

Older Workers (1953) ✓



[Great Britain,

National Advisory Committee
on the
Employment of Older Men
and Women

FIRST REPORT

*Presented by the Minister of Labour and National Service
to Parliament by Command of Her Majesty
October, 1953*

LONDON
HER MAJESTY'S STATIONERY OFFICE
TWO SHILLINGS NET

Cmd. 8963

INSTITUTE OF
INDUSTRIAL RELATIONS

JAN 4 1954



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Foreword to First Report

APPOINTMENT OF THE COMMITTEE

On 21st February, 1952, the Minister of Labour and National Service (Sir Walter Monckton, K.C.M.G., K.C.V.O., M.C., Q.C., M.P.) announced in the House of Commons the decision to set up a National Advisory Committee on the Employment of Older Men and Women whose terms of reference would be to advise and assist him in promoting the employment of older men and women and whose membership would be drawn from both sides of industry, the Government Departments principally concerned, local authorities, medicine, research, social science and welfare.

The subject had previously been considered by the National Joint Advisory Council which is representative of the British Employers' Confederation, the Trades Union Congress and the nationalised industries. The Council endorsed the policy of encouraging the greater employment of older men and women and recognised that this was a subject which required serious consideration by all concerned.

MEMBERSHIP OF THE COMMITTEE

<i>Chairman*</i> : Mr. H. WATKINSON, M.P. .	Parliamentary Secretary to the Ministry of Labour and National Service
Mrs. E. M. ABBOT	H.M. Treasury
Dr. A. B. BADGER, Ph.D.	The Gas Council
Sir FREDERIC BARTLETT, C.B.E., F.R.S. .	Late Professor of Experimental Psychology, University of Cam- bridge
Dr. G. E. GODBER, D.M., F.R.C.P. .	Ministry of Health
Mr. D. H. W. HALL, C.B.E.	National Council of Social Ser- vice and National Old People's Welfare Committee (to November 1952)
Miss I. HILTON	Women's Employment Federation
Mr. R. Howat	Department of Health for Scotland
Sir WILLIAM LAWTHORP, J.P.	Trades Union Congress
Mr. A. H. MATHIAS, C.B.E.	British Employers' Confederation
Dr. E. R. A. MEREWETHER, C.B.E., M.D., F.R.C.P., D.I.H., F.R.S.(Edin.)	Ministry of Labour and National Service.
Mr. J. MOSS, C.B.E.	National Old People's Welfare Committee (from January 1953)
Mr. H. PLOWMAN, C.B.E.	Town Clerk of Oxford
The Dowager Marchioness of Reading, G.B.E.	Women's Voluntary Services
Sir FREDERICK REES	Vice President of the University College of South Wales and Mon- mouthshire
Mr. A. ROBERTS, C.B.E.	Trades Union Congress
Dame ENID RUSSELL-SMITH, D.B.E. .	Ministry of Health
Dr. J. H. SHELDON, M.D., F.R.C.P. .	Director of Medicine, The Royal Hospital, Wolverhampton
Mr. M. R. F. SIMSON	National Corporation for the Care of Old People
Dame MARY SMITON, D.B.E.	Ministry of Labour and National Service

* Chairman from May, 1952, when he succeeded Sir Peter F. Bennett, C.B.E., J.P. (now Lord Bennett), the former Parliamentary Secretary to the Ministry of Labour and National Service, who was Chairman at the Committee's first meeting.

MEMBERSHIP OF THE COMMITTEE—contd.

Sir RICHARD SNEDDEN, C.B.E.	. . .	British Employers' Confederation
Dr. DONALD STEWART, M.D., F.R.C.P.	. . .	Chief Medical Officer of the Austin Motor Co. Ltd.
Sir RONALD J. THOMSON	. . .	Association of County Councils in Scotland
Professor R. M. TITMUSS	. . .	Professor of Social Administration in the University of London
Mr. J. WALLEY, C.B.	. . .	Ministry of Pensions and National Insurance
Sir HAROLD WILES, K.B.E., C.B.	. . .	Ministry of Labour and National Service
Mr. T. WILLIAMSON, C.B.E., J.P.	. . .	Trades Union Congress
Mr. L. G. WILSON, O.B.E.	. . .	British Employers' Confederation

The Committee has also had other valuable help, particularly from Mr. R. Boyfield of the Trades Union Congress, Mr. F. J. C. Honey of the British Employers' Confederation and Mr. A. T. Welford of the Nuffield Research Unit into the Problems of Ageing.

Secretary : Mr. J. HOWIE MITCHELL . . . Ministry of Labour and National Service

NOTE

The estimated cost of the Committee up to the date of publication of this Report amounts to £573 14s. 3d., of which £394 10s. 0d. represents the estimated cost of printing and publication of this Report.

REPORT OF THE NATIONAL ADVISORY COMMITTEE ON THE EMPLOYMENT OF OLDER MEN AND WOMEN

*To the Right Honourable Sir Walter Monckton, K.C.M.G., K.C.V.O., M.C.,
Q.C., M.P., Minister of Labour and National Service*

CHAPTER I

Introduction

Our Terms of Reference

1. We were appointed in March 1952, and given as our terms of reference “to advise and assist the Minister of Labour and National Service in promoting the employment of older men and women.” The arguments for the greater employment of older persons have been stated frequently in the last few years : by the Royal Commission on Population whose report was published in June 1949 (Cmd. 7695) ; by successive Ministers of Labour and National Service in the House of Commons and elsewhere ; by Government Departments in their leaflets ; and by industrialists, trade unionists, social workers and others. We think we should nevertheless re-state and examine these reasons in this report—and we have done so in Chapter II, “The National Problem”—as we are sure that nothing will do more to bring about the necessary changes than a better understanding of the facts.

2. Our task is to consider what conditions or circumstances hinder the employment of older persons and what are most likely to help, and to make recommendations. Our aim is to suggest the general lines on which the Government, public and private bodies may work together to enable and encourage men and women in all kinds of employment—in industry, commerce and the professions—to use their skills and experience to a greater age, with benefit both to their own well-being and to the national economy.

3. The many interests represented in our membership have assisted us to consider all sides of the subject—industrial, social, economic and medical—and our recommendations take account of all these aspects. The inquiries and research already undertaken by various bodies provided a valuable starting point and have enabled us to begin with an awareness of the complexity of some of the problems. We refer to some of these investigations later in the Report.

4. We are fully alive to the danger of making problems where they do not already exist. There are many occupations and establishments where the suitability of workers is the sole test for employment regardless of their age, and where this seems so obvious and natural that it is not even thought of as a policy. It would indeed be unfortunate if, in endeavouring to secure the greater employment of older men and women, we encouraged these establishments and their workers to attach a new, and in our opinion a false, significance to age. It is important that older workers should not be thought of, nor think of themselves, as a special class and we are most anxious that none of our recommendations should be taken to imply that they should.

Interpretation of Terms : “Employment” and “Older”

5. It may help to prevent some misconceptions if we place on record our interpretation of our terms of reference. Employment we understand to mean employment in the ordinary labour market. But within this definition we are

concerned with the adjustments in working methods and conditions which may sometimes be necessary or desirable to enable a working population whose average age is increasing to be economically and effectively employed. For example, an extension of opportunities for part-time employment may be of importance for some older persons but, as we have not been able to examine all the considerations involved in part-time employment, we have deferred any comment or recommendation to a later report.

6. Although it is not within the limits of our inquiry, we do not overlook the value of the work done by older people outside the field of economic employment. There is a wide range of voluntary work in which the contribution of older people has always been an important factor. No less important is the undertaking of domestic responsibilities to free another member of the household for economic employment. We do not wish it to be thought that the object of the policy is to force men and women to continue in employment. It is rather to encourage conditions of freedom and flexibility which will enlarge the opportunities of satisfying work for men and women as they advance in years.

7. By "older" men and women we mean not only those who have reached pensionable ages but all those who on account of age meet with special difficulties in retaining or obtaining employment. The point at which this difficulty arises varies with the individual, the area and the occupation ; and it depends not only on the individual's physical and mental ability but on the nature of the work, the attitude of the employer and workmates, the state of the local labour market and other factors. It may arise comparatively early in working life ; the term "older" does not mean "aged."

Aims of the Report

8. In this first Report our aim has been to set out the main considerations which we think employers, workers and the public in general should be encouraged to consider and discuss. We are convinced that the principal barrier to the extended employment of older persons lies in traditional attitudes of mind and only a better understanding of the issues is likely to change them. We hope our report may help to bring this about. On some matters we have definite proposals for action ; on others our inquiries are continuing.

9. An account of some recent practical developments which have widened the employment opportunities of older persons is given in Chapter VI.

The Committee on the Economic and Financial Problems of the Provision for Old Age

10. It will be apparent in the following chapters that we have been conscious that many of the problems of extending the employment of older people are linked with economic and financial questions which go beyond our scope. These will now come within the terms of reference of the Committee appointed by the Chancellor of the Exchequer, which are 'to review the economic and financial problems involved in providing for old age, having regard to the prospective increase in the number of the aged, and to make recommendations.' We expect to work in close co-operation with the new Committee.

CHAPTER II

The National Problem

11. In this chapter we examine the reasons which have led to the acceptance of the policy that the greater employment of older persons should be encouraged, as a preface to our consideration of how this may best be done. They are taken under three main heads : the changing age structure of the community ; the implications of increasing length of life ; and the present and future manpower needs of the country.

12. The proportion of older persons in the population is increasing year by year. This is due to the average lengthening of life ; a contributory factor at present is the general decline in the size of families since Victorian times. As a result of higher standards of living and education, improved public health services and advances in medical knowledge it is reasonable to expect that many people will not only live longer but be healthier and fitter to a higher age. There is a consequent need to give them the opportunity to make the enhanced contribution which these changes have made possible.

13. Further, the economic conditions of this country—highly industrialised, thickly populated and dependent on its trade—make it vitally important to make the best possible use of all available resources, including manpower. The country cannot afford to reject fit and willing older people from the labour force or to employ them below their full capacity.

THE CHANGING AGE STRUCTURE]

Population Trends

14. *Over Minimum Pensionable Age.* The rate at which the proportion of the population of Great Britain over the minimum pensionable ages¹ is increasing can perhaps be most strikingly expressed in the following way : at the beginning of the century there were roughly ten people over these ages for every 100 younger people of working age, now there are twenty, and in less than a generation there will be thirty.

15. In 1911 there were in Great Britain, 2½ million men of 65 and over or women of 60 and over—that is, 67 per 1,000 of the population or one in fifteen²; in 1951 there were over 6½ million—135 per 1,000 or two in fifteen³; in 1977, it is estimated, there will be nearly 9½ million—about 195 per 1,000 or nearly three in fifteen⁴. Of the 1951 total, 2 million were men aged 65 to 69 inclusive, or women aged 60 to 64 inclusive. These increases are illustrated in the diagram overleaf.

16. *Under Minimum Pensionable Age.* Not only is the proportion of people over the minimum pensionable ages increasing ; under these ages the proportion of older people in the working population is rising. By 1962 the population between the ages of 20 and 40 is expected to be less by about 7 per cent. than in 1952, while the number between 50 and 60 is expected to increase by about 17 per cent. By 1962 the men aged 18 to 40 inclusive will be fewer by nearly

¹ All references in this Report to “ minimum pensionable ages ” should be taken as referring to the minimum age of eligibility for National Insurance retirement pensions (65 for men, 60 for women) unless the context clearly indicates otherwise.

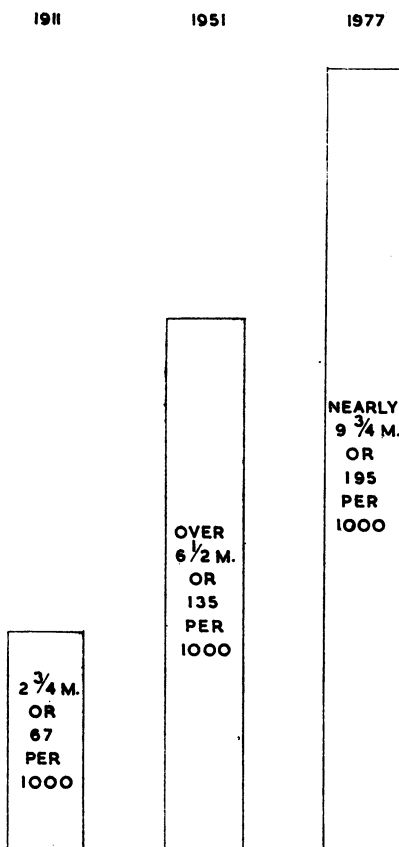
² Census of England and Wales, 1911 : Vol. VII, page 2, and Census of Scotland, 1911 : Vol. II, Tables C1 and C2.

³ Census of Great Britain, 1951 : One per cent. Sample Tables, pages 2–4.

⁴ Royal Commission on Population : Reports and Selected Papers of the Statistics Committee, pages 272–274.

THE NATIONAL PROBLEM

NUMBER OF MEN AGED 65 AND OVER AND
WOMEN AGED 60 AND OVER



300,000 than they were in 1952¹. As it is on men in this age group that the Armed Forces, the Police, the Fire Service and all the occupations for which full vigour and activity are necessary must rely, it is clear that other occupations must employ a smaller share of them. The statistics for women show a similar trend and will have similar repercussions upon employment. The implication for occupations which are not by their nature restricted to those possessing full bodily activity is two-fold ; employers must make the fullest use of the abilities of older people below pensionable age, and must employ to the best advantage those beyond pensionable age who are both able and willing to continue at work.

17. In short, the change in the age structure of the total population requires a similar change in the age structure of the working population. As the Royal Commission on Population has pointed out, the ageing of the population is for the most part the result of changes " which we have neither the power nor the desire to reverse, and to this extent the appropriate attitude must be not ' must we try to prevent this ? ' but ' how can we best adjust ourselves to it, so as to

¹ Estimates for Great Britain based on the projection for England and Wales published in the Registrar-General's Quarterly Return (No. 416), 4th Quarter of 1952.

minimise the disadvantages and make the best use of any opportunities which it presents ? ”¹.

Economic Consequences

18. *Cost of Retirement.* The growing increase in the proportion of older persons in the population will inevitably mean an increase in the amount of current production required for their maintenance. The cost must not be reckoned only in terms of family help towards their support or of the proportion of pension that comes from public funds, but in terms of the loss of their contribution to the community's production and services.

19. *Effect on Standards of Living.* We are aware that as a result of the lower birthrate—assuming that the school-leaving age and the number receiving higher education beyond it remain at present levels—there may not be much increase during the next few decades in the total number of dependants to be maintained from production ; and also that advances in productivity and technical developments may offset the increase in the dependency of the aged. On the other hand it must be remembered that, through various forms of provision for old age, standards of consumption among people in retirement are likely to differ much less than formerly from those of the rest of the adult community. Whatever the future trends, if the skill and experience of older people can be more fully used, the standard of living for all, and especially for them, will be higher.

20. *Size of Retired Population.* The growth in the numbers of those over pensionable age who will be consumers and not producers, assuming that the proportion in employment remains as at present, is shown in the following diagrams² :—

	PRODUCERS OF ALL AGES	PERSONS OVER MINIMUM PENSIONABLE AGES NOT IN ECONOMIC EMPLOYMENT
1951	2,322,5000	5,650,000
1977	2,332,5000	8,225,000

21. It would be of some help to us, and to others working on this problem, if we could arrive at an estimate of the numbers of men and women who, instead of going into retirement, might continue in employment if they had the will and opportunity to do so. At present, more than 400,000 men in the 65-69 age group and 250,000 of 70 and over are continuing to work³. The unoccupied men in the 65-69 age group number nearly 450,000 and those above that age just over

¹ Paragraph 289 of the Report of the Royal Commission on Population.

² Sources.—1951 : Ministry of Labour estimates of total working population.

Registrars-General estimates of total population of men 65 and over and women of 60 and over.

1977 : Estimated proportions occupied in 5-year age groups in Ministry of Labour estimates of total working population at mid-1951 applied to Projection No. 7 of Reports and Selected Papers of the Statistics Committee of the Royal Commission on Population.

³ Census of Great Britain, 1951 : One per cent. Sample Tables, page 52.

1,000,000. The potential field will of course increase in future years with the growing numbers of older people in the population. Any attempt to estimate it arithmetically would be of little use without more knowledge of the health, working fitness, domestic or other circumstances, of the persons who compose these highest age groups. The Ministry of Pensions and National Insurance tells us for example that of the 450,000 unoccupied men in the 65-69 age group, over 100,000 are chronically sick and incapable of work for that reason. As regards women, the proportion in the higher age groups who are in paid employment has always been small and it is even more difficult to estimate the extent to which it might be increased, though it is doubtless considerable. A comprehensive inquiry being made by the Ministry of Pensions and National Insurance on our behalf into the reasons influencing the individual's decision whether to retire or not (see paragraph 123) should help us later to make a reasonable approximation.

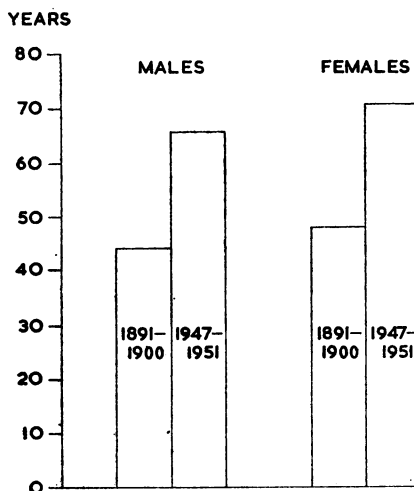
WORKING CAPACITY IN A LONGER LIFE

22. The community has not only an economic need of the contribution of the older worker but a positive obligation to safeguard the right of every worker, young or old, to play his full part in the life of the community. The reasons for believing that the part the older worker can play is considerable are set out in the following paragraphs.

Expectation of Life

23. The length of life which the average child may expect at birth has increased rapidly in this century. Extracts from the life tables of the Registrars-General, which are reproduced in Appendix A, show that in England and Wales in the period 1891-1900 it was about 44 years for a boy and 48 for a girl ; in the period 1947-1951 it had risen to about 66 and 71 years respectively.

EXPECTATION OF LIFE AT BIRTH
(ENGLAND AND WALES)



The tables show that the expectation of life at later ages has also risen though much less markedly. In 1947-1951 the average man of 60 might expect to live another 15 years, the average woman 18 years ; at 65 the expectation was 12

and 14½ years respectively. But we still know too little about general standards of fitness and capacity for work among older people ; we are considering what action can be taken to advance our knowledge in this field. The importance of the subject is such that we should not continue to rely on average expectation of life statistics at birth or at higher ages as the main source of evidence for generalised deductions about standards of health among older people. Bearing in mind, however, that work now begins at a later age and with a healthier start, and the progressive improvements in working and living conditions and the social and medical services, it does not seem unreasonable to suppose that within the longer total span there should be, for many, a longer period of capacity for an active working life.

Variation in Capacity

24. We have had the advantage of the advice of those of our members who have been engaged in research on the effects of ageing on capacity for work. This is a matter on which further study and practical experiment in industry (as well as in the hospital and university) are desirable, but the evidence so far available to the Committee suggests that the majority of men and women who are capable of giving efficient service in an occupation at 60 could continue to do so up to the age of 70. There are wide variations ; some people may be unfitted for employment well below 70, but others can give good service well beyond that age. We have no evidence for any assumption that the minimum pensionable ages under the National Insurance scheme and many employers' pension schemes are the ages at which most people cease to be able to give effective service. Further, there is support for the view that the emotional content of work—the continuance in the rhythm and routine in which the majority of people are engaged and the feeling of continued usefulness—may hold at bay the effect of ageing, and that a sudden severance, not compensated by some other absorbing occupation or interest, may quicken it.

Age and Occupation

25. The evidence is that in later middle age people tend to move away from occupations which make severe demands for speed, agility or sustained heavy muscular effort, especially where two or all of these requirements are present together. Research has shown that contrary to common belief demands for speed appear to be a more frequent and stringent limitation than demands for muscular effort. Many jobs requiring at least moderately heavy muscular effort are done successfully by older people, especially when they are accustomed to the work, and instances are reported where those who find difficulty in maintaining performance at fast light work transfer successfully to jobs which, though slower, demand greater muscular effort. The older person is at some positive advantage in jobs which require accuracy and attention to detail and in which he can use judgment founded on experience. The evidence of many employers is that he often compares favourably too in regularity of time-keeping, in conscientious application and in other directions, and by these means can compensate for disadvantages he may suffer in other ways. For some employers the older worker has a rare value as a teacher of his craft to the young ; his assets for this are his patience and his pride in his craft as well as his knowledge and experience.

Adaptability to new Employment

26. It seems that older people are in general more adaptable and trainable than is commonly thought. It may well be that they learn in a different way and that the technique of training and adaptation must sometimes be different, but many have shown a capacity for absorbing new skills and techniques. Research on this subject, and on the extent to which older people may be helped in some occupations by slight adaptations of working methods, is being under-

taken by universities and other bodies. We hope the investigations will be continued and developed.

Comparative Liability to Accident

27. We have examined evidence bearing on the liability of older persons to industrial accidents. Some of this is conflicting and it is clear that further information, more precisely related to particular occupations and working conditions, is needed before positive conclusions can be reached. But it may be said that the existing evidence does not support the common assumption that older workers sustain more accidents proportionately than the young. On the contrary, recent statistics of awards of Injury Benefit under the National Insurance (Industrial Injuries) Act, 1946 (given in Appendix B) show that the rate of award of Injury Benefit (payable in respect of industrial accident or disease) is nearly twice as high among men under 30 as among men over 60 ; and that, even with a greater average length of absence per injury, the average number of days lost by those over 60 as a result of accidents compares well with the 40-49 age group and is only slightly higher than the average for all ages.

PERCENTAGE OF INSURED MALES IN VARIOUS AGE GROUPS RECEIVING NEW AWARDS OF INJURY BENEFIT IN 1950 UNDER THE NATIONAL INSURANCE (INDUSTRIAL INJURIES) ACT, 1946



28. One of the main reasons for these figures may be that older people are on average subjected to less risk than the younger—they are in different occupations or employed in the less hazardous forms of work in the same occupation. There is need for further research in which comparison could be made between the accident rates of older and younger workers engaged on the same work and subjected to the same risks, but it is probable that older workers are at some advantage when care and experience are the main factors in avoiding accidents, and at some disadvantage where there is a need for the youthful attributes of quickness of perception, reaction, movement and balance. As this tends to coincide with the natural division of work between old and young, a comparison of accident rates is generally not unfavourable to the old.

29. Information collected by the Factory Inspectorate about accidents to workers of different ages in premises covered by the 1937 Factories Act (a more restricted field than that of the Industrial Injuries Act) also fails to reveal higher accident rates among the older workers, but indicates that there are certain types of injury—from falls and falling bodies, from striking against objects and from

works' transport—to which they are more liable than the younger worker. Accidents of this kind can be reduced by greater attention to the general safety of buildings and plant, and to measures to reduce fatigue. These safeguards are important to all workers, but especially to the older ones.

The Need for more Research

30. We should like to sum up our consideration of the potential working capacity of older people by referring again to the researches being undertaken in various quarters. It is clear that there is much still to be learned about the process of ageing. Our members concerned in these researches tell us that the physical and mental changes associated with ageing begin early—sometimes in the mid-twenties—and continue slowly throughout life. Yet the picture is by no means one of gradual deterioration, for a decline of ability in one direction may be more than compensated by an increase in others. In many occupations which permit of variation of method there may be no resulting change in achievement ; in others it might be that a worker could employ his mature abilities to better advantage in another job or under changed working conditions.

31. As our knowledge of the differing skills and abilities demanded by particular occupations is increased by researches in this field, and can be matched by a more knowledgeable approach to the assessment of individual capabilities, it should be possible to come a good deal nearer to making the best use of these capabilities at all stages of working life. It may well be that the problem of extending the employment of older persons cannot be entirely solved by measures taken when they are already old ; for those on certain kinds of work particularly unsuitable for older people change of occupation in late mid-life may be the only satisfactory solution. For our more immediate purpose the work already done has gone far to show how little foundation there is for many of the traditional assumptions that this or that limitation in capacity necessarily occurs at certain ages.

MANPOWER NEEDS—PRESENT AND FUTURE

32. The need for encouraging the employment of older people is a present as well as a long-term one. We recognise that the truth of this statement is apt to be challenged when some areas or industries are hit by the fluctuations in employment which are liable to occur even when general employment in the country is at a high level. We agree that, in the short term, it would not be right to urge older workers to defer retirement where younger workers suitable for their jobs are unable to find work. But we should like to regard this problem in a more fundamental way. It is Government policy to maintain a high and stable level of employment for all who want to work and are fit to do so, and we are sure that there should be no age limit to this. Neither from a human nor an economic angle can a limitation of employment opportunities for older people who want to work be regarded as a tolerable permanent solution for unemployment.

33. It has been argued that to encourage more employment amongst older people is inconsistent with the movement towards increased leisure, in the form of holidays with pay and shorter hours of work, which is one of the fruits of technical progress. We do not think that this need be so. Indeed, increased leisure for all, old and young, is one of the good things which we can have as a result of the full use of all our resources, including the valuable capital asset that lies in the accumulated skill and experience of those men and women who are able and eager to work but prevented by age restrictions. Increased leisure may be a good thing, but enforced leisure in the form of unsought unemployment is at any age wasteful and harmful from the point of view of the nation as well as the individual.

CHAPTER III

The Employer and the Worker: Engagement and Retirement Policy

34. The most convincing proof that older persons are able to work and that employers find it satisfactory to employ them is to be found in the numbers who are in fact doing so¹. There is plenty of evidence that in some industries and in many individual firms, employers—whether by conscious policy or long-established custom—are doing all that could be wished to provide opportunities for older people to remain in employment and for the best use to be made of their services.

AGE DISTRIBUTION IN INDUSTRY

35. The tables given in Appendix C show the proportions of those employed in the various industries of the country who are in the higher age groups. As the industries are shown in broad groups, only the most tentative conclusions can be drawn from the differences in these proportions. But there is in general a noticeable lack of any pattern of relationship between the characteristics of the industries and a high or low percentage rate. Industries which might be expected to be unsuitable for older workers show a high rate; others which seem more suitable show a low rate; and there is considerable variation between industries of a comparable type. We would not wish to press the point too far on this analysis, partly because the analysis is not fine enough, but for other reasons too. Within an apparently heavy industry there may be many light occupations. Occupations customarily thought of as heavy may have been made "light" by extensive mechanisation. Differences in age structure may result from the expansion or contraction of an industry. But notwithstanding possibilities of this kind, we think there is justification for the inference that the fitness of the older person to do this or that particular type of work is not the principal factor behind the differences.

36. There is stronger evidence to support our conclusion in comparative studies of firms operating in the same industry. An investigation now being made into the practices of firms operating in the same area, on the same type of work and under the same economic conditions, reveals the most surprising differences in age distribution and especially in the proportions of older people employed.

37. In short, there is good reason to suppose that, with some obvious exceptions, the degree to which an industry or an establishment employs older workers depends not so much on the suitability of the work as on a number of other factors influencing engagement and retirement practices. We think that industries and individual employers should be asked to review these practices. The entire removal of restrictions would do no more than bring them in line with conditions in which others are operating successfully.

ENGAGEMENT POLICY AND PRACTICES

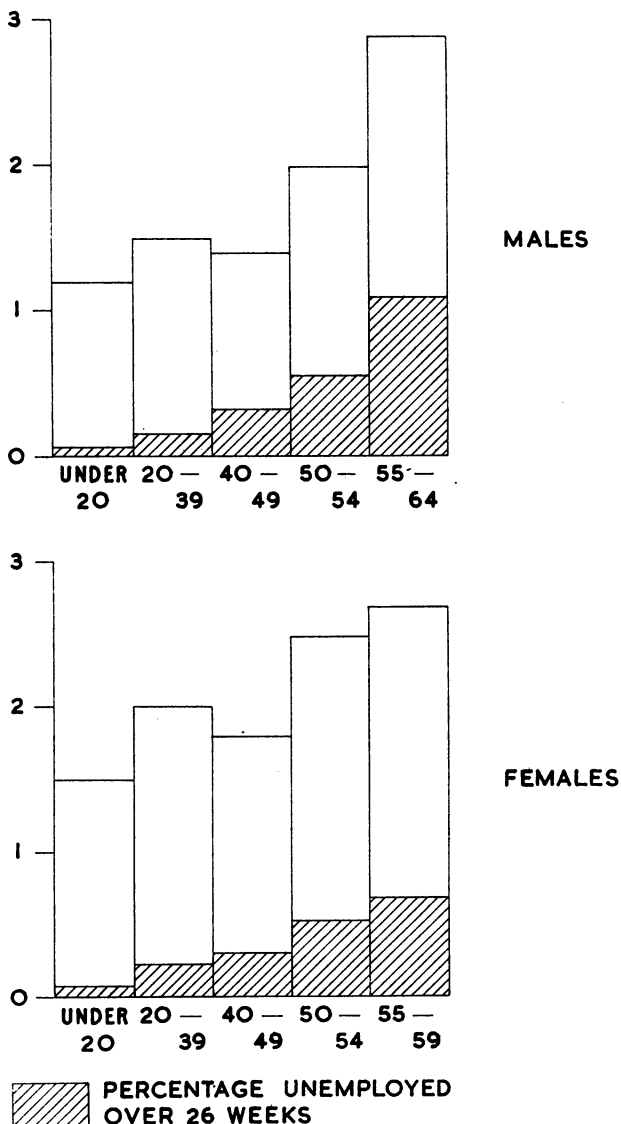
The Extent of the Problem

38. There is no doubt that many older persons have great difficulty in finding another job once they become unemployed. The analyses of the Ministry of Labour's statistics of unemployment by age groups which are given in Appendix D show that the rate of unemployment is higher in the upper age groups and

¹ For example, the 1951 Census of Great Britain (One per cent. Sample) showed that 415,000 men aged 65–69 were gainfully occupied; this represented 47·9 per cent. of the male population in the age group.

that this tendency becomes marked at about 50 years of age. The duration of unemployment also increases with age. The statistics show that of the 30,000 persons who were continuously unemployed throughout 1952, 60 per cent. were over 50 ; and the following diagram illustrates how the percentage of prolonged unemployment progressively increases in the higher age groups.

PERCENTAGE OF EMPLOYEES REGISTERING AS WHOLLY UNEMPLOYED
ANALYSED BY AGE GROUPS AND DURATION OF UNEMPLOYMENT
(DECEMBER, 1952)



39. One need only examine the "Situations Vacant" columns of the press to see that it is a common practice for upper age limits to be imposed when

certain types of vacancies are advertised. The Ministry of Labour and National Service confirm this. They have told us that in an analysis of vacancies dealt with by Appointment Offices—those for professional, managerial and the higher range of executive posts—nearly half of the vacancies carried age limits, many of them in the under 40 range. On the other hand, only a minor proportion of the vacancies notified to Employment Exchanges state age limits ; in a recent analysis of current vacancies this proportion was estimated to be about 14 per cent. for men and 24 per cent. for women.

40. The Ministry tell us that these figures bear out their general experience of placing workers in jobs. They find that it is rarely difficult to place the older skilled manual worker but that for the older semi-skilled and unskilled workers and for clerical and managerial workers the prospects are not generally good. If age limits are not specified when vacancies are advertised or notified to the Employment Exchange they are frequently applied at the selection interview. The restriction may be a formal one laid down in the firm's policy or it may be an informal one in the sense that the executive responsible for making engagements has a personal view that he ought not to engage workers over certain ages for certain jobs.

The Difficulties Examined

41. These facts are common knowledge. Our task has been to try to discover why it should be that, in some occupations, active middle-aged men and women of proved ability should so often have difficulty in returning to employment suited to their qualifications and experience.

42. *Traditional Attitudes.* Undoubtedly one of the main reasons is the traditional attitude of employers towards the older worker. There are still some remnants of the old feeling expressed in the familiar words "too old at 40." Some of this has disappeared with the high level of employment maintained in recent years, and the abundant proof which older people have given of their ability to take up new work and adapt themselves readily to it. But there is still a strong tendency, where younger and older applicants are in competition, to give an automatic preference to the younger person without regard to their respective merits or suitability for the job. Worse still, this attitude is sometimes translated into rules and then there is no opportunity at all for those engaging workers to exercise judgment in selection.

43. *Pension Schemes.* Those pension schemes to which the older worker can be admitted only at extra cost to the employer, are an important deterrent to their employment. They are discussed in detail in Chapter V.

44. *Recruitment at Fixed Ages.* There are occupations which almost completely exclude the entry of older people and restrict recruitment in the main to the normal ages of completing school, university or other courses. This is true of some clerical occupations, of many technical and professional occupations and normally of skilled manual work. There is sometimes good cause for this restriction but often there is not, and in fact late entry has been found possible when the demand for workers has made it necessary to depart from usual practices. But whether for sound reasons or not, the effect is that these occupations are closed to men and women who in later years have to make a new start and who might give good service in them.

45. *Personal Handicaps.* Lastly, it must be recognised that amongst the older unemployed there are those who are not acceptable to employers for reasons of physical or mental disability. They have problems which are not common to the majority of middle-aged or older workers. We have not trespassed in this field for we are aware that the responsibility for advising the

Minister on this subject lies elsewhere¹ and that extensive arrangements have been made for the rehabilitation and resettlement in employment of disabled persons.

Some Difficulties Specially Affecting Women

46. *Married Women: Return to Employment in Later Life.* All the difficulties we have mentioned are encountered by both men and women but women have also some problems of their own. The most difficult problem of all—trying to get a new job after a lengthy absence from any form of paid employment—arises for a far greater proportion of women than men. Large numbers of women withdraw from the employment market at the time of marriage or of the birth of the first child². With the smaller families of today many of them are able, and increasingly inclined, to return to paid employment from about the age of 40 when the heaviest duties of motherhood are completed and when they have potentially a considerable number of years of active work ahead of them. The policy for the employment of older persons must, therefore, take account of the need to provide for the re-entry of these women into suitable employment. The proportion of women in the higher age groups in paid work has always been small and there should be considerable scope for increasing it. We believe that, apart from the women who have made attempts to re-enter suitable work and been discouraged, there are others who would wish to resume employment if they saw more possibilities of entering occupations for which they were suited and in which their abilities could be fully used.

47. A feature of women's employment is the number employed in part-time work, which was shown by the 1951 Census of Great Britain to be over 750,000³. Nearly 690,000 of this number were, or had been, married; and this, coupled with the fact that the proportion of part-time workers is high in all the middle age groups from 25 onwards, suggests that the prevalence of part-time employment is more related to the domestic responsibilities of women in these age groups than to the effect of their age. We do not propose to comment further here on part-time employment for older women, for as stated in paragraph 5 we intend to consider part-time employment in relation to age in a later report.

48. *Age Barriers in Important Spheres of Women's Employment.* Apart from the problem of re-employment for married women and widows, we find cause for concern in the difficulties that face the older woman—married or single, seeking whole or part-time work—in some important spheres of women's employment. Retail distribution and clerical employment account between them for two million women out of the seven million in employment. Yet in both these occupations older women, including many with experience in the occupation before marriage, find it very difficult to obtain employment, and, in both, the proportion of women over 60 to total female employees is low in comparison with other types of work. Various reasons can be suggested for this: the effect of superannuation schemes with a low fixed retiring age (55 is not uncommon); wage scales which automatically associate a higher age with a higher wage, irrespective of length of service; the fear that older women will be unable to undertake long standing in shops; and the belief that shoppers prefer young women to serve them. But there are assumptions here which we question

¹ With the National Advisory Council on the Employment of the Disabled.

² Statistics show this withdrawal starting in the main in the early twenties; consequently the average age of women workers, although rising, is less than that of men workers. Women employees aged 45 and over represent 28 per cent. of total female employees whereas for men the figure is 38 per cent. (see Appendix C).

³ The statistics show that over half are in the "personal service" occupations which include domestic service and work in hotels and restaurants, hospitals, institutions, laundries, hairdressing establishments, etc.

and, on the face of it, these occupations should be able to offer opportunities for many more older women than they now employ.

49. The manufacturing industries are a most important field of women's employment, employing 40 per cent. of the total number of women in employment. But in many of them older women come up against arbitrary age limits which have been imposed on the grounds that the occupation demands special qualities of good eyesight, nimble fingers or strong physique. These age limits are not usually applied where the woman is skilled—in certain occupations in the textile industries for example—and we think that their relevance to less skilled occupations should be reconsidered. They are particularly questionable where the older woman has had experience of the type of work and where that experience, and other desirable qualities which come with age, can replace or compensate for the absence of youthful qualities. As we have pointed out in Chapter II (paragraphs 24–25 and 30–31) the effect of age on capacity varies greatly from one individual to another and we believe that a better yardstick than age could be used to determine whether an applicant for a job has the qualities necessary for success.

Review of Engagement Practices

50. We are convinced that unjustifiable age barriers, either formal or informal, limit the older person's opportunities of employment and that for certain occupations these barriers are formidable, resulting in hardship to the individual and economic loss to the country. We urge, therefore, that employing authorities of all kinds—in industry, commerce, the professions and elsewhere—should be asked to review any practices, agreements, provisions attached to pension schemes, or other special arrangements which place an age barrier in the way of those seeking employment. The criterion for engagement should be capacity, not age.

51. We recognise that there are certain circumstances in which exceptions to this general principle may be necessary. There are, for example, the employments where it is necessary to consider not only the applicant's fitness for the immediate job but also for the higher posts he will ultimately be expected to fill. Age limits may be justifiable too in recruiting for certain occupations requiring exceptional qualities of physical fitness, or in order to adjust the age structure of an organisation where this has become seriously out of balance having regard to the nature of the work to be done. Nevertheless, we think it is often too readily assumed by those responsible for engaging staff that older persons are unsuitable for certain kinds of work. One practical step which would do much to improve the prospects for older persons seeking work and to remove prejudice against them would be for employers to be more ready to try out the older applicant and give him an opportunity to prove his qualities.

The Engagement Policy Recommended

52. We recommend therefore that individual undertakings should be urged to adopt a positive policy to give older workers a fair chance on their merits to compete for available jobs, and that those responsible for applying the policy in practice should be on guard against any traditional and unjustifiable bias against the older job-seeker. We repeat—

The test for engagement should be capacity and not age

RETIREMENT POLICY AND TRADITIONAL PRACTICES

General Trends

53. There are substantial variations in retirement policy and practice and the information we have at present is by no means comprehensive. However, as

a broad generalisation it would be true to say that compulsory retirement at a fixed age is common in some forms of employment, notably in the clerical and administrative fields where this practice is frequently associated with pension schemes, but that the great majority of manual workers are not at present affected by such rules.

54. In all fields of employment a system of selective retirement is sometimes practised under which some form of review takes place at a specified age to decide whether the individual should or should not retire. We have noted also examples of a fixed retirement age to which exceptions are made at the discretion of the employer. Over the greater part of manual employment, however, there is no set policy ; employees remain at work until they themselves decide to retire, or until the employer considers it necessary to retire them.

55. There is some evidence that even where there is no policy of compulsory retirement at a fixed age there is often a retirement tradition which makes employers and workers alike think that at the minimum pensionable ages under the National Insurance scheme, or at some other age possibly associated with an employer's pension scheme, retirement ought to take place, or at least should be regarded as normal. There is thus, to a greater or less extent, some predisposition towards retirement at these ages in all fields of employment.

56. Our medical and scientific members assure us (see for example, paragraph 24) that there are no medical reasons why retirement should necessarily occur at these fixed or customary ages. There are sometimes other reasons which have to be taken into account—and we discuss some of these in the following paragraphs—but there is no doubt that in general these rules or customs lead to waste of manpower, skill and experience. We therefore strongly recommend that every effort should be made to remove from the minds of both employers and employees the idea that at any particular age retirement should be either compulsory or expected. We favour the situation, which already exists in some firms, where those who are fit and willing ordinarily go on working until they themselves wish to go or they can no longer give effective service.

57. Flexibility of this kind must be the general aim but we recognise that there are circumstances in which exceptions may be necessary and we discuss some of these below.

Some Practical Difficulties

58. *Redundancy.* We have already referred to unemployment as it affects, or might be thought to affect, the general policy for encouraging the employment of older workers (paragraph 32). We now wish to discuss what advice we should offer to those responsible for dealing with redundancies.

59. We cannot accept the view that when discharges have to be made the persons over the minimum pensionable ages should always be the first to leave. As we have said earlier, we are opposed to different standards being applied to older people who are able and willing to work and we would wish them to be affected only by the general redundancy rules of the establishment.

60. We have considerable sympathy with the argument that, if someone has to go, it is sound social policy to discharge a potential pensioner in preference to a younger man with family responsibilities. We think that this may be so but not necessarily so ; it should not happen as a matter of course, but the local circumstances, and particularly the state of local employment and the employment prospects of the individuals, should be taken into account before a decision is made. We can perhaps best show what we have in mind by an example and the following admirably illustrates the kind of constructive approach likely to minimise hardship and unemployment and make the best use of manpower.

61. A firm which was employing about 60 men over 65 was faced with the need to make discharges. It did not automatically clear its redundancies by discharging its older men but, in agreement with the Trade Union, based the order of discharge on ability to do the job. As a result only five or six of the over 65's were discharged. The firm's own comment was that in a time of full employment the younger men should be able to find other work, whereas elderly men would have difficulty in making a fresh start.

62. We recognise that action on these lines may not always be practicable. In some spheres of employment there is for many of the employees an explicit or implicit guarantee of security up to a minimum pensionable age. If that guarantee is to be honoured, those above that age will have to go in preference to the younger employees when redundancies occur.

63. *Unbalanced Age Structures.* Sometimes the need arises in an organisation to recruit young persons for training in order to maintain the efficiency of the organisation as a whole ; and to do this it may be necessary to retire older workers compulsorily. But this should not be a usual or a continuing practice. It should be necessary only when the age structure of the firm has become seriously unbalanced in relation to the work to be done, and the aim should be to restore a reasonable balance as soon as possible and thereafter to retain the older workers as long as they are fully effective and wish to continue at work.

64. *Promotion.* The effect on the promotion prospects of younger employees when workers are retained to a late age can be a real difficulty. We recognise that when it does arise it is very important, and failure to solve it may produce serious discontent harmful to the organisation and likely to react against the interests of the older workers. In our view the problem is frequently overstated for it occurs only in a relatively small part of the employment field. It influences retirement policy in some manual and clerical occupations, but as in the main it is the professional and administrative posts that are affected, we defer a more detailed consideration of the problem and ways of meeting it to Chapter IV.

The Retirement Policy Recommended

65. We attach the utmost importance to efforts to promote the continuance of older persons, still fit and able to work, in their existing employment. It is this which can have much the greatest effect in extending the employment of older people, and it is in this direction also that the best response is likely. It is to be expected that employers will respond more readily to encouragement to retain in their employment older workers whom they know, than to engage others ; and that many workers could continue to give good service in their existing jobs but would find it difficult to obtain or undertake new work.

66. We therefore wish to put forward a specific recommendation on retirement policy. It is based on the social and economic considerations we have discussed in Chapter II : the increasing proportion of older people in the population, their longer expectation of life and improved fitness, the manpower needs of the country and the need to safeguard the opportunity of employment for all able and anxious to work. It is that

All men and women employed in industry, commerce, the professions, or elsewhere, who can give effective service, either in their normal work or on any alternative work which their employers can make available, should be given the opportunity, without regard to age, to continue at work if they so wish.

The criterion of effective service should be that normally applied to an occupation or post.

67. We have discussed above some exceptions that may have to be made to this general rule, but we think that they should be made only in special circumstances of the kind we have mentioned and then only until it is possible to make the adjustments required to avoid compulsory retirement on grounds of age alone.

CHAPTER IV

Professional, Managerial and Executive Employment

68. In considering the special problems of the professional, managerial and executive classes, the Committee has had the assistance of the Appointments Service of the Ministry of Labour and National Service, which deals with professional, administrative, managerial, and senior executive workers in the higher ranges of industry, commerce and the professions and (through the Technical and Scientific Register) with professionally qualified scientists, engineers, architects and surveyors. We have also taken into account the experience of representative women's organisations on the problems of older women in business and professional employment—in a somewhat wider field—as recorded in a recent report referred to us¹.

THE GENERAL EMPLOYMENT SITUATION

69. We agree with the conclusions of these organisations that, in general, employment in professional, managerial and executive work is stable and people in these occupations are not on the whole subject to severe unemployment risks. This stability, however, makes it more difficult for those who do become unemployed, even when it is through no fault of their own, to find further suitable employment—especially when they are at or beyond middle age. This applies particularly to managerial and executive work and the effect of age on employment, though proportionately not large, is nowhere more marked.

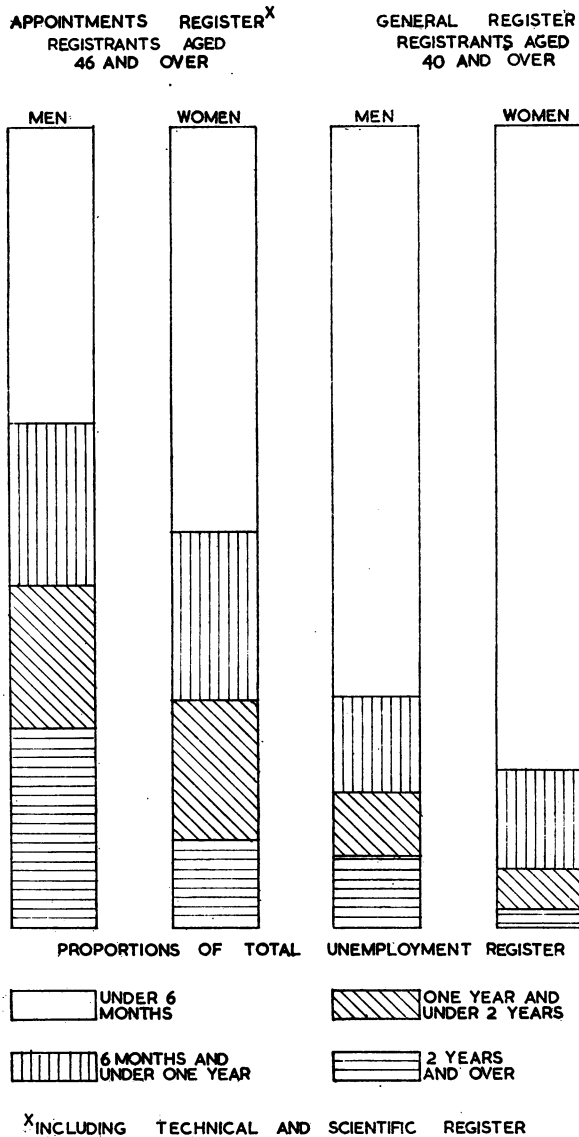
Recorded Unemployment

70. It will be seen from Appendix E, which gives by age, length of unemployment and occupational grouping an analysis of the unemployed registers of the Appointments Offices and Technical and Scientific Register in January, 1953, that the numbers aged 46 and over are not great. Indeed, proportionately to the numbers in employment, they are much less than the average for all occupations taken together. But the figures need some qualification. They represent only the higher ranges of employment, and exclude many in occupations with comparable employment conditions who are not qualified to register with the Appointments Service². Secondly, the figures show that the length of unemployment is substantially greater than the average for all occupations; 25 per cent. of the men had been unemployed for two years or more, 43 per cent. for one year or more and 64 per cent. for six months or more; the percentages for women are 11 per cent. for two years, 28 per cent. for one year, 50 per cent. for six months. Corresponding figures for wholly unemployed men over 40 years of age registered for employment in all occupations in December, 1952, show that those who had been unemployed for two years amounted to 6 per cent., for one year, 16 per cent. and for six months, 29 per cent.; the corres-

¹ Report on the Employment of Business and Professional Women over Forty prepared by the United Federations of Business and Professional Women for the International Federation of Business and Professional Women. The Report was based on replies to a questionnaire circulated in 1951 to the constituent organisations represented by the United Federations and to their memberships, and based also on consultations with individual experts.

² These include occupations in higher grade clerical employment and catering and institutional domestic administration.

ponding figures for women over 40 were, 1 per cent., 8 per cent. and 20 per cent. The following diagram illustrates these comparisons of the duration of unemployment.



Hidden Unemployment

71. Further, it is known that many who would be willing and able to work have not registered or have ceased to register and have gone into premature retirement because of the lack of opportunity. Others have taken work which does not make use of their qualifications and experience and have therefore ceased to register as unemployed although they are still seeking suitable employment. Others again can find only part-time work.

72. We have no doubt, that in sum, there is in these classes a considerable and unnecessary waste of ability, qualifications and experience acquired at a good deal of expense to the individual and to the community. Even in electrical engineering, where prospects are usually good, we can quote an example of a Doctor of Science with excellent qualifications and experience, both in public and private construction work and research, who sought work at a reasonable salary on return from senior executive positions in the Middle East. He made altogether 603 applications which resulted in four interviews, the last providing him with a new job—but not in this country. The staff of the Appointments Service were satisfied that his qualifications, both personal and professional, were good ; had he been a young man there would have been no difficulty in placing him. He was 49 years old.

THE PROBLEMS EXAMINED

73. We have said that the test when engaging staff should be capacity and not age : and that no one who can give effective service should be retired against his will. In our view these general principles should apply to all forms of employment—in the professional, managerial and executive classes no less than in other occupations. In the previous chapter we have examined the difficulties which arise in applying these principles in practice, and the circumstances in which departure from them may be necessary. Some of the difficulties are common to most forms of employment but there are substantial reasons why they are encountered in a more acute form in the higher ranges. These are examined below.

ENGAGEMENT

Promotion Policy : Safeguarding Opportunities for Younger Staff

74. Every organisation must see that it has a sufficient supply of younger men and women being trained to take over its higher posts ; the younger people must be given the opportunity to acquire the techniques, whether of professional or managerial skill, whilst their minds are fully receptive and most capable of absorbing and reacting to new ideas, knowledge and skills. It is necessary, therefore, that the avenues of promotion should not be blocked by the undue engagement of older people for such posts. It is also desirable that fresh ideas should come into the organisation through the engagement of a sufficient number of young people trained in the latest methods. This is especially true of medicine, physics, chemistry and indeed all the scientific occupations, because of the rapid pace of research and development in recent years.

75. We are not disposed to under-estimate the force of these factors. They obviously must be taken into account, and the services of older people would be obtained at too high a price if the efficiency of the organisation as a whole were impaired rather than improved by their presence. But although in some circumstances the factors mentioned may properly prevent the engagement of older people, we believe that they are far from being universal and are often adduced with little real justification.

New Careers in Middle Life

76. *Age Barriers and Lengthy Training.* The man or woman of the professional or executive type who for some reason has to change not only his employment but his occupation in later life has undoubtedly the most difficult problem to face. The Regular Officer—usually required to retire from the Forces in middle age—

is one example ; and in many other walks of life there are those who for one reason or another have to give up their career when they have perhaps as many years of active working life ahead as behind them.

77. We drew attention in the previous chapter to the need for providing opportunities for women who wish to return to employment after they have brought up their families. Some of these are women who have undertaken a comprehensive professional training and whose skill should in the national interest be used ; yet they often find themselves barred from beginning or resuming practice in their professions in later life by restrictions on the age of entry imposed by those public and private bodies which normally recruit direct from training institutions for a life-long career. There are other women who have the capacity and education for professional work but who have completed no special training before marriage. Their education, coupled with their general experience of life and of people and their greater maturity of judgment, should nevertheless be of great value in many spheres not now open to them ; and where, moreover, there is often a dearth of suitable young candidates.

78. We have considered what prospects there are for men and women with this kind of background to achieve a second career which will give them a chance to use their abilities and experience, and in what way these prospects may be extended and improved. Clearly there are practical difficulties, even where there are no age barriers, in embarking in middle life on highly specialised activities which call for several years of training ; but there are other spheres in which the obstacles to entry are not so obviously based on practical difficulties and where relaxation of age barriers to entry, or modification of training requirements to suit the needs of the older worker, seems practicable. We have been impressed by the steps in this direction already taken in certain limited fields and which seem to us to point to solutions which could be more widely applied.

79. *Modified Entry Conditions : Some Occupations Giving a Lead.* Some of the arrangements to assist the ex-Regular members of H.M. Forces provide perhaps the best examples. The Civil Service offers posts without age limitation at two levels, clerical and executive, to ex-Regulars who can pass the competitive examination for entry, and has proved the value of late entrants to these classes of work. The London County Council offers a similar entry. For ex-Regulars who have the qualities and experience likely to make a success of a business career the theoretical and practical training offered by the Ministry of Labour's Business Training Scheme may provide the opportunity to enter industry or commerce at the executive level.

80. In some professions opportunities for the older worker to embark on a new career have resulted from the need for a rapid expansion in numbers. The teaching profession is one ; in general, there is no upper age limit for admission to teacher training and, for those whose previous education and experience are considered to justify it, the normal two years' course may be reduced to one year. We recognise that in some spheres it may not be possible or may be positively undesirable to reduce the length of training. But we think that in others there is scope for consideration whether the training courses necessary for qualification or establishment in a profession could be modified—and age barriers relaxed—to suit the needs and take account of the analogous experience of older persons. The shorter courses might lead to full professional qualifications for those whose previous experience justified a reduction in the length of the course, or for others they might serve as special qualification for admission to employment not as a fully qualified member of the profession but as an ancillary or assistant with more limited duties and responsibilities.

81. For many occupations—the social services provide notable examples—a general experience of life and people and of situations requiring perception,

judgment and decision must be a most useful qualification to bring to new work and a sound basis for acquiring the further specialised knowledge. We have noted that in some occupations this has been recognised, but in others, for which qualifications of this nature would seem, *prima facie*, to be equally satisfactory, comparatively low age limits are retained.

82. We have referred to professions whose need for expansion has led to the modification of their entry requirements ; there are, we know, others whose rapid expansion in the past has led since to some overcrowding and whose special need is to provide openings for young people in order to maintain a satisfactory age balance in the future. These ups and downs will always occur, but the changing age structure is likely to bring difficulties for professions competing to attract an adequate intake of young entrants, and will provide a further reason why the source of valuable material in the older age groups should not be overlooked.

Difficulties Associated with Salary Scales

83. *Value of Experience.* It is often argued that the older worker is too expensive. Ordinarily salaries in the professional and executive classes are governed by length of experience, and there is a long process of promotion, often with scales rising annually to a maximum until further promotion is obtained. Sometimes salaries are fixed by tradition or agreement according to age. When there are vacancies there is therefore the temptation to engage younger men and women at the bottom of the scale. But to do this always as a matter of course is to ignore the value of the experience and *savoir faire* of the older man or woman, and these may be something well worth paying for. It is possible that there is room for a change of attitude in this matter, so that the man of middle age could boast rather of the breadth and variety of his experience, gained through purposeful changes during his career, than of his length of service with one firm. There are positive advantages in bringing in new blood and new ideas at all levels, and a suggestion we make is that employers and employing authorities, who normally recruit young men and women at the start of their careers, should be asked to consider whether their staff recruitment policies might provide for a small proportion of their posts above the normal point of entry to be filled from outside the firm or organisation. Certainly if voluntary transfer from one employment to another became more common it should be easier for those who are forced to change their jobs to find new openings.

84. *Opportunities for Fresh Start with Lower Status.* It must be recognised that the person who has to seek new employment in middle life cannot always offer experience which is worth as much to the new employer as to the old, particularly if he is transferring outside his specialised field. In such cases some reduction in status and in remuneration may be expected, and we understand that the majority of managerial and professional workers recognise the propriety of this and are prepared to accept lower standards if they are in fact a true measure of their worth in the new employment, especially if there is a prospect of rising again once experience in the new work has been obtained and ability demonstrated.

85. We think that these salary difficulties can be met if employers will give more consideration to the value of experience obtained elsewhere and be prepared to pay for it when they can use it with advantage, and if employers and those seeking new work in middle life will accustom themselves to the view that it may be perfectly proper to offer, and to accept, lower status and earnings in a new job, provided that the earnings are an appropriate payment for the kind of work which the new employee is called upon to do. It would be unfortunate if opportunities which many professional and managerial workers who have been

long unemployed would be glad to accept were withheld merely because employers did not think it appropriate to offer them.

RETIREMENT

Fitness to give Effective Service

86. We have said that the opportunity to remain at work must be safeguarded for all who are willing to continue and are able to give effective service. The decision whether a person holding a senior administrative, professional or managerial post can continue to render effective service is, however, no easy task for the employer. It must be based on the qualities of the individual in relation to the service expected. In some posts effective service must include the ability to exercise initiative or leadership or to introduce new methods and ideas, and the efficiency of an organisation may depend to a high degree on whether those occupying the key posts have this ability. Many older people in senior positions retain the qualities of leadership and flexibility which put them there. But individuals vary one from another even more in the higher age groups than in earlier life, and it is common experience that some become too set in their ways, too impervious to new ideas and too resistant to change and new developments to remain in key positions in a healthy and efficient organisation. When this occurs they should give way (and it is reasonable that the employer should require them to do so) although their competence in other respects is not in doubt. In some organisations there will be suitable alternative posts which could use the knowledge and experience of the older person but relieve him of the responsibilities of leadership and higher management.

Effect on the Promotion of Others

87. Keeping on the occupants of senior posts beyond the age of their expected retirement usually defers the promotion of others to those posts—and consequential promotions to lower posts. This will obviously be accepted unwillingly by individuals who see, or think they see, their promotions deferred or even lost. It will be especially disliked perhaps by the family man, whose heaviest expenses usually come in middle life and ahead of the higher salary he may achieve on promotion. To him the reminder that he, in his turn, will have the opportunity of longer employment may not seem, at the time, to offer much consolation. There may also be difficulties from the management's point of view if the retention of the older worker retards the promotion of the younger ones to such an extent as to threaten the efficiency of the organisation ; there is sometimes a point beyond which promotion should not be delayed if the individual is to develop to the full his potential capacity and the employer to make the best use of it, and we have already discussed, in paragraphs 74 and 75, in relation to engaging older men and women, the dangers of retarded promotion in some types of organisations, particularly to the higher posts.

88. In general it is reasonable to suggest that in a longer working life promotion will often come later and that this will come to be expected by both employers and workers ; with the increase in fitness more men and women should remain fit for promotion at a later age and employers should accustom themselves to this idea. Where, however, in the interests of efficiency an older worker still capable of effective service has to step aside, there may be the possibility of continued employment in some other post, perhaps as adviser or consultant, perhaps in a lower grade or perhaps part-time. It is clear that there can be no simple or single solution to the difficulty that an organisation may experience in trying to reconcile the employment of staff to an older age with its promotion policy. There is room for a good deal of thought and experiment here on the part of all concerned. We recommend that every encouragement should be given to this and to the interchange of views and experience. We on our part will give the question further study.

Change in Status as an Alternative to Retirement

89. Changes in employment on the lines suggested in the preceding paragraph will often mean a reduction in salary and status. This may nevertheless be acceptable as an alternative to retirement. Public opinion is important here : there is a need to overcome any idea that retirement should take place as soon as a man ceases to earn his maximum salary and that there is anything derogatory in accepting a lower position later in life. No older person who is doing a job with satisfaction to his employer and himself should need to feel that he suffers any loss of face because it is less in status and earnings than that he accepted in his prime. Where the pension is calculated on the earnings immediately before retirement some adjustment may be necessary (see paragraph 119).

DIFFICULTIES ASSOCIATED WITH PENSION SCHEMES

90. Pension schemes have a most important effect on the employment problems of older workers but, as they are not confined to the professional and executive classes and are being dealt with separately in Chapter V, we do not wish to enlarge on their effect here. It is probable, however, that they have a greater influence amongst the classes we are considering than elsewhere because they are more widespread in the managerial and professional occupations and because the greater earnings, and the closer association of earnings with age, emphasise the increased cost to the pension scheme or to the employer of engaging older people. Moreover, the possibility of obtaining variety of experience during a career or of changing to alternative employment towards its end is hampered at present by the difficulty of transferring superannuation rights. Any improvements resulting from the further study of this factor suggested at the end of Chapter V, will therefore benefit the professional, managerial and executive classes.

A SUMMING UP

91. The span of working life of the professional classes and of certain others in the higher ranges of employment has been considerably shortened in this century. Two factors are responsible—at one end the longer time now spent in acquiring educational and professional qualifications, and at the other earlier retirement on pension. The training of professional workers represents an important form of public and private investment, and hence the special importance which we attach to the full employment of older persons in this field.

92. Most of the conditions discussed in the preceding paragraphs—recognition of qualifications, promotion systems, progressive salary scales and superannuation schemes—are the very features of occupations in the higher ranges of employment which help to give them their career value, and for those who are able to continue those careers without interruption they are distinctly advantageous. But for the unfortunate few whose careers are disrupted in middle life, or for those, like many in the Forces, whose main career is necessarily a short one, they may join in formidable array to prevent a fresh start. Although the total number affected is small, the individual hardship and the loss to the community is considerable.

93. We believe, as we have tried to show, that these conditions of employment need not have such restrictive effects. We are encouraged in this belief by the number of people of middle age and over who do succeed in obtaining new employment in occupations of this type, and by those employers who have introduced practices which make this possible. In this limited field, even a small extension of these practices would make a great difference to the prospects of those who have difficulty in obtaining employment, or in remaining in employment for as long as they are able to give effective service. We therefore

recommend that employers, employers' associations, and professional bodies should be asked to consider how existing practices which act as unnecessary barriers to employment may be relaxed to provide for the occasional opening of the door to the late-comer who can give effective service, and to prevent the too early discharge of the older worker who is able and willing to continue.

94. We recognise that it is sometimes easier to make these concessions in the small firm, with an informal engagement and retirement procedure and where the claims and merits of the individual can make themselves more readily known, than in large organisations where central direction is necessary to secure uniformity. The experience of some large organisations has shown, however, that it is possible to unite the advantages of a central control of staff matters with the flexibility which is so desirable both for the organisation and its employees. We do not underrate the difficulties but we should like them to be regarded as a challenge for good personnel management: a challenge which some organisations have already succeeded in meeting and which it is hoped others will accept.

CHAPTER V

Pension Schemes: Their Effect on Engagement and Retirement

95. Since the war there has been a marked increase in the financial provision for old age through both national and private schemes. In this chapter we have tried to summarise the extent and chief attributes of the schemes, to make some appraisal of the effect they may have in their existing form on the employment of older persons, and to suggest how some ill-effects may be minimised. We have considered it beyond our scope to go into the more fundamental economic questions to which some of our considerations seemed to be leading us. The Committee on the Economic and Financial Problems of the Provision for Old Age will no doubt consider these questions, and when we re-examine the employment aspects in a later report we shall be able to do so with the wider knowledge that our co-operation with that Committee will bring.

THE SCOPE OF PENSION SCHEMES

96. The National Insurance Act of 1946 introduced a scheme of State pensions which covers all employed persons—some 20 million—on retirement; and although this gave for the first time a universal provision for old age there has been no consequent lessening in the development of pension schemes in individual undertakings. No comprehensive figures of the numbers covered by employers' schemes are available but we have been told that, at a rough estimate, the number may have been rising recently by as many as 500,000 a year. The present total, at a conservative estimate, is about 5 million; it may be as high as 7 million. Something like half the total are manual workers. Probably more than twice as many people employed in industry and commerce are now covered by superannuation schemes as in 1936.¹

National Insurance Retirement Pensions

97. The present national scheme—based on the Beveridge Report—was devised to take account of current population trends and the need to encourage all who can do so to go on working in later life. Under the previous scheme, old age pensions were payable at the fixed age of 65 for men and 60 for women (for those who qualified), without a retirement condition. Under the present scheme these pensions are payable without a retirement condition at 70 for men and 65 for women, over a greatly extended field and on a higher scale. Below those ages they have been replaced by a retirement pension for which there is no fixed age for payment but only a minimum age (65/60) at which those who feel the need to retire can do so and claim pensions. Those who do not claim their retirement pensions at the minimum age have the opportunity of earning additions to their ultimate pensions for every six months of work beyond the minimum pensionable age up to the age of 70/65. These arrangements provide a measure of flexibility in the age of retirement.

Employers' Pension Schemes

98. The development of these schemes has been accelerated no doubt because it is in the interest of employers, in the competitive conditions of full employment, to give their workers a special inducement to enter and remain in their

¹ The Report of a Ministry of Labour inquiry in 1936, published in the Ministry of Labour Gazette for May, 1938, shows a total of 1,617,093 employees outside national and local Government service known to be covered by formal schemes contributed to by employers.

service ; but it is also an aspect of the general emphasis on welfare in industrial relations. The initiative often comes from the employees themselves and schemes are usually welcomed by them.

99. The schemes are very varied in their terms and conditions. Probably more than half of the employees covered by schemes in industry (including the nationalised industries) are in funded schemes financed internally either by grants from employers or by contributions both from employers and employees. The rest are in schemes operated by Insurance Companies and normally both employers and employees contribute.

100. The contributions paid by manual workers and salaried staff vary considerably, usually ranging from 1s. a week to six or seven per cent. of wages or salary. In some employments no employee contributions are required. The size of the pension varies similarly. If we may risk a generalisation from the limited information available, we would say that the pension rates for salaried staff for life-time service are usually the equivalent of between one half and two-thirds salary on retirement, and that the range for manual workers in private industry is between 15s. and £2 per week. Schemes for manual workers sometimes provide the full pension for comparatively short service, say fifteen to twenty years, and here the pension may be as little as 10s. a week. Those qualified for it will have the National Insurance retirement pension in addition to these amounts.

101. When many of the private schemes were started there was no special reason why a firm should look beyond its own four walls in fixing the terms and conditions of its pension scheme. There was not the same necessity as would be present in a national scheme to take into account social and economic trends although some firms have in fact done so. We believe that it is very desirable that every scheme—national and private—should take them into account and, where possible, avoid provisions which impede the employment of older persons.

THE EFFECT OF PENSION SCHEMES ON ENGAGEMENT POLICY

Extent of their Influence

102. Here we have to consider only the private schemes for the national scheme, being universal in application, cannot affect an employer's choice between one candidate for employment and another. At present in many private schemes the cost of providing a pension for the worker rises according to the age of the worker when he joins the scheme. This is so even if benefits are proportionate to years of service because of the shorter period in which the contributions can earn interest. The employee's rate of contribution is usually kept the same for all ages of entry and hence the additional cost commonly falls on the employer. The employer has therefore a financial reason for not engaging persons at or above middle age and the result—particularly if he is already disinclined to consider older workers for other reasons—is very likely to be the imposition of that fixed age limit for engagement which we so strongly deprecate. The fact that fixed age limits of this kind are most frequently found in clerical, commercial and professional occupations we believe to be partly due to the greater prevalence of private pension schemes in these occupations.

103. We are aware that the pension scheme is perhaps not so frequently the main obstacle to employment as some candidates think, for an employer may tend to stress this reason to clothe a rejection in the kindest terms. We believe, nevertheless, that many pension schemes have an important effect in limiting opportunities of fresh employment for older workers and that solutions

to the difficulties must be found. The subject is complex and until we have given it further study we confine ourselves to suggesting the direction in which those solutions should be sought.

Some Solutions Considered

104. It might be thought that the simplest way round the difficulties would be to allow the worker either to contract out of the pension scheme or to come into it fully by paying an initial lump sum or increased contributions. But although this may be the best arrangement in some instances—notably for persons with Service or other pensions who either do not wish for further pensions or can afford to pay the initial cost if they do—we realise that it is unlikely to appeal, as a general solution, either to workers or employers. Employers are inclined to dislike having any of their employees outside the pension scheme ; they do not wish to feel bound by considerations of special hardship if for some reason it becomes desirable to discharge an unpensioned worker. Contracting-out also presents special difficulties when pensions are paid through a group scheme operated by an Insurance Company, for the companies usually insist on a complete coverage of the staff eligible for the scheme to enable them to estimate average risk and dispense with health enquiries on entry. Our Chairman has been in touch with representatives of the Insurance Companies on these matters and we have their assurance that requests from their clients for adjustments to meet these difficulties do receive and will continue to receive sympathetic consideration.

105. In our opinion a satisfactory basis for working out the individual solutions will have been established once employers and workers accept the principle that an employee, entering on a new pensionable job after a certain age, is entitled to the superannuation benefits related to the actuarial value of the contributions paid by him and on his behalf for the period of his service with the firm—and no more. If this were accepted, it would usually follow that for entrants above that age modified pension terms could be fixed to give the employee the actuarial value of the payments actually made by him and on his behalf without involving the employer or the fund in additional costs.

106. We recognise that there will be a need for special efforts to get this principle accepted by all employers and workers. For at present employers tend to feel an obligation to a worker who has been with them for several years and who may be retiring in much less favourable circumstances than his fellows ; and the worker may feel, however illogically, that he has a claim for the same treatment as his fellows in spite of the shortness of his service. What needs to be emphasised, to underline the commonsense of arrangements of this kind, is that the alternative may well be unemployment for the worker in his later years or employment which is less satisfactory and less well paid.

THE EFFECT OF PENSION SCHEMES ON RETIREMENT POLICY

107. Any pension scheme—national or private—must profoundly affect a worker's decision whether and at what age to retire and an employer's decision whether and at what age to insist on a worker's retirement. We have therefore examined the provisions of the national scheme and those most common in private schemes, by the standard of our recommendation that the age of retirement should be flexible and related to individual capacity.

The Minimum Pensionable Age

108. In the administration of any superannuation scheme it is necessary to have some age point at which entitlement to benefit begins. In the National Insurance scheme this has been fixed at 65 for men and 60 for women, but with

inducements to postpone claiming. In private schemes the age varies, but each scheme must have a specified age of retirement if it is to comply with the requirements of the Board of Inland Revenue and so enable the scheme to qualify for certain tax exemptions. These requirements do not, however, make actual retirement at that age compulsory.

109. These fixed ages need not affect continued employment so long as they are accepted as the minimum pensionable ages.¹ They are however a potential difficulty in so far as they may tend to be confused with the normal or compulsory age for retirement ; and we therefore attach the greatest importance to establishing a general recognition that these ages bear no essential relationship to the actual age at which an individual should retire from normal full-time employment.

110. We recommend that the procedure for administering pension schemes, whether national or private, should draw the least possible attention to the attainment of the minimum age. We think it would be helpful if it were always referred to, as in the National Insurance scheme, as "the minimum pensionable age" and not, as we often find it, as "the normal age of retirement," "the pensionable age," or "the retirement age." We commented in Chapter III on the considerable influence that a traditional habit of thought may have in encouraging retirement even in the absence of a formal retirement policy. Without conscious effort to prevent it, the very existence of even a minimum age of retirement may cause a worker to fear that he will outstay his acceptability to his employer and his work-fellows if he remains beyond the age, and the employer too may be disposed to accept that view.

Schemes for Postponing Pension and Earning Increments

111. *Value as Inducement to Postpone Retirement.* In our opinion it is by positive inducements to work beyond the minimum retiring age that these traditional attitudes are most likely to be overcome. We have already referred to the National Insurance arrangements for a higher pension to be earned by remaining at work beyond the minimum age ; the Civil Service practice is for service beyond the minimum pensionable age to go on counting for pension ; recent legislation has extended the operation of the same principle into Local Government Service ; and provision for later retirement with higher pension has for a number of years been a feature of most pension schemes underwritten by the Life Offices.

112. We understand that no difficulty need arise, in so far as the Inland Revenue is concerned, from an extension of arrangements of this kind to give workers a financial inducement, in the form of a higher ultimate pension, to postpone retirement. We have been informed that there is some misunderstanding of the Inland Revenue requirement that pensions granted under approved schemes should not exceed two-thirds of salary on retirement, and we are authorised by the Board of Inland Revenue to say that when retirement is deferred beyond the minimum retiring age the Board would not usually object to the pension being increased, by virtue of deferred retirement, beyond the normal two-thirds limit.

113. *Explaining the Principles of the Schemes.* To be effective in encouraging the postponement of retirement, it goes without saying that the pension increments must be assessed on a basis which can be recognised by the future pensioner as fair and reasonable. It is not for us to discuss what that basis should be. It will obviously vary with the individual schemes and depend for example on the system of contributions, the provision, if any, made for dependants,

¹ i.e. "minimum" in normal circumstances ; most schemes contain provisions for earlier retirement on health grounds.

and decisions whether any proportion of the actuarial value of the deferred pension should go to the general improvement of benefits. Our concern is solely that the scheme should provide an effective inducement to continue working. Misunderstandings about the principles on which the increments are assessed may prevent this and for this reason we wish to emphasise the need to give each participant in a scheme this information in a simple form.

114. The importance of this—and the difficulty when the organisation is a nation-wide one—has been demonstrated to us in examining some representations we have received about the incremental provisions and the retirement condition of the National Insurance pension scheme. It has been frequently said to us that the decision to continue working ought not to affect the right to pension at the minimum age and the fact that it does postpone their pension discourages people from working beyond that age. The contention is applied also to private schemes.

115. *Changed Conception of Retirement Pensions.* It is clear that the significance of the change from old age pensions to retirement pensions has not been fully understood and there is still a feeling that pensions should be payable at the minimum age whether or not the person concerned is also in receipt of a full-time wage. The answer to this must rest, for the most part, on economic and financial considerations which go far beyond our scope. On this Committee we are concerned only with the effect—favourable or otherwise—of the conditions of pension schemes on continued employment.

116. As far as the national scheme is concerned, the Ministry of Pensions and National Insurance have pointed out to us that it must be recognised that a fundamental change in the conception of security in old age was introduced by the National Insurance Act of 1946. The Beveridge Report expressed the firm view that the object of encouraging continuance at work would not be attained by granting pensions without the condition of retirement attached; it favoured instead provisions which would make it more attractive to people to stay on at work. The increments scheme was therefore included in the present National Insurance pension scheme.

117. By these increments a person who is able to carry on at work has the opportunity to increase his ultimate pension and so cushion the drop in income when he finally retires and is without wages. For others, who for failing health or other reasons wish to retire, there remains the option of drawing the basic pension at the minimum age or at any time after it. At 70 for men and 65 for women the opportunity to earn increments ends and pensions are then payable whether or not the man or woman continues at work. By this time a man qualified for full benefit who has continued working will have increased his weekly pension from 32s. 6d. to 47s. 6d. If he is married the joint pension at the maximum (i.e. if his wife is not more than five years younger) will be 79s.; and if he should die before his wife her retirement pension would be increased by the increments he had earned for her.

118. The Ministry of Pensions and National Insurance consider it too early yet to draw conclusions, from available statistics, on the effect of these arrangements in postponing retirement. More light may be thrown on this by the inquiry into the reasons for retirement which, as stated in paragraph 123, is being undertaken by the Ministry of Pensions and National Insurance on our behalf. But there is no doubt that the inducements to remain at work will to some extent be countered so long as there is a feeling that the worker who accepts them is incidentally losing something to which he is entitled. We think it most important, therefore, that there should be continued efforts to remove current misconceptions and to promote a better understanding of the principles on which the National Insurance scheme is based.

PENSIONS AND CHANGE OF STATUS

119. Elsewhere in this report we have spoken of the possibility of arranging a transfer to a post with lighter responsibilities or duties to enable an older person to continue beyond the minimum age at which he may retire on pension. This will usually mean a reduction in salary and, in schemes where the rate of pension is related to the salary earned at the date of retirement, there will have to be arrangements to ensure that the rate of pension earned up to the date of transfer is based on the higher salary.

PENSION SCHEMES AND MOBILITY OF LABOUR

120. The effect of pension schemes on the mobility of labour concerns us only in so far as it limits the opportunity for workers to transfer, if the need arises, to other employment as they become older. Under the National Insurance scheme no transfer difficulties arise ; and in the public service, including for this purpose the nationalised industries, arrangements have been made to provide under certain conditions for the interchange of superannuation rights. But in private industry, although some schemes provide for such reciprocal arrangements, they are as yet a small minority. In practice, even if transfer rules did operate, they could only do so where the workers moved from one pensionable job to another pensionable job in schemes approved by the Inland Revenue and where the transfer of rights was agreed by those in control of the two schemes. In most pension schemes a withdrawing employee has the right to a paid-up pension corresponding to the actuarial value of his own contribution ; but he usually forfeits that part of his prospective pension that is being provided by the employer's contribution. If accrued pension rights will be lost on leaving a particular employment there will naturally be reluctance to move even if this would be otherwise in the interests of the worker and of the work. This is a feature of pension schemes we shall have to look at again—in a later report—when we come to consider the possible advantages for some of a change of occupation in later middle life (see paragraph 31).

121. The general question, however, goes much wider than the scope of our work. We regard it as important and suggest it merits full examination.

CHAPTER VI

Some Practical Developments

122. In the preceding chapters we have examined in some detail the nature of the problems we were appointed to consider and certain changes which are necessary if the older worker is to be enabled to play his full part. We think, however, that this Report would be incomplete without a short account of what has already been done and some indication of our plans for the future.

Need for More Information

123. At several points in this Report we have referred to the need for more information before we could reach firm conclusions and expressed the hope that promising research projects would be given full encouragement. In some instances the Committee has asked for special inquiries to be made. The most important of these is the inquiry now being undertaken by the Ministry of Pensions and National Insurance¹ into the reasons why people of pensionable age retire or stay at work. Some 25,000 persons in all parts of Britain are being interviewed by local officers of the Ministry and, where desirable, employers are being asked to give supplementary information. The information is being obtained voluntarily from those interviewed ; the personal details will be strictly confidential to the Ministry.

Publicity and Discussion—National and Local

124. We have already stated our conviction that what is most important at this stage is the education of public opinion ; we face a need for quite radical changes in long established attitudes towards the older worker and retirement. The rate of progress will depend to a large extent on public awareness of the facts. For this reason we welcome the steps which have been taken in the past to promote national and local discussion and hope that our report may be published and serve to stimulate this process.

125. The employment of older persons was discussed at the Conference on "Human Relations in Industry" organised by the Ministry of Labour and National Service in March, 1952, and attended by some four hundred delegates and observers from employers' and trade union organisations, voluntary societies, research bodies and universities and those closely concerned with personnel matters in industry. Conferences to discuss the subject have been promoted by the Industrial Welfare Society (which carried out a survey on the practice and experience of 400 member firms), by the Institute of Personnel Management and other bodies.

126. In consultation with the National Joint Advisory Council, and with its support and agreement, the Ministry of Labour and National Service issued a leaflet,² through national organisations, to employers and trade unions throughout the country and throughout the undertakings of the nationalised industries. Copies of the leaflet were sent also to each of the 10,000 members of the 382 Local Employment Committees in Great Britain. The British Employers' Confederation, the Trades Union Congress and the National Boards report that it is too early yet to assess what has been the result of its issue, but that it has stimulated local interest and discussion. It has resulted too in a great deal of useful work by the Local Employment Committees who have,

¹ As announced by the Minister of National Insurance in the House of Commons on 20th April, 1953.

² PL.342—"Employment of Older Men and Women." Copies may be obtained from the Director of Public Relations ; Ministry of Labour and National Service, 8, St. James's Square, London, S.W.1.

for example, sponsored reports and articles in the local press, and approached Trades Councils, Chambers of Commerce, Rotary Clubs and individual employers, to enlist their help. Some of the Committees have been responsible for local schemes, run with the assistance of the Employment Exchanges and often in co-operation with Chambers of Commerce and Rotary Clubs, to assist unemployed older persons to find suitable work.

127. The Ministry of Pensions and National Insurance have included in their leaflet (N.I. 15), issued to everyone approaching the minimum pensionable age, a section entitled "Thinking it out : shall I retire or stay on at work ?", which sets out the personal advantages of postponing retirement and the value to the community of the continued services of the older person.

128. A film "Date of Birth"¹ made by the Department of Labour, Canada, and adapted for use in this country by the addition of a foreword by the Minister of Labour and National Service has helped to explain the problem and to promote discussion. The film has been borrowed by employers' organisations, Local Employment Committees, Rotary Clubs and many other bodies.

CHANGES IN POLICY AND PRACTICE

In Industry, Commerce and the Professions

129. There is, as yet, no comprehensive information of changes made by industry, commerce and the professions in their recruitment and retirement practices to improve the employment prospects of older persons. Our impression, from what evidence exists, is that no general or widespread changes have yet been made. It is true that in many spheres of employment, particularly for manual workers, no changes are needed ; men and women are recruited on merit with little or no regard for age and retire when their failing powers suggest to them or to their employers that the time has come for them to do so. In other employment more governed by specific rules or strong customs little change seems to have been made. But though examples of adjustment of policy and practice in favour of the older worker are isolated they are nevertheless of great importance and interest ; they represent a most necessary stage of development—that of practical experimentation "on the job"—and it is such pioneering efforts which will point the way to progress over the wider field.

130. *Changes in Recruitment Practice.* In many establishments the only change needed is for those responsible for engaging staff to abandon their negative approach to the employment of older persons, and this is likely to show itself in a gradual improvement of prospects for older persons rather than in spectacular changes. We have however been pleased to note the adoption of a deliberate policy to recruit older persons by some organisations. The policy usually has as its background a recognition of the shortage of younger persons and the often greater reliability and experience of older persons. We have learned, for instance, of an Insurance Company which has adopted the practice of recruiting men and women over 40 for routine clerical work and is reserving some of its work entirely for older persons, and of a firm of publishers which engages office workers retiring from other employment for routine clerical work. To add an example from manual employment, we quote a firm of electrical and mechanical engineers who have in their employment 69 men over 60 in skilled and unskilled occupations, 30 of whom have started in the last two years ; they have also 8 women employees who were over the age of 55 when they started.

¹ This film may be hired from the Central Film Library, Bromyard Avenue, Acton, London, W.3.

131. *Changes in Retirement Practice.* The most usual adjustment—and in many occupations all that is needed—is to discontinue compulsory retirement at a fixed age and to allow those workers who wish to do so to continue in their old jobs. The arrangement is usually subject to some proviso, such as ‘the health and efficiency of the worker,’ ‘the state of trade,’ or ‘its compatibility with safeguarding the promotion prospects of younger workers.’ Some establishments which have not gone so far as to abandon a fixed retirement age have raised it—in a number of instances from 65 to 67.

132. In some organisations in which not all the occupations are suitable for older workers attempts have been made to provide opportunities in later life for transfer from these jobs to others which can be continued to a greater age. We have learned, for example, of shipyard workers, working at heights and on jobs requiring agility and rapid working pace, being given the opportunity to train for more suitable work as they become older.

In National and Local Government

133. In its capacity as an employer the Government is already adjusting its own policies and practices. Age limits on recruitment to many spheres of permanent Government employment have been raised and are as high as age 60 in some occupations—typist and telephonist, for example. There is no upper age limit at all for recruitment to temporary employment in Government Service and in recent years schemes providing for the entry of temporary staff to the permanent Civil Service have generally set their limits at 60 or, in some cases, 65. One recent scheme of this nature for the permanent grade of clerical assistant has specifically catered for older persons by limiting entry to those aged 45 and over.

134. The policy on age of retirement of civil servants has also been revised. Generally in the past 60 was not only the minimum pensionable age but was also the age when a civil servant expected to retire and was retired. The idea of a fixed retiring age has now been abandoned and, although 60 is still the minimum pensionable age, the new policy aims at enabling and encouraging civil servants to remain at work as long as they are fit and efficient and there is work for them to do ; for persons who serve after age 60 the maximum service reckonable for pension is increased from 40 to 45 years. It has been made easier for Government Departments to adopt a flexible retirement policy by the revocation of an Order in Council under which specific Treasury authority was required for the retention of a civil servant beyond 65 in an established capacity ; the decision is now left to the Government Department directly concerned.

135. The new policy came into operation at a time when contraction of employment in Government Service was necessitating discharges of staff in some Departments, including a number at, or little above, minimum pensionable age, so the effects of the policy may not always have been apparent to the general public : we are, however, satisfied that changes have been made which will increase employment opportunities in the Civil Service for older persons.

136. Local Authorities are among the larger employers and can play a leading part in establishing practices more consistent with the nation's needs. They have for some time been considering the revision of retirement and recruitment policies which may prevent the best use of older persons. Their co-operation has already led to legislation amending the Local Government superannuation scheme. The maximum age for pensionable employment has been raised from 65 to 70 and the rules governing pensions have been altered so as to provide the inducement of an ultimately higher pension for those who continue at work beyond the minimum pensionable age.

FUTURE WORK OF THE COMMITTEE

137. It has been one of our main objects in presenting this Report at this stage of our inquiries to open up the subject for consideration and discussion by employers, trade unions, professional associations and others concerned. This will, we believe, be a help to us in our future deliberations; the reaction of those affected by the suggestions and recommendations we make—the practical response, the objections and counter-suggestions—will all receive our attention and may give some new directions to our work. The Ministry of Pensions and National Insurance inquiry has been designed to give information about the relative importance of the various factors which influence the attitude of employers and employees towards retirement, and will thus provide a firmer basis for their further examination.

138. One of our immediate tasks is to take stock of current research; to determine how far it can supply the further information we have found we need and what other lines of research ought to be stimulated. We are thinking here not only of the more academic inquiries but of practical experiments and observations conducted in industry and other fields of employment. We need to know more, for instance, about fitness and capacity for work at later ages, about productivity of older workers in comparison with that of younger workers on various types of work, about absenteeism and time-keeping, and about accident rates. An extensive field for further study, and one in which we shall need the co-operation of research bodies and of industry, is the desirability of change of occupation, perhaps with re-training in middle or later life, for men and women employed in certain jobs which may be less suitable for older workers. Allied to this is research on minor adjustments in methods and conditions of work and in the design of machinery, which should be advantageous to all workers but particularly to the older one.

139. At various points in the Report we have indicated other subjects requiring more thought: examples are the effect of the policy we recommend on promotion, the possible need for an extension of opportunities for part-time employment for older people and the effect of pension schemes on employment. We have been concerned so far with general questions affecting the employment of older persons. In our future closer examination of these problems we shall need to take account of occupational, industrial and other variations which may be of importance.

CONCLUSION

140. The picture of progress which we have presented in this chapter is not a dramatic one. Measured, for example, in terms of an increase in jobs for older people, progress has not been great—and we are very conscious that this is the only way in which a man or woman, barred from employment on account of age, could be expected to judge the results of our work. Nevertheless, even on this test, a number of developments within limited fields will prove immediately helpful. In other directions much good work has already been done. We have referred, in particular, to publicity to bring the problems arising from the ageing of the population before employers, workers and the public; and to the various experimental schemes which have been introduced in the practical setting of industry and commerce to test the contribution which the older worker can make. In the long run, these may prove more rewarding than an attempt to move too fast without first securing a firm foundation for development. We think that those employers' associations, trade unions and other bodies which are helping with publicity and promoting discussion and examination of this problem are doing work of the greatest importance at this stage; and so are those organisations which are experimenting in the extended employment of

older workers. We hope that those responsible will be given every encouragement and assistance to continue and develop their efforts and that others may be stimulated to follow their example.

Signed on behalf of the Committee

11th September, 1953.

HAROLD WATKINSON,
Chairman.

Summary of Report

(Passages which include important recommendations or suggestions for action are indicated by an asterisk).

CHAPTER I—INTRODUCTION

Paras.

- 1-3 Terms of Reference. Recommendations will take account of all aspects of employment of older persons—industrial, social, economic and medical.
- 4 Older workers should not be regarded as a special class.
- 5-7 In the Report's context "Employment" means employment in the ordinary labour market and "Older" applies to any whose employment prospects are affected by age.
- 8-9 Main aims of first Report to create a better understanding of the issues and encourage employers, workers and the general public to consider and discuss them. The Report includes some proposals for action and records some practical developments.
- 10 Relationship with the Committee on the Economic and Financial Problems of the Provision for Old Age.

CHAPTER II—THE NATIONAL PROBLEM

- 11-13 Reasons why the greater employment of older persons should be encouraged mainly (1) the changing age structure of the community; (2) the increasing length of life; (3) manpower needs of the country.
- 14-17 The proportion of older people in the population is rising rapidly and the proportionate change shows itself in all age groups. Need for this change to be matched by a similar change in age structure of working population; and for fullest use to be made of capabilities of people in higher age groups.
- 18-20 Economic consequences of increase in proportion of older people in terms of production and consumption. By working longer older people can raise standard of living for themselves and others.
- 21 More information needed before useful estimates can be made of numbers who might postpone retirement given the opportunity of further work. Ministry of Pensions and National Insurance inquiry into reasons influencing retirement.
- 22-24 Increase in average expectation of life coupled with improved working and living conditions suggests in general a capacity for a longer working life—but need for further information.
- 25 Characteristics that tend to make some occupations specially suitable or unsuitable for older persons. Demands for speed more likely to be a strain than muscular effort.
- * 26 Older people probably more adaptable and trainable than commonly thought. Research into appropriate training techniques and adaptations of working methods should be continued and developed.

Paras.

- * 27-28 What evidence there is about comparative liability to industrial accidents is favourable to the older worker but need for further research under conditions of same exposure to risk.
- * 29 Older people more exposed to risk from falls or falling bodies. Attention to general safety measures important to all but particularly older workers.
- 30-31 Ageing a continuous process from early life. Decline of ability in one direction often compensated in others. Development in technique of assessing individual capabilities and of skills demanded by particular occupations should bring improved use of capabilities at all stages of working life.
- 32-33 Present and future need for the services of older people. Policy of encouraging their employment not fundamentally challenged by fluctuations in unemployment or the trend towards more leisure for the worker.

CHAPTER III—THE EMPLOYER AND THE WORKER : ENGAGEMENT AND RETIREMENT POLICY

- 34-37 Wide variations in proportions of older persons employed by comparable industries or establishments suggest that factors other than the suitability of the work strongly influence engagement and retirement practices.

ENGAGEMENT

- 38-40 High rate of unemployment among older persons indicates their difficulty in finding new work. Difficulties greatest in managerial, clerical and unskilled manual work.
- 41-44 Reasons for difficulties include traditional attitudes towards older workers, provisions of employers' pension schemes and practice of recruiting exclusively from school or college leavers.
- 45 The consideration of physical or mental disabilities as a cause of employment difficulties is outside the Committee's scope.
- 46 Women share in the general problems and also have some of their own. There is a need to provide greater opportunities of employment suited to their ability for women who could return to work after they have brought up their families.
- 47 Part-time work an important feature of women's employment but probably more because of domestic responsibilities than age—part-time work for older workers in general needs further study.
- * 48-49 The reasons sometimes given for not employing older women in important spheres of women's work, such as retail distribution, clerical employment and the manufacturing industries, are questioned ; they merit review.
- * 50-52 Employing authorities should be asked to review any practices which keep out the older worker and to adopt a positive policy of giving older workers a fair chance on their merits to compete for any jobs that are open. **The test for engagement should be capacity and not age.**

Paras.

RETIREMENT

- 53–54 There are substantial variations in retirement practices but in general compulsory retirement at a fixed age more common to clerical and administrative employment than manual occupations.
- 55 In all fields of employment there is some predisposition towards retirement at the minimum pensionable ages.
- * 56 No medical support for retirement at a fixed age. Efforts needed to discourage in both employers and employees the idea that at any particular age retirement should be either compulsory or expected.
- 57 It is recognised that special circumstances may cause difficulties and exceptions may occasionally be necessary.
- * 58–62 Where there is redundancy older workers should not invariably be discharged first ; ability and the prospects of alternative employment for younger or older workers are also factors to be taken into account. There may be special difficulties in establishments where there is a guarantee of employment to a minimum pensionable age.
- 63 Compulsory retirement to allow for recruitment of younger workers to adjust the age balance of an organisation should be only a temporary necessity.
- 64 The relation between retirement and promotion policies may have to be considered but mainly in the professional and administrative field.
- * 65–67 The retirement policy recommended is that **all men and women employed in industry, commerce, the professions or elsewhere who can give effective service, either in their normal work or any alternative work which their employer can make available, should be given the opportunity, without regard to age to continue at work if they so wish.**

CHAPTER IV—PROFESSIONAL, MANAGERIAL AND EXECUTIVE EMPLOYMENT

- 68–71 Employment in professional, managerial and executive work is generally stable but those who become unemployed usually find it particularly difficult to get other suitable work. Statistics showing duration of unemployment of persons in these occupations confirm this.
- 72 The full extent of the resulting waste of ability probably not known. It may be hidden by premature retirement or acceptance of unsuitable work.
- 73 General principles of the Committee's recommendations on engagement and retirement policy should apply to managerial and professional classes. Some of the difficulties previously discussed are more acute in these occupations and are considered separately in succeeding paragraphs.

Paras.

ENGAGEMENT

- 74-75 The admittance of older entrants ought not to delay the promotion of younger staff to an extent that would impair the efficiency of the organisation.
- 76-78 Difficulties greatest for those who must seek a new occupation as well as a new job. Many who have to start afresh in middle life find careers closed to them by restrictions on age of entry or training requirements. Examples of these classes : the married woman ; the Regular Officer.
- 79-80 In some occupations relaxation of age restrictions for competitive examinations and modifications of training requirements are providing new opportunities. Other occupations might follow their lead.
- 81-82 In some occupations a good general experience may be a sound basis for acquiring the further specialised knowledge. Difficulties of professions competing for the smaller numbers of young people can be met by admitting older entrants.
- * 83-85 Employers may find the wider experience of the older entrant well worth his higher salary. But those whose previous experience is not wholly relevant to the new job are usually willing to accept a lower start at the appropriate wage for the job.

RETIREMENT

- 86 In some senior posts " effective service " as a proviso for retention must include the continued ability to exercise initiative, leadership and to introduce new ideas.
- * 87-89 In a longer working life promotion will often come later. Reasons why this may be unsatisfactory for some individuals and some managements. There is need for thought, experiment and interchange of experience on ways of overcoming the difficulties and it is recommended that this be encouraged. Keeping on the older person but in a lower position may avoid promotion problems and public opinion can help to make such changes acceptable.

PENSIONS

- 90 Pension schemes have a greater influence on employment opportunities among the professional and executive classes than elsewhere.

A SUMMING UP

- * 91-94 The numbers affected in these occupations not great but individual hardship and waste of ability and expensive training considerable. It is recommended that all those concerned should be asked to consider how existing practices may be modified to admit the occasional late entrant and prevent the too early discharge of the efficient older worker.

CHAPTER V—PENSION SCHEMES : THEIR EFFECT ON
ENGAGEMENT AND RETIREMENT

- 95 The Committee is concerned solely with the employment aspect of pension schemes but will be helped by the consideration given to the more fundamental economic questions by the Committee on the Economic and Financial Problems of the Provision for Old Age.

Paras.

- 96-100 The National Insurance Act, 1946, introduced retirement pensions for all employed persons. The number covered additionally by employers' pension schemes is still increasing; schemes vary considerably in terms and conditions, rates of contribution and benefit.
- *101 Both national and private schemes should take into account social and economic trends and try to avoid provisions which impede the employment of older persons.
- 102-103 National Insurance pensions do not affect engagement policy but higher cost of bringing older entrant into employers' schemes may prejudice his chances of employment.
- 104 Contracting-out not always an acceptable solution. Insurance companies will help their clients to work out suitable adjustments to their schemes if asked.
- *105-106 The relation of superannuation benefits to the actuarial value of the contributions paid should be a reasonable basis for pension terms which should satisfy both employer and employee. There will be a need for special efforts to get this principle accepted.
- *107-110 All pension schemes have a minimum age for pension but it need not be the compulsory or even the usual age for retirement. The procedure for administering pension schemes should draw the least possible attention to the attainment of the minimum pensionable age.
- *111-112 Positive inducements in the form of higher ultimate pensions most likely to encourage postponed retirement; these arrangements need not, as sometimes thought, normally affect the eligibility of pension costs for taxation relief.
- *113-118 To be effective as inducements the basis on which increments are assessed and the general principle behind the arrangements for earning higher pensions must be made clear to the future pensioners. This applies to both private and national schemes.
- 119 Special arrangements to safeguard pension rates may be necessary when the older person transfers to alternative work at a lower salary.
- 120-121 The lack of facilities for transfer of pension rights may limit the movement of older persons to more suitable employment. This problem will be considered in a later report.

CHAPTER VI—SOME PRACTICAL DEVELOPMENTS

- 122-123 There is a need for more information. Research projects should be encouraged. Some special inquiries have been initiated on behalf of the Committee; the most important is the Ministry of Pensions and National Insurance inquiry into the causes of retirement.
- 124-128 Efforts already made to arouse public interest in the problems include national conferences, distribution of leaflets, discussion and action by Local Employment Committees and the use of a film.

Paras.

- 129–132 In industry, commerce and the professions no evidence of wide-spread changes in recruitment and retirement practices in favour of the older worker but examples of deliberate recruitment of older people for specific work, modifications of fixed retirement ages, and other adjustments, although isolated, are significant.
- 133–136 Increased opportunities for older persons in Government service—national and local.
- 137–139 Some indication of the future work of the Committee. An immediate task to take stock of current research and determine what further research is desirable.
- 140 Conclusion.

APPENDIX A

(see para. 23)

EXPECTATION OF LIFE

I. Extracts from English Life Tables

MALES						
Age	No. 6 1891-1900	No. 7 1901-10	No. 8 1910-12	No. 9 1920-22	No. 10 1930-32	Average for 1947-51
0	44.13	48.53	51.50	55.62	58.74	65.84
20	41.02	43.01	44.21	45.78	46.81	49.61
40	25.64	26.96	27.74	29.19	29.62	31.13
50	18.90	19.76	20.29	21.36	21.60	22.48
60	12.93	13.49	13.78	14.36	14.43	15.07
65	10.34	10.80	10.99	11.36	11.30	12.00
70	8.05	8.39	8.53	8.75	8.62	9.30
80	4.62	4.86	4.90	4.93	4.74	5.22

FEMALES						
Age	No. 6 1891-1900	No. 7 1901-10	No. 8 1910-12	No. 9 1920-22	No. 10 1930-32	Average for 1947-51
0	47.77	52.38	55.35	59.58	62.88	70.64
20	43.44	45.77	47.10	48.73	49.88	53.77
40	27.82	29.37	30.30	31.86	32.55	35.24
50	20.64	21.81	22.51	23.69	24.18	26.33
60	14.10	15.01	15.48	16.22	16.50	18.12
65	11.27	11.99	12.36	12.90	13.07	14.41
70	8.78	9.25	9.58	9.95	10.02	11.09
80	5.05	5.36	5.49	5.56	5.46	6.13

Source : Reports of the Registrar-General for England and Wales.

APPENDIX A—*continued*

(see para. 23)

EXPECTATION OF LIFE

II. Extracts from Scottish Life Tables

MALES					
Age	1891–1900*	1910–12	1920–22	1930–32	1947–51
0	44·71	50·10	53·08	56·0	63·62
20	40·43	43·27	44·82	46·0	48·37
40	25·71	27·25	28·43	29·1	30·22
50	18·91	19·91	20·68	21·3	21·91
60	13·12	13·54	13·82	14·1	14·83
65	10·57	10·88	10·94	11·0	11·89
70	8·28	8·38	8·40	8·4	9·18
80	4·91	4·94	4·78	4·6	5·15

FEMALES					
Age	1891–1900*	1910–12	1920–22	1930–32	1947–51
0	47·47	53·18	56·35	59·5	67·49
20	42·41	45·35	46·82	48·3	51·52
40	27·83	29·48	30·68	31·4	33·76
50	20·74	21·91	22·79	23·3	25·07
60	14·33	15·17	15·64	15·9	17·05
65	11·60	12·24	12·48	12·6	13·51
70	9·19	9·38	9·65	9·6	10·44
80	5·26	5·51	5·36	5·2	5·86

* 1891–1900 figures from Dr. T. Adam: “Life Tables for Scotland based on Census Enumerations of 1891 and 1901 and on the Recorded Deaths for Decennium 1891–1900” —Journal of the Royal Statistical Society Vol. LXVII—1904—pages 448–478.

Figures for 1901–1910 are not available.

Source: Registrar-General for Scotland.

APPENDIX B
(see para. 27)

**AWARDS OF INJURY BENEFIT MADE IN 1950 UNDER THE NATIONAL
INSURANCE (INDUSTRIAL INJURIES) ACT, 1946**

Age-group	Estimated number of new awards per 1,000 insured persons in the age-group		Average number of days of injury benefit per new award in the age-group		Average number of days of injury benefit per insured person in the age-group	
	Men	Women	Men	Women	Men	Women
Under 30	55	10	19	23	1.05	.23
30-39	51	11	23	34	1.17	.37
40-49	50	12	27	37	1.35	.44
50-59	44	12	32	42	1.41	.50
60 and over	33	9	38	43	1.26	.38
Average, all ages	49	11	25	31	1.22	.34

Source : Second Interim Report by the Government Actuary on the National Insurance (Industrial Injuries) Act, 1946, published November, 1952

APPENDIX C
(see para. 35)
AGE STRUCTURE OF INDUSTRIES AT END-MAY, 1952
I. Males

INDUSTRY GROUP	Total No. of Employees over aged 15 and (Thousands)	Percentage of total in Age Groups										Total 65 (Cols. 9-10)	Total 45 and over (Cols. 7-10)
		15-19	20-24	25-34	35-44	45-54	55-64	65-69	70 and over				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)		
All Industries*	13,700	7.2	9.1	23.1	23.0	20.5	13.3	2.5	1.3	3.8	37.6		
Agriculture, Forestry, Fishing	661	11.3	12.3	21.6	19.7	18.5	11.0	3.4	2.2	5.6	35.1		
Mining and Quarrying	858	7.7	7.2	22.5	23.4	22.2	14.0	2.4	0.6	3.0	39.2		
Non-Metalliferous Mining Products	255	7.1	9.4	26.7	25.9	17.6	10.2	1.9	1.2	3.1	30.9		
Chemicals and Allied Trades	353	4.3	8.2	24.4	25.8	21.5	13.3	1.7	0.8	2.5	37.3		
Metal Manufacture...	495	5.7	7.3	24.9	24.4	21.6	12.5	2.7	0.9	3.6	37.7		
Engineering, Shipbuilding and Electrical Goods, <i>including</i> ...	1,511	8.1	9.2	26.5	21.4	19.1	12.1	2.5	1.1	3.6	34.8		
Shipbuilding and Shiprepairing	204	8.8	8.3	21.6	21.1	20.6	15.7	2.3	1.6	3.9	40.2		
Other Non-Electrical Engineering (CDX)†	509	8.3	9.2	28.3	21.2	18.3	11.2	2.5	1.0	3.5	33.0		
Vehicles	917	7.8	9.3	25.4	23.0	19.4	12.3	1.8	1.0	2.8	34.5		
Metal Goods not elsewhere specified	321	7.8	10.0	24.9	22.1	18.4	12.1	3.0	1.7	4.7	35.2		
Precision Instruments, Jewellery, etc.	84	10.7	10.7	28.6	17.8	15.5	11.9	2.6	2.2	4.8	32.2		
Textiles, <i>including</i> ...	392	5.9	6.9	17.9	20.4	25.2	17.3	4.0	2.4	6.4	48.9		
Cotton Spinning, Doubling, etc.	56	7.1	5.4	12.5	19.6	28.6	17.8	5.4	3.6	9.0	55.4		
Cotton Weaving, etc.	41	4.9	4.9	12.2	14.6	29.3	24.4	7.3	2.4	9.7	63.4		
Woollen and Worsted	86	5.8	5.8	17.4	19.8	25.6	19.8	3.5	2.3	5.8	51.2		
Rayon, Nylon, etc. Production...	26	3.9	3.9	23.1	23.1	26.9	15.3	3.8	—	3.8	46.0		

Leather, Leather Goods and Fur ...	42	4.8	4.8	19.0	28.6	21.4	14.3	3.0	4.1	7.1	42.8
Clothing	186	9.1	6.5	21.0	21.5	19.4	16.1	3.5	2.9	6.4	41.9
Food, Drink and Tobacco ...	476	7.1	8.8	22.3	24.2	21.4	12.6	2.4	1.2	3.6	37.6
Manufactures of Wood and Cork ...	235	13.6	10.7	20.4	25.1	17.0	9.4	2.6	1.2	3.8	30.2
Paper and Printing	328	9.4	9.8	21.0	23.2	18.6	13.4	2.9	1.7	4.6	36.6
Other Manufacturing Industries ...	149	4.7	8.7	24.2	26.8	19.5	12.1	2.6	1.4	4.0	35.6
Building and Contracting	1,275	10.1	12.5	25.5	23.3	16.5	8.9	2.1	1.1	3.2	28.6
Gas, Electricity and Water Supply ...	336	4.8	8.0	22.0	23.5	25.0	14.6	1.4	0.7	2.1	41.7
Transport and Communication, <i>including</i> Railways	1,485	5.2	9.0	22.8	22.4	22.6	15.5	1.8	0.7	2.5	40.6
Road Transport	494	5.1	9.1	20.5	18.0	25.7	20.2	1.2	0.2	1.4	47.3
Port, River and Canal Transport ...	423	2.4	7.6	26.7	29.5	21.0	10.2	1.9	0.7	2.6	33.8
...	111	2.7	6.3	18.0	20.7	27.0	19.9	3.6	1.8	5.4	52.3
Distributive Trades... ..	1,103	9.2	10.1	22.2	23.8	18.7	11.8	2.5	1.7	4.2	34.7
Insurance, Banking and Finance ...	269	4.5	7.8	21.6	26.4	24.9	11.5	1.7	1.6	3.3	39.7
Public Administration and Defence : National Government Service ...	978	1.7	6.1	19.3	22.8	25.4	20.4	3.1	1.2	4.3	50.1
Local Government Service ...	434	1.2	4.8	18.9	20.5	25.6	24.4	3.7	0.9	4.6	54.6
Professional Services	544	2.2	7.1	19.7	24.6	25.2	17.1	2.8	1.3	4.1	46.4
Miscellaneous Services	537	5.0	8.6	25.1	24.8	19.4	13.0	2.5	1.6	4.1	36.5
...	441	6.3	7.7	17.0	21.5	21.8	17.5	4.9	3.3	8.2	47.5

* The line for all industries includes a small number of ex-members of the Forces not allocated to particular industries.

† The figures on this line relate only to the industry group represented by the Standard Industrial Classification Code Letters in brackets.

Source : Ministry of Labour and National Service

APPENDIX C
(see para. 35)

AGE STRUCTURE OF INDUSTRIES AT END-MAY, 1952

II. Females

INDUSTRY GROUP	Total No. of Employees aged 15 and over (Thousands)	Percentage of total in Age Groups											Total 45 and over (Cols. 7-11)
		(2)	15-19	20-24	25-34	35-44	45-54	55-59	60-64	65-69	70 and over	Total 60 and over (Cols. 9-11)	
			(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)		
(1)													(13)
All Industries...	7,100	17.1	15.7	19.6	19.3	17.8	6.3	2.7	1.0	0.5	4.2	28.3	
Agriculture, Forestry, Fishing	103	16.5	17.5	24.3	19.4	14.5	4.9	1.9	0.8	0.2	2.9	22.3	
Mining and Quarrying	19	21.1	26.3	21.0	15.8	15.8	—	—	—	—	—	15.8	
Non-Metalliferous Mining Products	87	17.2	16.1	23.0	21.8	13.8	4.6	2.3	1.0	0.2	3.5	21.9	
Chemicals and Allied Trades	142	21.1	22.6	19.7	18.3	13.4	3.5	0.7	0.6	0.1	1.4	18.3	
Metal Manufacture	68	19.1	19.1	23.5	17.7	14.7	2.9	1.5	0.9	0.6	3.0	20.6	
Engineering, Shipbuilding and Electrical Goods	431	16.2	17.4	25.3	20.7	14.8	3.5	1.4	0.6	0.1	2.1	20.4	
Vehicles	158	17.1	18.4	25.3	19.0	13.9	4.4	1.3	0.4	0.2	1.9	20.2	
Metal Goods not elsewhere specified	188	14.9	17.0	22.9	20.7	16.5	5.3	1.6	0.6	0.5	2.7	24.5	
Precision Instruments, Jewellery, etc.	49	16.3	18.4	24.5	16.3	16.3	4.1	2.1	1.3	0.7	4.1	24.5	
Textiles, including	542	17.0	13.5	18.1	19.9	19.9	7.4	2.7	1.1	0.4	4.2	31.5	
Cotton Spinning, Doubling, etc.	103	11.6	9.7	20.4	21.4	24.3	7.8	2.9	1.9	—	4.8	36.9	
Cotton Weaving, etc.	86	11.6	11.6	13.9	23.3	24.4	9.3	3.5	1.2	1.2	5.9	39.6	
Woolen and Worsted	107	17.8	14.0	15.9	18.7	19.6	10.3	1.9	0.9	0.9	3.7	33.6	
Rayon, Nylon, etc. Weaving and Silk	31	16.1	16.1	19.4	19.4	19.4	6.4	3.2	—	—	3.2	29.0	

Leather, Leather Goods and Fur ...	28	17.9	14.3	25.0	17.8	17.8	3.6	3.6	—	—	3.6	25.0
Clothing	445	24.5	16.9	16.0	17.8	17.8	5.8	2.2	0.8	0.3	3.3	24.8
Food, Drink and Tobacco ...	358	22.9	15.9	18.7	18.7	15.9	5.3	1.7	0.6	0.3	2.6	23.8
Manufactures of Wood and Cork ...	59	20.3	13.6	22.0	23.7	15.3	3.4	1.7	—	—	1.7	20.4
Paper and Printing	192	27.1	19.3	16.1	15.1	14.0	4.7	2.1	1.3	0.3	3.7	22.4
Other Manufacturing Industries ...	106	19.8	17.0	19.8	19.8	16.1	4.7	1.9	0.9	—	2.8	23.6
Building and Contracting	45	20.0	22.2	24.5	13.4	13.3	2.2	2.2	1.9	0.3	4.4	19.9
Gas, Electricity and Water Supply...	38	18.4	15.8	23.7	18.4	15.8	5.3	2.6	—	—	2.6	23.7
Transport and Communication ...	249	16.1	20.5	26.5	15.3	13.6	4.8	1.6	1.1	0.5	3.2	21.6
Distributive Trades	1,064	25.9	18.1	18.3	16.5	14.0	4.5	1.9	0.5	0.3	2.7	21.2
Insurance, Banking and Finance ...	172	24.4	20.9	16.3	14.5	15.7	4.7	2.3	0.7	0.5	3.5	23.9
Public Administration and Defence :	378	9.0	11.9	21.7	21.7	23.0	8.2	3.4	0.8	0.3	4.5	35.7
National Government Service ...	184	8.2	13.0	25.5	19.6	22.3	7.6	3.2	0.6	—	3.8	33.7
Local Government Service ...	194	9.8	10.8	18.1	23.7	23.7	8.8	3.6	1.0	0.5	5.1	37.6
Professional Services	973	10.3	15.9	19.8	21.4	20.8	7.2	3.4	0.8	0.4	4.6	32.6
Miscellaneous Services, <i>including</i> ...	1,206	9.9	10.1	16.7	21.6	23.1	9.9	5.1	2.3	1.3	8.7	41.7
Catering, Hotels, etc.	505	6.7	8.3	17.8	24.9	24.8	9.9	4.8	2.0	0.8	7.6	42.3
Private Domestic Service (Resident)	140	9.3	10.0	10.7	14.3	24.3	13.6	8.5	5.4	3.9	17.8	55.7
Private Domestic Service (Non-Resident)	206	4.9	4.4	10.7	21.8	30.6	15.5	6.8	3.7	1.6	12.1	58.2

Source : Ministry of Labour and National Service

APPENDIX D

(see para. 38)

I. RATE OF UNEMPLOYMENT ANALYSED BY AGE

Table showing :—

- (a) *estimated total numbers of employees under minimum pensionable ages* at end May, 1952, and*
- (b) *numbers registered as wholly unemployed at 8th December, 1952*

Age Groups (years)	Estimated total number of employees at end of May, 1952	Persons registered as wholly unemployed at 8th December, 1952	
		Number (3)	Percentage (4)
(1)	(2)	(3)	(4)
MALES			
Under 20 ...	983,000	11,528	1.2
20-39... ..	5,971,000	89,142	1.5
40-49... ..	3,114,000	44,950	1.4
50-54... ..	1,288,000	25,986	2.0
55-64... ..	1,819,000	53,385	2.9
TOTAL ...	13,175,000	224,991	1.7
FEMALES			
Under 20 ...	1,212,000	17,789	1.5
20-39... ..	3,163,000	63,332	2.0
40-49... ..	1,409,000	25,381	1.8
50-54... ..	571,000	14,141	2.5
55-59... ..	444,000	11,834	2.7
TOTAL ...	6,799,000	132,477	1.9

*Men : 65 ; Women : 60.

Source : Ministry of Labour and National Service.

APPENDIX D

(see para. 38)

II. DURATION OF UNEMPLOYMENT ANALYSED BY AGE

Analysis of Registered Wholly Unemployed Persons under minimum pensionable ages in Great Britain on 8th December, 1952, by age and length of unemployment.*

Age Groups (Years)	Length of Unemployment (weeks)				
	13 or less	Over 13 and up to 26	Over 26 and up to 52	Over 52	Total
	(2)	(3)	(4)	(5)	(6)
MALES					
Under 20	10,138	880	362	148	11,528
20-39	71,316	8,795	5,323	3,708	89,142
40-49	30,138	5,200	4,611	5,001	44,950
50-54	15,776	3,218	3,125	3,867	25,986
55-64	26,478	7,240	7,789	11,878	53,385
Total	153,846	25,333	21,210	24,602	224,991
FEMALES					
Under 20	15,428	1,625	571	165	17,789
20-39	47,428	9,009	5,130	1,765	63,332
40-49	17,529	3,620	2,756	1,476	25,381
50-54	8,891	2,244	1,830	1,176	14,141
55-59	6,755	2,096	1,675	1,308	11,834
Total	96,031	18,594	11,962	5,890	132,477

*Men : 65. Women : 60.

Source : Ministry of Labour and National Service.

APPENDIX D

(see para. 38)

III. RATE AND DURATION OF UNEMPLOYMENT ANALYSED
BY AGE

*Percentages wholly unemployed at 8th December, 1952, among employees
in the under-mentioned age groups.*

Age Groups (Years)	Number who had been wholly unemployed for the under-mentioned periods expressed as percentages of the total number of employees in the age group				Total percentage wholly unemployed (Columns (2)–(5))
	13 weeks or less	Over 13 and up to 26 weeks	Over 26 and up to 52 weeks	Over 52 weeks	
(1)	(2)	(3)	(4)	(5)	(6)
MALES					
Under 20	1·05	0·09	0·04	0·02	1·2
20–39	1·20	0·15	0·09	0·06	1·5
40–49	0·94	0·16	0·14	0·16	1·4
50–54	1·22	0·25	0·23	0·30	2·0
55–64	1·44	0·39	0·42	0·65	2·9
FEMALES					
Under 20	1·30	0·14	0·05	0·01	1·5
20–39	1·50	0·28	0·16	0·06	2·0
40–49	1·24	0·26	0·20	0·10	1·8
50–54	1·59	0·39	0·32	0·20	2·5
55–59	1·54	0·48	0·38	0·30	2·7

Source : Ministry of Labour and National Service—
Derived from Tables I and II.

APPENDIX E

(see para. 70)

**I. ANALYSIS OF PERSONS AGED 46 AND OVER
ON UNEMPLOYED REGISTERS AT APPOINTMENTS OFFICES**

31st January, 1953

1. Men

Occupational Group (1)	Age Groups (years) (2)	Period of Unemployment				
		Under 6 months (3)	6 months but under 1 year (4)	1 year but under 2 years (5)	2 years or over (6)	Total (Cols. 3-6) (7)
Clerical Administration.	46-50	59	36	26	12	133
	51-55	49	34	35	22	140
	56-60	36	32	31	46	145
	61-65	63	36	49	44	192
	66 and over	8	9	9	11	37
	Total 46 & over	215	147	150	135	647
Commodity Buying and Selling	46-50	48	27	15	7	97
	51-55	45	26	16	12	99
	56-60	36	24	15	15	90
	61-65	23	18	15	12	68
	66 and over	2	2	3	2	9
	Total 46 & over	154	97	64	48	363
Industrial and Transport Administration.	46-50	189	54	38	19	300
	51-55	122	59	39	48	268
	56-60	91	48	43	63	245
	61-65	55	42	36	54	187
	66 and over	26	12	17	29	84
	Total 46 & over	483	215	173	213	1,084
Catering, Entertainment, Advertising, Publishing, Other Business and Allied Professions, Veterinary Surgery, Agriculture, Horticulture, Forestry.	46-50	87	43	27	12	169
	51-55	58	37	26	19	140
	56-60	46	22	29	34	131
	61-65	37	26	19	28	110
	66 and over	13	8	8	12	41
	Total 46 & over	241	136	109	105	591
Teachers, Social Work, Medical Services and Medical Auxiliaries.	46-50	27	15	4	—	46
	51-55	25	14	5	6	50
	56-60	17	4	5	1	27
	61-65	7	2	2	2	13
	66 and over	6	3	1	2	12
	Total 46 & over	82	38	17	11	148
Defence, Merchant Navy, Civil Aviation, Police, Local Authority Fire Services.	46-50	82	42	30	28	182
	51-55	86	58	59	151	354
	56-60	46	38	65	131	280
	61-65	15	16	37	134	202
	66 and over	2	3	4	25	34
	Total 46 & over	231	157	195	469	1,052
Grand Total		1,406	790	708	981	3,885

Source : Ministry of Labour and National Service.

APPENDIX E

(see para. 70)

**I. ANALYSIS OF PERSONS AGED 46 AND OVER
ON UNEMPLOYED REGISTERS AT APPOINTMENTS OFFICES**

31st January, 1953

2. Women

Occupational Group (1)	Age Groups (years) (2)	Period of Unemployment				
		Under 6 months (3)	6 months but under 1 year (4)	1 year but under 2 years (5)	2 years or over (6)	Total (Cols. 3-6) (7)
Clerical Administration.	46-50	9	8	—	4	21
	51-55	7	6	4	2	19
	56-60	5	3	5	2	15
	61-65	3	2	1	1	7
	66 and over	—	—	—	—	—
	Total 46 & over	24	19	10	9	62
Commodity Buying and Selling.	46-50	4	—	1	—	5
	51-55	1	—	—	—	1
	56-60	—	1	—	—	1
	61-65	—	—	—	—	—
	66 and over	—	—	—	—	—
	Total 46 & over	5	1	1	—	7
Industrial and Transport Administration.	46-50	1	1	2	1	5
	51-55	2	—	—	—	2
	56-60	—	—	—	—	—
	61-65	—	—	—	—	—
	66 and over	—	—	—	—	—
	Total 46 & over	3	1	2	1	7
Catering, Entertainment, Advertising, Publishing, Other Business and Allied Professions, Veterinary Surgery, Agriculture, Horticulture, Forestry.	46-50	26	7	12	4	49
	51-55	11	15	2	4	32
	56-60	6	3	1	4	14
	61-65	5	—	1	3	9
	66 and over	—	—	—	1	1
	Total 46 & over	48	25	16	16	105
Teachers, Social Work, Medical Services and Medical Auxiliaries.	46-50	21	4	6	2	33
	51-55	26	7	7	1	41
	56-60	11	2	3	3	19
	61-65	1	—	1	—	2
	66 and over	—	—	2	—	2
	Total 46 & over	59	13	19	6	97
Defence, Merchant Navy, Civil Aviation, Police, Local Authority Fire Services.	46-50	1	—	—	—	1
	51-55	—	—	—	—	—
	56-60	—	—	—	—	—
	61-65	—	—	—	—	—
	66 and over	—	—	—	—	—
	Total 46 & over	1	—	—	—	1
Grand Total		140	59	48	32	279

Source : Ministry of Labour and National Service.

APPENDIX E
(see para. 70)

**II. ANALYSIS OF PERSONS AGED 46 AND OVER ON THE
UNEMPLOYED REGISTER OF THE TECHNICAL AND SCIENTIFIC
REGISTER**

12th January, 1953.

Men

Occupational Group (1)	Age Groups (years) (2)	Period of Unemployment				
		Under 6 months (3)	6 months but under 1 year (4)	1 year but under 2 years (5)	2 years or over (6)	Total (Cols. 3-6) (7)
Mathematicians and Physicists.	46-50	2	2	2	1	7
	51-55	—	—	2	—	2
	56-60	1	—	—	1	2
	61-65	1	1	1	—	3
	66 and over	2	—	—	2	4
	Total 46 & over	6	3	5	4	18
Mechanical Engineers.	46-50	16	3	—	3	22
	51-55	7	10	1	—	18
	56-60	4	4	4	7	19
	61-65	8	6	8	7	29
	66 and over	—	2	5	8	15
	Total 46 & over	35	25	18	25	103
Mining, Gas, Aeronautical, Marine and Automobile Engineers.	46-50	6	1	—	1	8
	51-55	8	1	1	2	12
	56-60	5	7	3	5	20
	61-65	1	—	3	5	9
	66 and over	2	1	1	5	9
	Total 46 & over	22	10	8	18	58
Electrical Engineers.	46-50	3	4	2	—	9
	51-55	4	2	2	1	9
	56-60	1	2	2	4	9
	61-65	1	2	3	4	10
	66 and over	—	2	—	5	7
	Total 46 & over	9	12	9	14	44
Civil, Structural and Municipal Engineers.	46-50	8	2	1	—	11
	51-55	8	4	1	1	14
	56-60	5	6	1	2	14
	61-65	10	1	1	3	15
	66 and over	2	3	1	4	10
	Total 46 & over	33	16	5	10	64
Chemists, Metallurgists and Chemical Engineers.	46-50	5	2	1	1	9
	51-55	8	4	12	1	25
	56-60	5	6	3	1	15
	61-65	6	7	6	4	23
	66 and over	5	2	1	3	11
	Total 46 & over	29	21	23	10	83

APPENDIX E
TABLE II—continued.

Occupational Group (1)	Age Groups (years) (2)	Period of Unemployment				
		Under 6 months (3)	6 months but under 1 year (4)	1 year but under 2 years (5)	2 years or over (6)	Total (Cols. 3-6) (7)
Agriculturists, Horticulturists, Foresters and Veterinary Surgeons.	46-50	1	1	—	1	3
	51-55	3	1	2	6	12
	56-60	—	—	—	6	6
	61-65	—	1	—	—	1
	66 and over	—	—	—	—	—
	Total 46 & over	4	3	2	13	22
Biologists and Miscellaneous Scientists.	46-50	1	—	2	1	4
	51-55	1	—	1	1	3
	56-60	3	—	—	—	3
	61-65	—	1	—	1	2
	66 and over	—	—	—	—	—
	Total 46 & over	5	1	3	3	12
Architects and Surveyors.	46-50	7	4	—	—	11
	51-55	5	6	—	—	11
	56-60	9	2	—	—	11
	61-65	8	4	2	1	15
	66 and over	3	—	—	—	3
	Total 46 & over	32	16	2	1	51
Grand Total		175	107	75	98	455

Note : There were 12 women on the unemployed register of whom 6 had been unemployed for under 6 months.

Source : Ministry of Labour and National Service

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