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ECONOMIC OPPORTUNITIES FOR WOMEN:

OLDER WOMEN WORKERS

Report by the Secretary-General

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INTRODUCTION

1. On 23 May 1952, the Economic and Social Council adopted resolution 445 G (XIV) on "Economic Opportunities for Women: Older Women Workers" in which it requested the Secretary-General "to supply to the Commission on the Status of Women for its next [seventh] session any information available on the number and employment status of women as compared with men in the age brackets over forty."

At its seventh session, the Commission on the Status of Women was informed by the Secretary-General that the Secretariat did not have at that time sufficient information available on which to base a satisfactory report and that he hoped to be in a position to do so for the eighth session of the Commission. It was then decided by the Commission to postpone consideration of this item to the eighth session.

2. In the same resolution the Council invited the International Labour Office to "collaborate in this study and to furnish information it may have on older workers, including data on maximum age limits for admission to employment, retirement ages, old age insurance pensions as established by law and practice, as well as on plans and programmes of the International Labour Organisation concerning older workers." The Secretary-General has been informed by the International Labour Office that its report on this subject will not be available for the eighth session of the Commission but will be submitted to it at its ninth session, in 1955.

3. The information contained in the present report has been compiled from the following sources:

- (a) demographic censuses and labour statistics, whenever available by age and sex;
- (b) other official and non-official publications consulted by the Secretary-General;
- (c) data supplied by the following non-governmental organizations:
the International Federation of Business and Professional Women ^{1/};

^{1/}transmitting replies from certain of its affiliated bodies and relating to Canada, Denmark, the Federal Republic of Germany, Finland, Italy, Norway, New Zealand, Southern Rhodesia, Sweden, Switzerland, the United Kingdom, the Union of South Africa and the United States of America.

the International Co-operative Women's Guild ^{2/}; the Saint Joan's Social and Political Alliance ^{3/}; the Catholic International Union for Social Service ^{4/}; the International Organization of Employers ^{5/}; the International Federation of Christian Trade Unions ^{6/}; and the World's Young Women's Christian Association ^{7/}.

4. The present report is divided into two parts: Part I deals with different aspects of the employment status of older women workers; Part II contains statistical data on the number of women workers aged 40 and over, in various countries, as compared with men workers in the same age brackets.

^{2/}acting on the request of the International Co-operative Alliance and forwarding information concerning Canada.

^{3/}forwarding information on older women engaged in part-time work in the United Kingdom.

^{4/}stating its general view on the problem in Belgium and forwarding information received from its affiliate in Germany.

^{5/}transmitting replies from its affiliates in the United Kingdom, in Mexico, in Italy and in Sweden.

^{6/}forwarding information concerning Belgium.

^{7/}transmitting replies from its affiliates in Canada and in France.

PART I. EMPLOYMENT STATUS OF OLDER WOMEN WORKERS

Chapter I. Difficulties Encountered by Older Women
Workers in Obtaining Employment

5. The main types of the difficulties for a woman over 40 in obtaining or even retaining employment ^{8/}appear to be the following:

- (a) The employer's reluctance to employ older people - men and women - based on the belief that their physical and mental capacities - particularly in the case of older women - are lower than those of younger workers.
- (b) The employer's unwillingness to pay, for a worker joining a pension fund at a later stage, contributions which are higher than those he would have to pay for a younger worker; furthermore, due to the fact that a woman has a longer expectation of life than a man, such contributions are usually higher for an older woman than for a man in the same age and salary brackets.
- (c) The prevalent practices and regulations concerning age-limits for admission to employment (35 or 40) and for compulsory retirement at a certain fixed age (usually 60 for a woman and 60-65 for a man), applied as a means of making room for younger members of the staff and of facilitating their promotion.
- (d) The fact that the "common patterns of work-history" for a woman who marries are different from those of a married man; her younger years having been devoted to raising a family, she seeks much more often than a man to enter or re-enter the labour force at a later age, when children are grown or when the family is broken by the husband's death, by divorce or separation; as a result of her long absence from the labour force she is handicapped by lack of training, of experience and of self-confidence.
- (e) Finally, the traditional prejudice against women workers of certain employers who for a given job prefer a male applicant and who, when they do hire a woman, are inclined to pay her a lower salary.

^{8/}See below, para. 7 to 31.

6. As can be seen from the above enumeration, some of the difficulties listed in paragraph 5 concern male as well as female older workers, because of their age; in addition, there are others which a woman past middle age has to overcome because of certain facts and situations peculiar to her sex. In most cases, however, it is impossible to draw a sharp line between the two categories of difficulties. The information which follows in the present Chapter refers to both types of difficulties.^{2/}

BELGIUM

7. The Belgian National Employment and Unemployment Office recently conducted an inquiry among 112 industrial undertakings on the causes of the difficulties encountered in Belgium in placing older workers.

The report on the results of this inquiry is summarized below.

In the selection of applicants, the age limit is normally 40. Older workers are considered unsuitable either where heavy work or shift work has to be performed, or owing to some other reason connected with the nature of the work. On the other hand, older workers are taken on if they are skilled or possess special abilities. The inquiry emphasizes that "there are distinct differences in the trends observed with each of these points, according to whether men or women are concerned."

The report indicates that one general difficulty - for women as well as for men older workers - arises from the economic structure of areas where there is a labour surplus and where, as a result, an employer has ample choice when he takes on the additional workers he needs. Lack of mobility on the part of the older workers is another difficulty. Moreover, the general rise in the average age of the population has the effect of overcrowding the labour market with workers whose average age tends to rise year by year; that is the prime factor in the increase of unemployment among older workers.

^{2/} The information available to the Secretariat relates to the following countries: Belgium, Canada, the Federal Republic of Germany, Finland, France, Italy, New Zealand, Norway, Sweden, Switzerland, the Union of South Africa, the United Kingdom and the United States of America.

According to the Office's investigators, experience tends to show that there are no developments that neutralize or offset purely physical handicaps caused by old age, but that this does not apply to mental processes, for experience shows that failings due to old age are often offset by the development or emergence of new qualities. For example, a decline in memory and adaptability is compensated by closer concentration and more methodical habits, while initiative and energy gives place to patience, discipline and care.^{10/}

8. In Belgium "for a woman over 40 years of age who, having been terminated by her employer, is compelled to seek another job or who applies for employment for the first time...the task of finding appropriate work constitutes, generally, a real problem." The situation, it is suggested, must be considered separately in the cases of women belonging to the age-group 40-50, the 50-60 group and the group of those approaching the pensionable age, respectively. "The fluctuations in the state of health and the difficulties of character of a woman which appear around the age of 50 affect the output and the stability of her work." ^{11/}

9. The "critical" age limit for admission to employment in the field of manual labour is, for women, 50 years. For saleswomen and similar professions where the personal appearance of the female applicant is being taken into consideration, it is around 35 years. As to the retirement age, there are still a considerable number of women who are kept in employment after 60 and up to 65 years, even where the statutory pension age is fixed at 60. Dismissals of older workers on the ground of age only are rare, provided that there is no decline in their health conditions and professional abilities. In jobs where a fixed norm of output is requested, the decrease of physical strength starts usually earlier for a woman than for a man.^{12/}

CANADA

10. According to the Memorandum on the Problem of the Older Worker prepared by the Canadian Department of Labour in December 1952^{13/} the most common specific obstacles in the way of full use of older men and women labour potential are:

^{10/}See "Unemployment among Older Workers in Belgium", article in "Industry and Labour", Geneva, 1952, Vol.VIII, p.445.

^{11/}Information supplied by the Catholic International Union for Social Service.

^{12/}Information supplied by the International Federation of Christian Trade Unions.

^{13/}See below, para. 56.

- (1) Employer's prejudice against hiring of older persons.
- (2) In-plant training programmes, which call for hiring young workers and developing them over the years, make it unprofitable to invest in training of an older employee.
- (3) Pension plans which employers often maintain prevent them from hiring workers of advanced age.
- (4) A belief by employers that the public prefers younger workers for jobs requiring public contacts, such as waitresses, salesmen, etc.
- (5) Collective agreements which tend to prohibit reduction of remuneration for reduced production, for workers in the advanced age group.
- (6) Pension plans which compel workers "to retire at an arbitrary age regardless of fitness to carry on."

11. On 24 June 1953, the Canadian Government abolished the arbitrary retirement age of 65 years for civil servants and raised from 35 to 40 the age limit for hiring employees. Furthermore, the age limits may be waived when qualified candidates within the limits are not available. In some industries the retirement age for women is 60 as compared with 65 for men, but substantial progress is being made towards abolishing arbitrary retirement.

The chief problem of the older applicant seems to be the belief by employers that the public prefers young workers in public places. "Provided that the older woman worker is physically fit for the job and of neat appearance, this objection can be overruled. In many cases the poise and understanding shown by the older woman worker are a decided asset to both the employer and the public." ^{14/}

12. The view has been expressed ^{15/}that, in Canada, "employers' unwillingness to employ older women is not any different to their unwillingness to employ older men".

^{14/}Information supplied by the International Federation of Business and Professional Women.

^{15/}by the World's Young Women's Christian Association.

THE FEDERAL REPUBLIC OF GERMANY

13. There is no special legislation as to the maximum age-limit for admission to employment of applicants of either sex. No arbitrary retirement age is given for men or women but by practice the general age limit has become 65. Lack of training made it difficult to place the many women who following the war were seeking remunerative work outside the home.^{16/}

FINLAND

14. Employers consider that older women workers have greater difficulties in freeing themselves from old habits and adapting themselves to a new situation, that their nerves and temper are not always easy. "This concerns especially those who are untrained or who have been away from the labour market for some length of time...this is a situation which does not often occur as far as older men are concerned." ^{17/}

There is no formally established maximum age. Admission to employment, both for men and women, depends on the employment situation in the particular fields of work.

In Government and municipal service the retirement age is the same for men and women (67 years); but private employers have a lower retirement age for women.^{18/}

FRANCE

15. According to a recent report made by the Ministry of Labour ^{19/} on the problem of the resettlement of older workers, the prejudices of certain employers tend to keep aged workers out of employment whether the latter seek continuation with the same firm or engagement by another.

^{16/} Information supplied by the International Federation of Business and Professional Women.

^{17/} Ibid.

^{18/} Ibid.

^{19/} Bulletin d'information et de documentation professionnelles, Paris, 1952, No. 112.

As regards continuation in the same undertaking, age is invoked as a ground for discharging such workers in two cases; the first is when the operation involved requires speed or physical strength; the second is when the undertaking is obliged to cut down the number of its employees.

When workers are being hired, the placing of applicants without occupational qualifications is extremely difficult when they are aged over 40 or even 35. The report stresses the fact that this concerns particularly women applicants.

Besides the reasons given by employers to justify discrimination against older men and women because of decrease in their muscular force and speed of reflexes, the report mentions two other objections which are made to employment of manual as well as to intellectual workers in the advanced age brackets, namely their difficulties of adaptation to new techniques and their allegedly frequent absenteeism because of illness.

ITALY

16. No upper age limit for admission to employment of men and women exists. The statutes deal only with lower age limits for hiring juvenile workers. There is no discrimination against women in this matter. In Civil Services the age of retirement varies between 65 and 75 years, according to the kind of employment, and is the same for men and women. For private enterprises no regulations exist, but as the rights to pension and insurance begin at 50 for women, and at 60 for men, these ages have practically become the ages of retirement. There is no difference between pensions for men and women.^{20/}

NEW ZEALAND

17. It has been reported that in New Zealand some of the larger commercial enterprises with superannuation schemes will not, except in special circumstances, engage new staff over the age of 40. This applies to men as well as to women.^{21/}

^{20/} Information supplied by the International Federation of Business and Professional Women.

^{21/} Ibid.

NORWAY

18. No maximum age limit for admission to employment exists. The retirement ages in Civil Services are 68-70 for men, 65 for women. Insurance and pensions, as established by law and practice, are the same for men and women. There are special difficulties for older women who have been away from work and wish to return to it because of psychological problems and also of economic questions, such as the social security plans which will be a heavy burden for employers. ^{22/}

SWEDEN

19. Government and Municipal services usually require that the person to be hired shall not have passed a certain age - usually 30 years; the age of retirement depends on the position, and "as women usually do not reach the higher positions, their age of retirement lies between 60-62 or 63 years, against 64-65 for men."

There are no special objections from the employers, though women usually are harder to place on the labour market because of lack of experience due perhaps to the fact that they have been away from work for a long time. As regards clerical work, it seems, however, harder to find employment for older men than for older women. ^{23/}

SWITZERLAND

20. Laws regulate only appointments of functionaries in official administration and age limits apply only to these. Pension systems generally fix 60-65 years for women and 65 for men.

Women over 40 are generally difficult to place in "qualified professions" (skilled jobs), whereas households and hotels accept older women gladly, because of lack of personnel. ^{24/}

^{22/} Ibid.

^{23/} Ibid.

^{24/} Ibid.

UNION OF SOUTH AFRICA

21. At present, in view of labour shortage, older experienced women workers have no difficulty in obtaining employment, but difficulties are found in placing women domestic workers who only come on the labour market late in life.

In respect of Public Service the maximum age limits are 60-70 years for men and 55-65 for women.^{25/}

According to a report received recently by the International Federation of Business and Professional Women^{26/} from their affiliate in Cape Town, "women over 40 do not have difficulty in obtaining employment in South Africa when they have the necessary qualifications and experience; when this is not the case, however, positions are usually given to younger women by preference, older women commanding higher salaries."

UNITED KINGDOM

22. In its Report presented to Parliament in October 1953 ^{27/}, the National Advisory Committee on the Employment of Older Men and Women states, first, that there is no doubt that many older persons have great difficulties in finding another job once they become unemployed. "One need only examine the 'Situations Vacant' columns of the press to see that it is a common practice for upper age limits to be imposed when certain types of vacancies are advertised."

The Report goes on to express the view that one of the main difficulties proceeds from the traditional attitude of employers toward the older workers. There are still some remnants of the old feeling expressed in the familiar words "too old at 40". There is still a strong tendency, where younger and older applicants are in competition, to give an automatic preference to the younger person without regard to their respective merits or suitability for the job. "Worse still, this attitude is sometimes translated into rules and

^{25/} Ibid.

^{26/} Source: "Widening Horizons", Vol. XXII, Feb. 1953 issue, New York.

^{27/} "National Advisory Committee on the Employment of Older Men and Women, First Report, Presented by the Minister of Labour and National Service to Parliament by Command of Her Majesty, October 1953." London, 1953.

then there is no opportunity at all for those engaging workers to exercise judgment in selection."

Another difficulty which the Committee emphasizes is the practice of pension schemes to which the older worker can be admitted only at extra cost to the employer who, therefore, is reluctant to hire him.

As to difficulties specially affecting women, the Committee's findings are as follows:

"Married Women: Return to Employment in Later Life: All the difficulties we have mentioned are encountered by both men and women but women have also some problems of their own. The most difficult problem of all - trying to get a new job after a lengthy absence from any form of paid employment - arises for a far greater proportion of women than men. Large numbers of women withdraw from the employment market at the time of marriage or of the birth of the first child. With the smaller families of today many of them are able, and increasingly inclined, to return to paid employment from about the age of 40 when the heaviest duties of motherhood are completed and when they have potentially a considerable number of years of active work ahead of them... Apart from the women who have made attempts to re-enter suitable work and been discouraged, there are others who would wish to resume employment if they saw more possibilities of entering occupations for which they were suited and in which their abilities could be fully used...

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

"The manufacturing industries are a most important field of women's employment, employing 40 per cent of the total number of women in employment. But in many of them older women come up against arbitrary age limits which have been imposed on the grounds that the occupation demands special qualities of good eyesight, nimble fingers or strong physique. These age limits are not usually applied where the woman is skilled - in certain occupations in the textile industries for example..."

23. A survey undertaken by the Industrial Welfare Society, in London,^{28/} in order to obtain from about 400 firms, members of this society, information on the employment situation of elderly workers in the United Kingdom (men of 65 years and over, women of 60 years and over) contains the following findings as to the effects of employment of such workers on other employees:

Out of the total number (349) of the firms who answered the Society's questionnaire, only 3 per cent reported the attitude of other employees to be against the employment of elderly workers; 48 per cent reported indifference and 22 per cent in favour.

On the question of general usefulness of elderly workers most of the answers received from employers indicate that elderly workers have a stabilizing influence on the labour force, being more reliable and conscientious, producing better quality of work and, while not as fast as younger people, performing their tasks steadily throughout the shift.

24. A memorandum ^{29/} entitled: "The older woman worker: Over 40 years. Reply to Questionnaire from Employment Conditions Committee, Chairman of the International Federation, dated 13 August 1953" contains detailed information relating to the United Kingdom, on the question of the age limits, which can be summarized as follows:

There is no maximum age limit for admission to employment for either men or women. Although such instances are naturally infrequent, it is not unknown for men and women to obtain fresh employment at the age of 70 and over.

^{28/} "The Employment of Elderly Workers", Report published in mimeographed form by Industrial Welfare Society Inc., London (year not indicated), 97 pp.

^{29/} supplied by the International Federation of Business and Professional Women.

Professions with a definite age-limit for both men and women are the Civil Service and Local Government Service, the Police, Prison and Probation Services and Banking. In industrial and commercial firms there may be pension schemes with a maximum age-limit which, if membership is compulsory, restrict the entry of older men and women, and there may be some differentiation between men and women. 25. As to retirement ages, it is stated in the same memorandum that, under the National Insurance Act men qualify for a State pension at 65 and women at 60. The present trend, encouraged by Government action, is towards the equalization of retirement ages and towards their extension upwards. In the professions retirement ages are generally established by comprehensive superannuation and pensions schemes and are usually the same for men and women. The banks have recently decided to raise the retirement age of women from 55 to the same age as for men, i.e., 60.

Compulsory retirement, linked with pension schemes, is by no means universal, for men or women, in industry and commerce. A Ministry of Labour enquiry in 1949 showed that a considerably greater proportion of women than of men were subject to compulsory retirement in finance, public utilities and commerce, co-operative societies and other large retailers; and a slightly smaller percentage of women than of men among the clerical, technical and administrative staff of manufacturing industries, building and road transport.

Most women retire between the ages of 60 and 64. For men the retiring age tends to be between 65 and 70.

UNITED STATES OF AMERICA

26. A number of studies made in recent years reveal that many employers apply strict age limits in hiring new workers. In 1950, in all fields of work, the majority of employers placed age restrictions below 35 on the hiring of women, though they might consider men of 45 or over.^{30/}

^{30/}"Employment and Economic Status of Older Men and Women", U.S. Department of Labor, Bulletin No. 1092, May 1952.

27. A survey made in 1933 by the New York State Joint Legislative Committee on Unemployment found that women aged 40 seeking jobs in manufacturing industries were considered too old while the average age limit for men was 45 to 50 years.^{31/}

28. In a report published in 1951 by the New York State Joint Legislative Committee on Problems of the Aging ^{32/} it is stated that, while now one of the greatest single sources of industrial management in the United States is "not manpower but womanpower", the discrimination against older women seeking jobs is more harsh than that faced by older men:

"Typical reasons for not employing older women are: (1) We prefer young, pretty girls. So do our customers. (2) Older women are too set in their ways. (3) We prefer someone who will stay with us for a long time. (4) The job is too tough for women. (5) Our insurance and pension rates would go up."

Thus, says the report, many women who have raised their children and are eager for "second careers" find the way blocked by both age and sex barriers.

As to the belief expressed by some psychologists that job-counselling an older woman is more difficult than counselling an older man, the Committee observes that there is no unanimity on this point. It recognizes however that:

"Generally, women seem to have a greater sense of isolation than men, perhaps from being out of the labour market longer. This may make them less flexible and less adaptable to employment. Older women generally do not have seniority protection to the same extent as men, due to their departure from the labour market at a relatively early age, before they have had an opportunity to accumulate a backlog of seniority credits."

29. In an article entitled "Older Workers and Older Women",^{33/} Miss Frieda S. Miller, Director of the Women's Bureau of the United States Department of Labor, while recognizing that problems of older persons are common to both men and women, emphasized that both the facts as to their employment and the problems of older women are different from those of older men.

^{31/}Ref. "Never Too Old", Newburgh, N.Y., 1949, page 42.

^{32/}"Our Findings and Recommendations to the Governor and Legislature of the State of New York"; in "No Time to Grow Old", Newburgh, N.Y., 1951, page 32.

^{33/}Published in "No Time to Grow Old", Newburgh, N.Y., 1951, page 183.

As to the facts, the writer recalls that in the United States today (a) out of 4 women 45 years of age and over, only one has paid employment and that the situation among the men is just the reverse: only one in four is not in the labour force; (b) the total number of the older women workers constituted about one-fourth of all older workers.

The situations which entail specific difficulties for older women seeking employment, are described in the same article as follows:

(1) Women are considered "older workers" from the point of view of job opportunities at an earlier stage than men: "If men are considered 'older' at 45, women are often 'too old' at 35. One has only to read the want-ads for proof of this. There seems to be something in the mores and conventions of society which makes age, per se, a greater disadvantage to a woman than to a man."

(2) Women are longer-lived than men. There are more older women in the population than older men, and the disparity in their numbers is rapidly increasing. Therefore, "the greater numbers of older women seeking work increase the problems of employment and placement, and the fact that older women often survive their husbands creates problems of dependency and consequently greater need of employment opportunities for older women".

(3) The "work-patterns" of women who marry are different from men's and have disadvantageous effects for older women:

"The common patterns of work history for women who marry are: (a) working until marriage or pregnancy; (b) leaving the labour force to devote full time to the household and the raising of a family; (c) entering or re-entering the labour force when children are grown or at school; (d) entering or re-entering the labour force when families are broken by death, divorce or separation.

"In the last two instances, the women who enter or re-enter the labour force are often 'older women'. Because of their late entry as workers they...often lack training or qualifying current experience and present special problems in selection. For the same reasons, they often must accept jobs at low wage or salary levels... they lack seniority and are often first to be released when reductions in force are put into effect."

30. In an article by Mrs. Gertrude Bancroft, Co-ordinator for Manpower Statistics in the Population and Housing Division of the United States Bureau of the Census ^{34/} the opinion has been expressed that the older women's opportunities for employment in American industry and business have increased substantially since the beginning of the century and will continue to grow further. This opinion is based on the following considerations:

"A spectacular increase in the propensity of women to work outside their homes took place in the decade of the 1940's, continuing a development that has been observed during the last fifty or sixty years. The sharpest changes were noted among women past 35 years of age. Furthermore, gains made during the war were maintained, as was not the case for men...Big gains were made by women in the 55 to 64 age group: in 1940, on the average, 18 per cent were in the labour force; in 1944, 25 per cent; and in 1950, 27 per cent.

"Curiously enough, some of the factors that have pointed toward a reduction in employment among older men might produce the opposite results among older women. For example, the diminishing importance of farming in our national life and the expansion of urban areas will tend to mean that more and more women will have paid jobs. Opportunities for employment for women are much greater in urban areas than on farms..."

The article concludes with the prediction that "more women past middle age will be desiring employment in the coming decades and that, on the basis of current trends, their opportunities for employment will become more numerous."

31. According to one non-official publication ^{35/}, some American firms express a willingness to hire older women if they agree to exclusion from a pension fund or to pay out of their own wages the increased cost of their pension insurance.

^{34/} "Older Persons in the Labor Force", the Annals of the American Academy of Political and Social Science, 1952, Vol. 279, page 60.

^{35/} "Women go to work at any age", by George Lawton, Altrusa International, Chicago, 1947, page 11.

Chapter II. Distribution of Older Women Labour Force by Types of Occupation, Rates of Earnings, Marital Status and Responsibility for Dependents 36/

BELGIUM

32. Occupational distribution: The figures below, which have been extracted from a detailed Table supplied by the International Federation of Christian Trade Unions, show the distribution of women "paid workers and employees" over 40 years of age by some of the main occupations, on end-December 1947.

<u>Occupation</u>	<u>Number of paid women workers and employees</u>	
	<u>All ages</u>	<u>Aged 40 and over</u>
Agriculture	2,774	897
Food trades	16,888	3,511
Textiles	101,100	27,089
Clothing	68,737	13,089
Transport	4,716	1,804
Domestic work	68,179	25,711
Hotels (Cafés excluded)	10,780	4,981
Showbusiness	4,328	1,690
Teaching	46,855	21,397
Public Services	19,332	5,745

33. The table below shows, for Belgium, the distribution of unemployed women of 50 years and over according to occupation, as compared with unemployed men in the same age brackets: ^{37/}

<u>Occupational group</u>	<u>Women</u>			<u>Men</u>		
	<u>All ages</u>	<u>Aged 50 and over</u>	<u>Per cent</u>	<u>All ages</u>	<u>Aged 50 and over</u>	<u>Per cent</u>
Agriculture	78	26	33	1,848	873	46
Building	36	7	20	6,406	2,836	44
Wood-working	406	94	23	6,348	2,773	44
Production and processing of metals	10	2	20	221	114	52
Finishing of metals	350	22	6	3,872	1,195	31
Chemicals	204	29	14	126	58	46
Textiles	8,280	1,366	17	7,138	2,424	34

^{36/} The information presented in the present chapter refers to Belgium, Canada, Italy, Sweden, Switzerland, the Union of South Africa, the United Kingdom and the United States of America.

^{37/} Survey published by the Office National du Placement et du Chômage, in February 1952.

Occupational group (continued)	Women			Men		
	All ages	Aged 50 and over	Per cent	All ages	Aged 50 and over	Per cent
Food trades	506	137	25	1,838	637	35
Publishing	318	43	13	898	258	29
Footwear	1,344	139	10	1,955	589	30
Leather (skins)	54	22	41	276	123	45
Other leather-work	152	24	15	182	62	34
Tobacco	750	253	34	633	406	64
Transport	38	9	24	4,082	1,768	43
Salaried employees	6,723	1,156	17	6,205	2,790	45
Artistes	324	63	20	859	309	36
Labourers	21,312	4,774	22	35,807	16,440	46

34. Earnings: In Belgium, "only in rare instances is there any differentiation of pay based on age."^{38/}

CANADA

35. Occupational distribution: The occupational distribution of the older women labour force in Canada, in 1951, is shown in Appendix A to the present report.^{39/}

ITALY

36. Occupational distribution: It has been reported^{40/} that older women working outside their home usually work in the same profession as they did in their earlier life. These occupations include cashiers, superintendents in department stores, educational work etc.

37. Earnings: In the field of unqualified work the rate of pay for women is usually lower than that of men, in every age bracket; in qualified work, for instance teaching, library work, etc. there is no discrimination against older women as regards rate of payment.^{41/}

^{38/} Information supplied by the International Federation of Business and Professional Women.

^{39/} Figures extracted from Ninth Census of Canada, Bulletin 4-5, Vol. IV, Ottawa 1953 (communicated by the International Co-operative Women's Guild).

^{40/} By the International Federation of Business and Professional Women.

^{41/} Ibid.

SWEDEN

38. Earnings: In the professional field and for qualified older women workers the rate of pay for equal work is the same as for older men; in industry they usually receive three-fourths of the wages paid out to men.^{42/} The following data have been supplied^{43/} as to the "median salary" of Swedish women workers as compared with men:

<u>Age</u>	<u>Median salary</u> (<u>öre/hour</u>)	
	<u>Men</u>	<u>Women</u>
25	242	184
39-48	251	184
49-58	249	175
59-68	237	169

SWITZERLAND

39. Earnings: Women and men "of any age do not get equal pay for similar work."^{44/}

UNION OF SOUTH AFRICA

40. Earnings: Rates of pay of older women are generally less than those of men, except in professional and technical fields, where the rates are the same.^{45/}

UNITED KINGDOM

41. Occupational distribution: The occupational distribution of older women employed as at end of May 1952, as compared with younger female employees on the one hand and with men in the corresponding age groups on the other hand, is shown

^{42/} Information supplied by the International Federation of Business and Professional Women.

^{43/} By the International Organization of Employers.

^{44/} Information supplied by the International Federation of Business and Professional Women.

^{45/} Ibid.

in Appendix B of the present report. The figures are extracted from a table attached to "National Advisory Committee on the Employment of Older Men and Women, First Report"^{46/} where they are accompanied by the following comments and observations.

"Industries which might be expected to be unsuitable for older workers show a high rate; others which seem more suitable show a low rate; and there is considerable variation between industries of a comparable type. There is good reason to suppose that, with some obvious exceptions, the degree to which an industry or an establishment employs older workers depends not so much on the suitability of the work as on a number of other factors influencing engagement and retirement practices."

42. Earnings: It appears^{47/} that in the United Kingdom "there is no differentiation of pay based on age; where there is differentiation between rates for men and women this remains at all ages, or changes with grade rather than age. In practice there are no doubt more highly paid men than women over 40, particularly in the business world, for various reasons such as the retirement of women on marriage and the fact that there are fewer opportunities for women in the higher ranks."

43. Marital Status: It is estimated that the number of married women (excluding widows) in the "employee class" in Great Britain as at end of May 1951 represented about 43 per cent of the total number of female employees. There are considerable differences between the proportions of married women in different age-groups of 40 years and over, as may be seen from the following figures:^{48/}

<u>Age group</u>	<u>Percentage of married women in the total number of female employees in the age group</u>
40-44	66
45-49	62
50-54	56
55-59	44
over 60	32

^{46/} See above, paragraph 29, and below, paragraph 67.

^{47/} From a Memorandum supplied by the International Federation of Business and Professional Women (see above, paragraph 25).

^{48/} Source: "Ministry of Labour Gazette", Vol. LX, August 1952, page 267.

UNITED STATES OF AMERICA

44. Occupational distribution: According to a census taken in the United States in April 1953,^{49/} one out of every 4 women (of all ages) who were working were employed in clerical occupations; one out of every five were operatives or factory workers. These two occupational groups accounted for almost half of all employed women. However, clerical work as a field for women decreases in importance as age advances. The 45-64 age group tends to spread more evenly over the various occupational categories. While in this age group some concentration is still noted in clerical and factory work, significant proportions of it are also found in service work, professional work and private household work.

The following table^{50/} shows, for the United States, the per cent distribution of employed women, by major occupation group and age, in 1953 as compared with 1951:

Major occupation group	1953		1951	
	45-64 years	65 years and over	45-64 years	65 years and over
Total employed women	100.0	100.0	100.0	100.0
Professional, technical and kindred workers	11.4	12.0	10.4	9.5
Farmers and farm managers	1.6	3.2	2.0	3.4
Managers, officials, and proprietors, except farm	7.4	11.3	8.6	14.7
Clerical and kindred workers	19.3	8.1	17.5	7.2
Sales workers	9.1	5.3	7.4	6.8
Craftsmen, foremen, and kindred workers	2.2	.4	.9	2.7
Operatives and kindred workers	18.3	10.6	20.5	10.2
Private household workers	11.1	25.0	13.7	24.9
Service workers, except private household	14.8	20.4	14.4	16.6
Farm labourers and foremen	4.4	3.5	4.1	4.1
Labourers, except farm and mine	.5	.4	.6	-

^{49/} Ref. "Women as Workers", a Statistical Guide, U.S. Department of Labor, Women's Bureau, Washington, 1953.

^{50/} Ibid.

45. Commenting on the data available on the distribution of older women, as compared with older men, by types of work, Dr. Charles Pearce, Director of the Division of Research and Statistics at the New York State Labor Department, points out^{51/} that the participation rates of older women had about the same ranking as rates of older men among the main occupational groups:

"Ranking especially high were occupations having large proportions of self-employed persons. Women's occupations showing high rates were housekeepers, domestic services workers, charwomen, practical nurses, librarians and social and welfare workers ... On the other hand, stenographers, typists and other office occupations, saleswomen, trained nurses and waitresses were essentially younger women's occupations."

46. Earnings: Whereas median income for men and women was, in 1952, about the same in the 14 to 20 year group, men's income increasingly exceeded women's in the upper age groups. In the age group 50-65 men's income was three times as large as women's.^{52/}

47. An enquiry undertaken in January 1952 among its 160,000 members by the National Federation of Business and Professional Women's Clubs, Inc., in New York^{53/} shows the percentage of women workers earning \$5,000 or more, as follows:

<u>Under 35</u>	<u>35-44</u>	<u>45-54</u>	<u>55-64</u>	<u>65 and over</u>
3.4%	7.5%	10.3%	10.6%	8.5%

48. Responsibility for dependents: The same enquiry reveals the following percentages of the Federation's members, in different age groups, who have dependents:

<u>Under 35</u>	<u>35-44</u>	<u>45-54</u>	<u>55-64</u>	<u>65 and over</u>
30.6%	40.0%	41.1%	26.6%	14.6%

^{51/} "Present Employment Status of Older Workers", article published in "Never Too Old", Newburgh, N.Y., 1949, page 33.

^{52/} Source: U.S. Department of Commerce, Bureau of the Census. Quoted in "Women as Workers" (see above, paragraph 45).

^{53/} "Facts and Figures about the Mature Woman Worker", Preview of the Federation's Current research study on the economic strength of employed women. New York.

Chapter III. Older women workers and part-time employment

49. The fact that older women working part-time are, proportionally, much more numerous than older men working part-time is common to those countries for which information on this point is available.^{54/}

CANADA

50. In Canada,^{55/} the largest number of part-time jobs are filled by married women, most of them over 35 years of age. This field of employment is attractive also to older, retired women who are thus able to supplement pensions or annuities, or who are not able to obtain or carry out full-time employment.

UNITED KINGDOM

51. In its reply to the Secretary-General's request sent in 1952 to a number of non-governmental organizations for information concerning part-time work for women,^{56/} St. Joan's Social and Political Alliance for the United Kingdom reported that, in 1951, in the United Kingdom, among the 459,000 women over 35 years of age who were engaged in part-time work, 243,600 fall into the age-group 35-44; 193,600 in the age group 45-54 and 22,200 into the age-group of 65 years and over.

UNITED STATES OF AMERICA

52. In the United States, the situation^{57/} during 1951 was as follows:

<u>Age</u>	<u>Proportion part-time workers formed of all workers</u>	
	Women	Men
All ages	26.0	8.9
25-34	21.2	3.0
35-44	25.2	2.2
45-54	26.2	3.4
55-64	28.6	7.0
over 65	45.0	22.2

^{54/} Canada, the United Kingdom and the United States of America.

^{55/} Report of the International Federation of Business and Professional Women.

^{56/} See document E/CN.6/213, paragraph 56.

^{57/} Source: U.S. Department of Commerce, Bureau of Census, Current Population reports.

These figures are commented in "Women as Workers"^{58/} as follows:

"For women in the age groups 25 to 64 years, the proportion of women part-time workers reflects the fact that many women have child-rearing or home-making responsibilities and, therefore, often cannot accept full-time jobs. Most of the men of these ages, on the other hand, work at full-time, year-round jobs. In the older age groups, 65 years and over, the proportion of women workers in part-time jobs is again much higher than the proportion of men workers in such jobs."

53. The statistics on older workers engaged in part-time employment have been commented on also by the Women's Bureau of the United States Department of Labor^{59/} as follows:

"Older women ... are employed on a part-time basis to a greater extent than younger women or men. The proportion of all workers in each age group who work less than 35 hours a week is largest in the old and very young age groups. Undoubtedly, the reason the proportion is high in the group under 20 years is that a substantial number of these part-time workers are students. Many of this younger group hold part-time jobs for only part of the year ... On the other hand, a great many of the older women who were employed on part-time jobs during 1950 worked throughout the year. Almost half of the women 65 years and over who worked did so on a part-time basis, and almost one-third of those between 55 and 64 years were part-time workers."

^{58/} See above, paragraph 44.

^{59/} "Facts on Older Women Workers", Washington, January 1952, page 12.

Chapter IV. Need for Promoting Employment Among Older Women
and Action Taken or Suggested 60/

54. The question of discrimination against older men and women workers has been the concern of governments and of non-governmental organizations in a number of countries since the beginning of the century.

BELGIUM

55. Following are some of the measures suggested^{61/} to promote employment among older women workers: shortening of the length of the daily or weekly working time for women in the age brackets over 40; strict observance of the principle of equality between men and women as to the rate of pay for a job, if similar; establishment of the pensionable age for women workers at 60 "or even earlier"; fixing of the amount of the pension for single women at a higher rate than for married women.

CANADA

56. A Memorandum on the Problem of the Older Worker prepared by the Department of Labour in December 1952^{62/} contains detailed information, which is briefly summarized below, as to a series of steps taken by this Department and the Department of Veterans Affairs to widen the employment horizon for older men and women workers.

Considering that the problem stemmed largely from a state of mind among employers that to employ men or women over 40 was not a wise policy, the Department of Labour decided that the first step towards ultimate solution lay in an actual change in the thinking and beliefs of employers, in certain instances

^{60/} The information which follows in the present Chapter refers to Belgium, Canada, the Federal Republic of Germany, France, Sweden, Switzerland, the United Kingdom and the United States of America.

^{61/} By the International Federation of Christian Trade Unions.

^{62/} Information Branch, Department of Labour, Ottawa, 1953 (Communicated by Miss Ruth Hamilton, Adviser on Women's Employment, National Employment Service, Ottawa).

the older job applicant himself, and of the public as a whole. It was towards this end that efforts had been directed. However, because this attitude had developed over many years, it was realized that the results of efforts to change it would make headway slowly.

Various steps have been taken also by the National Employment Service of the Unemployment Insurance Commission, such as the creation of special placement units for older workers having difficulty in obtaining employment. They are referred to these units for a counselling interview in which agreement reached on possible suitable types of work and after which they are returned to the general placements officer for selection and referral. Sometimes, counselling has led to an applicant discovering he had marketable ability or skill of which he was previously unaware. This discovery usually results in a renewal of self-confidence and determination which has often helped the applicant to such an extent that he has gone out and found himself a job. "The very fact that there exists a service designed especially to aid the older person who is unemployed, is in itself a morale builder."

The following statement made by the Joint House of Commons-Senate Committee on Old Age Security is quoted in the Memorandum:

"Not only is this [the problem of the older worker] a matter of importance to individuals themselves in terms of their health and mental outlook, but it is even of greater importance to the overall economy of the country ... In the years ahead our economic progress and prosperity will depend in significant measures on the success of efforts made to utilize to the fullest possible advantage the mature skills of these older workers."

57. It has been reported^{63/} that the trend toward higher proportion of older persons in the population is considered by the Canadian Labour Department as "a national problem demanding close scrutiny" and that a Joint House of Commons-Senate Committee on Old Age Security is dealing with this problem.

^{63/} By the International Federation of Business and Professional Women.

FEDERAL REPUBLIC OF GERMANY

58. In the field of training the older women workers for a new job or retraining in an old job "certain measures have been taken and some work is in progress".^{64/}

59. The question of the unemployment of aged salaried employees was raised several times in Parliament. Several deputies have requested that such employees should be protected by law in the same way as invalids, each undertaking being required to employ a certain percentage; others have proposed that subsidies or fiscal privileges should be granted to undertakings employing more than a certain number of aged employees. The Federal Chancellor has also interested himself in the question, and addressed an appeal to employers, at Christmas 1951, asking them to take on aged employees whenever possible. The employers' associations have given their support to the Chancellor's appeal and declared that they are qualified and experienced. They are opposed, however, to any legislative action to increase employment of older persons by coercive measures.^{65/}

FRANCE

60. During an enquiry recently made by the Ministry of Labour on the problem of finding employment for men and women workers aged 50 or over, various suggestions were examined. Some of these suggestions together with the opinions expressed with regard to each of them by the divisional labour inspectors consulted are listed below.

(a) Compulsory employment of a certain proportion of older workers. This idea has been opposed by all the divisional labour inspectors; as unpractical.

(b) Reservation, in the large undertakings, of certain positions of trust or posts not requiring any physical effort (such as caretakers, superintendents, storekeepers etc.), for older men and women workers. It

^{64/} Information supplied by the International Federation of Business and Professional Women.

^{65/} Ref. "Industry and Labour", Geneva, 1952. Vol. VII, page 378.

has been pointed out that this is already commonly practiced by many establishments for the benefit of their own workers who because of their age have become unfit to continue their former activities and that, consequently, such jobs would be only rarely available for wage earners who have not previously worked in the enterprise in question. It seemed, therefore, that the establishment by the enterprise of a list of jobs which could be filled by men and women over 50 was likely to give only very limited results in practice.^{66/}

(c) A minus differential in wage rates, graduated according to age - for instance, a decrease of 5 per cent for workers aged 50 to 55 years, 10 per cent for those aged 65, and so forth. It was objected that apart from the fact that such a solution would be to the detriment of fully skilled workers who, in spite of age, are fit to carry on their occupations and whose output remains undiminished, it might encourage employers to make improper use of such older staff.

(d) Selection and trial placement of workers of more than 50 years of age. This measure was not considered by the labour inspectors.

(e) Elimination of old age pensioners from all sectors in which they might compete with older workers. It has been pointed out that such a scheme might be in contradiction with a policy of full employment. Some inspectors expressed the opinion that employers would be more willing to hire older workers or continue them in their jobs if they were granted certain advantages such as tax concessions or the creation of special compensation funds; it was feared, however, that this last measure might hinder the recruitment of young workers, since employers might be tempted to seek older workers in order to reduce their general expenses.

The report of the Ministry of Labour concludes that the diversity of the suggestions gathered during its enquiry and, still more, the criticisms made by the divisional labour inspectors, demonstrate the complexity of the problem of the resettlement of older workers.^{67/}

^{66/} This proposal was the subject of three Bills laid before the National Assembly in 1951.

^{67/} "Industry and Labour", Geneva, 1953, Vol. IX, No. 7.

61. It is reported^{68/} that in 1952 Mr. Frédéric Dupont, member of the National Assembly, submitted for adoption a draft bill (No. 537) under which "the Government would be invited to reserve 30 per cent of the job vacancies for women in the age brackets over 50." So far this draft has not been discussed in the National Assembly.

SWEDEN

62. It has been reported^{69/} that recently an enquiry on the problems of the older women has been undertaken under the auspices of the Swedish Union of Employers. This enquiry deals solely with men aged 60 and over and women over 55.

SWITZERLAND

63. It has been reported^{70/} that "several centres, training former nurses and widowed housekeepers ... exist [in Switzerland]. In Zürich there is also a school training women who are out of work in the garment profession. A special labour bureau for older women did not succeed as these women did not like to be treated apart from other applicants. Three private organizations for mutual aid to men and women workers over 40 are doing some propagandistic work since 1951."

UNITED KINGDOM

64. Various and significant steps to promote the employment of older men and women have recently been taken by the Government. The urgent economic necessity and social desirability of adopting a new policy in this matter has been emphasized in several memoranda and reports issued during 1952 and 1953 on the problems of aged workers by both private and government bodies.

^{68/} By the World's Young Women's Christian Association.

^{69/} By the International Organization of Employers.

^{70/} By the International Federation of Business and Professional Women.

65. In a memorandum "The Economic and Social Effects of the Increasing Proportion of Older People in the Population", published by the Ministry of Labour and National Service,^{71/} its new national policy directed at extending the scope for the employment of older men and women was summed up under two heads:

"(a) Older persons should be retained in employment for as long as they want to continue, provided they are fit for their normal work or for any alternative work which can be provided for them.

"(b) There should be no impediment to the recruitment into employment of older persons who are both able and willing to carry out the jobs available."

The reasons for this policy are stated in the memorandum as follows:

"The employment of the elderly is desirable from the point of view of the community as a whole ...

"The opportunity to continue in employment is also desirable from the point of view of the older persons themselves ...

"In present circumstances, the encouragement of the employment of the elderly is a pressing necessity; we cannot afford that the willing and able worker should stand idle."

The Memorandum makes it clear that for compelling social and economic reasons the door must be opened widely to the employment of men and women able and willing to work, irrespective of age:

"These social and economic reasons are not remote and abstract; this is essentially a human problem of providing a proper place in our society for the evergrowing proportion of elderly persons. The solution of this problem requires a radical change of outlook on the part of employers, workers and general public. Age 65 for men and 60 for women ought no longer to be regarded as normal retiring age."

In the closing paragraph of the Memorandum the Ministry asks for co-operation of both employers and workers in creating conditions and opportunities in which older men and women workers can continue to serve, and in particular:

^{71/} London, January 1952, 10 pages. (U.N. Library 362.6.42 M.665)

"(1) To make more widely known the reasons why it is essential that elderly persons should not be denied the opportunity of employment on account of their age alone.

"(2) To ensure that the personnel policy and practices of such individual firm are in line with the national need to promote the employment of the elderly.

"(3) To review practices and agreements to ensure that the services of workers able and willing to continue at work are not unnecessarily lost to the community through the operation of schemes requiring retirement at a fixed age regardless of other circumstances.

"(4) To review pension arrangements with the object of removing any obstacles to its retention at work on age grounds, the provision of incentives to remain at work and the removal of any impediments to the engagement of older workers.

"(5) To consider the introduction of special hours, working conditions, etc., where necessary to enable the elderly to continue at work."

66. An article published in February 1952 issue of the "Ministry of Labour Gazette" contains the following statement:^{72/} "From the economic standpoint, the existence of more and more older persons not in employment although capable of productive work would place unnecessary and growing burden on those at work and producing; moreover, the long-term economic need is now made urgent by the general manpower shortage ... Older people, among both men and women, represent one of the very few possible reserves from which labour can be drawn to augment the working population."

67. Appointed in March 1952, "to advise and assist the Ministry of Labour and National Service in promoting the employment of older men and women",^{73/} the

^{72/} As summarized in "Industry and Labour", Geneva, 1952, Vol. VII, page 453.

^{73/} In interpreting these terms of reference the Committee defined its task and its aim as follows: "Our task is to consider what conditions or circumstances hinder the employment of older persons and what are most likely to help, and to make recommendations. Our aim is to suggest the general lines on which the Government, public and private bodies may work together to enable and encourage men and women in all kinds of employment - in Industry, Commerce and Professions - to use their skills and experience to a greater age, with benefit both to their own well-being and to the national economy."

National Advisory Committee makes, in the Introduction to its 62 page Report presented to Parliament in October 1953,^{74/} the following significant statement:

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

The Committee's main findings and recommendations are as follows:

- (a) "We are convinced that the principal barrier to the extended employment of older persons lies in the traditional attitudes of mind and only a better understanding of the issues is likely to change them." .. (para. 8)
- (b) "The proportion of older persons in the population is increasing year by year ... The change in the structure of the total population requires a similar change in the age structure of the working population." .. (paras. 12 and 17)
- (c) "Any attempt to estimate arithmetically [the numbers of men and women who, instead of going into retirement, might continue in employment] would be of little use without more knowledge of their health, working fitness, domestic or other circumstances. More information is needed 'before we could reach firm conclusions and expressed the hope that promising research projects would be given full encouragement.'" .. (para. 21)
- (d) "The community has not only an economic need of the contribution of the older worker but a positive obligation to safeguard the right of every worker, young or old, to play his full part in the life of the community." .. (para. 22)

^{74/} Cf. above, paragraphs 22 and 41.

(e) "Bearing in mind that work now begins at a later age and with a healthier start and the progressive improvements in working and living conditions and the social and medical services, it does not seem unreasonable to suppose that within the longer total span there should be, for many, a longer period of capacity for an active working life." .. (para. 23)

(f) "Research has shown that, contrary to common belief, many jobs requiring at least moderately heavy muscular effort are done successfully by older people The older person is at some positive advantage in jobs which require accuracy and attention to detail and in which he can use judgment founded on experience. For some employers the older worker has a rare value as teacher of his craft to the young; his assets for this are his patience and his pride in his craft as well as his knowledge and experience." .. (para. 25)

(g) "The need for encouraging the employment of older people is a present as well as a long-term one ... In short-term, it would not be right to urge older workers to defer retirement where younger workers suitable for their jobs are unable to find work ... But it is Government policy to maintain a high and stable level of employment for all who want to work and are fit to do so, and there should be no age limits to this. Neither from a human nor an economic angle can a limitation of employment opportunities for older people who want to work be regarded as a solution for unemployment." .. (para. 32)

(i) "There is good reason to suppose that ... the degree to which an industry or an establishment employs older workers depends not so much on the suitability of the work as on a number of other factors influencing engagement and retirement practices. We think that industries and individual employers should be asked to review these practices." .. (para. 37)

(k) "The policy for the employment of older persons must ... take account of the need to provide for the re-entry of women aged 40 and over, married into suitable employment. The proportion of women in the higher age groups in paid work has always been small and there should be considerable scope for increasing it." .. (para. 46)

(l) "Age limits are not usually applied where the woman is skilled ... and we think that their relevance to less skilled occupations should be reconsidered. They are particularly questionable where the older woman has had experience of the type of work and where that experience ... can replace or compensate for the absence of youthful qualities." .. (para. 49)

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

(n) "All men and women employed in industry, commerce, the professions or elsewhere who can give effective service, either in the normal work or any alternative work which their employer can make available, should be given the opportunity, without regard to age to continue at work if they so wish." .. (para. 66)

68. The National Federation of Business and Professional Women's Clubs of Great Britain and Northern Ireland reports^{75/} that employment of older workers was considered at a three-day conference held in 1952 in London and that the following conclusions were reached:

"that as regards manual workers, the older worker should be paid the rate for the job, irrespective of age;

"that as regards professional, technical, managerial, clerical and administrative workers, there should be an interchange of pensions rights - pension schemes often reduced the mobility of labour;

"that employers should provide more opportunities for the part-time employment of older workers;

"that industry should provide more training opportunities for women to new skills required in transferring women from one job to another;

^{75/} See "The British Business and Professional Women", Vol. XV, Summer 1952 issue.

"that the regular employment of women with children of school age should not be pressed by the Government and there should be more research into the social consequences of such employment."

69. In her report to the Executive Committee of the International Council of Women, which met at Reading, England, in September 1952, the following opinions were expressed by the Chairman of the Standing Committee on Woman Labour:

(1) the problem of older men workers is certainly more serious than the problem of older women workers, with the difference, however, that the case of older men is being studied thoroughly while the case of older women is hardly being paid attention;

(2) the factors which intervene in the case of older women workers are entirely different from those involved in the case of older men workers and, therefore, for each of these cases the solutions needed are by no means the same.^{76/}

UNITED STATES OF AMERICA

70. In an appeal to the employers made in 1938 the United States Secretary of Labor made the following statement:

"The problem of the older worker in industry has been developing steadily in recent years until discrimination on account of age has become a menace and terror to thousands of family breadwinners when they reach the age of 40 to 50 years. Such a policy affects the well-being and comfort of a considerable number of our citizens and threatens our over-all structure so that its alleviation and correction is becoming a growing matter of public concern."^{77/}

71. Government action to promote employment of older men and women workers has been advocated by the New York State Joint Legislative Committee on Problems of Aging. Such action would consist of enacting of legislation barring discrimination in hiring because of age and setting appropriate penalties; requiring all industries to employ a certain percentage of older workers; giving firms a tax rebate or subsidy for employment of older men and women. Another suggestion made by the Committee was that the present New York State Legislation

^{76/} "International Council of Women Quarterly Bulletin", Vol. XXX, No.1, Zurich, January 1953, page 53 (text in French).

^{77/} Quoted in "Minutes of the 86th Session of the Governing Body of the ILO", Geneva, February 1939, page 20.

on Fair Employment Practices - which aims at eliminating discrimination in labour because of race, colour or creed - should be expanded so as to be directed also against discriminatory practices because of age.^{78/}

72. In one of its recent publications^{79/} the United States Department of Labor explained as follows the reasons for which a larger participation in the labour force by women in the more advanced age brackets would serve not only their own interest but also the interest of the nation:

"It is commonly recognized that in the United States manpower reserves are extremely limited, as compared with a dozen years ago. However, it is not so widely recognized that the marked change which has occurred in the age distribution of our population has had an effect on our potential labour force... The nation cannot rely solely on the 'normal' growth of the labour force to supply the manpower needs. In addition to the normal growth, we must look towards increased manpower needs. In addition to the normal growth, we must look towards increased labour force particularly by certain groups in the population. The largest of these groups is among women, and particularly by certain groups in the population. The largest of these groups is among women, and particularly women aged 45 years and over... These older women constitute the major segment of our manpower reserve."

73. In a report made in 1939 to the United States Secretary of Labor the Committee on Employment Problems of Older Workers, which was appointed to consider this subject and to suggest possible remedial measures expressed the view that any private or Governmental policy which arbitrarily discriminates against applicants or employees on the basis of a fixed age, "is undesirable from the point of view of employees, employers, and the public as a whole, and is not justified by the findings of the Committee."

The Committee called attention to the fact that employees themselves can aid in breaking down the prejudices against older workers and that in some cases the problem has been successfully handled through trade-union contracts. In connexion with such a solution full co-operation between unions and managements was recommended.^{80/}

^{78/} Ref. "Age is No Barrier", Newburgh, N.Y., 1952, page 32.

^{79/} "Facts on Older Women Workers", page 14, see above paragraph 53.

^{80/} Ref. "Monthly Labor Review", U.S. Department of Labor, Vol. 48, No. 5, p. 1077.

74. The need for devising a constructive programme to increase employment among the older women workers has been stressed in an article ^{81/} recently published by Miss Frieda S. Miller, Director of the Women's Bureau of the United States Department of Labor, who at the same time expressed the view that, unfortunately, there is a serious lack of factual information both statistical and non-statistical to serve as a basis for such a programme:

"Almost without exception, research studies on the older workers report conditions in industry and the community as they apply to men, with only occasional reference to practices and conditions as they affect women. We need to know currently what kinds of jobs these women hold and in what industries, how long they have been working, how old they were when they took the jobs they have, what specific industry practices affect them... We need to know about their home and community conditions, their marital status, what dependents they have, what effect their employment or economic dependence has upon their families, what their incomes are, etc., etc..."

"While we ~~do not~~ propose separate treatment of older women as part of the general problem of older persons and workers, we believe that some of the [special problems of older women in the labour market] have definite bearing on the types of programmes which can and must be devised..."

75. Listed below are some of the educational and information approaches to the problems of older workers suggested by Mr. Edward Corsi, Industrial Commissioner of the New York State Department of Labor, ^{82/} which could have valuable results in bringing older men and women workers the employment which their capabilities justify:

- (a) Creation of a central clearing house and repository of information on "the capacities of older workers and management experience with them".
- (b) A programme of broadcasting of facts that should be known to the public about older men and women workers, their skills, their needs and their numerous and complex problems.

^{81/} See above, para. 29.

^{82/} "Employment Problems of Older Persons", article published in "Never Too Old", Newburgh, N.Y., 1949, page 71.

(c) Encouragement and guidance to responsible, non-profit organizations which can effectively undertake to bring together job possibilities and job applicants and which can assist unemployed older persons in making maximum use of their past training and present capabilities in the face of existing opportunities.

PART II. STATISTICAL INFORMATION ON THE NUMBER OF
WOMEN WORKERS, AS COMPARED WITH MEN, IN
THE AGE BRACKETS OVER FORTY

Chapter I. Definitions and general remarks

76. The term "workers" has not been accorded any precise and uniform definition and, as a matter of fact, is seldom used by labour statisticians. To designate the group of persons engaged in economic activities different terms are adopted in different countries, such as "gainfully employed", "active population", "breadwinners", "occupied in a profession", etc.

77. In its statistical surveys, the Secretariat of the United Nations uses the term "economically active population" as the equivalent of any of the above-mentioned terms.^{83/}

78. In the tables presented in the International Labour Office's Yearbooks of Labour Statistics an attempt was made to give figures on the "total labour force", on the basis of a uniform definition corresponding to that adopted by the Sixth International Conference of Labour Statisticians, held in 1947.

In accordance with this definition the figures are intended to cover:

(1) all employed persons, including employers, persons working on their own account, salaried employees and wage earners, and, so far as data are available, "unpaid family workers"; the figures do not include students, women occupied solely in domestic duties, retired persons, persons living entirely on their independent income and persons dependent upon others; (2) the unemployed at the time of the census, including those never previously employed.^{84/}

79. As in the ILO statistical publications, in the text and the tables submitted below, the terms "economically active" and "labour force" are used interchangeably in the sense of the definition as stated.

80. It is hardly necessary to add that, owing to differences between countries as regards details of the definitions used, age groups and methods of collection and tabulation, the figures submitted are often not comparable internationally. In some cases it is not clear, for instance, from the labour statistics

^{83/} See: Population Census Methods, United Nations publications, Lake Success, N.Y., 1949, page 92.

^{84/} See Yearbook of Labour Statistics 1947-1948, ILO, Geneva 1949, page 1.

available to what extent unpaid family workers who assist in family enterprises are included among economically active population. Again, persons who were seeking work at the time of the census but were never previously employed may not have been classified in this census as unemployed and may thus have been omitted from the economically active population.

81. In order to enable the reader to draw from the successive demographic censuses used below correct conclusions as to whether the participation of older women in the labour force of a given country tends to decrease or to increase, it was thought preferable to compute for the present report, whenever possible, percentages of the older workers of each sex in the total numbers of persons of the sex and age group concerned, rather than to present absolute figures as supplied in most of the censuses. If absolute figures were taken any interpretation of the changes occurring between the latest census and the previous ones would be misleading, since: (a) in all the countries, the size of the total population, and consequently of the labour force, is growing substantially from year to year, and (b) in many countries, the number of older persons is increasing more sharply than the number of younger persons, and this increase is accentuated more in the female than in the male groups.

82. Finally, it must be noted that: (1) for some countries, the census tables available on the active population by sex and age supply data concerning "older" workers which refer only to two broad groups, namely "20 to 64 year old" and "65 and over"; (2) while for some countries such tables are prepared on the basis of population censuses of 1951, 1952 or even 1953, for a number of other countries the latest available data on workers by age and sex are extracted from censuses taken 10 or 15 years ago; (3) for a number of countries - particularly of the Asian continent - the available labour statistics do not contain breakdowns by sex and age, and thus do not make it possible to supply to the Commission on the Status of Women the information requested.

Chapter II. Figures available and Comments

83. The participation of older women and men in the labour force in Australia is shown, in per cent ^{85/} of the total female or male population of the age-group concerned, by the following statistics:

Age	<u>1933</u>		<u>1947</u>	
	women	men	women	men
40-60	15.7	95.1	17.7	95.2
60-64	10.0	83.2	10.4	79.9
over 65	4.7	34.2	4.9	33.9
Total for over 40	12.8	81.7	13.8	80.5

It can be seen from these figures that, while in the 40-60 age group almost all the men are economically active, the economically active women represent only about 17 per cent of the female population belonging to the same large and important age group.

84. The census taken in Belgium on 31 December 1947 showed that workers over the age of 50 numbered 395,243, of whom 338,552 were men and 56,691 were women.

As to unemployment among older workers, an analysis of placements during the second quarter of 1951 throws significant light on the distribution according to age and sex of the persons for whom jobs were found: during this period, 20 per cent of the men placed were over 50 years of age; among the women placed 16 per cent only were over 50. ^{86/}

85. There was in Belgium, by end-December 1947, ^{87/} a total of 566,815 "paid female workers and employees" (not counting the unemployed), out of which 167,682 - or about one-third - were in the age brackets over 40.

^{85/} Computed from absolutes given in the Census of the Commonwealth of Australia, June 1933, Vol.II, p. 1568. Data for 1947 received prior to publication from the Australian Bureau of Census and Statistics.

^{86/} cf. "Industry and Labor", Geneva, 1952, Vol. VIII, p. 445.

^{87/} According to data supplied by the International Federation of Christian Trade Unions.

86. In Canada, according to the census taken in June 1951, the number of economically active men in the 45-59 years age group constituted 93.0 per cent of the total number of males in that age group; for the age group of 60 years and over the proportion was 52.4 per cent.

The number of economically active women in the 45-59 age group constituted 19.2 per cent of the total number of women in those ages; for the age group of 60 years and over the proportion was 7.4 per cent.^{88/}

87. The following data ^{89/} show, for Canada, the percent distribution of "unplaced" female and male applicants by age groups in July 1952 as compared with July 1951.

<u>Age and Sex</u>	<u>July 1951</u>	<u>July 1952</u>
45-64 Male	25.9	23.6
Female	16.9	15.9
65 and over Male	14.5	12.9
Female	1.9	1.9

It will be seen from these statistics that the rates of unplaced older women applicants is lower than that of unplaced older men applicants. In its comments to these statistics the Department of Labour warns, however, that the above figures "cannot be said to represent the total unemployed older workers willing to work, since many more may have become discouraged through failure to find employment and have not continued to register with the Employment Service."

88. The latest labour statistics available for Canada ^{90/} supply the following absolute numbers (in thousands) of persons who, at mid-April 1953, were (a) in the labour force; (b) with jobs; (c) seeking jobs; (d) not in the labour force:

^{88/} Percentages computed from data published by the Dominion Bureau of Statistics, in Bulletin "Labour Force", Vol. IV, Ottawa, 1953 and Bulletin "Population", Vol. II, Ottawa, 1953.

^{89/} Extracted from "The Problem of the Older Worker", Memorandum, Ottawa, 1953. See above, para. 56.

^{90/} Communicated by the International Federation of Business and Professional Women.

	Total	14-19 years	20-24 years	25-44 years	45-64 years	65 years and over
The labour force	5,241	483	721	2,444	1,387	206
Males	4,097	298	466	1,965	1,181	187
Females	1,144	185	255	479	206	19
Persons with jobs	5,076	452	690	2,383	1,351	200
Males	3,946	273	439	1,907	1,146	181
Females	1,130	179	251	476	205	19
Persons without jobs and seeking work	165	31	31	61	36	-
Persons not in the labour force	4,761	770	320	1,659	1,125	887
Males	896	329	40	55	107	365
Females	3,865	441	280	1,604	1,018	522

89. In 1940, in Chile, 26 out of 100 women and 92 out of 100 men in the 40 to 59 years age group were economically active.

For the age group of 60 and over the percentages ^{91/} were 21.9 and 79.4, respectively.

90. The latest census figures available on the economically active persons in Czechoslovakia are for May 1947.

According to these figures, "in Czech regions" the percentages of such persons in the number of the total population in the age and sex group concerned were as follows:^{92/}

Age	Male	Female
35-44	97.6	40.1
45-54	93.4	39.5
55-64	73.5	28.3

91. The participation of older women and men in the labour force in Denmark, in 1940, is shown below (percentages):^{93/}

^{91/} Computed from absolutes given in "Estadística Chilena, XIX, No. 9," Sept. 1945.

^{92/} Source: Zpravy, V, XXIX (1948), Nos. 43-44 and 103-105.

^{93/} Source: Denmark Statistisk Zabelvark, 5.A.23. Copenhagen, 1949.

<u>Age</u>	<u>Women</u>	<u>Men</u>
35-44	34.7	98.4
45-59	30.3	96.0
60-64	17.1	78.3
65 and over	6.3	35.1

92. In Ecuador the following figures show the percentage^{94/} distribution in 1950 of economically active women aged 45 and over, as compared with men in the same age brackets:

<u>Age</u>	<u>Men</u>	<u>Women</u>
45-54	96.9	36.6
55-64	95.5	34.7
65-74	91.1	31.1

93. In France the number of the economically active women as compared to men aged 40 and over is shown by the following figures^{95/} which represent, for each sex, the percentages of such persons in the total number of the corresponding age groups of the population.

<u>Age</u>	<u>1936</u>		<u>1946</u>	
	<u>women</u>	<u>men</u>	<u>women</u>	<u>men</u>
40-44	48.2	95.6	51.3	97.2
45-49	47.8	94.5	51.4	96.3
50-54	46.0	90.9	50.1	93.0
55-59	42.4	83.2	46.1	85.3
60-64	36.4	74.0	40.1	76.2
65-69	29.1	65.4	31.3	66.4
70-79	17.9	48.9	18.9	49.3
80 and over	7.6	28.0	9.3	29.5

94. According to data compiled by the YWCA of France^{96/} the percentages, of older women in the total number of economically active women of all ages, as compared with men, were in December 1951 as follows:

^{94/} Computed from absolutes published in "Resumen de los resultados definitivos del Censo Nacional de Población de 1950", Quito, 1952.

^{95/} Source: Recensement Général de la population effectué le 10 mars 1946. Etat civil et activité professionnelle, page XLIII, Paris, 1949.

^{96/} Transmitted by the World's Young Women's Christian Association.

Age group	14-19	20-29	30-39	40-49	50-59	60-69	70 and over	Total
Women	11.2	20.4	14.7	22.6	19.9	9.5	2.0	100
Men	9.3	18.0	16.6	25.0	18.9	9.0	3.0	100

95. The participation of older women and men in the labour force of Ireland is shown by the following percentages:^{97/}

	1936		1946	
Age	Women	Men	Women	Men
45-54	21.8	94.2	21.2	95.4
55-64	23.6	90.2	22.0	90.2
65 and over	21.7	66.8	18.7	62.8
Total for over 45	22.3	84.2	20.6	82.4

96. During 1930, in Japan, 18.6 per cent of women and 63 per cent of men aged 65 years and over were economically active. In 1949 the percentages were respectively 31.1 and 59.5 per cent. In 1951 they declined to 24 for women and to 56.1 for men.^{98/}

97. In New Zealand the older people's participation in the labour force is shown by the following percentages:^{99/}

	1936		1945	
Age	Women	Men	Women	Men
45-54	14.7	96.3	16.5	93.3
55-64	11.7	88.7	9.7	78.8
Over 65	5.0	40.4	2.8	30.7
Total for 45 and over	11.4	80.8	10.2	70.0

98. The rates of participation of the older people in the labour force in Panama are shown by the following per cent figures:^{100/}

	1940		1950	
Age	Women	Men	Women	Men
40-59	24.3	97.6	21.1	96.9
60 and over	19.3	87.8	10.1	76.5
Total for over 40	23.0	95.3	17.9	91.0

^{97/} Computed from absolutes given in "Ireland Census of Population 1936", Vol. VI and 1946, Vol. VII.

^{98/} Source: ILO Year Book of Labour Statistics 1951-52.

^{99/} Computed from absolutes given in New Zealand Population Census 1936, Vol. X and 1945, Vol. IX.

^{100/} Percentages computed from absolutes given in "Censo de Población 1940", Vol. II, Panama 1943; Vol. X, Panama 1945; 1950 data received from Government of Panama.

99. In Peru, in 1940, the number of economically active women aged 65 and over constituted 35.8 per cent of the total number of women in that age group; for the men the proportion was 82.6 per cent.^{101/}

100. In Portugal the ratio^{102/} between the economically active persons in the age brackets over 40 and the total number of the population in these age brackets was, in 1940, for each sex, the following:

Age	Women	Men
40-60	19.5	96.8
over 60	16.6	88.8
Total for over 60	18.4	94.2

101. In Spain, according to the census taken in 1940, the numbers in per cent,^{103/} of older persons economically active were as follows:

Age	Women	Men
40-49	10.1	95.6
50-59	8.9	94.7
over 60	6.3	86.7

102. For Sweden the numbers, in per cent,^{104/} of the older people economically active are the following (census of 1950);

Age	Women	Men
40-50	29.2	97.4
50-65	26.2	89.8
Over 65	7.8	37.0

103. In Switzerland, according to the census taken in 1941, the numbers, in per cent,^{105/} of older persons economically active were as follows:

Age	Women	Men
40-64	24.4	94.6
65 and over	12.0	54.8

^{101/} Source: ILO Yearbooks of Labour Statistics 1951-52.

^{102/} Computed from absolutes given in VIII Recenseamento general de populacao, Lisbon 1940, Vol. I.

^{103/} Computed from absolutes given in Spanish Population Census for 1940.

^{104/} Data supplied by the International Federation of Business and Professional Women. In addition, data supplied by the International Organization of Employers indicate that, in 1950, the percentages in the age group 50-59 were: 93 for men and 29 for women.

^{105/} Computed from data in Switzerland's Bureau fédéral de statistique, "Recensement Fédéral de la Population 1941", Tableaux 1ère partie pp.70-71; 274-275.

104. The results of an investigation conducted during 1951, concerning the number and distribution of unemployed workers by age and sex, are shown, in percentages, by the following figures.^{106/}

Age	Women	Men
Under 20	5.2	1.7
20-24	11.6	7.7
25-29	7.5	5.6
30-39	16.6	13.2
40-49	24.6	19.3
50-59	24.1	26.6
60 and over	10.4	25.9
Total	100.0	100.0

105. According to estimates for 1945, in Turkey 24 per cent of the women and 78.6 per cent of the men population in the age brackets over 65 were economically active.^{107/}

106. In the United Kingdom the numbers of women and men 45 years of age and over who, during 1951, were economically active, as compared with the numbers of all the persons of the same age and sex groups, are shown by the following percentages:^{108/}

Age	Women	Men
45-54	34.0	97.9
55-59	27.7	95.4
60-64	14.4	87.8
65-69	9.0	48.7
70 and over	0.3	20.9

107. According to census taken in 1946 in the Union of South Africa, 49.4 per cent of men and 4.4 per cent of women in the age brackets over 65 were economically active. (These figures cover only the European population.)^{109/}

^{106/} La Vie économique, XXIV, No. 9, Bern, September 1951.

^{107/} Source: ILO Year Book of Labour Statistics 1951-52.

^{108/} Computed from Absolutes published in Part I of "Census 1951 Great Britain", London 1952.

^{109/} Source: ILO Year Book of Labour Statistics 1951-52.

108. In the United States of America the number of women workers ^{110/} as compared with men in the age brackets of 45 and over is shown by the following figures which represent, for each sex, the "labour force participation rates of the total population." ^{111/}

Age group	1890		1940		1950	
	women	men	women	men	women	men
45-54	12.5	93.9	22.4	92.7	33.4	91.3
55-64	11.5	89.0	16.6	84.6	22.7	83.0
65 and over	7.6	68.2	6.0	42.2	7.9	41.3

109. The changes which occurred since 1940 in the age distribution of the women belonging to the American civil labour force can be seen from the following: ^{112/}

Age	1940	1943	1945	1947	1949	1951	1953
Total	100	100	100	100	100	100	100
14-19	10.5	14.3	13.9	11.2	10.3	9.3	9.0
20-24	20.4	16.2	16.7	16.5	14.5	13.9	12.9
25-34	27.6	24.1	22.7	22.3	22.4	22.5	22.2
35-44	19.4	20.6	20.7	21.9	22.5	22.6	23.6
45-54	13.2	14.3	15.2	16.5	17.6	18.2	18.8
55-64	6.6	7.8	8.2	8.9	9.3	10.5	10.4
over 65	2.2	2.8	2.5	2.7	3.0	3.1	3.1

110. In its comments, summarized below, to these statistics the U.S. Department of Labor ^{113/} draws attention to the important changes in size, sex composition and age distribution which the American labour force on the whole underwent during the last three decades.

^{110/} The U.S. statistics use the expression "labour force", which is defined as "persons who, during the week before the census date, did any work for pay or profit (including unpaid family workers) or who were seeking such work, or who had jobs or businesses from which they were temporarily absent during the week". Cf. "Population Census Methods", U.N., Lake Success, 1949.

^{111/} Source: "Women as Workers" page 51. See above para. 44.

^{112/} Ibid., page 53.

^{113/} Ibid., page 44.

Its total size increased almost threefold between 1890 and 1950. The greatest proportion of this increase was in age groups 45 years and over, with women in these ages showing the sharpest increase: while the number of women over 45 increased 4 times in the population, it increased almost 9 times in the labour force.

Consequential upon this tremendous increase in the number of older women who were working, the median age of women workers advanced from 25 years in 1890 to 37 in 1950. Although the median age for men in the labour force advanced also during this period, it was a much smaller change (from 34 to 39).

The median age of women workers today is only 3 years below that of men workers; whereas in 1890 it was 9 years.

In the decade 1940-1950, changes in the woman labour force continued to follow the long-term pattern of general increasing in the older age groups.

Thus in 1947 - for the first time - women over 35 outnumbered younger women workers. In 1953, these older women constituted 56 per cent of the woman labour force; while the number of women in the age groups 18 to 34 years in the labour force had decreased, all older age groups, even 65 years and over, increased in comparison with 1940.

In 1953, women in all age groups except 20 to 34 were participating in the labour force to a greater extent than in 1940; but, significantly, only in the age groups 45-64 were women participating at a higher rate than in 1945.

Today, therefore, a smaller proportion of women in the child-bearing, child-rearing age groups are in the labour force than in 1940; while a much higher proportion of women in older age groups are working.

111. Stressing the fact that the average age of all women employed in the United States today is 37, it has been estimated ^{114/} that by 1975 the greatest number of new recruits in the woman labour force of this country will come from the 35-54 age groups. "To women over 40 who hope to find jobs the figures of the 1950 census report should offer a very bright ray of hope."

^{114/} See article "The Older Woman goes to Work", published in February 1952 issue of "Glamour", New York.

APPENDIX "A"
(see above, para. 35)

CANADA

Woman Labour Force, 25 years and over, by main types of occupation, 1951

Occupation	Total	Age group					
	all ages	25-34	35-44	45-54	55-59	60-64	65-69
All occupations	1,164,321	268,171	200,192	138,649	45,289	30,064	17,526
Retail trade (owners, managers, officials)	17,863	3,184	5,390	4,562	1,702	1,161	721
Nurses (graduate)	34,270	11,256	7,532	4,719	1,491	944	492
School teachers	74,319	16,353	16,439	12,115	3,603	1,769	640
Bookkeepers and cashiers	54,713	15,585	8,654	4,854	1,227	672	326
Office clerks	118,025	28,887	16,921	10,447	2,969	1,543	477
stenographers and typists	133,484	37,193	17,743	9,627	2,270	1,137	422
Farm labourers	23,844	5,365	4,688	3,274	942	552	264
Manufacturing and mechanical	172,412	40,386	30,938	19,548	5,692	3,628	2,144
Telephone operators	29,587	5,649	3,710	2,849	571	244	103
Sales clerks	95,443	22,862	18,168	10,042	2,747	1,583	710
Hairdressers, manicurists	10,854	3,594	2,722	1,127	213	118	43
Cooks	15,663	3,018	4,002	3,428	1,302	812	465
Hotel, Cafe, and private household workers	88,775	14,384	12,771	11,823	4,994	4,166	2,950
Housekeepers and matrons	26,397	4,298	4,751	4,758	2,298	2,100	1,551
Laundresses, cleaners, dyers	16,985	3,769	3,535	2,279	702	406	231
Nurses (practical)	18,451	3,534	2,872	2,581	1,160	919	614
Waitresses	40,735	10,700	6,089	2,594	683	348	169

APPENDIX "B",
(see above, para. 41)

UNITED KINGDOM
AGE STRUCTURE OF INDUSTRIES AT END-MAY 1952

Females

Industry Group	Total No. of Employ- ees aged 15 and over (Thousands)	Percentage of total in Age Groups								
		15-19	20-24	25-34	35-44	45-54	55-59	60-64	65-69	70 and over
All Industries	7,100	17.1	15.7	19.6	19.3	17.8	6.3	2.7	1.0	0.5
Agriculture, Forestry, Fishing	103	16.5	17.5	24.3	19.4	14.5	4.9	1.9	0.8	0.2
Mining and Quarrying	19	21.1	26.3	21.0	15.8	15.8	-	-	-	-
Non-Metalliferous Mining Products	87	17.2	16.1	23.0	21.8	13.8	4.6	2.3	1.0	0.2
Chemicals and Allied Trades	142	21.1	22.6	19.7	18.3	13.4	3.5	0.7	0.6	0.1
Metal Manufacture Engineering, Ship- building and	68	19.1	19.1	23.5	17.7	14.7	2.9	1.5	0.9	0.6
Electrical Goods	431	16.2	17.4	25.3	20.7	14.8	3.5	1.4	0.6	0.1
Vehicles	158	17.1	18.4	25.3	19.0	13.9	4.4	1.3	0.4	0.2
Metal Goods not elsewhere specified	188	14.9	17.0	22.9	20.7	16.5	5.3	1.6	0.6	0.5
Precision Instruments, Jewellery, etc.	49	16.3	18.4	24.5	16.3	16.3	4.1	2.1	1.3	0.7
Textiles	542	17.0	13.5	18.1	19.9	19.9	7.4	2.7	1.1	0.4
Leather, Leather Goods and Fur	28	17.9	14.3	25.1	17.8	17.8	3.6	3.6	-	-
Clothing	445	24.5	16.9	16.0	17.8	15.7	5.8	2.2	0.8	0.3

APPENDIX "B"

(cont'd)

Females

Industry Group	Total No. of Employees aged 15 and over (Thousands)	Percentage of total in Age Groups								
		15-19	20-24	25-34	35-44	45-54	55-59	60-64	65-69	70 and over
Food, Drink and Tobacco	358	22.9	15.9	18.7	18.7	15.9	5.3	1.7	0.6	0.3
Manufactures of Wood and Cork	59	20.3	13.6	22.0	23.7	15.3	3.4	1.7	-	-
Paper and Printing	192	27.1	19.3	16.1	15.1	14.0	4.7	2.1	1.3	0.3
Other Manufacturing Industries	106	19.8	17.0	19.8	19.8	16.1	4.7	1.9	0.9	-
Building and Contracting	45	20.0	22.2	24.5	13.4	13.3	2.2	2.2	1.9	0.3
Gas, Electricity and Water Supply	38	18.4	15.8	23.7	18.4	15.8	5.3	2.6	-	-
Transport and Communication	249	16.1	20.5	26.5	15.3	13.6	4.8	1.6	1.1	0.5
Distributive Trades	1,064	25.9	18.1	18.3	16.5	14.0	4.5	1.9	0.5	0.3
Insurance, Banking and Finance	172	24.4	20.9	16.3	14.5	15.7	4.7	2.3	0.7	0.5
Public Administration and Defence	378	9.0	11.9	21.7	21.7	23.0	8.2	3.4	0.8	0.3
Professional Services	973	10.3	15.9	19.8	21.4	20.8	7.2	3.4	0.8	0.4
Miscellaneous Services	1,206	9.9	10.1	16.7	21.6	23.1	9.9	5.1	2.3	1.3
incl. Catering, Hotels, etc.	505	6.7	8.3	17.8	24.9	24.8	9.9	4.8	2.0	0.8
Private Domestic Service (Resident)	140	9.3	10.0	10.7	14.3	24.3	13.6	8.5	5.4	3.9
Private Domestic Service (Non-Resident)	206	4.9	4.4	10.7	21.8	30.6	15.5	6.8	3.7	1.6

APPENDIX "B"

(cont'd)

Males

Industry Group	Total No. of Employees aged 15 and over (Thousands)	Percentage of total in Age Groups							
		15-19	20-24	25-34	35-44	45-54	55-64	65-69	70 and over
All Industries	13,700	7.2	9.1	23.1	23.0	20.5	13.3	2.5	1.3
Agriculture, Forestry, Fishing	661	11.3	12.3	21.6	19.7	18.5	11.0	3.4	2.2
Mining and Quarrying Non-Metalliferous	858	7.7	7.2	22.5	23.4	22.2	14.0	2.4	0.6
Mining Products	255	7.1	9.4	26.7	25.9	17.6	10.2	1.9	1.2
Chemicals and Allied Trades	353	4.3	8.2	24.4	25.8	21.5	13.3	1.7	0.8
Metal Manufacture	495	5.7	7.3	24.9	24.4	21.6	12.5	2.7	0.9
Engineering, Shipbuilding and Electrical Goods	1,511	8.1	9.2	26.5	21.4	19.1	12.1	2.5	1.1
Vehicles	917	7.8	9.3	25.4	23.0	19.4	12.3	1.8	1.0
Metal Goods not elsewhere specified	321	7.8	10.0	24.9	22.1	18.4	12.1	3.0	1.7
Precision Instruments, Jewellery, etc.	84	10.7	10.7	28.6	17.8	15.5	11.9	2.6	2.2
Textiles	392	5.9	6.9	17.9	20.4	25.2	17.3	4.0	2.4
Leather, Leather Goods and Fur	42	4.8	4.8	19.0	28.6	21.4	14.3	3.0	4.1
Clothing	186	9.1	6.5	21.0	21.5	19.4	16.1	3.5	2.9
Food, Drink and Tobacco	476	7.1	8.8	22.3	24.2	21.4	12.6	2.4	1.2
Manufactures of Wood and Cork	235	13.6	10.7	20.4	25.1	17.0	9.4	2.6	1.2
Paper and Printing	328	9.4	9.8	21.0	23.2	18.6	13.4	2.9	1.7
Other Manufacturing Industries	149	4.7	8.7	24.2	26.8	19.5	12.1	2.6	1.4

APPENDIX " "

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Industry Group	Total No. of Employees aged 15 and over (Thousands)	Percentage of total in Age Groups							
		15-19	20-24	25-34	35-44	45-54	55-64	65-69	70 and over
Building and Contracting	1,275	10.1	12.5	25.5	23.3	16.5	8.9	2.1	1.1
Gas, Electricity and Water Supply	336	4.8	8.0	22.0	23.5	25.0	14.6	1.4	0.7
Transport and Communication	1,485	5.2	9.0	22.8	22.4	22.6	15.5	1.8	0.7
Distributive Trades	1,103	9.2	10.1	22.2	23.8	18.7	11.8	2.5	1.7
Insurance, Banking and Finance	269	4.5	7.8	21.6	26.4	24.9	11.5	1.7	1.6
Public Administration and Defence	978	1.7	6.1	19.3	22.8	25.4	20.4	3.1	1.2
National Government Service	434	1.2	4.8	18.9	20.5	25.6	24.4	3.7	0.9
Local Government Service	544	2.2	7.1	19.7	24.6	25.2	17.1	2.8	1.3
Professional Services	537	5.0	8.6	25.1	24.8	19.4	13.0	2.5	1.6
Miscellaneous Services	441	6.3	7.7	17.0	21.5	21.8	17.5	4.9	3.3