

merely to provide for a better distribution of "empty stomachs" without regard to race, creed, color, national origin, or age.

In short, a program of aids to older workers has meaning only within the context of economic policies to restore full employment by effectively relating our needs as individuals and as a society to the production potential of the nation. This may well mean some basic socio-economic reforms that are long overdue.

- II. There is no denial of the structural aspects of the older worker problem. However, this does not mean that it is getting worse.

Some figures developed by U.C. Professor R. A. Gordon that I have seen which attempt to measure whether the structural problem is getting worse indicates that the magnitude of the problem has not changed much during the post-war period.

The statistical procedure employed is to allocate the percentage of total unemployment in the nation to age groups during the post-war years of lowest unemployment.

The rate of unemployment in the 45-64 age group as compared to the total national unemployment rate in the years 1948, 1953, 1956, 1959, 1962, and 1963 is expressed as a ratio, and then multiplied by the percentage of the total labor force in the age group for each of these years. This gives the percentage of unemployment that is attributable to the 45-64 age group.

For males, the 45-64 age group accounted for 16.6 percent of total unemployment in 1948 as compared to 15.5 percent in 1963 -- a drop of one percentage point. The movement was from 16.6 percent in 1948 to 19.4 percent in 1953; 17.5 percent in 1956, 17.8 percent in 1959; 17 percent in 1962; 15.5 percent in 1963.

For women, the 45-64 age group accounted for 5.7 percent of total unemployment in 1948; then increased to 6.7 percent in 1953 and 8.7 percent in 1956. Since 1956, the amount has remained almost stable, declining slightly to 8.4 percent in 1963.

As indicated, these figures are not cited to imply that we have no problem. On the contrary, we have a very severe problem that is going to require a lot more than a few programs to remove structural barriers to skill development and job placement for older workers.

To me, the figures indicate several things:

First, the percentage of total unemployment attributable to workers in the 45 to 64 age group is consistently less than the percentage of this age group in the labor force. This means that the problem lies not with the group as a whole, since it is faring better as a