

Older workers (1950)



Great Britain. THE SOCIAL SURVEY

**OLDER PEOPLE
AND
THEIR EMPLOYMENT**

by

Geoffrey Thomas and Barbara Osborne

Part I

The Older Worker and His Attitudes to Employment

Part II

The Policy of Employers

**An inquiry made by the Social Survey in April 1950 for
the Ministry of Labour and National Service**

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by

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	Page
SUMMARY	ii
CONCLUSIONS	iv
SECTION I - OLDER PEOPLE IN EMPLOYMENT	1
1. The Numbers of Older People in Employment	1
2. The Occupations and Industries of Older People	2
3. Ages at which Men and Women Retire from Full-Time Work	7
4. Employment of Old People in Large and Small Firms	9
5. Mobility and Unemployment Amongst Older People	11
6. Strain and Old Age in Employment	16
SECTION II - ATTITUDES TO EMPLOYMENT AND RETIREMENT OF THOSE IN FULL AND PART-TIME EMPLOYMENT	18
1. General Motives for Working	18
2. Length of Time Old People Intend to Continue at Work	20
3. The Extent to which a Bigger Pension is an Incentive to Remaining at work	21
SECTION III - ATTITUDES TO RETURNING TO EMPLOYMENT AFTER RETIREMENT	23
1. Willingness to Return to Full or Part-time Work given the Opportunity.	23
2. Attempts Made to Find Work after Retirement	24
3. Practical Measures taken to find Work	24
4. Reasons for not Wishing to Return to Employment	25
APPENDIX I - Additional Tables	26
APPENDIX II - Classification of Industries	27
APPENDIX III - The Sampling Method	29
APPENDIX IV - A Note on the Age-Grouping used in the Analyses	29
APPENDIX V - Notes on a Special Sample of Unemployed Men between 55 and 74	30
APPENDIX VI - Copy of the Questionnaire	33

FOREWORD

This is part of an enquiry carried out at the request of the Ministry of Labour. Its main terms of reference were (i) to collect some facts on the employment of older people between the ages of 55-74, inclusive, and (ii) to discover something of their general attitudes to employment and to remaining at work after retirement. Its purpose was to provide the Ministry of Labour with a basis on which to formulate a policy aimed at increasing the total numbers of older people in employment.

In all 1,950 men and 482 women were interviewed. An account of the way in which the samples were drawn is given in Appendix III. The main references in the report are to the men. Apart from some passages which are of particular relevance to the employment of women, women are referred to wherever there are marked differences between women and men.

The conclusions to this report are based on the results of the enquiry and do not necessarily represent the views of the Ministry of Labour.

In Part II of this enquiry the attitude of employers to the employment of elderly people is discussed, whilst Part III describes some of the personal circumstances of older people and how far these differ between those still in employment and others. Part III is bound separately.

1950
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243 2

SUMMARYSECTION IOLDER PEOPLE IN EMPLOYMENT

1. At the time of the enquiry 60% of men and 9% of women between the ages of 55 and 74 were working full-time and a further 5% of men and 7% of women were working part-time. In other words 65% of men and 16% of women were engaged in either full or part-time work, compared with 73% of men and 15% of women in Summer 1945, when another enquiry on elderly people in employment was carried out. The decline in the employment of men has taken place mainly between the two groups 60-64 and 65-69 i.e. at pensionable age. In 1945 44% of male pensioners between 60 and 75 were at work compared with 30% between 60 and 75 to-day.

2. (i) There were no marked differences between the industrial distribution of older men, and of the general population of men aged 18 and over, but older men formed a slightly higher proportion of the total employees of the Textile Industries, Public Utilities and Miscellaneous Services than they did of other industries.

Compared with women of the general population about a third as many of the older women worked in Textiles and Clothing whilst about twice as many worked in the Miscellaneous and Personal Service Industries. 40% of all older women worked in the Miscellaneous and Personal Service Industries. They also formed a higher proportion of the total staffs of these industries than of other industries.

(ii) Fewer of the older men than men of the general population were Manipulative workers and Operatives, and more of them were Managerial and Unskilled workers. Likewise the proportions of all Managerial and Unskilled workers who were between 55 and 74 were higher than in other occupations.

Older women formed a slightly higher proportion of all Managerial and Manipulative workers than they did of workers in other occupations and a considerably lower proportion of clerical workers.

(iii) Nearly a third of all men doing part-time work were in the Miscellaneous and Personal Service Industries and just over a fifth were in the Agricultural and Mining Industries. Men in part-time work were engaged in different occupations in roughly the same proportions as men in full-time work.

3. The overall average age at which men had given up their full-time jobs was 62 years, compared with 42 for women. The low average age for women is explained by the inclusion of those women who retired from full-time employment at marriage.

4. (i) If men working on their own are excluded 83% of men were working in firms with more than nine employees and 17% were working in firms with nine and fewer employees. 33% of all men between 55 and 74 working in the "smaller" firms were above 65 compared with 18% of those working in the larger firms.

(ii) 37% of men in the larger firms said there was a retiring age in their firms and 33% said there was a superannuation scheme compared with 14% in both cases of those working in the smaller firms.

About half of the men who were working in firms with a specified retiring age said they would have liked or would like to stay on beyond the specified retiring age. Fewer of those coming from firms with a superannuation scheme (42%) said they had wished or would like to stay on than those coming from a firm without a superannuation scheme (58%).

(iii) Nearly half of all women who had been in full-time employment since 1930 were or had been working in firms employing nine or fewer people compared with less than a fifth of the men. More than two-thirds said they had worked in firms with no retiring age and without a superannuation scheme.

5. (i) Men in full-time work at the time of the enquiry had been in their present occupation for an average of 25 years and men no longer in full-time work had been in their last full-time occupation for an average of 29 years, compared with an average of 21 years for both the present and last full-time occupations of women.

17% of men still in full-time employment and 15% of those no longer at work had been in their present or last full-time occupation less than 5 years. This proportion was roughly the same for each age group so there are men who after the age of 65 or even after 70 have started fresh occupations.

Professional and higher technical and manipulative workers had on the average followed the same occupation for a greater number of years than managerial workers or operatives who in turn had been in their occupations longer than either clerical or unskilled workers.

(ii) Men in full-time work had been with their present firm for an average of 22 years, compared with 17 for women, and men no longer in full-time work had been in their last firm an average of 25 years compared with 15 years for women. Compared with other workers about twice as many men who were professional and managerial workers had been with the same firm over 34 years.

(iii) Managerial and clerical workers had had a more varied occupational history in recent years than manipulative and unskilled workers and operatives.

(iv) 12% of men and 14% of women who had been in employment since the age of 45 had suffered from periods of unemployment lasting more than six months. 25% of men in the Development Areas had been unemployed for this period compared with 12% of men in other parts of the country.

6. (i) 62% of men in full-time employment said they did their work easily whilst 36% found their work a strain.

(ii) About twice as many of the manipulative and unskilled workers and operatives who were engaged on heavy labouring work as those engaged on work involving less physical effort found their jobs a strain. Men on heavy labouring more often said the strain was due to the type of work than other workers, who more often complained that strain was caused by ill-health and old age.

(iii) Approximately the same proportion of women as men had felt their present or last occupation to be a strain.

SECTION II

ATTITUDES TO EMPLOYMENT AND RETIREMENT OF THOSE IN FULL AND PART-TIME EMPLOYMENT

1. (i) 49% of both men and women in full and part-time employment said they were working because they must. 40% of men and 30% of women said they must work but that at the same time they preferred it. The remainder said simply they preferred to work. 55% of men below pensionable age said they must work compared with 32% of those above pensionable age. On the other hand 23% of those above pensionable age said they preferred to work compared with only 6% of those below pensionable age.

(ii) When men were asked whether they would continue to work or why they had continued working after pensionable age, their replies were not entirely consistent with those to the earlier question. Of those below pensionable age 59% said they would stay on because they enjoyed working, compared with 41% of those above pensionable age. On the other hand more of those above pensionable age (34%) than those below pensionable age (8%) said they had stayed on or would stay on for financial reasons.

(iii) Wages apart, 77% of men and 59% of women thought it worthwhile remaining in full or part-time employment after retiring age. More women (32%) than men (19%) thought it worthwhile remaining in part-time employment.

2. (i) Nearly two-thirds of the men now in full or part-time employment said they intended to go on working for "as long as they could, as long as they felt like it". 28% said they would continue up to the age of 65 or 70. More of those below pensionable age than those above gave the specific age at which they intended to retire.

(ii) "Ill health" was mentioned by the majority of men and women as being the most likely cause to prevent them continuing at work.

3. 11% of those beyond pensionable age said they had stayed on in order to receive a bigger pension on retirement. 31% of those below pensionable age said they would stay on for that reason.

SECTION III

ATTITUDES TO RETURNING TO EMPLOYMENT AFTER RETIREMENT

1. 37% of men and 20% of women no longer in employment said they would like to return to full or part-time work if they had the opportunity. Three out of every four women and two out of every four men who said they would like to return to employment chose part-time work. Fewer of the older than the younger men and fewer of those in poor or indifferent health than of those in good health said they would like to return to employment.

2. 20% of the men and 3% of the women no longer in employment had tried to find full or part-time employment since giving up their last job. Less than half of those men who said they would like to return to employment if they had the opportunity had in fact tried to get employment.

3. Men who had tried to find employment had used the Employment Exchange in 51% of cases and applied directly to the firm in 46% of cases. In other cases they had answered advertisements or approached their friends. At least two-fifths of the men said their reception had been discouraging. More than two-thirds thought their age was responsible for their lack of success.

4. More than half of those who had not tried to get employment said they had been prevented for reasons of health or because of home commitments. Nearly a third said they did not need the money. More of those who had tried to find employment since retiring had found it difficult to settle down to retirement than those who had not looked for employment.

CONCLUSIONS

1. It may be that the better pension rates introduced by the National Insurance Act in October 1946 were in some way responsible for the decline in employment of men of pensionable age since 1945. On the other hand, this decline was more likely to have coincided with the end of the war and the return to normal conditions. Many men who had only stayed in their jobs because of the war must have taken the first opportunity of retiring; while there must have been a general enforcement of the retirement age by firms whose rules had been relaxed during the war. Even in those firms which had no set retiring age the pressure on the older men to retire and make way for returning ex-Service men must have been great.

2. It is difficult to decide how far men retire at 65 or earlier because it is their own wish to do so, and how far both the attitudes of their employers and of their fellow workers are responsible. About a third of men between 55 and 74 said their firms imposed a retiring age, and of these about half said they would have liked or would like to stay on beyond the retiring age. This proportion is sufficiently high to suggest that the results of a more flexible approach to the actual age of retirement by those firms which lay down a retiring age might be a rise in the overall proportion of men remaining at work after 60 or 65.

3. The general attitudes of employers to recruiting men beyond a certain age may also have some influence on the proportion of men in these age groups in employment. 20% of men no longer in employment (i.e. about 7% of the total sample of men between 55 and 74) said they had tried to get full or part-time work since leaving their last full-time occupation, but without success. They had approached a firm directly in as many cases as they had used the Employment Exchange. Two-fifths of them said their reception had been discouraging and more than two-thirds thought their age was responsible for their lack of success. It is unfortunately not possible to say what proportion of these men had been forced to retire through not being able to find another job and how many had been retired for a period and then tried to find work. Their attitudes to retirement had certainly had some influence on whether or not they had tried to find work, because 59% of those who had tried to find work said they found it difficult to settle down to retirement compared with 36% who said they had plenty of interests and on the whole enjoyed their retirement.

4. Apart from the various difficulties a man may meet with through the prejudice of others there is still the problem of persuading him to remain on longer at work when he himself wishes to retire. 31% of those below pensionable age said they would remain in employment after pensionable age in order to get a bigger pension whatever the source. Since this proportion, including the 5% who said they would stay on whatever the pension, is very little larger than the actual proportion at work between 65 and 74, it is certainly not large enough to make any appreciable change to the total proportion in employment. It is suggested that the monetary incentives will have to be rather greater than they are at present before they will act as an incentive. The increments offered under the National Insurance scheme, for example, which enlarge the pension by 10s. after five years' additional work may mean little to a man who has savings to draw on,⁽¹⁾ and who has to continue to pay contributions and to forego a pension for the five years.

5. The changeover from war to peace did not have the same effect on the employment of women as about the same proportion of women between 55 and 74 are in employment to-day as in 1945. Women in this age group probably have different reasons for remaining at work than men. Because such a high proportion of them are doing part-time work (nearly half of all working women in the sample) and because their working lives are shorter on the whole, the proportion of working women eligible for a pension at pensionable age is probably lower than for men. Unlike the men, those who get a pension do not get allowances for dependents. Women also have not the same need to retire as men, as over two-thirds of them worked for employers who laid down no specific retiring age.

(1) 19% of all men in the sample mentioned savings as a source of income (see Part III). Since they were mentioned more frequently both by men above 65 and by men who were no longer at work than by younger men and those still at work, it is possible that it is not until a man has given up work that he comes to regard his savings as a source of income. The total proportion with savings of some kind may therefore be considerably higher than 19%.

6. Nevertheless, only 16% of women in these age groups were in either full or part-time work. Although nearly two-thirds were either single or widowed, there were still 82% of widowed women and 71% of single women not at work. There is some reason for thinking that greater opportunities for doing part-time work might result in an increase in the rate of employment amongst women, particularly amongst married women, who formed more than half of the total proportion of part-time workers. Three out of four of the women no longer in employment, who said they would like to return to full or part-time work if given the opportunity, chose part-time work.

7. If the chances of doing part-time work were greater for the men also, there is reason for thinking that a larger proportion of them would be encouraged to continue working or would return to employment. More than a third of men no longer in employment said they would like to return to work if given the opportunity, and about half of these said they would like part-time work.

Section I

OLDER PEOPLE IN EMPLOYMENT1. The Numbers of Older People in Employment

In April 1950 60% of men and 9% of women between the ages of 55 and 74 were working full-time and a further 5% of men and 7% of women were working part-time. In other words, 65% of men and 16% of women were engaged in either full or part-time work. The differences between Civil Defence Regions were negligible, but a comparison between the Development Areas on the one hand and all other areas on the other showed that a slightly lower proportion of men were in full or part-time employment in the Development Areas (59%) than in other areas (67%).⁽¹⁾ Women on the other hand were in employment in roughly the same proportions in Development and other areas.⁽²⁾

A comparison with the employment situation amongst elderly people in the same age groups in 1945 when the first enquiry on elderly people and employment was carried out⁽³⁾, shows that whilst the proportion of women in full or part-time employment has remained roughly stationary, the overall proportion of men in employment is rather lower today than in 1945. If each age group is examined separately the main decline is shown to have taken place between 65 and 69, that is roughly at pensionable age: 64% of men between 65 and 69 were in employment in 1945 compared with 46% at the time of this enquiry.

Table 1

Proportions of men and women employed full and part-time
in each age group in Summer 1945 and April, 1950⁽⁴⁾

Age Groups	Men		Women	
	1945 % employed in each age group	1950 % employed in each age group	1945 % employed in each age group	1950 % employed in each age group
55-59	94	91	24	26
60-64	81	83	16	14
65-69	64	46	11	10
70-74	34	29	5	9
Total proportions employed between 55 and 74	73	65	15	16

(1) These differences were shown to be statistically significant. See Table A in Appendix I.

(2) See Table A in Appendix I.

(3) See "The Employment of Older Persons" by Geoffrey Thomas, published in January 1947 by the Social Survey.

(4) A further table (Table B) for the men showing the actual figures on which the percentages were based is given in Appendix I. The age groups used in this and other tables are based on the informants' statements of their age in answer to question 2 on the questionnaire (How old are you?). The effect on the estimate of the proportions employed in each age group of analysing by "stated" age rather than "recorded" age (the age given by the date of birth recorded on the National Register Card) is discussed in Appendix IV.

There was some reason for thinking that this decline in the proportion in employment at pensionable age may have been due to the altered conditions for the receipt of a pension introduced by the National Insurance Act of 1946.⁽¹⁾ Figures for employment in these age-groups were extracted for each month of the year 1948⁽²⁾ - the earliest year for which comparable figures are available - and compared for the periods before and after July in that year when this part of the Act was brought into effect. By January, 1948, however, - and the figures did not vary throughout the year - the proportion of men between 65 and 69 in employment was already as low as 46%. The decline had therefore taken place somewhere between Summer 1945 and the end of 1947, and may have been due partly to the better pension rates introduced by the National Insurance Act in October 1946 and partly to the altered conditions with the return of peace which lessened the demand for older workers. Whatever the cause of the decline there is no doubt that it has taken place largely amongst pensioners, for in 1945 44% of male pensioners between 60 and 75 were working full or part-time compared with 30% of male pensioners in the same age groups today⁽³⁾. Pensioners here include men with "old age" as well as retirement, Service and Disablement pensions.

The fact that a similar decline in the proportion of women working at pensionable age is not apparent may be due to a variety of reasons. First, nearly half of all women who were working were doing part-time work. In the past part-time work has often not been insured, so that many of these women would not be eligible for a pension. Women also have shorter working lives than men on the whole⁽⁴⁾ which is an additional reason why many would not qualify for a pension at 60. Secondly, if women do get a pension and at the same time have dependents, the inducement to retire is not as strong as for men who get an extra allowance for their wives. Thirdly, far more women worked in small firms which have no retiring age laid down so that if they want to remain at work it is easier for them to do so than it is for the men⁽⁵⁾. Finally, 62% of all women between 55 and 74 who were working full or part-time were single or widowed and 30% of them lived alone, so that apart from the economic reasons for working, they may prefer to stay at work for the companionship⁽⁶⁾. That such considerations should be taken into account is clear from the table on the preceding page, which shows that the variations between the proportions working in the different age groups are far less pronounced than is the case with the men.

2. The Occupations and Industries of Older People

(i) Industries

In the table overleaf a comparison is made between the industrial distribution of men and women aged 55-74, and men and women of the general population aged 18 and over⁽⁷⁾. The industry groups are based on those used in the Standard Industrial Classification⁽⁸⁾.

(1) All insured persons reaching pensionable age before 5th July, 1948, automatically became eligible for a pension of 10/- a week irrespective of whether or not they were working; all those who reached the minimum pensionable age on or after that date became eligible for a pension only on retirement from regular work.

(2) These figures were taken from the monthly Survey of Sickness.

(3) See Table C in Appendix I.

(4) See "The Employment of Older persons" by Geoffrey Thomas page 16, paragraph 2 "The mean number of years worked by men was 52 and by women 39." These figures refer to old people aged 60 and over.

(5) See also part 4 of this Section.

(6) 52% of all women in the sample were married, 33% were widowed, and 15% were single. 29% of the single women were working compared with 18% of the widowed and 12% of the married.

(7) These figures for the general population were taken from a survey on the mobility of labour, the field work of which took place in the summer of 1949. They are compared with the May 1950 Ministry of Labour Manpower figures in Appendix II.

(8) In Appendix II a list of the industries used in the Standard Industrial Classification is given with an indication of how they were grouped for use in this and other tables.

Table 2

Industries of Older People aged 55-74 and the General Population aged 18 and over in full and part-time work

(Figures from the Older People's Samples compared with figures from a sample of the General Population)

Industry	Men		Women	
	Older People	General Population	Older People	General Population
	%	%	%	%
Agriculture, Mining, Quarrying	13	12	3	2
Chemicals, Metal Manufacture	9	8	3	4
Engineering, Vehicles, Precision Instruments, etc.	13	18	6	8
Textiles and Clothing	6	5	5	17
Food, Drink and Tobacco	3	3	3	4
Wood and Cork, Paper and Printing	4	5	3	4
Building and Contracting	8	9	3	-
Gas, Electricity and Water	1	2	-	-
Transport and Communications	11	11	-	4
Distributive Trades	10	9	12	13
Insurance, Public Admin. and Professional Services	14	12	19	16
Miscellaneous Services	8	5	40	25
No answer	-	1	3	3
Total Numbers (100%)	1,274	3,686	74	1,725

Except in the Engineering Industry which employed a slightly higher proportion of men of the general population than older men there were no marked differences between the proportions of the two groups of men in the different industries. The differences between the two groups of women were more pronounced. Compared with women of the general population about a third as many of the older women worked in Textiles and Clothing, whilst nearly twice as many were in Miscellaneous Services (i.e., Entertainments, Domestic Work or Personal Services). In fact, well over a third of all the older women doing full or part-time work were employed in Miscellaneous Services. Although there was a tendency therefore amongst all women to concentrate in particular industries this tendency was rather more marked amongst older women.

In a table showing the proportion of men and women between the ages of 55 and 64 and 65 and 74 employed by each industry, the proportion of women between 55 and 64 in the Miscellaneous Industries is considerably higher than in many other groups of industries. Also the Miscellaneous Industries are one of the few groups which employ a proportion of women over 64.

Table 3

Proportions of all male and female employees who were aged 55-64 and 65-74 in different industries⁽¹⁾

(Figures from a Sample of the General Population of 18 and over)

Industries	Men		Total No. of male employees in each group of Industries	Women		Total No. of female employees in each group of Industries
	55-64	65-74		55-64	65-74	
	%	%		%	%	
Agriculture, Mining, Quarrying	10	5	462	9	3	36
Chemicals, Metal Manufacture	11	3	295	3	1	68
Engineering, Vehicles, Preci- sion Instruments, etc.	10	3	641	6	-	135
Textiles and Clothing	17	6	183	7	3	294
Food, Drink and Tobacco	10	1	105	3	1	66
Wood and Cork, Paper and Printing	11	2	186	9	-	74
Building and Contracting	6	3	347	-	-	9
Gas, Electricity and Water	17	4	83	-	-	7
Transport and Communications	12	3	409	2	-	61
Distributive Trades	12	4	325	4	1	225
Insurance, Public Admin. and Profes- sional services	13	2	423	8	1	275
Miscellaneous Services	14	7	179	15	3	431
Total proportions in sample of General Population	11	4	3,686	8	2	1,725

Note: 48 men and 44 women who were not classified by Industry have been excluded from this table.

The proportions of men aged 55-64 and 65-74 employed in each industry do not vary to any marked extent between industries, but if the two age groups are taken together older men are shown to form a rather higher proportion of the Textile industries, the Public Utilities (Gas, Electricity and Water), and Miscellaneous Services.

(1) See Footnote 7 page 2.

(ii) Occupations

A similar table to table 2 comparing the occupational distribution of men and women aged 55-74 and men and women of the general population⁽¹⁾ is given below. Rather more than half as many of older women as of women generally were operatives but more than three times as many were unskilled workers. The majority of older women who were unskilled workers were in part-time employment.

Table 4

Occupations of older people aged 55-74 and the General Population
aged 18 and over in full and part-time work

(Figures from the Older People's samples compared with figures from a sample of the General Population)

Occupation ⁽²⁾	Men		Women	
	Older People	General Population	Older People	General Population
	%	%	%	%
Professional and Technical	5	5	10	8
Managerial	27	20	9	9
Clerical	7	5	12	17
Manipulative	14	20	4	5
Operatives	25	35	30	50
Unskilled	22	15	35	10
No Answer	-	-	-	1
Total numbers (100%)	1,274	3,686	74	1,725

Compared with the general population of men, more of the older men were in managerial occupations, which would be expected just because they were older. On the other hand fewer of the older men than of men of the general population were operatives and manipulative workers and more of them were unskilled workers, which suggests that older men may tend to drift into the unskilled occupations because openings may in general be rather narrower for them than for younger men.

Likewise, the proportions of all managerial and unskilled workers who were between the ages of 55 and 64 were higher than in other occupations.

(1) See Footnote 7 page 2.

(2) The same occupation categories have been used here as were used in the Survey on the Mobility of Labour. "Manipulative" workers were defined as all "who through the employment of skill or judgement shape the material they are concerned with". Operatives were those "who carry out a defined process or action repetitively, some being able to effect slight adjustments in the process". Unskilled workers were all whose "physical strength enables them to carry out a task without training or the provision of tools other than the simplest hand tools".

Table 5

Proportions of all male and female employees who were
aged 55-64 and 65-74 in different Occupations

(Figures from a Sample of the General Population of 18 and over)

Occupations	Men		Total No. of male employees in each occupation group	Women		Total No. of female employees in each occupation group
	55-64	65-74		55-64	65-74	
	%	%		%	%	
Professional and Technical	11	3	186	7	3	141
Managerial	14	5	726	12	5	155
Clerical	11	4	200	3	-	292
Manipulative	10	2	735	12	5	83
Operatives	9	3	1,278	9	2	863
Unskilled	15	6	541	10	3	177
Total proportions in sample of General Population	11	4	3,686	8	2	1,725

Note: 20 men and 14 women not classified by occupation have been excluded from this table.

Older women formed a slightly higher proportion of all managerial and manipulative workers than they did of workers in other occupations, and a considerably lower proportion of clerical workers. This is no doubt a reflection of the fact that the intake of young girls, a great number of whom leave after a few years, is probably higher in clerical occupations than in others.⁽¹⁾

(iii) The Industries and Occupations in which Part-time Work is done

There were some differences in the industries in which full and part-time workers were employed. Nearly a third of all men doing part-time work compared with 6% of those doing full-time work were in those industries which come under the heading of Miscellaneous Services (i.e. Personal Services, Entertainments, etc.). 22% of part-time workers were in the Agricultural, Mining or Quarrying Industries - and the greater part of these were in Agriculture rather than Mining and Quarrying⁽²⁾ - compared with 13% of the full-time workers. On the other hand a smaller proportion of part-time workers were in Chemical and Metal manufacture and Engineering than full-time workers:

(1) 50% of all clerical workers of 18 and over were between the ages of 18 and 24. This figure was taken from the same source used in Tables 2-5. See footnote 7 page 2.

(2) Out of the 23 men doing part-time work in this group of industries 16 were employed in Agriculture.

Table 6

Proportions of Men working in Different Industries
(Full and Part-time Workers Compared)

Industries	Full-time Workers	Part-time Workers
	%	%
Agriculture, Mining and Quarrying	13	22
Chemicals, Metal Manufacture	9	1
Engineering, Vehicles, Precision Instruments, etc.	14	3
Textiles and Clothing	6	6
Food, Drink and Tobacco	3	1
Wood and Cork, Paper and Printing	4	6
Building and Contracting	8	4
Gas, Electricity and Water	2	-
Transport and Communications	11	4
Distributive Trades	10	12
Insurance, Public Administration and Professional services	14	12
Miscellaneous Services	6	29
Total Numbers (100%)	1,172	102

The greatest opportunities for part-time work for men therefore, appear to be in the Agricultural and Miscellaneous Industries.

Men in part-time work were engaged in different occupations, in roughly the same proportions as men in full-time work:

Table 7

Proportions of Men Working in Different Occupations
(Full and Part-time Workers Compared)

Occupations	Full-time Workers	Part-time Workers
	%	%
Professional and Technical	4	9
Managerial	28	25
Clerical	7	4
Manipulative	14	15
Operatives	25	26
Unskilled	22	19
No Answer	-	2
Total Numbers (100%)	1,172	102

The numbers of women involved were too small to make any valid comparisons between part-time and full-time workers, but about half of all women in part-time work were operatives and about half were concentrated in the Personal and Domestic Service and Entertainment (i.e. Miscellaneous) Industries compared with just over a third of full-time workers.

3. Ages at which Men and Women Retire from Full-time Work

The majority of women (81%) who at some time in their lives had done a full-time job, had given it up before their 60th birthday. The overall average age at which women gave up their full-time jobs was 42 but, as the table overleaf shows, women can be roughly divided into two groups, those who give up full-time work before the age of 45 and those who give it up some time after 45. The majority of women in the first group stopped working between 20 and 34, i.e. roughly at marriage,

Table 7AThe Ages at which women had given up full-time employment

(Women no longer in full-time employment who at some time in their lives had done a full-time job)

Age on giving up full-time employment	%
17-19	3)
20-24	17)
25-29	11)
30-34	12) 54
35-39	7)
40-44	4)
45-49	7)
50-54	7)
55-59	13)
60-64	9) 46
65-69	7)
70-74	3)
Total Number	273

It should be added that 24% of the total sample of women had never been in paid employment of any kind and 6% had only done part-time work.

The overall average age at which men had given up their full-time jobs was 62, three years below the retiring age fixed by the National Insurance Act. In fact as the table shows just over a fifth of all men no longer in full-time work had given up before reaching the age of 60. In the later age groups a fair proportion are shown to have been out of work for considerable periods. For example 13% of these aged 65-69 and 11% of those aged 70-74 had given up work before the age of 60:

Table 8

When did you give up your full-time job?
Analysed by present age
 (Men no longer in full-time employment)

Present Age

When did you give up your full-time job?	55-59 %	60-64 %	65-69 %	70-74 %	Totals %
Before 60	100	44	13	11	23
60-64		56	40	19	30
65-69			45	50	38
70-74			2	19	8
No answer				1	1
Total Numbers (100%)	63	105	299	311	778

An analysis by industry and occupation of the age men had given up their jobs showed no marked differences between different industries and occupations. This suggests that the type of industry or occupation in which a man is working has little bearing on the age at which he will retire. We shall see below that it is the individual policy of the firm or organisation he is working in apart from his own wishes in the matter, which determines at what age he usually retires.

4. Employment of Old People in Small and Large Firms

The sample of employers who were interviewed at the same time as the elderly people as part of the same enquiry, included only those employing more than nine people. Since some information on the smaller firms was thought to be necessary, a few additional questions were asked of the older people, which aimed at discovering first, whether the small firms more often employed people in the older age groups than the large firms, and secondly how far their arrangements for superannuation and retiring compared with those of the larger firms.

(i) Proportions employed in Small and Large Firms

Of the men between 55 and 74 who were still doing full-time work, 75% were working in firms employing more than nine people, 15% were in firms employing nine people or less, and 10% were working on their own with no paid employees, but in some cases with the help of other members of the family. The proportions were roughly similar for those who had left full-time work, i.e. the rather older section of the sample, but slightly more of them (17% compared with 10% of those still doing full-time work) had been employed on their own account before retiring.⁽¹⁾

If those working on their own account are excluded, 83% of the men at the time of the enquiry were working in firms with more than nine employees and 17% were working in firms with nine or fewer employees. These proportions include a small proportion of men who were themselves employers of labour.

An analysis by age shows that a higher proportion of men above pensionable age than of those below pensionable age were working in firms employing nine or fewer: 15% of those between 55 and 64 were working in firms employing nine or fewer compared with 26% of those between 65 and 74. Also of the total number of men between 55 and 74 working in the smaller firms a higher proportion were shown to be above pensionable age than of those working for the larger firms.

Table 9

"Do you work in a firm with more than nine people or nine or less people?"

Analysed by age

(Men in full-time work only excluding those employed on their own account)

Age Group	More than nine	Nine or less	Totals
	%	%	%
55-59	45)	35)	43)
60-64	37) 82	32) 67	36) 79
65-69	13)	25)	15)
70-74	5) 18	8) 33	6) 21
Total Numbers (100%)	878	182	1,060

(1) This corresponds to some extent to the findings of the earlier survey on the employment of older people (see "The Employment of Older Persons" by Geoffrey Thomas published by the Social Survey in January 1947, page 36 Table 10), where the proportion of self-employed - which in this earlier survey included those with paid employees - was shown to form an increasing proportion of each age-group, the higher the age group, thus showing a tendency for old people to leave paid employment and set up in business on their own.

Men working in the smaller firms had been with their firms for an average of 18 years, whilst men working in the larger firms had been with their firms for an average of 21 years. The difference between the two is not sufficient to suggest that there is any movement away from the larger to the smaller firms at or just before pensionable age. In fact there is no reason for believing that employers in small firms are any more anxious to recruit men of an advanced age than employers in large firms. The real reasons for the lower proportion of men above pensionable age in the large firms are most probably to be found in the encouragements to retire in the form of a superannuation scheme and an enforced retiring age which the large firms more frequently offer.

(ii) The Retiring Age and Superannuation Schemes in small and Large Firms

All men, with the exception of those employed on their own account, were asked whether the firms they now worked with or had worked with when doing their last full-time job, had a specific retiring age and a superannuation scheme. About a third of the men now worked or had worked in firms with such arrangements but more than half were in or had been with firms which had no retiring age and no superannuation scheme. The existence of a retiring age did not necessarily imply that there was also a superannuation scheme. Whilst the majority (84%) of those who said their firms set the retiring age at 60 also mentioned a superannuation scheme, this was true of only just over half of those who said their firms set a retiring age at 65. 12% of those from firms with no retiring age said there was nevertheless a superannuation scheme.

Table 10

"Did/do people in your firm retire at 60 or 65?"

Analysed by

"Was/is there a superannuation scheme at your firm?"

(Men who are or have been in full-time work -
excluding those working on their own account)

	Yes, a superan- nation scheme	No, not a Superan- nation scheme	Miscel- laneous ⁽¹⁾	DK. Doubt- ful	Total Numbers
	%	%	%	%	(100%)
Retire at 60	84	12	4	-	89
" " 65	56	34	8	2	488
No retiring age	12	79	4	5	1,000
Other answer	59	22	7	12	80
Don't know	9	61	4	26	61
Total proportions	30	60	5	5	1,718

A division of the men into those who had worked or now worked in "large" firms and those in "small" firms, shows that it is the men from the "large" firms who more often mentioned the existence of a retiring age and a superannuation scheme: more than twice as many from large firms as from small firms said there was a retiring age and a superannuation scheme in their firms.

(1) This "Miscellaneous" category includes those who said there was a scheme covering only a small section of workers.

Table 11

1. Did/do people in your firm retire at 60 or 65 or wasn't/isn't there a retiring age?
2. Was/is there a superannuation scheme at your firm?

Analysed by
Those coming from "large" and "small" firms

(Men who are or have been in full-time work -
excluding those working on their own account)

	Large Firms: Those with more than nine people	Small Firms: Those with less than nine people	Total Proportions
	%	%	%
1. Yes, they retire at 60	6	1	5
Yes, " " " 65	31	13	28
There is no retiring age	54	80	58
Other answer	4	2	4
Don't know	5	4	5
	37	14	33
2. Yes, there is a superan- uation scheme	33	14	30
No, there is no superan- uation scheme	56	79	60
Miscellaneous	6	3	5
Don't know or doubtful	5	4	5
Total Numbers (100%)	1,431	287	1,718

It is clear, therefore, that on the whole men working in firms with more than nine people will give up their jobs at 60 or 65 either because they have no choice, or because the inducements to retire are greater than those offered to men working in smaller firms. In fact about half of those who were working or had worked in firms with a specified retiring age said they would have liked or would like to stay on beyond the specified age. Their feelings about this were to some extent affected by the existence of a superannuation scheme in the firm, as fewer of those coming from firms with such a scheme (42%) said they had wished or would like to stay on than those coming from a firm without a superannuation scheme (58%).

(iii) The Employment of Women in Small and Large Firms

Just over a third (36%) of all the women in the sample had been working for an employer on full-time work since 1930, and of these nearly half (48%), compared with only 17% of the men now working full-time and a roughly similar proportion of those no longer at work, were or had been working in firms employing nine or fewer people. The great majority of women (70% approximately) therefore, said they had worked in firms with no retiring age and without a superannuation scheme. The numbers of women involved were unfortunately too small to permit any further analyses.

5. Mobility and Unemployment amongst Older People

(i) Length of time spent in Present or Last Full-time Occupations

In asking old people how long they had been in their last or present full-time occupations, those who had been in full-time employment since 1930 were excluded. Only a very small proportion of men - about 1% of the total sample - came into this category, but it included 64% of the sample of women, about half of whom had never been in paid employment of any kind or had worked part-time only.⁽¹⁾

(1) See above Page 8, paragraph 1.

According to the estimates of the old people themselves, men in full-time work at the time of the enquiry had been in their present occupation for an average of 25 years and men no longer in full-time work had been in their last full-time occupations for an average of 29 years compared with an average of 21 years for both the present and last full-time occupations of women.⁽¹⁾ Thus by the time they have reached the ages of 55-74 a high proportion of both men and women have been in the same occupation a considerable length of time.

A distribution of the men and women in the sample by the number of years they have or had worked in the same occupation, however, shows that 17% of the men still at work, compared with 20% of the women, and 15% of the men no longer in full-time employment compared with 21% of the women were or had been in their present or last occupation less than 5 years whilst a further 14% to 18% of men and 21% to 22% of women were or had been in their present or last occupation between five and fourteen years. An analysis by present age or by the age at which men had given up their last full-time occupation shows that this proportion is roughly the same for each age group so that there are men who after the age of 65 or even after 70 have started a fresh occupation.

On the other hand as the table below will show, the higher the age group the higher the proportion of men who have been in the same occupation over 45 years. In fact over one third of men still at work after pensionable age have been in the same occupation for over 45 years.

Table 12

"How long have you been in your present occupation?"

Analysed by Age

(Men in full-time work only)

Length of time in Present Occupation	55-59	60-64	65-69	70-74	Total proportions
	%	%	%	%	%
0-4	17	18	13	21	17
5-14	17	19	19	19	18
15-24	11	11	10	10	11
25-34	23	18	13	8	19
35-44	29	18	10	6	20
45 years and more	3	16	35	36	15
Total Numbers (100%)	494	419	187	72	1,172

By the time men had left their full-time occupations the proportions of those who had been at work over 45 years had risen from 15% to 25%.

(1) In the previous enquiry on older persons which covered men and women aged 60 and over the average number of years at their present occupation was 28 for men and 25 for women. See "The Employment of Older Persons" by Geoffrey Thomas, Published in January 1947 Page 16 paragraph 5.

Table 13

Number of years at last full-time Occupation
Analysed by the age of the old person when he gave up his last full-time job
 (Men no longer in full-time work)

Number of years at last full-time occupation	Age on giving up last full-time job				Total Proportions
	Up to 59	60-64	65-69	70-74	
	%	%	%	%	
0-4 years	14	16	14	20	15
5-14 "	14	13	16	12	14
15-24 "	11	6	10	13	10
25-34 "	25	20	17	12	20
35-44 "	19	22	13	3	16
45 years and more	13	23	30	40	25
Total Numbers (100%)	146	239	303	60	748

There were considerable differences between occupations in the number of years men had been in the same occupation, which appeared to have a strong association with the degree of skill or specialization required by the occupation. Professional and higher technical and manipulative workers (i.e. workers "who through the employment of skill or judgment shape the material they are concerned with") had on the average followed the same occupation for a greater number of years than managerial workers or operatives (i.e. those "who carry out a definite process or action repetitively, some being able to effect slight adjustments in the process") who in turn had been in their occupations rather longer than either clerical or unskilled workers.

Table 14

Average number of years at present or last full-time Occupation

(Men only)

Occupation	Average number of years in Present Occupation (Those in full-time employment)	Average number of years in Last full-time Occupation (Those no longer in full-time employment)
Professional and Higher Technical	36.66	39.07
Manipulative	34.93	37.04
Managerial	30.57	33.57
Operatives	23.08	28.11
Clerical Workers	17.98	25.45
Unskilled Workers	14.36	18.90
Overall Average	25.20	29.36

(ii) Length of Time Spent in Present or Last Firm

Although men may have followed the same occupation for a number of years this does not mean that they had been at the same firm. The average number of years that men still in full-time work had been at their present firm was 22, whilst the average number of years those no longer at work had been at their last firm before giving up full-time work was 25 years. The average number of years in the present or last full-time occupation therefore exceeded the average number of years in the present or last firm by about three.

The number of years that older men had been with their present firm (the pattern is the same for those no longer in full-time employment) varied considerably, however, according to their different occupations. Roughly twice as many professional or managerial workers had been with the same firm over 34 years compared with other workers, and about half as many as in other occupations had been with their firm less than 15 years.

Table 15

How long have you been with your present firm?

Analysed by Occupation
(Men in full-time work only)

Length of time in Present firm	Professional and Technical	Managerial	Clerical	Manipulative	Operatives	Unskilled Workers	Total Proportions
	%	%	%	%	%	%	%
0-4 years	6	8	19	26	17	30	18
5-14 "	16	12	30	22	25	28	22
15-24 "	12	16	19	11	16	14	15
25-34 "	24	29	14	21	19	14	21
35-44 "	34	22	16	15	16	10	17
45 years and more	8	13	2	5	7	4	7
Total Numbers (100%)	50	322	81	169	295	255	1,172
Average No. of years in present firm	28.49	28.09	18.99	19.29	21.42	16.03	21.90

This is probably due to the fact that the chances of promotion and advancement are rather greater for the professional or managerial worker if he remains in one firm than is the case with other workers, who may seek to compensate for lack of opportunity by changing their employers. Also the managerial worker may have started in his firm as a clerical or other worker and been promoted to the managerial grade. That such movement between occupations takes place is shown in the paragraphs below⁽¹⁾.

Women had been in their present or last firm for shorter periods on the average than men. Women in full-time work at the time of the enquiry had been an average of 17 years (compared with 22 for men) in the same firm whilst women no longer in full-time work but who had done full-time work since 1930 had been on an average 15 years in their last firm (compared with 25 years for men). There is nothing in our material to show why the average number of years women had been in their last firm should be lower than the average number of years they had been in their present firm. It is suggested that with the unstable economic conditions of the 30's women may have been forced to change from one firm to another more frequently than they would have to do at present.

(iii) The Previous Occupations of Old People and their reasons for Leaving them

Those men who had been in their present or last full-time occupations less than twenty years (i.e. just over a third of the sample) were asked two further questions which were designed to discover first what their previous occupations had been and secondly their reasons for leaving them. Any period greater than the preceding twenty years was not thought to be relevant to a discussion limited to older people.

Generally speaking there had been far more movement between occupations amongst those men who had been managerial and clerical workers at the time of interview or in their last full-time occupation than amongst those who were manipulative and unskilled workers and operatives. Too few professional workers had changed their occupations in the twenty years previously to make valid comparisons with other groups.

(1) See page 15 paragraph 1.

Only a small proportion (10%) of manipulative and unskilled workers and operatives claimed to have held occupations of a supervisory, clerical or managerial character beforehand. The majority had held the same occupations although there was some movement between the three types. On the other hand approximately a third of both clerical and managerial workers had been either operatives, manipulative or unskilled workers previously, whilst about 10% of managerial workers had done clerical work, and about 40% of clerical workers claim to have done supervisory or managerial work. The proportions in all occupations who had claimed to have followed a professional or higher technical occupation beforehand was negligible.

The reasons given for leaving their previous occupations were stated by 27% of the men to be because they were redundant or their firm had closed down, by 23% of the men to be because of their health, by 21% of the men to be because they were dissatisfied with their previous occupation, by 12% because they had been promoted or had changed over to different work in the same firm and by a further 9% because they were too old or had been retired. It is interesting to note in view of the comments made above that 23% of the managerial workers compared with between 7% and 13% of other workers had changed their previous occupations through promotion⁽¹⁾. Whilst only 2% of all the men had given up their previous occupations because of home commitments, this was true of 25% of the women who had changed their occupations in the previous 20 years.

(iv) Unemployment Amongst People over 45

All old people who had been in employment since the age of 45 were asked whether they had had a period of unemployment since that time which had lasted more than six months. 12% of the women to whom the question applied and 14% of the men said they had suffered from a period of unemployment as prolonged as this. About twice as many (25%) of those men living in Development Areas had been unemployed for six months or longer as those living in the rest of the country (12%).

An analysis by occupation showed considerable differences in the proportion in each occupation who said they had been unemployed. Given the fact that approximately a third of the men may have changed their occupation since the age of 45 a higher proportion of those men who were at the time of interview or had been in their last full-time occupation, operatives or unskilled workers, had suffered from periods of unemployment longer than six months than those in other occupations.

Table 16

Have you had any period of unemployment longer than 6 months since the age of 45?

Analysed by
Present or Last full-time Occupation
(Men only)

Occupation	Have you been unemployed longer than six months?		
	Yes	No	No. in employment since the age of 45
	%	%	
Professional and Higher Technical	3	97	77
Managerial	6	94	533
Clerical	10	90	130
Manipulative	11	89	279
Operatives	18	82	482
Unskilled	26	74	416
Total proportions	14	86	1,917

(1) See page 14 paragraph 2.

6. (i) Strain and Old Age in Employment

An attempt was made to discover how far their work was felt to be a strain by older people, and with what particular occupations, if any, could a feeling of strain and overwork be associated. Since the enquiry was meant to cover the employment of older persons in its broadest aspects the questions which could be devoted to this particular subject were very few in number. It follows that any findings mentioned below can only be treated as the broadest generalizations.

Of those men still doing full-time work 62% said they did their work easily whilst 36% found it a strain. The prevalence of feelings of strain was no higher in the age-groups 60-64 than in the age-groups 55-59, whereas in the age-groups 65-69, nearly twice as many (44%) found their work a strain compared with those between 70 and 74 (25%). The fact of remaining in employment after the age of 70 is probably already an indication of particularly good health. The length of time a man had been in the same occupation did not appear to have any influence on whether or not he felt his work to be a strain.

There is clearly some association between the state of health an old person feels himself to be in and whether or not he feels his work to be a strain. 73% of those who were engaged on full-time work at the time of the enquiry said they were in good health, whilst the remainder felt themselves to be in indifferent or in poor health. The proportion who felt their work to be a strain rose from 29% of those in good health to 64% of those in poor health.

Table 17

State of Health

Analysed by

"Do you do your work easily or is it a strain?"

(Men in full-time work only)

State of Health	Do work easily	Find it a strain	Don't Know Doubtful	Total Numbers
	%	%	%	(100%)
In good health	68	29	3	861
In indifferent health	42	56	2	265
In poor health	36	64	-	46
Total Proportions	62	36	2	1,172

(ii) Strain and Occupation

There were no marked differences between the amount of strain felt by different occupation groups and different age-groups within each occupation group. It was realized however, that the type of effort involved varied considerably within each occupation group so that those men whose occupations involved some degree of physical labour - i.e. manipulative and unskilled workers and operatives - were grouped by what they actually did in their last or present full-time jobs, as is shown in the table below.

Table 18

What do/did you do in your last/present full-time job?

(All men who are or were manipulative workers, operatives or unskilled workers)

Type of Activity	%
Very heavy labouring	18
Moderately heavy labouring	38
Light Labouring	12
Postmen and others whose jobs require a fair amount of walking	4
Shop assistants, porters, cooks and others whose jobs require a fair amount of standing	9
Mechanics, fitters and others who work at the bench	11
Drivers and any others not covered by the above categories	7
No answer	1
Total Number (100%)	1,208

When these groups were analysed by answers to the question "Do/did you do your work easily or is it a strain?" those who said they were employed on very heavy labouring work - and 86% of those men were operatives or unskilled workers in about equal numbers in both occupations - found their work a strain in many cases twice or more than twice as often as those in other groups (69% compared with between 30% and 41% in the other groups).

About half the men found their jobs a strain because of their own disabilities or ill-health, and the other half because of the type of job itself or the conditions at their work place, or the long hours and long journey to work. Different emphasis was put on the cause for strain according to what the men actually did in their jobs. For instance more of those (27%) who had very heavy labouring work to do said they felt strain because the work was too heavy than those doing other types of work, and this proportion declined to 3% of those doing other than labouring work. On the other hand their poor health and disabilities were felt less acutely by those doing very heavy labouring, who were probably less likely to be in poor health, than by those in other types of work, whose work may have been less exacting physically. In the table, where the cause for strain is analysed by what the men do or did in their present/or last full-time jobs, very heavy labouring is shown separately but the other types of work are grouped into on the one hand, other labouring jobs i.e. moderately heavy and light labouring and on the other hand all other types of work, between which there were no marked differences.

Table 19

"In what ways do/did you feel a strain?"
Analysed by
"What do/did you do in your last/present full-time job?"
(Manipulative and Unskilled Workers and Operatives who
felt their jobs a strain)

Causes for Strain	Very heavy Labouring	Moderately heavy and light labouring	Others	Total Propor- tions
	%	%	%	%
Strain due to poor health, disabilities, poor eyesight etc.	25)	38)	43)	36)
Strain due to old age: tire more easily	16) 41	18) 56	16) 59	17) 53
Strain due to type of work: stooping, climbing ladders etc.	28)	20)	21)	22)
Work too heavy, doing more than one man's work etc.	27) 58	12) 38	3) 33	14) 42
Strain due to long hours, long journey to work	3)	6)	9)	6)
Miscellaneous	1	4	5	3
Don't know - No answer	-	2	3	2
Total Numbers (100%)	147	228	143	518

(iii) The Amount of Strain felt by Women in their Occupations

Of the women who had done full-time work since 1930, who formed 36% of all women between 55 and 74, 53% said they had felt their work to be a strain, which is approximately the same proportion as for men who were no longer in full-time work. 47% of those who said they did or had felt their jobs a strain gave the cause as poor health, old age, etc., 44% found fault with the type of job or the conditions at work, and 9% gave miscellaneous reasons such as "I had enough to do at home" - "Found it difficult to have a job with all the housework I had to do," etc.

SECTION II

ATTITUDES TO EMPLOYMENT AND RETIREMENT OF THOSE IN
FULL AND PART-TIME EMPLOYMENT

The majority of both men and women who were working full or part-time at the time of this enquiry were under 65, but nearly a third (27%) of the men were over 65, and just over half (54%) of the women were over 60, the normal retiring age for women. An attempt was made to discover their general motives for working and how far these differed between those below and above pensionable age. They were also asked how long they intended to remain at work, and whether bigger pension rates would be any incentive to staying on longer than they would have originally done. Their replies to these questions are discussed in the pages below.

1. (i) General Motives for Working

When asked whether they must work, whether they preferred to work or both, 49% of both men and women said they must work, 40% of men and 30% of women said they must work and preferred to do so, and the remainder said simply they preferred to work. "Financial necessity" was given as the main reason for working by 74% of men and 73% of women. A further 13% of men and 10% of women said they thought it was better to be working because it kept their minds occupied, and 10% of both men and women said they worked because they liked doing so. Nearly all the men (94%) who said they had to work and 66% of the men who said they had to work but preferred to do so, gave "financial necessity" as their reason for working, but it was mentioned as a reason by only 8% who said they liked working.

There were some interesting differences, as the table will show, in the views expressed by men below and above 65. Over 20% more men below 65 said they had to work whilst a nearly equal proportion more of men over 65 said they were working because they preferred to do so.

Table 20

"Are you working because you must do so
because you prefer it or both?"
analysed by age group
(Men in full or part-time work)

Age Group	Must Work %	Must work and prefer to %	Prefer to Work	Total Numbers (100%)
55-64	55	39	6	940
65-74	32	45	23	334
Total Proportions	49	40	11	1,274

An analysis by income group⁽¹⁾ showed that it was only in the highest income group that there was any marked difference of opinion from the whole. 26% of the men in this group compared with between 48% and 53% in other groups said they had to work, whilst 25% compared with between 8% and 13% in other groups said they liked working. The combined income of the old person's household in terms of the number of workers there were, however, did not appear to make any difference to his general reasons for working. In a great many cases the other workers would be his own children, either married or unmarried, who, although contributing to the household income while they are still living with their parent, could not be regarded by him as permanent contributors.

The old person's motives for working did not vary with the state of his health to any marked extent.

(1) Income group is based on the weekly income (i.e. the wage, salary or pension less deductions plus bonuses) of the chief wage earner in the informant's household.

(ii) Attitudes to continuing at work after pensionable age

Old people below pensionable age were asked whether they would give up work on becoming entitled to a pension, whilst those above pensionable age, who were still at work, were asked why they had not done so. In the table below the replies of men to this question are analysed by their motives for working and compared for the two age groups below 65 and the two age groups above 65.

Table 21

Some people give up work as soon as they are entitled to a pension. If beyond pensionable age: why didn't you? If below pensionable age: will you do that?

Analysed by Motives for working

(Men below and above 65 in full or part-time work)

Reasons for not giving up working on becoming entitled to a pension.	Must Work		Must work and prefer to work		Prefer to work		Total Proportions	
	55-64 %	65-74 %	55-64 %	65-74 %	55-64 %	65-74 %	55-64 %	65-74 %
1. Will carry on because enjoy work. Won't give it up if I can help it.	52	34	68	45	64	44	59	41
2. Pension not enough, need the money, can't afford not to work.	10	49	6	33	2	13	8	34
3. Yes will retire.	24	5	15	3	16	1	20	3
4. Miscellaneous.	3	3	2	7	4	13	2	7
5. Don't know, no answer.	11	9	9	12	14	29	11	15
Total Numbers (100%).	516	107	368	149	56	78	940	334

It is interesting to note that a higher proportion of those below 65 said they would carry on because they liked their work than those above 65 who said they had carried on for this reason. Financial necessity was far more often given as a reason for having carried on than it was considered as a reason for continuing at work after pensionable age. In table 20 on the preceding page where the men's motives for working were analysed by the two main age groups, the tendency was for the older men to say more often that they worked because they preferred to, whilst it was more often the younger men who said they worked because they had to.

These apparent contradictions are evidence perhaps not of muddled thinking but of real difficulty in sorting out the motives for working, different aspects of which are thrown into relief by different questions.

An analysis by income group shows that whilst 27% of those in the lowest group mentioned the fact that they needed the money as a reason for not giving up work on being entitled to a pension, the proportion saying this declined the higher the income group to only 5% of the highest group. Other analyses of this question by household type, the number of workers in the household and the health of the subject showed no marked differences from the totals.

(iii) Prevalence of Other than Financial motives for continuing to work after Retiring age

Finally an attempt was made to exclude the financial motive for working, by asking old people whether, wages apart, they thought it worthwhile remaining in full or part-time employment after retiring age. More men than women thought it was worthwhile doing so, but if full or part-time work are taken separately more working women between 55 and 74, about half of whom it will be remembered were in part-time work, thought it worthwhile remaining in part-time work than men:

Table 22

Under present circumstances, wages apart,
do you think it is worth-while remaining
in full-time or part-time employment
after retiring age?

(Men's and Women's replies compared)

	Men %	Women %
Yes, in full-time employment	58)	27)
Yes, in part-time employment	19)	32)
No, not worthwhile remaining in employment	20	37
No answer	3	4
Total Numbers (100%)	1,274	74

When asked how strongly they held these views 63% of the men who said, wages apart, it was worthwhile remaining in full or part-time employment and 52% of those who said it was not worthwhile said they felt this very strongly.

The proportion of men who thought it worthwhile remaining in full or part-time employment rose from 72% of those between 55 and 59 to 89% of those between 70 and 74. In other words rather more of those who had stayed in employment beyond retiring age thought it worthwhile than those below retiring age thought it would be worthwhile.

The views expressed here were to quite a considerable extent consistent with the replies given to other questions. For instance less than 10% of those who said they were working because they preferred to, said it was not worthwhile remaining in full or part-time employment, wages apart, compared with nearly a third of those who were working because they had to. Again, 90% of those who were continuing to work after being entitled to a pension or would continue to do so because they enjoyed their work thought it worthwhile remaining in full or part-time employment after retiring age. In the same way nearly two thirds of those who would retire on being entitled to a pension thought it was not worthwhile remaining in employment.

2. (i) Length of Time Old People Intend to Continue at Work

When asked how long they intended to go on working, in fact, 23% of the women and 28% of the men gave specific times such as "until 65", "up to 70 or so" whilst the remainder said they hoped to work "as long as they could", "as long as they felt like it". More of the women (19%) - who it will be remembered from an earlier section⁽¹⁾ appeared to have somewhat different motives for working - than the men (7%) said they were unable to tell when they would give up employment.

An analysis by age-group shows that the specific answers were more often given by the men below pensionable age than those above. All but 12% of those over 65 said they didn't know or would continue to work as long as they felt like it.

Table 23

"How long do you intend to go on working?" Analysed by age-group
(Men in full and part-time work)

Age Group	Until 65 %	Up to 70 or so %	As long as I can or feel like it %	Miscella- neous %	Don't know or no answer %	Total Numbers %
55 - 64	28	6	60	-	6	940
65 - 74	-	12	74	4	10	334
Total proportions	21	7	64	1	7	1,274

(1) See above page 2, paragraph 2.

(ii) Factors which might Prevent them from Continuing at Work.

"Ill health" was mentioned by the majority of men and women as being the most likely cause to prevent them continuing at work. "Old age", a reason closely allied to ill-health, was also given by a small proportion. Small proportions in each case said they would be prevented from going on working because of illness in the family or if their employers dismissed them, or less realistically, if they came into money. A fairly high proportion could think of nothing that would prevent them from working.

Table 24What might prevent you from going on working?

(Men's and Women's replies compared)

	Men %	Women %
Ill Health	70	61
Old age	2	4
If employers dismissed me	4	1
Ill Health in family	1	3
If left money	2	1
Nothing, nothing but death	13	17
Miscellaneous	2	1
Don't know and no answer	6	12
Total Numbers (100%)	1,274	74

It is clear that in giving these reasons many of the old people were thinking of the present and not of the future. An analysis of the men's replies by the length of time they intend to continue at work, shows for instance, that of those men who said nothing would prevent them from working, 29% said they intended to retire at 65 or at least not much after 70. Also these men who said nothing would prevent them continuing were not necessarily the men who worked for preference. Over a third of them said they had to work and only 14% said they preferred working.

3. The Extent to which a Bigger Pension is an Incentive to Remaining at work
Some attempt was made to discover how far the receipt of a bigger pension⁽¹⁾ on retiring by those who remain on at work after pensionable age was an incentive to continuing at work. Those beyond pensionable age were asked whether they had stayed on for that reason and those below pensionable age were asked whether in the same circumstances they would also stay on.

In their replies a far smaller proportion of men⁽²⁾ beyond pensionable age said they had stayed on in order to get a bigger pension than those below pensionable age said that they would stay on for that reason.

(1) This question although not referring specifically to the increments under the National Insurance Scheme was put with the intention of discovering how far these might be an incentive to remaining longer at work.

(2) The figures for the women below and beyond pensionable age were too small to include.

Table 25

People sometimes stay on at work after
retiring age if they can get a bigger
pension. Those beyond pensionable age.
"Is that why you have stayed on?"

Those below pensionable age: "Will you do that?"

(Men in full and part-time work)

Beyond Pensionable Age	%
Yes	11
No	63
Other answers (i.e. other factors mentioned)	26
Total Number (100%)	334
Below Pensionable Age	%
Yes	31
No	44
Won't give up whatever the pension	5
Does not apply to me	7
Other answers (Depends on circumstances etc.)	13
Total Number (100%)	940

This is probably due to the fact that the provisions for a higher pension with each extra six months of work after 65 and up to 70 was not in operation⁽¹⁾ when most of these men decided to stay on after pensionable age. The other motives described above i.e., financial necessity combined in many cases with a preference for remaining in employment, were those more likely to have been taken into account by the majority.

Less than a third of the men below pensionable age considered a bigger pension a motive for remaining at work. It is interesting to note that the proportion below pensionable age, who said "yes" they would stay on for the bigger pension plus those saying they "wouldn't give up work whatever the pension i.e., 36% of the total, comes far nearer to the proportion of men actually at work between 65 and 74, (27%) than do the proportions who in reply to other questions said they would remain at work after 65.

An analysis of this question by other factors such as the type of household, the number of workers in the household, and the health of the subject showed no differences. Beyond the lowest income group, the proportion in each group below pensionable age saying "yes" they would stay on for the bigger pension declined from 42% of those in the lower of the two middle income groups to 9% of those in the highest income group.

(1) This part of the National Insurance Act was brought into operation in July, 1948.

SECTION III

ATTITUDES TO RETURNING TO EMPLOYMENT AFTER RETIREMENT

A policy aimed at increasing the proportion of older people in employment should not only encourage them to defer their retirement but it should also attempt to persuade some of those who have already retired to consider returning to work. It was with this purpose in view that the old people in the sample who were no longer at work, were asked first whether they would return to work if they had the opportunity, and secondly, what attempts if any had they made to find work since retiring⁽¹⁾.

1. Willingness to Return to Full or Part-time Work given the Opportunity

When asked whether they would return to full or part-time work, given the opportunity, rather more of the men than the women said they would be prepared to do so, but three out of every four women who said they would return to employment, chose part-time work compared with two out of every four men. It is interesting to note that the actual proportions of men and women who said they would choose part-time work are not very dissimilar from the proportions who had done part-time work since giving up their full-time jobs i.e., 12% of the men and 17% of the women:

Table 26

Would you return to full or part-time work if you
had the opportunity to do so?

(Those no longer in employment)

(Men's and Women's replies Compared)

	Men	Women
	%	%
Yes, return to full-time work	19	5
Yes, return to part-time work	18	15
No, go back to neither	53	73
Don't know, doubtful	10	7
Total Numbers (100%)	676	273

An analysis of the men's replies by their age group shows a steady decline, the higher the age group, in the proportions who would be willing to do full or part-time work if given the opportunity: 55% of those between 55 and 59 said they would be prepared to take on work again compared with 27% of those between 70 and 74. The decline takes place not in the proportion willing to do part-time work, which remains roughly stationery in each age group, but in those willing to do full-time work.

The health of the old person, which is often associated with his age,⁽²⁾ also appears, as would be expected, to have some influence on his replies to this question. 47% of those in good health compared with 30% of those in poor or indifferent health said they would like to take on full or part-time work given the opportunity. There were no marked differences here between those choosing full or part-time work.

The differences between the replies given by men in different income groups and household types were not significant.

(1) Those women who had never worked or had worked part-time only (i.e., 30% of the total sample) were not asked these questions.

(2) See Part III of this enquiry.

2. Attempts made to Find Work after Retirement

Although 37% of the men and 20% of the women said they would return to full or part-time work given the opportunity, 20% of the men and only 3% of the women had actually tried to find full or part-time work since giving up their last job. Just under half (46%) of those men saying they would like to return to full or part-time work given the opportunity had in fact tried to find work since retiring. A small proportion both of those who said they would not return to work now even with the opportunity to do so (4%), and of those who were doubtful about whether they would return to work (10%), had also made some attempt since retiring to find work.

Those who said they had attempted to find work did not on the whole appear to have given up their full-time jobs at an earlier age than those who had not attempted to do so. Health seemed to play some part because 27% of those in good health compared with 20% and 11% of those in indifferent and poor health respectively said they had at sometime looked for work. Although no parallel difference was observed between subjects coming from different household types when they were discussing whether they would go back to work if given the opportunity, about a third of subjects living on their own compared with just under one-fifth of those coming from other household types said they had tried to find work at some time or the other since retiring. It is suggested that because men living on their own are more often older than men living in other types of households⁽¹⁾ that the idea of working today has less appeal for them than it would have had a short while after retirement, for instance, when they were beginning to feel their loneliness.

There were also differences that were found to be significant between Development and other areas: 19% of those men living in Development areas had tried to obtain full or part-time work since giving up work compared with 28% in other areas. This suggests that the more varied the industrial structure and the better the overall prospects of an area, the more likely it is that a man past retiring age will be encouraged to try and find other work.

3. Practical Measures taken to find work

Those men who had tried to find work were asked how they went about it. There replies were as follows:

Went to the employment exchange	51%
Applied directly to firm	46%
Answered advertisements	19%
Tried other ways, e.g. approaching friends etc.	18%
Total number who had looked for work since giving up their last job	136

More than one method was tried in many cases which explains the fact that the replies do not add to 100%.

The type of reception they received on applying was stated by

18% to be helpful and very pleasant
29% to be fairly helpful
39% to be poor
6% were unable to say
8% gave other answers such as "I was only offered certain types of jobs" etc.

There were no marked differences from the totals in the replies given by those who had used the Employment Exchanges and those applying directly to firms.

In effect 20% of men between 55 and 74 who were no longer either doing full or part-time work had tried, without success, to get work, and at least two fifths of these men were met with a discouraging reception. Their age was thought by the largest proportion (71%) of the men who had tried to get work to have been at least partly responsible for their lack of success.

(1) See Part III of this enquiry.

4. Reasons for not wishing to return to Employment

Of those men who had not tried to get other work since retiring from their last full-time occupation, 49% said they had been prevented by bad health, 6% mentioned home commitments and 31% said they had no need to work. 3% said they were afraid their pension would be cut.

Finally a man's attitude to employment after retirement is likely to depend on his own feelings towards retirement and his enjoyment of it. As the two tables below will show there is a definite association between the extent to which a man is adjusted to retirement and his wishes to return to work. More, both of those who said they had tried to get work since retiring and of those who said they would like to return to full or part-time work given the opportunity found it difficult to settle down after giving up work than those who had no wish to return to employment.

Table 27

"Did you find it difficult to settle
down when you left work?"

analysed by

"Have you tried to get work since retiring?"

Have you tried to get work since retiring?	No, had other interests, was in bad health anyway	Yes, have found it difficult	Miscel- laneous	Doubtful DK or NA	Total Numbers
	%	%	%	%	(100%)
Yes	36	59	2	3	137
No	65	32	1	2	539
Total proportions	59	38	1	2	676

"Did you find it difficult to settle
down when you left work?"

analysed by

"Would you return to full or part-time work
if you had an opportunity to do so?"

Would you return to full or part- time work if you had an opportunity to do so?	No, had other interests, was in bad health anyway	Yes, have found it difficult	Miscel- laneous	Doubtful DK or NA	Total Numbers
	%	%	%	%	(100%)
Yes, would return to full or part- time work	46	50	1	3	247
No, would not return to either	63	28	1	2	356
Don't know or doubtful	57	38	3	2	73
Total proportions	59	38	1	2	676

APPENDIX ITable A

Proportion of older Men and Women in Employment
Development and Other Areas Compared

	Men		Total Numbers (100%)	Women		Total Numbers (100%)
	Working full or part-time	Not Working		Working full or part-time	Not Working	
	%	%		%	%	
Development Areas	59	41	290	19	81	70
Other Areas	67	33	1,660	15	85	412
Total propor- tions	65	35	1,950	16	84	482

Note: A test of significance showed that the differences between men in employment in Development and other areas were statistically significant, but that this was not the case with women.

Table B

No. of Older Men in Employment in different age groups
Figures for Summer 1945 and Spring 1950 Compared

Age Group	Summer 1945			Spring 1950		
	No. in each Age Group	No. employed	Proportion employed in each age group	No. in each Age Group	No. employed	Proportions employed in each age group
55-59	1,039	980	94	557	506	91
60-64	777	632	81	523	434	83
65-69	626	399	64	487	223	46
70-74	549	187	34	383	111	29
Totals	2,991	2,198	73	1,950	1,274	65

Note: The figures for 1945 are taken from Table I, page 31 of "The Employment of Older Persons" by Geoffrey Thomas published by the Social Survey in 1947. The figures for the 55-59 group which were not included in this survey were calculated from figures collected in the Survey of Sickness July 1945 which was done at approximately the same period. A test of significance was made on each of the four age groups. The difference between the 1945 and 1950 figures were found to be statistically significant in the total proportions and in the case of those aged 65-69 but not in the case of the other three age groups.

Table C

Proportion of Pensioners and Non-Pensioners aged 60-75
who were working and not working

In Summer 1945 and Spring 1950

(Men only)

Whether working or not	Summer 1945						Spring 1950					
	Pensioners		Non-Pensioners		Totals		Pensioners		Non-Pensioners		Totals	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Working full or part-time	425	44	793	81	1,218	62	221	30	547	85	768	55
Not Working	546	56	188	19	734	38	528	70	97	15	625	45
Totals	971	100	981	100	1,952	100	749	100	644	100	1,393	100

Note: The figures are taken from "The Employment of Older Persons" by Geoffrey Thomas published by the Social Survey in January 1947. "Pensioners" are all persons in receipt of a pension from whatever source. The differences between the 1945 and 1950 figures were found to be statistically significant when a test of significance was made.

APPENDIX II

Classification of Industries

The Standard Industrial Classification was used for the coding of industries, trades and professions in the following way:-

Groups

- I { Agriculture, Forestry and Fishing.
Mining and Quarrying.
- II { +Treatment of non-metalliferous mining products other than coal.
Chemicals and Allied Trades.
Metal Manufacture.
- III { Engineering, Shipbuilding and Electrical Goods.
Vehicles.
++Metal goods not elsewhere specified.
Precision instruments, jewellery etc.
- IV { Textiles.
Leather, Leather Goods and Fur.
Clothing
- V Food, Drink and Tobacco.

+Bricks and fireclay goods, China and earthenware, Glass, Glass containers, Cement, others e.g. abrasives, cast stone and cast concrete products, etc.
++Tools and cutlery, Nuts and Bolts, Iron and Steel Forgings, Wire Manufacture, Hollow-ware, Brass, etc.

Group

- VI { Manufacture of Wood and Cork.
 Paper and Printing.
 +++ Other manufacturing industries.
 VII Building and Contracting.
 VIII Gas, Electricity and Water.
 IX Transport and Communications.
 X Distributive Trades.
 XI { Insurance, Banking and Finance.
 Public Administration and Defence
 Professional Services.
 XII ++++Miscellaneous Services.

+++Rubber, Linoleum, Brushes, Brooms, Toys, Games and Sports requisites, Stationery Goods, Production and Printing of Films, Plastics, Photographic paper etc.

++++Theatres and Cinemas, Music Halls and Concerts, Sports and Betting, Catering Hotels, etc.: Laundries, Dry Cleaning, Hairdressing and Manicure, Domestic Service, Photography, Welfare and Charitable Services.

Distribution of the Population by Industry

Comparison between figures obtained from a Social Survey sample of the General Population of 18 and over in employment (May-July, 1949) and the Ministry of Labour Manpower figures for the end of May 1950 which cover the total employed population from 15 and over.

Industries	Males		Females	
	Social Survey Figures	Ministry of Labour Manpower Figures	Social Survey Figures	Ministry of Labour Manpower Figures
	%	%	%	%
1. Agriculture, Mining and Quarrying	12	13	2	2
2. Chemicals, Metal Manufacture	8	5	4	3
3. Engineering, Vehicles, Precision Instruments, etc.	18	18	8	10
4. Textiles and Clothing	5	4	17	15
5. Food, Drink and Tobacco	3	3	4	4
6. Wood, Cork, Paper and Printing	5	4	4	3
7. Building and Contracting	9	10	-	1
8. Gas, Electricity and Water	2	2	-	1
9. Transport and Communications	11	11	4	3
10. Distributive Trades	9	10	13	15
11. Insurance, Public Administration and Professional Services	12	13	16	22
12. Miscellaneous Services	5	7	25	21
No answer	1	-	3	-
Total Numbers (100%)	3,686	14,937,000	1,725	7,125,000

APPENDIX IIIThe Sampling Method

For the parts of the inquiry dealt with in this report two separate samples were required - a sample of 2,000 men aged 55-74 inclusive and a sample of 500 women in the same age-range.

For these samples the Survey's normal type of design, fully described elsewhere, was used. In a sample of 71 administrative districts in Great Britain, selected with probability proportionate to population after stratification by region, urban or rural type, and an index of degree of industrialization, names and addresses were obtained by selecting cards at constant intervals from local National Registers which contain a card for every civilian inhabitant of the district. The date of birth is recorded on all except a very small proportion of cards: cards relating to persons outside the required age-range were rejected.

The populations covered by the two samples were approximately as follows: (i) men aged 55-74 in Great Britain - $3\frac{3}{4}$ millions (ii) women aged 55-74 in Great Britain - $4\frac{3}{4}$ millions.

A list of districts in which interviews were made follows.

Glasgow	Liverpool	West Bromwich	Leatherhead
Edinburgh	Manchester	Uttoxeter	Portsmouth
Dundee	Ellesmere Port	Worcester	Wokingham R.D.
Hamilton	Rochdale	Seisdon R.D.	Gravesend
Clackmannan Co.	Sandbach	Bristol	Deal
Lanark Co.	Billinge and Winstanley	Hereford	Cuckfield R.D.
Angus Co.	Blackburn	Paignton	
Roxburgh Co.	Stockport	St. Thomas R.D.	GREATER LONDON:-
Blyth	Poulton-le-Fylde	Leominster and	St. Marylebone
Middlesbro'	Ennerdale R.D.	Wigmore R.D.	Wembley
South Shields	Abergele	Ebbw Vale	Hendon
Whitby R.D.	Warsop	Cardiff	Friern Barnet
Sheffield	Long Eaton	Gower R.D.	Tottenham
Leeds	Leicester	Thurrock	East Ham
Bradford	Oundle	Ipswich	Beckenham
Adwick-le-Street	Basford R.D.	Frinton and Walton	Wandsworth
Huddersfield	Louth R.D.	Bedford R.D.	Deptford
Hornsea	Birmingham	Wayland R.D.	
Pocklington R.D.	Coseley	Wolverton	

APPENDIX IVA Note on the Age-Grouping used in the Analyses

As mentioned in footnote (4) to Table I, the age-analyses in this report are based on the informants' statements of their age in answer to Question 2 on the Questionnaire, ("How old are you?").

When the distribution of the male sample (1950) by stated age (see Appendix I Table B) was compared with the Registrar General's estimates for the end of 1949, the "stated age" distribution showed a small but significant bias towards the older age-groups, suggesting a tendency of informants to overstate their ages. This seemed to be confirmed by a comparison of "stated age" with "recorded age" (the age given by the date of birth recorded on the National Register card) for each of the 1925 informants (99% of the sample) for which the latter was given. The "recorded age" - distribution of the informants did not differ significantly from the Registrar General's estimates.

The content of the sample was thus not biased in this respect: the apparent bias arose from the way in which informants answered the question.

In Table D below all the relevant data is given. The table also illustrates the effect of analysing by stated age on the estimates of the proportions of men employed in each age group. It can be seen that the proportions employed in the upper three age-groups were slightly over-estimated.

Table D

Age-distribution and proportions employed (male sample) by
stated age and recorded age

AGE- GROUP (years)	AGE-DISTRIBUTION			PROPORTION EMPLOYED			
	Stated Age	Recorded Age	R.G.'s estimates (32.12.49)	Analysed by STATED AGE		Analysed by RECORDED AGE	
	%	%	%		TOTAL IN GROUP		TOTAL IN GROUP
55-59	28.5	30.8	31.8	91%	557	91%	593
60-64	26.9	28.0	27.7	83%	523	81%	538
65-69	24.9	24.5	23.0	46%	487	44%	472
70-74	19.7	16.7	17.5	29%	383	27%	322
Age not recorded	-	-	-	-	-	44%	25
ALL AGES	100.0	100.0	100.0	65%	1950	65%	1950
Sample	1950	1925 *	-				

* 25 cases excluded from percentaging.

APPENDIX V

Notes on a Special Sample of Unemployed Men between 55 and 74

In addition to the main samples of men and women a small sample of 300 unemployed men was included in the enquiry. 294 of the total sample of 300 were successfully interviewed. The main purpose of interviewing these men was to discover whether there were any particular characteristics of the unemployed in these age groups which could suggest that their unemployment was due primarily to their age.

All but 7% of the men in the sample were below the age of 65. No doubt the majority of men still unemployed at 65 would then become eligible for a pension. Of the remainder, the greater proportion (55%) were between 60 and 64.

For a considerable proportion of the men, the unemployment was of short duration only. In the four to six weeks between the time the sample was taken out and the time of interview 14% of the men in the sample had obtained full-time work and 4% had obtained part-time work. Furthermore 38% of the men said they had been unemployed less than six months.

A comparison between the last or - in the case of those now returned to work - the present industries of those in the sample of unemployed and the present industries of those in our main sample is given in the table below. About twice as many men in the sample of unemployed were in the engineering industries compared with employed men in the main sample. Rather more were in the industries grouped under the heading of Miscellaneous and rather fewer were in Agriculture and Chemicals: (see Table overleaf).

Table (i)

The last or present industries of Unemployed Men and the Present Industries of Employed Men in the Main Sample

Industry	Unemployed Men	Men in the Main Sample
	%	%
1. Agriculture, Mining and Quarrying	9	13
2. Chemicals, Metal Manufacture	3	9
3. Engineering, Vehicles, Precision Instruments etc.	26	13
4. Textiles and Clothing	2	6
5. Food, Drink and Tobacco	4	3
6. Wood and Cork, Paper and Printing	2	4
7. Building and Contracting	10	8
8. Gas, Electricity and Water	2	1
9. Transport and Communications	10	11
10. Distributive Trades	5	10
11. Insurance, Public Administration and Professional Services	15	14
12. Miscellaneous Services	11	8
No answer	1	-
Total Numbers (100%)	294	1,274

In a similar comparison between the occupations of the two groups fewer of the men in the sample of unemployed were shown to be professional or managerial workers and more were unskilled workers or operatives.

Table (ii)

The last or present Occupations of Unemployed Men and the Present Occupations of Employed Men in the Main Sample

Occupations	Unemployed Men	Men in the Main Sample
	%	%
Professional and Technical	1	5
Managerial	14	27
Clerical	6	17
Manipulative	14	14
Operatives	29	25
Unskilled	36	22
No answer	-	-
Total Numbers (100%)	294	1,274

Those men in the main sample who said they had suffered from a period of unemployment for longer than six months since the age of 45 were also more often operatives or unskilled workers. It is clear therefore that quite apart from his age a man is more likely to suffer from a period of unemployment if he is either an operative or unskilled worker than if he belongs to any other occupation group.

Men who were still unemployed at the time of interview had been in their last full-time occupation for a lower average number of years (21) than men no longer employed in the main sample had been in their last full-time occupations (29) or men still employed had been in their present occupations (25). This is no doubt due to the fact that the men in the unemployed sample are younger on the whole than either the employed or those who had given up work in the main samples. On the other hand we should expect the average to be slightly lower for the unemployed sample since it contains a higher proportion of operatives and unskilled workers, who generally speaking have followed their occupations for fewer years than men in other occupations. (See Page 13 on the main part of the report, table 14).

Approximately the same proportion of men in the unemployed sample had been or were working in small and large firms as men in the main sample. 3% of men in the unemployed sample were employed on their own account, however, compared with 10% of men in the main sample.

Apart from using the Employment Exchange nearly half of the unemployed men had applied directly to firms in their attempts to find work and a fifth had answered advertisements.

To sum up, although the chances of an older man becoming unemployed may be greater than those of a younger man, these results suggest that his unemployment is as much associated with his occupation as with his age.

ELDERLY WORKERS AND EMPLOYMENT POLICY

(ELDERLY PEOPLES SCHEDULE)

1. Do you think there are any special difficulties which face people when they retire from work?

Yes Y
 No X
 Don't know 0

- (a) If YES (Y), what?

D.N.A. 9

Y	X	0
1	2	3
4	5	6
7	8	

2. How old are you?

Age (in years)

3. Are you working now?

Yes, full time, over 30 hrs. a week 2
 Yes, part time, over 10 - 30 hrs. a week 2
 Yes, up to 10 hrs. a week 3
 No, not working 4

- (a) IF YES, FULL TIME (1), what exactly is your job?
 IF YES, PART TIME OR UP TO 10 HRS. A WEEK OR NO, NOT WORKING (2,3,4), what exactly was your last full time job?

Never worked at all 9
 Worked part time only 8

Occupation (full description)

Industry, trade or profession

IF EVER WORKED FULL TIME OR PART TIME ASK Q.4 ONWARDS
 IF NEVER WORKED AT ALL GO ON TO Q.25

4. What did/do you have to do in your last/present full time job?

Y	X	0
1	2	3
4	5	6
7	8	9

5. IF PART TIME OR NOT WORKING (2,3,4 in Q.3), when did you give up your full time job?

D.N.A. YY

Year job given up 19

IF WORKED SINCE 1930 ASK Q.6 ONWARDS
 IF NOT WORKED SINCE 1930 GO ON TO Q.21

6. Would you say that you did/do the work easily or that it was/is a strain in some ways?

Did/do the work easily 5
 Found/find it a strain 6
 Don't know, undecided 7

- (a) IF A STRAIN (6), in what ways?

D.N.A. 9

Y	X	0
1	2	3
4	5	6
7	8	

7. How long have you been doing that/this kind of work?

Number of years at that/this work

- (a) IF LESS THAN 20 YEARS, what was your previous occupation?

D.N.A. 9

Y	X	0
1	2	3
4	5	6
7	8	

- (b) IF LESS THAN 20 YEARS, why did you leave it?

D.N.A. 9

Y	X	0
1	2	3
4	5	6
7	8	

8. How long had/have you been with your last/present firm?

Number of years with firm

IF NOT SELF-EMPLOYED ASK Q.9 ONWARDS
 IF SELF-EMPLOYED AND WORKING NOW GO ON TO Q.12
 IF SELF-EMPLOYED BUT NOT WORKING NOW GO ON TO Q.21

9. Did/do more than nine people work there?

Yes, more than nine people 8
 No, nine or less people 9

10. Did/do people in your firm retire at 60 or 65 or wasn't/ins't there a retiring age?

Retire at 60 Y
 Retire at 65 X
 No retiring age 0
 Don't know 1
 Other answer (specify) 2

- (a) IF RETIRING AGE 60 OR 65 (Y,X), Did/do you want to stay on after you are 60/65?

D.N.A. 3
 Yes, want to stay on 4
 No, don't want to stay on 5
 Don't know, undecided 6

- (a1) IF YES, WANT TO STAY ON (4), why?

D.N.A. 9

Y	X	0
1	2	3
4	5	6
7	8	

11. Was/is there a superannuation scheme at your firm?

Yes, superannuation scheme 7
 No, not a superannuation scheme 8
 Don't know, doubtful 9

IF IN EMPLOYMENT NOW, FULL OR PART TIME ASK Q. 12 ONWARDS
IF NOT IN EMPLOYMENT NOW GO ON TO Q. 21

12. Are you working because you must do so or because you prefer it or both?

Must work Y
 Must work and prefer to X
 Prefer to work 0
 Other answer (specify) 1

- (a) IF MUST, MUST AND PREFER OR PREFER (Y, X, 0), why?

D. N. A. 9

Y	X	0
1	2	3
4	5	6
7	8	9

13. How long do you intend to go on working?

Y	X	0
1	2	3
4	5	6
7	8	9

14. What might prevent you from going on working?

Y	X	0
1	2	3
4	5	6
7	8	9

15. Are there any circumstances, apart from ill-health in which you would give up work right away?

Yes 2
 No 3

- (a) IF YES (2), what circumstances?

D. N. A. 9

Y	X	0
1	2	3
4	5	6
7	8	9

16. Some people give up work as soon as they are entitled to a pension.

IF BEYOND PENSION AGE, why didn't you?
IF BELOW PENSION AGE, will you do that?

Y	X	0
1	2	3
4	5	6
7	8	9

17. People sometimes stay on at work after retiring age if they can get a bigger pension when they retire.

IF BEYOND PENSION AGE, is that why you have stayed on?
IF BELOW PENSION AGE, will you do so?

BEYOND PENSION AGE Yes 4
 No 5
 Other answer (specify) 6

BELOW PENSION AGE Yes 7
 No 8
 Other answer (specify) 9

18. Under present circumstances, wages apart, do you think it is worthwhile remaining in full time or part time employment after retiring age?

Yes, in full time employment Y
 Yes, in part time employment X
 No, not worth remaining in employment 0

19. Do you feel this very strongly, fairly strongly or not at all strongly?

Very strongly 1
 Fairly strongly 2
 Not strongly 3

COMMENTS

Y	X	0
1	2	3
4	5	6
7	8	9

20. IF WORKING PART TIME, you said earlier that you are now in part time employment; Can you tell me what you are doing?

Occupation (full description) D. N. A. 9

Industry, trade or profession D. N. A. 8

IF NOT IN EMPLOYMENT ASK Q. 21 ONWARDS
IF IN EMPLOYMENT, FULL OR PART TIME GO ON TO Q. 24

21. You told me about your last full time job; have you done any part time work since then?

Yes 4
 No 5

- (a) IF YES (4),

Occupation (full description) D. N. A. 9

Industry, trade or profession D. N. A. 8

22. Would you return to full or part time work if you had an opportunity to do so?

Yes, return to full time work 6
 Yes, return to part time work 7
 No, go back to neither 8
 Don't know, doubtful 9

23. Have you ever tried to get full or part time work since you gave up work?

Yes Y
 No X

(a) IF NO (X), why not?

D.N.A. 9

Y	X	0
1	2	3
4	5	6
7	8	

(b) IF YES (Y), how did you go about it?

D.N.A. 0
 Went to Employment Exchange 1
 Made direct application to employers 2
 Answered advertisements 3
 Other ways (specify) 4

(c) IF YES (Y), what sort of reception did you get?

D.N.A. 9

Y	X	0
1	2	3
4	5	6
7	8	

(d) IF YES (Y), do you consider that age has made it difficult for you to find employment?

D.N.A. 9

Y	X	0
1	2	3
4	5	6
7	8	

TO ALL (EXCEPT THOSE WHO HAVE NEVER WORKED)

24. Many people find it difficult to settle down once they have left work. Did/will you?

Y	X	0
1	2	3
4	5	6
7	8	9

TO ALL

25. Do you belong to any clubs or associations?

Y	X	0
1	2	3
4	5	6
7	8	9

26. Do you do any of the following often, occasionally or seldom or never?

PROMPT EACH IN TURN	Often	Occ.	Seldom	never
Read	Y	2	6	
Listen to the wireless	X	3	7	
Go to the cinema or theatre	0	4	8	
Visit the pub	1	5	9	
Play indoor games (snooker billiards, &c.)	2	6	Y	
Play outdoor games (bowls, golf, &c.)	3	7	X	
Watch football or other sports	4	8	0	
Cultivate garden or allotment	5	9	1	
Sew or knit	6	Y	2	

27. Are there any other things that you often do in your leisure time?

Y	X	0
1	2	3
4	5	6
7	8	9

IF LIVING ALONE ASK Q. 28 ONWARDS
IF NOT LIVING ALONE GO ON TO Q. 30

28. ASK FOR CHILDREN AND RELATIVES SEPARATELY.
 Have you any children/relatives living within:-

	Child.	Relts.
5 minutes journey	Y	4
Over 5 to 10 minutes journey	X	5
Over 10 to 15 minutes journey	0	6
Over 15 minutes but in same town or district	1	7
Not in same town or district	2	8
No children	3	
No relatives		9

29. Do one or more come to see you regularly, occasionally or never?

Regularly	5
Occasionally	6
Never	7

TO ALL

30. Are there any special things which you think ought to be done for older people?

Y	X	0
1	2	3
4	5	6
7	8	9

31. IF HAS BEEN AT WORK SINCE THE AGE OF 45.
 Have you had any period of unemployment longer than 6 months since the age of 45?

D.N.A.	Y
Yes	X
No	0

DB 74565/1(42)

PART IITHE POLICY OF EMPLOYERS

by

GEOFFREY THOMASCONTENTS

Summary	Page ii
The Policy of Employers	1
A. EMPLOYERS' ATTITUDES TOWARD THE EMPLOYMENT OF PERSONS AGED 45 AND OVER.	2
(a) All Persons aged 45 and Over	2
(b) Persons aged 45 and over Suffering from a Disability	4
(c) Ex-servicemen aged 45 and Over	5
Summary	5
B. THE FREQUENCY WITH WHICH OLDER PEOPLE ARE ENGAGED AND RETAINED	6
(a) Regularity of Recruitment	6
(b) The Number of Men and Women engaged in March 1950	7
(c) The Retention of Men and Women beyond Pensionable Age	8
(d) Loss of Elderly Workers in March 1950	10
Summary	10
C. OBSTACLES TO THE EMPLOYMENT OF OLDER PEOPLE	11
(a) Superannuation	11
(b) Promotion	12
(c) What jobs should they do?	13
Summary	14
D. THE FUTURE PROSPECTS FOR OLD PEOPLE	15
Appendix I - The Recording Schedule	17
Appendix II - The Sample	21
Appendix III - Occupational Classification	21

FOREWORD

This is part of an inquiry carried out at the request of the Ministry of Labour & National Service. The inquiry was designed to establish the current policy and practices of employers in retaining and engaging middle-aged and elderly people, that is, those who are aged 45 and over. Its purpose was to provide the Ministry of Labour & National Service with a basis on which to formulate a policy aimed at increasing the total numbers of older people in employment.

The representatives of 923 firms employing ten persons or more were interviewed in April and May of 1950. The majority were owners or directors of the firms visited. The reception of the interviewers was cordial and co-operative.

OLDER PEOPLE AND THEIR EMPLOYMENT

Part Two

THE POLICY OF EMPLOYERS

Summary

About half the employers in the sample were in favour of employing men and women aged 45 and over. A higher proportion were in favour of employing skilled than unskilled workers, and a higher proportion were in favour of employing unskilled workers than staff. A middle-aged or elderly skilled worker has therefore a slightly greater number of openings available to him than either unskilled workers or staff. It should be noted, however, that at this early stage in the interview no attempt was made to distinguish between engagement and retention. The opinions expressed above are, accordingly, very general in their application.

There were no large differences of opinion between employers engaged in different industries or representing firms of different sizes. There were differences between informants occupying different positions of responsibility in their firms, however, and it is suggested in view of the kinds of answers given by informants that there is no overall policy about the employment of elderly workers common to all industry but that decisions about their employment are made on an ad hoc basis.

Employers were asked if they would engage persons aged 45 and over who suffered from a disability. About a quarter were ready to engage staff with a disability and a fifth operatives with a disability. Employers were also asked if they would give any preference to ex-servicemen aged 45 and over, either in engaging them or retaining them. About a quarter were ready to give preference to ex-servicemen when engaging them, and a fifth were ready to retain them in preference to others. Employers were, on the whole, more positive in their unwillingness to employ disabled persons, or give preference to ex-servicemen, than they were in their attitudes toward elderly workers as a whole.

In order to establish the regularity and frequency with which employers engaged older persons they were asked questions covering both these points. Just over two-fifths of employers said they engaged operatives regularly at ages 45/49, but only a sixth said that they engaged staff regularly at the same ages. The proportion of employers engaging both operatives and staff regularly decreased in the higher age-groups. 15% of employers engaged operatives regularly at age 60/64, but only 4% engaged staff regularly at that age.

The frequency with which older men are engaged may be measured indirectly by comparing the average number of men of different ages engaged by all firms annually. An estimate suggests that for every ten men aged 45-49 who are engaged in the course of a year, three men aged 60-64 are engaged and one man aged 65 or over. A further estimate suggests that only one man aged 45-49 is engaged by each firm annually.

There are approximately 150,000 firms with ten employees or more in Great Britain.⁺ It can be estimated on this basis, but very roughly, that about 50,000 men aged 60-64 are recruited annually, and about 20,000 aged 65 and over.

61% of all employers said that they retained men in employment after the age of 65 and 30% said that they retained women after the age of 60. Only 11% enforced a retiring age, either for men or women. It is supposed that in those firms which did not retain older people, but did not enforce a retiring age either, older persons left because they felt it was expected of them, or were retired as their usefulness decreased and not at any particular age.

⁺ Estimated from a sample drawn from the employers register at local offices of the Ministry of Labour & National Service.

The industries⁺ which were on the whole the most favourable to the recruitment of older persons were those grouped together under the heading 'Metals, Chemicals, Engineering, etc.'⁺ or under the heading, 'Commerce, Administration, Miscellaneous Services'. The group headed 'Building etc.' contained the highest proportion of employers favourable toward operatives. On the other hand the 'Commerce' group had the lowest proportion of employers retaining older people. Another unfavourable group was that described as 'Transport, Distribution'. A higher proportion than average of employers in the 'Building' group said they retained older people⁺⁺⁺.

The middle-sized firms, those with 50/99 employees, engaged a higher proportion than average of persons aged 55 and over, but a lower proportion than average re-tained persons of pensionable age. One may be associated with the other, since engagement and retention would tend to increase the average age in a firm.

Three obstacles to the retention in employment of older people which are commonly raised are the problems arising from superannuation schemes, promotion, and the placing of older people in jobs they can do. It is shown that only a small proportion of all firms have a superannuation scheme with a fixed retiring age: 15% have a compulsory retiring age for superannuated staff, and 7% have a compulsory retiring age for superannuated operatives. About 17% of all firms are conscious of a promotion problem, and, among informants, it is those who are most effected by the retention of older persons, that is, those in the lower executive ranks, who are most conscious of it. It is the larger firms, those with a 100 or more employees who most often have a superannuation scheme, however, or who are most of often aware of promotion problems. It is suggested in the light of the numbers involved, that superannuation schemes or problems of promotion are not great obstacles to the retention of older people.

There is also evidence that superannuation schemes are not a great additional obstacle to the engagement of older people.

The placing of old people in suitable jobs is a more difficult problem, however, and it is not possible to reach a conclusion other than that the majority of firms who retain older people beyond the age of 65 do not find it necessary to put them on special work.

To conclude the interview employers were asked what they thought of the prospects of employing elderly workers in their field of industry in the future. Rather more than half thought the prospects were good or fair. A quarter thought them 'good' or 'fair' without qualification. At least, therefore, there is a great deal of good-will towards the employment of older people, and that is a pre-requisite for the sympathetic reception of any campaign to increase the number of elderly workers in employment.

⁺The number of employers in Agriculture and Mining who were interviewed was so small that this industrial group has been excluded from consideration here.

⁺⁺See Footnote, p.2.

⁺⁺⁺See Part I. Table 3. In this table it is shown that the Building and Contracting industries contain a lower proportion than average of men aged 55 and over. It is evident, therefore, that the employers who retain elderly workers retain small numbers only.

PART TWO

THE POLICY OF EMPLOYERS

The problem of securing increased employment among older people is a twofold one. On the one hand older people can be persuaded that it is possible and profitable for them to work, or if they wish to work they can be helped to do so. On the other hand it is necessary to consider employers' attitudes toward the engagement and retention of older persons, and, if necessary, persuade those who do not see the practicability of doing so that there are methods of overcoming their difficulties. Before such a policy can be undertaken it is, however, necessary to know something of the size of the problem that is faced, in terms of the current attitudes of employers and their current practices. The purpose of this section of the report is to describe these in broad outline.

A description of the sample of 923 employers is given in an appendix. According to the records from which the sample was drawn all the employers approached employed 10 persons or more.⁺ It should be remembered, however, that some industries, like the building industry, are made up of many small firms. The number of employers in any part of the sample should not, therefore, be taken to represent the total number of persons they employ.

The recording schedule used in the interview with employers had to be framed on the assumption that few firms would have well-kept personnel records. Accordingly, questions about the frequency of engagement, or numbers engaged, had to be framed in general terms, or to cover a very short period of time. The period chosen for questions about numbers of engagements was March, 1950. The interview was conducted in April, 1950.

Interviewers were instructed to interview in each firm the person who was responsible for employment policy or carrying out employment policy. As will be seen from subsequent analyses, in nearly half the sample the owner of the business or a director was interviewed. In a proportion of cases a Branch Manager was interviewed. This policy was pursued in order to allow for local variations in the employment policy pursued by a large undertaking.

The age-range 55-74 chosen for the sample of older people⁺⁺ was extended in the questions to employers to 45 and over, since it is at that age that unemployed men begin to find difficulty in securing further work. As the purpose of this survey is mainly to deal with older, rather than middle-aged people, however, the main emphasis in the discussions that follow has been placed on the age groups 55 and over.

The interview with employers covered:

- (a) The general attitude of employers toward the employment of older people.
- (b) The frequency with which they engaged and retained older people.
- (c) Superannuation and the problems of promotion and placing older people as factors in the retention of older people.
- (d) The opinions of employers about the prospects of older people in their industry.

The results of the inquiry have been presented in the order given above. Within each section the replies to a particular question, have been summarised and then analysed according to the industry in which the employer was engaged, the size of the firm in terms of the total number of employees, and the position of the informant within the firm. The term 'employer' has been used for all informants, regardless of their position.

⁺ 75% of men and 52% of women aged 55-74 were employed in firms with 10 or more employees.

⁺⁺"Older People and their Employment" Part I: "The Older Worker and his Attitudes to Employment".

A. EMPLOYERS' ATTITUDES TOWARD THE EMPLOYMENT
OF PERSONS AGED 45 AND OVER

Employers were asked what was their general opinion about the employment of men and women aged 45 and over, and then asked for their opinion on two special cases, the disabled person and the ex-serviceman of the same age. It should be remembered that at this stage of the interview no attempt was made to differentiate between engagement and retention. In consequence both **factors** are hidden in the views expressed.

(a) All persons aged 45 and over.

When employers were asked for their views a distinction was drawn between staff, unskilled operatives and skilled operatives. The groups were not always clearly identified by the employer, however, and in many cases the employer would not distinguish between them.

A further difficulty in analysing this question was the tendency on the part of employers to avoid a direct reply. However, those who said definitely that they were in favour of employing persons aged 45 and over, imposed no age bar, and thought the older people worked harder and were more reliable, were classified as in favour. Those who said that it depended on ability or the job to be done, or who gave similar qualified answers, were classed as doubtful. The justification for this was the implication that age was one of the factors which would be taken into account, and in that case a younger man almost always has an advantage over a an older man, since it is commonly accepted that the only gain of age is experience, and the losses are numerous. The remaining categories in the following table are self-explanatory.

Opinion on Employing persons aged 45 & over	Staff	Unskilled Workers	Skilled Workers
	%	%	%
In favour	46	50	56
Doubtful	37	35	36
Too Old	7	10	6
Don't Know	10	5	2
Number of Employers with each category of worker	818	795	804

About half the employers in the sample were in favour of employing older people, therefore, and a comparatively small percentage were definitely against it. On the other hand it is probable that the doubts expressed by the 'Doubtful' group of employers would in many cases be sufficient to rule out the employment of older persons. The need for skilled workers is reflected in the 56% of employers who favours older skilled workers compared with the 46% who favour older staff.

(i) Industry

Owing to the small numbers of employers in any particular industry, industries had to be grouped together for analysis. The groupings adopted are shown in the following table.*

	I.	I II		IV.	XVII XVIII
+ Standard Industrial	II.	III IV V VI VII VIII IX		V.	XIX XX
Classification Order	III.	X XI XII XIII XIV XV XVI VI.			XXI XXII XXIII XXIV

Industry	% in favour of employing older			
	Staff	Unskilled Workers	Skilled Workers	No. of Firms
	%	%	%	
I. Mining & Agriculture	-	45	75	24
II. Metals, Chemicals, Engineering	43	46	56	180
III. Other Manufactures	44	47	53	192
IV. Building, Contracting, Gas, etc.	50	63	72	125
V. Transport, Communication, Distrib.	47	41	45	227
VI. Commerce, Admin., Professions, Miscellaneous Services	47	63	57	175
All industries	46	50	56	923

The proportion of employers in favour of employing older Staff does not vary greatly between industries. The proportion of employers ready to employ older Unskilled Workers was below average in Groups V and above average in Groups IV and VI. The proportion of employers in favour of employing older Skilled Workers, is highest in Groups I and IV and lowest in Group V.

(ii) Size of firms.

According to available records only half the commercial or industrial undertakings in this country which have more than five employees have ten or more employees.* The decline in the number of employees is correspondingly rapid at points above this. Accordingly the grouping by number of employees which has been adopted for this report is not one of equal intervals but of increasing intervals. The table that follows shows an analysis of the first question by size of firm in five groups.

Size of Firm (Total Employees)	% in favour of employing older			
	Staff	Unskilled Workers	Skilled Workers	No. of Firms
	%	%	%	
I. 10-19	45	53	55	290
II. 20-29	48	47	49	158
III. 30-49	51	50	53	163
IV. 50-99	48	56	66	130
V. 100 +	40	45	56	173
All sizes of firm	46	50	56	914 ⁺⁺

There is no clear association between the size of a firm and its general policy toward the employment of older people. The most that can be said is that the proportion of large firms ready to employ older persons is below average in the case of staff and unskilled workers.

(iii) Informant.		Staff	Unskilled Workers	Skilled Workers	No. of Firms
		%	%	%	
I.	Owner, Director	50	54	62	421
II.	Company Secretary	43	50	57	61
III.	Manager	40	48	54	133
IV.	Personnel Officer	43	39	41	52
V.	Branch Manager	46	44	49	165
VI.	Other Executives	42	53	51	91
	All Informants	46	50	56	923

* See Footnote Page (i)

⁺⁺ 9 firms were not classified by size.

A higher proportion of owners and directors than average, and a lower proportion of managers and executives are in favour of employing staff aged 45 and over. A higher proportion of owners than average are in favour of employing skilled or unskilled operatives, but a lower proportion of Personnel Officers and Managers are in favour of employing either skilled or unskilled operatives. No pattern dependent upon a hierarchy of responsibility emerges from these differences, nor are they associated with different sizes of firms, or different kinds of industries the informants represent.

(b) Persons aged 45 and over suffering from a disability

The question discussed above was very general in its application and involved the feelings of employers about the retention of older persons as well as their engagement. Employers were asked specifically, however, if they were likely to engage a person aged 45 years and over who was also suffering from a disability. In view of the wide range of possible disabilities employers had to answer in very general terms, but not all succeeded in doing so. Those who gave a qualified answer to the question were classed as doubtful, largely for the reasons advanced in (a) but also on the assumption that an employer would know what kinds of work he had to offer and whether any would be suitable for a disabled man. A limited range of jobs would mean limited opportunities. Some of the qualifications to the answers were, 'If able to do the job', 'It depends on the disability', 'It depends on the job'.

Opinion	Staff	Unskilled Workers	Skilled Workers
	%	%	%
Likely to engage	27	18	18
Doubtful	39	40	44
Unlikely to engage	28	40	36
Unclassified	6	2	2
Number of Employers	818	795	804

Employers were more favourably disposed to staff with a disability than to operatives with a disability. Even so, less than a third of employers are likely to engage disabled staff and less than a fifth, are likely to engage operatives. Two-fifths of employers are positive that they will not engage operatives.

(i) Industry

There were some differences between industrial groups. Group IV (Building, etc.) included a high proportion of employers (40%) ready to engage disabled staff. On the other hand Group V (Transport, etc.) and Group VI (Insurance, etc.) contained an average proportion of employers ready to employ disabled staff but a higher proportion than average, (32% and 37%), positively against doing so. Group III (Other Man.) contained a higher proportion than average of employers ready to engage disabled operatives whether skilled or unskilled. Group IV contained a higher proportion than average (42%) positively against employing unskilled operatives. Group V (Transport, etc.) contained higher proportions than average (50%) unwilling to employ either skilled or unskilled operatives.

(ii) Size of firm

The proportion of employers in favour of engaging disabled Staff does not vary very greatly between firms of different sizes. On the other hand, firms employing 50 or more persons have a somewhat higher proportion than average saying that they were likely to engage disabled Operatives, 23% compared with 16% of those employing less than fifty persons.

(iii) Informant

The proportion likely to engage disabled persons varied between the six categories of informants. The variation was greatest in the case of staff and least in the case of skilled workers.

A higher proportion of Managers and Personnel Officers than of the other groups thought it likely they would engage disabled persons of all kinds. The proportion of Owners and Directors ready to engage disabled persons was high when Staff was discussed and a little below average when operatives were discussed.

(c) Ex-Servicemen Aged 45 and over.⁺

Employers were asked whether they would give any preference to ex-servicemen, either in engaging them or retaining them.

Rather more than a quarter of all employers said they would give preference to ex-servicemen when engaging operatives and about a fifth said that they would retain ex-servicemen in preference to others.

Opinion	% of employers ready to give preference					
	Staff		Unskilled Workers		Skilled Workers	
	Retain %	Engage %	Retain %	Engage %	Retain %	Engage %
Preference	19	24	22	28	22	28
Might give preference	4	5	3	4	4	4
Has not arisen	30	31	19	17	19	19
Would not give preference	37	37	44	47	46	45
Unclassified	10	3	12	4	9	4
Number of Employers	818	818	795	795	804	804

If those who say that the problem has not arisen are excluded from consideration, (although the answer is evidence of lack of policy on the matter, or unwillingness to reveal policy) it appears that attitudes toward ex-servicemen are more positive than attitudes toward older people in general or disabled persons in particular. Those who would not give preference to ex-service staff or operatives are about as numerous again as those who would.

(i) Industry

The proportion of employers ready to give preference to ex-service operatives or staff either in retaining them or engaging them, did not vary greatly between industries. The proportions positively against preference for Staff did not vary greatly either. The proportions positively against preference for Ex-service operatives whether skilled or unskilled however, were higher than average in Group II (Metals, etc.) and Group IV (Building, etc.).

(iii) Informant

Just over a fifth of Owners and Branch Managers were in favour of giving preference to ex-servicemen, compared with a tenth of Managers and Company Secretaries.

Summary

About half the employers in the sample were in favour of employing men and women aged 45 and over. In general the proportion favouring their employment as Staff was lower than the proportion in favour of employing them as unskilled workers, and lower still than the proportion in favour of employing them as skilled workers. A middle-aged or elderly skilled man has a slightly greater number of openings available to him than unskilled workers or staff, therefore, but in view of the need for skilled workers the difference is less than might be expected.

There were few differences of opinion between employers engaged in different industries and no large differences, save in the high proportion of employers in the 'Building' group of industries who favour the employment of older skilled operatives. Size of firm was not clearly associated with readiness or unreadiness to employ older people, although larger firms were a little below average in the proportions ready to employ older people as Staff or Unskilled Operatives.

There were considerable variations of opinion between informants in different positions in the firms. If there was a well accepted policy toward the employment of older people current in industry one would expect these informants, whatever their level, to conform to it. It is clear, however, from the replies of those who

⁺ Men who have served in the Regular Forces.

are doubtful about employing older persons that they do not reflect any clear policy of rejection, but that their decisions are made on an ad hoc basis. It is possible, therefore, that the favourable replies are equally subject to the needs of the moment.

About a quarter of all employers were ready to engage staff, and a fifth operatives, aged 45 and over who also suffered from a disability. They were more frequently ready to engage staff than operatives, on the assumption perhaps, that a disability will interfere less with clerical than with manual work. Employers in the 'Transport' and 'Commerce' groups of industries were more frequently positively against engaging disabled staff than were employers in other groups, and employers in the 'Transport' group were also most frequently against engaging disabled operatives. No clear association appears, however, between the broad pattern of industry and readiness to employ older persons.

About a quarter of all employers were ready to give preference to ex-servicemen, when engaging staff or operatives, and about a fifth were ready to retain them in preference to others.

Altogether employers were much more positive about their unwillingness to engage disabled persons, or give preference to ex-servicemen, than they were in their views about the employment of middle-aged and elderly persons in general, but their replies to all these questions may be evidence more of sympathy than of practice.

B. THE FREQUENCY WITH WHICH OLDER PEOPLE ARE ENGAGED AND RETAINED

The preceding section dealt with employers' attitudes toward older people. The purpose of this section is to deal with their practices. In general, it is desirable to know with what regularity, and in what numbers, employers recruit older people: how many employers retain older people of pensionable age, and how many retire them. These questions are dealt with in four sub-sections:

- (a) Regularity of engagement
- (b) Number of recruits
- (c) Retention beyond insurable age
- (d) Losses of elderly workers

The emphasis in this section will be mainly on those aged 55 and over.

(a) Regularity of Recruitment

Employers were asked if they engaged persons regularly, exceptionally or never, and they were allowed to interpret regularly or exceptionally in their own way. Exceptionally was in fact, sometimes interpreted as occasionally. It was difficult to lay down a definition of regularly which would meet all the varying engagement fluctuations in and between industries. In general regularly was interpreted as meaning that employers took on older persons as well as others whenever staff or operatives were required.

Age group	% of employers engaging staff or operatives regularly	
	Staff	Operatives
	%	%
45-49	15	43
50-54	10	35
55-59	7	24
60-64	4	15
65 +	3	9
No. of Employers	818	882

There are, according to this table, many fewer openings for staff than for operatives in each age-group, and the number of openings for persons in each age group decrease rapidly as age advances.

It would appear from this table that when employers were discussing older persons in general they were thinking in terms of persons aged 45-49, (the percentage engaging operatives regularly is a little below the percentage saying that they favoured the employment of operatives), and in terms of retaining them as well as of engaging them. Only just over a fifth of the employers who were in favour of employing staff aged 45 and over said that they would engage staff at age 45-49, for instance.

There are, of course, many employers who engage staff and operatives exceptionally. Twice the proportion of employers who engage staff regularly also recruit them exceptionally in each age group. In the case of operatives the proportion engaging them exceptionally declines from 28% at age 45-49 to 16% at age 65 +.

(i) Industry

A higher proportion of employers than average in Group II (Metals etc.) and Group VI (Commerce etc.) engaged Staff regularly in all age groups up to 55-59. In the later age-groups, that is 60 onwards, the proportion was about average. Group IV (Building etc.) and Group V (Transport etc.) were below average in the first two age-groups, average in the third, and above average in the last two. The remaining groups were consistently below average.

Group IV (Building etc.) contained a well above average proportion of employers who engaged operatives regularly in all age groups. Group VI (Commerce) was above average in the first two age groups and subsequently conformed to the average. Group V (Transport etc.) had a consistently low proportion of employers who recruited operatives regularly. The remaining groups were consistently close to the average.

(ii) Size of firm.

Staff aged 45 and over were engaged regularly by a somewhat higher proportion of firms employing 50 or more persons than of firms employing less than that number, save in the age-group 60 or more. In this age-group there were no differences between firms of different sizes. In the case of operatives the difference between firms employing under 50, or 50 or more persons were extended to the age-groups 60 and over.

(iii) Informant

A higher proportion of Personnel Officers than average said that Staff was engaged regularly in all age groups. Personnel Officers apart, informants were in fairly close agreement, particularly about persons aged 55 and over.

There was close agreement between all informants in the proportions saying that Operatives were engaged regularly in the different age groups. The answers to this question were necessarily based on the informant's overall view of the firm's practices. The close agreement between informants suggests that some reliance can be placed on the figures.

(b) The Number of Men and Women engaged in March

To engage regularly is one thing. The number engaged is another. At one stage in the interview informants were asked how many men and women they had engaged in the month of March, and what their ages were.

The 923 employers in the sample had engaged 1587 men of all ages in that month, an average of 1.7 men engaged by each employer. The number of women engaged was 889, or an average of just under one to each firm. The percentage of recruits in each age group is shown below:

Age	% of all engaged	
	Men	Women
- 19	16	28
20 - 29	38	35
30 - 39	23	17
40 - 44	8	10
45 - 49	6	7
50 - 54	2	2
55 - 59	4	1
60 - 64	2	-
65 +	1	-
No. of recruits	1,587	889

15% of the men and 10% of the women engaged in March 1950 were aged 45 and over, therefore. The percentage of all working men of that age and over is about 36%, and of women 25%. It is true, of course, that a lower percentage of older men and women change their jobs in any one year, and that those who change their jobs change them less frequently than the younger men and women.⁺ Nevertheless, only 1% of all engagements of men were in the age-group 65 and over, while no women at all were engaged over the age of 60.

It has been shown that each employer in the sample engaged an average of 1.7 persons of all ages in March 1950. The following table shows the average number of older men engaged, (a) by all firms, (b) on the assumption that all those firms saying that they engaged operatives regularly were in fact the only firms that engaged older men in March.

Age of Recruit	(a) Total Firms	(b) Firms engaging regularly	(c) No Men engaged	(d) Average engagements per employer by (a)	(e) Average engagements per employer by (b)
45-49	923	381	92	.1	.24
50-54	923	306	40	.04	.13
55-59	923	216	65	.07	.3
60-64	923	132	28	.03	.21
65 +	923	81	12	.01	.15

Although the firms in (b) may engage older operatives regularly, it would appear that they engage them in extremely small numbers. If one assumes that there is no seasonal fluctuation in the rate of engagement the table suggests that they do not recruit many more than two people a year at age 60-64 and not much more than one person a year aged 65 and over.

(i) Industry

An analysis of engagements by the six groups of industry used up to now shows that engagements in Group II (Metals, etc.) and Group VI (Commerce, etc.) contained the highest proportions of men aged 55 and over, 10% and 11% respectively. The proportions in the remaining groups were well below the average of 6%. The number of women engaged over the age of 55 was so small that comparisons between industries cannot be made.

(ii) Size of firm

The larger firms naturally engaged the largest proportions of all men and women. Firms employing 100 persons or more engaged 68% of all men and 67% of all women engaged in March. Of all recruits aged 55 and over, 60% of the men were taken by firms of this size as well as six out of the ten women in this age group. Firms employing 50-99 persons engaged nineteen per cent of men aged 55 and over, but only 11% of all men who were taken on. The proportion of older men taken by firms with a hundred employees or more is less than might be expected, but in the case of middle sized firms it is higher than might be expected. The smaller firms, that is, those with 10-49 employees engaged the same proportion of men aged 55 or more as they did of men of all ages.

(iii) Informant

Variations between informants were of no significance.

(c) The Retention of Men and Women beyond Pensionable Age

It has been shown that a small number of persons over pensionable age are engaged by the employers in the sample. The further question that arises is whether employers retain persons beyond pensionable age.

564 employers, or 61% of the sample said that they retained at least some men after the age of 65. 278 employers, or 30% of the sample said that they retained women after the age of 60.

⁺ Source 'The Mobility of Labour', in preparation.

Of the firms who did not retain any men over 65 only 29% said that they enforced a retiring age. This is eleven per cent of the sample. Of the firms who did not retain any women over 60 only 15%, or 11% of the sample, enforced a retiring age.

It appears, therefore, that nearly 90% of the firms in the sample did not enforce a retiring age, but that only 61% retained men after 65 and only 30% women after 60. The implication of this appears to be, at first sight, that many of the employees retired voluntarily at pensionable age. It would be difficult to comment upon this without knowing more about the possible existence of an unwritten rule to the effect that persons were expected to retire on reaching pensionable age, or the possibility that a large proportion of firms dismissed their older employees as their usefulness declined, without reference to a pensionable age.

(i) Industry

Industry groups V (Transport etc.) and VI (Commerce etc.) contained the lowest proportions of employers who retained men aged 65 and over. The percentages were 53 and 49 respectively, compared with an average of 61%. The proportion was well above average in Group IV (Building etc.) at 71%, and somewhat above average in Groups II and III.

So far as women were concerned there was a wide variation between industries. 47% of employers in Group III (Other Mans.) and 39% in Group VI (Commerce etc.) retained women aged 60 and over. In Group V the proportion was about average, but in Group II (Metals etc.) it was below average, and in Group IV (Building etc.) well below average at 6%.

The greater the proportion of employers in each group who retained people aged 65 and over the lower the proportion who had a compulsory retiring age. In each industry however there is a percentage of employers who do not retain but do not require persons to retire. The following table shows the percentage of all employers in each industry who do not retain persons beyond pensionable age but do not require them to retire, and the percentage who insist on retirement.

	Neither Retention Nor retiring age		Retiring age	
	Men %	Women %	Men %	Women %
I. Agriculture etc.	16	67	8	12
II. Metals, Chemicals, etc.	24	69	8	7
III. Other Manufactures	26	47	7	6
IV. Building, Gas, etc.	25	89	4	5
V. Transport, Distrib. etc.	29	55	18	16
VI. Commerce etc.	35	44	16	15
All Industries	28	59	11	11

Firms which do not retain persons beyond insurable age but, on the other hand, do not require them to retire seem to be a fairly common phenomenon in all industries. Retiring age divides all employers into two groups, however: those engaged in Transport, Distribution, Commerce, Administration and Miscellaneous Services, a high percentage of whom enforce a retiring age, and those engaged in Agriculture, Manufacturing of all kinds, and Building, a comparatively low proportion of whom enforce a retiring age. Broadly speaking it is the distinction between the Service and other industries.

(ii) Size of firm

Retention of persons of pensionable age is associated with size of firm. Of firms employing between 10 and 49 persons, 55% retained men aged 65 and over, while of firms employing 50 or more persons, 75% employed men aged 65 and over. In the case of women the comparable percentages were 26% and 41%.

The proportion of firms requiring men and women to retire did not vary significantly with size of firm.

(iii) Informant

There were few variations between informants.

(d) Loss of Elderly Workers in March 1950

Employers were asked how many men and women aged 55 and over they had lost due to age in the month of March 1950, and how many of these had been asked to leave because of age and how many had left of their own free will.

Only 20 firms reported that they had lost men aged 55 and over in that month, 11 reported that they had lost women aged 55 and over. The twenty firms had lost 114 men, and of these 25, or 22%, had been asked to leave. The remainder had left of their own free will. The twelve firms losing women had lost 52 altogether. Of these 13, or a quarter, had been asked to leave.

Reference to the number of men and women recruited in this month suggests that gains and losses among men were about equal, since 105 men were recruited, nine fewer than the number lost. Only 10 women were recruited, however, or 42 fewer than the number lost.

(i) Industry

The numbers lost were too small to permit an industrial analysis.

(ii) Size of firm

74 of the 114 men left firms employing 100 persons or more. 42 of the 52 women left firms of the same size. The proportion of losses of older men among firms of this size was a little higher than their proportion of recruits: 66% compared with 60%.

(iii) Informant

As in the case of industry the numbers do not permit of an analysis by informant.

Summary

An analysis of employers by the regularity with which they engaged Staff or Operatives showed that the proportion who engaged older people regularly declined rapidly as the age of the person increased. The possibilities of employment for Staff are lower than for Operatives at all ages. The proportion of employers ready to engage older persons 'exceptionally' declines with age also. It would appear, therefore, that the situation is not one of general reluctance on the part of all employers to recruit older persons, but one in which each employer takes a few older people occasionally. Rather it is a situation where a decreasing proportion of employers is ready to take any older people at all, the decrease being associated with the increasing age of the people.

Those employers who do engage older people engage them in comparatively small numbers. Roughly one man in every fifteen engaged in March 1950 were aged 55 or over. This is an average of just over 1.3 recruits to each firm in each year, and it is estimated very roughly that there are about 150,000 firms in Great Britain with 10 or more employees. The number of men aged 55 and over engaged annually, is, therefore, roughly 200,000. The number of men engaged aged 65 and over is, roughly, 20,000.

A considerable proportion of this sample of employers (61%) said that they retained older people in employment. Only 11% enforced a retiring age, either on men or women. 28% of employers did not retain older people, but neither did they enforce retirement. These employers were distributed through all industries, so this situation did not arise from any peculiarity of a trade. It is suggested that old persons may, in part, retire because they think they are expected to do so⁺, or alternatively, that many firms retire old persons before they reach 60 or 65 on grounds of decreasing usefulness.

Of people aged 65 and over who had left their employers in March about a quarter had been asked to leave because of age. The remaining three-quarters had, according to their employers, left of their own free-will. The quarter who had left at the employers request seems rather a high proportion and it is possible that a number were asked to leave before pensionable age.

⁺ See Part I para. 2 page v.

The number of men engaged at the age of 55 and over seems to balance, or very nearly balance, the number of losses. This suggests that a proportion, at least, of those who were asked to leave one firm because of age subsequently found work elsewhere. It is difficult to be sure of this, however, because of the many small firms with less than ten persons which were not covered by the survey. The loss of women was much greater than the numbers engaged. If this loss was not due to seasonal, or other fluctuations, it would mean that in the firms covered by the survey there would be a steady reduction in the average age of the women employed by them. The average age of women in industry was higher in 1947 than it had been in 1939.* This was due to an increased proportion of middle-aged women in employment, largely due to war conditions, and a loss of younger women. If the figures quoted above can be accepted it would appear that the average age is returning toward the 1939 figure.

The industries most favourable, on the whole, to the engagement of older people were those in the 'Metals' and 'Commerce' groups. The 'Building' group was most favourable for operatives.

On the other hand 'Commerce' was one of the least favourable groups for the retention of persons of pensionable age, the other unfavourable group being 'Transport'. The 'Building' group was again a favourable group.

Firms with 100 employees or more engaged a lower proportion of persons aged 55 and over than might be expected. On the other hand a higher proportion of these firms retained them beyond pensionable age. The middle sized firms (55-99 employees) engaged a higher proportion than average of persons aged 55 and over, but a lower proportion than average retained persons of pensionable age. The one might be associated with the other. Retention of older persons may reduce the possibilities of engagement because the employer is then forced to consider the proportion of older workers he can carry at any one time.

C. OBSTACLES TO THE EMPLOYMENT OF OLDER PEOPLE

When it is suggested that employers should retain men and women beyond insurable age three questions arise:

- (a) What is the effect of superannuation schemes?
- (b) What about problems of promotion?
- (c) What jobs should they do?

Each of these questions is discussed below.

(a) Superannuation

All employers were asked whether or not they had a superannuation scheme, and whether a fixed retiring age was attached to it.

24% of the employers in the sample had a superannuation scheme for Staff. Nearly two-thirds of these schemes had a compulsory retiring age attached to them. Thus, 15% of all firms retired their staff at a fixed age. This age was commonly 65 years for men and 60 years for women.

13% of the employers had a superannuation scheme covering their operatives. Half these schemes had a compulsory retiring age attached to them. Again the common age of retirement was 65 for men and 60 for women. Not quite seven per cent of all employers enforce a retiring age on their operatives, therefore.

It should be remembered that although these schemes exist it does not follow that all operatives or all staff are covered by their provisions. Thus a man entitled to superannuation might be retired at 60, but a man of the same age who is not covered in the same way may go on working.

* See 'Women and Industry' Social Survey report No. 104.

The effect of superannuation schemes upon the engagement of men aged 45 and over may be estimated from the following table:

Age	% of firms engaging Staff or Operatives regularly according to whether they have a superannuation scheme or not			
	Staff		Operatives	
	Superannuation Scheme		Superannuation Scheme	
	Yes	No	Yes	No
	%	%	%	%
45 - 49	17	14	42	43
50 - 54	10	11	34	35
55 - 59	7	7	20	25
60 - 64	2	5	10	16
65 +	1	4	6	10
No. Employers	223	595	118	764

A slightly lower proportion of firms with a superannuation scheme than of firms without a superannuation scheme engage staff regularly at age 60 or more, and operatives at 55 or more. The difference is not very great, however, and superannuation schemes would not appear to be a very large additional barrier to the engagement of older men.

(i) Industry

The proportion of employers with a superannuation scheme for Staff is above average in Group V (Transport) 29%, and in Group VI (Commerce), 36%. It is below average in Group III (Other Man.), and Group IV (Building). The proportion of firms with a compulsory retiring age is also above average in Groups V and VI, 20% and 26%, and below average in the remaining groups.

The proportion of employers with a superannuation scheme for operatives varies widely between industries, but again Group VI has a higher proportion, 22%, than the others. Group V is average, 13%, but only 8% of employers in Group III have a superannuation scheme. Group VI is again the only group of industries with a significantly different percentage of employers, 11%, enforcing a retiring age.

(ii) Size of firm.

50% of the firms employing a hundred or more persons had a superannuation scheme covering their staff, compared with 18% of those employing less than 100 persons.

30% of the firms with a hundred or more employees had a superannuation scheme covering their operatives, compared with 9% of those with less than a hundred employees.

29% of all firms employing 100 or more persons enforced a retiring age for Staff associated with a superannuation scheme, compared with 15% of those employing 30-99 employees, and 9% of those with less than 30 persons.

In the case of operatives the proportion of firms in each size group enforcing a retiring age was 3% of firms with 10/29 employees, 6% of those with 30/99 employees, and 16% of those with over a hundred employees.

(b) Promotion

Employers were asked if the retention of elderly workers would delay promotion in their firm. 17% said that it would. They thought that it would delay promotion principally in the Administrative, Supervisory and Clerical grades, or in skilled occupations although a proportion (a fifth, or about 3% of the sample) did not specify any particular grade.

(i) Industry

There were no great variations between industries. If anything, Group VI (Commerce, etc.) had the highest proportion of employers, 21%, saying that retention would delay promotion.

(ii) Size of Firm

In firms employing less than 49 persons, a lower proportion of employers than average, 11%, thought that retention would delay promotion. In the middle sized firms the proportion was average, but in firms with a hundred or more employees it rose to 36%. It is, therefore, a problem which has come more to the notice of large than of small firms.

(iii) Informant

There were considerable variations between informants. The proportion of company owners thinking that the retention of older people would delay promotion, 14%, was a little below average. The proportions of Personnel Officers, Managers and Branch Managers thinking so, was about average. The proportion of Executives, was well above average at 31%. It would appear, therefore, that the fear is greatest among those who are promotable from the lower executive levels.

(c) What jobs should they do?

This question can be considered in two ways, first by asking those employers who retain persons beyond insurable age whether they reserve any jobs for them, and second by asking employers whether there is any age at which the usefulness of operatives on their processes begins to decline.

564 firms retained men after the age of 65. Of these only 21% reserved any special occupations for them. The occupations reserved were light manual work of an unspecified kind, or those of watchman or selected operatives tasks. A small proportion mentioned occupations among the clerical or manipulative workers. The position in the case of women was much the same, save that occupations like those of watchman were not mentioned. The majority of firms do not reserve special jobs for their older men and women therefore, and among those who do so only a few mention the traditional older man's job, that of watchman.

It is possible, however, that old persons who are retained are exceptional, and therefore do not require to be found special work. A considerable proportion of employers, 44%, think that there is, in fact, an age at which the usefulness of operatives on some processes declines. A further 17% thought it depended on the individual, and 28% thought there was no age at which usefulness declined on any process, in their business. 11% did not answer the question. The following table gives the cumulative percentages of employers who gave an age at which usefulness declined:

	% of those giving an age of decreased usefulness	% Whole Sample
Up to 45	15	7
45 - 49	35	16
50 - 54	55	24
55 - 59	84	37
60 - 64	97	43
65 - 69	100	44
Depends on individual		17
No Age		28
Not Answered		11
No. Employers	285	884

It will be noticed nearly 100 per cent. of those who state an age think that the decrease in usefulness sets in before 65. From this it appears as if the pensionable age is used as a point of reference. Nevertheless, as many as 15% of the employers who state an age, i.e. 7% of all employers, think that usefulness begins to decline below the age of 45. The largest increase in the proportion of employers giving an age at which usefulness declines occurs at 55, however, the lower age-limit chosen for the sample of older people discussed elsewhere.

This is, of course, strictly an opinion question, and an indication of employers' attitudes toward the employment of older people in a particular job. If the results are looked at in that way it is of interest that when the processes specified by the employers were grouped as skilled or unskilled the usefulness of each group according to employers, declined equally with increasing age. In their

opinion, therefore, in a wide range of processes, (motor-vehicle drivers, scaffolders, cooks, salesmen, fitters, mechanics, foremen, gardeners, machine hands, and so on,) skill and experience do not compensate for increasing age.

(i) Industry

There was only one group of industries in which the proportion of employers giving an age at which usefulness decreased was significantly lower than average, and that was Group VI (Commerce, etc.), in which 36% of employers gave an age compared with the average of 44%.

(ii) Size of firm

There was no clear association between the sizes of firms and the proportion of employers naming an age at which usefulness declined.

(iii) Informant

A higher proportion of owners than average, 53% compared with 44%, gave an age at which usefulness declined, but there were no other great differences between informants.

Summary

Three issues considered to affect the employment of older people have been discussed. These are, superannuation, promotion, and placing in appropriate work.

15% of employers had a superannuation scheme covering staff and enforced a retiring age, most frequently at 65 for men and 60 for women. 9% of employers had a superannuation scheme but did not enforce a retiring age. The remaining 76% of employers had no superannuation scheme for staff.

7% of employers had a superannuation scheme covering operatives and enforced a retiring age, usually 65 for men and 60 for women. A further 6% had a superannuation scheme but did not enforce a retiring age. 87% of employers had no superannuation scheme covering operatives.

A superannuation scheme and a retiring age were most frequently to be found in the 'Transport' and 'Commerce' groups of industry. The larger the firm the more frequently it had a superannuation scheme.

Although a comparatively small proportion of firms enforce a retiring age based on a superannuation scheme, the fact that a high proportion of the large firms have such a scheme means that a higher proportion of staff and operatives than of firms are affected by such a provision. On the other hand, some of the firms will employ older men who are not entitled to superannuation and, therefore, not forced to retire. Although a superannuation scheme with a fixed retiring age is an obstacle in some firms, and some industries, therefore, it is not a great one in the case of operatives in general and an obstacle of modest dimensions in the case of staff.

17% of the employers thought that the retention of older people would delay promotion, principally in the administrative, supervisory and clerical grades. Promotion is not a problem of any particular industry save perhaps of the 'Commerce' group, but more of the larger than of the smaller firms think of it as a problem. In general, however, it may be said again that it is a greater obstacle to the employment of staff than to operatives, but not a great obstacle to either.

The problem of placing elderly workers is one on which it is more difficult to reach a conclusion. The firms which retain elderly workers, that is those of 65 and over, do not seem to find a problem in placing them, since most seem to pursue their normal occupations. There is some evidence, however, that in the opinion of employers the usefulness of older people decreases in certain processes, in a proportion of cases before the age of 45, but in nearly all cases before the age of 65. There is not sufficient information available for it to be possible to pin-point those occupations in which age does play a part, and the most that can be said, therefore, is that it is possible for a considerable number of firms to retain people in their normal jobs after the age of 65 and that, in consequence, there must be a very wide range of jobs which older people can perform without strain.

D. THE FUTURE PROSPECTS FOR OLD PEOPLE

At the conclusion of the interview all employers were asked what they thought were the prospects of using elderly workers in their field of industry in the future.

Opinion	%
No prospects	26
Limited prospects	12
Fair prospects	6
Good if previously employed or experienced	26
Good prospects	24
Others	6
No. of employers	923

Thus, 56% of employers thought there were good or fair prospects of using elderly workers in the future.

It should be noted, however, that nearly half those thinking prospects were good or fair, or 26% of the whole sample, qualified their optimism by saying the elderly workers had to be experienced or already in their employ. The other half, or 30% of the whole sample, say that prospects are good or fair without this qualification, although the employer might have thought it implicit in what he said.

Those who said there were no prospects for elderly workers in their industry mostly said it briefly and it would be pointless to quote them. Similarly, those who said there were limited prospects most often said that older people would be confined to cleaning, sweeping, acting as watchmen, washers-up or greasers and other jobs of that kind.

The outlook of those who said prospects were good if the men were previously employed or experienced might be summed up by actual quotations:

"Good - there's a living in this trade because of scarcity of getting men. This is a hard trade with no light jobs and few young men will come into it. Therefore men willing to stay on will find constant employment." (Blacksmith).

"At present we have a large proportion of elderly. Too many. The skilled jobs in the mill need young men to learn them, but as long as they have got the skill they can carry on." (Flour Mills).

"If they have been trained with us there is work for them. But as far as taking on new recruits from elderly people, there is rather a snag because of the special training that they require." (Silk & Rayon Weaving).

"Think in our field a future for people over 45. Skill and "know how" more important than number of hand movements per hour". (Portable Tools).

"Except in the case of our own men - no scope at all. We train up our boys - keep the promising ones and have our men for years. Customers like to get the same men and they get to know the customers. Some of my men are quite old, and as I said, the older they get in my employ, the more experience they get. But I would never take on older men as new employees." (Plumbing & Electrical Engineers).

"Employees' usefulness goes on increasing until such time as the memory begins to fail, and the age of that varies from 70 and 80. Recently an employee of that age left of his own free will as he found his memory letting him down. He was of great value to this firm." (Solicitor).

"Excellent. Always were in farming. The older they are, the more they know, and the more useful, as long as they are used to the farmer and his ways." (Farmer).

Those who say prospects are fair or good without qualifications generally adopt the attitude that employment depends on the character of the man himself and not upon his age.

"Very good provided they are fit. We never turn people away because of age if their work is good. Man left yesterday after 60 years service. Firm's record is 65 years service. Many of workers are old". (Paper Making Mills).

"I'll always take an older man, I consider a man for his ability and general character, not for his age". (Lime Quarry).

"Quite fair. We do not consider age so much when taking on a new worker - a personal attitude is taken as to whether he's efficient, honest, etc. Over 55 it is more difficult owing to pension scheme." (U.D.C.)

"We take a man if he can do the job, irrespective of his age. In my estimation age is nothing to go by - its the capabilities of the man that matters". (Civil Engineering).

It is of interest to compare their views at this stage of the interview with the views they expressed at its beginning on persons of 45 and over. Of those in favour at the beginning of the interview, 68% thought that there were good or fair prospects for elderly workers. Of those who were doubtful, 52% thought there were good or fair prospects, while of those who thought persons of 45 and over were too old, 18% thought there were good prospects for them in the future. There is a fair consistency of view between the two questions therefore, but it should be remembered that the practices described in the second section of this report somewhat modified the optimism of the employers views in general. It would be best therefore, to consider the figure of 56% given above as an outside figure, applying more to operatives than to staff.

(i) Industry

The proportion of employers thinking prospects were good or fair for elderly workers was highest in the 'Agriculture', 'Building', and 'Other Manufactures' groups of industries, and lowest in the 'Commerce' and 'Transport' groups.

(ii) Informant

Owners and directors included the highest proportion of employers optimistic about the future prospects of elderly workers. Branch managers included the lowest proportion.

(iii) Size of firm

There was no association between the size of the firm the employer represented and his views on the future employment of elderly workers.

Summary

In general therefore, about a quarter of the employers think that the prospects of employing elderly workers are good or fair without qualifications and the proportions are particularly high in the 'Agriculture', 'Building' and 'Other Manufactures' groups of industry. There is, at least, a fair amount of good-will in existence, therefore, and that is a pre-requisite to any campaign designed to increase the proportion of elderly workers in employment.

SOCIAL SURVEY

ELDERLY WORKERS AND EMPLOYMENT POLICY
(EMPLOYER'S SCHEDULE)

N. S. 150/2

	(a) STAFF	(b) SKILLED OPERATIVES	(c) UNSKILLED OPERATIVES																																				
<p>1. What is your general opinion on employing men and women aged over 45?</p> <p>ASK ABOUT:-</p> <p>(a) STAFF (b) SKILLED OPERATIVES (c) UNSKILLED OPERATIVES</p>	<table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td>9</td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	9	<table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td>9</td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	9	<table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td>9</td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	9
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<p>2. What if a person aged over 45 suffers from a disability as well? Would you be likely to recruit such a person?</p> <p>ASK ABOUT:-</p> <p>(a) STAFF (b) SKILLED OPERATIVES (c) UNSKILLED OPERATIVES</p>	<p>Yes Y</p> <p>No X</p> <p>Qualified answer (specify) 0</p> <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td>9</td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	9	<p>Yes 1</p> <p>No 2</p> <p>Qualified answer (specify) 3</p> <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td>9</td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	9	<p>Yes 4</p> <p>No 5</p> <p>Qualified answer (specify) 6</p> <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td>9</td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	9
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<p>3. Do you give any special preference to ex-servicemen over 45, either in retaining them or recruiting them?</p> <p>ASK ABOUT:-</p> <p>(a) STAFF (b) SKILLED OPERATIVES (c) UNSKILLED OPERATIVES</p> <p>FOR RETENTION AND RECRUITMENT SEPARATELY</p>	<p><u>RETENTION</u></p> <p>Yes 1</p> <p>No 2</p> <p>Qualified answer 3</p> <p><u>IF YES, in what way?</u> <u>IF NO, why not?</u> <u>IF QUALIFIED, what?</u></p> <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td>9</td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	9	<p><u>RETENTION</u></p> <p>Yes 4</p> <p>No 5</p> <p>Qualified answer 6</p> <p><u>IF YES, in what way?</u> <u>IF NO, why not?</u> <u>IF QUALIFIED, what?</u></p> <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td>9</td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	9	<p><u>RETENTION</u></p> <p>Yes Y</p> <p>No X</p> <p>Qualified answer 0</p> <p><u>IF YES, in what way?</u> <u>IF NO, why not?</u> <u>IF QUALIFIED, what?</u></p> <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td>9</td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	9
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4. Do you recruit staff or operatives in the following age groups regularly, exceptionally or never?

- (a) ASK FOR EACH GROUP FOR STAFF AND OPERATIVES SEPARATELY
IF REGULARLY, in what jobs?
IF EXCEPTIONALLY OR NEVER, why not?

STAFF

AGE GROUP	Reg.	Excep.	Never	a. IF REGULARLY, what jobs? IF EXCEPTIONALLY OR NEVER, why not?	OFF
45 - 49	Y	X	0		
50 - 54	1	2	3		
55 - 59	4	5	6		
60 - 64	7	8	9		
65 & over	X	0	1		

OPERATIVES

45 - 49	2	3	4		
50 - 54	5	6	7		
55 - 59	8	9	Y		
60 - 64	0	1	2		
65 & over	3	4	5		

5. Do you retain in employment any men (women) aged 65 (60) or more?

IF YES TO 5. (a) In what occupations are they engaged?

(b) Do you reserve any of these occupations for older workers? Which?

IF NO TO 5. (c) Do you require your male (female) employees to retire at 65 (60)?

(d) IF YES TO (c), why?

} ASK FIRST FOR MEN
AGED 65 OR MORE
THEN FOR WOMEN
AGED 60 OR MORE

5. Men aged 65 & over	a. Occupations of older people	b. Occupations reserved for older people	c. Retire at 65	d. Why required to retire																																				
Yes.....Y No.....X	D.N.A.....7 <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>8</td><td>9</td><td></td></tr> </table>	Y	X	0	1	2	3	4	5	6	8	9		D.N.A.....8 <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>9</td><td></td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	9		D.N.A.....0 Yes.....1 No.....2	D.N.A.....9 <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td></td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	
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5. Women 60 & over	a. Occupations of older people	b. Occupations reserved for older people	c. Retire at 60	d. Why required to retire																																				
Yes.....Y No.....X	D.N.A.....7 <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>8</td><td>9</td><td></td></tr> </table>	Y	X	0	1	2	3	4	5	6	8	9		D.N.A.....8 <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>9</td><td></td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	9		D.N.A.....0 Yes.....1 No.....2	D.N.A.....9 <table border="1"> <tr><td>Y</td><td>X</td><td>0</td></tr> <tr><td>1</td><td>2</td><td>3</td></tr> <tr><td>4</td><td>5</td><td>6</td></tr> <tr><td>7</td><td>8</td><td></td></tr> </table>	Y	X	0	1	2	3	4	5	6	7	8	
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6. Have you a superannuation scheme for (a) Staff (b) Operatives?

STAFF

Yes Y
No X

(a) IF YES (Y), how many people does it cover? _____

D.N.A. 00

Number covered

(b) IF YES (Y), does it lay down a compulsory retiring age?

D.N.A. 4
No 5
Yes (give age) 6

Compulsory retiring age

OPERATIVES

Yes 1
No 2

(a) IF YES (1) how many people does it cover? _____

D.N.A. 00

Number covered

(b) IF YES (1), does it lay down a compulsory retiring age?

D.N.A. 7
No 8
Yes (give age) 9

Compulsory retiring age

7. Does, or would, the retention of elderly workers delay promotion in any grades?

Yes, would delay promotion 1
No, would not delay promotion 2
Other or qualified answer (specify) 3

.....
.....

(a) IF WOULD DELAY PROMOTION, in what grades would the delay occur?

D.N.A. 9
Y X 0
1 2 3
4 5 6
7 8

10. Can you tell me how many men and women you recruited during March, in the following age groups?

IF NONE CODE 0.

MEN WOMEN

Up to 19

20 - 29

30 - 39

40 - 49

50 - 54

55 - 59

60 - 64

65 & over

11. Finally, what would you say were the prospects of using elderly workers in your field of industry in the future?

Y X 0
1 2 3
4 5 6
7 8 9

8. Would you say that for the operatives employed on your processes, there is any age at which their usefulness begins to decrease?

AGE PROCESS (Full details)

.....
.....
.....
.....

9. Can you tell me how many men and women over 55 years old, you lost due to age during the month of March?

IF NONE CODE 0. MEN WOMEN

(a) Of their own free will

(b) Who were asked to leave because of age

CLASSIFICATION

<p>(i) Interviewer.....</p> <p style="margin-left: 100px;">Authorisation number.....</p> <p>(ii) Date of interview.....</p> <p>(iii) Sampling area.....</p> <p>(iv) Informant</p>	<p>(v) Industry.....</p> <p style="margin-left: 100px;">.....</p> <p style="margin-left: 100px;">.....</p> <p style="margin-left: 100px;">.....</p> <p>(vi) Number of employees</p> <p style="margin-left: 100px;">Staff.....</p> <p style="margin-left: 100px;">Operatives.....</p>
A	
B	
C	

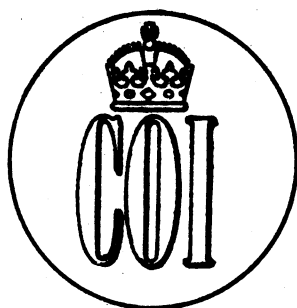
APPENDIX IIThe Sample

A sample of about 1,000 employers registered with the Ministry of Labour and employing 10 or more employees was used for the part of the enquiry dealt with in this report. The sample was drawn by selecting cards at constant intervals from the registers of Employer's Record Cards kept at local employment exchanges in a sample of 50 Exchange Areas. Cards showing less than 10 employees were rejected, and cards relating to local offices of the Civil Service were also excluded.

A population of 150,000 employers of 10 or more persons with cards in the Employers' Record register was covered.

APPENDIX IIIOccupational Classification

1. Professional and Technical
i.e. Top professional and technical grades, plus minor professionals where professional training is normally essential (e.g. teachers, nurses, draughtsman). Reporters, actors, musicians, artists, sportsmen are also included here.
2. Managerial
Owners
Executives
Supervisors (e.g. foremen, charge-hands, gangers, chief-clerks)
3. Clerical and Semi-Clerical
All clerical staff (excluding supervisory). Semi-clericals e.g. Insurance Agents, rent collectors, etc.
4. Manipulative Workers
i.e. those who through the employment of skill or judgment shape the material they are concerned with.
5. Operatives
i.e. those who carry out a defined process or action repetitively, some being able to effect slight adjustments in the process.
6. Unskilled Workers
i.e. those employed because their physical strength enables them to carry out a task without training or the provision of other than the simplest hand-tools.



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