as few as five employees and to small employers who are aggregated as members of an employer association or under a plan arrived at through industry-wide bargaining.

The National Labor Relations Board made an important decision in 1948 when it decided that the employer's portion of the cost of employee welfare benefits was in fact a part of wages and therefore subject to collective bargaining. With our burgeoning union movement, this gave great impetus to voluntary plans as the whole complex of pension and insurance benefits was brought within the orbit of union concern. Benefits secured by unions for their members become a standard of comparison for non-union employees, and so the influence of collective bargaining in this area extends into other employment as well.

It is significant that the desirability of voluntary provision for personal security is recognized by the favorable tax treatment accorded private benefit plans. This, too, has been a major factor in encouraging their growth. Employer contributions to qualified employee plans and to life and health insurance plans are deductible from the employer's income as a proper business expense and so are free of the employer's income tax. Furthermore, the amounts contributed by the employer are not taxable to the insured employees as a part of their incomes. Liberal tax treatment is also given to the benefit payments as they are received. Similarly advantageous tax treatment has not been available to self-employed persons up to now. However, the question of extending more equal tax consideration to the self-employed has been under study by Congress for several years. In fact, the Jenkins-Keogh bill, that would have done so, was passed in the House this year but failed in the Senate. Such a bill would be of great help to self-employed persons in their security planning.

Life Insurance

Our personal security areas divide themselves somewhat arbitrarily into life insurance, annuities and pensions, and health insurance. Turning first to life insurance, at the end of 1957 about 500 billion dollars of such protection was in force in the United States and about 121 million persons were insured. This is almost double the amount of protection as of only five years before and five times as much as in 1937. The coverage is underwritten principally by some 1,300 legal reserve life insurance companies throughout the country, the balance being through fraternal associations, assessment life insurance companies, savings bank life insurance, and the veterans' national service life insurance.

About two-thirds of the life insurance is under policies issued to individuals and the remainder under group life insurance plans. A good question is just how much of the benefits of this individual life insurance protection will actually become payable to assist persons to live in their older ages. It is not possible to answer this question with any precision. However, an examination of death claims paid shows the insured to be age 65 or over in about 45% of the cases. In those instances, almost half, the benefits may be assumed to go in large measure to a surviving spouse of like age.

We also know that about 60% of this individual insurance is on a whole life, limited payment life, endowment, retirement income, or other permanent form of policy providing, in addition to insurance protection, for the building up of cash values which are available to the insured in an emergency situation or which he may apply to provide income in the later years. That the sums building up for the future in this way are huge, and represent substantial security planning, is clear from the fact that life insurance policy reserves held by the companies total over 60 billions of dollars. This compares with the total of 23 billions of dollars in the Social Security Trust Funds.

About one-tenth of the group insurance is in a permanent form, or represents a combination of term and permanent insurance which provides paid-up insurance values after retirement. A development of recent years under the group term plans is of special interest because of its relation to retired persons. Termination of the insurance upon cessation of active work at retirement is no longer the usual treatment. Instead, provision is generally made for the continuance of the pensioner's insurance under the group plan in full or in part. A recent study showed that in 20% of the cases the coverage was continued in full and in another 46% part coverage was maintained. This continuance is often without any cost to the retired person so that he has, in effect, paid-up benefits. Where he is asked to continue to contribute, it is generally at the nominal level of \$.60 a month per thousand or less.

It should be mentioned that even where insurance under the group policy terminates at retirement, the employee has the right to convert his protection to an individual policy. Since he has to assume the full cost of the insurance at his advanced age, this is not attractive in many cases.

Annuities and Pensions

Through annuities or pension plans, direct provision is made for income during retirement. The basic benefits of the Social Security Act are usually taken into account specifically in the arrangements made for supplementary benefits commensurate with earnings.

The number of individual annuities in force in life insurance companies totalled almost a million and a quarter at the end of 1957. The retirement income is now payable under about 40%; another 16% are fully paid for with income not yet commenced; and the remaining annuities provide deferred income not yet fully paid for.

As I stated earlier, group plans have received special impetus in recent years and nowhere is this more forcefully brought out than in the case of group pension and profit-sharing plans. Life insurance companies alone had 24,000 pension plans in effect at the end of 1957 under which some five million persons were included. The bulk of these were members of conventional deferred annuity type plans, whereby paid-up units are purchased each year with the income provided by these units to commence at retirement. More recently the deposit administration type plan has come into greater favor. Under such a plan, instead of buying paid-up units each year, a fund is established with the insurance company for the group as a whole and upon an employee's retirement a withdrawal is made from the fund to purchase a fully paid annuity for him.

While the services of an insurance company have been chosen to carry out the provisions of many private plans, others, usually the larger ones, have been established on a non-insured basis with the funds held by a bank or trust company. Some 13 million persons were included in such plans at the end of 1957. In addition, about seven and one-half million persons were under public retirement plans for Federal civilian employees, for state and local government employees, and for railroad employees under the Railroad Retirement Act.

Adding together the number of persons covered by individual annuities, insurance company pension plans, non-insured plans, and public retirement plans, gives the sizeable total of between 26 and 27 million for whom retirement income provision over and above Social Security is being made. And these plans are still growing rapidly.

Health Insurance

As remarkable as the growth of life insurance and pensions has been, the development of insurance for the cost of medical care has been even more dramatic. Spurred on by the rapid advances in medical science, insurance for the expenses of health services has mushroomed to the point where 123 million persons, more than 7 out of 10, now have some form of benefits; substantially all this coverage having been achieved in the last 25 years.

Parenthetically, another form of health insurance widely underwritten by insurance companies provides protection against the loss of earning power by reason of sickness or accident resulting in inability to work. Loss of income protection relates to the working years, since it furnishes replacement of income earned from employment. The need for such insurance ceases upon retirement when the individual is no longer working.

Many different groups are engaged in providing medical care benefits and a variety of techniques have been used in making this insurance available. Some 700 insurance companies, including practically all of the major life and casualty insurance companies, are extremely active in this field. Of equal importance with the insurance companies are the 200 or so Blue Cross and Blue Shield type organizations. In addition, there is a wide variety of independent

plans. These include group medical practice plans operating on a prepayment basis, plans that are self-administered by employers or labor unions, community plans, fraternal societies, and rural and consumer health cooperatives.

Health care benefits are offered on a group basis and, for those who are self-employed or do not work for employers eligible for a group insurance plan, through individual policies. The insured's wife and dependent children are generally included.

The scope of the insurance plans for the costs of medical care which are available to the public has expanded rapidly so as to include substantially all types of medical expenses today. They began in 1932 with protection for hospital expenses. Surgical and obstetrical benefits came soon after, to be followed by insurance for the cost of doctors' home, office, and hospital calls for non-surgical conditions and for the expenses of x-ray and laboratory examinations out of the hospital. More recently, major medical plans and other forms of extended coverage provide large amounts of benefit, such as up to \$10,000 or \$15,000 for any one illness, and have brought within their scope such additional health care items as the cost of private duty nursing, drugs and medicines outside of the hospital, ambulance services, and appliances.

Coverage today generally includes both hospital and surgical expenses. A substantial proportion have added benefits for other medical expenses, and 15 million are insured under major medical plans.

Health Benefits for the Aged

No one is sure what proportion of our senior citizens have health insurance. It is thought that at least 40% of those over 65 now have some form of health insurance, although a study in Michigan indicated the insured proportion of the aged in that state to be 86%.

There is little question that health insurance is an important need for older persons, especially since a person's medical care requirements increase in his later years. Unfortunately, health insurance is so new that in the efforts to broaden coverage generally and to secure a more adequate basis in experience, it is only more recently that the special problems of the older persons have been receiving as much attention as they should.

However, outstanding progress has already been made in meeting their health insurance needs. Experience with the risk of providing health insurance at the older ages is accumulating daily. Sparked by competition, a number of methods of extending the insurance to older people are being used, some of them unheard of a few years ago. Principal among these are the following:

1. Continuation of insurance on older active workers under group insurance plans. Coverage under group plans does not have a terminal age and so long as the worker remains employed by the group, he and his dependents are automatically eligible for

insurance even though he may be well over 65.

2. Continuation of group insurance on retired workers and their dependents. This is a development of the last few years that has been growing very rapidly. A study of the New York Insurance Department through 1956 showed that one-third of those covered under insurance company group plans were under policies which provided for continuation of hospital expense and surgical coverage after retirement. For two-thirds of the affected employees, the provision was first granted within the previous five years, which illustrates how this practice is growing.

It was also brought out, and this is most important, that half the persons with continuing benefits were members of plans under which the employers assumed the entire cost of the benefits after retirement and that the contribution after retirement required of the other 50% was generally at a rate no greater than their contribution while employed. With employer participation in the cost in whole or in part, coverage after retirement under group plans can actually be assured because the financial burden of such continuance to the retired individual is removed or greatly reduced.

3. Continuation on an individual policy basis of coverage originally provided by group insurance, this being accomplished by conversion of the group coverage on termination of employment or membership in the insured group. This has been the principal approach of the Blue Cross-Blue Shield type organizations to the continuation of coverage. They have been quite successful with it, although sometimes retired individuals faced with the full cost of the conversion contract choose not to continue.

Many insurance companies will offer to include a similar provision in the plans they underwrite under which conversion to an individual policy is permitted on termination of coverage with the group. However, the companies generally feel that continuation under the group plan with the employer contributing substantially to the cost of the benefits after retirement, is the preferable way.

4. New issuance of group insurance on such groups of older people as associations of retired persons or employees, retired teachers and civil servants, and Golden Age Clubs.

5. Continuation into the later years of individual insurance purchased at the younger ages. A number of companies offer policies that may be purchased early in life and continued on a guaranteed basis for the remainder of life as in the case of an ordinary life insurance policy.

6. New issuance of individual insurance at advanced ages. Special policies have been designed for issuance at ages such as 70 or 75, and at least one company will consider the issuance of a policy at any age.

7. Issuance of insurance that becomes paid-up at age 65.

Experimentation with policies such as these is just beginning. If they are successful, people will be able to pay health insurance premiums out of earnings during their working years which will provide paid-up protection for their retirement years.

Conclusion

I have tried to describe the part played by life insurance, annuities and pensions, and health insurance in the financing of retirement. They have a major role which will become even more important in the future. The host of organizations active in the insurance and pension fields are continuously striving to improve the extent and quality of their service to the public. This is especially true in connection with health insurers about which there is so much concern currently.

Planning the financing of retirement is a complicated matter which we have traditionally tended to approach separately in terms of the need for cash income for living expenses, provision for surviving dependents, and now the necessity of medical care insurance. We must encourage a balanced approach to those needs. Enough should be available from savings and pension and life insurance allotment to make definite provision for adequate health insurance in order that unanticipated medical care expenses not dissipate cash and income resources otherwise carefully set aside.

In much the same way, important as the financial aspects of retirement are, the other aspects cannot be lost sight of. For example, it would appear that insufficient housing for the aged keeps many older persons confined to hospitals even though they do not need constant medical care. This is cited as an illustration of why the situation of our senior citizens must be considered from an overall point of view.

THE INDIANA STATE DEPARTMENT OF PUBLIC WELFARE
PROGRAM OF OLD AGE ASSISTANCE

Albert Kelly

Old age assistance, a public welfare program established by the General Assembly in 1936, and administered by the state and county departments of public welfare, is maintained for the purpose of preventing and alleviating a portion of the financial, social and physical hardships in the lives of the needy aged. Help under this program is provided in the form of monthly cash grants, medical care and social services.

Eligibility Requirements

This help is for a particular group of the aged - those who are 65 years of age or older and are citizens of the United States by birth or naturalization; who have been residents of Indiana for 5 years out of the past nine and continuously for one year immediately preceding the date of application for assistance,* and who are in financial need to the extent that they are deprived of living conditions which are compatible with decency and health.

To be considered a needy person, an applicant must have exhausted his cash reserve, including savings, stocks, bonds and the cash surrender value of life insurance, to an amount not in excess of \$350.00. Below this amount, need is figured on the basis of the difference between actual monthly income and essential living expenses.

Personal resources which provide monthly income to offset need include any amount received from wages, retirement plans including social security benefits, property and support from relatives or friends, and other items available in lieu of cash.

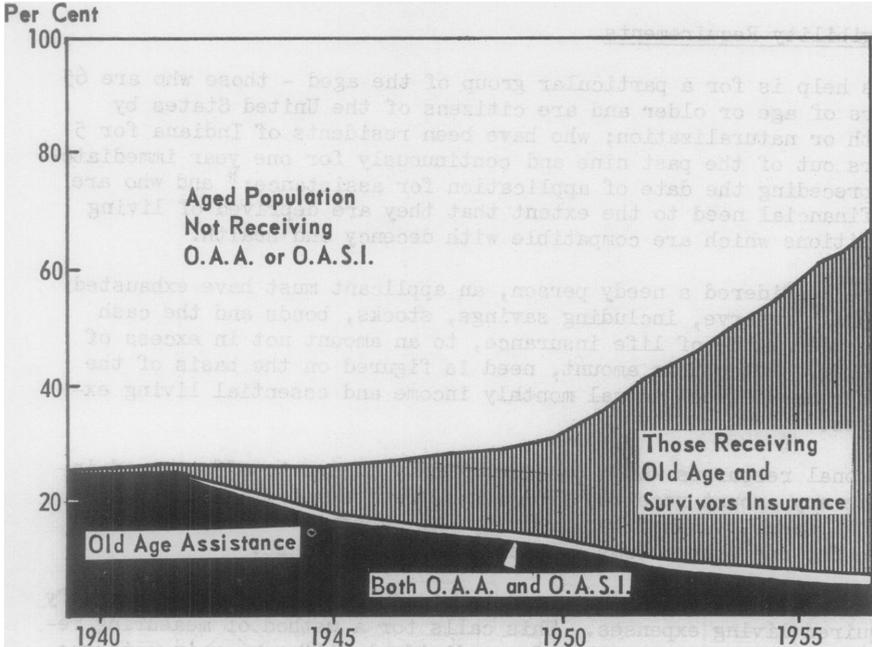
After available resources are determined, it is necessary to verify required living expenses. This calls for a method of measuring requirements which will allow for individual differences in patterns of living and at the same time provide for the logical controls which are a part of any "needs" program and a part of the administration of all tax supported programs established for the welfare of the majority.

A standard guide has been adopted which includes common dietary, clothing and other physical needs, the amounts of each of these items required for decency and health, their actual cost on the open market, and an allowance for the actual verified cost, within reasonable limits, of other essentials such as shelter, fuel, utilities and special diets.

Applicants who have a deficit between their verified resources and monthly living expenses, and who meet the eligibility requirements

*In setting up the factor of residence eligibility, Indiana followed the highest requirement allowed under the Social Security Act. It would appear this requirement needs to be re-examined.

SOCIAL SECURITY BENEFITS ARE RAPIDLY BECOMING AVAILABLE TO MOST OF THE AGED, WHILE PUBLIC WELFARE IS SLOWLY FADING AWAY



Per Cent of Old Age Assistance and Social Security Beneficiaries in Indiana 1940 - 1958

Source: Indiana State Dept. of Public Welfare and Social Security Board

of age, citizenship and residence, are granted assistance in the amount of this deficit up to the maximum monthly sum which is allowed by law. Those who become recipients of assistance are eligible also for required medical care including the services of physicians, dentists, hospitals, licensed nursing homes, and other requirements prescribed by the physician such as drugs, appliances, and nursing services. Payment for authorized medical care is in addition to the monthly check for living expenses and is usually made directly to the persons or institutions providing the care.

While the availability of required medical care is of extreme importance to the well-being and security of the aged, a sufficient amount of money for basic living expenses is just as important. The legal maximum which can be allowed for monthly expenses is inadequate for about 20% of the aged persons who must depend on old age assistance. It should be pointed out that the deficit in the budgets of these aged recipients is on the side of bread, butter, clothing, shelter, and other every day necessities, all of which are required to maintain body nourishment and the incentive to remain in social contact with the outside world. The maximum limit is a cost control. Since the purpose of the program is to meet essential living expenses, limitations required to control costs should be sufficiently flexible to allow for advances in the cost of the basic essentials of life.

The idea that great numbers of persons come on old age assistance the minute they become 65 is not borne out by facts. The average age of applicants in this state is between 74 and 75 years. The age range at any given period would be from 65 to well above 90 years. The average age of the recipient group in 1955 was 77 $\frac{2}{3}$ years. This average is continuously advancing, and is expected to be about 80 years by 1960. Nor is it true that the majority of the recipients depend totally upon the public for support. The monthly grants range from only a few dollars up to the maximum which indicates that many persons need only partial support.

Social Services

In some situations social services take on even a deeper personal meaning in the life of the individual. A broken hip, for example, may require not only proper medical attention including hospitalization, but also a plan for the care of an elderly husband or wife who is not able to live alone.

Hospitalization required for any reason may have to be followed by a period of care in a nursing home, or in the home of relatives or friends. Wherever the appropriate type of care is to be furnished, it is essential that it be available immediately upon the medical release of the patient from the hospital. This is important to the personal well-being of the patient. It is also important from the standpoint of releasing the hospital bed for the care of another person and for eliminating unnecessary hospital charges.

Prolonged care away from home creates for the older person the problem of how to look after his home and personal belongings, and often the problem of determining whether he should try to keep his

home intact so it will be available if and when he is able to return to his usual way of living.

Social services required to help handle these difficult situations have to be provided at the pace the elderly are able to go. Decisions and adjustments come more slowly with age, and when a whole pattern of life may be involved, time to comprehend and plan are important. Therefore, the agency must recognize that "time" is a part of the job.

Providing these services also requires skill in working with people. The social service role is a combination of reinforcing personal strengths and bringing to the situation a prior knowledge of how community resources can be utilized to meet the needs of the case. Service given on a sound and skillful level can spare much suffering and can go a long way in eliminating possibilities of wasteful use of public aid.

The Medical Care Program

The purpose of old age assistance was broadened in 1941 to include medical care for recipients. This amendment to the public welfare act was adopted by the General Assembly when it was realized that the original program and other community resources were inadequate to meet the increasing health needs of the aged. The growth in the use of this part of the program is reflected both in the increasing number of recipients who require medical care and in the cost of care per case.

Medical care for an average case load of 45,163 recipients in 1951-52 cost \$3,600,000.00; while medical care for a case load of 37,079 recipients (or approximately 8,000 less persons) in 1954-55 cost \$4,846,000.00 (or approximately \$1,250,000.00 more). A portion of this increase was caused by the rising cost of all commodities. But the actual facts are that much of it is due to the larger number of recipients who, because of advanced age, require medical care and need extensive care because of chronic illnesses.

The general need for group care of the chronically ill outside of hospitals was recognized throughout local communities about the same time the old age assistance program was broadened to include medical care. The need of the chronically ill gave rise to the development of nursing homes established by individuals as a private enterprise. While nursing homes help to release badly needed hospital beds for the treatment of acutely ill patients, provide care which is not so costly as hospitalization, and meet a need of aged recipients with serious chronic health problems, nursing home operators also have been faced during the past few years with the problem of meeting increasing costs. This chain of events, coupled with the fact that the old age assistance case load is made up more and more of persons with advanced age, is the basis for the broader and more costly use of the medical aid part of public welfare. This picture is a reflection of a large part of the changing role of old age assistance in the lives of the needy aged and in the community of today.

Conclusion

Viewing the old age assistance program is taking a look at Indiana's provision for the most needy aged persons in the state. The three types of benefits which have been discussed are financial, social and medical. These have been separated for the purpose of discussion but are essential parts of the total program and are not inseparable in ministering to this group of people. While health problems may be a major factor in causing dependency, they cannot be separated from the problem of financial insecurity nor from the impact which they cause on the social well-being of individuals who become ill. When these problems occur to persons of advanced age the more likely the individual is to have no rebuilding capacity, the more likely the health problem will be of long duration, and the more likely outside help in solving the attendant social problems is required. The only outside help available to many persons is through organized social services and public planning such as are incorporated in the old age assistance program.

CHANGING THE OLD AGE ASSISTANCE GRANT

Constance E. Kellam

Today I will try to present a logical case for changing the Old Age Assistance grant. It is a basic premise in a democracy that reason and logic can be used in solving problems and that over a period of time people will make sound decisions for their community, state, or nation as a result of reasoned arguments, discussion and action.

Why Change the Grant

First I will try to present the problem which makes me think it is necessary to change the Old Age Assistance grant, and also as a part of the problem I will give you a picture of the characteristics of Old Age Assistance recipients in Lake County with respect to age, sex, income, health, education and resources. Second, I will discuss the inadequacy of the present Old Age Assistance grants, and third, I will present some suggestions for remedial action for the next General Assembly.

The Problem of OAA

Section 34, Indiana Welfare Act, 1936 As Amended, states "The amount of assistance which any aged person shall receive shall be determined by the county department with due respect to the resources and necessary expenditures of the individual and the conditions existing in each case and in accordance with the rules and regulations made by the state department of public welfare and shall be sufficient, when added to the income and support of the recipient, to provide such person with a reasonable subsistence compatible with decency and health."

Unfortunately the Welfare Act also imposes a statutory maximum of

\$60.00 a month for an Old Age Assistance recipient. Herein lies the problem. For this maximum nullifies the basic intent of the Welfare Act itself — that is, to provide a "reasonable subsistence compatible with decency and health".

Some senior citizens in all parts of the state who are unfortunate enough to need Old Age Assistance have little or no additional resources and cannot maintain a "reasonable subsistence compatible with decency and health" on \$60.00 per month alone. This marginal existence is theirs in an era of increasing per capita and family income, of shipping food overseas for the needy and of Christianity. The plight of such people I shall discuss later.

In July, 1958, there were 30,515 Old Age Assistance recipients in Indiana. The average award per recipient was \$42.34 per month. The average award has risen slightly during the past year probably because of (1) the rising costs of general living expenses and (2) the rising costs of medical and hospital care. Even if our present statutory maximum of \$60.00 per month ever had been adequate in the past, it has become less so with the passage of time during the past two years.

Who Are the Recipients And How Do They Live?

These questions are crucial and help us to understand the problem of the inadequacy of Old Age Assistance grants. The following information relates to Lake County. There is evidence to indicate that the situation in Marion County is quite similar, and it is probable that all urban areas in Indiana have Old Age Assistance recipients with comparable characteristics.

A survey of our Old Age Assistance recipients indicated that nearly 55% of the recipients were women. Approximately 70% of the recipients were white. Nearly 48% of the men and women receiving Old Age Assistance each month at the time of our study were 75 years old or over. 52% were between the ages of 65 and 75. 82% were native-born. While all were citizens, 18% had been born outside the United States. 26% of the group were born in Indiana. Only 27% were married and living with a spouse. The remaining 73% were widowed, separated, divorced, deserted or had never been married. 58.4% applied for Old Age Assistance because the resources they had were inadequate to take care of them while 41.6% were without resources of any sort. Nearly 70% of the recipients had some health condition which they regarded as serious. The remaining 30% considered their health from fair to good.

Concerning education, the average grade completed by the old age assistance recipients who had attended school at all was 4.9. Approximately 9% indicated that they had never attended school at any time during their lives. Only 10% of the recipients had more than an eighth-grade education.

If one were to try to picture a typical old age assistance recipient in Lake County, the person would be a woman, about 75, with some serious health condition as a handicap, with almost a fifth-grade education and with some financial resource which was enough

to meet part but not all of her needs. While she would have been married, her spouse would either be deceased, separated or divorced and she would be living alone or with friends or distant relatives. From this composite picture one can see that this old age assistance recipient is in an extremely vulnerable position to cope with the stresses and strains of living.

The Inadequacy of OAA Grants

A recent study made by the Department as to the adequacy of old age assistance grants revealed that 29% of the old age assistance recipients (518 out of 1,790 cases) were living at a below minimum subsistence as measured by a carefully worked out standard budget intended to provide a minimum existence compatible with decency and health. Of the 518 cases living below the standard budget, 381 cases were limited to \$60.00 a month. This amount was the total sum available to these senior citizens for food, clothing, shelter, personal incidentals, etc.

The total budget deficit of the 518 cases was \$12,355.97, or an average of \$23.85. Budget deficit is the amount of money still needed by a recipient to provide a reasonable subsistence after the maximum he can receive from the Department is subtracted from his total monthly needs. For example, John J. according to a minimum budget compatible with decency and health needs \$83.85 a month (for food, clothing, etc.). The law, however, states that he can receive at the most \$60.00 a month. Therefore, he is short \$23.85 a month. Another example, James H. needs \$93.85 a month. He receives \$60.00 from the Department, \$10.00 from odd jobs, \$93.85 minus \$70.00 (\$60.00 old age assistance, \$10.00 from employment) equals \$23.85. James H., therefore, lacks having sufficient funds to provide a minimum subsistence by \$23.85 a month.

How do such persons manage to "get along?" some may ask. General answers are: Some eat less. Some eat less nutritious foods such as beans, potatoes, and rice. Some wear shabby clothes. Some beg from friends and neighbors.

The Effect of Inadequate Benefits on Health

Is there any relationship between the high medical costs that the Department pays for its old age assistance recipients (average monthly medical payment is now \$26.08) and the number of recipients living at a "below standard level of existence"? Do these aged persons suffer from malnutrition because they need to manage on an income that is below standard? Are they prone to seek and need more medical and hospital care than those that have sufficient income to meet basic needs of food, shelter and clothing?

It seems reasonable to assume there is a connection. We do have clear proof of such a connection in our Aid to Dependent Children program where a similar problem of monthly budget deficits confronts many families. Children are referred to us because of malnutrition by doctors who recommend that we arrange for special dairy foods, to be given the child or children and be paid for from our medical aid fund. This payment can be made in addition to

our basic grant of assistance under such circumstances.

Our workers see these children bloom, grow and develop normally with these foods. Eventually, the doctor reports to us the children are no longer malnourished and the special diet is discontinued. During the following months, the health of the child or children again declines. Eventually the special diet has to be re-established.

Concern has been expressed about the number of senile aged who are entering and who now in large numbers take up beds in our state mental hospitals. Is there any relationship between the large number of senile aged and Indiana's inadequate old age assistance grants? Research in the psychiatric field reveals that persons reared in environments of poor nutrition, inadequate housing, are more subject to mental deterioration than those who have an environment that is compatible with decency and health.

In brief, a financial situation which does not permit the recipient to have adequate housing, adequate food, and a sense of well-being will be an added strain which can cause further mental and physical breakdown. Furthermore, the recipient is not in a very good position to help himself to remedy his plight because of his age, health, education and to some extent at least sex.

The increased life span and its concomitant of chronic illness for the aged is also rendering the O.A.S.I. program somewhat inadequate. 45% of the applicants at present being approved for old age assistance are aged persons whose O.A.S.I. or private pensions are inadequate to provide a minimum existence compatible with decency and health. Medical cost is the most frequent factor which renders the O.A.S.I. or private pension inadequate.

For these various reasons: (1) the basic unfairness of a limited statutory maximum; (2) the rigidity of such a maximum in the face of rising living costs; (3) the mental and physical deterioration caused by inadequate housing, diet, and by worry on the part of senior citizens who must live on such limited grants; (4) the relative inability of the older person to remedy his plight through his own efforts; (5) the fact that in Lake County for example, 29% of OAA recipients have been forced to live below a minimum subsistence level; (6) the fact that the longer life span of people at the present time has complicated the problem of saving for one's old age; all these reasons impel a change in our present law.

Suggestions for Action

I recommend granting of assistance without a maximum, but in accordance with a minimum budget and taking into consideration all of the financial resources of the applicant or recipient.

How much would this change cost the taxpayers? There is a clear answer. A study was made by the State Department of Public Welfare in November, 1956, which showed that 20% of the 30,000 OAA recipients in Indiana have deficits in their monthly budgets averaging \$9.00 per month (compared to \$23 average monthly deficit in Lake

County). If a law were enacted to grant aid according to real need and to eliminate this \$9.00 monthly deficit in the state, OAA costs would be increased \$648,000.00 annually. The sum of \$388,800.00 would be provided by state tax sources and \$259,200.00 by county tax sources. There would be no federal taxes in these increased amounts because the assistance grants exceed the federal grants in aid provided for in the Social Security Act.

There would be little or no effect upon a poor rural county, but wealthy urban areas would be able to take care of their problems by making up deficits such as the \$23.85 monthly suffered by 29% of Lake County OAA recipients. This is due to the fact that living costs and needs for senior citizens in small, rural counties are less than for those in rural counties.

The urban community contributes more taxes to the state and federal coffers than the small rural county. The urban county is therefore placed in the position of helping to provide a minimum subsistence to a citizen in a small rural county while it cannot by law provide the same minimum subsistence for its own senior citizens.

If the General Assembly does not desire to administer its public assistance programs in accordance with the strict methods of a means test or a needs system, and without any statutory maximum, it should in fairness to its citizens who need public assistance enact into law a more equitable statutory maximum. Consideration should be given to establishing a statutory maximum that is more in conformance with the cost of living in our urban areas.

I suggest that the present \$95.00 Blind Assistance maximum be extended to the Old Age Assistance program, if some statutory maximum is deemed necessary.

We think of ourselves as living in a Christian nation and in a Christian state. Can we say that because these senior citizens, who are now living below a basic minimum standard of living compatible with decency and health, are relatively few in number and relatively helpless, that they do not matter? In Lake County alone, there are, as I said earlier, 518 such Old Age recipients. Do not we have to remember "In as much as ye do it unto the least of these, ye do it unto Me"?

PREPARATORY MATERIALS, GOVERNOR'S CONFERENCE ON AGING

SUGGESTIONS FOR SOLVING THE INCOME PROBLEM

Prepared by the Subcommittee on Income Maintenance, Committee on Employment and Income, Gerald Rubin, Subcommittee Chairman; Phillip W. Morris, Committee Chairman.

Out of many state conferences have come recommendations and activities aimed at solving the problem of income for the aged. Some examples of action in various states and localities are the following:

A. Individual and private resources — pensions, investments, savings

1. It is recommended that the use of individual and private resources in planning for financial protection in old age be encouraged and publicized. (Minnesota)
2. Pension plans adopted by employers, or unions and employers, and private personal insurance are important and valuable supplements to federal insurance benefits, which should be the basic source of insurance income for the aging worker. (Calif.)

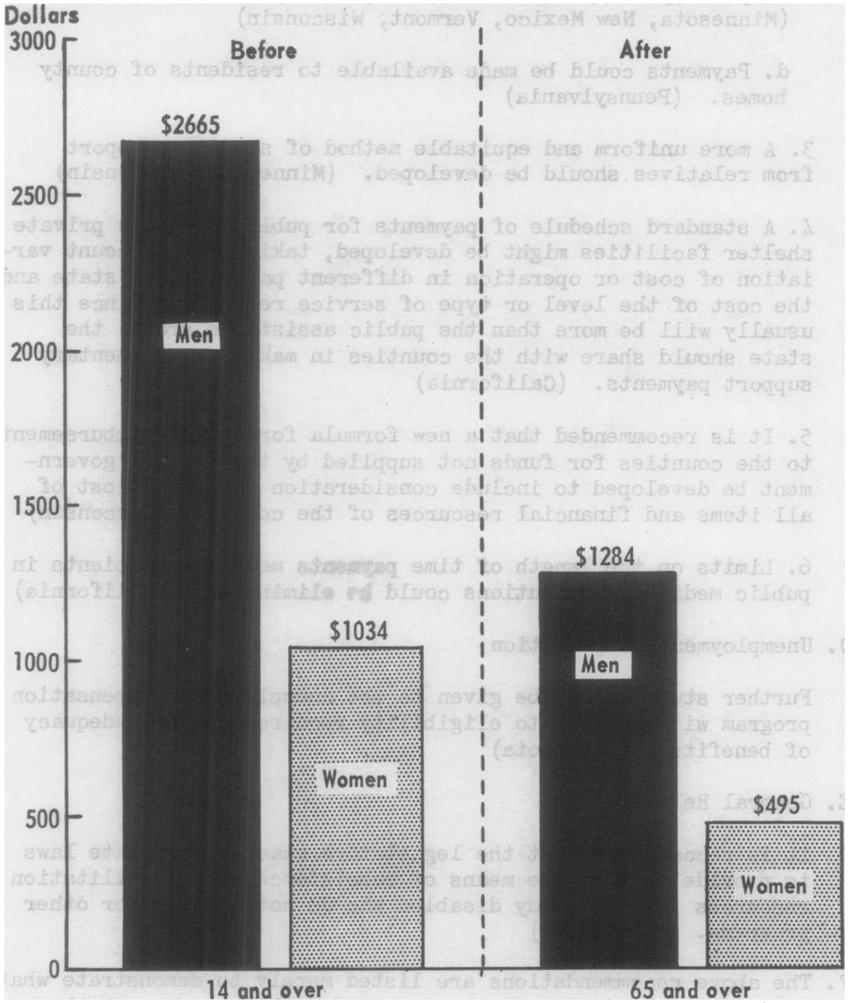
B. Public Insurance Plans — OASI, Railroad Retirement

1. It is recommended that OASI coverage be extended to cover all employed and self-employed. (California, Minnesota, Michigan, New York, North Carolina, Rhode Island)
2. Existing private and governmental retirement systems should be broadened to provide adequate income for retired employees so that public assistance can be eliminated. (New Hampshire, Oregon)
3. Benefits under OASI should be kept in reasonable relationship to the cost-of-living in terms of current purchasing power of the dollar (California, Minnesota, New York)
4. Proportionately large future benefits should be provided those workers who continue their employment beyond the age at which they are now entitled to receive OASI. (California, Minnesota)
5. OASI should include provision for supplemental benefits to cover the cost of hospitalization. (California, Rhode Island)

C. Public Assistance

1. The maximum grant might be increased in those cases where an individual, who might otherwise be supported in a nursing home, is able to submit a good plan for his own care. (Minnesota)
2. The eligibility requirements for Old Age Assistance might be liberalized in the following respects:

RETIREMENT PRODUCES INCOME SHOCK



Indiana 1949 median income, men and women

**Source: The Council of State Governments
The States and Their Older Citizens, 1955 Table 21, page 133**

a. Residence requirements could be shortened. (Michigan, Minnesota)

b. The citizenship requirement should be removed. (California, Maine)

c. The amount of earnings, liquid assets, and personal property exempted by considering eligibility could be increased. (Minnesota, New Mexico, Vermont, Wisconsin)

d. Payments could be made available to residents of county homes. (Pennsylvania)

3. A more uniform and equitable method of securing support from relatives should be developed. (Minnesota, Wisconsin)

4. A standard schedule of payments for public cases in private shelter facilities might be developed, taking into account variation of cost or operation in different parts of the state and the cost of the level or type of service required. Since this usually will be more than the public assistance grant, the state should share with the counties in making supplementary support payments. (California)

5. It is recommended that a new formula for state reimbursement to the counties for funds not supplied by the federal government be developed to include consideration of actual cost of all items and financial resources of the county. (Wisconsin)

6. Limits on the length of time payments made to recipients in public medical institutions could be eliminated. (California)

D. Unemployment Compensation

Further study should be given to the unemployment compensation program with respect to eligibility requirements and adequacy of benefits. (Minnesota)

E. General Relief

It is recommended that the legislature enact appropriate laws to provide an adequate means of subsistence and rehabilitation resources for the needy disabled who do not qualify for other programs. (Minnesota)

F. The above recommendations are listed merely to demonstrate what has and can be done. As in any human problem, once enough people are aware of its existence and resolve to do something about it, actions leading toward solution invariably follow.

RESOLUTIONS OF THE GOVERNOR'S CONFERENCE, APRIL 1958Income Maintenance In The Later Years .

Through knowledge comes control. Although much is currently known of the needs of the aged from a variety of sources throughout the state, it is felt that no complete and comprehensive picture now exists. Therefore,

1. It is recommended that an adequate appropriation be made by the legislature to the Commission on Aging for the purpose of conducting a survey to explore the needs of the aging and the aged within and through the various local communities to determine need, economic status, facilities for care, rehabilitation, hospitalization, health and welfare and that the results of such a survey be made public.
2. It is recommended that use of existing agencies and voluntary groups be expanded to provide more adequate counseling for the aging and the aged and that information concerning the availability of such services be publicized.
3. It is recommended that the restriction on earnings of OASI coverage at age 65 be eliminated.

SOCIAL SECURITY

The growth of the program can be emphasized by the fact that in Indiana during December 1950, 76,541 beneficiaries age 65 or over received \$2,881,711 social security benefits. In December 1958, 255,955 Indiana aged beneficiaries received \$14,816,631.

Indiana is divided into 21 District Office areas. Attached is a directory of these offices and the area serviced by each.

It is the responsibility of the personnel of the district office to see that every person in the area understands his rights and obligations under the Social Security Act. It is a further responsibility to see that all persons receive any and all benefits due him under the Act.

There are five times when it is especially important to consult your nearest social security district office.

1. When you enter covered employment and need a Social Security Account Number Card.
2. When you reach retirement age (62 for women, 65 for men) get in touch with your social security office promptly for information about your social security rights. If your total earnings are not over \$2,080 a year, or if there is even one month of the year in which you do not work after you reach retirement age, you may be eligible for some old-age insurance payments.

Even if you are not immediately eligible for benefits, it may be to your advantage to make sure you have all the information you need about your benefit rights.

3. When you reach age 72, get in touch with your social security office. If you are insured, benefits may be payable to you even if you are working full time.
4. After the death of a person whose work was covered by social security, some member of his family should inquire promptly at the nearest social security office to learn if survivors insurance benefits are payable.
5. After you have been employed in work covered by social security for at least five years, if you become disabled, you should get in touch with your social security office. You may be able to have your earnings account frozen to protect your benefit rights. If you are at least age 50 but under retirement age, you may be eligible for disability insurance benefits.

SOCIAL SECURITY ADMINISTRATION DISTRICT OFFICES IN INDIANA

<u>CITY</u>	<u>COUNTIES SERVICED</u>
ANDERSON: 1128 Meridian Street	Hamilton; Hancock; Madison
BLOOMINGTON: 219 W. Fourth Street	Greene; Lawrence; Monroe; Morgan; Owen
COLUMBUS: 426 Fifth Street	Bartholomew; Brown; Decatur; Jackson; Johnson; Shelby
ELKHART: 405 S. Second Street	Elkhart; Kosciusko; Lagrange
EVANSVILLE 11: 516 N. Main Street	Dubois; Gibson; Pike; Posey; Spencer; Vanderburgh; Warrick
FORT WAYNE 2: 343 W. Wayne Street	Adams; Allen; Dekalb; Huntington; Noble; Steuben; Wells; Whitley
GARY: 410 Washington Street	Lake (Less those serviced by Hammond D.O.); Newton; Porter
HAMMOND: 636 State Street	Lake (Minor civil divisions; Dyer; East Chicago; Hammond; Highland; Munster; Whiting)
INDIANAPOLIS 4: 36 S. Pennsylvania Street	Boone; Hendricks; Marion
KOKOMO: 105 West Sycamore Street	Cass; Howard; Miami; Tipton
LAFAYETTE: 409-11 South Street	Benton; Carroll; Clinton; Jasper; Montgomery; Tippecanoe; White
MADISON: 310 Broadway Street	Dearborn; Jefferson; Jennings; Ohio; Ripley; Scott; Switzerland
MARION: 605 S. Washington Street	Blackford; Grant; Wabash
MICHIGAN CITY: 201 W. Fourth Street	LaPorte; Pulaski; Starke
MUNCIE: 921 W. Jackson Street	Delaware; Henry; Jay; Randolph
NEW ALBANY: 119-121 E. Spring Street	Clark; Crawford; Floyd; Harrison; Orange; Perry; Washington
RICHMOND: 11 S. Fourth Street	Fayette; Franklin; Rush; Union; Wayne

SOCIAL SECURITY ADMINISTRATION DISTRICT OFFICES IN INDIANA

SOUTH BEND 1: 335 N. Lafayette Blvd.	Fulton; Marshall; St. Joseph
TERRE HAUTE: 637 Cherry Street	Clay; Parke (P.O. Bridgeton, Catlen, Mecca, Rosedale); Putnam; Sullivan; Vermillion (P.O. Blandford, Clinton, Hillsdale, St. Bernice, Universal); Vigo
VINCENNES: 4 South 6th Street	Daviess; Knox; Martin; Crawford, Ill.; Jasper, Ill.; Lawrence, Ill.; Richland, Ill.; Wabash, Ill.
DANVILLE, ILL.: 116 N. Walnut Street	Fountain; Parke (Less those serviced by Terre Haute); Vermillion (Less those serviced by Terre Haute); Warren

OFFICES of the
INDIANA EMPLOYMENT SECURITY DIVISION

Anderson	1216 Jackson St.	6601
Bedford	1622 "J" St.	BR 5-3377
Bloomington	425 S. Walnut St.	6877
Columbus	430 E. Third St.	3351
Connersville	117 W. Seventh St.	1526
East Chicago	705 W. Chicago Ave.	EX 7-7150
Elkhart	249 Equity Bldg.	2-8290
Evansville	205 Court St.	HA 3-4244
Fort Wayne	1110 S. Barr St.	AN 6201
Gary	307 E. Fifth Ave.	TU 3-9635
Hammond	5311½ Hohman	WE 1-3360
Indianapolis	11 S. Capitol Ave.	ME 2-5421
Jeffersonville	521 Michigan Ave.	BU 3-6607
Kokomo	400½ N. Main St.	GL 9-5146
Lafayette	658 E. Main St.	2-4038
LaPorte	623½ Lincolnway	2175
Lawrenceburg	4 West High St.	770
Linton	99½ South Main Street	982
Logansport	428 High Street	3147
Marion	609 S. Washington St.	3416
Michigan City	419 Franklin Street	TR 4-5271
Muncie	101 E. North St.	AT 8-9981
New Albany	604 E. Spring St.	WH 4-2261
New Castle	1126 Race St.	JA 9-3010
Peru	23 Court St.	GR 3-6646
Richmond	13 S. Fourth St.	2-4041
Shelbyville	23 E. Broadway	EX 2-2595
South Bend	216 N. Michigan St.	CE 3-6175
Terre Haute	2nd Floor Star Bldg.	C 6076
Vincennes	10 S. Second St.	604

February, 1959

COUNTY DEPARTMENTS OF PUBLIC WELFARE

<u>COUNTY</u>	<u>ADDRESS</u>	<u>CITY</u>	<u>TELEPHONE</u>
Adams	Court House	Decatur	3-4105
Allen	705 S. Clinton St.	Fort Wayne	AN 7325
Bartholomew	101 E. Columbia St.	Columbus	DR 6-3358 & DR 6-3359
Benton	Court House	Fowler	17
Blackford	Court House	Hartford City	463
Boone	Court House	Lebanon	132
Brown	Court House	Nashville	LO 8-4330
Carroll	Court House	Delphi	409
Cass	Court House	Logansport	3371
Clark	304 E. Court Ave.	Jeffersonville	BU 3-6764
Clay	Court House	Brazil	4731
Clinton	Court House	Frankfort	5443
Crawford	Basement Community Bldg.	English	11-3
Daviess	Suite 3, Citizen's Bank Bldg.	Washington	251
Dearborn	Court House	Lawrenceburg	514
Decatur	Court House	Greensburg	3-8331
DeKalb	Court House	Auburn	51
Delaware	Court House	Muncie	AT 8-7779
Dubois	Court House	Jasper	277
Elkhart	112-116 E. Lincoln	Goshen	3-1341
Fayette	328 Central Ave.	Connorsville	1113
Floyd	Court House	New Albany	WH 5-6657
Fountain	Court House	Covington	9
Franklin	Court House	Brookville	175
Fulton	Court House	Rochester	CA 3-3413
Gibson	Court House	Princeton	FU 5-4727
Grant	710 W. 3rd St.	Marion	NO 2-2507
Greene	Court House	Bloomfield	56
Hamilton	Court House	Noblesville	399
Hancock	Court House	Greenfield	HO 2-2252
Harrison	Court House	Corydon	8-2895
Hendricks	Court House	Danville	SH 5-2586
Henry	Court House	Newcastle	JA 9-3450
Howard	Court House	Kokomo	GL 7-1118
Huntington	Court House	Huntington	483
Jackson	Court House	Brownstown	275
Jasper	Court House	Rensselaer	288
Jay	Court House	Portland	470
Jefferson	112 W. Second St.	Madison	707
Jennings	Court House	Vernon	FI 9-8441
Johnson	Court House	Franklin	677
Knox	811 Broadway	Vincennes	668
Kosciusko	Court House	Warsaw	AM 7-5461
LaGrange	Court House	LaGrange	172
Lake	400 Broadway	Gary	TU 2-9341
	6343 Indianapolis Blvd.	Hammond	TI 5-1480
LaPorte	Court House	LaPorte	2921
Lawrence	1717 M St. P.O. Box 308	Bedford	4497
Madison	21 W. Ninth St.	Anderson	7743
Marion	148 E. Market St.	Indianapolis	4 ME 8-1531

COUNTY DEPARTMENTS OF PUBLIC WELFARE

<u>COUNTY</u>	<u>ADDRESS</u>	<u>CITY</u>	<u>TELEPHONE</u>
Marshall	222 N. Center St.	Plymouth	WE 6-3327
Martin		Shoals	CH 1-2871
Miami	Court House	Peru	7732
Monroe	Harlos Building		ED 6-6351 &
	205 S. Walnut St.	Bloomington	ED 6-6352
Montgomery	523 E. Main St.	Crawfordsville	EM 2-5600
Morgan	189 S. Main St.	Martinsville	DI 2-2154
Newton	Court House	Kentland	186
Noble	Court House	Albion	7
Ohio	405 S. Walnut St.	Rising Sun	60
Orange	Court House Annex	Paoli	2511
Owen	Court House	Spencer	309
Parke	Court House	Rockville	188
Perry	5th & Washington St.	Cannelton	710
Pike	Court House	Petersburg	141-X
Porter	Court House	Valparaiso	3-0311
Posey	222 Walnut	Mt. Vernon	PO 3-2346
Pulaski	Court House	Winamac	25
Putnam	Court House	Greencastle	49
Randolph	Court House	Winchester	2-2811
Ripley	Court House	Versailles	2442
Rush	Court House	Rushville	2392
Scott	County Home R.R. 2	Scottsburg	PL 1-5842
Shelby	Court House	Shelbyville	EX 8-6744
Spencer	Court House	Rockport	255
Starke	Court House	Knox	74
Steuben	Court House Annex	Angola	45
St. Joseph	125 E. Washington Ave.	South Bend	CE 4-2145
Sullivan	Court House	Sullivan	216
Switzerland	Swiss Hotel P.O. Box 368	Vevay	94
Tippecanoe	Court House	Lafayette	2-8787
Tipton	Court House	Tipton	OS 5-4515
Union	Court House	Liberty	91
Vanderburgh	Court House Annex	Evansville 8	HA 3-1182
Vermillion	Court House	Newport	80
Vigo	429 South 6th St.	Terre Haute	CR 9446
Wabash	Court House	Wabash	606
Warren		Williamsport	PO 2-2747
Warrick	Court House	Boonville	356
Washington	Court House Box 247	Salem	14
Wayne	Court House	Richmond	2-3501
Wells	Court House	Bluffton	34
White	Court House	Monticello	103
Whitley	Court House	Columbia City	211