

Older workers (1952)

Workers

are

Young

Longer:

A Report of the Findings and Implications of the Public
Employment Service Studies of Older Workers in
Five Cities.

Second Printing

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The strength of our industrial democracy rests on its free workingmen. As one aspect of this voluntary participation, the worker should be free to retire, and free to continue at work, as his circumstances and his ability warrant. In much of the discussion of age and employment, the subjects of pensions and compulsory retirement at age 65 have been in the forefront. This publication should serve as a vigorous reminder that many men and women feel the impact of age on their employment opportunities long before they reach their sixties. Their difficulties may become acute at 40 and 50 years of age and even earlier, when retirement on a pension is not a feasible alternative. I urge employers and labor unions to declare, and to be vigilant to assure, that the right of qualified persons to work shall not be denied, or abridged, solely on account of age.

Maurice J. Tobin

Secretary of Labor

PREFACE

This publication is directed to employers, personnel workers, union officials, and other individuals and organizations interested in problems of older people. The United States Employment Service and affiliated State employment services, during 1950, conducted studies in five localities on the employment problems of older workers, as revealed in the local offices of the public employment service. As a result of these studies, in 1951 guides were issued to the employment services for their use, describing some of the problems, methods, and techniques for providing services to older workers. In the same year, the Secretary of Labor made the following declaration of policy to guide the affiliated State employment services:

"IT IS THE POLICY OF THE EMPLOYMENT SERVICE:

- A. To provide such services to older workers as are necessary to promote for them equal opportunity for employment in competition with other workers of similar qualifications.
- B. To engage in educational programs with employers, employer groups, labor unions, and the community for the purpose of increasing employment opportunities for older workers."

The primary use of the experience gained in these studies was in the formulation of policy and a program of service to older workers. This having been done, and noting continued evidences of interest in the findings of these studies upon the part of many organizations and individuals, the Employment Service undertook to prepare a digest of the original State reports. To this digest have been added materials from other sources which have influenced our approach to the employment of older people. This pamphlet, then, attempts to summarize all the data currently available on older people as employees and job seekers. Admittedly, we do not know nearly enough about these problems and their solutions. This is one contribution to a necessary body of knowledge which we hope will stimulate attention to these problems and assist in their solution.

The needs of a defense economy press upon us to make use of the full potential of older persons as producers. Regardless of the pressures of the times, however, older people should be enabled to lead decent and self-respecting lives. In most cases this implies gainful employment. For its part, the United States Employment Service pledges itself to do its utmost towards expediting and improving the processes which, our studies demonstrate, help older people find jobs. But ours is a relatively minor role. It is for labor and management to see to it that attitudes towards employment and hiring practices, which were suited to the year 1900 when life expectancy was 49 years, do not carry over into the present when life expectancy is 67 years. One way or another, it is certain that the needs of our older people will be met. They will not be ignored. Their numbers are too great, their needs too close to the heart and the home of each of us. Labor and management working cooperatively have the will and the competence to find constructive solutions to these problems. I know that representatives of organized labor and management are even now drawing closer to such solutions.

Robert C. Goodwin

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The study was conducted under the general direction of Charles E. Odell, Chief, Division of Counseling, Selective Placement and Testing. Louis H. Ravin, Chief, Employment Counseling Branch, was responsible for planning the study methods and supervised the preparation of this report. Miss Olive E. Young, specialist in the Employment Counseling Branch, analyzed the findings of the separate State studies and was mainly responsible for the writing of this publication.

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WORKERS ARE YOUNG LONGER

A Case in Point

Today, thought Jim, had ended like too many other days. He had not found a job today as he had not found one yesterday, nor the day before, nor many days before that. Jim had applied for work now at every plant in his town and in all the surrounding towns. Business was good; all the plants had unfilled contracts; hiring was brisk; but no one wanted to hire Jim. Why not? Was he a poor workman? Did he have a bad record in past employment? Was he unskilled and unreliable? Well, no one inquired very deeply into questions such as these. Had they done so, they would have found that Jim was a trained and experienced warehouse man, with a record of 20 years' steady employment with his last employer. Jim, however, was over 45 years of age. Employers in his town and in those around preferred to hire young men. They were for the most part progressive employers who practiced modern personnel methods. They had a policy of promotion from within, or the career policy. They had pension and retirement plans. They retained so far as possible, the workers they already had who were over 45 years of age, but they liked to hire youngsters for beginning jobs and to have them grow up with the company.

Employers were in error in not considering Jim for work. What follows is in the nature of a brief in behalf of Jim and far too many other mature workers. It is a frank presentation of the arguments for providing older persons with employment.

Older People Want To Work

During World War II, not only did older persons normally in the labor market seek and obtain employment, but some 750,000 persons who could have retired under the social security old-age and survivors insurance program stayed on their jobs, and some 70,000 persons who had already retired under the program dropped their benefits and returned to work. Moreover, after the war, these older workers did not follow other emergency workers out of the labor market. So far as possible, they remained on their jobs, and continued in gainful employment. As of January 1, 1952, 1,072,000 persons, or about one out of every three persons 65 years and over and eligible for retirement under OASI, remained at work. 1/* The percent of all eligible workers of different

*Notes are at the end of the main text preceding Appendix I.

ages currently receiving old-age benefits as of December 1950 varied as follows:

<u>Age</u>	<u>Percent of total</u>
65-66	35
67-68	49
69-70	57
70 and over	82

In wartime, the stimulus of patriotism might have kept older workers in the labor force, but their staying at work after the end of the war proved that some other factor dominated their activity. Clearly, many older workers prefer employment even when entitled to retire. Special surveys of old-age insurance beneficiary retirements between 1940 and 1947 show that only about 5 percent of the men and women in those years left their jobs of their own accord, in good health, to enjoy a life of leisure.

They Are Needed

We should prefer to give them employment. We want to meet defense production goals without drastically curtailing civilian production. To do this, the labor force must expand. Participation of men in the labor force is at a peak of 96.2% in the age span 35 to 44. From 45 on, participation drops until it reaches a low of 42.5% among those 65 and over. Among women, the peak of participation is 48.7% at ages 18 through 24, but drops off to 34.1% from 25 through 34, because of child-rearing and other family demands. ^{2/} After age 35, significant numbers of women find family responsibilities light enough to allow of their reentering employment, but industry today regards women of 35 as old. Obviously, much of our potential labor supply is among older people, especially women, now unemployed. (See Appendix II, Table I.)

The Long View

Our labor potential is not a problem which we should see simply in emergency terms. Rather, we should regard the defense emergency as giving us an unprecedented opportunity to find the answer to a problem which has long faced us and which constantly grows in seriousness. Persons in later years are making up an ever increasing proportion of our population, and we are now enjoying the benefits of medical discoveries which can only accelerate this trend. In 1900, life expectancy at birth was 47 years, but by 1940 it had risen to 62, and in 1950 best estimates placed it at 67 years for men and 71 for women. The proportion of persons of age 45 and over rose from 18% in 1900 until in 1950 it accounted for 28% of the population. ^{3/} According to Bureau of the Census projections, by 1975, persons over 45 will make up 33.8% of the population; and by 1985, they will account for 43.3%. When we set these facts over against the evident reluctance of employers to hire persons in their middle and later years, we realize the nature and magnitude of our problem. If we do not soon begin to take older workers back into the labor force, the numbers of those in the population dependent upon young workers must eventually drag down the standard of living for all of us.

Life Expectancy and Work Expectancy

Other data clearly emphasize the growing dependence of older workers upon younger groups. The Bureau of Labor Statistics recently made estimates of work-life expectancy. In 1900, a white male aged 40 had an average life expectancy of 28 years; he could expect to remain in the labor force for 24.5 years, or to age 64.5. He could look forward, therefore, to slightly over 3 years in retirement. By 1940, the white male aged 40 could expect an average life expectancy of 30 years. His working-life expectancy, however, had declined so that he could expect nearly 6 years in retirement. Hence, the span of retirement had almost doubled between 1900 and 1940. A continued widening of the gap between total life span and working-life span seems likely, if these trends continue. By 1975, the average retirement-life expectancy of a white male worker aged 40 will have risen to nearly 9.5 years.

4/ Assuming full-time education for the average boy until high school graduation or the age of 18 and about 2 years in some form of military service, he will spend 45 years in productive life and 30 years in a state of economic dependency, or 2 years of nonproductivity for every four years of working life. Should our economy bear this burden? In what ways can we lighten the burden?

We Have Made a Beginning

We have begun to define the employment problems of older workers, and to find ways of successfully meeting them. In 1950, State employment services in five States conducted studies of these problems, and produced considerable data on the counseling and placement of older workers. Localities in which employment offices participated in the studies were: New York City; Columbus, Ohio; Lancaster, Pennsylvania; Houston, Texas; and Los Angeles, California. These localities represented small, medium-sized, and large communities with labor market conditions ranging from relatively high unemployment to virtually full employment. The studies covered a cross section of the labor market, including all occupational and industrial groups.

One phase of the studies called for a review of the characteristics of all workers registered for employment with the participating local offices. This provided labor market data on 92,458 individuals, and allowed for comparison of the characteristics of older workers with those of workers in younger groups. (See Appendix II, Bar Chart I and Tables II, III, and IV.) Another phase covered a review of employers' orders for workers on file with the local offices. This furnished data on 13,235 job orders. (See Appendix II, Bar Chart II and Table V.) The studies of counseling and placement of workers 45 years of age and over yielded complete information on 4,657 individuals, and at least partial information on 4,070 more. Fairly complete individual data, then, was obtained regarding the employment situation of 8,727 older workers.

The Set-Up of the Employment Service Studies

All local employment offices which participated in the studies used the same procedures for sampling, keeping records, following up, and reporting. (See Appendix I for a complete description of procedure.) They selected from among their older applicants a sample representative of the total applicant group which the office served. This sample was divided into a control and an experimental group similar in composition with respect to age, sex, handicapped status, occupational distribution, and length of unemployment. The control group received no service they would not have received under the usual circumstances obtaining in the regular course of operations in the local office. The experimental group received intensive employment counseling and placement service from counselors and placement interviewers who were instructed to use every device and facility available to them to help these older applicants. In the following material, we present the findings of the public employment service studies, and also the findings of other studies which appear to corroborate or to supplement our findings.

The Basic Findings

Findings of these studies of particular interest to employment counselors, placement officers, and personnel workers generally, are as follows:

1. The odds are heavily against older workers in competition for jobs. Even in a tight labor market, older job seekers experience extreme difficulty in finding new jobs.
2. Ceilings on hiring ages are applied by the majority of employers.
3. Limits are set at 35-45 years of age and earlier—decades before the declines associated with senility are to be anticipated.
4. Even where age limits are not deliberately established in actual practice, older workers are eliminated somewhere along the line.
5. Personnel workers, taking their cues from employer attitudes, tend to anticipate and extend restrictive specifications which the employer himself frequently disregards.
6. Age limits usually can be modified if the individual who makes the hiring decision is brought to consider a qualified individual in relation to a specific job.
7. Pension systems and resistance of older workers to downgrading and change, often mentioned as interfering in the placement of older workers, are secondary obstacles only.
8. The primary obstacles to the placement of older workers are the unfounded assumptions and biases regarding the flexibility and capacity of older workers.

9. Reasons cited by employers most frequently for not hiring older workers fall into two categories: a.) Decline in physical and mental capacity; and b.) Undesirable effects on pension systems. No investigation as yet has shown that these are real and significant factors in job performance or costs of operation. Competent research is sorely needed to prove or disprove the validity of these allegations.
10. Intensified counseling and placement services improve the chances of older workers in finding new jobs by 100 percent; that is, almost twice as many were referred and placed and twice as many found new jobs on their own after counseling and placement services (experimental group) as compared to the control group which received no special services.

When is a Worker Old?

Quantitative data on the counseling and placement phase of the studies refer only to workers 45 and over. This, however, is little more than a statistical convention. The age at which a worker encounters employment problems because of his age or of characteristics associated with aging varies widely with his occupation, his industry, and the locality in which he lives. A worker in one occupation or industry, such as retail specialty sales, may encounter employment difficulties at 35, while another worker in, say, the wholesale field may have no problem in finding and holding a job at 55 or even 60. In New York City, a floor girl in the needle trades is "old" at 40, but a patternmaker at 65 is often preferred to a younger worker. In Lancaster, the construction industry preferred workers under 35; but in Houston, the same industry hired any worker capable of performing on the job, regardless of age. Again, in Lancaster, the food processing, tobacco, and service industries applied almost no age restrictions; but in Houston 82% of all orders in food processing and 63% in service occupations bore age restrictions, often under 35.

Are Women "Older" or "Younger" than Men Vocationally?

Generally, employment problems connected with age arise earlier for women than for men. For example, Columbus reported that, in the opinion of the counselors, women of 35 and over meet employment difficulties comparable to those of men at 45 or even 50 years of age. In Houston, more than 1/3 of all women over 45 registered with the local office were clerical or sales workers, but 80% of the employers' orders for women in these occupations bore age restrictions below 35. Lancaster found that, not only in clerical and sales work, but also in factory production work, employers placed age limits 35 for women workers.

"Aging" is Not Synonymous with "Disability"

The studies involved a comparative analysis of the characteristics of older workers among the registered unemployed. This analysis indicated, among other things, that the incidence of physical disabilities which are real

vocational handicaps among older workers is no greater than among younger groups. (See Appendix II, Table VI.)

These results should be interpreted in the light of the special meaning which the term "handicapped" has in the Employment Service. A handicapped applicant, for our purposes, is one who has a physical, mental, or emotional impairment which requires special consideration in choosing, preparing for, or obtaining a suitable job. Thus, a woodworker who, four or five years ago, had lost two or three fingers other than his thumb or index finger and had continued in his trade, would not be considered as having a vocational handicap. Many older persons have arteriosclerosis, arthritis, or possibly ulcers; yet these would not be considered handicapped if they did not need to change or modify their occupations or in other ways require special consideration in choosing, preparing for, or obtaining suitable jobs. Obviously, a survey of needs for medical services among older people in a community would use another definition and show different results.

The incidence of physical handicaps among the experimental groups appeared to be much higher than in the control groups, but this is attributable to the intensive service which the study procedure gave the experimental group of older workers. We should probably find a higher incidence of physical handicaps among all workers as well as among older workers. In other words, more intensive counseling and placement services would probably uncover more of the nonvisible types of disabilities among all workers.

Our studies showed that, at any rate, the presence of handicaps in older workers does not in itself decrease the likelihood of their finding new jobs. Evidence of this is that the proportion of handicapped older workers in the study groups who obtained employment was everywhere very close to the proportion of handicapped in the study samples, and in Columbus and New York was greater than the proportion in the samples. (See Appendix II, Table VII.)

Probably the handicapped older worker has, in most cases, adjusted to his disability, so that it is no longer a significant factor in his competition for employment. This is possibly because the most prevalent handicaps among older workers are of types which result from very gradual deterioration rather than from sudden accident or acute illness. Dr. Stieglitz, an authority on aging, states that "after maturity the acute infective disorders become less frequent and a group of so-called degenerative disorders becomes increasingly common. These are chronic, slowly progressive disorders." ^{6/} The most common handicap of older workers in our studies were impairments of vision or hearing; trunk, spinal, or abdominal weaknesses; and cardio-vascular conditions. In addition to being of gradual development, such handicaps usually involve a diminution of strength or agility, but not to levels below those required in most jobs. (See Appendix Table VIII.)

Recent studies of the medical and psychological aspects of aging bear out the conclusion of the employment service studies that older workers are not necessarily less physically able than younger workers. These studies investigated body, hand, and arm steadiness. Their findings were that:

1. Many people whose ages reach at least 70 are no less steady standing in an erect position than are younger people, and a considerable number are more steady than younger people;
2. Finger tremor in older people does not differ greatly from the average in college students;
3. Older women show a greater increase of finger tremor than older men, but not to a degree which would have a serious effect upon skilled work involving muscular control. 7/

Some Characteristics of Older Workers

Older workers typically have somewhat less formal education than younger groups. The largest proportion of the workers of the studies had had from 4 to 8 grades of schooling. Lack of education beyond elementary levels was not, however, a serious factor in the employment problem of these workers, even in a labor market in which employers generally prefer to hire for most jobs people with some high school training. The older worker's longer work experience offsets his shorter schooling when employers are willing to relax age specifications, and to hire on the basis of performance qualifications.

In what other ways do older workers differ from younger groups? There are fewer veterans among them. The older veteran, though he may have lived through two World Wars and experienced the depression, has typically adjusted to the difficulties of the past, and is quite capable of other adjustments which he may need to make with advancing age. The Lancaster report remarks that, though the local office gave careful and added attention to veterans during the study, they "seemed to present very few special problems as a group other than those presented by job seekers 45 years of age and over in general."

Many older workers have a long work history of steady employment showing the acquisition of higher and higher skill with years of experience. Others, with work history of similarly long and steady employment, have made occasional shifts in occupation or industry which have given them varied occupational qualification. In instances where older workers who have not worked in a long time, or who are entering the labor market for the first time, have been given standard tests of vocational aptitude, they have revealed rich patterns of potential occupational ability. All these workers could provide employers willing to hire them much valuable service. They could provide, were they granted opportunity as they wish to participate actively in the labor force, a vast increase in the production of our economy. The production potential represented by older people who are willing and able to work and are not working runs into billions of dollars in worth. 8/

Satisfied Employers Testify

Employers who hire older workers assert that they are stable, dependable, and conscientious; and that there is little absenteeism and little changing of jobs among them, according to one study made in 1948. 9/ That their work pace is steady and that they are usually careful workmen is the gist of an earlier study reported in 1940. From our own studies, the following extracts are typical:

"We prefer hiring a man 45 to 50, or older. They are trainable and much more dependable than younger workers."

"They may be slower than younger workers, but their workmanship is as good or better."

"Older workers have more experience, knowledge, and know-how."

"They are more stable and dependable."

"Our older workers are steady and reliable, and they keep their mind on their work."

Statements of employers in other studies corroborate those of employers in the employment service studies. In the summary of a survey of company hiring practices, conducted jointly by the United States Chamber of Commerce and the National Association of Manufacturers, an electric utility company observed:

"Our most valuable employees are within the age group of 45 years and over. This group is the most experienced, best trained, and most stable."

A machine-tool manufacturing company commented:

"Our products must have a high degree of accuracy, and our older employees are the ones we depend upon for this."

A railroad company offered the following statement:

"In general, we have less difficulty with the older workers as the restlessness that exists among the younger workers does not exist in the older group. We have a great deal less absenteeism among the older workers than we do with the younger group." 11/

The Mohawk Development Service in Schenectady, a firm of designing engineers, testifies through its personnel policies and practices to the great waste which arises from compulsory retirement at arbitrary ages. All of its employees are over 65 years of age and have been retired by other industries. Obviously, former employers did not avail themselves of the full years of usefulness remaining to their old employees.

Finally, in the case of the needle trades in New York City, we have a remarkable testimonial to the stability, dependability, and high productivity of older workers. In New York City the men's clothing and the ladies' cloak and suit industries are staffed principally by workers between the ages of 55-60. These industries are exceedingly competitive. Their competition is not only among plants in the city, but with other needle trades centers such as Philadelphia, Chicago, California, and the South. In the case of the needle trades in the South, new plants have been established recently to take advantage of cheaper power and cheaper space. These factories, being new, have the latest equipment and in recruiting their labor tend, like all newly established

industries, to have a much younger group of employees. Nevertheless, the cost of production in New York City remains highly competitive, based on the high degree of productivity of the older workers who are responsible for the bulk of the industries' output.

Older Workers Make Highly Desirable Employees

Older workers, then, are often not really "old." They are not infirm. They have met and overcome difficulties in the past no less severe than those they will face in the future. They have acquired experience sufficient to supplement amply any deficiency in their formal education. They possess proved or potential occupational qualification, and they are capable and willing workers. A few, who have not adapted well in their work life even when young, will continue to make poor adaptation in their maturity, but the overwhelming majority will give superior service. They are tried and trusted. They make good employees.

Yet the Odds are Against Them

In spite of everything, however, older workers are at a heavy disadvantage in competition for employment. One contribution of our studies was to upset the common assumption that a brisk labor market with high employment and manpower shortages offers a complete solution to the older worker's problem. The data show with remarkable consistency that the odds are against the older worker under any and all circumstances. (See Appendix II, Table VIII.) Thus in Lancaster, the odds against placement of those over 45 were, on the average, 6 to 1. In clerical and sales occupations, they were $4\frac{1}{2}$ to 1, and even in the skilled trades, they were more than 2 to 1. The same pattern was evident in Houston which had had a tight labor market for a long time, and in Columbus where the labor market became stringent during the course of the study. 12/

Why Do We Disqualify Good Producers?

Our studies and others would seem to have uncovered a paradox. On the one hand, as a Nation, we have set a goal of maximum production. On the other hand, we are insisting upon arbitrarily eliminating many of our best producers. What lies behind the peculiar situation we appear to have created for ourselves? Analysis of the background reveals that it consists of many complex factors. These include attitudes and biases, often without any basis in fact; economic considerations, sometimes better founded than the attitudes, but sometimes equally fictional; and various practices which have become common in modern industry.

We Think in Stereotypes

Biases stem from a natural human tendency to generalize, or to take the line of least resistance in our thinking. It is easier to generalize than to think out the specifics of individual cases. We generalize about older people as we do about other matters.

One instance is the assumption that chronological age is synonymous with physical and mental aging, all experience to the contrary. Case reports in our studies of older workers demonstrate dramatically that some people in their 40's and 50's manifest all the characteristics associated with aging, whereas many people in their 60's or older do not show signs of age aside from some lines in their faces or gray in their hair. For example, the New York report describes one applicant as follows: "His face was haggard, his hands had a discernible tremor, his manner was alternately bold and timid...He repeated himself endlessly and revealed no growth of insight into his problems." This would strike many people as a typical description of a man of advanced age, but this man was only 51. On the other hand, Los Angeles cites the case of a woman of 63 who was remarkably young looking and whose "personality was so delightfully youthful that she could not understand why so many women of her age were so drab." She so deplored this drabness that she set herself up in business giving private lessons in "charm" to women over 50. Obviously, this woman was young beyond her years.

So far as mental aging is concerned, we can all think of outstanding cases in which it is quite unrelated to physical aging. Executives in industry often continue to direct their enterprises actively, even to very advanced ages. Professional workers, like those in the medical profession and the judiciary, frequently remain mentally alert even when physically enfeebled.

Personnel workers, as well as employers, often fail to consider older people as individuals. They assume that any job change for the older worker must necessarily be a downgrading. They assume that older workers fall into certain limited occupational classifications, for example, service fields; and that certain jobs are pre-eminently suited to older workers, for example, watchmen or elevator operators. The employment service studies show that, while about 29% of older workers who obtained employment accepted lower pay than they had formerly received, 16% got jobs at higher than their previous pay. Other studies prove that the range of jobs which older people can perform capably is much greater than one might imagine. 13/

We Jump to Conclusions

Employers, unfamiliar with the performance of older workers, often give as their reason for not hiring them their opinion that such workers have set work habits, and are not adaptable; that they cannot get along with younger workers; that they lack physical stamina necessary to keep up with production schedules; or that they do not respond to training. Actual studies uniformly contradict these opinions.

The most recent study to refute such opinions was one which the National Association of Manufacturers conducted in 1951. This was a survey of over

3,000 companies having 2½ million employees. The purpose of the survey was to find out how workers over 45 compared with younger workers in performance, attendance, industrial accidents, and attitudes. The following table gives the results of the survey:

Factors	:Companies : How Older Workers Compare							
	:Reporting :		Superior	:	Equal	:	Not Equal	
	:Comparison:	Companies:	%	:	Companies:	%	Companies:	%
Work Performance	: 3107	:	697	:22.4:	2185	:70.3:	225	: 7.2
Attendance	: 3114	:	1505	:48.3:	1551	:49.8:	58	: 1.9
Safety Records	: 3018	:	972	:32.2:	1968	:65.2:	78	: 2.6
Work Attitudes	: 3026	:	1465	:48.4:	1536	:50.8:	25	: 0.8

Older Workers Compared With Younger Workers

These data show clearly that, in the opinion of these employers, most older workers make at least as good employees as do younger people, and that in a great many instances older workers are considered superior to their younger fellows.

As to the ability of older workers to get along with younger workers, the Lancaster study report makes an interesting comment. It remarks that many employers state that they find older workers exert a steadying influence upon younger workers. These employers regularly integrate older with younger workers in all operating units.

Older Workers May Complicate Their Own Problems

It is true in some cases that the older worker himself, when he becomes maladjusted on the job, or when he is unemployed, sometimes reacts in ways which seem to bolster attitudes and biases in his disfavor. All the employment service study reports show that older workers sometimes fail to face their employment problems realistically. They suffer rapid loss of morale when repeatedly rejected for employment, and show discouragement or bitterness to an extent which lends weight to the erroneous insight into their own limitations, and continue to seek work which they are actually no longer capable of performing. Also, some do show a reluctance to work with younger people, especially to work under the supervision of younger workers. These attitudes on the part of older workers themselves only add to their difficulties in obtaining and retaining employment. However, in any group confronted by similar attitudes of society, a certain number of individuals could be expected to react in ways which would retard rather than promote their adjustment.

The Economics of the Situation

Economic considerations are an important factor in limiting job opportunities for the older worker. Many older workers have incurred financial obligations which require for their liquidation a relatively high income. Such workers are not able to accept job changes or downgrading with significantly lower pay than they have ordinarily received. Even in the absence of other obligations, responsibility for dependents and for a home often limits the older worker's job choices. For example, jobs in service occupations are less likely than others to carry age restrictions, but such jobs frequently furnish meals as a part of their compensation and many of them require the worker to live on the employer's premises. The Houston report points out that many older workers cannot accept such jobs because people "want food for their entire families, not just for themselves," and people who have homes or families do not wish to live on the job. Responsibility for a family often limits, also, the mobility of the older worker. The Lancaster report notes that the older worker often cannot consider a job in an area other than that of his home. Finally, older workers, as the Columbus report comments, are rarely in a position to engage in long or expensive training though it might substantially improve their opportunities for employment.

Economic considerations seriously affect, too, the willingness of employers to hire older workers or to retain them in employment. Many employers argue that the older worker's reduced physical activity or production speed raises cost of operation. A great many employers fear rising costs of pension and insurance systems should their payrolls show any large number of older workers. When the employed older worker actually cannot perform adequately in his usual occupation, employers feel that his shorter work expectancy does not warrant the expense of training or retraining him.

Some Desirable Policies Cut Two Ways

Certain practices prevalent in modern industry and generally beneficial are two-edged swords in the employment of older workers. For example seniority rights generally favor older workers in lay-offs and frequently give them preference in call-back after lay-offs. However, when the older worker does not have preference in recall, or needs to seek employment with a new firm, then his chances of being reemployed at the occupational level and pay rate which he has attained are lessened. 14/

Another desirable personnel practice is promotion-from-within. But obviously also, to the extent that it benefits the younger worker within the plant seeking advancement to the journeyman or supervisory level, it handicaps the older worker who has attained this level elsewhere and seeks to enter the new company without reduction in pay or occupational status. 15/

Insurance and pension plans generally protect workers and their dependents against financial hardship. On the other hand, in many cases, it forces retirement and limits new hires at arbitrary chronological ages without regard to the individual's need for employment or ability to perform. 16/

Personal and Social Costs of Age Barriers

One of the gravest aspects of the employment problems of older workers is the long period of unemployment which the majority of them suffer once they lose their jobs. This is a severe hazard both to the older worker himself and to society. Long periods of unemployment have serious repercussions including loss of confidence, loss of status, and deterioration of skills. In all the employment service study localities, a considerably larger proportion of older than younger workers remained unemployed for more than 20 weeks. 17/ A high percentage of older workers remain unemployed long enough to exhaust their unemployment insurance benefits and also any personal financial reserves they may have accumulated. 18/ Thereafter, they must accept private or public assistance which means for most people a loss of social status and self-esteem. Serious as the effect of their unwonted dependence is upon the older workers, however, it is of even greater import to society as a whole. It increases the cost of social security and public assistance programs. This entails unnecessarily high taxes for the support of these programs. Such taxes fall upon workers who are employed. The unemployment of older workers deprives the economy of much potential production. It eventually lowers the standard of living of both the older workers and the employed workers on whom they are a burden.

Life Can't Be Turned Back

As the years accumulate a man acquires skill and experience. He also acquires responsibilities; he gives "hostages to fortune." There is no turning back. When a man loses a job, he can't return to the circumstances he was in before he ever had a job—and also before he had dependents, a mortgage or rent to pay, a standard of living to maintain. Inevitably then, an older person will present some characteristic problems of adjustment.

- A. They consider themselves occupationally set. Therefore, they tend to resist change in vocational choice, or industry of employment, or even change of firm as a threat to their status and acceptance in the home, in the community, and in business life.
- B. They have well defined and sometimes complicated family ties and financial responsibilities. Therefore, they are unwilling, in the early stages of unemployment, to accept job offers or plans involving downgrading, lower pay, training or refresher courses, rehabilitation, or employment outside the area in which they live.

- C. Usually, their previous work experience and training are their most important vocational assets. Yet, these cannot be expressed routinely in job titles narrowly delineating their area of occupational competence. They must be explored intensively to identify skills, knowledges, abilities, and demonstrated personal traits such as steadiness, flexibility, ability to accept supervision, regularity of attendance, and other desirable work habits.

Older Workers Keep Trying

Despite their many discouragements, the majority of older workers evince an unshakable determination to stay in the labor market. They adjust themselves as best they can to the situation resulting from prejudice against them. They take and hold successfully the jobs which are open to them even when this requires shifts of occupation or industry, or both, and even when it involves, as it sometimes does, a lowering of their employment and social status. Our studies reveal that, with advancing age, many workers move from other occupational categories into service occupations. For example, in Lancaster, 23% of older men were service workers in contrast to but 4% of those under 45 years of age. In each of the other study localities, about 15% of older men were service workers, representing a marked increase over the proportion of younger men so classified. In the service industries, wages, hours, and working conditions are often unattractive to young workers. This causes employers to apply fewer age restrictions, and to hire more nearly than otherwise on the basis of ability to perform on the job. Absence of age restrictions, or relatively high age specifications, give adaptable older workers an opportunity to break into service occupations. (See Appendix II, Table III.)

Some older workers are so successful in combating the disadvantage of age restrictions in employment that they achieve occupational shifts to fields of higher skill, as from unskilled to semiskilled occupations. This was true of 60% of the experimental group in the Lancaster study who obtained employment. Some older workers are able to trade upon acquisition of a high degree of skill with years of experience in overcoming objections to their age. Though many employers express a preference for young workers even in highly skilled jobs, they tend to relax age specifications when considering an individual worker in relation to a specific job. This gives the persistent older worker a chance to sell his skill, despite his age.

Who Can Help and How?

People who are as persistent as our older workers in trying to maintain their self-dependence and to make their contribution to our economic life certainly deserve all the backing we can give them. The major sources of such help include 1) the public employment service, 2) management and labor working together and 3) the local community.

The Public Employment Service as a Source of Assistance

The older worker studies proved that the services of the public employment service can be of pivotal importance to the older worker in his job seeking. We base this conclusion upon the fact that an unusually high percentage of the older workers of the study groups who became employed had obtained their jobs through the Employment Service. This was true of the workers in the control groups as well as those in the experimental groups, although those in the control groups received no special services and benefited from no special placement efforts. An average of 39% of the older workers employed during the studies obtained placement through the Employment Service. (See Appendix II, Table VIII.) Employment through relatives, friends, advertisements, private employment agencies, and even unions was negligible in all groups.

No doubt the Employment Service ranked so high as a source of placement for older workers because of the need of a large number of these applicants for intensive counseling and placement services to assist them in securing and retaining employment. About 50% of all older workers do not require any special service, but the remaining 50% require a great deal of attention in order that they may locate and take advantage of employment opportunities. It is safe to say that the Employment Service has better facilities for providing the special services which these latter applicants need than does any other source of placement open to them. While there are isolated examples of outstanding performance by some private agencies and institutions, nowhere else outside the local offices of the public employment service can workers obtain the comprehensive information and assistance needed to help them arrive at a realistic appraisal of their own capacities and of the ways in which they can adjust themselves to existing labor market conditions.

What Facilities Do Local Employment Offices Provide?

The services available to older workers through the public employment service consist of careful application taking, accurate occupational classification, individualized employment counseling, placement service (including the development of job opportunities through individual job solicitation where necessary), and an employer promotion and public relations program which encourages employing many older workers. The application process and the technique of occupational classification have their bases in the extensive occupational analysis in which the Employment Service constantly engages. The employment counseling services, in addition to assisting the individual to appraise his aptitudes, interests, experience, and training, relating self-knowledge to employment prospects, and developing a vocational plan, also include special techniques for the placement of the physically handicapped known as the physical capacities-physical demands analysis techniques. These are devices for appraising the abilities of the physically handicapped and matching these abilities to the demands of jobs which they can perform in equal competition with other workers who have no disabilities. The placement, employment promotion, and public relations programs of the local office

provide special techniques for developing awareness on the part of employers and the public of the contribution which older workers can make to optimum production in our economy.

The public employment service program for counseling and placement of older workers contemplates the use of all these techniques, tools, and devices in every case in which they can assist the older worker to obtain or retain employment. In practice, however, because of deficiencies in funds or staff, local employment offices are not always able to provide service to all the older workers who may need it. Wherever this is true, positive community support can be most effective in assuring improvement and expansion of the program in the local office to the limits of its capacities.

Why Do Older Workers Need Employment Counseling?

Among the older workers requiring employment counseling, a prominent group consists of those who must make some vocational change. Many of them are workers who have gained most of their experience in a single specialized job. They have become specialists in large establishments in jobs which do not exist in smaller firms; or they have had experience in a single industrial operation no longer required or currently combined with other operations; or they have attained positions of considerable responsibility or skill in which there are currently few or no openings for such reasons as technological change, reduction in demand for a product, or policies of promotion from within. The employment counselor must assist such workers to analyze their employment history, to isolate all the separate skills they have acquired, to recognize relationships among these skills, and to see how various combinations of skills might make it possible to perform a number of different jobs. After helping the worker to analyze his qualifications for the performance of jobs, the counselor must often assist him to relate this information to information regarding the labor market conditions currently surrounding opportunities for employment in specific types of jobs. One of the most important of the employment counseling services to older workers consists of giving the individual worker practical, useful occupational and labor market information.

A number of older workers do not know how to conduct an effective job search. Many of these are workers who have a history of long and steady employment. They have not had to look for jobs since the early days of their working life. They do not know where job opportunities exist, nor what demands they can make in the current labor market. Counseling these workers involves teaching them where and how to apply for work. In some cases, it is necessary even to show them how to write a letter of application, or how to present a simple resume of their experience that will attract the attention of prospective employers.

With many older workers who are not actually physically handicapped, the counselor finds it advisable to use the physical capacities approach usually applicable in dealing with the handicapped. This is especially true in the case of workers who are undergoing the physical changes of aging, but who do not recognize that these changes are the source of their difficulties in

securing or retaining employment. The positive emphasis of the physical capacities approach upon abilities which remain intact usually overcomes the worker's reluctance to acknowledge impairment of other abilities. Use of the physical capacities approach may actually broaden the scope of the worker's search for employment so that he need have no fear of conceding that there are jobs which he can no longer perform, since there are many for which he can apply with confidence.

Types of Counseling Problems

The Employment Service studies identified a number of counseling problems characteristic of older workers. Loss of speed in production operations is one such problem. The worker may be an assembler of small parts who can no longer keep pace with his fellows on the line. He needs to shift to a new field of work, to less skilled work, or to a job with less pay in the same field of work.

Another problem is lack of job opportunities for long specialized experience. The retired or discharged Advertising Executive, Purchasing Agent, or Production Manager may present this problem, which may require conversion of skills, or, in some cases, completely new training.

Some older workers make unrealistic demands in their job seeking. For example, a Salesperson who has always worked in downtown department stores may refuse to apply for work in neighborhood shops. He needs assistance to recognize practical job leads, and encouragement to accept work in a smaller firm, in an outlying area, with wages and working conditions different from those he has always known.

A number of older workers, especially older women, have become skill-rusty, or lack marketable skills. The widow who was a good secretary 20 years ago may need retraining, or an analysis of her aptitudes and interests may lead to an entirely new field of work.

Some older workers present the problem of low morale, as, for instance, a machine-tool operator, 51 years old, laid off 6 months ago, about to lose his home, and convinced that "nobody wants a man of my age." Such workers need help to recover their self-confidence and the belief that they will eventually find employment.

A substantial number of older workers have actual physical handicaps like the Librarian who has specialized in caring for rare old books, but who has developed an allergy to dust from the bindings. For such workers, physical capacities appraisal and physical demands analysis plus analysis of independent skills may lead to a variety of jobs in related fields of work.

A number of older workers have the problem of difficulty with job search. An example of this might be an Office Manager who has been with the same company for 25 years, and has not had to look for work since his early youth. He needs competent help in planning a job campaign.

A few older workers lack insight into their own limitations. One of these might be a Bookkeeper with a very spotty work record and a long history of dismissals who claims that his only problem in getting a job is that employers will not hire a man 47 years old with gray hair. Such workers require assistance to recognize their real difficulty, and to overcome it through taking advantage of any available assets.

Counseling Techniques

The State employment services modify their standard counseling techniques to meet the specific needs of older workers. Counselors are careful to listen objectively but receptively, revealing genuine interest in the worker as a person while he tells his story, perhaps for the first time to anyone, fully and in his own way. Older workers respond gratefully to this kind of simple consideration, because they so seldom meet with it except in public employment service offices.

The counselors use extensively with older workers the physical capacities approach with its positive emphasis on abilities which remain intact, thus overcoming any reluctance of the worker to acknowledge physical changes he may be undergoing.

They improve morale and restore self-confidence by stressing assets, showing appreciation of accomplishments, giving new leads as to employment and training, and leads to leisure-time pursuits through clubs, churches, and recreational centers to relieve the strain of concentrated job seeking.

The counselors practice evaluating skills and knowledge in new terms, avoiding reliance on specific jobs held, and helping the older worker to think about the varieties of jobs for which he may qualify in related occupations and related industries. They assist in formulating a vocational plan based primarily on past experience, requiring relatively short periods of training or retraining and a shorter period of advancement toward the goal, and providing for specific outlets including self-employment.

Finally, when counselors find that the worker's difficulty with employment stems from some condition which employment counseling cannot alleviate, such as emotional conflicts, social, economic or family problems, or physical disabilities requiring treatment, rehabilitation, or prosthesis, the counselor arranges for the worker to obtain assistance from other agencies.

Placement Techniques

The State employment services also modify placement practices to promote employment opportunities for older workers. Order takers avoid questions which lead employers to give age specifications. In addition, they keep informed of the availability of older workers and of their qualifications as well as of occupations, establishments, and industries in which older workers are successfully employed, so that they may be in a position to discourage age restrictions when employers volunteer them.

Selection and referral interviewers select and call in qualified older workers even when orders do contain age restrictions. They try to prepare both the older applicant and the employer for a successful referral. They help other applicants to avoid under selling or over selling themselves, or confusing the employer with irrelevant information, by giving the applicant a good basic picture of the job requirements, and assisting him to prepare specifically for the interview. They prepare the employer to receive the worker favorably by emphasizing the worker's proven abilities and relating them to the job to be filled, and finally urging relaxation of age restrictions when these apply.

Job development for individual older workers is one of the most effective ways of promoting their employment. Order takers, placement interviewers, counselors, and employer visitors all assume responsibility for this activity. Placement interviewers and counselors find it particularly helpful to telephone employers for job solicitation while the applicant is present in the office. This serves to give the older worker a psychological lift and also to demonstrate to him techniques which he can use for himself in developing employment opportunities. Another method of job development is circularizing employers by mail with brief summaries of older workers' qualifications, individually or in groups.

Prompt verification of the outcome of referrals of older workers often serves to keep job opportunities available to them. Through this device, placement interviewers or counselors can take immediate steps toward meeting the employer's objection to a rejected worker. Also, they can assist the worker to correct any error in his approach to the employer.

The planned employer and public relations programs of the State employment services provide an important means of promoting employment opportunities for older workers. The employer relations program covers giving employers information about successful utilization of older workers in the form of oral or written materials. It also provides for using job analysis, master orders, and staffing schedules to identify jobs in the employer's establishment which older workers can fill most readily. In the public relations program, the employment services use the press, radio and television, and public speaking engagements to educate the community in the employment qualifications of older workers.

Does the Older Worker Need Separate Services?

Those who participated in the older worker study agreed unanimously that adequate service to older workers does not require organizational segregation of services. In fact, they concluded that the special attention which the older worker needs is individualized treatment frequently involving counseling, employer solicitation, and other services already available to applicants in the local office. The techniques employed are practically identical with those used in service to youth, the handicapped, and other groups. Perhaps to a greater degree than for any other special group, the total facilities of the local office are necessary for effective service to older workers. Complete integration of services to older workers with the services to other applicants in the local office is the best method of providing adequate counseling and placement services to the older group.

Management and Labor Can Contribute Heavily

Management and labor can make significant contributions to solving the employment problems of older workers. Recent exploratory surveys have shown that progressive management is engaging in much constructive activity to assist in getting and keeping older workers employed. These activities occur in a number of different areas. They involve the adoption of hiring policies favorable to older workers, programs for better utilization of older workers on the job, educational programs to prepare workers for retirement, and programs for following up workers after retirement. Labor is, of course, cooperating with management in these programs.

Hiring Policies

A great many firms in all industrial and commercial fields claim, when queried on the subject, that they have no hiring policy restrictive as to age. This is, however, an essentially negative position. Although the firm may have no actual age limits for employment, personnel workers and supervisors may be applying, consciously or unconsciously, restrictive maximum ages in pre-employment interviewing. The firm should adopt a positive policy of performance qualification alone for all jobs, and train its personnel workers and supervisors to adhere strictly to this policy. Especially should firms discourage any practice of restricting older workers to set jobs such as guards, watchmen, elevator operators, maintenance men, cleaners, sweepers, and oilers.

Tests and Test Development

Few firms report using tests with older workers. This may be because older workers are reluctant to take tests. The employment service studies reported that older workers in general objected to tests, believing that their past experience should show what they could do. It would be well for management to explore more extensively the application of testing procedures in hiring and in transferring older workers. Possibly management could cooperate with the public employment service in developing testing experience applicable to workers over 45 in the same manner as management has cooperated in the development of norms for younger workers.

Research should be directed also into the basic problem of the fairness of the typical test situation for older workers. To many of these older persons, modern tests are a new and strange experience. Available tests appear to penalize older persons with respect to education, recency of practice, motivation, etc. For a variety of reasons, older persons may not do as well with tests but may do as well in their performance on the job after a reasonable break-in period. While it is well to be wary in the use and interpretation of available tests with older groups, we should be ready to experiment with new methods and approaches to objective testing.

Personal Counseling Programs

More and more of the larger firms are developing individual and group counseling programs to help in keeping their workers adjusted on the job, in making satisfactory reassignments of workers who begin to show decrease in strength or agility, and in preparing older workers for retirement. Counseling is done by a personnel worker, by the medical advisor, or by the operating supervisor, or it may be a complex process in which all these officials cooperate. Group counseling appears to be more successful when it takes the form of a general educational program for all workers than when it is identified as counseling for workers over a specific age. Employees tend to resent being placed in age groups, and to resist counseling when it seems to be aimed at specific ages.

Service Clubs

These reactions among employees do not occur when reference to age is indirect, as in service club programs which emphasize years of service with the firm. These programs can represent a real means of encouraging recreation, group activity, arts and crafts, and civic projects among older workers which give them a sense of belonging and of participation conducive to good mental and emotional adjustment.

Comparative Studies

Management and labor alike could make a major contribution toward changing attitudes toward older workers if they would undertake much wider studies of productivity, absenteeism, and turnover by age and occupation. Many firms actually have much data, but make no systematic analysis. Work on statistics already available would yield much information of value in measuring the relative standing of older workers, and in pointing to methods of achieving optimum adjustments in the labor force.

Retirement Criteria

Finally, management and labor should study closely the merits of various types of retirement plans. In collective bargaining for pension plans, management and labor should agree upon a minimum age when those who no longer wish to work or are unable to work could apply for retirement pensions. Where pension plans with fixed retirement ages are in effect, the companies and unions involved should study the possibility of making retirement voluntary at the specified age, with the exception of those certified on the basis of medical examination and other criteria as unable to perform efficiently for reasons of health. The development of these other criteria constitutes an important task for management and labor alike.

Pension Systems

Management and labor should also provide for the vesting of pension rights. This would mean that an employee who leaves a job before retirement retains a right to a partial pension upon reaching retirement age based on the amount paid into the fund while he worked for the firm. He might earn a right to a pension

of \$40 a month from one firm, \$20 from another, etc., so that in the aggregate his pension payments might provide for reasonable security.

Plans for Continued Employment

Management and labor, in a number of cases, have agreed upon flexible wage standards which enable older workers to take less productive jobs at lower hourly rates. Some unions have added to seniority provisions of contracts by agreeing to shift older workers to easier jobs at lower earnings in exchange for continued employment. This allows management to place greater emphasis upon retaining older workers in employment through careful reassignment, conversion of skills, or job dilution.

The Community Can Help Too

The community is the arena where the most fundamental attack upon the problem of the older worker can be made. It can hit at the core of the problem—social attitudes towards the aging. Here where the burden of public assistance, private charity, and family responsibility falls; where the older person is a citizen, a neighbor, a friend, a father, a fellow employee, a lodge brother, a home owner, a consumer, and was once a producer—here is where the unemployed older worker's dilemma must ultimately be worked out. When its leading citizens actively concern themselves with the problems of the aging, the community as a whole will not long maintain the attitude that a man who is not too old to be expected to pay his bills, to support himself and his family, is nevertheless too old to work.

Each community should set up a committee composed of representatives of local civic, business, fraternal, religious, medical, and social welfare groups for the purpose of supplementing the efforts of the local public employment office to obtain jobs for older workers. Such a committee might be advisory to the local office, or a subcommittee of a local committee on the aging, or of the chamber of commerce. The committee should develop a thorough understanding of the needs of older workers in the community, and should publicize its information through every possible channel. It should actively discourage age limits on hiring in the community, and should educate the citizens of the community to the acceptance of the older worker as a valuable contributor to the local economy.

A recent study by the Community Chests and Councils of America shows that a number of communities over the country have established committees on the aging. The study shows, also, that many of these committees recognize as a major concern the problem of employment of older workers. Their activities include studying pension and retirement plans of management and labor, assisting the local employment office to find job opportunities for older workers, and educating the public in its attitudes toward employment of older people. 19/

Often the community is unaware of its own attitudes and practices. A necessary beginning is to bring the facts to the surface. To this end, local committees can urge, and actually participate in, a survey of the experience of the local offices of the State Employment Services in counseling and placing older workers. This is an easy start, and though the survey will require additional work on the part of the local office, the manager usually will

cooperate in furnishing such information, provided the confidential nature of the relationship between the Employment Service and specific employers and with schools is protected. The local office keeps records of all its transactions. These records will yield data which amply reveal the trends in hiring practices in the community. Their analysis will lay a basis for the exploration of the attitudes and misconceptions underlying the practices of employers and personnel workers, including even members of the local office staff, in dealing with older people. We say, "including members of the local office staff," advisedly. These people live in and are a part of the local community. They naturally tend to reflect the attitudes common in the community. Even if this were not the case, however, and even where local office staff do their utmost to promote employment of older workers, the local employment office can never get too far ahead of employer practices. Therefore, the real job is to define these practices, and to try to change the attitudes and biases from which they stem.

One way to change attitudes is to prove them without foundation. Community organizations can take specific action toward this end, also. The citizen's group concerned with older people should, through the chamber of commerce, the local branch of the National Association of Manufacturers, and union groups, urge studies to determine the success of older workers who are employed. It should persuade the local NAM to take a poll of local employers, similar to the polls which the national organization takes, on actual practices and attitudes regarding the employment of older workers. The national poll revealed that the older worker is regarded as a valuable employee, —steady, reliable, and with sound judgment. But local people always say of national polls, "Well, that may be true elsewhere in the country, but it certainly isn't true here." However, a local poll which produces the same results as have national polls carries conviction.

Breaking down prejudices against older people among employers and personnel workers is not the insurmountable task it might appear at first glance. Actually, personnel workers and representatives of industry at recent conferences on the aging have indicated that many of them have given considerable thought to the problems of the older worker. It is true that this thought has often been more in the nature of worrying than of problem-solving, but in many cases they need only some outside stimulation to marshal their thinking and direct it toward constructive goals. This makes it doubly important that the citizen's group concerned with older people capture the interest of the chamber of commerce, the local NAM, the foremen's club, and other community personnel organizations. The memberships of these organizations may make a surprising response to those tackling the problems of older people. In many cases this is the spark they have been waiting for to bring the issue to a head in their own companies. Employers who are given an opportunity to consider their own attitudes and practices and to testify to their beliefs, ordinarily will take a position favorable to the employment of older persons. Furthermore, once they have taken a stand, they will try to live up to it.

Inducing changes in attitudes and practices on the part of employers and personnel workers is, however, not all that needs to be done in improving

acceptance of older workers. In many instances, it is necessary to do something about changing the attitudes of older people themselves toward the experience of aging. The employment service studies showed that a great many older workers need employment counseling to help them achieve job adjustment. In view of this fact, the citizens' group working on the problems of older people should make certain that the community provides facilities for counseling the aging. It should explore the facilities for individual and group counseling available in local offices of the employment service. In many communities, the public employment office may be able to provide some space and limited professional time for the guidance of group discussions as an adjunct to its program for individual counseling and placement of older workers. The office may even be able to furnish a desk and telephone for the use of self-help groups such as the Forty-Plus Clubs. If it cannot provide space or other service on the office premises, it may find it possible at least to arrange for representatives of guidance or self-help groups to consult at specified times with representatives of the local office for information and assistance with their problems.

A Charter for Older Workers

In a period of high employment it is advisable, even imperative, that we review and correct our employment practices to make certain that we utilize fully every manpower resource. Now would be the best time for management, labor, and government to adopt policies and practices which will insure utilization of older workers. Among such policies, the following would seem to be a minimum:

- A. Maximum age limits, which bar many qualified workers from employment, should be eliminated and jobs should be filled on the basis of individual ability to perform the job, regardless of age.
- B. Qualified older persons who are available for employment should be absorbed before workers outside the labor market or less readily available resources are recruited.
- C. Older women should be given equal consideration with men for employment, on the basis of individual ability to perform the job.
- D. Older workers who are eligible for retirement should be encouraged to continue working at jobs for which they are qualified.
- E. Retired workers who possess needed skills in critical occupations should be encouraged to return to work, to the greatest extent possible.
- F. No worker should be automatically retired or dismissed on reaching a specified age, without regard to continuing usefulness at his regular job or, if necessary, a less exacting one. 20/

These policies grew out of discussions at various conferences concerning the problems of older people which have taken place in recent years. They have the general support of representatives of both management and labor. Such policies, if widely adopted, would have the effect of minimizing many of the problems of employment of older workers which the State Employment Services came upon in their studies. Local offices of the public employment service stand ready to cooperate with management, labor, and the community in the practical application of employment policies which give fair and equitable treatment to older people.

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Appendix I

Procedure for the Employment Service Study of Older Workers

The procedure set out as general objectives of the study of the older worker determination of 1) the characteristics and problems of applicants over 45 years of age registered in the local employment office; 2) the effectiveness of local office services to these applicants; and 3) how these services might be improved. In connection with each of these general objectives, there were specific questions to be answered. For example, under the objective regarding characteristics appeared these questions:

- a. How are these characteristics related to success in obtaining employment?
- b. What are the greatest impediments to acceptance, the strengths and weaknesses of older workers as a group?
- c. In what respects other than age does this group differ from the general working population; how do they differ among themselves; what types of problems are typical; of what significance are physical handicaps?
- d. What types of service seem necessary in the light of their characteristics; what proportion seems to require special assistance; what groups can be served in the mainstream?
- e. What are the real reasons for the loss of the last steady employment; for separation from customary occupation; etc?
- f. Does the veteran group present special problems; if so, what are they?

Under the objective concerning effectiveness of service, appeared the following questions:

- a. To what extent is the local office able to place these applicants; to what extent do they find their own employment; and how long do they remain unemployed?
- b. Is placement associated with certain characteristics, such as occupation, handicap, type of problem, etc?
- c. Are certain activities or methods frequently associated with successful adjustment?
- d. Do special services significantly improve their chances of employment?

- e. What are the attitudes on the part of older workers, local office staff, employers, which make placement difficult?
- f. To what extent is the General Aptitude Test Battery useful with older workers; what is their attitude toward taking tests?
- g. What are the jobs and industries in which there is no resistance or considerable resistance to older workers?

Under the objective concerning improvement of services, appeared these questions:

- a. What new methods or materials can bring better results?
- b. Does the weakness of the local office lie in its inability to appraise the individual or any specific trait such as retention of skill; in a lack of, or the wrong type of occupational information; in inability to relate skills to new occupations; or in inability to sell the applicant?
- c. What is the older worker's own estimate of his employment prospects; is it realistic?
- d. What is the older worker's feeling about downgrading in skill or pay; about retirement?
- e. What are his reactions toward the need for choosing a new occupation; toward developing a vocational plan?
- f. Does the local office need measures of physical capacities or demands for older workers other than those used in the placement of handicapped?
- g. Would lists of occupations suitable for older workers be desirable if they reflected current employer practices; or if they were presented in terms of degree of working speed, energy output, strength, etc?
- h. What services are most productive; is the suggestion of alternative employment opportunities more helpful than wider exposure to openings available in the office or more intensive job solicitation?
- i. What type of publicity or promotional campaign is effective?
- j. What are the special knowledges and skills necessary in staff for effective service to older workers?
- k. What changes and additions are necessary or desirable in operating manual or training materials?

Following the discussion of objectives, the procedure went on to set forth in detail the method for selecting a sample for the study. In general, the sample was to be taken so that it would be representative of the total applicant group which the local office served, although not necessarily representative of all those in the labor force 45 years of age and over. Certain groups of applicants 45 and over were to be excluded from the sample. These included 1) large scale temporary layoffs, 2) those unemployed because of labor disputes, 3) those regularly employed in agriculture, and 4) transients.

Possible sources of the sample were 1) the local office active file of registered unemployed, and 2) the day to day new applicants for work visiting the local office. It was permissible to use either or both sources. In practice, all offices used both. The file, as a source, insured a good distribution among all occupations, was easy to control, provided a fairly large number of applicants to start with, and could be counted upon to include some individuals whose employment was of long standing. Sampling from day to day traffic was, however, essential to secure sufficient numbers and to fill out groups under-represented in the file.

Table I, showing the percentage distribution by age, sex, and occupational group of the active file and the older worker study sample in Lancaster is typical of the experience in all the study localities, and proves that the sampling procedure developed, as planned, a sample closely representative of the total applicant group of the local office.

The total sample was divided into a control group and an experimental group similar in composition with respect to age, sex, length of unemployment, occupational distribution, and handicapped status. The control group were to receive no service they would not have received under any circumstances in the regular course of operations in the office. The experimental group were to receive intensive employment counseling and placement service exploiting every device within the knowledge or ingenuity of the most capable and thoroughly experienced counselors and placement interviewers. The control group were to afford a comparison with the experimental group at the end of the study to determine the effect of specialized service to older workers.

Table II, showing a comparison of the characteristics of applicants in the control and experimental groups in Houston, Texas, is typical of such comparisons in each of the localities of the study, and reveals that the two groups were almost identical in their characteristics.

Occupational Group	Active File		Study Sample								Male	Female
	Under 45	45 and Over	45 and Over	45-49	50-54	55-59	60-64	65 and Over	65 and Over			
										45 and Over		
Prof. and Mgrial.	3	2	3	3	3	4	2	3	3	3	3	2
Cler. and Sales	12	5	6	7	6	6	7	5	7	5	7	6
Service	8	18	20	10	8	11	22	37	23	14	23	14
Agricultural	1	1	2	2	1	2	1	3	2	0	2	0
Skilled	15	19	21	21	26	21	20	14	26	8	26	8
Semiskilled	26	26	22	26	29	28	19	15	15	40	15	40
Unskilled	32	29	26	31	27	28	29	23	24	30	24	30
Entry	3	0	0	0	0	0	0	0	0	0	0	0
	100	<										>

Table I. Percentage Distribution by Age, Sex, and Occupational Group of Active File and Older Worker Study Sample in Lancaster, Pennsylvania.

	EXPERIMENTAL GROUP	CONTROL GROUP
P E R C E N T A G E		
All Persons in Sample	100.0%	100.0%
Male	73.2	73.6
Female	26.8	26.4
Percent of Veterans to Total	10.1	4.7
Percent Handicapped to Total	27.8	13.2
Percent Nonwhite to Total	23.6	27.5
Percent Union Members to Total	16.6	16.7
Percent U. I. Claimants	65.2	51.5
Age Distribution Total	100.0%	100.0%
45 - 49	22.8	23.5
50 - 54	32.7	32.3
55 - 59	21.4	22.4
60 - 64	14.7	12.7
65 and Over	8.4	9.1
Duration of Unemployment	100.0%	100.0%
Under 1 Month	58.0	55.1
1 Month and Under 2	11.9	10.4
2 Months and Under 3	7.1	6.1
3 Months and Under 4	3.5	6.3
4 Months and Under 5	3.5	3.7
5 Months and Under 6	2.5	2.8
6 Months and Under 12	5.4	6.4
12 Months and Over	8.1	9.2

Table II. Comparison of Characteristics of Registered Unemployed in Experimental and Control Groups in Houston, Texas.

Localities ^{1/}	Total	C	E	EC	EPC	EP
Columbus	978	406	572	137	24	411
Houston	1011	575	486	200	<u>2/</u>	236
Lancaster	668	314	354	101	7	141
New York	2000	957	1043	308	<u>2/</u>	736
Totals	4657	2252	2405	746	31	1523

1/ Los Angeles discontinued work on the study before completion.

2/ Houston and New York had no EPC groups.

TABLE III. SIZE OF SAMPLES BY GROUPS AND SUB-GROUPS

The procedure called for adding to the sample as evenly as possible over a period of four months. The ultimate size of the sample was to allow for its containing in the experimental group a minimum of 200 who had received initial counseling interviews and a minimum of 600 who had received at least one face-to-face interview in connection with service to be provided to them for placement purposes. In no case was it to be necessary to include over 1000 applicants in the control group.

At the time of random selection, a control card was to be prepared for each individual selected, whether he was placed in the control or in the experimental group. Illustrations I and II show the front and back, respectively, of the control card.

NAME:	_____	ADDR:	_____					
WW I	PRIM.OCC.CODE _____	TITLE:	_____					
WW II	SEC.OCC.CODE _____	TITLE:	_____					
M F	SCH: _____	COURSE:	_____					
HDCP	G.S. 4 5 6 7 8 H.S. 1 2 3 4 COLL. 1 2 3 4 5 6	DATE END	_____					
BIRTH Mo Yr	PROBLEM TYPE	A	B	C	D	E	F	G
	PLAN: REF <input type="checkbox"/>	SOL <input type="checkbox"/>	Tr <input type="checkbox"/>	AGENCY <input type="checkbox"/>	V.A. <input type="checkbox"/>	V.R. _____	RE EMP <input type="checkbox"/>	
	TOOLS: GATB <input type="checkbox"/>	I.C.L. <input type="checkbox"/>	Occ.GUIDE <input type="checkbox"/>	: SPECIFY _____				
	OTHER: SPECIFY _____							
	COMPLETENESS: GOAL <input type="checkbox"/>	PLAN <input type="checkbox"/>	ACTION <input type="checkbox"/>	: INCOMPL. <input type="checkbox"/>				
	REF BY _____	COUNSELOR _____						

ES 614

COUNSELING CONTROL

(Front)

ILLUSTRATION I.

ILLUSTRATION II.
Counseling Control

(Back)

ES 614

JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	COUNSEL INTVW	
												C/TE	DURAT.

DATE	EMPLOYER OR AGENCY	REFBY	JOB TITLE OR PURPOSE	DUR.	WAGE	SU	FU	DATE	METH

The control card of an applicant placed in the control group was to be identified with a "C", while that of an applicant placed in the experimental group was to be identified with an "E". Those who were counseled were to be identified by the addition of a "C" to the "E" on their control cards, while those who were interviewed for placement were to be identified by the addition of a "P" to the "E". Of the latter, any who were counseled after they had been identified for placement service were to have a "C" added to the "EP" on their cards. For any applicant who failed to respond to call-in or for any other reason was not available for an interview with staff members specially designated to provide service to the experimental group, the control card bore only the original "E". Therefore, at the conclusion of the study, there were groups identified as "C" and "E", and sub-groups of the "E" group identified as "EC", "EP", and "EPC". Table III shows the distribution of cases in the groups and sub-groups upon final reporting of the study.

One employment interviewer was to be selected from each major placement unit of the local office, and made responsible for studying the placement problems and planning and providing experimental placement in his unit. In addition, this interviewer would also assist in evaluating the effectiveness of the services provided and the techniques, procedures, and devices applied. The plan for placement service was to be

based on the solution of the common placement difficulties, excluding individual problems warranting employment counseling, encountered by groups of older workers. It was contemplated that it might be necessary to revise or adapt existing techniques, procedures, and devices, or to develop new ones. EP applicants were to be given any service designed to cope with the group's problems in obtaining employment except 1) individual job solicitation not already an existing practice in the local office for all types of applicants; 2) preference in selection on any other basis than legal requirements and qualifications for employment; and 3) employment counseling by an interviewer.

Employment counselors selected to participate in the older worker study were to see no other applicants during the six month study period. They were to be under no pressure to place older workers without full consideration of their needs and capabilities. Rather, they were to be encouraged to explore a variety of approaches even if they made some mistakes in the process of learning the most effective ways of serving older workers. Counselors were to provide not only the services regularly available to all counselees, but they were also to initiate new or different approaches and techniques to be applied on behalf of older workers. They might provide such services as assistance in writing letters of application or personal history summaries, stimulation of self-analysis through questionnaires prepared for this purpose, referral to social agencies of applicants with personal or family adjustment problems, and any other practices which they might devise or wish to test.

The study procedure required the keeping of very complete records, both individual and collective in nature. Application cards were to be complete and usable, and to reflect a real understanding of the older worker's qualifications for employment and of his limitations. They were to bear the widest possible classification of qualifications in order to expose the older worker to a maximum of suitable job openings. Each application was to have a lined blank card insert to provide a running record of any service given to the applicant which would not ordinarily be recorded on the application card. Interviewers were to record with date and initials every action on behalf of the applicant together with its results. Counseling Control cards were to be maintained currently. In addition, interviewers and counselors were to keep diaries of notes on relevant information not needed on the application card or counseling control card such as new methods adopted, insights gained, formulations of effective questions, or types of information and tools needed.

The procedure set up a reporting system which required the following reports during and at the conclusion of the study:

- a. An initial report describing the preparation for and organization of the study in the local office.
- b. Two interim progress reports consisting of narrative and tabular analyses of data assembled at the time.
- c. A report of a survey of employer attitudes toward older workers, and of their practices in connection with hiring older workers or retaining them in employment.
- d. A report of labor market data consisting of analyses of the composition of the active file; age restrictions on employers' orders; placement experience of the local office during the three months preceding the study period; relationship of unemployed to the labor force; characteristics of the sample group; and placement performance with the experimental as compared to the control group.
- e. A final report comprising narrative and tabular summaries of the results of the study and significant individual case reports.

As the last step in the study procedure, a follow-up questionnaire was mailed to each person in the sample. The procedure provided two questionnaires, a long and a short form. Illustration III shows the covering letter for the follow-up questionnaire. Illustration IV shows the front of the long form questionnaire while Illustration V shows its back. Illustration VI shows the short form. Some local offices used the long, and others the short form. In practice, the long form provided no more significant data than did the short form.

The tabulations which appear in Appendix II do not include all the tabulations which the study procedure prescribed. Some of the tabulations did not yield significant data either because the number of cases was too small or because the information obtained was clearly slanted. For example, a tabulation designed to show shifts of older workers across occupational and industrial lines yielded data too sparse to be relied upon; while a tabulation designed to show how many applicants made satisfactory or unsatisfactory vocational adjustment appeared to reveal only that the majority of applicants who obtained employment adjusted satisfactorily. A tabulation designed to show what reasons older workers gave for becoming unemployed revealed only that the great majority gave "lack of work" as the reason for their lay-off. Appendix II contains tabulations only of reliable and significant data.

ILLUSTRATION III. Covering Letter for Follow-up Questionnaire

Dear

During the past six months, you have visited this office for the purpose of securing help in getting work. We are interested in learning whether we have been of assistance to you, and whether we can serve you further.

We shall appreciate it very much if you will answer the questions on the attachment to this letter, and return the letter and the attachment as promptly as possible in the enclosed self-addressed envelope which requires no postage.

Your answers and comments, which we shall keep confidential, will greatly assist us in determining how useful our service is and in what ways we can improve it.

Sincerely yours,

Manager

Note: If the individual to whom we have addressed this letter is not available to answer the questions, we shall appreciate receiving the replies from the nearest relative or other person who is best able to supply the requested information.

ILLUSTRATION IV. Long Form Questionnaire (Front)

1. If you are now employed, please answer the following:

Name of job _____ Salary per week _____

Name of employer _____

Kind of business _____

Date started work _____ Is this job permanent? temporary?

Are you working in your usual occupation? Yes No

How did you get your present job?

Returned to former employer Through private employment agency

Through State employment service Answered ad

Through Union Through relative or friend

Applied directly to employer Other Please explain: _____

Is this job the kind of work you like, and can do well? Yes No

If you would like to change your job, is it because of the:

Nature of the work Hours

Wages Location

Other Please explain: _____

Is your pay higher lower or about the same as on previous jobs?

2. If you are not now working, but are still seeking employment, please answer the following:

Do you wish this office to help you get work? Yes No

What kinds of jobs are you now seeking? (1) _____

(2) _____ (3) _____

3. If you had a job since you last visited this office, but have lost it, please check reason:

(See other side)

ILLUSTRATION V. Long Form Questionnaire (Back)

- 2 -

Temporary layoff Permanent layoff

Separated because of age Separated because of health

Quit Reason: _____

Other Please explain: _____

4. If you are not working and not seeking employment, please indicate reason:

Retired on company pension Attending school or other training

Retired on Old Age Insurance Benefits Keeping house

Retired because of illness or poor health Other Please give reason: _____

5. If you have discussed your employment problem in detail with a counselor or interviewer in this office, please answer the following:

If you are working, is your job in line with the plan discussed? Yes No

Were you helped to decide the kind of work you should do? Yes No

Do you want further help in deciding upon a suitable field of work? Yes No

6. Do you feel that the employment service was of help to you? Yes No

If so, please explain what was especially helpful: _____

In what way could we have been more helpful: _____

Name _____ Address _____

ILLUSTRATION VI. Short Form Questionnaire

1. If you are now employed, please answer the following:

Name of job _____ Salary per week _____

Name of employer _____

Kind of business _____

Date started work _____ Is this job permanent? Yes No

Are you working at your usual occupation? Yes No

How did you get your present job?

Returned to former employer Through private employment agency

Through State employment service Answered ad

Through Union Through relative or friend

Applied directly to employer Other Please explain: _____

Is your present job the kind of work you like, and can do well? Yes No

If you would like to change your job, is it because of the:

Nature of the work Wages Hours Location Other

Please explain: _____

Is your pay higher lower or about the same as on previous jobs?

2. If you are not employed, are you still seeking employment? Yes No

Do you wish this office to continue to help you get work? Yes No

3. If you have discussed your employment problem in detail with a counselor, or interviewer in this office, please answer the following:

Were you given help in deciding the kind of work you should do? Yes No

If you are working, is your job in line with the plan? Yes No

Do you want further help in deciding upon a field of work? Yes No

4. Do you feel that the employment service was of help to you? Yes No

Please explain on back of page what was especially helpful, or in what way we could have been more helpful. Name _____ Address _____

APPENDIX II

Table I

Population and Labor Force, by Age and Sex, December 1950

(in thousands)

Age-Sex Group	Population	In Labor Force ^{1/}	Not in Labor Force		
			Keeping House	In School	Other ^{2/}
Total, 14 years and over	112,610	64,670	32,950	7,570	7,420
Males, 14 years and over	55,420	45,640	120	3,930	5,740
14-24	12,360	8,230	*	3,670	450
14-15	2,220	530	*	1,630	*
16-17	2,110	990	*	1,020	*
18-19	2,180	1,600	*	490	*
20-24	5,860	5,110	*	530	200
25-34	11,660	11,090	*	240	310
35-44	10,370	9,980	*	*	370
45-54	8,680	8,180	*	*	480
55-64	6,810	5,800	*	*	990
65 years and over	5,550	2,360	*	*	3,130
Females, 14 years and over	57,180	19,030	32,830	3,640	1,680
14-24	12,150	4,780	3,580	3,600	180
14-15	2,150	250	*	1,800	*
16-17	2,060	660	240	1,120	*
18-19	2,140	1,060	610	440	*
20-24	5,810	2,810	2,680	240	*
25-34	12,170	4,160	7,870	*	110
35-44	10,800	4,240	6,430	*	130
45-54	8,910	3,420	5,340	*	140
55-64	6,940	1,840	4,900	*	200
65 years and over	6,230	600	4,720	*	910

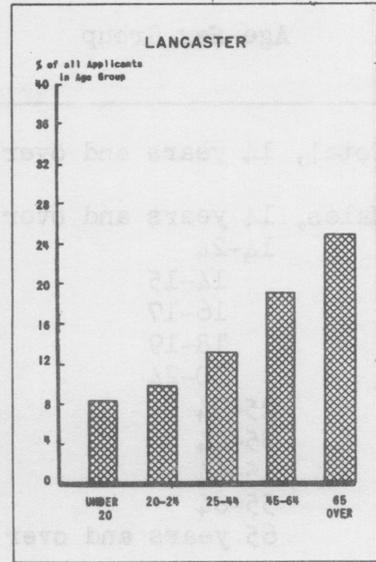
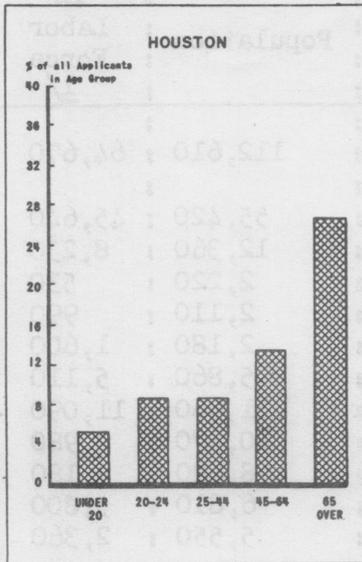
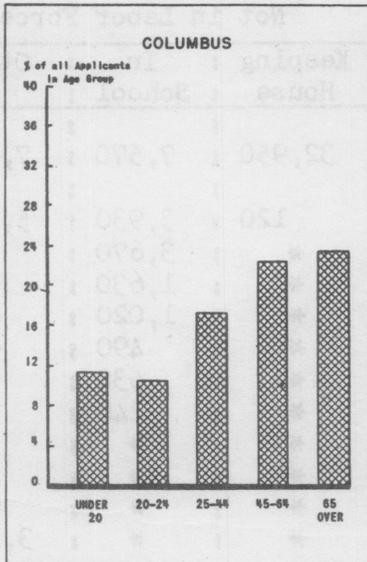
^{1/} Includes armed forces.^{2/} Includes persons in institutions, disabled and retired persons, etc.

* Numbers under 100,000 are not shown, because they are subject to relatively large sampling variation. Detail does not necessarily add to group total due to rounding.

Source: U.S. Bureau of the Census

JOB APPLICANTS SEEKING WORK OVER TWENTY WEEKS AS A PERCENT OF ALL APPLICANTS IN AGE GROUPS

APRIL 1950



Bar Chart I

Table II

Percentage Distribution of Unemployed Persons in U.S. ^{1/}
and of Job Applicants in Selected Employment Service
Offices by Age Groups—April 1950 ^{2/}

Area and Sex	Number	Percent of Total in Age Group				
		All Ages	14-24	25-44	45-64	65 & Over
<u>Total</u>						
United States	3,515,000	100	29	38	29	4
Columbus	13,758	100	21	50	25	4
Houston	13,592	100	21	51	26	2
Lancaster	2,715	100	22	38	27	13
New York	62,393	100	21	49	27	3
<u>Men</u>						
United States	2,628,000	100	28	37	30	5
Columbus	10,328	100	20	51	26	3
Houston	10,507	100	19	50	28	3
Lancaster	1,625	100	22	37	25	16
New York	29,633	100	23	44	28	5
<u>Women</u>						
United States	887,000	100	32	42	24	2
Columbus	3,430	100	23	53	22	2
Houston	3,085	100	26	54	20	0
Lancaster	1,090	100	23	39	30	8
New York	32,760	100	20	51	27	2

^{1/} Source: Bureau of the Census, Monthly Report on the Labor Force, April 1950.

^{2/} Data for Columbus relate to February 1950 and for New York to May 1950.

Table III

Percentage Distribution of Job Applicants Among Major Occupational Groups by Area, Sex, and Age Group

Area, Sex, and Age Group	Number	Percent of Total							
		All Occ.	Prof. & Manag.	Cler. & Sales	Serv. & Unskilled	Semi-Skilled	Unskilled	Entry	
<u>Columbus, Ohio</u>									
All Applicants	11,831	100	5	16	14	19	20	21	5
Age 45 & over	3,644	100	4	12	18	28	18	20	0
All Men	8,423	100	6	8	10	25	23	23	5
Age 45 & over	2,781	100	4	7	14	34	19	22	0
All Women	3,408	100	3	34	25	4	13	17	4
Age 45 & over	2,545	100	3	27	29	8	16	16	1
<u>Houston, Texas</u>									
All Applicants	13,592	100	5	12	16	25	16	21	5
Age 45 & over	3,860	100	4	10	17	37	11	20	1
All Men	10,507	100	5	6	11	32	18	24	4
Age 45 & over	3,248	100	4	5	15	42	11	22	1
All Women	3,085	100	1	36	32	4	10	12	5
Age 45 & over	612	100	2	35	27	9	12	11	4
<u>Lancaster, Pa.</u>									
All Applicants	2,715	100	3	9	11	17	26	31	3
Age 45 & over	1,090	100	2	5	18	19	26	30	0
All Men	1,625	100	3	8	12	26	20	27	4
Age 45 & over	678	100	2	5	23	28	15	27	0
All Women	1,090	100	1	12	11	3	34	38	1
Age 45 & over	412	100	1	6	9	5	43	35	1
<u>New York, N.Y.^{1/}</u>									
All Claimants	249,486	100	5	14	10	18	36	16	1
Age 45 & over	103,799	100	4	9	12	25	38	12	0
All Men	148,463	100	6	10	12	21	32	17	2
Age 45 & over	68,645	100	5	7	15	26	34	13	0
All Women	101,023	100	3	21	6	12	43	14	1
Age 45 & over	35,134	100	2	12	7	22	46	11	0

^{1/} Data for New York include only unemployment insurance claimants.

Table IV

Job Applicants Seeking Work Under Four and Over Twenty Weeks
as a Percent of All Applicants in Age Groups by Area

Age Group	Columbus	Houston	Lancaster	New York ^{1/}
<u>Under 4 Weeks</u>				
Total	24.3	22.1	26.6	45.7
Under 20	33.7	35.6 ^{2/}	33.1	48.8
20 - 24	27.5	26.3 ^{3/}	32.2	44.1
25 - 44	26.1	23.0	28.7	45.3
45 - 64	18.8	16.2	24.7	47.9
65 & over	18.0	7.5	14.6	36.9
<u>Over 20 Weeks</u>				
Total	17.5	10.1	15.4	10.1
Under 20	11.4	5.3 ^{2/}	8.1	7.8
20 - 24	10.5	8.6 ^{3/}	9.8	10.6
25 - 44	17.2	8.6	13.1	9.5
45 - 64	22.4	13.3	19.1	10.1
65 & over	23.4	26.8	24.9	14.7

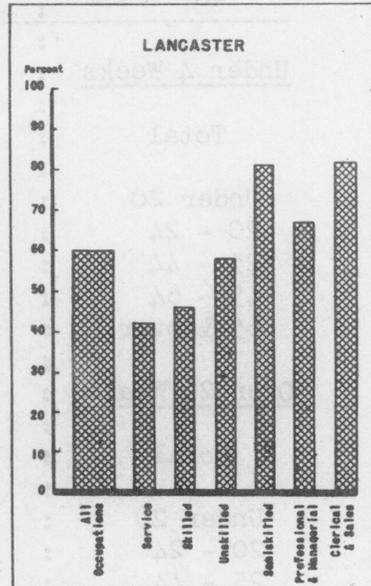
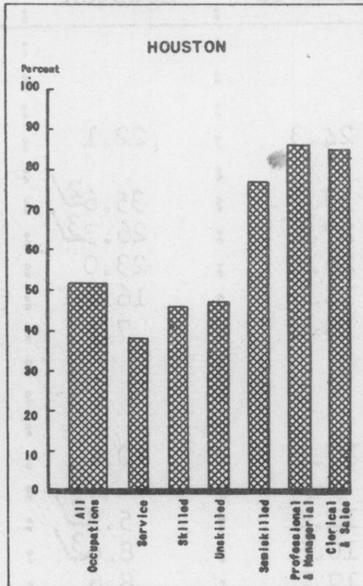
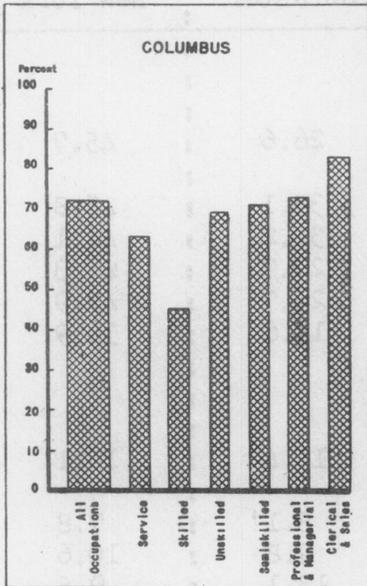
^{1/} Data for New York include unemployment insurance claimants only.

^{2/} Includes applicants under 21 years of age.

^{3/} Includes applicants 21 - 24 years of age.

PERCENT OF JOB OPENINGS WITH AGE RESTRICTIONS BY OCCUPATIONAL GROUPS

APRIL 1950



Bar Chart II

Table V

Job Orders^{1/} and Openings for Workers Received by Public
Employment Offices and Proportion with Age Restrictions
by Major Occupational Group, by Sex and Area

Area	Total	Major Occupational Group					
		Prof. & Manag.	Cler. & Sales	Serv-ice	Skilled	Semi-Skilled	Un-Skilled
<u>Total</u>							
<u>Number</u>							
Columbus	3,935	108	1,758	708	410	445	506
Houston	5,295	35	643	1,766	523	624	1,704
Lancaster	511	6	94	188	41	84	98
New York	3,504 ^{2/}	171	664	422	341	1,649	160
<u>Pct. of Tot. with age restr.</u>							
Columbus	72%	73	83	63	45	71	69
Houston	52	86	85	38	46	77	47
Lancaster	60	67	82	42	46	81	58
New York	25	30	54	23	10	9	72
<u>Men</u>							
<u>Number</u>							
Columbus	2,159	93	594	271	397	383	421
Houston	3,626	32	233	689	514	524	1,634
Lancaster	283	5	38	49	41	64	86
New York	764	54	143	236	63	149	58
<u>Pct. of Tot. with age restr.</u>							
Columbus	64%	75	83	42	45	69	64
Houston	50	84	88	30	46	75	45
Lancaster	63	80	82	53	46	80	55
New York	42	28	59	28	46	21	86
<u>Women</u>							
<u>Number</u>							
Columbus	1,776	15	1,164	437	13	62	85
Houston	1,669	3	410	1,077	9	100	70
Lancaster	228	1	56	139	0	20	12
New York	2,282	111	509	183	266	1,080	97
<u>Pct. of Tot. with age restr.</u>							
Columbus	81%	60	82	77	62	82	92
Houston	58	100	83	44	67	90	91
Lancaster	55	0	82	38	0	85	83
New York	24	30	53	16	2	11	67

^{1/} An order is a specific employer's request for one or more workers in one occupation. Data for Columbus and Houston relate to employer orders; data for Lancaster and New York relate to job openings.

^{2/} Includes 97 openings for entry workers which are not shown by occupational group. Also includes 458 openings for either men or women which are not shown under either sex.

Table VI

Proportion of Physically Handicapped, by Age Groups, in Active Files of Three Study Localities in Typical Month of 1950

Age Groups	P e r c e n t a g e s		
	Columbus	Lancaster	New York
All ages	9	3	4
Under 45	6	3	4
45 and over	4	3	3

Table VII

Types of Handicaps of Applicants Over 45 Years Ranked in Order of Frequency

	R A N K		
	Columbus	Houston	New York
Vision, Hearing, Speech	1	1	1
Trunk, Spinal, Abdominal	2	2	3
Cardio-vascular	3	5	2
Upper Extremities	4	4	4
Lower Extremities	6	3	5
Neuro-psychiatric	5	7	7
Generalized or Systemic	7	6	6

Table VIII

Proportion of Handicapped in Samples as Compared to Proportion of Handicapped Who Obtained Employment

	P e r c e n t a g e s			
	Columbus	Houston	Lancaster	New York
Handicapped in Sample	15	29	1	13
Handicapped Employed	16	22	.2	17

Table IX

**Comparison of Proportion of Placements of Workers Over 45 Years of Age
in Each Occupational Group with Proportion These Applicants Represent in
Active File for Typical Month in 1950**

Major Occupational Groups	Percentage of April active file over 45	Percentage of placements						Total, 6-month period
		First month	Second month	Third month	Fourth month	Fifth month	Sixth month	
Professional and managerial.....	32	0	0	20	0	0	0	7
Clerical and sales.....	24	6	2	8	9	10	5	7
Service.....	62	18	10	9	17	17	36	18
Skilled.....	46	0	23	16	26	0	45	19
Semiskilled.....	40	0	0	0	9	5	19	7
Unskilled and other.....	38	8	4	4	26	27	11	6
Percent of total.....	41	8	6	6	20	16	10	7

Table X

Comparative Data on Employment Status of Older Workers
at Time of Follow-up

Study Groups by Localities	Percentages of Total Numbers						
	Total (1)	Employed	Placed by ES	Handicapped	Changed Occupation	Changed Pay - Higher	Changed Pay - Lower
	a	b	c	d	e	f	g
1. Control Group - Tot.	2252	36	9	8	7	6	10
a. Columbus	406	42.9	13.1	11.1	11.6	5.2	5.9
b. Houston	575	16.2	10.6	13.2	4.9	3.0	7.3
c. Lancaster	314	54.1	12.7	1.3	11.7	10.2	12.1
d. New York	957	39.0	6.0	6.0	5.0	7.0	12.0
2. Experimental Group - Tot.	2405	42	24	20	9	6	12
a. Columbus	572	56.0	48.6	18.4	18.9	5.9	11.7
b. Houston	436	18.6	16.5	48.6	7.6	2.5	8.3
c. Lancaster	354	52.2	18.9	1.1	5.1	5.3	7.9
d. New York	1043	42.0	16.0	13.0	6.0	7.0	15.0
2a. Experimental Plct. Group Tot.	1523	47	26	12	9	6	13
a. Columbus	411	58.4	51.1	6.3	15.6	5.8	10.7
b. Houston	236	23.3	16.1	10.2	10.6	3.8	11.4
c. Lancaster	141	48.2	16.3	.7	2.1	3.5	9.2
d. New York	735	48.0	17.0	13.0	6.0	8.0	16.0
2b. Experimental Couns. Group Tot.	777	31	22	40	9	3	9
a. Columbus	161	49.7	42.2	49.1	27.3	6.2	14.3
b. Houston	200	13.0	17.0	94.0	4.0	1.0	4.5
c. Lancaster	108	45.3	29.6	2.7	1.8	5.5	6.4
d. New York	308	27.0	13.0	12.0	6.0	3.0	11.0
3. Employed Group - Total	1829	100	39	11	24	16	29
a. Columbus	494	100.0	67.0	16.0	31.4	11.1	18.4
b. Houston	174	100.0	57.3	22.4	35.1	16.1	44.8
c. Lancaster	355	100.0	30.1	.2	30.9	20.8	27.0
d. New York	806	100.0	21.0	9.0	14.0	17.0	33.0

(1) Totals include all those who responded to follow-up letters or for whom complete data was available in office records as a result of a recent contact.

Older Workers



Are Experienced



Are Stable



Have "Know How"



Are Steady