

Old age (1951)

# THE GOVERNOR'S CONFERENCE ON AGING

**SIR WALTER HOTEL  
RALEIGH, N.C.  
JUNE 28-29, 1951**



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THE GOVERNOR'S CONFERENCE ON AGING

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[ Proceedings ]

SIR WALTER HOTEL  
Raleigh, North Carolina  
June 28-29, 1951

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STATE OF NORTH CAROLINA  
Governor's Office  
Raleigh  
June 8, 1951

W. KERR SCOTT  
GOVERNOR

Dear

Because of the significant impact upon the life of our State of the growing number of older persons in the population, together with the special needs of this group in relation to employment, health, social services, and other areas, I am inviting you to a state-wide Conference on Aging to be held here in Raleigh at the Sir Walter Hotel on June 28-29, 1951.

An outstanding group of persons familiar with the problems of older persons has been working for a number of months on the development of preparatory materials for this Conference. It is proposed that persons attending the Conference devote much of their time to working groups in order to evaluate the current status of our various programs for older people and the special needs for which we should provide. It is hoped that we may have the benefit of your attendance at, and participation in, this important Conference, which may well lay the foundation for important future developments around the general welfare of our older citizens.

Since materials will be prepared for each person in attendance at the Conference, please return the enclosed card at your earliest convenience. You are requested to make your hotel reservation early.

Sincerely,

(s) W. Kerr Scott

WKS:cn  
Enc.

**PLANNING COMMITTEE  
NORTH CAROLINA CONFERENCE ON AGING**

- MR. FELIX A. GRISETTE**, Executive Director, Health Publications Institute, Raleigh,  
North Carolina, Chairman
- DR. ELLEN WINSTON**, Commissioner of Public Welfare, Raleigh, North Carolina,  
Vice-Chairman
- MRS. ANNIE MAY PEMBERTON**, Supervisor Services to the Aged, State Board of  
Public Welfare, Raleigh, North Carolina, Executive Secretary
- MR. GERARD ANDERSON**, Alamance Superintendent of Public Welfare, Graham  
(Member of the Commission to Study the Problems of the Aged)
- DR. C. C. APPLEWHITE**, State Board of Health, Raleigh  
(Member of the Commission to Study the Problems of the Aged)
- MR. EDWIN N. BROWER**, Brower Mills, Inc., Hope Mills
- MR. W. G. CLARK**, State Hospitals Board of Control, Tarboro  
(Member of the Commission to Study the Problems of the Aged)
- MR. FRANK A. DANIELS**, Chairman, State Board of Public Welfare, Raleigh  
(Member of the Commission to Study the Problems of the Aged)
- DR. FRANK T. DE VYVER**, Personnel Director, Erwin Mills, Durham
- DR. I. G. GREER**, Executive Vice-President, Business Foundation, Chapel Hill
- MISS VIRGINIA GREGORY**, North Carolina Recreation Commission, Raleigh
- MR. RUSSELL GRUMMAN**, Director Extension Service, University of North Carolina,  
Chapel Hill
- DR. FRED HUBBARD**, President, North Carolina Medical Society, North Wilkesboro
- DR. WINGATE M. JOHNSON**, Bowman-Gray School of Medicine, Winston-Salem
- MR. J. B. W. OVERTON**, Nash County Commissioner, Rocky Mount  
(Member of the Commission to Study the Problems of the Aged)
- DR. W. RALEIGH PARKER**, Northampton County Health Officer, Jackson  
(Member of the Commission to Study the Problems of the Aged)
- MRS. JOHN D. ROBINSON**, Chairman, Gerontology Division, General Federation of  
Women's Clubs, Wallace
- DR. C. G. SHEPS**, School of Public Health, University of North Carolina, Chapel  
Hill
- DR. RUPERT VANCE**, Department of Sociology, University of North Carolina,  
Chapel Hill
- MR. REID WALL**, Superintendent, Methodist Home for the Aged, Charlotte
- MR. W. MURRAY WHITAKER**, Jones County Clerk of Court, Trenton  
(Member of the Commission to Study the Problems of the Aged)

## THE ORGANIZATION OF THE CONFERENCE

Following the National Conference on Aging held in Washington in August 1950, the delegates from North Carolina met on call of the State Commissioner of Public Welfare to discuss the need for a state-wide meeting for studying the needs of older persons in North Carolina and how they could best be met. Since much concern had already been evidenced at both community and State levels by private and public agencies and already several service programs were under way, it seemed especially important to initiate a state-wide conference both for the new interests that could be aroused and for the purpose of coordinating existing programs.

The 1949 General Assembly had already recognized the impact of the increasing number of older persons on the social and economic welfare of the State and had authorized the Governor to appoint a Commission to study the problems and to report its findings to the 1951 General Assembly. Thus the delegates already had available a representative group of persons with current knowledge of the problems and an interest in solving them. The Commission agreed on the need for focusing state-wide attention on some of the issues facing the older citizen and were glad to join in support of such an undertaking. The two groups organized as a Preliminary Planning Committee. The interest of the Planning Committee was brought to the attention of the Governor who not only heartily endorsed any movement for an extension of services to include all citizens but who agreed to call a state-wide conference.<sup>1</sup>

The Planning Committee elected a Chairman, a Vice-Chairman and a Secretary, all concerned with the problems and acquainted with the resources in the State. Since each officer represented an agency with a real stake in the welfare of all of North Carolina's citizens, much of the work done was in line with regular duties and expenses involved were absorbed by the agency. The bulk of the work was undertaken by the staffs of the Health Publications Institute and the State Board of Public Welfare.

It was decided early that wide representation of interest and full participation were to be striven for in the state-wide conference and that representatives from every profession, business interest, level of government, public and private agencies, civic, religious and fraternal groups should be sought. Suggestions for the invitation list were made for the most part from directors or professional staffs of agencies or from presidents of various associations.

In planning the program a Chairman and a Cochairman of each subject field to be considered were chosen. These Chairmen, with the help of carefully selected committee members, took responsibility for preliminary material for the Conference. These materials were assembled with a view to evaluating resources and

<sup>1</sup> Since there were no funds available for such purposes the Life Insurance Companies with Home Offices in North Carolina were advised of the plan and were asked to give financial support if they felt it was in line with the type of project which had the interest of their companies. A list of the contributing companies as they appear on the program indicates the sources of financial support.



needs in a particular field and aimed at serving as a springboard for group discussions relative to the State situation. Prior to the opening of the Conference, the Chairmen and Cochairmen with Committee Reporters met for the purpose of reviewing the material in order that there might be some uniformity in the presentation. In all, six general meetings were held. In addition most of the subject matter committees held two or three meetings prior to the Conference and the officers consulted at frequent intervals.

The Governor sent personal letters as of June 8, 1951 to a representative list which was to form the nucleus of the Conference, but all publicity stressed that the Conference was open to the general public.

There was every attempt to have a flexible program of free discussion which would bring to attention problems as seen each day by the doctor, the nurse, the family, the boarding-home operator, the businessman, the public welfare worker and others. To do this it was felt that each group should have every interest represented; thus new and practical ideas could be merged with professional knowledge and experience and a practical plan for full coverage of older persons' needs arrived at. As the invitations were accepted each person's interest and experience were considered and he was requested to enter the group discussion which the Committee responsible for assignments felt needed his contribution most. There were very few changes in assignment requested, which indicated a full understanding of the participating responsibility of each individual.

The Planning Committee early recognized that outside stimulation and ideas representing a wider horizon were also needed. The Conference was especially fortunate in securing for guest speakers Dr. Clark Tibbitts, Chairman, National Committee on Aging and Geriatrics, Federal Security Agency, U. S. Public Health Service, and Dr. Wilma T. Donahue, Chairman, Division of Gerontology, Institute for Human Adjustment, University of Michigan.

The program opened on Thursday morning, June 28, with a panel discussion by the Cochairmen of the sections. A moderator raised pertinent questions which were discussed by the panel participants. This plan was adopted since it was felt that every member of the Conference should have some knowledge of what was to be discussed in each group. By so doing, overlapping was reduced to a minimum, as persons were informed that needs which were concerning them in other areas were being brought to the attention of a group skilled by knowledge and experience in dealing with the particular questions.

Following this panel the Conference membership broke up into the following discussion sections with approximately thirty-five persons in each group:

- Section I. Research and Population
- Section II. Employment, Employability and Income Maintenance
- Section III. Education, Recreation and Religion
- Section IV. Health Maintenance and Rehabilitation
- Section V. Family Life, Housing and Social Service
- Section VI. Professional Personnel

Since resources in particular areas had previously been presented in the panel discussions and the factual materials developed by the several committees in advance of the Conference had been distributed as persons registered, the first group discussion period was focused on trying to delineate the needs in the area in which each particular group was concerned.

The second group discussion period, held for two and one-half hours on Thursday afternoon, was devoted to plans of approach for meeting needs. At the evening session Dr. Tibbitts spoke to the entire Conference on "Conservation of Our Aging Population." This address was followed by a showing of the motion picture, *Steps of Age*.

On Friday morning, June 29, there was a third short group period given over to agreeing on a report from each section to be presented to the Conference. These reports had been prepared by the Reporter and Chairman of each group following the second group discussion period. Full participation in this period provided for clarification of points raised in sessions held the day before and gave opportunity for last-minute suggestions which had developed after there had been time to think over the discussion, to talk with participants in other group discussions and to hear the inspirational address of the night before.

The final general session heard written reports from each of the sections and these reports were formally adopted by the Conference.

Following the adoption of the reports Dr. Wilma T. Donahue spoke to the Conference on "Challenge of Longer Living." The meeting closed with the Governor's message, "North Carolina Looks Ahead for Its Aged," and adoption of the following resolution:

WHEREAS, Governor Scott, recognizing the importance of considering the effect—economically and socially—of the growing number of older persons in the State's population, issued a call for this first State-wide Conference on Aging, and

Whereas, The discussions of these past two days and the reports presented this morning indicate that many steps should be and can be taken with respect to the needs of older persons in our State; therefore be it

*Resolved*, That we express our appreciation to Governor Scott for calling this Conference and request that at his earliest convenience the Governor appoint a special committee on aging to follow up on the work of this Conference.

The Conference was attended by approximately two hundred people. It was definitely a citizens' meeting in which representative citizens from throughout the State met to discuss a problem recognized as requiring continuing and skilled attention.



## COMMITTEE ON POPULATION AND RESEARCH

### *Report of Section I*

The group discussed many aspects of aging in relation to population trends and the need for further research in the field. Areas covered during the discussions included specific population trends with emphasis on the projection of available data to show the numbers and location of older people to be expected as these trends continue, the economic status of the aged, chronic illness among the aged, psychological, psychiatric and medical aspects of aging, nutrition and aging, individual and community attitudes toward the problems of aging.

The group recognized the fact that tremendous population changes now taking place because of increased life expectancy are basic to the whole problem of research and action in this field.

The following recommendations for research were given priority by the committee:

1. It was agreed that research is needed to point out and provide correction for errors in population data with respect to the older segment of the population. It is urged that agencies concerned with vital records intensify their efforts to obtain more complete and accurate information.
2. It was agreed that future estimates of the number and distribution and economic status of older people are especially needed.
3. It was agreed that nutritional studies of the aged should be extended and one of the most urgent needs is the study of institutional diet.
4. Further study is recommended into possible causes of mental disorders among older people and also the treatment and general care.
5. Studies of housing and living arrangements of older people on all economic levels.
6. Study of effects that the aged farm operators have on agricultural policies and practices.
7. We especially need to know the reciprocal attitudes of the older and younger generation and the community attitude toward these new responsibilities.

Therefore, the committee recommends the setting up of an agency to act as a clearinghouse for research on the problems of aging, working in the areas of public health, public welfare, medical care, education, recreation and other related areas. This agency would have the job of encouraging, developing and implementing interdisciplinary research under the direction of well-qualified personnel.

Four major functions would be somewhat as follows:

1. Maintain a continuous inventory and evaluation of research on various aspects of aging, and channel research findings to appropriate agencies.
2. Coordinate efforts to get research done. This would involve the collection of research problems, a knowledge of types of information available in various public and private agencies, good liaison work with colleges and university

graduate departments and research agencies in order to utilize their personnel and facilities as much as possible.

3. Aid in developing research projects with state or foundation support in some of the most pressing areas.
4. Aid in the development of research to evaluate the work and programs of the various public and private agencies dealing with the aged. State agencies should have a portion of their budgets earmarked for research and the evaluation of their programs, this research to be done in cooperation with other agencies and under the guidance and the consultation of well-qualified research workers.

DR. RUPERT VANCE, CHAIRMAN

DR. DANIEL O. PRICE, COCHAIRMAN

MR. R. EUGENE BROWN, RECORDER

#### EMPLOYMENT, EMPLOYABILITY AND INCOME MAINTENANCE

##### *Report of Section II*

Section II on employment, employability and income maintenance based its preliminary discussions upon materials prepared in advance of the Conference with regard to both the United States and North Carolina. It proceeded on the basis of the facts collected to analyze how recognized needs could best be met. It considered the special problems of older workers in industry, in agriculture, in white-collar jobs and in small businesses.

The following problems were considered to call for further study:

1. Employers when seeking employees generally place a top age limit on their requests. Considerable progress could be made in meeting the problem of employment of older workers if employers would raise the age limits or eliminate them entirely.
2. In certain industries and professions such as full-fashioned knitting, nursing and typing many workers face unemployment at a relatively early age due to the exacting requirements of the job. The Employment Security Commission and personnel departments should inform employees regarding available vocational educational facilities to teach them new skills. The public educational system should be used to the fullest extent in disseminating this information.
3. During a period of tight labor supply such as we are now experiencing, the older worker is able to find employment relatively easily. It is important to orient thinking and planning to the periods when there is a surplus of labor. This could happen at any time that the armed forces drastically reduce their numbers, or during a period of recession.
4. The mental attitudes of workers influence their ability to do their jobs. This is particularly true of the aged. Mental health clinics might help the

worker acquire a proper work attitude. The social service agencies and vocational counselors should also be able to help. The personnel departments of industry should be informed of, and requested to use, these services. Moreover, they should be more alert in recognizing emotional and physical instability in employees. The personnel departments and top management of organizations should assume the major responsibility for handling these industrial problems by providing counseling services within the organization or by seeking such services from outside sources.

5. Many employer pension plans require several years of service before the worker is entitled to a benefit. Some of these plans provide for a minimum payment. Both of these factors tend to reduce the older person's opportunity for employment since his remaining years of productivity would not be enough for eligibility. Since the employer would hesitate to retire an employee for age with little or no pension, the older worker is not employed. This problem needs to be given further study to find a method of employing the older person without his being a burden on the company retirement system.

The committee felt that the following specific recommendations with regard to employment, employability and income maintenance of older workers are in order:

1. It is recommended that employers having a pension plan, restudy it in terms of the possibility of eliminating the mandatory retirement age. Some other plan might be devised which would consider age as only one of the factors necessitating retirement. Other criteria might be productivity, adaptability and the availability of suitable employment.
2. It is recommended that increased attention be given to the definite need for retraining older workers in skills that will enable them to hold or obtain employment. Industries may institute such programs in their own plants as well as make greater use of the services available through vocational education and rehabilitation.
3. It is recommended that the North Carolina Department of Labor consult with the Bureau of Labor Statistics and the Institute for Research in Social Science at Chapel Hill regarding the possibility of making a survey of a representative industry to determine what variations there may be in production which can be attributed solely to age. At the present time no information is available on this important matter.
4. It is recommended that in order to meet partially the problem of income maintenance, those groups not now covered under the Old Age and Survivors Insurance program be included. These groups are chiefly composed of the self-employed farmers and professional persons and those agricultural and domestic employees who are not regularly employed.
5. It is recommended that the necessary steps be taken to meet minimum needs of old age assistance recipients. The State is now able to meet only 75 per cent of minimum need through an average monthly payment of \$22. Efforts should be made to reduce the number of recipients by extending

coverage under Old Age and Survivors Insurance, while at the same time increasing the amount of assistance payments.

DR. ELLEN WINSTON, CHAIRMAN  
MR. EDWIN N. BROWER, COCHAIRMAN  
MR. JOHN H. INGLE, RECORDER

#### EDUCATION, RECREATION AND RELIGION

##### *Report of Section III*

The committee was a sort of three-in-one, covering the important items of education, recreation and religion as they relate to the older age group. We found that they are more or less interwoven and we believe the planning of those who called this conference was wise in joining the three topics together.

We started our deliberations by hearing from committee members of the accomplishments to date in North Carolina in these fields, together with suggestions of needs to be met. Members spoke of the fellowship and religious inspiration and instruction being given to constituents of all faiths and of the need for enlarging these services to the elderly. The need for special counseling and individualized attention to older people was also emphasized. They believed that groups would be interested in working on education and recreation on a community basis and not just as denominational groups. They thought it important that these efforts be started in more communities.

The need for providing recreation for all ages was voiced. The proposed regional conference on recreation for the aging was discussed. Bibliographies in this field were distributed.

Emphasis was placed on planning recreation on an individual basis. We should also question whether we are planning in the best way to the purpose that life may be enjoyed to the end.

Representatives from Charlotte, Durham and Burlington told of the recreational programs already under way, Charlotte having an especially lively square dance team as a part of its Golden Years Meetings on Tuesday and Thursday of every week. Burlington begins its program with those forty years old. Durham has included a short series of educational discussions and lectures in its program so far.

It was pointed out that the North Carolina Federation of Women's Clubs has a committee on gerontology.

In regard to education, it was pointed out that little has been done in vocational training but that for any group of adults who wish work along this line and so request it, instruction will be provided by the State. An adult crafts program is in operation—weaving in the mountains, for instance, for the purposes of self-respect and sustenance. Some county schools keep in close touch with their retired schoolteachers.

The need of older people for affection may certainly be met in part by recreation in providing fellowship and friendship and in helping to minimize the problem of

loneliness. The need for adventure is met in learning new things, going on excursions, perhaps camping. Accomplishment in handicrafts and other ways satisfies the need for recognition. In addition, attitudes in the community toward its elderly should be changed by education and this additional recognition of the values of growing old may be felt by the general public as well as by the senior citizens themselves. And finally, a sense of belonging by being encouraged to have membership in a church group, in a recreational or educational group may lead to a greater sense of security and thus more happiness. Older people, like all of us, enjoy sociability and this need increases with the years but may often be made more difficult to obtain because of being uprooted from a former home to live elsewhere. Hence the community responsibility is the greater to seek out older persons and encourage them to join in groups or otherwise to make new friends.

It was suggested that perhaps recreational and educational needs may be met on a family basis in small rural communities, using teachers of music, art and physical education to train younger people as leaders in this field. This need for training leaders everywhere in the fields of adult recreation and education was brought out time and again. Such education of younger leaders means at the same time preparation for their own older age—we hope.

One item which the committee thought particularly important to emphasize is that the ability to learn does not necessarily decline with age. One member told of the satisfaction which a 98-year-old woman of her acquaintance obtained from having the opportunity to learn to write her own name and simple words. Psychologists have told us of the retention of learning ability and we should not let the excuse go, "An old dog cannot learn new tricks." Perhaps something is wrong with the teacher if this is so.

## RECOMMENDATIONS

### *Education*

1. That the State Legislature make appropriations to the State Department of Public Instruction for the implementation of an adult education program in North Carolina in view of the growing need evidenced at present.
2. That communities be encouraged to investigate and individualize adult education services at all levels of interest regardless of age.
3. That state-wide agencies be encouraged to extend adult educational facilities into rural areas.
4. That adult educational opportunities be extended to institutions for the aging.
5. That colleges and universities be encouraged to sponsor and administer (a) short courses, institutes and workshops for lay and professional personnel in the field of aging; (b) programs of study in preparation for aging; and (c) programs for the aging themselves.
6. That leadership training opportunities be provided in rural as well as urban districts.
7. That libraries be encouraged to expand their service as a center of information for lay and professional workers in the field of aging; and that libraries also be

encouraged to investigate the possibilities of additional services for older people by way of providing facilities for club work; movies; for reading services in the library, in institutions—such as hospitals for shut-ins, etc.—and to groups like churches who serve shut-ins in their own homes.

8. That definite plans be made to inform and educate the public generally of the needs of the aging as a means of changing attitudes. Films, radio, TV and the press as important media of communication for this purpose.

#### *Recreation*

1. That all organized programs of recreation give consideration to the aging in planning a balanced and individualized program of activities.
2. That special staff direction be given to this age area.
3. That the North Carolina Recreation Society appoint a state-wide committee on "Recreation for the Aging" for study, research and workshop procedure.
4. That all agencies, organizations and groups working with older people recognize recreation as a field of living and cooperate in planning this.
5. That state institutions for the aging, county homes and private agencies promote programs of wholesome recreation for individual and group values.
6. That the North Carolina Recreation Commission accept definite responsibility to act as coordinator of recreation interests in this age area, collect information, develop programs, sponsor institutes and workshops, and, in consultation with the recreation leadership of the State, work to obtain maximum results.

#### *Religion*

1. That churches and homes in various communities re-dedicate themselves to enriching the spiritual life of the aging.
2. That thoughtful consideration be given to the individual's religious needs.
3. That wherever possible, all churches initiate a program for the aging, or if that is not possible, that they support such programs in their community.
4. That religious groups arrange for the spiritual needs of the aging confined in their own homes or in nonsectarian institutions in the area.
5. That specialized homes for the aged should make provision in their programs for the religious expression of their residents.

#### *Final General Recommendation*

That the Governor be requested to stimulate and unify the various programs for the aging through either a State commission, a State council of all the agencies involved, or an annual State conference to implement and carry on the study and work of this 1951 Conference on Aging.

MR. RUSSELL M. GRUMMAN, CHAIRMAN  
DR. I. G. GREER, COCHAIRMAN  
MISS FRANCES JEFFERS, RECORDER

## HEALTH MAINTENANCE AND REHABILITATION

### *Report of Section IV*

The group considered the health services which have been determining factors in increasing the life span; the magnitude of the physical and mental problems of the aged; the full application of current medical and public health knowledge to the problems of the aged; the contributions allied professions could make to this group of older citizens; institutional care of them; and rehabilitation.

We also considered the influence on health maintenance and rehabilitation of economics, research, employment, health education, housing and family life, recreation and religion and the recruitment and training of professional personnel.

In fact anything that raises the standard of living and improves health was discussed.

The section on Health Maintenance and Rehabilitation wishes to make the following recommendations to the Conference:

1. That all the health professions, civic groups, county and municipal agencies, churches and the people-at-large be encouraged to study the problems of the aging and adopt more constructive attitudes.
2. That the process of aging and the care and treatment of older people be emphasized in general education; and particularly in the curricula of medical schools, nursing schools, schools of public health, religious seminaries and schools of social work.
3. That physicians be encouraged to practice preventive and psychosomatic medicine from adolescence on; and that the need for continued improvements and refinements in diagnostic methods be recognized; but that the necessity for careful personal history and practice of the art of medicine must not be overlooked, since no mechanical aids can ever substitute for them.
4. That provision for older people who can no longer remain in their own homes be made in homes or specialized institutions meeting their needs; and that such institutions be encouraged to develop rehabilitation programs.
5. That there be a broadening of the concept of rehabilitation service to include the rehabilitation of many persons now occupying beds in hospitals and mental and other institutions, who might be restored in varying degrees; perhaps a few suitable for re-employment, others enabled to care for themselves at home, and still others able to help themselves more within the institutional framework.
6. That present knowledge of nutrition be applied and added research be conducted by universities or other recognized research agencies.

DR. WINGATE M. JOHNSON, CHAIRMAN  
DR. J. W. R. NORTON, COCHAIRMAN  
MRS. MARIE B. NOELL, RECORDER



## FAMILY LIFE, HOUSING AND SOCIAL SERVICE

### *Report of Section V*

Within the areas of its coverage this committee has attempted (1) to determine the needs of older people; (2) to consider how such needs could best be met; and (3) to submit recommendations to the Conference.

Since the assignments of all six Conference committees are necessarily inter-related this committee has considered its function as focusing upon the specific segment assigned to it but with deference to the importance of the subject matter being studied by the other five committees. Our report therefore contains references to some matters primarily the concern of other committees. In general terms, we have construed our assignment to cover those services which are involved in making the lives of older people more interesting and worth living.

The needs of older people for services may be classified as:

1. Those services needed to maintain them in their "normal" setting—that is, in their own homes, with relatives, or at least outside of institutions or other group care.
2. Services needed for those requiring specialized care in groups or institutions.

Particular needs of the first group are better understanding of older people by relatives and others, greater acceptance within family and community circles, more adequate and specialized housing facilities, specialized homemaking services, integration with community activities which would provide sustained stimulation, and a changed attitude by the public-at-large toward a better understanding of the values of older people to society as a whole.

To best meet the needs of this group our committee believes every effort should be made to educate the public as a whole to the needs that exist. Workers with social, health and educational agencies, both public and private, church and civic leaders, and other interested local persons are urged to continue and redouble their activities toward bringing such needs to light and rectifying them as far as possible on the local level.

The needs of the second group are for vastly increased boarding homes, nursing homes, and institutional facilities, designed and operated along the most up-to-date lines. We commend the various efforts now being made by church, fraternal, and civic groups, as well as by public facilities but they are not nearly enough. Such group care should provide a variety of interesting activities and accommodations and should undertake programs which would result in a full and stimulating existence in so far as the individual person is capable.

We recommend, therefore, the following:

1. That every effort be made to educate the influential public as to the nature and extent of the problems and needs of older people. This of itself should bring about better understanding and relationships and a changed viewpoint toward group institutional care.
2. That every effort be made to inform younger people of the needs and attitudes of older people especially as to the importance of developing satisfying

- and diversified interests of all people in anticipation of later years.
3. Increased efforts and activities of all groups already interested in better provisions for older people.
  4. Information to be available locally as to construction of housing to provide special living arrangements for older people in private homes, such as the "mother-in-law" room or apartment.
  5. That increased efforts be made by the management of mental institutions to arrange for the local care of those older people who could be returned to their communities and that local public and private agencies increase their efforts to cooperate in this direction. We commend the efforts heretofore made.
  6. That the possibilities of providing specialized homemaking and nursing services on the local level be further explored.
  7. That employment of older people, quite apart from its economic advantages, is of extreme value toward a satisfying existence.
  8. That studies be made of the problems of the aged who are chronically ill to the end that more adequate facilities and services can be provided for this group.
  9. That the Conference act as a state-wide clearinghouse for all available information relating to older people, and that it encourage the utilization of various media, such as existing organizations and channels that might ascertain problems of older people and methods of dealing with them. To this end it is recommended that the Conference make contact with all available local and state-wide groups and officials.

MRS. ANNIE MAY PEMBERTON, CHAIRMAN

MR. REID WALL, COCHAIRMAN

GEORGE H. LAWRENCE, RECORDER

#### PROFESSIONAL PERSONNEL

#### *Report of Section VI*

The Conference Group on Professional Personnel felt that the nature and preparation for jobs in the area of service to the old could best be understood against a background of the general problem. Hence a review was undertaken of the problems of the old under the headings of income, health, place and mode of living, and goals of living.

For appraising policy to govern development of solutions in each of the problem areas three criteria were set up: (1) public opinion, (2) expert or professional opinion, and (3) opinion of the old.

The following general policies were approved in each of the areas reviewed:

Income: Those willing and able to work should be retrained. Those unable should be supported on a minimum health and decency standard of living.

Health: Health education in the special area of growing old should be given everyone in their younger years. The health problems of the old should receive

the same relative support as other age groups.

**Place and Mode of Living:** A wider choice of location and type of housing should be available to the old. Range would include both apartment and independent unit dwellings.

**Goals for Living:** A special counseling service not now available should be developed.

On the matter of action programs the consensus was that no new agencies or administrative machinery were needed. Rather, on all levels, public and private, local, state and national, those agencies dealing with the same problems of other age groups should expand their services to include the old.

There was a division of opinion as to whether gerontology was a separate discipline. Other than in medicine the majority opinion was that a generalist rather than a specialist approach to training would be more advisable.

A survey found that only twenty-two of the fifty-eight North Carolina undergraduate colleges gave any attention to problems of the old. None of the twenty-two gave a course in gerontology. Problems of the aged when noted were taken up as brief units in general courses, most frequently in introductory sociology.

In graduate and professional schools only one course in gerontology or geriatrics is being offered at this time. Other than the inclusion of diseases of the old in general medicine the maximum special attention to geriatrics and gerontology appears to be the 22-hour course in gerontology in the curriculum of public health nursing at the University of North Carolina. This course, established at the University four years ago, is the first and at the present time the only such course in professional public health training in the United States. The same course was established at North Carolina College at Durham in 1950.

In view of the increasing relative numerical importance of problems of the old in the over-all context human welfare and the small attention now given to training personnel to staff agencies dealing with welfare problems of the old, the group makes seven recommendations:

1. That the State Department of Public Instruction increase the emphasis on the study of the problems of older people in the public schools of North Carolina.
2. That the report of this Conference be transmitted to the President of the North Carolina College Conference, with the request that its content be disseminated to the Conference membership and that their attention be called particularly to the need for undergraduate training in problems of older people.
3. That the School of Social Work, University of North Carolina, be requested to increase and strengthen the emphasis on problems of the older citizen.
4. That the School of Social Work initiate a program of adult education to train and retrain in-service personnel in meeting the needs of the aging.
5. That the county commissioners and agencies now working with problems of the old be requested to assist their staffs in taking the training provided in the adult education program suggested in recommendation number four.

6. That the courses given by the Department of Nursing, School of Public Health, University of North Carolina, and at North Carolina College in Durham be continued and strengthened and that the appropriate accrediting agencies emphasize the integration of geriatrics in the basic curriculum for schools of nursing and in the curriculum of medical schools in North Carolina.
7. That this Conference be continued on an annual basis as a part of the adult education program.

**DR. FRANK T. DE VYVER, CHAIRMAN**

**DR. FRED HUBBARD, COCHAIRMAN**

**MR. REX WINSLOW, RECORDER**

## NORTH CAROLINA LOOKS AHEAD FOR ITS AGED

*The Honorable W. Kerr Scott, Governor of North Carolina*

During my administration I have been particularly concerned about those steps which will improve general living conditions for all of our people in this State. I do not need this morning to emphasize the importance of such matters as good roads, and rural electricity, and telephones. But those are areas in which progress helps all the people of every age group. This Conference is particularly concerned with just one segment of our population, namely our older citizens, and how we may together look ahead for our aged.

Through the years, North Carolina has had what was known as a young population. Our people have been mainly children and young and middle-aged adults. But now that population trends are changing, we are finding ourselves in the position of being a State with an increasingly higher proportion of older citizens. You have been discussing these trends and the resultant needs and problems during these two days. It, therefore, would be inappropriate for me to review those particular matters upon which you have brought to bear your specialized interest and knowledge. Rather it is pertinent for me to express my appreciation for your coming together in this Governor's Conference on Aging to give to the State your best combined thinking with regard to how we may make needed adjustments in order to meet the particular problems growing out of a larger proportion of persons in the older age group.

I am proud of the fact that during my administration we have taken certain steps in both the 1949 and 1951 legislative sessions which through law help to meet some of the needs arising out of our changing age distribution. We have increased the State appropriation for oldage assistance in both 1949 and 1951. I am cognizant of the fact that the appropriation is still too low, so that the monthly payments are inadequate to meet a minimum level of living. It is none the less true that we have made efforts to increase the amounts allocated for this important program for older people. Also, the 1949 General Assembly provided me with the machinery for setting up a special commission to study the problems of the aging. This commission, recognizing the fact that it could deal with only a limited segment of the problems, reported back to the 1951 General Assembly. One major result was the enactment of an enabling statute which will make it possible in the years ahead, I believe, to facilitate the removal of more persons in the older age group than formerly from our State mental institutions. This, in turn, will make it possible better to meet their needs on an individual basis. We have also strengthened the State Retirement system and the Local Governmental Employees Retirement System during these sessions of the General Assembly. We furthermore had the necessary legislation prepared to take advantage of the amendments to Old Age and Survivors Insurance programs so that those municipal and county governments which wish to do so may come under the provisions of Old Age and Survivors Insurance. Our older population is in greater need of hospital and institutional facilities than other age groups and we have made real progress during these last few years in meeting their needs by supporting the hospital building program

and by increased appropriations for both buildings and maintenance in our system of State institutions. We also set up a special fund in 1949 for cancer patients and made provision in 1951 for an institution for cancer patients. These things we have done specifically at the State level.

I also am aware of the many steps that have been taken in the individual communities and counties under both public and voluntary auspices. Through such concrete measures as improvement in the county homes, the promotion of boarding-home facilities for older people, the development of health clinics around those diseases, such as cancer, diabetes, and diseases of the heart and blood vessels, that are particularly serious in the older age group, concern for programs of adult education and vocational rehabilitation in the older groups, specialized recreational programs, and so on, we have made measurable advances. Also, several of our denominations have outstanding programs of services for older persons. These you have talked about during these two days in much more detail.

I want to stress the importance of continued interest throughout the State in meeting needs of people as they grow older and in making the necessary adjustments at the community level where these people live. Those of you in attendance at this Conference have a definite responsibility for helping to stimulate concern for our older citizens and for developing needed programs.

It is fine to have state-wide programs and tremendously important that we strengthen in every way possible the services of the State to our older citizens. At the same time we provide for their particular needs where they are. In helping to provide more effectively for meeting their needs it is important that we realize that they themselves should have a great deal to say with regard to what is done and how it is done and that in the last analysis our best efforts are those which will help older people to help themselves. Attitudes toward aging are rapidly changing on the part of the general public and of older people themselves. It is not a matter of relegating them to a less important place in our democratic state but rather of making greater utilization of their ability as productive workers and of their wisdom and their experience.

I, along with other State officials, will be studying carefully the reports from this Conference. I pledge to you my support during the remainder of my term as Governor in trying to carry out such of your recommendations as are feasible from the point of view of State government. It is my sincere belief that this Conference is an important milestone in building for the future, for the future of a major segment of our population.

## CHALLENGES OF LONGER LIVING

WILMA T. DONAHUE, PH.D., *Chairman*

*Division of Gerontology  
Institute for Human Adjustment  
University of Michigan*

I have chosen a rather exalted title—"Challenge of Longer Living." I perhaps might better have elected to talk about "The Tale of the Burned Lamb Chop."

Last week, a waitress asked my permission to seat a lady at my table. My new companion, a pretty pink-cheeked older woman, smiled brightly and confided merrily that she had burned the lamb chop she had expected to have for lunch and had therefore come to the restaurant to eat. Now, we psychologists believe that people often quite unconsciously cause certain incidents to happen in their lives in order to satisfy unrecognized or unacknowledged desires and motives. And I wondered why my little lady had burned up her lunch. I soon learned when she said, "You know, I was almost glad when I burned that chop and could come out to eat where there would be other people." She lives alone and finds that the most lonely moments of all are those when she must sit down to eat by herself. I learned many other things about her: she is a widow; she owns and manages an apartment house; she has sufficient means to maintain her the rest of her life, *if* she does not have a long hospital illness; she has three married children who live in such faraway places as Panama and Hawaii; she cared for and supported her invalid sister for three years before the sister died; and she manages to keep busy now largely by filling her time with such activities as card-playing and visiting. She told me all of these things in a matter-of-fact conversation and under the stimulation of my friendly interest. "Yes," she said, "I keep very busy, and yet I wonder what there is left in life which is of value when one is no longer needed—my children would be sad, of course, but it would make no real difference in the life of anyone if I were to die tomorrow." We shared a moment of sadness together.

And then I found that I had to challenge her—challenge her in behalf of all the other people who are seeking the meaning and satisfactions of that period of years in which we live our old age. I could not keep from pointing out that what she feared and what she wanted were no different, except in degree, from what most older people fear and want. Like many others, she is lonely, even though she occupies her time with busywork. Although she now has good health, she, like others her age, fears prolonged illness which will deplete her funds and destroy her financial independence. She has a pleasant place to live, and yet she is lonely in her home because she craves an intimate sharing of family life and companionship. And she, in common with others in her generation, has lost the meaning of life because she can see no opportunity to express herself in service to others as she has done in the past to her husband, her children and her sister.

What she and many others of our older citizens have failed to recognize is that the solutions to these problems can, in large part, be achieved through the combined efforts of older people like herself. As people age, their responsibility for



their immediate family members usually diminishes, so that they are free to a greater extent to turn their attention and invest their energies in service to the larger family of mankind.

This year I have learned just how much resource older people have for attacking the problems which confront them as a group. In one of my classes for old people, I suggested that the class divide into small groups and undertake projects of their own choosing. Three groups were formed. One elected to study the satisfactions and dissatisfactions of older people with the church; another chose to investigate the employment and training opportunities for older women in the community; and the third group studied how to establish a community activities center for older people.

The work of all three groups was fascinating to watch, but as an illustration of my point, I would like to describe the work of the latter group—the one concerned with the establishment of a community activities center for older people. This group was composed of three old ladies between the ages of seventy-five and eighty. As a first step, the ladies wrote essays on “The Needs of Older People.” They then analyzed these essays and identified the needs which could logically be met by a community center. Following this, they assigned themselves the problem of finding out how many needs of older people were already being met by the community and which agencies were meeting them. For this work, they designed an interview schedule and set out, without benefit of transportation to interview fourteen organizations, such as the YMCA, YWCA, Family Service Agency, Church Council, etc. When they examined these data, they found that the agencies were offering practically nothing in the way of educational, recreational, hobby, employment, or social programs for older people. At best some were including older people in their counseling services. The group then analyzed on a great chart, which they designed, the programs and facilities of eighteen day-centers for older people and learned such things as the ages served, the fees charged, the amount and kind of trained leadership, the number of rooms and the equipment in the centers. They also tabulated the nature of the educational, recreational and other types of programs offered. Finally, an eighty-mile field trip was arranged on which the group visited a center in operation and interviewed its director to learn costs, possible sources of funds, and so forth. At the present time, these three old ladies are preparing a report with suggestions and recommendations, which they have been invited to present to the Committee on Aging of the local Council of Social Agencies.

These are not exceptional people; they have not been the leaders in the community; not one of them graduated from college and only one completed high school. Yet, through their own intelligent efforts, they have ventured to find a solution to some of the problems of people their age.

In recognition of these accomplishments of my older class members, and because of my personal faith in the abilities of old people, I recruited my luncheon companion of the burned chop to serve on the local community committee of the Governor's Commission on Aging. I predict not only that she will find a renewed interest in living through this service, but also that she will become a valuable working member of the committee.

Unfortunately, many community leaders and planners do not yet realize or accept the fact that lodged in our older citizens is an untapped reservoir of ability to work out their own problems if opportunities are provided. Our traditional and outmoded attitudes toward old people cause us to *set them aside to mold on the shelf*, an act which we describe euphemistically as *giving the old people a chance to rest and play*. However, as Mr. Tibbitts pointed out last night, to do less than *conserve through use* the potentialities of our older people is to be guilty of a wanton waste of human resource. Why should not old people predominate on the committees which are established to study their problems? Why should we expect them to be satisfied with recreational programs alone, when they or their acquaintances need a place to live, or something to do to earn a livelihood, or medical care for which they cannot pay, or a role in the community which insures their continued self-respect?

If giving the major responsibility for working out these problems to the older people themselves were to achieve *nothing* else, it would provide purposeful functions for them. In our culture, there is a deep-seated need for the continuation of useful activity as long as life endures. Yet, millions of older people now suffer the frustration of loss of social and economic usefulness, which in most cases is disproportionate to their actual decline in mental and physical capacities. Sometimes old people become sick when there is no other avenue of escape from continued frustration, and when it becomes obvious that the community considers them expendable. But let me tell you about one woman who *can't afford to die now*. Her story begins when a wise teacher, in place of punishing her pupils for throwing stones at an old man, suggested that they should find out what old people were like. As a part of this plan, the youngsters invited all the old people in the neighborhood to come to the school for a party. Among the twenty-five or more who came was one woman who had been ill for several years. When it was her turn to tell the children about herself, they discovered that as a young woman she had traveled all over the world, and that she had many fascinating stories to tell of the people and customs of other lands. Delighted with her, the children invited her to become a regular member of their geography class. She accepted their invitation and came to class each week to teach them about the countries she had visited. Sometime later, when one of her friends inquired about her health, she replied, "Oh, I have never felt better, I know now that I was not really sick. It was only that I didn't have anything worth while to do. You know, I can't afford to die now, because my community needs me."

How long, I wonder, will we continue to set people aside merely because the relentless march of time brings the inevitable day when age must be acknowledged? How long must we be guilty of forcing people into idleness and illness, by our failure to offer them opportunity to prepare for this period of life? From the point of view of both mental and physical health, the central problem is to provide older people with a sense of participation and continuing purpose in life.

We cannot ignore the importance of work as a medium through which participation and purposeful activity are achieved. Work is of enormous importance in our system of values. Throughout childhood we are taught the necessity and

value of work, and contemporary education emphasizes the practical aspects of living and working. Our personal success is measured very largely in terms of the job we hold. But perhaps even more deep-seated than these social implications of work is the value of work in meeting some of the biological needs of the individual. Professor Carlson, the noted psychologist, argues most convincingly that work is a biological duty of the organism, because a living organism can only be maintained in prime condition through the chemical processes of bodily metabolism. For example, a muscle that is active or has just been active takes in nourishment from the blood, while a muscle that is kept inactive, as when a broken arm is bound in a splint, loses some of its substance to the blood and gradually atrophies and becomes a useless thing. There is every reason to believe that *mental work* is also essential to the maintenance of brain structure. Recently, when I explained the importance of continued mental activity to one of my classes of old people, one of my students illustrated this point for me, and also threw into dramatic relief the importance of work to the general welfare of the individual. He said: "I know you are right because it happens to me. I am sixty-eight years old. Five years ago, I became sick and lost my job. Since then I haven't been able to get regular work, although I keep trying. After I have stood out in the employment yard all night in the cold and snow, so that I will be among the first in line in the morning, and when I am turned away because I am too old, I feel numb all over. I can't think, and I can't talk—sometimes for weeks at a time. But then if I get a job, I suddenly find that I can remember so many things that seemed entirely gone; I can talk to people again, and I have a great sense of mental and physical well-being."

How many men die too soon because they are turned out of their work? An executive of a great industry in the East recently described for me the details of his company's pension plan under which the worker retires at sixty-five years of age with an average income of \$175 per month. He told me of this rather adequate financial arrangement with considerable pride and was startled to learn that the average of eight years which the workers were living after retirement was five years less than the normal expectancy of people attaining the age of sixty-five. He had no explanation for the difference in longevity and he now plans to carry on some research to learn the reason. I wonder if the explanation may not be found in the total absence of something useful for the retired workers to do.

Donald Liedel, the poet, describes with poignant understanding the psychological effects upon a man of retirement from his work. One day as he wandered about the docks, he watched an old seaman stranded by age. And wrote these lines—

"His large hands caressed each other aimlessly, lost, without work they knew,  
wanted to do . . .  
. . . the lonesome man showed sadness; the empty berth always brought  
sadness, but this one especially so; ashore you die so slow."

—Retired, by Donald E. Liedel

The poets and the rest of us may recognize the problem of work—remunerated or otherwise—as the major problem confronting our aging population, but it is nevertheless difficult to solve. The vicissitudes of a changing economy, the constant threat of a catastrophic social upheaval, the long ingrained prejudices against the older worker in an industrial society built out of the premiums of youth all militate against an easy resolution of the need for continuing in meaningful work activities.

For these reasons, there is perhaps no other area in which the older person will need so much assistance as in finding work roles which are consistent with his changing capacities and persistent needs for the continuation of personal growth. We must direct our imaginations into new fields and draw from them previously unthought-of opportunities. In how many communities are there old men and women who might be brought into the geography or history class, the manual training shop, or the homemaking laboratory? One exciting experiment now under way in Michigan provides for the development of a product which makes use of materials indigenous to northern Michigan. Older people are being trained in this project to a level of highly skilled craftsmanship, so that their productions will be of enduring value and beauty. The ultimate goal of the experiment is to put this product on the market so that the older individual may have a new source of income. This development is similar to the silversmith guilds of New Hampshire, where the guilds receive large contracts from New York merchandisers to be filled by the many craftsmen over the state who work in their own homes. These people earn an average net wage of about one dollar per hour. If they work on a part-time basis, perhaps for example twenty-five hours per week, they may add as much as one hundred dollars a month to whatever other income they have.

One factor which interferes with the development of new and untried enterprises for older people is the belief that they are content with the rocking-chair roles and passive existence to which society retires them. Gradually, this myth is being exploded, as old people demonstrate their capacity for productive action and for living the same roles they enjoyed in the past.

I would like to take time to tell you about one of our research studies which is now in progress. We are attempting to measure the effects of an activities program upon people living in old peoples' homes. We visited many institutions in order to select our experimental and control homes, and we found, almost without exception, that they were filled with old people who were rocking away—passively waiting the call of the Grim Reaper. You may well ask me if this is not representative of the kind of life these old people prefer. During the first few weeks of our study, we had occasion to ask ourselves that very question many times. As we went about our work, which involved calling upon each resident in order to become acquainted and explain our plans, doors would be closed and locked in our faces, or if we were admitted our suggestions were met with negative attitudes. These people did not talk to us, but neither did they talk to one another. They each kept their doors closed, complained of complete exhaustion, and regularly spent many daytime hours in bed.

But research is a relentless taskmaster. Once the study began, rebuffs and difficulties could only be accepted as challenge. This week, if you could have looked

into one of these homes you would have seen how the challenges had been met, and you would have observed some of the outcomes. At their own suggestion, the old people have taken over the planning and execution of the weekly party. For the first time in years, the women are able to buy and prepare food; they are using for the first time the beautiful kitchen with which the home is equipped; they are planning and carrying out their own home talent show. The empty corridors are full of busy planning, chatting people. In fact, there has been some complaint that there is too much corridor noise. Groups are getting together for the first time in the rooms of the residents to talk and enjoy companionship. Perhaps one of the most gratifying comments of all was that of one woman who said: "You know, before you people came out here, we just thought we were done for and couldn't do a thing, and now everybody is busy." Of one thing we feel quite sure—a new measure of happiness has come into the lives of people previously doomed to the slow deterioration of neglect.

What is to be done to help old people find these new roles, to help them keep useful, to provide them the opportunity to study their own needs, and to give them a major part in the solution of their own problems? It is from such conferences as this one that answers to these questions come. Each one of you, every community you represent, every organization and legislative body have their parts to play in charting the patterns for the aging population.

Modern group psychology treats individuals as contagion points in a group and actually measures the extent to which a person "contages" a group. It would not be possible to have been a part of this conference without having become "contaged" with the importance of the problems of the aging, and each conference member now has the responsibility of becoming a point of contagion in his own community.

What are some of the specific ways in which this contagion can be transmitted? Let us begin with Governor Scott here. He illustrates what can happen when a Government becomes "contaged." For example, he has called this Conference. We may hope that he has become "contaged" to the point where he may appoint a commission or committee on the problems of the aging in the State of North Carolina, similar perhaps to the special commission which has functioned so effectively for the past two years. Such a group could survey and evaluate existing programs and facilities for older people. It could investigate the basic situation with regard to economic security, employment, health, living arrangements, and educational opportunities for older people and determine the programming implications for state and local agencies, both public and voluntary. It could encourage the establishment of local community committees to conduct demonstrations and pilot studies in order to set the stage for applied programs throughout the state. It could serve as a coordinating agency for the work of many departments serving older people. And it could help define needed legislative measures. Such a study group would need to have a continuing existence, because the problems inherent in an aging population *are not susceptible of quick, easy or permanent solution*. Rather, the task is one of serving as a focal point—studying, stimulating, and

consulting as the situation emerges and is defined and re-defined through studies of needs and observation of programs which are initiated.

An alternative or supplementary measure could be found in establishing a permanent legislative committee, similar to that of the State of New York, which may serve in both a legislative and nonlegislative capacity. Interdepartmental committees of state departments are also useful in providing a means whereby their various services to older people can be coordinated, and from which inter-related survey and research studies can stem to furnish data useful to both legislative and community groups.

But I have not intended to dwell upon the assignment for governmental agencies. Nor do I mean to imply that the responsibility for the solution of the problem of an aging population is primarily to be found through legislative channels. Every institution and every individual has a share in this undertaking.

How, Colonel Harrelson, can our colleges and universities assist? One first step might be the appointment of an interdisciplinary faculty committee which could review the total problem of aging and could itself serve as an institutional point of contagion. Second, the content of courses might be examined and revised in light of the implications of the changing population for all social institutions. Third, special courses could be provided to prepare specialists for dealing with the older adult, just as in the past we have trained specialists for service with children, adolescents, and young adults. Some of these courses could be in the form of institutes or in-service programs for people who are already in agencies serving the older adult. For example, short courses in management for the operators of old-age homes, in geriatric nursing, in nutrition for older people, or in geriatric and industrial medicine as it applies to older people might be offered. Fourth, colleges and universities should provide educational opportunities for old people themselves. At Michigan we have found out not only that old people can learn, but that they want to learn and that they will enroll in courses which are offered especially for them.

One old gentlemen of eighty-one years, who pays me a visit in my office each morning, advocates a college for old people, with its own campus and its own faculty. He believes that old age is a time of life when the individual must learn to live under changed biological, social and environmental conditions. In the college which he suggests, each old person would be evaluated medically and a training regime would be set up accordingly. Emphasis would be placed on learning the daily routine of good living, and also on the necessity for continued mental activity and social experience. It is an intriguing idea, and I hope that some college in a moderate climate like that of North Carolina will undertake to establish such a school.

Adult educators in the public schools have an opportunity to provide similar training programs for the older adult. They may also have the added advantage of being able to develop cooperative programs with industry for the training and retraining of older workers, as has been done for youth.

Most of you will find the opportunity for expressing your interest in the problem of old age in your local communities. This afternoon, you will return to those

communities inspired, I hope, to start in them an epidemic of interest and action for the aging.

You have already worked out your plans during these two conference days. I can only recapitulate briefly. Your first objective will be to make people acquainted with the needs of the aging in your towns and counties, and with the existing facilities for meeting these needs. As an initial step, why not call a meeting of all interested persons to hear a report from this conference and to make plans for future action. A second step might be for those of you representing a single county or several adjoining counties to constitute yourselves as county or regional committees of the North Carolina Conference on Aging for the purpose of sponsoring local institutes on aging. The program of the institutes should include reports from the local employment office, from the offices of vocational rehabilitation, from the churches, from the councils of social agencies or their individual constituents, from the director of adult education, from the local county health officers, from the bureau of social aid and public welfare, from farm agencies and from the older people themselves. After the facts are known, plans can be devised to unite the efforts of all agencies in a planned program to meet the needs of the older citizens and to assist them in making full use of their assets. At this point, a local survey to define the wants and needs of the old people in the community should be undertaken. Such a survey is important and will yield basic information essential to planning. However, contrary to custom, I do not believe that it need be the first step. Too frequently, a survey is made, recommendations are formulated, and the report is carefully filed away to lie ignored and, hence, useless. When sufficient progress has been made so that the results of a survey are essential to next steps, it is far more likely that the data will be collected with intelligence and incorporated appropriately into planning.

I need not follow the line of community action further. Your knowledge and inspiration are already such that they will kindle from the torch of your imagination. North Carolina has made its choice—it has recognized the importance of its aging as a group and as individuals. You have been a part of that choice. And your goal now is to translate the choice into action, to experiment, to set up demonstration programs, and to report your findings to the nation. In these ways, you will contribute to the continuing leadership of your state, so well expressed already in this unique conference.



## CONSERVATION OF OUR AGING POPULATION

CLARK TIBBITTS, PH.D., *Chairman*

*Committee on Aging and Geriatrics*  
*Federal Security Agency*

First of all, I must try to convey to you something of the special gratification which has come with your generously offered opportunity to have a part in this forum on aging. It so happened that it fell to me to serve as director of last summer's National Conference on Aging. Thus, it seems to me not only all of a piece, but a circumstance filled with great promise for the future, that North Carolinians should have come together these two days for the same purpose and in the same spirit that impelled citizens from most of our states to meet in Washington a little less than a year ago.

Both meetings, I believe, will prove to be markers of our advance as a people toward the goals of democracy. The bastion and hope of the liberty-loving the world over, we are passing through critical times. Even as we prepare for whatever a threatening future may hold, grave problems connected with an aging trend in our population have come into view. They constitute a challenge to us all. They must be dealt with community by community, state by state. Our Federal government must help. Means and methods will differ, as do local conditions, local traditions, local ways of doing things. But the objective, of all of us, will be the same. That is to find the right way—the genuinely American way—by which to resolve these new problems in our national life. It is my feeling that this North Carolina gathering, like the National Conference on Aging, is clearly expressive of the steadiness of the American outlook, the continuity of American purpose from the founding to today. To me it is proof of the kind of thinking which, through all our history, has brought Americans from their diverse occupations and interests into deliberative assembly for sincere and open-minded exploration of common problems, for the common good. Therein lies inspiration, and the basis of my appreciation of your invitation to meet with you.

Now at first blush it may seem a bit odd that a public servant at work in a Federal Security Agency program in the field of aging should have elected Conservation as the topic of his contribution to your discussions. This area, it may reasonably occur, could better be left to the spokesmen of, say, our Department of the Interior. True enough, if we are to be content with confining the word within the comparatively narrow limits of the connotations given it through much usage. But are we?

Even those whose special interest is land conservation give the word its truer and broader meaning. As a matter of fact, I have taken my text, so to speak, from a prominent spokesman for our Department of the Interior—Mr. Marion Clawson, Director of the Department's Bureau of Land Management.

### *Conservation—a Definition*

"Just what do we mean by conservation?" Mr. Clawson asked the graduating

class of the Eastern Montana College of Education in a commencement address at Billings early this month. Then he proceeded to answer his own question.

"Conservation," he said, (and I quote) "means the maximum, continued use of resources both material and human. I believe that all parts of this definition are equally important. Maximum use is essential for the greatest productivity of our resources. Likewise, efficient use is necessary in order to achieve that maximum. By conservation we do not mean a feast today and a famine tomorrow, but a continued use of resources for the longest possible period." (Unquote)

It occurs to you, of course, as it did to me when I read Mr. Clawson's remarks that what applies to land management applies with equal force to our management of that vast resource represented by the older group in our population. What is to be said of our claim to efficiency while the experience, special talents and acquired skills and wisdom of millions of our seasoned men and women are all too commonly thrown aside as though by the centrifugal force of a high-powered economy geared to youth and speed?

So far as I know, the head of our Bureau of Land Management was not asked this question. He might as well have been, for he gave the Montana students what seems to me a peculiarly satisfying answer to it. I think you will agree that it applies with compelling precision to the business that brings us here today. I suggest that you mark it. Here it is:  
(Again I quote)

"While conservation relates very largely to the use of material or physical resources such as land, and the resources above and below the earth, it can apply also to the use of *human* resources. When we are considering the use of physical and natural resources we are concerned primarily with how these resources contribute to human welfare. Thus defined—this from an administrator of land management—"conservation is an attitude of mind, rather than a specific program of any kind. Conservation in this sense of the word involves *primary emphasis* upon *human values*. We are concerned with the *maximum well-being of the individual*, both now and in the future. We definitely do not want to lock up resources and withhold them from use, but on the contrary we want to make the *maximum* present use of them which is not incompatible with a continued use in the future."

### *Human Conservation*

That is the end of the borrowing from Mr. Clawson. I have no conscience about it, because I know I would have to look far for a combination of words which could go so directly to the heart of the problem which confronts us here. It is, in its essence, a problem of the conservation of an aging population. Its solution will be found through a cultivated "attitude of mind, rather than through a specific program." It calls, primarily, for placing emphasis upon human values. It is concerned with "the maximum well-being of the individual," and the maximum effective use of our population, of all age groups.

In a gathering such as this I can see no valid reason for spending good time in statistical analysis of the aging problem. You have collected statistics and made

surveys both in your welfare department and in your university. The figures have become a special interest to you. There is mounting evidence, I am happy to report, that awareness of them and their significance is spreading throughout the country. Community activities, new university extension courses, conferences, institutes and new research projects—all are reflecting public recognition of problems implicit in the fact that the age level of the people of the United States has been rising at a rate which indicates that by 1975 some 13 per cent of our total population may be sixty-five years of age or older; and that while this has been going on our highly industrialized economy has been throwing a larger and larger proportion of these older people into disutility.

You and I see, and the country-at-large is beginning to see, that here is an anomaly packed with trouble, if not peril. Communist aggression the world over has forced us to superimpose an expanded defense program upon a civilian economy booming along at record levels. We have undertaken a limited mobilization of our resources for defense. Conservation in its broadest sense has become vitally important. Somehow, we must find ways by which “to make the maximum present use of our human resources which is not incompatible with a continued use in the future.” Instead of discarding workers who are in the later years, we must set ourselves to work a shift in mental attitude which will mean, instead, a discard of outworn and now dangerous ideas of chronological age as a measure of capacity and potential productiveness. This, at any rate, is a conclusion I have reached. I believe that by working in this direction we shall soon arrive at sound ways of dealing with both utilitarian and humanitarian aspects of problems of an aging population. I believe, too, that we shall then find that the humanitarian and utilitarian factors are inseparable, the one dependent upon the other; I believe that eventually we shall come to accept, as a principle of our free society, that the community must make a primary concern of the security, productiveness and well-being of the individuals who go to make it up. That will be conservation.

#### *Contribution and Contacts As Aging Needs*

I assure you that I am perfectly well aware of venturing to open here a large area for argument. To be on the conservative side, I would say that we are still somewhat short of unanimity as to whether and to what extent productiveness is an essential of the later years. Looking back over the deliberations of the Conference on Aging last summer, I believe it is correct to say that greatest heat was generated over the question of the role of the older worker in the productive economy. The question of employment was debated in at least half of the sections.

I think the divergent points of view may be summarized somewhat as follows:

One group includes those who believe older people do not have the capacity for continued productive work; that their services are not needed; that they have made their contribution and are entitled to rest; that pensions representing some fraction of their former earnings will allow them to meet their simplified needs and to live in contentment.

On the other side are those who see older people as wanting to continue

in useful roles; able, by and large, to continue in productive employment and certainly if jobs and working conditions are matched to their capacities; as needed during the period of mobilization at least; as being too great an expense to maintain in retirement. This group does not accept the contention that human needs are simplified with accumulation of years.

Now, I don't mean that there is a clear-cut dichotomy. There are gradations of opinion. There is a good deal of overlapping in viewpoint and many people look at only part of the picture. Nevertheless, I think that if the pros and cons are collected they would appear about as I have indicated.

My own view of the situation and that of most Conference participants conform more closely to the second of these two positions. The more I learn in this subject of aging the more I become convinced that the fundamental need of aging people—perhaps the essence of the whole problem—is their desire to continue as full-fledged members of the community.

Older people, by and large, have the same need to be wanted that all of us have. They have a compelling desire to feel useful, to be appreciated, to be recognized for their importance, in short, to be a necessary part of things. In addition, there is no loss of desire for love and companionship as it is found in family relationships and in close friendships. Finally, there is the need for self-respect that comes from independence, both financially and in terms of self-management.

Conversely, I think perhaps the greatest fear older people have is that of being set aside as useless, financially dependent and unwanted. We need a great deal of research in the aging field but we don't need to have this point proved. There is evidence in the fact that nearly three million older people are still employed and in the fact that most who retire do so involuntarily.

There is evidence from all who have interviewed older people who have retired or are faced with retirement from gainful employment or from homemaking. These interviews turn up instance after instance of hunger for something to do and of great loneliness from lack of family and social contacts.

There is evidence from older people who are being brought into panel discussions. I have listened to many of them—indeed they have supplied most of what I know in this area. The ones who are enjoying life are busy, they have recognition for what they are doing, they have human companionship. All insist upon the importance of having the means to participate and opportunity for self-expression.

### *A Cultural Lag*

Meeting the needs of older people is not an easy task. For one thing, their needs cover nearly the whole range of human activities. In addition, older people are individuals and their interests and circumstances are infinite in variety. The principal problem, as I see it, however, is that the older people of 1951 are living in a culture that was not built for them, that has moved away from the roles we have assigned them.

In the hand economy of earlier years, primarily agricultural, the sense of usefulness was derived from having a positive role in the productive family group. Most people lived through the reproductive period and then died. Those who lived beyond middle life were relatively few in number and had little difficulty in finding useful work.

The transition to mechanical production and the use of power has tended to freeze older people out. The number of older workers employed has increased but the proportion in gainful employment dropped by almost one-half between 1890 and 1940.

Family life has changed, too. Most workers earn their living outside and have no economic need for the older generation in the home. Indeed, many young people leave the community of their parents. Social interests of the younger generations also tend to be focused outside of the home and do not include grandparents. Standards for children are higher, producing greater competition for family income. Families are smaller and parents are living longer, thus placing a greater burden on the fewer children who do try to care for their parents.

Put briefly, we are confronted with a cultural lag. Technology and changing family life are leaving older people stranded, with the feeling of being unwanted. The job before us is plainly one of re-incorporating aging people into the total life of the community.

Society must invent ways of meeting the needs of aging people so that they not only feel but are a part of the social system. It is not a task of social and welfare work, although that is a part of it. It is not doing for older people, though some require that. It is actually conserving their potentialities—creating an environment in which they can employ their skills, experience and wisdom in making continuing contributions, not for themselves alone but for all of us. It is the job of substituting a contributory status for one of dependency.

And, I repeat, it appears to be a community job and not one for the individual families that have older people in them. If we accept the analysis I have tried to make, we recognize that the shift is away from family responsibility to community responsibility.

### *The Neglected Resource*

Two groups of our aging population call for special consideration in any examination of the requirements of human resource conservation. The one is comprised of the men and women from about thirty-five to sixty-five who are in the earlier stages of the aging process. There are sizable numbers in this group who are barred from employment by age barriers set by employers, not excluding governmental agencies. The other is comprised of men and women aged sixty-five and over, three-fourths of whom are not in the employed labor force.

For the purpose of this analysis, suppose we limit ourselves, for the time being, to the conservation area represented by the second group. Basing our calculations on Bureau of the Census data for 1950, we may estimate the present number of persons in this group at nearly thirteen million. At one extreme are those—about

a quarter of the total—who are gainfully employed. At the other extreme are perhaps two million who are too infirm or too ill to work any more, and who need and deserve adequate care and the greatest possible measure of comfort. Between these two extremes lies a resource whose vast potential is a present and insistent call for conservation in the true and full sense of the word. In this group are millions—perhaps seven or eight millions—of men and women who are either physically and mentally fit and eager to work; or who can be rehabilitated for work; or for whom activities can be devised and provided which will serve as substitutes for direct participation in our industrial or public service work force.

### *Some Conservation Experiments*

Many experiments are going on in various places across the country designed to utilize the capacities of this middle group. We do not yet know how successful they are.

Some business and industrial establishments are retaining or bringing older workers in for part-time work. Some older people are finding their own solutions in paid work, in avocational pursuits that afford satisfying recognition or in voluntary community activities. You have probably read of the Mohawk Development group in Schenectady, New York, and the organization of business counselors in Wilmington, Delaware.

Efforts are being made in several places to find activities for older people and there are numerous possibilities when we begin to look around. I believe that the civil defense program offers opportunity for older people as it did during the last war. The Red Cross has utilized older women in a variety of useful ways. The British used women as radar watchers. Without waiting for actual war, we can steer older women into important jobs such as practical nurses, housekeepers, friendly visitors, and operators of foster and boarding homes.

Day centers for older people and golden-age clubs represent another device for satisfying varied needs. In New York, Cleveland, and elsewhere these centers have workshops for handicrafts, facilities for learning to draw and paint and to play musical instruments, discussion groups, dramatics, club newspapers, social gatherings, committees for visiting the sick. The newest one in New York was opened in Chinatown about a month ago.

I wish there were time to tell you what they are doing for older people and their families. There isn't, but I can say that, in addition to pure activity, these centers provide opportunity for creative self-expression, for recognition for their accomplishments, for meeting new people and making friends to replace the ones that have gone, for getting their minds off themselves. Who is to say that persons who develop handicraft skills are not making positive contributions to American culture?

The Hodson Center in New York is the oldest one. During the eight years of its existence, it has attracted more than four hundred people. Mental health statisticians say that seventy out of a population of this size in this age group would be expected to become candidates for admission to a mental hospital. Not one has!

Think of the human misery that has been spared, the mental discomfort of families, and the saving in costs of providing hospital beds! Every retired older

person who cares for his own health needs and mental well-being is making a social contribution.

I cannot refrain from pointing out that the public funds for these New York day centers and in Minneapolis, too, are provided by the welfare department. The assumption is that the expenditures will be more than offset in savings in the time of welfare workers, physicians and hospital staffs.

Just pure alertness to current social issues and intelligent action with reference to them represents another area of positive social participation. Adult education programs are being revised in some places to present stronger appeals to older people. Discussion groups and forums are being organized; library facilities extended. We are asking the Federal Communications Commission to set aside some television stations for purely educational purposes.

These are a few of the things that are being developed. We know very little about them yet, how and where they can best be organized, the extent to which they satisfy needs. The entire area represents a fruitful and important field for research.

#### *"Man Power"—What Is It?*

In conclusion I want to suggest for your consideration a speculation which has been taking no small part in my own recent thinking about the Nation's human resources in general, and in particular about the reservoir represented by the older group.

What is the potential? What are the values, quantitative and qualitative, to be realized through conservation of our older people? Who knows? Nobody. The answer lies beyond any human calculation. Let me try by illustration to point up what I would like to bring out. I think it is of special importance at the present juncture in our affairs nationally, and to the maintenance of our position in world of swift and heavy currents and cross currents.

"Man power mobilization" is a term that has come into popular use since our national defense program got under way. It has become so familiar in talk and in print that we use it almost as we would if man power were ponderable, to be measured, weighed, or its quantity calculated, like so much tin, oil, or available foodstuffs. If that were so, of course there would have to be a unit of man power. Is there one? What is it? Webster defines it as "one-tenth of a horse power."

Now anyone who has been much around horses knows that you can get a lot more work out of a happy horse than you can out of an unhappy one. And I recall how a well-known dairy used to advertise the superior productivity of a herd of "contented cows." Surely the human race is justified in thinking that the variable of its imponderable, intangible potential is infinitely greater than that of the lower creatures of the earth. By the same token, not one of us here would be inclined, I am sure, seriously to question the obvious: that there is something over and above numerical strength to be figured into a man-power potential. It has shown itself, over and over again, in our growth as a nation. It has never been measured. It is the might of the spirit. It has become the hope of the world.



And with reason. Clear demonstrations of its reality and its power in tense days of a decade ago are still fresh in memory. Not quite ten years have passed since the day when, with the bulk of the American fleet at anchor in Pearl Harbor, eight battleships and ten other warships were sunk or damaged, and an enemy who had struck without warning or provocation was beginning the swift outflinging of his armed aggression over thousands of miles of the Pacific area. All of us remember, and so does most of the rest of the world, how at the time of that outrage our industrial system was only in process of conversion to defense production; how man-power mobilization in a defense program was still in its fluid stages; how the American people were first stunned, then aroused; how, united, we braced, and went on to win. Great contributions were made by our older workers as they filled the places left vacant by younger workers needed for the fighting lines. It is too bad that more detailed records of their performance were not kept, for reference now. To them must go a large share of the credit when "the impossible" became history; when production goals were reached and passed which hard-headed experts had derided as "fantastic" when we spoke of "miracles." And won the war with them.

That was Conservation. With a big "C." It was a people's effort, unified and coordinated, to put "primary emphasis on human values"; to "make maximum present use" of human resources which was "not incompatible with a continued use in the future." The pity of it is that, once the war was won, we permitted such high-level efficiency to sag.

As we entered and passed through those critical days of a decade ago, we found that our human resources were greater than we had known. They are still greater than we know. Can anyone, looking back, find reasonable ground for dispute with those who say that we have hardly begun to explore the possibilities of human achievement? For the third time a lifetime, it has fallen to us to give proof to friends and enemies alike that American capacity to endure and to do, surpassingly, draws its life through a taproot sunk into the deep wells of the American ideal; the American concept of human rights divinely established, and so inseparable from the individual.

### *The Challenge*

And not only under the impulses of war or threat of attack. There, as I see it, lies the challenge to us all as we seek together for solutions of problems of aging. Looming larger and larger before us is the need for a shift in national outlook and a concert of endeavor to discover and develop ways by which to give greater opportunity for full enjoyment of individual liberties; full play of the capacities of all our people, for the good of all, at all times. Only so, it seems to me, can we establish true democracy in an aging population. Only so can we build a truly sound economy and attain an enduring prosperity.

Only so, I submit, can we advance toward genuine conservation of our human resources. We are all people and we are all, each one of us, right now, aging. What we do for the good of our older people, now, we shall be doing for each one

of us at some future day. We shall be doing it for the good of generations to come, the members of which, one day, and in mounting numbers, will make up the older group.

Our aging men and women of today have made contributions. All but a small fraction have much still to give. True conservation demands that we remember always that they are human beings—whole human beings. They are our countrymen—whole citizens. They are entitled to whole citizenship. They are entitled to assurance of enjoyment of the fruits of the experience, skills and wisdom that have come to them through the years. If we deny them this, we who are younger, we shall be denying not only ourselves but those who will be coming after us. We need what our older people have to give. It is ready at hand for our use. I, for one, am for any measure in line with our tradition that will mean the end of waste too long ignored; the opening of full opportunity where it has been too long denied. I am for maximum utilization of our older people. I am for conservation of our aging population.

STATE OF NORTH CAROLINA

Governor's Office

Raleigh

October 9, 1951

W. KERR SCOTT  
GOVERNOR

Dear

On the call of this office, a State-wide Conference on Aging was held here in Raleigh at the Sir Walter Hotel on June 28-29, 1951. I was highly pleased by the interest in this Conference and the splendid work which was done during the two days of discussion by experts in various aspects of the needs of older people from throughout the State. You will recall that at the closing session a resolution was adopted by the personnel of the Conference requesting that I appoint a special Committee on Aging to follow up on the work of the Conference.

I am requesting that you serve on this special committee. The particular assignment of the Committee will be to review the recommendations made by the several sections of the Conference and to further in such ways as appear practical and feasible the attainment of those objectives. A report to me on the work of this follow-up Committee not later than December 1, 1952, is requested.

I am appointing Mr. Edwin Brower, Hope Mills, as Chairman of the Committee.

Sincerely,

(s) W. Kerr Scott

WKS:dc

*From the Governor's Office*

*For Immediate Release*

*October 9, 1951*

Governor Scott today announced the appointment of a Special Committee on Aging to follow up on the work of a state-wide conference on aging, held in Raleigh last June.

The Committee was named on the request of a Resolution adopted by the Conference at its closing session. The duties of the Committee will be to review the recommendations made by several sections of the Conference and to further in such ways as appear practical and feasible the attainment of those objectives. In a letter to each of the members of the Committee, the Governor asked that the group file a report with him by December 1, 1952.

Members of the Committee are:

EDWIN BROWER, Chairman, Brower Mills, Inc., Hope Mills, N. C.

R. EUGENE BROWN, Director of Public Assistance, State Board of Public Welfare, Raleigh

MRS. J. WILBUR BUNN, President, State Federation of Women's Clubs, Raleigh

MR. W. G. CLARK, Member, State Hospitals Board of Control, Tarboro

DR. A. ELDER, President, N. C. College at Durham, Durham

DR. I. G. GREER, UNC Business Foundation, Chapel Hill

FELIX A. GRISETTE, Executive Director, Health Publications Institute, Raleigh

DR. RUSSELL M. GRUMMAN, Extension Service, UNC, Chapel Hill

DR. FRED HUBBARD, President, N. C. Medical Society, North Wilkesboro

JOHN H. INGLE, Manager, Raleigh Office Old Age and Survivors Insurance, Raleigh

MISS FRANCES JEFFERS, Duke Hospital School of Nursing, Durham

DR. WINGATE M. JOHNSON, Bowman Gray School of Medicine, Winston-Salem

GEORGE LAWRENCE, Superintendent of Public Welfare, Buncombe County, Asheville

MRS. PAT NIXON, President, State Federation of Business and Professional Women's Clubs, Sanford

MRS. MARIE NOELL, Executive Secretary, State Nurses Association, Raleigh

DR. J. W. R. NORTON, State Health Officer, Raleigh

J. B. W. OVERTON, Nash County Commissioner, Rocky Mount

MRS. ANNIE MAY PEMBERTON, Supervisor, Services to the Aged, State Board of Public Welfare, Raleigh

DR. DANIEL O. PRICE, Department of Sociology, UNC, Chapel Hill

DR. RUPERT VANCE, Department of Sociology, UNC, Chapel Hill

DR. FRANK T. DE VYVER, Personnel Director, Erwin Mills, Durham

MR. REID WALL, Superintendent, Methodist Home for the Aged, Charlotte

W. MURRAY WHITAKER, Clerk, Superior Court, Trenton

DR. REX WINSLOW, UNC, Chapel Hill

DR. ELLEN WINSTON, Commissioner, State Board of Public Welfare, Raleigh

## APPENDIX A

### *Statutes of Interest to the Aging*

## STATUTES OF INTEREST TO THE AGING

- (1) N. C. Constitution, Art. V, Sec. 1: *Poll Tax*
- (2) G. S. 28-149 through G. S. 28-161: *Distribution*  
(G. S. 28-149: 1945 & 1947)
- (3) G. S. 29-1: *Descents*  
(G. S. 29-1: 1945 & 1947)
- (4) G. S. 30-1 through G. S. 30-33: *Widows*  
(G. S. 30-7, 8, 9, 12, 32: 1945 & 1947)
- (5) G. S. 31-1 through 31-45: *Wills*  
(G. S. 31-5, 6, 10, 1, 26, 31.1, 33, 35: 1947 & 1949)
- (6) G. S. 108-17 through G. S. 108-43: *Old Age Assistance*  
(G. S. 108-21, 22, 25, 30, 32, 38: 1945, 1947 & 1949)
- (7) G. S. 128-21 through G. S. 128-38: *Local Governmental Employees Retirement*  
(G. S. 128-21, 22, 24, 26, 27, 28, 29, 30, 36, 36.1, 37: 1943, 1945, 1947, 1949)
- (8) G. S. 135-1 through G. S. 135-18: *Teachers & State Employees Retirement*  
(G. S. 135-1, 3, 3.1, 3.2, 4, 5, 6, 8, 16, 17, 18: 1943, 1945, 1947, 1949)
- (9) G. S. 143-166: *Law Enforcement Officers Retirement*  
(G. S. 143-166: 1949)

**APPENDIX B**  
*Research and Population*

## RESEARCH AND POPULATION

The 1951 census returns regarding heads of households classified by age in North Carolina are not yet available and there is little information from other sources on household composition of groups in which older persons live. Lacking also is information regarding housing and living arrangements.

In the absence of state-wide data, research undertaken by the State Board of Public Welfare provides some findings that are incorporated in this report.

In March 1951, 61,411 persons received old age assistance in the State. In July 1944, the latest date on which information regarding the characteristics and living arrangements of recipients is available, the number in the State was 34,179. A five per cent sample of this number revealed the following:

- 1) The average age was 75.5 years. There were more women than men and Negroes made up slightly more than a third of the total number.
- 2) One-half of the group maintained their own homes—sometimes a room; in other cases a living unit in a dwelling, an apartment or a house. There were facilities in each of these units for preparing meals. One-third of the recipients lived with their children. Approximately two-thirds of the persons lived alone.
- 3) The majority of the group were not employed and those who were working were engaged in casual part-time work or in seasonal occupations. Of the 1,666 persons included in the sample only 11 were reported in jobs that were full-time and non-seasonal.
- 4) Very little financial assistance other than the old age assistance grant was available to these persons and more than half of them had no cash income.<sup>1</sup>

More recently, in 1949 and 1950, needs of all persons 60 years and over who were receiving services from departments of public welfare in three rural counties were the subject of study. In Warren County, located in the Piedmont section, the findings regarding 353 persons include the following:

- 1) These older persons made up approximately two-thirds of the active case load of the department.
- 2) Almost 80 per cent of the entire number had gone to the Department of Public Welfare first for financial assistance and nearly one-third had made application for financial assistance and/or other services before they reached the age of 65. Sixty per cent were women. Approximately 30 per cent were white in a county in which the white population is one-third of the total.
- 3) For the large majority of the total their marital status in 1949 was widowed.

<sup>1</sup> Source: Woodson, M., INCOMES AND LIVING ARRANGEMENTS OF RECIPIENTS OF OLD AGE ASSISTANCE IN NORTH CAROLINA. Information Booklet No. 5, Raleigh, State Board of Public Welfare, 1945.



- 4) Added years, physical disabilities, and death or financial inability of relatives had contributed to the need for public assistance that existed for all but seven of the 353 in June 1949.
- 5) In 74 per cent of the cases the number for whom the financial need was determined was one only; in 19 per cent the recipient and spouse were included in the budget. Deficits existed for 98 per cent of the entire group when both income and public assistance were considered as resources. These deficits ranged from five to fifty dollars per month.
- 6) More than 40 per cent of the entire group lived in dwellings which were below a minimum standard for health and decency and many were in homes that were undesirable either because they were unsafe or insanitary.
- 7) Physical handicaps existed for many and affected their ability to continue with their earlier patterns of work. Twenty-eight per cent required considerable care from others and five per cent were bed ridden.
- 8) Medical diagnosis revealed the frequency with which heart ailments occurred. More than three in ten had some type of heart disease. One in four was the victim of a crippling disease such as paralysis, arthritis or rheumatism. Serious visual defects handicapped one in seven. Only 10 per cent had no diagnosed health problem and a slightly larger percentage had two or more disabling diseases which accounted for the need for services. In several cases diagnosed as pellagra years ago this deficiency disease had taken its toll in health and vitality. There were other indications that faulty food habits and inadequate diets had contributed to serious and long continued illness. <sup>1</sup>

In Hyde County on the coast and in Polk County in the mountain section the findings have not yet been released in published form but they include the following:

- 1) There were 195 persons in Hyde County and 302 persons in Polk County in the age group 60 years and over receiving services from the welfare departments. In both counties more than half of the active case load consisted of those older persons. The average age was 73 years. Women outnumbered men.
- 2) Half of the group in Hyde County and 41 per cent in Polk County were widowed. In both counties the percentage of women widowed was larger than the percentage of men, due in part to the number of men who had remarried following the death of their wives. Eleven

<sup>1</sup> Source: Lindquist, R. and L. P. Wilkie, NEEDS OF PERSONS 60 YEARS OF AGE AND OVER AND SERVICES RENDERED BY THE DEPARTMENT OF PUBLIC WELFARE IN WARREN COUNTY, NORTH CAROLINA, Research Publication No. 1, Raleigh, State Board of Public Welfare, 1950.

per cent of the group in Polk County and six per cent in Hyde County had never married.

- 3) Approximately seven in 10 of these older persons in Hyde County lived in their own homes and more than one in 10 lived alone. Approximately one in four lived in the homes of children. A slightly larger percentage in Polk County continued to live in their own homes and one in six lived alone. One in six lived with children. In both counties there were only a few who lived in the homes of nonrelatives and in boarding or nursing homes.
- 4) In Hyde County one in eight required considerable care from others because of physical disability and three per cent were bedridden. More than one in five of those in Polk County required care from others and, in addition, six per cent were bedridden.
- 5) Twelve per cent in Polk County and 30 per cent in Hyde County had no diagnosed health problem. One-third of the Polk County group and almost one-fifth of those in Hyde County had some type of heart disease. One-third of those in Hyde County and almost one-fifth of those in Polk County were incapacitated by one of the crippling diseases.<sup>1</sup>

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<sup>1</sup> Source: From tables in the files of Research and Statistical Service, North Carolina State Board of Public Welfare, Raleigh.

## **APPENDIX C**

### ***Employment and Income of Older People***

## EMPLOYMENT AND INCOME OF OLDER PEOPLE

The American population was essentially young until the twentieth century. In 1850 the average life expectancy at birth was 40 years; in 1900 it was only 47 years. Only one in 38 had reached the age of 65 years in 1850 and only one in 25 had attained this age in 1900. Before 1950, 20 years were added to the life expectancy. The number of persons 65 or older increased to one in 14 by 1940.

The increased number of older people meant that the United States was faced with problems arising from the changed population. The need for activity giving status or recognition to older people was felt by many. Most men and some women wish to continue gainful employment after they reach the age of 65. Evidence that older people desire to work after the arbitrary retirement age is shown by the fact that many of them returned to work during the war emergency. About one-fourth of the working population was 45 and over in 1890; this group now makes up a third of the labor force. However, the increase in the labor force has not kept up with the increase in the older population as a whole. In 1890 nearly two-thirds of the men who were 65 and over were working. By 1940 only slightly over two-fifths were working.

### TRENDS IN EMPLOYMENT

Employment of older workers has definitely declined. In 1900 a white man aged 40 could expect to live 28 more years and work for 24.5 years, or until he reached 64½. He would have, therefore, only about three years of retirement. By 1940 the man who was 40 years old could expect to live until he reached the age of 70. His working life expectancy having been decreased a little, he could count on nearly six years of retirement. In 1870, 80 out of every 100 men who were 65 and over were gainfully employed. Today the number has decreased to between 45 and 50 per 100.

Older workers require more time to find work than do younger workers; some occupations and industries accept older workers much more readily than do others; "unemployability" comes ten years earlier to women than to men; seniority provisions in contracts mean that some older persons maintain employment longer than others. There are numbers of reasons why the older person should continue working as long as possible. These reasons are that the individual is a better adjusted person when occupied, that he is at least partially self-supporting, that by producing goods and services he is making a contribution toward the raising of the general level of living.

Though it is agreed that older people need to work and that society needs the benefit of their activity, it is difficult to persuade employers that they should employ people past the "retirement age." The occupations in which the most older people are now found may offer some suggestion as to the work for which they are best fitted. The largest proportion of older workers is found among farmers. Service workers and nonfarm proprietors and managers also constitute a substantial group. Relatively low percentages are found as farm laborers, this

group being one which includes many unpaid family workers. In industry the proportion varies widely from one industry to another. Figures for 1947 show that the high was about 50 per cent in real estate firms and 44 per cent in anthracite coal mining. The low percentages occurred in telephone, telegraph, automobile repair and trucking industries. In manufacturing, more older people were found in iron and steel, leather, lumber and apparel work than in other types of work.

The importance of self-employment increases with age. Only one out of eight persons under 45 was self-employed in April 1950. Over two-fifths of those past 65 were in that category. Many persons are able to accumulate enough capital to start their own business by the time they near the retirement age. Of course another reason for the large proportion of self-employment is that often the older person is unable to find work with other people.

#### ADJUSTMENTS IN EMPLOYMENT

To make sufficient work for older people, employers will have to rid themselves of the idea that older workers are uneconomical. There is very little information on the productivity of older people as compared to younger workers, but a Bureau of Labor Statistics study revealed that as far as work-injury and absenteeism are concerned, the older group fares comparatively well. Industrial accident rates were generally lower than for workers under forty-five, though the older worker took more time to heal when he was injured. The lowest absenteeism rates were among workers 55-64 years old. It is true that, though illness strikes all age groups, older people are subject to more illness than are the younger persons. Chronic diseases are now, as they were in 1900, the leading causes of death of persons sixty-five years of age and over.

A particular problem is the fact that many women are in the group sixty-five or over. In fact, there are one hundred for each ninety men in the group. This means that more older women must find employment or sit idly by and be supported by others. A higher percentage of women workers are under twenty-five than men; the proportion of men over forty-five who work is higher than that of women. This means that more women than men are dependent on other workers or independent income for their support.

One solution to the problem of numerous older people is to continue employing them at reduced wage rates, encourage them to find part-time jobs, or help them to find work in less strenuous occupations than those to which they were accustomed. To change occupations might, however, necessitate retraining in some instances. This necessity would present a challenge to adult education people, labor and management, all working together. One proposal is to train middle-aged people so that they might develop skills which would permit them to transfer easily to some other job when their efficiency begins to lag.

Another necessity is for some change in public policy. Most governmental agencies, as well as private concerns, set compulsory retirement ages. Little or no attention is paid to individual differences so far as performance is concerned.

Self-employment of older people is one solution to the problem of old age employ-

ment. The United States Department of Commerce prepared a pamphlet on the opportunities for self-employment in small business. The paper outlines factors involved in setting one's self up in business after the retirement age. The conclusions drawn are that the older person's chances of success in a small business depend on his training and experience, his knowledge about management problems which will be involved, the adequacy of his material resources, his ability to devote enough time and energy to the venture, and his ability to remain alert to change.

Not all can find self-employment the solution to their difficulties. Some contracts now contain provisions whereby the older worker will be transferred to some lighter task when that necessity arises. Others provide that employers of a certain number of workers shall employ at least a minimum number (stated in the contract) of workers fifty-five years or more. Labor has won the right to insert clauses against discrimination because of age in some of its contracts.

#### THE PROBLEM OF CHRONIC DISEASES

There are many older people who are not capable of working, even though they are offered jobs. Chronic diseases affect many. The aging process itself affects some diversely. Many persons can be rehabilitated to some extent and then return to productive work, but in other cases invalids can be enabled to care for their own needs but do nothing else. There are many older people with chronic disabilities making them fall into the "unemployable" class. A survey of 1935-1936 showed that 344 persons out of every 1,000 had a chronic disease or impairment in the age group 55-64; of those 65-74, 466 had such an impairment; in the 75-84 group, 522 were in such a condition; and in the group eighty-five and over, 577 out of each 1,000 had a chronic ailment. All had had the ailment for at least three months.

#### SOURCES OF INCOME

For those older people who are unable to find employment or who are unemployable, there must be some means of support. Economic security and self-respect are essential for everyone. Our economy, even with increased social security benefits under OASI will not give even minimum economic opportunity. Some will continue to receive help through the public assistance programs. Most people prefer not to retire at a given age, though some wish to do so. One of the problems arising from the elimination of a specific age as a retirement basis is to find another measurement.

In former days older people were supported by gainful employment, support from children and relatives, savings and some private charity. Today new programs, including private retirement plans, Old Age and Survivors Insurance, and Old Age Assistance are to be considered in planning for retired persons. The Federal Security Agency estimated in June 1949, that only 33 per cent of people over 65 years of age had income from employment. Old Age and Survivors Insurance provided income for 24 per cent; 23 per cent were granted Old Age Assistance. Between 20 and 30 per cent received income from a private retirement system or friends or relatives. No estimate was made of the proportion with

savings or the amount of savings. Many old persons receive income from more than one source.

Contributions from relatives are decreasing because families are smaller than they were in former years and are more widely scattered than formerly. Retirement plans rarely provide full support, but generally supplement other sources of income. Old Age Assistance provides a very small sum for persons receiving it. This means that inadequate income for nearly all older people is a problem to be solved. Of course inflation has meant that retired persons living on limited funds are unable to meet their needs. Recent changes in the social security law will help to some extent, but these changes alone are insufficient. Private retirement plans have increased in number, but most of them set an arbitrary retirement age and nearly all require a specific period of service with the particular employer before the person is eligible to benefit from the system. These retirement plans mean that workers often sacrifice accumulated benefits by changing jobs.

#### SUMMARY

All states are faced with the problems of helping the older citizens. Some sections have a higher ratio of persons over sixty-five than do others. New England and the West North Central States tend to have the highest ratios. The South has the lowest. Of North Carolina's population in 1948, 4.9 per cent were sixty-five years of age or over.

The report of the Interim Steering Committee of the National Committee on the Aging contained the following statement which suggests the course of action to be taken:

"To counteract these and other adverse economic and social forces which tend to isolate older persons from our productive economy, and from opportunities to live a satisfying active personal life, social planning must be directed toward creating for the individual worker and for industry a broader understanding of the problem. Resources must be developed that can be used to increase opportunities for a longer work-life for those who wish it. This will involve research and experimentation in industrial adaptations and in vocational retaining and education.

"Man does not live by bread alone. In spite of our changing pattern, persons in the upper age groups of the population must regain their opportunity to be useful, to earn a livelihood, to have decent shelter and financial security, to obtain medical, educational, psychiatric and social services, to participate in the productive social and spiritual life of their community and above all to be free human beings, living with dignity and self-respect."

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## **EMPLOYMENT AND INCOME MAINTENANCE PROBLEMS OF OLDER WORKERS IN NORTH CAROLINA**

The older worker has an employment and income maintenance problem in this State. Examination of the records in any one of the sixty-five offices of the Employment Security Commission in North Carolina will bear out this fact. The reluctance of employers to hire workers over the age of forty or forty-five will be indicated by an examination of orders received by the Employment Service for almost any industry and occupation, a large percentage of which carry an arbitrary maximum age limit, normally several years younger for women than for men. In times of business recession when personnel is being cut, the older workers, unless protected by some provision for job security based on seniority, are usually the group most severely affected. This is evidenced by the traffic in Employment Service Offices to find jobs and to file claims for unemployment compensation. The severity of the older worker problem fluctuates with the business cycles—they are usually the last to be hired and the first to be separated, in some cases without much consideration being given to production records, absenteeism or accident rates.

The fact that older workers find it very difficult to secure jobs even in periods of high production such as we are now experiencing is indicated by the placement records of the North Carolina Employment Service for the sixteen months ending May 1, 1951. Of the total nonagricultural placements made during that period, only 5.75 per cent of them were in the age group 45 and above, whereas probably 30 per cent of the job seekers fell within this bracket. During the same period 9.5 per cent of those placed were under twenty-one years of age, although the percentage of applicants in this group was considerably smaller.

Experiments conducted in several large communities in the country, and now just beginning on a small scale in North Carolina, indicate that by using an individual approach and specialized techniques similar to those so successfully utilized in the placement of the physically handicapped, jobs can be developed



for and placements made in increasing numbers from this older segment of our population. Because of its stability, absenteeism rate, and infrequency of accidents, this group offers one of the finest sources for the five million additional workers which we are told will be needed in our labor force within the next few months.

#### **SURVEY OF POLICIES ON EMPLOYMENT OF OLDER PEOPLE IN SEVENTEEN NORTH CAROLINA FIRMS**

Seventeen firms answered a questionnaire from the State Department of Labor on the above subject and, in view of the representative nature of these firms provided the basis for some fairly definite conclusions.

Pension plans are increasing in prevalence. Most of these plans at the present time are company-financed and in general provide for retirement at the age of sixty-five or earlier if the length of service of the employee will justify. Earlier retirement, of course, results in smaller pensions. Likewise, most of the plans contain permanent and total disability provisions.

In addition to the effort to do something for older employees in the way of pensions, there appears to be an increasing number of plans engaging in retaining programs designed to keep the employee over forty-five years of age at work at an occupation for which he is physically qualified.

It appears that many firms have a very definite policy with respect to the hiring of older people. The age limit varies with some companies refusing to hire an employee who has reached the age of forty-five. There is also indication that firms which do not have a definite policy in this respect do give weight to the age of the prospective employee.

There seems to be conclusive evidence that the employee who is forty-five or more years of age has fewer accidents than does his younger counterpart. Where both frequency and severity rates are available, it is indicated that the older employee, while he has a lower frequency rate, has a higher severity rate. In one company which maintained accurate records, employees above forty years of age were responsible for only 10 per cent of the accidents whereas those below thirty years of age accounted for 75 per cent of the accidents.

#### **EMPLOYMENT SECURITY COVERAGE IN NORTH CAROLINA**

As of March 1950, 700,974 nonagricultural employees in this State were under Employment Security coverage. Actually the figure is conservative due to shifting of workers within the period. This number should be related to an estimate of the nonagricultural labor force of around 1,100,000 persons.

Seasonal workers, who constitute a continual problem with regard to income maintenance and employment, are estimated as follows:

Tobacco Processing	25,000
Lumbering, Logging and Sawmilling	25,000
Fertilizer	5,000
Food processing	4,000

#### WHEN DO PEOPLE RETIRE IN NORTH CAROLINA?

Data from the State Retirement System indicate that a relatively small proportion of the persons covered take advantage of permissive retirement at age 60. Rather retirement is spread over 25 years with very few people continuing work after reaching the age of 80. Delayed retirement is undoubtedly related to the relatively low average monthly benefits.

Age at Retirement	Number of Retirants	Average Monthly Amount Paid Each Retirant	Total Monthly Amount Paid Each Age Group
60	219	41.31	9,046.65
61	190	37.27	7,081.12
62	134	36.45	4,884.32
63	126	41.83	5,270.36
64	114	37.49	4,274.18
65	216	43.33	9,359.54
66	184	37.03	6,813.65
67	145	38.98	5,652.73
68	135	36.26	4,895.59
69	93	41.74	3,881.62
70	119	45.21	5,380.28
71	103	51.56	5,331.10
72	69	35.54	2,452.07
73	68	56.66	3,852.56
74	53	35.62	1,887.64
75	32	50.43	1,613.82
76	26	27.31	710.18
77	21	45.69	959.43
78	19	33.48	636.18
79	14	88.09	1,233.26
80	9	49.03	441.28
81	7	56.69	396.86
82	7	26.82	187.71
83	5	27.18	135.88
84	2	26.14	52.27
85	2	16.36	32.72
86	3	23.54	70.63

#### OASI IN NORTH CAROLINA

The Census Bureau estimated that as of July 1, 1948, there were 187,000 persons age 65 and over living in North Carolina. Thirty-two per cent of them, or 59,840, had no money income of their own. Of those having income, 60 per cent, or 72,296, had income of less than \$1,000 a year. About 25,730 of those having no income were married women living with a husband who may have had some income.

A long step in helping to maintain the income of our aging population was made in August 1950 when the Old Age and Survivors Insurance program was expanded. At that time coverage of the program was extended to about ten million additional persons and all types of benefits increased by an average of about 85 per cent.

The major groups who will still not have coverage under a public retirement

program are self-employed farmers and professional persons and those agricultural and domestic employees who are not regularly employed.

The amendments provide for a new start in the eligibility requirements. Any person who was age sixty-two or over on January 1, 1951, needs to work in only six calendar quarters and be paid \$50 or more in each such quarter in order to be eligible to receive a retirement payment. Any employment he may have had prior to 1951 counts toward meeting this requirement. The Social Security Administration estimates that 700,000 persons were immediately eligible for benefits because of these changes.

Number and amount of monthly benefits in force estimated in North Carolina as of June 30, 1950 and estimated number and amount as of September 1, 1950:<sup>1</sup>

June 30, 1950		September 1, 1950	
Number	Amount	Number	Amount
24,620	\$478,420	26,097	\$1,023,068

It is estimated that some 15,000 persons over sixty-five in North Carolina, who were made eligible by the amendments have already filed or will file their claims and begin receiving their benefits within a short period of time.

Estimated Old Age & Survivors Insurance Monthly Benefits in Current Payment Status as of February 28, 1951, and as of June 30, 1950

	<i>Old Age</i>		<i>Wives</i>		<i>Widows</i>		<i>Parents</i>	
June 1950	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Average	16,373	363,306	4,705	54,226	3,183	56,472	359	4,416
Payment		22.19		11.52		17.74		12.30
Feb. 1951								
Average	23,598	877,660	6,643	128,221	3,660	115,520	381	12,321
Payment		37.19		19.30		31.56		32.33

Total payments projected on yearly basis from June 1950 and February 1951.

	Number	Amount
1950	24,620	5,741,040
1951	34,282	13,604,664

(As of February there were also 22,015 children under 18 receiving \$487,909 a month and 4,530 widows under 65 receiving \$126,177 a month.)

#### OLD AGE ASSISTANCE IN NORTH CAROLINA

A major program for income maintenance in North Carolina, as well as in other States, is old age assistance. Funds for this program are contributed by the Federal government, by the State, and by the individual county. To be eligible for assistance under this program, a person must be sixty-five years of age or over, have

<sup>1</sup> All beneficiaries are 65 years of age or over.

lived in North Carolina for one year or more, and be proved to be in need on the basis of a limited budget. As of June 1951, there are 62,000 recipients with an average grant of \$22.48. This number accounts for roughly 30 per cent of the total population sixty-five years of age and over. Average grants vary by county. The recipient rate also varies in terms of the economy of the county and the extent to which OASI coverage is in effect. For the fiscal year beginning July 1, 1951, an estimated \$14,782,000 will be spent for this program. Approximately three-fourths of this amount will come from Federal funds with the remainder divided between State and county appropriations. With the new fiscal year, the county departments of public welfare will begin paying a uniform 75 per cent of minimum need so that the State will more nearly approach equity of treatment for persons in needy circumstances.

#### AID TO THE PERMANENTLY AND TOTALLY DISABLED

The new program of aid to the permanently and totally disabled, inaugurated as of March 1, 1951, in North Carolina, will benefit a number of totally handicapped persons in the older age group but under sixty-five. For the month of June 1951, there are 2,200 beneficiaries of this program, administered through county departments of public welfare, receiving an average grant of \$26.83. To qualify for this program one must be determined by medical examination to be permanently and totally handicapped and not to have sufficient resources to meet minimum budgetary needs.

For the fiscal year beginning July 1, 1951, a total of \$2,050,000 is set up for this program. The matching from State, county, and Federal sources is the same as it is for old age assistance. It is anticipated that some 7,000 persons will benefit from this program as it gets more completely under way.

#### EFFECT OF CHANGES IN OASI ON PUBLIC ASSISTANCE, OCTOBER 1950—APRIL 1951

As was anticipated, the liberalization of the provisions for Old Age and Survivors Insurance, through the 1950 amendments to the Social Security Act, has had considerable effect upon the public assistance case load in North Carolina. During the seven months, October 1950 through April 1951, a total of 4,597 cases which were receiving public assistance in September 1950 had some changes. Of the 4,597 cases affected, 3,758 were recipients of old age assistance, 65 of aid to the blind and 774 of aid to dependent children.

The number of cases affected declined from month to month after the new OASI provisions took effect. While 1,444 were reported for October 1950 and 1,395 for November, the number had decreased to 142 in April 1951, reflecting coverage by that date of most of the cases involved in the changes.

A sizable reduction in the total public assistance case load (Table 1) as a result of cases receiving OASI benefits for the first time or increased payments was the most important effect. More than 2,000 cases were closed. A slightly larger number of cases had their public assistance grants reduced as a result of receiving

OASI benefits or larger benefits. In a few cases public assistance payments were not reduced.

Of the 4,597 public assistance cases, 1,088 received OASI benefits for the first time under the "new start" provisions of the law. The other 3,509 were already receiving OASI benefits but the amounts of these benefits were increased.

The financial results of these changes have been substantial. From August 1950 the amount of monthly OASI benefits involved has increased from \$64,000 to over \$144,000 (Table 2). At the same time the monthly total of public assistance payments to the 4,597 cases has decreased from \$108,000 to \$49,000. When the monthly change is considered for an entire year, the saving to the counties in grant funds is appreciable.

TABLE 1. INITIAL ACTION TAKEN ON PUBLIC ASSISTANCE CASES AS RESULT OF CHANGES IN OASI PROVISIONS, BY CATEGORY, OCTOBER 1950 - APRIL 1951

INITIAL ACTION TAKEN	TOTAL		OAA	AB	ADC
	Num-ber	Per cent			
Total .....	4,597	100.0	3,758	65	774
Cases closed .....	2,048	44.6	1,742	19	287
Payments reduced .....	2,284	49.7	1,828	38	418
Reduction equal to or greater than increased benefit or "new start" benefit .....	686	14.9	546	14	126
Reduction less than increased benefit or "new start" benefit .....	1,598	34.8	1,282	24	292
Payments not reduced .....	265	5.7	188	8	69

TABLE 1. INITIAL ACTION TAKEN AS A RESULT OF INCREASE IN BENEFITS AND "NEW START" PROVISION  
UNDER 1950 AMENDMENTS AND AMOUNTS OF BENEFITS AND PAYMENTS,  
OCTOBER 1950 - APRIL 1951

INITIAL ACTION	NUMBER OF CASES	AMOUNT OF			
		OASI benefits		Assistance payments	
		In August 1950	Under current monthly rate	At time of review	Following review
Total .....	4, 597	\$64, 252.41	\$144, 572.11	\$108, 456.55	\$48, 837.55
Cases with increased OASI benefits .....	3, 509	64, 252.42	119, 928.67	80, 346.56	37, 824.30
Cases closed .....	1, 496	30, 428.05	57, 795.52	24, 841.00	xxx
Payments reduced:					
Reduction equal to or greater than increase in benefit .....	605	9, 221.40	16, 628.28	19, 478.00	10, 906.00
Reduction less than increase in benefit	1, 231	21, 774.84	40, 301.31	31, 675.56	21, 972.30
Payments not reduced .....	177	2, 828.12	5, 203.56	4, 352.00	4, 946.00
"New start" OASI cases .....	1, 088	xxx	24, 643.44	28, 109.99	11, 013.25
Cases closed .....	552	xxx	13, 436.16	11, 169.24	xxx
Payments reduced:					
Reduction equal to or greater than benefit .....	81	xxx	1, 445.66	2, 828.00	1, 327.00
Reduction less than benefit .....	367	xxx	7, 873.54	11, 645.50	7, 125.00
Payments not reduced .....	88	xxx	1, 888.08	2, 467.25	2, 561.25

## APPENDIX D

### *Family Life, Housing and Social Service*

## **FAMILY LIFE, HOUSING AND SOCIAL SERVICE**

A resumé of the reports of the Committee on Family Life, Housing and Social Service leads to the conclusion that services to the aged have until recently largely concerned themselves with the medical field, with the economic provisions for aiding the aged, or for seeing financial problems. Relatively little work has been done in the field of adjusting the aged in regard to the personal problems associated with the later years of life. The picture now is definitely one of beginnings, with various agencies largely feeling their own way and with limited coordinated work among them. The public agencies have as part of their work, particularly with families, that of some adjustment problems of the aged; the private organizations such as the fraternal, religious, and civic, have concerned themselves too often with the particular group in their province. Most of the work with or for the aged has up to the present been a by-product of other types of work. Programs specifically designed to meet the adjustment needs of the aged are all too few, and are too often developed without study of community needs.

Certain subcommittee reports have pointed out lines of action which may be pursued through specific channels.

For example, the subcommittee on social services available through public agencies makes the following report:

"The term 'social services' is somewhat ambiguous but in connection with this report it may be defined as 'those activities undertaken by public agencies which are aimed primarily to provide for improvement in making life more interesting and worth living.'

"The County Departments of Public Welfare probably have more contacts with the aged than do other public agencies. They therefore have more opportunities for social services. There is much that can be done and is being done by case workers in connection with the administration of public assistance which makes for a degree of satisfaction beyond the mere receipt of a money grant. A kindly and understanding worker while in the process of determining eligibility can in many ways through her contacts bring about improvement in attitudes and mental satisfaction. More tangibly, with her knowledge of local resources the public welfare case worker should point out the adjustment resources which are available to the individual elderly person in her particular community. Her help in connection with the wisest and most efficient use of available economic assets can also bring about stimulated interest and improved mental satisfaction. She is in position to interpret the specific problems and attitudes of the aged as well as those of relatives and others, thereby bringing about a better mutual understanding. Such interpretations may bring about more satisfying relationships, may prevent family discord and breakups, and sometimes result in definite housing improvements.

"For those of the aged who must be cared for in groups such as in nursing homes, the Department of Public Welfare has supervisory responsibilities. Such activities offer opportunities for many services."

The subcommittee on Extension Services provided for older people reports that



various activities are made available through the programs of the home demonstration clubs, safety programs, nutrition programs, and arts and crafts and reading programs. Furthering this there are being developed family life programs dealing with the attitudes of elderly people regarding their adjustment to problems associated with the later years.

A special committee on church resources submitted the following:

**"THE LOCAL CHURCH AND THE AGING POPULATION.**

"Questionnaires on the deepest needs of older people reveal that younger people think that economic security will be most important when they grow older. Older people, however, give first place to spiritual security. They want to be loved, to be understood, and they want a useful place in the group. The local church provides the finest means of satisfying these deep needs of human personality.

"A survey of programs and plans in typical churches in North Carolina reveals the following special services for the aged:

"Special worship services in honor of the veteran members.

"Banquets and parties for the older members.

"Conferences for older adults at the church centers.

"Training classes on the art of aging successfully for adult groups.

"A great many pastors make recordings of their sermons and these are played in the homes of older people who cannot get out to the regular services.

"Communion services are frequently held in the homes of the infirm.

"Some churches are utilizing the time and skills of their older people by appointing them to special committees, such as telephone committees, committees for addressing material to be mailed, committees on beautification of public grounds, etc.

"Pastors feel that it is their responsibility to be informed about state and national legislation affecting the aged. They are also studying how best to counsel families so as to achieve the right relationship in the homes where three or more generations are living.

**"SPECIAL INSTITUTIONS OF THE CHURCH WHICH ARE SERVING  
THE OLDER POPULATION.**

"The first church agency to provide housing for the aged was projected by the Moravian Church in the Salem Home, Winston-Salem. In 1946, the Western North Carolina Conference of the Methodist Church chartered the Methodist Home for the Aged, Inc. The first unit of the Home was completed and occupied in June 1948. The second unit, which brought the capacity to one hundred was opened in June 1949.

"During 1951, sixteen cottage apartments have been constructed at the Methodist Home. These apartment-holders have all the privacy of their home, plus the security and the rich program life of the Methodist Home.

"Within the Methodist Home a program of creative activities has been developed, which makes it one of the best rounded geriatric communities in the nation. The administration of the Home maintains very close contact for its members with

the cultural life of the city and the state.

"The North Carolina Baptist Homes, Inc., was opened March 16, 1951. At present it has a capacity of twenty members, with the possibility of accommodating sixteen more by completing the third floor. The State Committee, directing the affairs of the Home, has plans under way for the enlargement of the facilities, which, if approved by the Baptist State Convention in November, will call for a program of construction estimated to cost approximately \$1,000,000.

"The Presbyterians have acquired property for a home for the aged and are now developing plans similar to those in operation by the above denominations."

A survey of fraternal organizations of the State revealed that little social service is available for the aged through the various organizations; however, there is an awareness of the informal services through counseling and association to be derived from these organizations. The Masonic fraternity is the only one in North Carolina providing domiciliary facilities. This Home provides care for approximately seventy-five persons. It is known that two civic clubs in the State, one at a state level and the other at a local level, have projects under way for establishing homes.

**APPENDIX E**  
***Professional Personnel***

## PROFESSIONAL PERSONNEL

The contents of this report are the results of letters sent to various people within the State in which the question was asked about the training now given professionally to people who plan to work with the aged.

1. Apparently the medical schools of the State do not have any special courses in Geriatrics. Some course work and practice work in dealing with the illnesses of the aged are found in courses in general internal medicine. To date, however, no special field of training for Geriatrics has been established as has been done for Pediatrics.

2. The work done in the school of Public Health has been described by Dr. E. G. McGavran as follows:

"Also in relationship to specific conditions such as diabetes and heart diseases, the subject is related. Public Health Nursing does have one solid week of Geriatrics, so designated, morning and afternoon lectures and seminars, as a special field in Public Health Nursing."

3. The School of Social Work has no special courses for training those who are to deal with the problems of the aged.

4. The undergraduate work in Sociology and the training work in schools of social work have been described by Miss Mossman, Professor of Sociology at the Woman's College, as follows:

"With regard to the training that is done in the undergraduate schools with regard to work with the aged, I would say that the only thing that is done in most undergraduate colleges is the work in sociology in courses in social problems, the field of social work, and the family. In each of these courses there is a section dealing with the aged, but only from a theoretical point of view, not from the point of view of training persons for work with this specific group. The training for work with this specific group as a group would be done in the graduate professional schools.

"I would say that in training professional personnel in the field of gerontology that one of our greatest problems lies in the professional education of persons working in the health field. I would say, also, that we have done no training at all for persons who are going to be working as both executive and recreational workers in the special homes for the aged. These homes have sprung up in a great many places, and have no trained personnel other than a nurse and doctor available. It seems to me that some summer institutes might be held for the executives in these institutions as well as some of the heads of departments, so that they can look upon their job as a professional job. There are a good many fraternal orders as well as the public institutions that have this kind of service and have untrained personnel in charge."

**APPENDIX F**  
*Conference Participants*

**PERSONS ATTENDING THE NORTH CAROLINA CONFERENCE  
ON AGING, JUNE 28-29, 1951:**

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