

Older workers (1957)

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NEW YORK (STATE) DEPARTMENT OF LABOR
DIVISION OF EMPLOYMENT



DIGEST

OF

REPORTS OF SEVEN-CITIES STUDY ON

ECONOMIC ASPECTS OF OLDER WORKER PROBLEMS,

CONDUCTED BY

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PREFACE

This digest presents, in condensed form, the content of the seven reports recently prepared by the U.S. Department of Labor as a result of the seven-cities survey of older worker problems. The digest was prepared for use of Employment Service staff and includes significant findings relevant to providing services to older workers in local offices. Although it will prove necessary, on occasion, for Employment Service staff to consult the original reports for additional or more detailed data, it is hoped that the material contained herein will prove adequate for most purposes.

The digest contains four sections as follows:

The introduction briefly states the nature of the problem posed by our aging population, the nature of the studies conducted, and the ways in which data were obtained.

The second section consists of digests of each of the studies, with emphasis on those studies most applicable to Employment Service operations.

The third section consists of a listing of the major findings with their respective applications to local office operations. It is divided into two parts: the first part presents findings that have a direct bearing on local office operations; the second part presents findings relating to the conduct of promotional activities for older workers.

The appendix lists the kinds of special services and activities conducted for applicants in the experimental group in the course of the study.

In planning the specific uses of the reports, local offices should consider the twofold role of the Employment Service in meeting the problems of the older workers. First of all, the Employment Service should provide such services as are necessary to promote for older workers equal opportunity for employment in competition with other workers of similar qualifications. Secondly, it is the responsibility of the Employment Service to engage in educational programs with employers, employer groups, labor unions, and the community for the purpose of increasing employment opportunities for older workers. Underlying these objectives of the older worker program is the basic policy of the Employment Service "to insure insofar as practicable that applicants suitably qualified for job openings are referred to employers."

INTRODUCTION

Nature of the Problem

In an era when employment is at an alltime high and unemployment at a relatively low level, it is difficult for many to understand why an employment problem for older workers exists. This is particularly true since the growth in the economy, along with technological changes, is placing emphasis on higher skills, and is modifying features of employment such as the requirement of muscular strength, which formerly put age at a disadvantage. These advances are also creating demands which put a premium on those qualities associated with maturity — dependability, responsibility, judgment, and experience. However, employment practices have not been adapted to current conditions.

While the population of the United States doubled from 1900 to 1955, the number in the 45 to 65 age group tripled, and the 65 and over age group quadrupled. Estimates indicate that, on the average, there will be about 360,000 additional workers age 45 and over in the labor force each year from 1955 to 1975. The continued employment of these older workers depends on a net expansion in total employment at the rate of about 1,000,000 jobs a year, and a lessening of age restrictions in hiring. The employment problems of women are potentially more serious than those of men because of women's more pronounced rates of population growth and of increase in the labor force.

The presence of artificial age barriers to employment is a growing problem which may become even more serious because of our greater longevity and the aging composition of the population. Age restrictions in actual practice are determined by individual employers and are usually applied in advance of any review of the individual job seeker's qualifications.

To determine the nature and extent of this problem limited studies were made in 1950 and in 1954 by State employment security agencies in cooperation with the Bureau of Employment Security. The 1954 study showed that older workers were not being placed in job vacancies received in the offices in proportion to the numbers of such job seekers, and there was strong indication that job placement of older workers could be increased by intensive services.

The 1956 Studies

In 1956, the United States Department of Labor undertook a broader program of research into all economic aspects of older worker problems. The program took the form of surveys conducted in seven geographic areas with the cooperation of selected State Employment Services and universities. The surveys were planned to provide comprehensive and inter-related data for various age groups on personal characteristics of job seekers, employed workers, and persons hired or separated from employment.

The objectives of the 1956 studies were: (1) to determine the extent and nature of the problem currently, (2) to discover specific reasons for its existence, and (3) to develop and test the most effective employment service techniques for meeting it.

The following seven cities selected for these studies were representative of certain characteristics in the economy:

Los Angeles and Seattle: fast-growing metropolitan centers.

Philadelphia: an old and established center.

Worcester: a relatively small New England manufacturing center.

Miami: predominantly non-manufacturing.

Detroit: a large manufacturing center.

Minneapolis-St. Paul and Los Angeles: areas of balanced labor supply, while labor was relatively ample in the other areas.

The 1950 population of the seven areas totaled almost 14 million, and the January, 1956 non-farm employment approximated 5.9 million. The establishments sampled in the survey were limited to firms employing 8 or more covered by UI or RR Retirement programs, and accounted for nearly 3,900,000 employees — approximately two-thirds of the non-farm employment.

The data presented in this report represented only the seven metropolitan areas studied and are not necessarily representative of a national pattern or of all metropolitan areas.

Findings of these studies were reported in the following Bureau of Employment Security Publications:

- R 151 Older Worker Adjustment to Labor Market Practices
- E 152 Counseling and Placement Services for Older Workers
- 1203 Job Performance and Age
- E 150 Pension Costs
- 1199-1 Older Workers Under Collective Bargaining - Part I
- 1199-2 Older Workers Under Collective Bargaining - Part II

In addition, the Women's Bureau of the U.S. Department of Labor has prepared a report on "How to Conduct an Earnings Opportunities Forum" which serves as a companion document to the above reports.

Summaries of several of these reports appeared in the December, 1956 and January, 1957 issues of the Monthly Labor Review, and in the December, 1956 and January, 1957 issues of Labor Market and Employment Security.

Survey Procedures

The following brief descriptions of the procedures used for each study are presented to facilitate better understanding of the findings.

1. Older Worker Adjustment to Labor Market Practices (R 151)

Four sets of data are reported in this study. They are:

a. Characteristics of Older Job Seekers

Data were obtained by personal interviews of a sample of persons seeking jobs through the local public employment offices in the seven areas. Most of the interviews took place in January and February 1956. Work histories for three years prior to 1956 were taken for approximately 1,000 job seekers under 45 years of age, and for 1,000 job seekers over 45 years of age in each area. Out of the 1,000 over 45 years of age, a further sample of 400 was made, and for each of these job seekers a 15 year work history was taken.

b. Characteristics of the Older Employed Workers

Data were secured by questionnaires to a sample of employers whose establishments employed 8 or more covered by UI or RR Retirement as of June 1955. This sample included approximately 1,500 to 2,000 employers in each of the areas. This report also showed turnover information for the 12 months preceding June 1955.

c. Comparison of the Characteristics of Job Seekers and Employed Workers

Separate comparisons were made on the basis of two sources of information:

-General comparisons were based on the full samples of job seekers during the January-February 1956 period and of the employed workers as of June 1955.

-In each area, 250 of the 15 year work record applicants were selected at random from the 400 unemployed on which these were taken. A 250 sub-sample of the employed was selected at random within groups of employed workers stratified to match the unemployed sub-sample by age, sex, and occupation.

d. Employer Personnel Policies and Practices Data

This data was obtained from questionnaires sent to all firms in the sample with 50 or more employees. The questionnaire also identified firms which had pension plans for three types of employees: professional and managerial, clerical and sales, and production and maintenance workers.

2. Counseling and Placement Services for Older Workers (E 152)

This study reports the demonstration projects carried on by the local employment offices in the seven areas to develop and try out methods and techniques for aiding older workers in finding suitable employment.

Nearly 7,400 job seekers age 45 or over were selected at random from workers seeking employment through the local employment offices in the seven areas during January and February 1956. These applicants were divided into two groups of about the same size. The experimental group of job seekers 45 or over who were to be given intensive counseling and placement services and the control group of applicants of the same age group, with approximately the same characteristics, who were to be given the employment services normally offered job seekers in the local office. The intensive service ended April 30, 1956.

To analyze some of the problems confronting the older job seekers, a study was made of the 21,386 job openings filed during April, 1956 in the seven local offices.

Additional data and information relating to employment problems of older workers were obtained through:

- 1) Staff round table discussions. These were held to focus attention of staff on their own attitudes and practices regarding older workers, as well as to point up the attitudes of older workers themselves that make their problems more difficult.
- 2) Taking special note of employer practices and attitudes regarding the hiring or retention of older persons as evidenced in the course of order-taking, placement, or promotion activities.

3. Job Performance and Age (1203)

This report describes an exploratory study of the on-the-job performance by age group of production workers in eight manufacturing plants -- four in footwear and four in men's clothing.

- a. output data were obtained for 2,217 production workers.
- b. attendance data were collected for 4,009 production workers.
- c. data on industrial injuries were collected for 2,637 workers.
- d. records of separations (quits, layoffs, and discharges) were kept in detail at only 4 of the plants and provide figures for 2,734 workers over a period of a year.

The observation period on output ranged from 4 to 8 weeks during a period of full production and of workers with a similar degree of experience on the same specific job within the plant.

4. Pension Costs - In Relation to the Hiring of Older Workers (E 150)

This report summarizes the findings and conclusions of a committee of 19 experts in the pension and insurance fields who were invited by the Secretary of Labor to study the problem. Members of the committee represented a variety of enterprises: banking, insurance, social work, industrial relations, industry, and education. The committee studied "the immediate aspects of real costs" and "the longer range implications of fuller and more immediate vesting provisions."

5. Older Workers Under Collective Bargaining
Part I - Hiring, Retention, Job Termination (1199-1)

The Bureau of Labor Statistics studied 1,687 major labor agreements covering approximately 7.5 million workers, somewhat less than half of the estimated coverage of all collective bargaining agreements, excluding the railroad and airline industries, but including only agreements covering 1,000 or more workers.

The study was designed to uncover all types of provisions relating specifically to the older worker, no matter how uncommon these provisions might be.

6. Older Workers Under Collective Bargaining
Part II - Health and Insurance Plans, Pension Plans (1199-2)

The Bureau of Labor Statistics studied 300 selected health and insurance plans under collective bargaining which were in effect in late 1955. These plans covered 4,981,000 workers which is over 40% of the total number of workers covered by health and insurance plans under collective bargaining. Two-thirds of the plans covering the same proportion of workers were in manufacturing industries. The plans included in the study provide a broadly representative picture of health and insurance benefits under collective bargaining covering 1,000 workers or more.

7. How to Conduct an Earning Opportunities Forum in Your Community
(Leaflet #25)

This leaflet was prepared by the Womens' Bureau and contains an action plan with methods and suggestions for the conduct of earning opportunities forums for mature women.

OLDER WORKER ADJUSTMENT TO LABOR MARKET PRACTICES (R 151)

CHARACTERISTICS OF OLDER JOB SEEKERS

About 40 percent of the job seekers in the seven areas combined were 45 years of age or over; and two-thirds of all job seekers were males.

Two-fifths of the older job seekers were last employed in manufacturing, the largest single source of employment in the combined areas.

p.16

27% of the older job seekers were in the skilled category, which was more than twice the proportion of the younger job seekers classified as skilled. Furthermore, only 17% of those aged 45 and over had last been employed as unskilled workers, while 28% of the younger job-seeking group were so classified.

A higher percentage of older job seekers were in the service occupations than of younger job seekers.

p.17

The proportion of men reporting handicaps (16% of male applicants) was almost twice the proportion of women (9% of female applicants).

p.18

The average duration of jobs held by male and female job seekers increased with age.

p.20

Job seekers age 45 and over were unemployed for longer periods of time than those under age 45 in all industry categories, except durable goods manufacturing, and in all occupational groups.

p.21

Labor force participation among men does not drop off as they pass middle age. Women over 45 years of age who were in the labor force demonstrated a very stable and continuous attachment to the labor force - definitely more so than did younger women.

p.25

No continuously close association between age and the frequency of prolonged illness is apparent.

p.25

Professional and managerial workers over 45 years of age who lose their jobs are least likely to obtain jobs in their usual occupational field. Only 51% of the job seekers over 45 years of age, who were longest employed in professional and managerial functions had held their last job in that occupational field. For other occupational fields, the corresponding percentages were:

| | |
|--------------------|-----|
| Clerical and Sales | 83% |
| Skilled | 83% |
| Semi-skilled | 76% |
| Unskilled | 79% |

In addition, professional and managerial workers over 45 years of age who were forced to transfer to another occupational field tended to shift mainly into clerical and service jobs.

OLDER WORKERS ON THE JOB

More than a third (35%) of the 3.9 million employed workers represented by the sample of surveyed employers in the seven areas combined were 45 years of age and over. About 10% of this older group were at least 65 years of age.

p.35

Employment of men 45 and over represented about 36% of the total male employment, whereas only 30% of the employed women were 45 or over. Women comprised less than a third of the total employed workers surveyed.

p.245

The occupational distribution of older and younger workers is given in the following table:

| <u>Occupational Group</u> | <u>Under 45</u> | <u>Over 45</u> |
|---------------------------|-----------------|----------------|
| Total, all occupations | 100.0 | 100.0 |
| Professional | 7.6 | 5.5 |
| Managerial | 4.7 | 8.1 |
| Clerical | 21.2 | 14.0 |
| Sales | 7.0 | 7.7 |
| Service | 5.5 | 9.3 |
| Skilled | 20.4 | 25.9 |
| Semi-skilled | 20.3 | 17.6 |
| Unskilled and other | 13.2 | 11.9 |

Employed older workers were well-represented in all occupational categories. More than one-fourth of the employed older workers were skilled, as compared with one-fifth of the employed younger workers. There were also higher proportions of older workers in the managerial and service occupations. The definitely greater proportion of clerical workers in the under 45 year group reflected the greater employment of young women in this occupation. Somewhat smaller proportions of older than younger workers were also found in the professional, semi-skilled, and unskilled jobs.

For all seven areas, the percentages of older workers within each occupational group were:

| | |
|--------------|------|
| Professional | 27.7 |
| Managerial | 47.6 |
| Clerical | 25.9 |
| Sales | 36.9 |
| Service | 47.0 |
| Skilled | 40.1 |
| Semi-skilled | 31.4 |
| Unskilled | 32.2 |

However, the proportions of older workers in each occupational group varied in the seven areas. Generally, the greater the utilization of older workers in an area, the greater the proportion found in each occupational group.

Philadelphia had the largest proportions of employed workers in the older age brackets and also the highest proportion of older workers in each occupational group. Miami, with the lowest proportion of employed workers in the older age group, had the smallest proportion in each occupational group. This relationship and the wide differences between areas indicate that utilization of more older workers is dependent on area-wide conditions and hiring climate as well as upon their occupational skills and other characteristics.

p.37

Older worker percentages of total employment within industry groups were:

| | |
|--|------|
| Construction | 37. |
| Durable goods manuf. | 32.8 |
| Non-durable goods manuf. | 38.2 |
| Transportation, Communications and Public Utilities | 33.4 |
| Trade | 34.7 |
| Finance, Insurance, Real Estate | 30.8 |
| Service | 36.7 |

p.251

The following table shows the percentage distribution of employment, by age and size of firm, for the seven areas.

| | <u>Size of firm 8-49</u> | <u>50-99</u> | <u>100-499</u> | <u>500-999</u> | <u>1000 or more</u> |
|-------------|--------------------------|--------------|----------------|----------------|---------------------|
| under 45 | 65.8 | 63.6 | 63.6 | 64.4 | 67.1 |
| 45-64 | 30.2 | 32.4 | 32.5 | 33.0 | 31.1 |
| 65 and over | 4.0 | 4.0 | 3.9 | 2.6 | 1.8 |

p.254

Workers 65 and over account for a much larger proportion of the total employment in firms of less than 500 than in firms employing over 500. Workers 45 to 64 are distributed among all sizes of firms in proportions closer to the distribution of workers under 45 years of age. This suggests that retirement age influences employment patterns of the larger firms to a greater extent than the smaller firms.

p.40

Two-thirds of all the workers in the survey in the seven areas, who were employed in establishments with 50 or more employees, were covered by pension plans. Coverage was highest in finance, insurance, and real estate, and durable goods manufacturing, where 4 out of 5 workers were covered.

From age 65 on, workers were much less likely to be covered. Nearly three-fourths of the workers in professional and managerial, and clerical and sales occupations were covered by pension plans, as compared to two-thirds of those in production and maintenance jobs. Professional and managerial occupations have the most complete coverage generally in all industries.

p.42

COMPARISON OF THE EMPLOYED AND UNEMPLOYED OLDER WORKERS

In the combined seven areas, persons age 45 to 64 were 31.5% of the employed group and 29.8% of the job seeking group, but in the 65 and over age group those working were only 3% of the employed sample and those seeking jobs were 10.2% of the total unemployed.

Of the employed males 36.3% were 45 and over, while 43% of the male job seekers were 45 and over.

Of the employed females 30% were 45 or over, while 34% of the female job seekers were 45 or over. For both sexes, it was the over 65 group that accounted for the higher percentages of job seekers over 45 years of age as compared to older employed workers.

p.257

The incidence of unemployment became more severe in the 35 to 44 age group for women and in the age group 55-64 for men.

p.47

Persons 65 and over represented a higher proportion of the job seekers than of the employed workers in every occupational group. The middle age group - 45 to 64 - comprised relatively more of the job seekers than of the employed in only the clerical, sales, and skilled categories.

p.259

As with occupations, the relative age distributions of employed and unemployed workers by industry were more indicative of the labor market situation in relations to the respective industries than of age differences.

p.51

Despite the greater incidence of unemployment among the current jobless, four out of five older workers had not been unemployed (one month and over) more than four times in the 15-year period.

p.55

The basic occupational fields of the great majority of the specifically sampled older worker group remained relatively stable over the 15 year period.

Almost one half of the employed and two-fifths of the unemployed workers were engaged in a single occupational activity during the 15 year period; about another fourth in each group had worked at two occupations.

p.56

The 15 year work histories indicated that older women who were currently unemployed at the time of the survey were not as regularly attached to the labor force as were those older women currently employed.

p.58

Sickness as a reason for leaving the labor force was of limited importance for both employed and unemployed older women.

AGE FACTOR IN LABOR TURNOVER

While workers 45 years of age and over comprised 40 percent of the job seekers in the seven areas, only 22 percent of the hires by the sampled employers were of persons 45 and over. Male workers 45 and over, representing better than two-fifths of all male job seekers, received less than one-fourth of all hires of men. Women 45 and over comprised one-third of the female unemployed, but received about one-sixth of the total hires of all women.

p.59

12 percent of the job seekers were under 25 years of age, and 25.3 percent of the hires were of workers under 25 years of age.

10.2 percent of the job seekers were 65 years of age and over, while only 1.9 percent of the hires were of workers age 65 and over.

p.262

While it is obvious that older applicants have much less chance of being hired than younger job seekers, it is also true that, once employed, they are decidedly less likely to quit or to be discharged from their jobs than younger workers. Workers 45 and over were 35 percent of the total number employed at the end of the turnover survey period in the seven areas, but they had experienced slightly less than one quarter of the annual total separations. A similar relationship shows up for both men and women.

p.60

Percentage distribution by age of separations for the 12 months studied were:

| | <u>Quits</u> | <u>Discharges</u> | <u>Layoffs</u> |
|-------------|--------------|-------------------|----------------|
| under 25 | 28.1 | 21.8 | 16.5 |
| 25 - 34 | 33.4 | 31.8 | 27.0 |
| 35 - 44 | 21.6 | 23.8 | 25.9 |
| 45 - 54 | 10.8 | 14.6 | 17.9 |
| 55 - 64 | 4.3 | 6.0 | 9.8 |
| 65 and over | 1.8 | 2.0 | 3.0 |

p.262

A worker 45 and over quits his job far less than half as often as a younger worker. Similarly, but to a less marked degree, an older worker has a smaller chance of being fired from his job than a younger worker.

In times of layoffs, the employer is less apt to release the older worker, no doubt, in part, because of seniority practices.

p.62

Following is the percentage distribution of hires and separations by industry for persons 45 and over:

| | <u>Hires</u> | <u>Separations</u> |
|--|--------------|--------------------|
| All industries | 22.1 | 24.4 |
| Construction | 35.4 | 36.2 |
| Manufacturing | 17.3 | 20.1 |
| Transportation, Communications and Public Utilities | 15.6 | 20.0 |
| Trade | 19.4 | 20.4 |
| Finance, Real Estate, Insurance | 14.9 | 16.6 |
| Service | 28.5 | 31.5 |

p.267

Percentage distribution of hires and separations by occupations for persons 45 and over:

| | <u>Hires</u> | <u>Separations</u> |
|-----------------------------|--------------|--------------------|
| Professional and Managerial | 23.9 | 29.3 |
| Clerical | 12.8 | 14.7 |
| Sales | 20.5 | 19.4 |
| Service | 30.0 | 31.4 |
| Skilled | 32.3 | 36.3 |
| Semi-skilled | 17.7 | 19.8 |
| Unskilled | 19.3 | 20.9 |

p.268

Generally, job seekers over 45 years of age appear to have the best chance of employment in those industries and occupations in which the highest proportions of such workers were found to be employed. Thus hires in the construction and service industries, and in the skilled and service occupations were considerably in excess of the overall average of 22% of all hires for older job seekers.

Job seekers 45 years of age and over had a better chance of getting jobs with smaller than with larger firms. Firms employing 8 to 49 workers hired younger people at less than 1½ times the rate for older workers, while firms employing 1,000 or more workers hired more than three times as many younger people.

The older worker is more likely to find a job which is not covered by private pension than one in which he will have such coverage. Workers 45 years of age and over account for 25 percent of the hires in employment without pension plans, contrasted with 14 percent in jobs with such plans.

p.66

REPORT ON COUNSELING AND PLACEMENT SERVICES FOR OLDER WORKERS BES NO. E152

This phase of the seven cities report concerned the definition of employment problems of older job seekers and the development and testing of methods for best meeting these problems. It was conducted entirely in Employment Service offices.

WHO THEY WERE

Starting in January 1956, older applicants in each area were divided into two groups -

-an experimental group, a random sampling of job seekers 45 and over, of approximately 400 who were to be given intensive counseling and placement service as needed, and

-a control group with approximately the same characteristics, who were to be given normal service.

The intensive service ended April 30, 1956.

Characteristics of the two groups were relatively the same except that in the experimental group there was a larger portion of identified physical handicaps - possibly because the intensive interviewing assisted in the identification.

p. 24

Age distribution was fairly even among five age groups 45-49, 50-54, 55-59, 60-64. Two-thirds of the older workers in the samples were in the 45 to 64 age groups.

Veterans constituted 15% of the sample, and male applicants two-thirds.

In most areas two-thirds of the applicants had eighth grade education or less, but in Los Angeles, Miami, and Seattle one-half had education beyond the eighth grade.

Approximately 1/2 had been unemployed three months or longer and slightly over 1/5 had been unemployed 6 months or more.

83% of all applicants in the sample were benefit claimants, apparently due to slack or lay off period in many industries during the study.

Skilled trades comprised the largest single occupational group. The industry of last attachment varied from city to city but overall the largest percentage had been working in manufacturing.

PROBLEMS THEY MET

Upper Age Specifications

These older workers were confronted with upper age specifications on 58% of the openings received by the seven cities' local offices during April, 1956.

Of the 21,386 job openings -

52% were restricted to under 55 years of age
45% to under 45, and 35% to under 35.

p. 28

Clerical, sales, professional and managerial, and unskilled occupations had some age restrictions on two-thirds of the orders, and the most severe age restrictions were in clerical and unskilled.

p. 29

Significant difficulty in obtaining employment began earlier for males than for females in clerical, sales, and semi-skilled occupations. But, overall, the percentage of male and female job openings having upper age limits of under 35, 45, and 55 respectively, are almost identical.

p. 32

Industries which had the youngest age restrictions were transportation and communication; and finance, insurance and real estate. Somewhat less restrictive industries were construction, service, and government.

Establishments employing less than 100 workers least often specified maximum ages, and the ages specified were generally more liberal than those imposed by larger establishments.

Firms employing 1,000 or more most often specified upper ages on their openings, proportionately, than any other size of establishment, but their age limitations were more liberal than those employing from 100 to 900 workers.

Educational requirements appeared on 61% of all job openings, and the proportion was higher on female job orders than on male job orders.

Employer Attitudes

Employer replies to questionnaires gave a variety of reasons for limited hiring and retention of older workers. The two most frequently mentioned were - "cannot maintain production standards", and "cannot meet physical requirements". Next most frequently mentioned were "inflexibility", "pension and insurance costs" and "mandatory retirement age".

p. 39

These findings may be indicators of types of attitude studies needed to determine validity of reasons advanced; facts to be presented to employers to assure proper consideration of the qualifications of older workers.

Some employer attitudes and practices which contribute to the older worker's employment problems are:

- failure to call back after a lay-off period
- specifications with unnecessarily high physical requirements
- hiring practices not always consistent with officially stated policies
- hesitation to hire an older worker at a lower skill and at a lower pay rate than he had in his last employment
- taking care of own older workers, so cannot hire others
- young age range maintained in a large department, especially in clerical departments
- willing to accept in hard to fill jobs only

p. 42

Some of the favorable attributes of older workers mentioned by employers included: "stability", "reliability", "sense of responsibility and loyalty", and "less time wasted on the job and through absenteeism".

p. 47

Older Worker Attitudes

Some older worker attitudes and practices which contribute to the problem:

- do not know how to look for a job and lack salesmanship
- dislike to accept a change in occupation, industry, or even place of employment
- too many sense that they are slowing down and are too prone to talk about it
- unrealistic demands as to wages, location, work conditions
- too often has a defeatist attitude
- prestige factor operates to prevent them from taking work of lesser skill or paying lower wages

Attitudes of Employment Service Staff

Among attitudes and practices cited by staff members about themselves were:

- assuming the employer has an age range when taking an order
- concluding that a specific employer will not hire an older worker
- in registration, failure to determine whether or not worker is capable of continuing at his regular work, or if he can still perform other tasks in which he has had experience and training
- anxiety to fill orders quickly and with less effort resulting in passing up qualified older workers
- inept selling techniques

RESULTS OF SPECIAL SERVICES

Follow-up information was sought on all individuals in the samples, and was secured on 84%.

Employment of Experimental vs. Control Groups

In each age range a higher percentage of older workers in the experimental group succeeded in obtaining employment than did those in the control group.

p. 55

Means of Getting Job

| | <u>Control</u> | | <u>Experimental</u> | |
|------------------------------|----------------|-------------|---------------------|-------------|
| | <u>Percent</u> | <u>Rank</u> | <u>Percent</u> | <u>Rank</u> |
| Return to former employer | 30.6 | 1 | 24.8 | 2 |
| Placed by Employment Service | 10.1 | 5 | 29.5 | 1 |
| Applied to employer | 23.8 | 2 | 18.7 | 3 |
| Placed through union | 16.7 | 3 | 8.3 | 5 |
| Through relative or friend | 10.3 | 4 | 9.5 | 4 |
| Through newspaper ads | 3.9 | 6 | 3.6 | 6 |
| Private employment agencies | 2.1 | 8 | 2.9 | 7 |
| Other | 2.4 | 7 | 2.7 | 8 |

If the number of persons who returned to their former employer is deducted from each group, the percentage of the experimental group receiving jobs through Employment Service increases to 39.2, and in the control group to 14.6.

Literature in the field of personnel management contains many studies showing that, in their regular recruitment activities, employers list the most productive sources of new workers aside from gate hire, as:

- first - newspaper advertising
- second - private agencies
- third - relative and friends of workers

It is evident from the above table that those three sources were the least frequent means through which older workers, at least those registered with the Employment Service, were able to obtain employment. It is apparent that unless the Employment Service carries out an aggressive program of service to older job seekers, those job seekers will have relatively little opportunity in obtaining new employment through the most frequent recruitment means used by employers in obtaining new workers.

p. 56

Job Development

Almost one-half of all placements made by the Employment Service for the experimental group resulted from job development efforts. Job development was attempted for approximately 35 percent of persons in the experimental group, with an average of four contacts being made for each person. Placements resulted for 23% of these persons, or one placement for about every four workers for whom these services were provided.

In contrast, job development was attempted for only 2.1 percent of the control group. When job development attempts were made for applicants in the control group the same success was had as for applicants in the experimental group, as in each case 23% of applicants for whom job development was attempted received employment.

The difference in the total placed through this means was apparently due almost entirely to the amount of time and effort expended on the applicants in the experimental group. These comparable job development results emphasize the importance of individual job development for older workers as a supplement to normal selection and referral activities of local offices.

p. 56 & 57

"Contrary to widely held employment service attitudes, employers seem genuinely interested in qualified older applicants and do not resent development efforts so long as the approach is centered upon bringing to their attention workers who can meet their job needs."

p. 85

Equal Consideration in Selection

Particularly important in effecting suitable job placement was staff consideration of the qualifications of older workers along with those of younger workers in filling job openings placed with local offices. During the course of the study, special emphasis was put on this with respect to applicants in the experimental group. As a result, approximately 53% of applicants in the experimental sample were called in for possible referral to jobs.

Experience with Call-in Technique

| | <u>Exp. Group</u> | <u>Control Group</u> |
|---|-------------------|----------------------|
| Called in for possible referral | 53% | 14% |
| Considered qualified and referred (of those called in) | 65% | 50% |
| Placed (of those referred) | 45% | 42% |
| Placed (of those called in) | 30% | 30% |

As was true of job development attempts, about the same success was had in placing applicants in the experimental and control groups, the major difference being in the extent to which older workers were called in for referral. The chief difference, in addition to quality of call-ins, was the difference in percentage of those called in who were actually referred to jobs. More time was spent with those in the experimental group and hence, a larger percentage were referred to jobs and ultimately placed.

p. 58

Relaxation of Age Restrictions

Since a major problem confronting older job seekers is age restrictions imposed by employers, particular efforts were made by the Employment Service staff in obtaining relaxation or removal of age restrictions when discussing job openings with employers.

Greatest success in securing relaxation of age restrictions achieved when qualifications of specific applicants were discussed with the employer. It was found to be easier to obtain a raise in the upper age limit than removal altogether. While the most favorable climate for the employment of older workers is apparently in the smaller firms, the greatest potentials for employment are generally in the larger firms. It would appear, therefore, that a major part of promotional activities on behalf of older workers needs to be directed to the larger firms (particularly those employing 100-900 workers) if significant results in the way of improved employment opportunities are to be obtained.

p. 60

Industry and Occupation Changes

57% of persons placed by the Employment Service changed industry, and men tended to change industry more than women. The 45-49 age group changed industry most readily (66%), and the next most frequent incidence of change of industry was with the 65 and over age group. 61% of those aged 65 and over placed from the experimental group changed industry.

p. 61

Occupational changes were made by 39% of the persons placed by the Employment Service. As with industrial changes, a higher percentage of those in the experimental group (41%) changed occupational groups than of those in the control group. The younger of the older worker group changed occupations more than did the older.

About half of those placed received the same or higher pay.

p. 62

To a rather large extent, those placed did accept changes in industry, occupation, or pay - in some cases, all three. Apparently, the employment of older workers depends in some measure on their willingness to accept such changes.

Individual Counseling

Individual counseling was done to assist individuals in choosing a type of work that is in accordance with their highest abilities and interests and is realistic in terms of probable employment opportunities, and to assist with other problems interfering with successful job search.

Almost 23% of the entire experimental group were given counseling service, and it was found that of those in the experimental group who were actually given services beyond registration for work, 32.3% were provided counseling.

Apparently, at least four times as many workers 45 and over should be given counseling as have been given this service in the past, and proportionately twice as many applicants in this age group need counseling as applicants in general.

Major problems presented by applicants who were counseled were:

- physical handicap
- difficulty with job search
- lack of opportunity for long specialized experience
- lack of skills
- non-realistic job demands
- disuse of skills
- loss of speed in production operations
- lack of insight into own limitations
- low morale

p. 64

It would appear that from a counseling standpoint particular emphasis should be given to:

- realistic appraisal of skills, interests, and physical capacities
- assistance in organization of effective job search
- full use of all ES facilities by the counselor
- education program regarding qualifications of older workers regardless of age and physical limitations
- facilitating training or re-training

p. 66

Applicants who did not present counseling problems were more successful than counseled applicants in obtaining employment through all means, including persons returning to their past employer. A higher proportion of counseled applicants were placed by the Employment Service than non-counseled.

Follow-up studies of those counseled revealed a significantly higher percentage indicating satisfaction with the employment they obtained than of those not given counseling service, even though those counseled generally provided more difficult employment problems.

p. 67

In about one-ninth of the counseling cases in the experimental group the GATB was suggested as an aid in determining suitable areas of work other than those to which they were accustomed. Of those tested, GATB results were reported useful for 48%. Most offices recommended research toward the development of suitable tests which may be used for older workers as an aid to counseling, as the need for such tools seemed apparent to most counselors.

p. 67

Although counseled applicants generally provided the more difficult employment problems, they were placed through call-in with equal success, approximately 30% of those called in being placed. This success compares favorably with usual local office experience in calling in applicants, and points up the importance of considering the qualifications of older workers along with younger workers in filling job orders.

p. 68

The majority of counseled applicants placed received their jobs through job development, and the majority of non-counseled older workers were placed through filling existing job openings, both through call-ins and through review of existing job openings at the time the applicant was interviewed.

p. 69

Both counseled and non-counseled job seekers in the experimental group changed industry approximately the same proportions, but fewer counseled than non-counseled changed occupations. Approximately the same proportion of each group received the same or higher pay on the new job.

p. 69

Group Counseling

Group counseling was found to be helpful when employment problems involved attitudes, habits, appearance, and emotional reactions to situations. An attempt was made to have the groups homogeneous with respect to age, occupation field, and type of problem, so that members might identify themselves with the group and recognize the problem as their own. Groups of from 10 to 15 participated and sometimes included a representative from an employer or from another agency.

ES personnel and agency representatives participated in the discussion as little as possible, since the main purpose was to allow the applicants to talk over their own problems with others in like situations.

The group leader prepared in advance suggested points to be covered and the subject matter covered such areas as:

- experiences encountered in applying for jobs
- attitudes toward change of field or training
- other obstacles standing in the way of obtaining employment
- possible steps toward solution of employment problems

In some sessions role-playing was employed to demonstrate effective methods in applying for employment.

Reactions of applicants gave evidence of the fact that they welcomed the opportunity for discussion and information made available to them.

Staff Clinics

Staff clinics were group conferences of selected Employment Service staff who could contribute to the solution of the problem. The conferences were held to thoroughly review selected applicant's qualifications for employment, problems encountered in finding employment, and actions taken by the office so as to suggest possible further action to be taken by local office or by the applicant. Cases presented were those _

- involving unusually complex problems
- applicants whose application cards had been in file without referral or with repeated unsuccessful referral action.
- cases representative of the problems faced by the older workers included in the study

The group discussed various aspects of the problem to identify factors which should be overcome if the applicant were to obtain suitable employment:

- possible courses of action were presented and their merits discussed
- sometimes one major course of action or series of actions were suggested, and in other cases several alternative actions were suggested for future discussion with the applicant.

p. 71

Although the staff clinic was one of the higher-cost activities, the clinics were reported to be very valuable in creating a better understanding of employment problems involved and of providing helpful solutions, drawing from the experiences of the entire group. The clinics also served to point up improvements needed in local office operations, and served particularly as an effective training device for ES staff members.

p. 72

RELATION OF CHARACTERISTICS OF OLDER WORKERS TO SUCCESS IN OBTAINING EMPLOYMENT

An analysis was made of the relationship of characteristics of older workers in the total sample (control and experimental) to their success in finding employment. 47% of the female applicants obtained employment. 45% of the male applicants obtained employment. 34% of the handicapped got jobs and 49% of the non-handicapped. However, when jobs were secured through employment service efforts the same proportions of handicapped and non-handicapped were placed.

The older the individual, the greater the difficulty in finding employment. The difficulty increased moderately at age 60 and increased sharply at age 65.

The longer the person remained unemployed, the more difficult it was for him or her to find new employment.

| <u>Duration of Unemployment</u> | <u>Percentage of applicants finding employment</u> |
|---------------------------------|--|
| 6 mo. or more | 27.2 |
| 4 - 5 mo. | 40.9 |
| 3 mo. | 48.5 |
| 2 mo. | 54.0 |
| 1 mo. | 56.1 |
| Less than 1 mo. | 54.4 |

The relative success of the various occupational groups in finding employment is indicated by this table:

| <u>Occup. Group</u> | <u>Percentage Successful in Finding Employment</u> | <u>% Placed by ES</u> |
|---------------------|--|-----------------------|
| Skilled | 53.1 | 7.3 |
| Semi-skilled | 46.2 | 10.8 |
| Unskilled | 45.0 | 7.7 |
| Sales | 43.2 | 7.5 |
| Service | 40.2 | 10.0 |
| Clerical | 39.0 | 14.6 |
| Prof. & Mgr. | 38.0 | 6.4 |

JOB PERFORMANCE AND AGE - 1203

The results from this pilot study show performance by age groups only for the plants surveyed, and generalizations should not be drawn with respect to industries in general or the two industries included in the sample. This study was undertaken primarily to develop measures useful for comparing the performance of workers in different age groups, rather than to develop comparative data.

The output per man hour remained a stable average performance through the age of 54, with some falling off in the average for the 55-64 year group, but the output for the 55-64 group was at least 90 percent as high as that for younger workers. (Age groups 25 to 64 only were studied because of inadequate number of workers in the under 25 and over 65 age groups.)

The variations in output per man hour among individuals within the same age group were greater than the differences in average output among age groups. For example, many individual workers aged 55-64 had output rates which were actually higher than those of the average workers in the 35-44 year group, the peak production group.

With respect to attendance, only small differences were found among age groups.

No significant differences were found in age separations patterns for workers between 25 and 65 years of age. Rates of separation were higher for both the under 25 and the over 65 age groups.

PENSION COSTS - E 150

When an employer speaks of pension costs, he usually means those amounts which are charged to current operations or set aside from current revenues for the purpose of providing for future benefit payments. But the real and ultimate costs of a pension plan are the benefits actually paid to the employees after they retire. These ultimate costs may not be much greater for the newly hired older workers, in part, because currently most private pension plans call for benefits related to length of service, future or final earning rates, or a combination of service and highest earning. These types of provisions are much more likely to affect the costs for the younger man over his longer period of working life with its greater probability of increasing earnings. In such plans it is not generally or necessarily true that the current "cost" of providing for future pension benefits is substantially higher for older workers entering the plan, since the benefit formulas generally result in lower benefit payments for the older worker because he will have a shorter period of service before retirement.

Pension costs are only one of several costs to the employer in hiring a worker. In the experience of most companies these extra costs of termination, recruitment, orientation, and training are very substantial. Studies in mobility of work force quite generally show that the proportion of those who change jobs is significantly higher at younger ages. When all such costs are considered and are reduced to cents per man-hour, any additional pension cost for inclusion of workers hired when older will usually turn out to be comparatively insignificant.

The basis for unfavorable public reaction toward the employer who, in hiring, permits older new employees to waive pension rights or to earn less than "adequate" pension rights has been removed or is being greatly reduced, particularly because of the OASI program. Most full time older workers have now earned OASI benefits. It is estimated that men aged 45 to 64 working steadily at present-day wages will have earnings sufficient to qualify them for monthly retirement benefits averaging \$100 for a single man. The employer has already contributed to the applicant's protection indirectly by payroll contributions to OASI. Also, some older workers have vested rights in other employers' private pensions.

The employer's community responsibility is fulfilled by giving the qualified older applicant employment which will maintain his OASI coverage and his status as a productive citizen.

Many pension plans bar older workers from membership in the plan (but not from employment) by requirements of maximum age or minimum of service. This may be erroneously interpreted by the personnel office to bar older workers not only from the pension plan but from consideration for employment.

When weighing relative costs, it should be remembered that (1) by giving equal consideration to the qualifications of older workers, the employer will gain workers more likely to stay with him. (2) The employed older person will contribute more to the national economic welfare as a worker

than as a dependent or a beneficiary. And, (3) the community should react with approval toward an employer who holds open the opportunity for useful work to older people.

See also: Older Workers and Collective Bargaining - Part II;
Health and Insurance Plans - Pension Plans.

OLDER WORKERS AND COLLECTIVE BARGAINING - PART I
HIRING, RETENTION, JOB TERMINATION 1199.1

"The status of the older worker under the collective bargaining agreement as a whole cannot be defined in concrete, measurable terms. Consideration of what major agreements provide in the way of special treatment for older workers, the rights and benefits accruing to workers by reason of long service, the security and benefits available to all workers which are of particular importance to older workers, and the presence or absence of specific limitations on management prerogatives, leads to these general observations: The older job seeker, whether or not he is a member of the union, can expect no preferential treatment and little protection against discrimination on the basis of age from the terms of most agreements. Only a relatively small proportion of the major agreements studied contained a requirement that some older workers must be hired or a pledge on the part of management to avoid discrimination against older applicants. On the other hand, the worker growing old in the service of the employer is generally assured a greater degree of protection on the job and more liberal benefits than his juniors in point of service. This contrast between the status of the older worker on the outside and the older worker on the inside underscores the change in the status of the worker who loses his job after attaining a substantial degree of seniority." (1)

Provisions which required or encouraged the hiring of older workers were found in only 76 of the 1,687 agreements, each of which covered 1,000 or more workers. Some examples are:

23 had ratio clauses which require the employer to hire older workers by providing that a certain ratio of the work force must consist of men past middle age.

p. 6

19 had wage adjustment clauses which allow special wage concessions in order to induce employers to hire older men with union participation in the rate setting process, and may also refer to workers grown old in the company.

p. 6

p. 7

Two contracts stipulated that older workers be hired to fill specific jobs which were dead-end jobs.

p. 8

26 contracts expressed the intent of management and the union to eliminate age limits in hiring or discrimination against applicants on the basis of age.

p. 9

One agreement gave 45 as an acceptable maximum age to qualify as an apprentice.

p. 9

Six agreements contained outright prohibition of pre-employment physical examinations which were found in conjunction with "no age limit" statements.

p. 10

(1) Quotation from original report.

Of particular importance to the older employed worker are clauses including such provisions as:

- a. The two-day weekend, paid vacation, rest periods.
- b. The general practice of setting rates for the job rather than for the individual, preventing discrimination on the basis of age.
- c. Rewards or accrued rights for workers with long service are common features of personnel administration and collective bargaining agreements. In general, the worker growing older in the service of a particular company enjoys a more secure status and greater supplementary or fringe benefits than his juniors in point of service.

p. 11

However, clauses which modify seniority by introducing factors such as skill, efficiency, or physical fitness are more common among major agreements.

p. 12

Assuming that a high degree of correlation exists between length of service and age, seniority clauses offer a substantial measure of job protection to elderly employees, but little or no protection to the older worker with short service. A variety of clauses are designed to keep employees of advancing age gainfully employed. 212 of the 1,687 agreements examined contained clauses relating specifically to protection for the older employee in terms of age rather than seniority. 149 clauses referred to a transfer of older employees to lighter or more suitable work or to certain reserved occupations and 67 of these contained provisions for pay adjustments. In 30 other contracts, special rate-setting procedures for such employees were set forth, but no reference was made to reassignment. By far the largest number of clauses (33) dealing with older employees occurred in public utilities and there were 19 in manufacturing and 15 in non-manufacturing industries.

p. 13

Plans established to cushion the impact of layoff, although they do not favor the older worker as such, tend to provide more liberal benefits to the worker with long years of service.

p. 27

Provisions for severance or dismissal compensations, a payment made to workers whose employment is terminated through no fault of their own, were found in approximately one-sixth of major agreements, primarily in the communications, primary metals, and printing and publishing industries.

p. 28

Supplementary unemployment benefit plans, a recent development in collective bargaining, also take length of service into account.

p. 30

OLDER WORKERS AND COLLECTIVE BARGAINING - PART II
HEALTH AND INSURANCE PLANS - PENSION PLANS 1199.2

The number of workers covered by employee welfare plans under collective bargaining which are financed in whole or in part by the employer increased - from less than a million under either type program in 1945 - to more than 12 million under health and insurance plans and more than 7½ million under pension plans in late 1955. These programs are particularly beneficial to older workers, but certain plan characteristics may operate to their disadvantage. How these plans now treat the older worker may not reflect the long-term objectives of either unions or management.

p. 1

Benefits for retired employees are being made available on an increasingly comprehensive basis, often including all benefits available to active workers except sickness and accident benefits.

p. 4

HEALTH AND INSURANCE PLANS

Three hundred selected health and insurance plans covering nearly 5,000,000 workers which were in effect in late 1955 were analyzed in the course of this study. Life insurance benefits are of two major types - a flat amount for all employees, or an amount graduated according to earnings, service, occupations, etc. Accident and sickness coverage is not available to retirees as it provides payments to compensate for loss of wages for a certain number of weeks per year or per disability.

Reduction in the level of benefits of health and insurance plans based on age alone was more common than clauses barring the participation of older workers.

-17 plans reduced the amount of life insurance in effect for active workers at age 65.

-8 plans reduced medical benefits at age 60 by shifting the allowance at that age from a "per disability" basis to a "per year" basis.

-reduction of benefits was most frequent for accident and sickness coverage wherein age 60 was cited in 1/4 of the plans, where the allowance was shifted from a "per disability" to a "per year" basis.

p. 7

When the worker retires, he loses much of the protection afforded by these plans while he is active.

-Approximately half of the plans continued life insurance coverage after retirement, generally at a reduced level.

-A substantially lower proportion of plans extended hospital, surgical and medical benefits to retired workers and these generally covered the retired workers' dependents.

-Only a few continued accidental death and dismemberment provisions.

p. 7

Unlike pension annuities, length of service is not an important factor in determining the amount of life insurance a retired worker may receive. This practice has particular significance for workers hired at an advanced age and unable to accumulate many service credits.

p. 9

Although many workers stand to lose all health and insurance protection upon retirement and others are subject to reduced protection upon retirement, rarely does a plan which is extended to retired workers discontinue during the retirement period.

p. 10

In almost all plans extending coverage to the dependents of retired workers, the level of allowances provided for dependents was the same as that for retired workers. The only beneficiary of dependents' coverage for a retired worker would normally be his wife, since children are generally classified as dependents up to age 18.

p. 10

PENSION PLANS

13 million workers are covered by private pensions plans and about 60% of these are under collective bargaining. Although the private pension plan is a boon to the worker who reaches retirement age and wants to retire, a pension plan may present or continue problems for the older worker who is seeking a job, for the worker who cannot qualify for retirement pay, and for the worker who does not want to retire.

p. 15

75 selected pension plans covering almost 3 million workers under collective bargaining in effect in 1955 were studied. Nearly a third of the plans covered multi-employer groups. Four-fifths of the plans were financed solely by employer contributions.

p. 16

Each of the 75 plans studied made provision for normal retirement, 2/3 for early retirement, and 2/3 for disability retirement.

p. 17

Under some plans participation may depend on the worker having completed a specified period of employment, or having reached a certain minimum age, or being below a specified age. The effects such a provision may have on an employer's hiring practices may differ considerably. Some feel the exclusion of older workers from the pension plan may facilitate their hiring - others that employers may be reluctant to hire older workers who cannot qualify for benefits on retirement.

p. 17

More than half of the 75 plans studied had a maximum hiring age above which workers cannot qualify for pensions.

p. 18

In 51 of the 75 plans, a worker must have been employed for 10 or more years to meet the minimum eligibility requirements for normal benefits.

47 plans provided for early retirement after 10 or 15 years of service at ages 55 or 60, with the majority requiring age 60.

29 of the 48 plans which provided for disability pensions did not establish any age as a basis of qualification.

Age requirements to qualify for benefits were lower for women than for men in a number of plants.

p. 20

Of the 75 plans studied, 32 contained survivor option provisions.

p. 21

Vesting is of special significance to older workers as an employer may be more willing to hire an older worker who already has vested pension rights with another firm.

Vesting privileges may cause greater labor turnover, thus increasing the employer costs in addition to the increased cost of providing the vested pension. Over two-fifths of the plans studied provided for vesting.

p. 21

Under a multi-employer plan without vesting the worker generally must continue in employment with one of the participating employers until he qualifies for retirement benefits.

p. 23

Of the 75 pension plans analyzed, 43 included compulsory retirement provisions, and 20 of these also provided for automatic retirement provisions. Age 65 was the most common compulsory retirement age, followed by age 68.

p. 24

SUGGESTED USES OF INFORMATION IN OLDER WORKER REPORTS
IN PROGRAM OF SERVICES TO OLDER WORKERS

I. Improving Local Office Operations

A. Report Number E 152 (Counseling and Placement)

1. Finding

Three-fifths of the older workers placed by the Employment Service accepted employment in types of industrial activity different from that to which they had last been attached, and nearly two-fifths accepted jobs in a different occupational group. Twenty-two percent of the experimental group, under intensive interviewing, were revealed as having definable handicaps compared with 13 percent under less intense interviewing.

Use

These findings point up the importance of obtaining complete information on the older job seeker through more intensive interviewing. The older worker often needs to, and does, change his occupation and his industrial setting, usually without benefit of additional training, in order to become employed. It is important, therefore, to look carefully at all jobs, and even tasks, in the longer work histories of older applicants in order to identify skills, knowledges, and abilities which have employment significance in today's labor market. Because an older person has spent most of his life in one occupation or in one industry, it does not follow that he cannot be successful in another line of work. The skills and abilities of the older worker should be weighed, too, in terms of his physical capacity to use them.

A more intensive interview must be given in many cases to develop the facts needed for satisfactory placement and for such preplacement services as counseling, job development, and referral to other agencies for physical restoration and training. To increase job opportunities for the older worker, therefore, local office staff need to find out his skills and potential qualifications, to record them properly, and to classify them adequately for easy access.

2. Finding

Approximately 25 to 30 percent of applicants 45 years of age and older are in need of counseling service. This is about four times the proportion of those who have been given this service in the past. (The November 1954 survey indicated that only 6 percent of applicants over 45 were counseled.)

In addition to age, there was a variety of significant problems presented by older workers who were counseled: (a) physical handicap, (b) difficulty with job search, (c) lack of job opportunities for long, specialized experience, (d) lack of skills, (3) nonrealistic job demands, (f) disuse of skills, (g) loss of speed in production operations, (h) lack of insight into own limitations, and (i) low morale.

Use

Interviewers should be alert to counseling needs of older applicants and should promptly refer such applicants to counselors for appropriate service. (See section 4010, part II, ES Manual.) Early recognition of counseling need and prompt referral to the counselor should enhance the ability of the local office to place older applicants in jobs for which they are best qualified and in line with their skills and interests.

Since older applicants are often confronted with a variety of employment problems, in addition to age, care must be taken to recognize any of the various problems presented. Counseling service should not be limited only to certain major problems such as disability or difficulty with job search, but should cover all types of problems within the scope of the Employment Service.

Many older workers who need counseling service require more counseling interviews per individual than the average. A minimum of two or three counseling interviews will usually be needed.

In counseling older applicants, particular attention should be given to:

- comprehensive exploration of the problems.
- an intensive analysis of the individual's skills, knowledges and abilities, and physical capacities.
- use of tests to determine skills and potentials.
- the providing of applicable occupational and labor market information.
- assignment of classifications reflecting highest abilities and strongest interests of applicant and optimum employment possibilities in the community.
- development of plan with applicant, indicating steps to be taken in achieving employment.
- referral to training and other community agencies, as needed.
- follow-up, in certain cases, after placement to determine how the applicant was performing on the job.

3. Finding

The extent of restrictions in job openings varied among occupational groups, and in many cases between the sexes for similar occupations. Quite consistently, clerical and other "white collar" job openings and orders for unskilled workers had the most severe age restrictions.

In the seven cities combined, openings for clerical workers -- although these occupations generally require relatively little physical strength -- excluded workers 35 years of age and over from more than one-third of the jobs, those 45 and over from more than half, and those 55 and over from two-thirds. In a number of occupational fields--clerical, sales, and semi-skilled--age limitations were even more restrictive for male workers than for females.

Greatest success in obtaining a relaxation of unrealistic age limits was achieved when the qualifications of specific applicants were discussed with the employer. It was easier to get the employer to raise the upper age limit than to remove the limit altogether.

Use

Relaxation of age limits should generally be attempted when unrealistic upper age limits are specified. This relaxation should usually be sought, however, only when it is known that a qualified older applicant is available for referral to a specific job and the specific qualifications of such applicant can be presented to the employer. The attempt may often best be made after the order is taken and search has been made for qualified applicants.

The interviewer may wish to contact an employer by telephone when the applicant is present to hear the discussion. The manner in which the interviewer handles the discussion will demonstrate to the older worker how to present his qualifications and how to conduct his conversation when his attempt to "sell" himself to an employer is unsuccessful. This technique also helps to bolster the morale of older workers by indicating the tangible interest and willingness of the local office to stand behind the qualified applicant regardless of his age.

4. Finding

Over one-half (approximately 53 percent) of the applicants in the experimental group were called in for possible referral to jobs. Of those called in, about two-thirds were found to be qualified and were referred, and almost one-third were placed in jobs. This result compared well with success in placing applicants in general. Although counseled applicants generally provided the more difficult problems, similar success in placing applicants through call-in for job referrals was attained with counseled applicants (30 percent) as with noncounseled (29.7 percent) applicants in the experimental group.

Use

The success in placing older workers when real efforts were made to call them in and to refer them to job openings demonstrates what can be done when conscientious attention is given to their qualifications together with those of other applicants. Applications of older workers should

be carefully reviewed, together with those of younger applicants, when filling job orders. This should be done even when an upper age limit, which would at first glance seem to bar them, is indicated by the employer. Many employers will consider and hire older workers when their qualifications are clearly set forth or when the older applicant is given an opportunity to "sell" himself directly to the employer.

Counseled applicants should be called in for referral in accordance with the plans worked out with them. Equal success in finding employment for them can be attained by consideration of their qualifications together with those of other applicants in filling job orders received in the local office.

5. Finding

Almost half of the placements of older workers in the experimental group made by the Employment Service resulted from job development efforts. The local offices were successful in placing nearly one-fourth (23 percent) of the applicants in both the experimental and control groups for whom job development was attempted. (Although not included in the report, analysis of data revealed that, in contrast, only 13 percent of the applicants in the experimental group for whom no job development was attempted were placed, and even far fewer in the control group.)

Use

As with call-ins, these findings demonstrate the success that can be achieved when there is adequate evaluation of the older workers' skills, knowledges, and abilities, and real efforts are made to place them. Individual job development should be attempted when incoming employer orders do not provide sufficient job opportunities for older applicants. This should be done especially (a) when the qualifications of older applicants do not fit the specifications of orders being received in the office; and (b) for hard-to-place older applicants. Telephone, mail, and personal contacts with employers should be made as appropriate.

Contrary to previously held beliefs, employers seem genuinely interested in qualified older applicants and do not resent job development efforts so long as the approach is centered upon bringing to their attention workers who can meet their job needs.

6. Finding

The basic techniques already introduced in local employment offices, adapted to the problems of older workers, were found to be in general, the most effective in serving older workers. However, additional techniques such as group counseling and staff clinics were tried and found to be useful.

Use

Refresher training for all local office staff who serve older workers in the basic techniques of their jobs would be most helpful. Training in basic selling techniques is necessary for those staff members who contact employers by telephone or in person so that they will know (a) how to present the qualifications of older applicants in the best manner to employers, (b) how to handle employers' objections to hiring older persons, and (c) how to present other factors which an employer also considers in hiring workers and which may outweigh or offset some of his objections.

See appendix for special techniques developed and used to facilitate the suitable employment of older workers.

7. Finding

Staff of the local offices which participated in these studies assessed and reported upon their own attitudes and practices as they affected older worker placement and cited these weaknesses:

- (1) Assuming age ranges when taking employer orders.
- (2) Assuming the employer will not hire applicants above a certain age because he has not been known to do so in the past.
- (3) Assuming that the older applicant is suitable for only certain job stereotypes, such as light unskilled work, without sufficient consideration to the skills previously acquired.
- (4) Passing over qualifications of older applicants in anxiety to fill orders hastily.
- (5) Incompletely identifying and recording the older applicants' experience, training and skills under pressure of local office workloads.

Use

Staff should be encouraged to observe their own performance and relate it to the office objectives for service to older workers.

8. Finding

Intensive application of Employment Service techniques and services contributed markedly to increasing employment of older workers, and particularly to increasing placements through the Employment Service. A significantly greater number of applicants in the experimental group (those given intensive service) obtained employment than applicants in the control group (those given normal service) -- 48 percent compared with 41 percent. Of those who obtained employment, three times as many, proportionately, (30 percent) of applicants from the experimental group got their jobs through employment service placement than those from the control group (10 percent). Placement through the

Employment Service was the most frequently found single method by which applicants in the experimental group obtained employment. By contrast, it was only the fifth most frequent method for applicants in the control group.

Of those who got new jobs (i.e. did not return to their former employer) 39 percent from the experimental group obtained their employment through Employment Service placements compared with only 15 percent of those from the control group (given normal service).

Use

The local area situation with respect to orders received in the local office and placements and active applications of older persons should be carefully analyzed. The local office plan of action should specify the steps to be taken in order to increase employment opportunities for older applicants. The plan should provide for more extensive interviewing, counseling, job development, and other necessary services for those older applicants who are not receiving their appropriate share of job opportunities. Vocational training may be necessary for applicants whose skills have grown rusty or for those who must learn a new skill. Employer, union, and school cooperation may be necessary to get such training under way. Physical restoration and rehabilitation services may be necessary in other cases. Specific assistance in presenting properly their qualifications to employers may be needed. Group guidance sessions or employer clinics may be useful in many cases. Staff clinics or conferences may be necessary in certain instances. Other special services may be developed and provided as special problems are observed.

B. Report Number R 151 (Older Worker Adjustment)

1. Finding

Workers 45 years of age and over represented 40 percent of the job seekers at the local offices during the study, but only 22 percent of all persons hired over a one-year period in all major industries and occupations.

Use

In planning appropriate services to older workers, the local office should obtain local data in order to acquire a better understanding of the problems in its own community. Steps in formulating plans may include a comparison of: (1) the percentage of older worker applications to total applications with (a) the percentage of older workers among applicants placed, and (b) where possible, the percentage of older workers among those hired in major industries and occupations. These data may be broken down by sex, occupation, industry, size of firm, and age groups within the older worker category in order to obtain a clearer picture of the specific extent and nature of the problem. The resultant data should indicate goals toward which to point in the local efforts to improve and expand services to older workers.

2. Finding

When older workers become unemployed, they tend to remain out of work longer than younger workers. For example, while 60 percent of applicants under 45 were unemployed for less than 6 months during a 3 year period, only 50 percent of those age 45-64 were unemployed less than 6 months.

Use

There is need to "spot" fairly soon those older applicants who are likely to experience difficulty in finding employment in order to provide necessary counseling, job development, and other special services consistent with labor market conditions. Local offices should use consistently appropriate devices for this purpose.

3. Finding

- a. Workers 45 and over had better success getting jobs with smaller firms than with larger ones. Establishments with 8 to 49 workers hired younger workers at less than one and one-half times the rate for older workers. Firms employing 1,000 or more workers hired younger people at more than three times the rate for older workers.
- b. Older workers represented about 25% of all hires by firms without pension plans, and 14% of all hires by firms with private pension plans.

Use

These facts indicate, in general, where the older worker is meeting the most as well as the least resistance to hiring in the seven surveyed areas combined. Based upon local information, local offices should plan carefully their efforts in developing job opportunities for older workers. On a long-range basis, efforts should be directed to firms providing many opportunities for employment even if they seem to present the most resistance. For immediate job placements, job development contacts should generally be made with the firms and in the industries and occupations in which older workers have a better than average chance of being hired, although in individual cases depending on the qualifications of the applicant, success may well be had with firms that may normally be more resistant than others.

4. Finding

Applicants 65 years and over represented ten percent of the job seekers at the local offices during the study, but less than two percent of all persons hired by employers in the sample over a one-year period in all major industries and occupations.

Use

It is apparent from the above findings that (1) there is a significant number of job seekers 65 and over and (2) they encounter relatively more difficulty than any of the younger groups in finding employment. Accentuating the problem of those 65 and over are (1) the reluctance of many employers to hire workers at an age at which many of their long-term workers are being retired and (2) the marginal attachment to the labor market of workers seeking employment only to supplement their retirement income or to keep themselves occupied through work on a part-time basis.

Since it appears that the problems of the 65 and over group differ in many respects from those of the 45 to 64 age group, local office operations should include provisions for meeting problems of these senior citizens. Plans must be made for identifying their problems and the degree of their attachment to the labor market, for giving needed service, and for referring to other agencies and groups those who have needs other than employment. The exploration of opportunities for part-time employment for those who want or need a job to supplement Old Age and Survivors Insurance benefits is an important aspect of service to the 65 and over applicant group.

5. Finding

While women frequently leave the labor market immediately after marriage, once they reenter the labor market they show a relatively continuous record of labor force attachment. Thus the continuity and stability of labor force participation among women increases noticeably after 45 years of age and remains high through age 65.

Use

Many employers and some staff members are under the impression that women of all ages show a discontinuous work pattern. These studies indicate a pattern for the older women that contrasts sharply with this widely-held belief.

II. Conducting Promotional Activities

Promotional efforts must be related to the local situation. Sometimes, there may be a scarcity of qualified workers and it will be necessary to recruit or to train workers. In other instances, there may be an over-supply of workers, necessitating efforts to promote employment opportunities. The scarcity or over-supply may apply to men, or to women, or to both, or it may be in certain occupations or industries. The reports will indicate many points which may prove useful when: (1) taking and filling job orders, (2) visiting employers, (3) appearing before employer, union, and community groups, (4) planning publicity releases, and (5) attempting to overcome adverse attitudes of employers and the general public toward the qualifications of older workers. All such efforts are directed to the principal objective of getting the employer to think primarily in terms of qualifications of applicants. Effective publicity will stress the qualifications and assets of older workers rather than accentuate their problems.

In only one of the seven cities was promotional material used, Worcester, Mass. This city reported that the most successful methods of educating both job seekers and employers were:

- (1) The newspaper (ranking the feature story first, the news story second, and the editorial last).
- (2) Speaking before community groups, such as employer organizations and labor unions.
- (3) Direct mail aimed at specific employers who were experiencing labor shortages.
- (4) Endorsements from community groups and individuals.
- (5) Radio
- (6) Advertising of skills of specific older applicants.
- (7) Displays
- (8) Restaurant table signs.

The report stressed that good office performance must accompany publicity, and the importance of the cooperation of community agencies. Also, that gaining the confidence and good will of community groups was not an overnight matter and that the beginning must be made with the employment office participating in community organizations concerned with older worker problems.

A. Report Number E 152 (Counseling and Placement)

1. Finding

- a. The extent of age restrictions on job openings varied among occupational groups, types of industries, and size of establishment. It also varied among cities. However, in all cities a significant number of job openings had upper age limits, and in 5 of the 7 cities more than half of the openings had upper age limitations, ranging from 51 percent to 79 percent. In the 7 cities combined more than one-half (52 percent) of all job openings specified upper age limits of under 55, over two-fifths (41 percent) under 45, and one-fifth as low as under 35.
- b. Quite consistently, clerical and other "white collar" job openings and unskilled openings had the most severe age restrictions, Finance, insurance, and real estate, and transportation, communication, and public utilities — where jobs requiring relatively little physical strength predominate — had the most restrictive age limitations.

- c. There was generally a progressive increase in the percentage of job openings with age restrictions from the smallest to the largest establishments, with firms employing 100-999 employees being most restrictive in upper age limits, those employing less than 100 being least restrictive, and those employing 1,000 or more falling between the other two groups.

Use

Each office should ascertain the pattern of upper age limitations appearing on its employer orders. Depending upon the data obtained and the qualifications of the older applicants, appropriate promotional activities should be undertaken. The approach may be from two angles:

- (1) For immediate placement results, efforts should be directed to firms where the probability of hire is greatest;
- (2) Since the larger firms and many industries which impose upper age restrictions often represent the largest sources of job opportunities, promotional efforts should be directed to such firms on a long-range basis.

Promotional efforts and materials should emphasize that the employer is cutting himself off from a supply of experienced, qualified workers. With this thought should be interwoven some of the local and State findings, as well as some of the findings in the reports, and upper age limits in jobs.

2. Finding

The major reasons, as reported by employers, which tended to limit the hiring of older workers are: (a) lower productivity, (b) physical limitations, (c) inflexibility, and (d) pension and insurance costs.

Use

The reasons which local employers in the area give for not hiring older persons should be learned by each office. Sometimes, these reasons are based on facts and, at other times, on unfounded beliefs and generalizations. Staff members who contact employers should be supplied with facts on those deterrents to hiring which are cited most often by employers. Such facts will enable staff members to discuss objectively with employers the reasons which are based on beliefs and generalizations as well as those based on facts. Also, staff can present the offsetting factors which an employer should consider in hiring a worker. Findings which break down unfounded beliefs and generalizations, and favorable attitudes expressed by employers, should be included in promotional releases, together with the favorable attributes of older workers as reported by employers in the community.

Some specific facts usable to counteract unfounded beliefs and generalizations regarding older workers are found in R 151 cited below.

B. Report Number R 151 (Older Worker Adjustment)

1. Findings

- a. Proportionately twice as many job seekers 45 years of age and over as applicants under 45 years of age were classified as skilled workers (27 percent compared with 13 percent).
- b. Over the three year period of 1953-1955, nearly 73 percent of job seekers 65 years and over and nearly 46 percent of job seekers 45-64 worked continuously for one employer during those years as compared to only 36 percent of those under 45 years of age.
- c. Workers 45 years of age and over were considerably less likely to quit their jobs than were those under 45 years of age. 83% of the quits in sampled firms during the study year were by persons under 45 years of age.
- d. 22.6% of the discharges from sampled firms during the survey year were 45 and over. Included in this percentage are those persons retired by these firms. In contrast, 77.4% of those discharged were under 45 years of age.
- e. The greatest proportion of older and younger workers are free of physical defects. Eighty-three percent of workers 45-64 years of age reported no handicap, compared with 90% for workers under 45.

Use

- a. In "selling" an older worker to employers who have given upper age specifications and in developing jobs when no suitable job order is in the office, it is necessary to look for those qualities of the individual applicant in which the employer may be interested and to stress appropriate points, such as skills, experience, dependability (not a job hopper), lower turnover rate, and willingness and ability to hold a job.
- b. In contacts with employers and in promotional and educational materials, the facts about older workers should be stressed in order to overcome unfounded beliefs. The studies showed that many older workers (1) are skilled and experienced, (2) are not job hopppers, (3) stay on the job, (4) have lower quit, discharge, and overall separation rates, (5) are likely to stay with regular jobs, and (6) are almost as free from handicaps as those under 45 years of age. Local data should be developed and used along with those findings from studies, surveys, and other sources.

2. Finding

Workers 45 years of age and over comprised over one-third (34.5 percent) of employed workers in the seven areas studied. They were employed in a wide variety of industries and occupations.

Use

This finding illustrates that older workers can and do perform successfully in a wide variety of tasks in which they are engaged. Older workers seeking employment come largely from among the recently employed, and many have essentially similar qualifications and attributes as those successfully employed. They have become jobless not so much because they differ from those who continue to be employed but because of the movement of industries to other areas, decline or closing down of businesses, technological changes, or other reasons beyond their control. Similarities of employed and qualified unemployed should thus be stressed.

C. Report Number 1203 (Job Performance)

The results obtained from this pilot study show performance by age groups for only the plants surveyed, and generalizations should not be drawn with respect to industries in general or the two industries included in the samples. This study was undertaken primarily to develop measures useful for comparing the performance of workers in different age groups, rather than to develop comparative data.

Findings

1. The output per man-hour for piece-rate workers remained stable, on the average, through age 54, and the output for the 55-64 group was at least 90% as high as that for any younger group.
2. In output per man-hour, the variations among individuals within the same age group were greater than the differences in average output among age groups. For example, in the 55-64 age group, many individual workers had output rates which were actually higher than those of the average workers in the age group with peak production. On the other hand, many younger workers had output lower than the average output of older workers.
3. In attendance, only small differences were found among age groups, with the highest variation of only 3% in one industry and only 7% in the other industry.
4. In separations, there were no significant differences in age-separation patterns for workers between 25 and 65 years of age, with highest rates of separations in the under-25 and the over-65 groups.

Use

In many cases, when there are objections to hiring older persons because of alleged lower productivity, greater absenteeism, or higher separation rate, it will be found that there is little objective evidence to support such opinions. Often they stem from generalizations made from one unsatisfactory experience that may stand out in mind. The examples of older

employees who are good and consistent performers should be called to mind to indicate that there are good and poor workers in every group. Employers should be encouraged to consider each job seeker only on the basis of qualifications, as there are usually wide differences in individuals at any given age.

Reluctance of employers to hire qualified older persons on the basis of unfavorable generalizations may indicate a need to include in the local office plan of action appropriate steps for (1) reviewing job specifications and observing jobs to see if the physical age, and other specifications are in fact related to performance on the job (2) securing employer interest and cooperation in making job analyses in some instances and (3) offering any other industrial services which might be helpful.

D. Report Number E 150 (Pension Costs)

The findings of this report are presented here as background information for local office staff. The way in which they are used will vary with the particular situation. In no case would these findings be used with an employer without prior comprehensive knowledge of the employer's specific pension plan nor unless the relationship with the employer permits such discussion.

1. Findings

- a. The real and ultimate cost of pensions is not what appears to be the employer's current contribution to the pension fund, but the amount that is finally paid to the individual during his lifetime after retirement. This ultimate cost may or may not be greater for the newly hired older worker and depends on the terms of the pension plan and on future developments.
- b. Moreover, a large and increasing proportion of coverage under private pension contracts today calls for benefits related to future or final earnings—for example, terminal earnings, last 5 years, last 10 years, highest 5 years. Where the plan calls for benefits based on future or final earnings, there may be little or no difference in costs through hiring the older worker since his average highest or final earnings are not likely to exceed those of other workers in a similar job.
- c. The comparative current costs or charges for pensions, as affected by the entry age of new employees, are not necessarily fixed and definite. They are subject to considerable future change, especially for the younger ages, and the effect of such changes will apparently reduce, or possibly wipe out, any current differential in costs between older and younger entry ages over a period of time.

Use

P 138 (1-57) is available for use in relation to this problem. Employers, also, may be interested in studying this leaflet.

2. Finding

The basis for unfavorable public reaction toward the employer who, in hiring, permits older new employees to waive pension rights or to earn less than "adequate" pension rights has been removed or is being greatly reduced particularly because of the OASI program.

Use

The employer will be interested to consider the factors which offset criticism of an employer for retiring an employee (hired at an older age) without adequate subsistence income or with none. First, most full-time older workers have now earned OASI benefits which will protect them from real destitution if they can continue in covered employment. Second, in hiring the older person, the employer helps him (a) to protect benefits earned in past employment covered under OASI, (b) to earn additional OASI credits, (c) to contribute more to the national economic welfare as a worker than as a dependent or beneficiary, and (d) in many cases, to add additional benefits under the employer's private pension plan. Third, the employee may be entitled to pension benefits earned in former employment under private pension plans.

3. Finding

Requirements for maximum age and minimum length of service which bar older workers from membership in a pension plan do not bar them from consideration for employment.

Use

It should be suggested that personnel departments or hiring officials reexamine hiring practices to remove any such actual or imagined requirement which bars all older persons from consideration for employment.

4. Finding

Pension costs are only one of several costs to the employer in hiring a worker.

Use

It may be mentioned to the employer that he has other costs in hiring a worker, such as workmen's compensation, sickness and accident insurance for the employee and his dependents, group life insurance, and orientation and other training. When all of such costs are considered and are reduced to cents per man-hour, any additional pension cost for inclusion of older workers hired will usually turn out to be insignificant compared to the benefits of obtaining reliable, capable workers.

Efficient staffing of a business calls for hiring done after consideration of all factors, such as experience, quality of workmanship, productivity, desire to work, loyalty, turnover, steadiness, and regularity. In many instances, an older worker may have many qualifications and attributes which more than offset any small increase in pension costs.

E. Report Number 5 (Collective Bargaining Agreements)

Findings

1. The worker growing old in the service of an employer is generally assured a greater degree of protection on the job and more liberal benefits than his juniors in point of service, with respect to discharge, layoff, rehiring, promotions, transfers, choice of shift, choice of vacation period, and other benefits. However, he is faced with considerable difficulty in finding new employment if he loses his job.
2. In finding new employment, the older job seeker, whether or not he is a member of a union, can expect no preferential treatment and little protection against discrimination on the basis of age and seniority in last job under the terms of most collectively-bargained agreements.
3. Health and insurance plans are rarely a hindrance to the hiring of older applicants.
4. A pension plan may present or continue some problems for the older applicant who is seeking a job. He may be faced by a hiring-age limitation based on pension cost considerations, or entry into the pension plan, or years of service required to be in pension plan.

Use

Where provisions of collective bargaining agreements appear to be limiting in the hiring of older workers, efforts should be made to promote the use of older workers to the extent possible within the existing restrictions. The qualifications of mature workers and what they can contribute to the employers' business may be discussed with the employer and union officials. In light of these discussions, the employer and the union may be encouraged to remove or modify restrictions which bar older persons or to add provisions which will promote the hiring of older jobseekers.

F. Report Number 6 (Earning Opportunities)

Content

This report contains suggestions on a special technique, "An Earning Opportunities Forum", which was tried out in two communities to assist mature women in locating suitable employment. The Forum is designed to point up to the community in a diplomatic way that there are unfilled job opportunities that can be filled successfully with qualified older women who are seeking work.

Suggestions are made with respect to (1) recognizing the need (when and where the forums should be held), (2) persons and agencies to consult on such need, (3) the planning steps, (4) the make-up of committees, (5) the conduct of the sessions, (6) follow-up, and (7) planning for a continuing year-round program. There are further suggestions on a publicity schedule; on promotional activities, such as press releases, photographs, feature stories, interviews, radio and TV announcements,

and exhibits, and on obtaining information concerning training facilities, educational and counseling resources, employment agencies, and jobs available.

Use

This material can be used as a guide by the local office either in planning and holding sessions of this type under its sponsorship or in encouraging community groups to do so with Employment Service cooperation. Although the mechanics for the forum are based on experience with groups of women, the method can easily be adapted to promoting the employment of older men as well as women.

APPENDIX

The following types of special services and activities were provided to the applicants in the experimental group:

- A. More intensified interviewing of these applicants in order to determine more fully all possible job qualifications, efforts made to secure work in the past, and further efforts that could and should be undertaken by the applicant and the Employment Service in order to insure entrance into suitable employment. In each case, an entirely new and complete application card was prepared for each experimental group applicant.
- B. Thorough application of employment counseling techniques, as necessary, in order to assist individuals in choosing a type of work that (1) is in accordance with their highest abilities and interests, and (2) is realistic in terms of probable employment opportunities and employer requirements, and to assist in overcoming lack of confidence and other problems interfering with successful job search.
- C. Group counseling sessions in which groups of older workers with special problems of job choice or adjustment were encouraged to discuss the problems interfering with successful job search, and were assisted in their solution by selected staff members, personnel managers from industry, and community agency representatives.
- D. Experimental use of the General Aptitude Test Battery to aid older workers in determining suitable areas of work other than those to which they were accustomed, and to ascertain to what extent the test results may be useful in the realistic counseling of these older workers.
- E. Use of Performance Tests for those with typing or stenographic training and experience to assist in determining their current speed and accuracy and whether brush-up training was needed.
- F. Use of Specific Aptitude Test batteries to determine and to "sell" the applicant's potential ability for jobs involving some training for which they have not had prior work experience.
- G. Careful Pre-Referral Interviews, in which applicants were given full information on job openings to which they were being referred, and were assisted in preparing for an effective presentation of their qualifications to the prospective employer.
- H. Assisting applicants in preparing resumes of their background in order to point up to employers more effectively their qualifications for openings by the worker himself and by the Employment Service staff.
- I. Frequent, often weekly, interviews with older workers in the experimental group to aid and encourage them in their job seeking efforts and to explore jointly possible job opportunities in the area.

- J. Working with employers and school departments to set up retraining and training courses for older persons wherein they may brush up on rusty skills or learn new skills.
- K. Referrals to new or existing training facilities, particularly of those older workers who it was found would have to learn new or additional skills or occupations because of the obsolete nature of their previous occupations or the lack of employment opportunities in those occupations in the area.
- L. Holding of staff clinics attended by key personnel of the local office in order to evaluate jointly problems of particularly hard-to-place applicants, services given to such applicants, and additional services to be provided and actions taken which may serve to assist in resolving their employment problems.
- M. Individual job solicitation, by telephone and by personal contact with employers, in behalf of older workers who possess qualifications for which there is a need in the area and for which the office seldom receives job orders; also to encourage employers to try out one or more individuals 45 and over as a test in the hope of encouraging them to hire additional older workers as hiring needs permit.
- N. Group job solicitation in order to point up to employers the high qualifications and work abilities possessed by workers of this age group and to encourage the use of this supply of workers to the maximum extent possible, in accordance with their qualifications for employment.
- O. Mailing of brief outlines of qualifications of older workers to selected employers in order to interest them in the qualifications of these workers.
- P. General mailing to employers of 25 or more of letters soliciting part-time and full time openings for older workers, each letter containing a reply card to be mailed back to the local office if the employer is interested in obtaining older workers.
- Q. Efforts to eliminate or modify age specifications in job orders received and to obtain employer's permission to refer applicants on an individual basis regardless of age, but based on their qualifications and abilities to perform adequately the job for which hiring is being done.
- R. Daily review of active job orders from employers in order to determine those for which available older applicants may be particularly qualified.
- S. Utilization of a wide scale community promotional campaign through newspapers, radio, and television, speeches before community groups, and other publicity means in order to promote an understanding of the qualifications of older workers and to encourage employers to both hire and retain older qualified workers.

- T. Holding of "role playing" sessions for older workers having special difficulty in presenting their qualifications to employers, wherein they practice discussing their qualifications with a staff member who plays the role of an employer and assists them in better presenting themselves.
- U. Assistance to employers to make more realistic appraisals of physical requirements of jobs so that older persons would not be barred because of physical requirements not related to job performance.