

Older workers
(19/1960 + older)

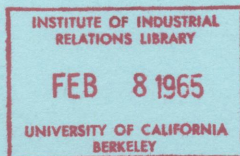


STATE OF OREGON
BUREAU OF LABOR

... SENIOR WORKER EMPLOYMENT PROBLEMS
AS THEY RELATE TO OREGON

[Salem] July 1, 1961

NORMAN O. NILSEN
Commissioner of Labor



by
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INTRODUCTION

The greatest unused economic resource in the State of Oregon may well be the dormant skills, or potential, of its unemployed senior workers. Today, when there is a great demand for trained manpower, many of our citizens remain unemployed because they are denied employment opportunities because of their age; because they possess skills that are obsolete; and some have not been given a training opportunity commensurate with their potential for productive work. It is essential that we utilize existing skills and/or upgrade those who possess the potential for productive labor, not only because the individual needs the opportunity, but also because Oregon's economy needs the productivity of all experienced and willing workers.

This is a task for government, labor, business and voluntary community action. Each should make his unique contribution to the effort and all should work together. In this light, the Oregon Legislature enacted the Senior Worker Acts in 1959, which announced the following to be the public policy of the State of Oregon:

"It is declared to be the public policy of Oregon that available manpower should be utilized to the fullest extent possible. To this end the abilities of an individual, and not any arbitrary standards which discriminate against an individual solely because of his age, should be the measure of the individual's fitness and qualification for work. (ORS 659.015)"

The Senior Worker Acts established the Senior Worker Division of the Oregon Bureau of Labor for the purpose of administering a state-wide program aimed at the elimination of senior worker employment problems in Oregon. The Senior Worker Division has, for the past eighteen months, been actively engaged in the implementation of the above quoted public policy of Oregon, through an approach of education and research, conference, conciliation and persuasion - with a goal of:

- 1 - Persuading employers that age discrimination is not profitable.
- 2 - Determining the causes for age vs. employability problems.
- 3 - Determining corrective methods for removal of the causes for age vs. employability problems.

This report is one part of the Senior Worker information and education program. It is designed to present a summary of the progress made in the administration of the Senior Worker Acts, and areas requiring increased emphasis. It contains both favorable and adverse factors; there is no holding back of information pertinent to the problem of age vs. employability. The report is organized in the following manner:

- Part I - What other states and the Federal Government and Canada have accomplished in studies, experiments and practice in relationship to alleviating age vs. employability problems.
- Part II - Primary causal factors for age vs. employability problems in Oregon.
- Part III - Positive results that have been realized, thus far, in eliminating age vs. employability problems in Oregon.
- Part IV - Adverse factors relating to age vs. employability problems in Oregon.
- Part V - Conclusion.

PART I

FINDINGS OF THE FEDERAL GOVERNMENT, OTHER STATES AND CANADA IN RESEARCH, EXPERIMENTS, AND PRACTICES DESIGNED TO ELIMINATE AGE VS. EMPLOYABILITY PROBLEMS.

1 - THE SEVEN AREA STUDY OF 1956 - In 1956, the Bureau of Employment Security of the U.S. Department of Labor with the state employment security agencies, conducted a study in Detroit, Los Angeles, Miami, Minneapolis-Saint Paul, Philadelphia, Seattle, and Worcester (Mass.), for the purpose of finding the "what, where, why, when, how and who" factors relating to age discrimination in employment, and what corrective factors might be necessary. This particular study included several thousand older worker participants (age 45-plus). The most significant factors listed in the conclusions of this study were:

- 1 - "Apparently, if the employment problem of the older worker is to be solved, more realistic attitudes and practices must be adopted by all who directly, or indirectly influence his return to a self-supporting way of life."
- 2 - "The worker himself needs to understand his qualifications, his limitations, the job requirements that he can best meet and the best methods of presenting his qualifications to the prospective employer."
- 3 - "More realistic attitudes and practices on the part of employment service staff and others called on to assist the older worker in finding suitable employment are required, so that they thoroughly explore and accurately classify his actual job qualifications, give him full consideration for job vacancies listed with the office, and employ selling techniques to that end."
- 4 - "Finally, adequate training and other facilities must be provided to enable the older worker to prepare himself more fully for job opportunities that exist or are expected to exist."
- 5 - "Intensive employment service counseling also played a significant role in developing improved employment opportunities." and "Group guidance sessions in which homogeneous groups of older workers with special problems of job choice or adjustment were encouraged to discuss these problems and were assisted through the group method in their solution." - were utilized to good advantage.

Older workers accorded special employment services were much more successful in finding and holding jobs.

2 - THE PHILADELPHIA OLDER WORKER PILOT PROJECT, 1957-58 - During the 1957-58 business recession, the public employment service of Philadelphia conducted a project to increase the placements of older workers in general. This project was conducted between November 1, 1957 and June 30, 1958. Some important and significant conclusions were derived from this project, namely:

"Although age is a definite factor adversely affecting an individual's chances of finding employment, it is still possible to find jobs for hard-to-place older workers. Of the 2,092 older workers who received services under this project, 866 (or about 2 out of 5) were placed in satisfactory jobs. In addition, counselors helped others to return to former jobs or to find jobs for themselves."

"Patience and understanding as well as counseling and interviewing skill are needed in dealing with older workers, whose prime handicap is lack of confidence."

The Philadelphia project recorded results for two groups of older workers, one group of 7,609 (Mainstream) age 45-plus job applicants were given the normal and routine employment service processing; the other group of 2,092 (special service) age 45-plus job applicants were given special and intensive counseling services which on the average required twice the counseling time normally allocated the average counselee under normal employment service processing. The results of this project were:

	Routine or "Mainstream Group"	"Special Service" Group
Number selected for project	7,609	2,092
Number placed in jobs	50 Or 0.65%	866 or 41%
Number of handicapped included in group	747	263
Number of handicapped placed in jobs	6 or 0.8%	131 or 50%

3 - SPECIAL COUNSELING IN CANADA - Mr. H. L. Douse in an article "Discrimination against Older Workers" published in the April, 1961, issue of the International Labor Review indicates that a counseling experiment conducted in 1947 in Toronto, Canada, proved to be especially conducive

to furthering the employability of "older workers." Excerpt:

"In 1947 a special counseling service for older applicants for employment was established on an experimental basis in Toronto, Canada, by the Unemployment Insurance Commission. The counseling unit did not make placements; its function was solely counseling. After an applicant had been interviewed on one or more occasions, he or she was sent back to the local employment office for referral to employment."

"One successful feature of the counseling was that many applicants, encouraged by the interviews, had their self-confidence restored and with a new and realistic self-appraisal of their abilities were enabled to go out and get jobs for themselves. Previously they had tried repeatedly to obtain employment and in time had become discouraged. A check was made on these cases a year and a half later and it was found that 90 percent of them were still employed."

4 - "SELF-HELP" ORGANIZATIONS sponsored by State Employment Local Offices. The public employment service in California and in Colorado actively assist older workers in the formation of self-help organizations by providing them with a place to meet; telephone and staff assistance. An example is: "Experience Unlimited" in Berkeley, California which is aided by the Berkeley Public Employment Service. Mr. Ralph Moore, the Older Worker Specialist, reports that:

"The first group of a dozen or so upper-income bracket men who were unemployed and having difficulty finding employment because of their age met as a group almost 2 years ago. Since then, the entire membership has changed some 12 or 15 times as individuals obtained jobs or moved away."

"The getting of the job, of course, is what elates us. Often the job did not come directly through the Employment Service but through connections made by members of "Experience Unlimited."

The public employment service of Denver, Colorado, also has a similar organization with the same results - older executives are getting jobs commensurate with their qualifications.

5 - In a report on "INVESTING IN EDUCATION", William J. Platt, Director of the Management Sciences Division, Stanford Research Institute, reported:

"A dramatic illustration of the profitability both to society and to the individual is found in the vocational rehabilitation program of the U.S. Department of Health,

Education and Welfare. Before rehabilitation training, 56,000 handicapped persons earned \$15 million per year; after rehabilitation, they earned 102 million per year. The additional federal income taxes paid by the group in one year alone were more than the \$8 million cost of the training program."

Training needs are determined only after extensive counseling of potential rehabilitation trainees.

PART - II

WHAT ARE THE PRIMARY CAUSAL FACTORS IN THE AGE VS. EMPLOYABILITY PROBLEMS EXISTING IN OREGON?

1 - Arbitrary age limits in hiring, and other personnel actions,

are set by an estimated 3 out of 10 employers in Oregon. These policies are based upon manpower facts as they existed 30 to 50 years ago. Such employers are not cognizant of the effects brought about by the advances of industrial inventions, medical research and the low birth rates of the depression years of the 1930's. For example:

- a. The demands of work-a-day life are much less than they were 50 years ago. The average 40 year old man of 1910 had a work history of heavy manual labor beginning early in life - embracing the six day work week, the 10 and 12 hour work day, and he would have worked an estimated 100,000 hours or more before attaining age 40. The average 40 year old of today has been required to work less than half as many hours, and has had the benefit of many labor saving devices that were nonexistent in 1910.
- b. The marvel of medical science has increased average life expectancy from 46 years of age in 1910 to more than 70 years of age today. The 40 year old man in 1910 had only about 6 doubtful years of productivity remaining prior to attainment of the average age for life expectancy; the 40 year old man of 1961, has more than 32 years of "quality" and "productive" life facing him before he attains the average age of life

expectancy, plus the fact that medical science projects an average life span of 80 or more years when the break-through on heart disease and cancer is brought about. The target for this break-through is 1970.

- c. The "low birth rates" of the depression years (1930's) are now taking their toll from the adult population in Oregon. There are 40,000 fewer (10.3%) men and women between the ages of 20 to 35 in Oregon today than there were in 1950. The answer to the question "Why?" is simply "They were not born!" The loss in age group 25 to 29 was 11,353 men (19.6%) and 10,707 women (17.9%) alone. There has been a corresponding increase in the population above age 40. Concurrent with the change in the age structure of Oregon's population there has been an increase of 93,000 (19.6%) in the number of households demanding goods and services, with an accompanying increase of 8,600-plus (17.7%) new Oregon business establishments demanding qualified workers.

Our experience bears out the fact that the average employer will review and study his hiring and personnel policies when presented with the above information. Check-back reveals that in the majority of cases age barriers are removed, even when the employer is not subject to the Senior Worker laws.

2 - Some Senior Workers are "unqualified" for the current labor market -

These persons must retrain to acquire up-to-date skills; some must be motivated to improve their general level of education before they are qualified for retraining. Example: The elevator operator with a grade 4 education who has been displaced by a "push button" elevator, or the machine tender in the textile mill that closed down last month; both of these men would require extensive preparation in the field of mathematics if they were to be retrained for jobs in the electronics field.

3 - Some Senior Workers have never carefully analysed or evaluated their skills in the light of the current labor demand, but may actually possess a valuable skill, or a family of skills acquired during earlier years of their work-life, upon which they place little value. They are from the generations for whom there was no "counseling service" in the public education system; therefore, they have never been counseled or taught how to make a realistic analysis of their experience background with a view towards systematically selling their services on the labor mart. This group of senior workers, or nearly any group of workers for that matter, could benefit by concentrated group and/or individual counseling on the subject of self-evaluation and job search information.

4 - Some Senior Workers make unrealistic demands upon the labor market i.e., they make wage and salary demands based upon the last job, or upon personal needs, rather than their potential for productive output. Such individuals require some form of direction and/or educational counseling from a counselor who has the courage to give the worker a realistic analysis of his situation. Calling a spade-a-spade requires backing for the counselor from his agency and his superiors.

5 - Many Workers are not "future" oriented! There appears to be a general lack of willingness for planning and for expenditure of effort to up-grade one's skills. This is not peculiar to the Senior Worker, but seems to fit most of the population as a whole. These are dynamic times and thousands of jobs become obsolete, daily. The individual who is unwilling to up-grade himself can soon become unemployable regardless of his age.

6 - Many Senior Workers do not know how or where to search for employment! In our daily contact with individuals who report problems in employment because of their age, we noted a general pattern of "lack of experience" in job hunting. This prompted us to conduct a survey on the subject. - We asked 1,500 individuals (1,000 men and 500 women) the following question:

If unemployed: "Where have you looked for work?"

If employed: "Where would you look for work if you were to become unemployed?"

After the initial response, we asked both groups:

"Are there any other places where you have looked or would look for work?"

Eighty percent (80%) of those interviewed were employed.

Twenty percent (20%) were unemployed.

Those interviewed fall into the following categories:

Professional and Managerial	Skilled Workers
Clerical and Sales Workers	Semi-skilled Workers
Service Workers	* Unskilled Workers

* (Homemakers were considered to be unskilled)

Half of the interviewees were under age 40 and half were over age 40, but under 65. The youngest was a high school student, age 14; and the oldest was a welder, age 63. The following sources for employment were considered:

- | | |
|--|------------------------------------|
| 1 - State Employment Service | 7 - Contacting Union Agents |
| 2 - Private Employment Agencies | 8 - Civil Service Offices |
| 3 - Newspaper "Help Wanted" Ads | 9 - Federal Agencies |
| 4 - "Situations Wanted" Ads | 10 - State Agencies |
| 5 - Telling Friends and Neighbors of need for a job | 11 - County and City Agencies |
| 6 - Conducting an employer-to-employer canvass for a job | 12 - Go to where hiring is rumored |

We found that the average individual used or expressed knowledge of only two of the above sources for employment. Average response ran from a high of 2.34 from the male professional and managerial interviewee, to a low of 1.1 from the homemaker interviewee. Paradoxically, while the average job seeker does not appear to exhaust every possible source for employment, a parallel survey of more than 200 Oregon employers indicates that the majority of the employers included in the survey do, at some time in their search for employees, utilize most of the above mentioned sources for qualified personnel. The primary hiring sources as indicated by the employers included in this

survey were: "walk-ins", and "those referred by friends and neighbors" already working for the employer.

PART III

WHAT POSITIVE RESULTS HAVE BEEN REALIZED, THUS-FAR IN OREGON?

Direct statistical measurements of significant effects of the Senior Worker Acts and the administration of those Acts are not yet possible inasmuch as the Senior Worker Division has been fully staffed and operational for less than 18 months. However, there is some positive evidence that the Acts are becoming effective - for example:

1 - Newspaper advertising for "Help Wanted" - In January 1960, major Oregon newspapers ceased to accept "help wanted" advertisements that discriminate on the basis of age. Prior to January 1960, approximately 60% of the "help wanted" advertisements were discriminatory in nature. The Oregon Press is to be commended for its fine cooperation and self policing in this matter.

2 - Employer Cooperation - Members of the Senior Worker Division have contacted more than 6,000 Oregon Employers on the matter of age vs. employability. Of all the employers contacted, only one indicated continued non-compliance with the Senior Worker Acts, and in that instance the employer was exempt from the Acts. The employers contacted included those operating on a multi-state and/or national basis as well as employers operating only within the State of Oregon.

3 - Public Relations and Speaking Engagements - Knowledge of the laws, and the benefits to be derived by compliance, has become widespread. Business, Professional and civic groups regularly call upon members of the Senior Worker Division to present informational talks on the subject of age vs. employability. Staff members of the Senior Worker Division have delivered more than 352 talks on the problems of age vs. employability to such organizations.

In addition to the above, to date, we have produced, circulated, and/or participated in eight radio programs and nine television programs, all on the subject of age vs. employability. Four of the radio programs and two of the television programs were circulated to radio and TV stations throughout the State, and have been loaned to other states and Canada for use in their age vs. employability programs.

4 - Disposition of Complaints Alleging Age Discrimination - All complaints alleging age discrimination in employment have been expeditiously resolved via education, persuasion, conference and conciliation. 86 complaints have been investigated to date; 36 "verified" or formal investigations and 50 "informal" investigations. Complainants ranged in age from a college graduate, age 28, who was refused consideration for a manager trainee position because "he was two years over the hiring age", to a 63 year old woman who claimed age discrimination upon making application for a clerical position. The most recent case was a 57 year old man who was refused consideration for a job in a plywood mill "because he was too old" - conference and conciliation resulted in the hiring of this qualified man! All investigations have been conducted in an impartial manner with results as follows: Half of the complaints were confirmed and corrected and half were found to be without cause for complaint. These complaints were sifted from the allegations of more than 450 individuals who wrote to or visited the office of the Senior Worker Division alleging that they could not find work because of their age.

5 - Public Acceptance of the Senior Worker Acts - Faced with maximum need for publicity, with minimum expenditure of public funds, we initiated a "saturation program" by conducting a series of hearings or public conferences on the Senior Worker Acts. These hearings were the sounding board for our proposed policies for the administration of the Senior Worker Laws, and have at this date totaled 23 since February 17, 1960. The state's major population centers were blanketed. The policies for administration

were accepted as proposed without contest! We feel that this occurred because the hearings were highly informational in nature and explained the critical problem for everyone of the changing manpower structure in Oregon and the nation. The Policy Statement for administration of the Senior Worker Acts was also a product of numerous conferences with business, labor, governmental, professional, and civic groups and other individuals in an effort to develop a fair and impartial approach to the problem at hand.

6 - Private Employment Agencies - Recent voluntary statements by owners and operators of private employment agencies indicate that it is becoming easier to place applicants without regard to their age - examples:

"We are finding an increased demand for older and more mature workers."

"There is much less pressure on us to furnish only younger persons."

"Please furnish us with some more of your educational pamphlets. They seem to educate our employer contacts to more readily accept the mature applicant."

7 - Increase in the ratio of Senior Worker Placements by the Oregon Employment Service. For a short period during the first quarter of 1960, the Oregon State Employment Service operated with an "all prohibitive policy" which precluded action on any job order containing discriminatory age stipulations. Even during this brief period a definite upswing in the placement ratio of the 45-plus workers was noted compared to the same period for 1959. A comparison of the placement ratio, per 100 placements of age 45-plus applications is indicated below:

Placements of 45-plus applicants per 100 placements

Month	1959	vs.	1960	Increase per 100
Jan.	18½-plus		21½-plus	3.3
Feb.	18½-plus		22½-plus	4.0
Mar.	20½-plus		22½-plus	2.0

It is estimated that during this period more than 350 additional senior workers were placed in suitable work situations, than would have been placed without

the "all prohibitive" policy. Examples quoted by the Oregon State Employment Service follow:

- "1 - A retired telephone operator, age 67, was placed on a job as a telephone operator with another firm.
- 2 - A dishwasher, age 61, was placed as an office messenger for a medical association.
- 3 - A saleswoman, age 50, no longer able to remain standing for any length of time, was placed as a cashier.
- 4 - A secretary, age 58, placed on a job as a clerk, general office at \$375 per month."

These findings correlate closely with similar findings by the state of New York. The state with the highest placement ratio for older workers in the nation - New York has an average placement ratio for the older worker of more than 29 per 100 placements. It is believed that a contributing factor is that "all job order takers" in the employment service become "salesmen" for the true values of the senior or older worker. To substantiate this last opinion, a quotation from a letter received from the manager of the largest local office of the Oregon State Employment Service, on March 11, 1960, is quoted below:

"We have had some pleasant and rewarding experiences in placing older workers since the artificial age barriers on orders have been removed and our people are quite enthusiastic about the good results accomplished by this law."

Unfortunately, on March 29, 1960, this "all prohibitive" job order policy was amended by the Oregon State Employment Service to provide for a "dual policy" on acceptance of job orders. The "all prohibitive" policy had been based on the right of the state employment service to stipulate reasonable rules for providing services to employers, plus the stated public policy in the forward to the Senior Worker Acts. Nonetheless the laws are enforceable for employers of six or more employees and are not enforceable for employers of five or fewer employees. The Oregon State Employment Service policy of not accepting discriminatory job orders was amended to apply

only to employers of six or more employees. The awkwardness of this "letter of the law" policy was pointed out in terms of what the state employment agency would be telling the job seeker in effect:

"We treat you in two ways. If we refer you to an employer with six or more employees, we will protect your rights for individual consideration. However, if we refer you to an employer of less than six employees, we will aid in discriminating against you because of your age. "

Estimates place the ratio of Oregon employers who employ less than six persons as 6 out of 10. There remain 4 out of every 10 employers subject to the Senior Worker Laws. With the change to the "dual policy" the initial and promising gain in placement ratio of 45-plus applicants diminished.

8 - Other Indicators of Positive Progress - A higher proportion of "help wanted" advertisements carry comments such as:

"Wanted - Secretary, medical, mature."

"Wanted - Clerk, typist, mature."

"Wanted - Salesman, outside, mature."

"Wanted - Guard, mature."

It is also necessary, at times, to explain to some employers that advertisements for "help wanted" which place a limitation, such as over 45, is discriminatory in nature to applicants under that age.

9 - Experiments in Individual Counseling: Concurrent with the "Where would you look for work" survey, we experimented by counseling the individuals coming to us. They had been, or thought they had been, discriminated against because of their age.

We taught in this counseling experimentation, in substance, that the job seeker is a self salesman who must carry the product to the particular employer who has a need for the service offered. Specific instructions included such items as:

- 1 - That many successful job search campaigns require the submission of as many as 40 applications, or more.
- 2 - That all available sources for employment should be utilized in the job search. One should not rely solely upon others to find the job for him.
- 3 - That the job seeker must know what he can do for the employer; consequently he should inventory his accumulation of skills and relate them to employers in the current labor market.
- 4 - That a well prepared resume of experience will shorten the time required to file an application, consequently, more applications may be filed in any given day.
- 5 - That it is helpful to be specific as to the job desired, flexible as to the starting wage, and specific about qualifications for the job.
- 6 - That the applicant is offering the employer a service, instead of just asking for a job.
- 7 - That it is important to study how to act during the interview, and how to dress.
- 8 - That the job search is an 8 hour a day, five or six day a week, task.
- 9 - That a normal attrition rate for labor turnover exists; consequently, the persistent, early bird gets the job, if he contacts the employer himself.

In addition to the above, the counseless were constantly motivated to help themselves rather than to rely upon others, and were consistently encouraged during their search for employment. Approximately four out of five found suitable employment within three weeks. Some of those successful in their job search were above age 65. Among those who were unsuccessful were many who could be termed unemployable for reasons other than age.

10 - Group Counseling Experiments! Three experiments in group counseling were conducted by the Senior Worker Division.

- a - Group instruction in how to find a job through a regular classroom approach - lecture/conference method. This method permitted the introduction of the personal experience of class members and permitted an after-class exchange of information of job potentials for which some members of the class might

have been unqualified, but others might be qualified. It also provided more latitude in reaching some counselees who were somewhat unrealistic in their views toward the job mart by calling upon other members in the class to comment. At times the comments of a contemporary will carry more weight than those of an instructor. This method proved highly successful. Participants were all above age 40.

- b - Group dynamics! "Experience Unlimited of Oregon" patterned after the "Forty Plus Club of New York, Inc." and "Experience Unlimited" of Berkeley, California, was organized by a group of displaced business executives, professional and semi-professional men, with the aid of the Senior Worker Division. Starting with five members on December 27, 1960, this organization has enabled forty or more qualified men to find suitable employment and four others to open two new business establishments; one, an import and export firm, and the other, a manufacturing firm. The Senior Worker Division personnel devoted approximately fifty hours of after normal office hours' time to this project. It was felt to be a cheap price to pay for forty or more employed persons who now produce tax monies rather than consume them.

- c - The Seminar Approach! During April and May, 1961, an experimental "How to pick your job and land it!" seminar was conducted in a local church - $1\frac{1}{2}$ hours per night, 1 night per week, for a 6 week period. In this experiment, a group of college sophomores were provided with information on imaginative approaches to a successful job search and led into discussion of the problem - all were in search of summertime work. As a result of this program, all members participating

have suitable employment to go to for the summer, or have had offers of permanent employment. Through the success of this program, it is hoped that other church groups will take note and establish similar courses for their older members who are in need of work.

- d - The Training of Trainers! Rapid expansion of any such approaches is possible by training selected individuals to conduct seminars or organize groups upon any chosen model or in any chosen type of group or organization. This step will be taken as soon as possible!

11 - There is positive evidence that the community is doing more about the problem of age vs. employability, for example:

An "Earnings Opportunity forum for Mature Women" was held as recently as October 10, 1960; business, professional and civic womens' groups of Portland and business, labor, governmental and civic leaders participated in this important program. Another such program is projected for the future.

There are a number of examples of past accomplishments and others planned for the future by community groups, which is indicative of the fact that the community is doing something about the problem.

PART IV

WHAT ARE SOME OF THE ADVERSE FACTORS RELATING TO AGE VS. EMPLOYABILITY PROBLEMS IN OREGON?

1 - It is difficult to awaken total public attention to age vs. employability problems, especially in the matter of age discrimination in employment. The average person lives within his own social and employment world. He does not generally become interested in age vs. employability problems until he, or a close family member, cannot find a job because of age, obsolescent skills, or lack of knowledge about how to find a job.

2 - There is some evidence indicating that the Oregon State Employment Service has considerable opportunity to alleviate the age vs. em-

ployability problems of the senior worker. In this light, the following specific examples are quoted:

- a. An example of the effect of the aforementioned "dual job order policy" in force within the state employment system becomes apparent when one reads the following excerpt from the Local Labor Market Report released by the state's largest public employment office under a dateline of November, 1960:

" . . . orders for stenographers continue difficult to fill because employer age specifications preclude referral of otherwise qualified applicants."

- b. A review of "Services to Selected Age Groups" reports rendered by the Oregon State Employment Service, on a monthly basis, over the past two years indicates that the public employment service has an excellent counseling program in force for our youth and the physically handicapped. However, counseling services for the non-physically handicapped senior worker could be expanded considerably, for example: During the period December 1, 1959 to November 30, 1960, (less July 1960) initial counseling interviews were granted to the "Selected Age Groups" on the following basis:

	<u>Applicants Under age 20</u>	<u>Physically Handicapped Applicants age 45-plus</u>	<u>Nonphysically Handicapped Applicants, age 45-plus</u>
Number filing new applications for work	29,000-plus	2,254	24,000-plus
Number granted initial counseling interviews	6,960 or 24%	458 or 20%	557 or 2.3%

The initial counseling interview is the necessary predecessor to subsequent counseling. One of the problems cited is a lack of training for "older worker problems." In a report of one of the larger down state public employment offices; the following comment was noted:

"Low figure on counseling of 'over-45' group in part accounted for, by lack of any training for this specialty for the counselor."

- c. Recent "Services to Selected Age Group" reports (first four months of 1961) indicate that fewer of the age 45-plus group (nonphysically handicapped) have been accorded initial counseling interviews for the current year, than were accorded such during the same period for 1960, although there have been more new applications for work filed this year than were filed during the same period last year by the same category of applicants.
- d. Although the public employment services of other states have engaged in some rather successful experiments and practices in "group counseling" and "group dynamics" in order to provide maximum counseling service with a limited number of counselors, there appears to be some reluctance on the part of the Oregon State Employment Service to adopt the group approach to the age 45-plus problem (although it has been stated that group techniques have been utilized with the under age 20 counselees). The Oregon State Employment Service "Older Worker Specialist" has indicated that:

"only individual, one-to-one, counseling procedures are employed because attempts at group counseling might elicit adverse comment and correspondence on the part of the individuals (counselees) included in the program."

3 - In concluding this portion of the report, it is considered appropriate to quote the following statement from the "Philadelphia Older Worker Pilot Project" -

"Generally, any individual can be placed regardless of age. Placement depends on what the applicant has in terms of personal qualifications, experience, physical capacities, and how much he is motivated. It also depends upon the time

and effort devoted by the employment service to the individual Older Worker."

By getting these placement factors over to our "experimental counselees" the Senior Worker Division has experienced considerable success in motivating individuals to seek and find work on their own accord.

PART V

CONCLUSION

1 - That age discrimination in employment can only be eliminated by a constant public education program on "individual differences" and "up-to-date manpower facts" as they affect the employer, the individual and the community as a whole.

2 - That such a task is the joint responsibility of business, labor, governmental, and civic groups.

3 - That the Senior Worker Division is prepared and willing to aid all of these groups.

4 - That adequate job counseling is a "must" if age vs. employability problems, other than age discrimination, are to be eliminated and that such counseling should at least approximate the percentage allocated to the under age 20 and physically handicapped groups.

5 - That group counseling, as a means to returning an individual to the work force more expeditiously, is a relatively inexpensive method for eliminating age vs. employability problems. (For example: All members of the "Experience Unlimited of Oregon" had been without employment for several weeks or more, but an investment of 50 hours of group counseling time (approximately \$175 in counselor's time) contributed to the early employment of 40 members who, during their first month of employment, are estimated to have paid in excess of \$2,000 in federal, state, and local taxes, plus the fact that unemployment compensation funds were conserved).

6 - That until all governmental agencies adopt a total nondiscriminatory policy in their own operation, and in all ways in which they can influence hiring policies, elimination of age discrimination in Oregon will be handicapped.